

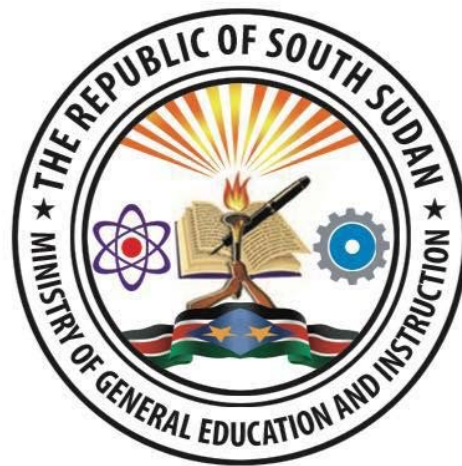


THE GENERAL EDUCATION STRATEGIC PLAN, 2017-2022

**Ministry of General Education and Instruction, Juba,
Republic of South Sudan, May 2017**

Republic of South Sudan

Ministry of General Education and Instruction



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List of Acronyms

ADRA	Adventist Development and Relief Agency
AES	Alternative Education Systems
ALP	Accelerated Learning Program
BALP	Basic Adult Literacy Program
BoGs	Board of Governance
CECs	County Education Centres
CE	Central Equatoria
CGS	Community Girls Schools
CESA	Continental Education Strategy for Africa
CTMC	County Transfer Monitoring Committee
ECDE	Early Childhood Development Education
EDoGs	Education Donor Group
EiE	Education in Emergencies
EMIS	Education Management Information Systems
EUP	Early and Unintended Pregnancy
FAL	Functional Adult Literacy
FMIS	Financial Management Information Systems
GEM	Girls' Education Movement
GESP	General Education Strategic Plan
GoRSS	Government of the Republic of South Sudan
GPE	Global Partnership for Education
GPEP	Global Partnership for Education Program
GUPN	Greater Upper Nile
HRMIS	Human Resource Management Information System
ICT	Information Communication Technology
IDs	Identifications
IDPs	Internally Displaced Persons
IT	Information Technology
M&E	Monitoring and Evaluation
MoGEI	Ministry of General Education and Instruction
MoLPS	Ministry of Labor and Public Services
NES	National Examinations Secretariat
NGOs	Non-Governmental Organizations
PAGE	Promote Advocacy for Girls' Education
PEG	Partners for Education Group
PEP	Pastoralist Education Program
PFM	Public Finance Management
PTA	Parents Teachers Association
SMCs	School Management Committees
STMC	State Transfer Management Committee
SRGBV	School Related Gender Based Violence
SSSAMS	South Sudan School Attendance Management Systems
SSP	South Sudan Pounds
TLS	Temporary Learning Spaces
TTIs	Teacher Training Institutes
TVET	Technical and Vocational Education and Training
UN	United Nations
USD	United States Dollars
VTC	Vocational Training Centres
WBG	Western Bahr el Ghazal

Foreword

I am delighted to introduce **The General Education Strategic Plan, 2017-2022**, hereafter referred to as the Strategic Plan. This document is a national roadmap for implementation of **The National General Education Policy, 2017-2027**, and **The General Education Act, 2012**. The Strategic Plan is aiming to achieve four important national priorities: to increase equitable access to general education; to improve the quality of general education; to enhance the management capacity of senior staff of the Ministry, State Ministries, the County Education Department and affiliated institutions; and to promote Technical and Vocational Education and Training (TVET) to improve the employability of youth and adults in the next five years.

Financing is critical to implementation of the Strategic Plan. Without investment of sufficient financial resources in the general education sub-sector, it is hard to envisage how the series of reforms contained in the Strategic Plan will be implemented throughout the Republic of South Sudan. Therefore, it is imperative that the government fulfils its commitment to allocate at least 10% of the annual budget to general education as per the provisions of **The General Education Act, 2012**. I also want to take this opportunity to appeal to the donor community for more financial support.

I urge all the stakeholders to play an active role in the implementation of **The General Education Strategic Plan, 2017-2022**. It is vitally important for us to work as a team in order to avail an opportunity to every South Sudanese citizen to exercise its right to education as stipulated in the Constitution, 2011 (Amended 2016); to build an educated and informed nation; and to help our country to make the transition from an oil-dependent economy to a knowledge-based economy and achieve prosperity for all. Together, we can make it and we will make it. Let us do our best and God will do the rest.

Finally, I would like to thank my colleagues, the State Ministers of Education and their Directors General, the staff of the Ministry of General Education, UNESCO, UNICEF and all the development partners who contributed to the development of the Strategic Plan.



Hon. Deng Deng Hoc Yai

Minister of General Education and Instruction

1. Introduction and Context

The provision of education opportunities in the Republic of South Sudan today takes place against a backdrop of political instability, a struggling economy, extreme poverty, food insecurity, a recently concluded peace agreement and low oil production and prices. Despite the 2015 peace agreement and the formation of the Transitional Government of National Unity in 2016, conflict has continued in parts of the country. In addition, a lack of basic infrastructure across much of the country, such as an electrical grid and paved roads, also impedes development progress and the provision of humanitarian assistance. The delivery of education services and humanitarian aid is also severely challenged by climate change, with seasonal floods rendering 60% of the country inaccessible for up to six months of the year, and the persistence of armed violence (OCHA, 2015 *b*).

In spite of these obstacles, South Sudan made great strides in providing access to education following the signing of the Comprehensive Peace Agreement (CPA) in 2005. The Transitional Constitution of 2011 recognizes education, including the provision of compulsory, free primary education as a right. Accordingly, in 2012 the National Legislative Assembly passed The General Education Act which stipulates that primary education must be free and compulsory for all. As a result, in 2015 nearly 1.3 million children were enrolled in primary education, an increase of nearly 1 million children since 2005.

The resurgence of violence in December 2013 reversed many of the gains made in education service delivery since 2005, and further exacerbated the vulnerability of large swathes of the population. More than 2 million people have been displaced and estimates of the death toll are in the tens of thousands (OCHA, 2015*a*: 1). Schools have been damaged or closed, salaries have not reached teachers on time, and in 2015 more than 90 schools across the country were occupied by fighting forces or internally displaced persons (IDPs) (Lotyam and Arden, 2015). Between 2013 and 2015, nearly 400,000 students dropped out of school in the Greater Upper Nile (GUPN) states (MoGEI, IIEP UNESCO, 2017).

In addition to immediate emergency response needs, long-term educational development is a major priority for communities, the government, and development partners (Clarke *et al.*, 2015). In February 2014, the then Ministry of Education, Science and Technology convened an emergency meeting attended by state education officials and humanitarian and development partners, which acknowledged that ‘education cannot wait for the war to end’ (Lotyam and Arden, 2015). Education partners continue to operate mainly from Juba, the capital city, and do their best to cover the entire country, including the Greater Upper Nile Region (Education Cluster, 2015).

However, the Republic of South Sudan has a long history of fragmented development support, even following its independence. For decades, there was no coherent government-led policy or strategic framework to guide the work of all education actors. Education interventions, in general, have a short time horizon, offer limited coverage of particular regions or population groups, and are influenced by humanitarian approaches with a focus on addressing immediate needs to the detriment of longer-term development (Lotyam and Arden, 2015). Programmes have largely been donor-driven and, according to South Sudan’s Undersecretary of Education, have generated a parallel system and high dependency on external support (Novelli *et al.*, 2015).

To move toward a more coordinated approach, the Ministry of General Education and Instruction has established the Development Partners Coordination Unit and the stakeholders have been working together since 2011. The Ministry also established the National Education Forum (NEF), chaired by the Undersecretary, with a number of Thematic Working Groups. In addition, a partner coordination manual was created with the support of DFID, UNICEF and UNESCO, following a mapping of all education partners in conjunction with the NEF or Partners for Education Group (PEG) (MoEST, 2015 *a*). Lotyam and Arden (2015) note that, ‘the first major change to this “patchwork quilt” approach and donor dependency came with the development of the first South Sudan sector plan, the General Education Strategic Plan 2012-2017’.

One of the main aspects of a robust education sector plan is that it must be sensitive to the context. This means that the Education Sector Analysis (ESA) should include an analysis of the vulnerabilities, including conflict, disasters and economic crises that are specific to a country. It also means that the plan must contain preparedness, prevention, and risk mitigation measures in order to strengthen the resilience of the education system at all levels. A full ESA was prepared during prior to the development of this plan, and incorporated a vulnerability analysis throughout. The full document can be accessed on IIEP’s website.¹

Given the particular challenges facing the Republic of South Sudan as a young nation experiencing a protracted crisis and ongoing instability, the 2016 Education Sector Analysis and The General Education Strategic Plan 2017-2022 have addressed these issues by including education in emergencies/humanitarian activities within all of the priority programmes. The intention is to address both humanitarian and development needs in the Plan so that humanitarian interventions are connected to the medium-term objectives of the Ministry. A summary of these initiatives which aim to ensure the safety of learners and to develop their resilience and social cohesion is included below.

¹ See MoGEI & IIEP UNESCO, 2017.

Planning for safety, resilience and social cohesion/education in emergencies

In terms of infrastructure, the Ministry will conduct an assessment of schools to identify those in need of renovation/reconstruction as a result of the recent conflict. The Ministry will coordinate with the Education Cluster to identify locations for new learning spaces. New institutions will be fenced to ensure the safety and security of learners, and the ministry will aim to locate schools closer to communities in order to improve safety for students on their way to and from school. Additionally, the Ministry will advocate, in cooperation with community leaders, that schools occupied by armed forces or IDPs are vacated and rehabilitated in order to serve as schools again. The plan also contains provisions to ensure that when schools particularly in GUPN re-open they receive capitation grants, are staffed with teachers and receive a new supply of textbooks and other teaching and learning materials.

In order to enhance learning, there are provisions for teachers and head teachers to be trained on the revised curriculum. As mentioned in Chapter 3, the new curriculum has been revised and explicitly addresses issues including safety and social cohesion.

Head teachers must develop and implement school improvement and safety plans, in cooperation with the PTA/BoG and school management committees, to make sure school facilities are safe and properly maintained to resist natural hazards such as strong rains, winds, lightning and flooding and are also prepared for conflict threats to the school or learners. They should also ensure that plans are in place for the safety of learners both in school and on the way to and from school.

The Ministry will work with communities and partners to establish schools as “zones of peace”, particularly at the secondary level. The Ministry will work with its partners (including PTAs and BoGs) to promote awareness surrounding peace and safety issues affecting secondary school students, staff and facilities. Additionally, peace building clubs will be trained and engaged in school safety issues and peace-building initiatives.

There are also provisions in the Plan for contingency planning and the pre-positioning of stocks of teaching and learning materials in case of further displacement. The ministry and its partners will take steps to secure these stocks from looting or theft. Strengthened coordination is also an objective to improve the resilience of the education system.

The Plan also addresses the needs of displaced populations, including the approximately 264,000 refugees from Sudan and DRC, and the more than 1.5 million internally displaced persons (IDPs). IDP children will be reintegrated into schools in the communities where their families settle. Refugee children will continue to access education either in the refugee settlements (where refugee schools will be registered with

the MoGEI) or in nearby government/community schools. Where local primary schools exist, refugee children will be integrated into the national system to the extent possible. UNHCR may assist refugee children by providing scholastic materials in order to reduce the cost of education for refugee families. UNHCR will also support children with special education needs to be able to access education, including through provision of mobility or assistive devices. Refugee children will also continue to access government secondary schools, as well as AES schools. 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.

As described in the priority programmes, the ministry will put in place an official national teacher certification system. Once this system is in place, IDP and refugee teachers who have been trained by NGOs and others will also be eligible for certification. Teachers in refugee programmes will be able to participate in trainings in the nearby CECs, and in-service training options may be extended to the refugee settings as well.

The national inspection framework that is currently in development will also apply to IDP and refugee schools. Efforts will be made to ensure the dissemination of inspection tools and other policy guidelines to refugee schools in the country.

The country's assessment framework that is being developed will also include provisions so that learners from non-government schools in the IDP sites will be allowed to take the same national examinations, and then be admitted into other schools upon their departure and return home. Similarly, the framework will specify that refugee students may also sit primary and secondary examinations and receive certification and then be allowed to enter the next level of education in national schools.

Chapter 5 Priority Programmes includes more details and targets for these actions in support of improved safety, resilience and social cohesion for all learners, including IDPs and refugees. This will be done through ensuring that the regular education cluster meetings is enhanced to cater for all issues related to improving the target groups

2. Transitional plan: The Ministry's priorities for 2017 and 2018

The current state of economic and political instability in the country makes planning a difficult exercise. In addition, the increase in the number of states from 10 to 32 (as of January 2017) will result in a need for increased educational administration structures at state level which will impact the budget and the pace of decentralization efforts such as the roll out of EMIS, FMIS and HRMIS to all of the states. 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 will not be resolved quickly. Consequently, this plan is both transitional and developmental. **During the transitional period 2017-2018, a select number of strategic actions have been prioritized for implementation and are outlined in this chapter.** Should additional funding become available (either internally or externally), the priority is to use it in support of the priority programmes that are described in Chapter 5. Because of the continuing uncertainty within the country, a priority over the coming five years will be to conduct the joint sector review each year to report on progress achieved and to adjust targets based on the prevailing situation in the country.

The Ministry's priorities for 2017-2018 cover access and equity, quality and management for General Education and Instruction which includes early childhood development, primary, secondary, alternative education systems (AES) and TVET. In order to improve **access to and equity in education**, priorities for 2017 and 2018 include the payment of salaries, capitation grants, and cash transfers to girls who are enrolled in upper primary and secondary education. As shown in Table 2 below and in Chapter 7 Cost and Financing, it is projected that the ministry will not have sufficient funding through the GoRSS over the next two years to pay salaries for all teachers, managers and administrative staff. Unless additional government funding is secured, donor support will be needed in order to be able to pay all salaries and to finance capitation grants and cash transfers to girls. Funding from Girls' Education South Sudan (GESS) will be used to pay the capitation grants and cash transfers to girls until 2018 when that funding is expected to end.² The EU IMPACT project was approved in 2017. This project will begin in May 2017 and will provide monthly salaries of USD 40/month for up to 30,000 primary teachers and head teachers for a period of 18 months.

During the first two years of the plan, the ministry will also focus on advocacy with communities with the prime objective of improving girls' enrollment and retention, and advocating for the educational needs of children with disabilities. The Ministry will work with the Ministry of Justice in order to make copies of the General Education Act (2012) available in all states. The ministry will organize a consultation with state ministries to orient them on the requirements of the General Education Act (2012) and their responsibilities with regard to enforcement of compulsory primary education. Furthermore, state ministries will be mobilized to advocate for the redeployment of teachers to under-served areas within their states and to mobilize communities to construct classrooms, teacher housing and low-cost boarding schools for girls.

² As of early 2017, MoGEI is in discussion with DFID about the possibility of extending the GESS programme beyond 2018. The Minister and Undersecretary recent visit to UK to discuss on the extension has highly improved the chances for the extension

Furthermore, the Ministry will lobby the Ministry of Finance and Planning for an increased education budget overall as well as for the allocation of a Chapter 3 budget (i.e. for development/construction). This budget is especially needed to renovate/reconstruct schools in GUPN and elsewhere that have been damaged or destroyed as a result of the conflict. The ministry will focus on using allocated funds for low-cost, semi-permanent structures in order to provide sheltered classrooms in as many areas as possible. This will allow for the provision of more learning spaces than would be possible if the funds were used for permanent construction. The ministry will also encourage communities to construct their own schools using locally available materials. These classrooms will be located closer to children's homes, which will make them more accessible for younger children. They will also be beneficial to the continuation of schooling in conflict areas where parents are concerned about their children's safety on the way to and from school. The community-constructed classrooms will also provide a minimum amount of shelter from the elements. They will be supported by a WFP food-for-work programme that has been agreed in a Memorandum of Understanding (MoU) between WFP and the Ministry for 2017-2018. As part of the same MoU, WFP will also provide support for school feeding and school gardens for primary and secondary schools. This should also improve access and retention.

Another priority of the Ministry for FY 2017-2018 is to attract funding to scale up its alternative education programmes and TVET. The accelerated learning programme (ALP), community girls' schools (CGS) and the Pastoralist Education Programme (PEP) are essential for reaching out-of-school children and for providing alternative pathways to entering or completing primary education. Some international NGOs are supporting ALP for both IDPs and other out-of-school children and youth. In 2016, the Ministry has been working with UNESCO and FAO to support the development of a new PEP curriculum, including pilot testing the curriculum in pastoralist communities. No funding has yet been identified to scale up the PEP programme. Similarly, the Ministry has been working with UNESCO to strengthen TVET through development of a plan for a flexible, certified TVET system, which is essential to assist with the country's development goals as well as to provide opportunities to the large youth population as well as for demobilized fighters. Over the next two years, the ministry will work with partners to find funding and scale up these programmes.

In order to improve the **quality of education**, the Ministry will first and foremost focus on improving the quality of teaching. Over the next two years, the total number of teachers will remain the same, but new teachers will be needed due to attrition and as a result of the payroll cleaning process. To this end, the Ministry will increase the number of qualified teachers by working to make sure that the minimum qualifications are followed during the hiring process with effect from 2017. Should the country achieve peace and the economic situation improve, the ministry expects that by 2021 all teachers will meet the

minimum qualifications. During the transition period, the Ministry will implement the provisions of The General Education Act, 2012, related to the National Education Service to recruit volunteers who will provide extra teaching assistance in classrooms that are either staffed by unqualified teachers or overcrowded. These volunteers will be secondary school leavers who have not yet entered university. The Ministry will work with the National Education Service to develop a short-term pedagogical training for identified volunteers (approximately 5,000 per year) before they are deployed to schools.

In addition, there are currently plans and partners in place for both in-service and pre-service teacher training. Updating training has already started in order to orient Head-teachers, teachers and supervisors on the revised curriculum. This training is a priority with regard to implementation of the revised curriculum, which is scheduled to be in place by 2018. (See the quality priority programme in Chapter 5 for more information.) The Ministry also has an agreement in place with Strømme Foundation (through 2019) in order to strengthen both pre-service and in-service through reactivation of 3-5 teacher training institutes and to explore methodologies for qualifying teachers through in-service teacher training.

Capacity building for school leadership, school improvement planning and supervision will also be prioritized in 2018 and 2019. This training has been developed and will be implemented with existing GPE funds. The short-term objective is that the Ministry supervisors will conduct at least one visit per school per year.

Implementation of the revised South Sudanese curriculum is also a priority for the first two years of the Plan. The curriculum frameworks and syllabi have already been developed for primary and secondary education. Pilot testing of both started in early 2016. Following pilot testing of the curriculum, textbooks will be developed, printed and ready for distribution for the start of the 2018 school year. Existing GPE funding has been allocated for the development of lower primary (P1-P4) textbooks and for the development of national language textbooks for three languages for P1-P3. Funding has not yet been identified for the development of the upper primary, secondary or AES textbooks or for the ECDE teaching and learning materials. The ministry's short-term objective is to reach a pupil-textbook ratio of 2:1 for primary and to make sure that a minimum of five sets of textbooks are distributed to each secondary school by 2018. For ECDE, the short-term objective is to make sure that one set of teaching and learning materials is available for every 10 children.

To make the new curriculum accessible to learners with disabilities, the provision of assistive learning materials/devices will also be prioritized. Finally, in conflict-affected areas where textbooks and TLM have been destroyed, copies of existing textbooks and TLM urgently need to be reprinted and distributed to these schools as they reopen. The

ministry will work with the Education Cluster and UNHCR to make sure that IDPs and refugees also have access to existing textbooks and to new textbooks beginning in 2018.

To improve **management of the education system**, the ministry has three key priorities for the first two years of the plan. The first is to finalize the teacher registration and verification process that has already been conducted in two of the former ten states (Eastern Equatoria, currently divided into Imatong and Kapoeta states; and Western Bahr El Ghazal, currently divided into Wau and Lol States though the latter also includes a county from the former Northern Bahr El Ghazal State). Through both the GESS programme and the new IMPACT programme, a concerted effort will be made to enroll teachers in the Human Resource Management Information System (HRMIS) and to issue active teachers with biometric ID cards. By 2018, the ministry plans that the registration and verification process and the roll-out of the HRMIS to all states will be complete. During this time, the ministry will also work to develop a professional licensing system for teachers. In addition, the ministry will continue to strengthen the EMIS and the annual school survey process throughout the plan implementation period. To effectively manage the education system, reliable data are needed for each of the plan years. The ministry's final management priority for the first two years of the Plan will be to develop and provide financial management and accountability training, especially management of grants, for national, state and county education managers.

Summary of key priorities for 2017-2018

- (a) Ensure payment of salaries to all active ministry staff
- (b) Provide capitation grants to schools and cash transfers to girls who are enrolled in upper primary and secondary education
- (c) Advocate with communities to improve enrollment and retention for girls and children with disabilities
- (d) Orient state ministries on the requirements of the General Education Act (2012) and their responsibilities to enforce compulsory primary education
- (e) Advocate with state ministries for the redeployment of teachers to under-served areas within their states and for them to mobilize communities to construct classrooms, teacher housing and low-cost boarding schools for girls
- (f) Implement the WFP MoU related to food-for-work to assist with community-constructed classrooms and for school feeding and school garden programmes for primary and secondary schools
- (g) Work to secure funding and scale up AES and TVET programmes
- (h) Increase number of qualified teachers by making sure that any new teachers hired (due to attrition) meet the minimum qualifications
- (i) Recruit volunteer teachers through the National Education Service to provide additional staffing, especially in overcrowded classrooms or classrooms with unqualified teachers

- (j) Develop short pedagogical training for volunteer teachers
- (k) Continue the rollout of updating training on the revised curriculum for head teachers, teachers and supervisors
- (l) Reactivate 3-5 teacher training institutes in collaboration with the Strømme foundation to strengthen pre- and in-service teacher training
- (m) Conduct capacity building school leadership, school improvement planning and supervision, through use of existing GPE funds
- (n) Finalise pilot testing of the revised curriculum
- (o) Develop textbooks for P1-P4 in English and in three national languages for P1-P3, through the use of existing GPE funds
- (p) Secure funding for development of textbooks for other grades and for the printing and distribution of textbooks
- (q) Provide assistive learning materials/devices for children with disabilities
- (r) Reprint and distribute textbooks and TLM to schools in conflict-affected areas as they reopen
- (s) In cooperation with the GESS programme, finalize and implement the teacher registration and verification process throughout the country.
- (t) Coordinate with the Education Cluster and UNHCR to maintain access to education for IDPs and refugees; and ensure they have access to existing textbooks in 2017 and to new textbooks beginning in 2018.
- (u) Continue to strengthen the EMIS and the annual school survey process.
- (v) Develop and provide financial management and accountability training, especially management of grants, for national, state and county education managers.

Risks and challenges to plan implementation

The current context of uncertainty poses many risks to implementation of this plan, including the two-year transitional component of the plan. The main risks and attendant mitigation measures are described in Table 1.

Table 1. Risks and mitigation measures for implementation of transitional plan

Areas	Risk	Mitigation measures
Access issues	<ul style="list-style-type: none"> • Rainy season hampers transportation of heavy equipment • Hyper-inflation impacts negatively on school construction • Insecurity hinders investments in some areas 	<ul style="list-style-type: none"> • Focusing on inaccessible areas in dry seasons • Obtaining partner support in hard currency • Pressing for higher budget allocation • Strengthening state anchors and other partners to support

Areas	Risk	Mitigation measures
	<ul style="list-style-type: none"> • Declining economy negatively affects capital investments • Famine affects children's ability to go to school and remain in school 	<ul style="list-style-type: none"> • delivery of services where and when needed • Using locally available resources for teaching and learning • Increasing and sustaining capitation grants • Increase and ensure adequate targeting of school-feeding program
Equity issues	<ul style="list-style-type: none"> • Cultural attitudes hinder girls' education • Insecurity make parent protective of their children particularly girls • Poverty leads to increased discrimination against girls' education and widens gaps between socio-economic groups 	<ul style="list-style-type: none"> • Expanding the number of (small in size) community schools to make access easy • Continuing massive sensitization efforts to help improve the situation • Increasing, expanding and sustaining cash transfers for girls • Increasing and sustaining capitation grants
Quality issues	<ul style="list-style-type: none"> • Qualified teachers quit for greener pasture • Lack of funds for printing learning and teaching material and for implementing the new curriculum • Inadequate mastery of English language among teachers 	<ul style="list-style-type: none"> • The EU incentives for primary education and GESS for secondary education • The ministry has started influencing the Ministry of Finance in terms of exit strategy i.e. budget for paying secondary school teachers has already been reflected in 2017-2018 budget and we will begin negotiation for factoring in basic education payment for teachers in the fiscal year 2018-2019

Areas	Risk	Mitigation measures
		<ul style="list-style-type: none"> • The ministry is in dialogue with some countries to support printing of textbooks • Budget to be realigned in order to include printing and curriculum implementation we are realigning GPE funds in addition to funding from the Government budget for the printing • English language training for teachers from Arabic background
Accountability	<ul style="list-style-type: none"> • Accessibility due to insecurity and lack of all-season roads limit monitoring abilities • Capacity limitations • Non-compliance by some politicians and others 	<ul style="list-style-type: none"> • Using direct payments to schools and teacher bank accounts whenever possible • Strengthening state anchors & other partners to support monitoring where it is no go area for government staff • Cleaning the payroll and developing strategy for training and deployment of teachers and other education personnel • Strengthening Education Transfers Monitoring Committees • Raising funds and also budgeting for implementation of the new organization structure • Ensuring that the (soon to be completed) sector wide monitoring and evaluation strategy is used by all education stakeholders

Areas	Risk	Mitigation measures
Staffing issues	<ul style="list-style-type: none"> • Staffing gaps due to the proliferation of States, counties and payams • Limited capacity due to very high staff turnover and limited pool of candidates 	<ul style="list-style-type: none"> • Conducting an assessment to find the issue of gaps • Developing a minimum standard in terms of staffing for an entity to receive funding • Raising funds and also budgeting for implementation of the new organization structure • Encouraging states and counties to develop and execute recruitment and training strategies

Cost and financing assumptions for 2017-2018

The full set of assumptions for the costing and financing of the Plan are included in Chapter 7. As discussed in that chapter, the cost and implementation of the Plan depend on several social-economic factors that have the potential to vary greatly in the coming months and years. These include:

- Social: the security situation in the country, the displacement of communities within South Sudan, and the possible returns of refugees or migrants from neighboring countries.
- Economic: current high levels of inflation and depreciation of the South Sudanese pound; uncertainties around oil production and other sources of domestic revenues

As it is not anticipated that the current economic crisis will be resolved quickly, it is assumed that during the first two years of the plan there will be no increase in the total number of teachers employed by GoRSS, the largest cost driver in the budget. The low-cost scenario shown in Table 2 assumes increased enrollment due primarily to the increasing population.

Chapter 7 includes two different cost and budget scenarios for the Plan: one modest and one more ambitious. Both scenarios use IMF-projected GDP growth rates as the basis for budget revenue estimates. The scenarios differ primarily during the final three years of

the plan in that a more ambitious set of targets and budget estimates are used for the second scenario. A summary of the budget and expenditure assumptions for the more modest scenario is shown in Table 2. The full projections are included in Chapter 7.

As of July 2016, Ministry of Finance and Economic Planning had prepared indicative budget ceilings for 2016/2017. In constant 2015 prices, the indicative ceiling for the Ministry was 324 million SSPs.³ This represents 3.1% of the total GoRSS budget and is estimated to be approximately 5.6% of projected domestic revenues. The modest scenario for the first two years of the plan anticipates that the Ministry's share of domestic revenues will remain constant at 5.6% during fiscal years 2017 and 2018.

³ The current value of the indicative ceiling for general education for 2016/2017 is 933 million SSPs out of a total education sector (Ministry of General Education and Instruction (MoGEI) and Ministry of Higher Education, Science and Technology (MoHEST) budget of 1.400 billion SSPs.

Table 2. Projected education budget and expenditures for fiscal years 2016/2017-2017/2018 (in 2015 constant million SSPs)

	2016 Est	2017	2018
Projected GDP growth, based on IMF estimates	-2.8%	-0.1%	7.7%
The Ministry % of government revenues	4.3%	5.6%	5.6%
The Ministry budget allocation	250	324	349
State contributions	33	33	35
Total projected budget of the Ministry	283	357	384
Recurrent expenditures	625	654	691
Salaries (school-level)	340	341	351
Other salaries (management and administration)	106	115	124
Training	0	3	3
Capitation grants	87	92	99
Cash grants for girls	46	52	59
Other: non-salary	46	51	55
Capital expenditures	2	2	20
Construction (community and low-cost semi-permanent)	2	2	5
Textbooks	0	0	15
TOTAL EXPECTED EXPENDITURES	627	656	711
TOTAL FINANCING GAP	344	279	309
% OF EXPENDITURES FINANCED BY GRSS	45%	54%	54%

3. Situation Analysis

This situation analysis presents key aspects of South Sudan's context, schooling indicators, quality and management of education provision and the cost and financing of the education system. It is a synopsis of the full Education Sector Analysis (ESA, MOGEI, IIEP and UNESCO, 2017) which was conducted from November 2015-February 2016.⁴ At the time the ESA was developed, South Sudan consisted of 10 states. Accordingly, the analysis presented here and in the ESA is based on those former 10 states. Throughout the ESA, the risks with which the country is confronted and the effects that they have on the education system's performance were also analysed.

The education system in South Sudan is striving to meet needs in a context of political, humanitarian and economic crises. Renewed conflict, which broke out in December 2013, exacerbated the challenges facing education in South Sudan. In April 2016, the Transitional Government of National Unity (TGoNU) was formed. In July 2016, conflict re-erupted and persists in some areas of the country as of early 2017.

In early 2016, the country was confronted with many challenges, particularly displaced populations. Over 2.3 million people were displaced as of March 2016 – 1.6 million of them internally. Once a period of peace and stability returns to all areas of the country, a high number of returnees and out of school children will need to be accommodated in the school system.

Food insecurity and epidemics also present challenges to the education system. Despite the fact that more than 90% of South Sudan's land is arable, the country is marked by alarming levels of hunger. As of late 2015, 4.2 million people were in need of food security and livelihoods support, while 2.8 million – nearly 25% of the population – were in urgent need of food assistance (OCHA, 2015). There is also widespread malnutrition: nearly 686,300 children under 5 (or 29%) were acutely malnourished.

The country's health status is also poor, with a high prevalence of malaria, outbreaks of cholera and seasonal episodes of meningitis, dysentery, and typhoid fever. UNAIDS data indicate that 2.7% of South Sudanese aged 15 to 49 years were infected with HIV/AIDS in 2015. Meanwhile, more than 30% of South Sudanese do not have access to safe water supplies and only an estimated 15% have access to pit latrine/toilet facilities (UNICEF, 2015).

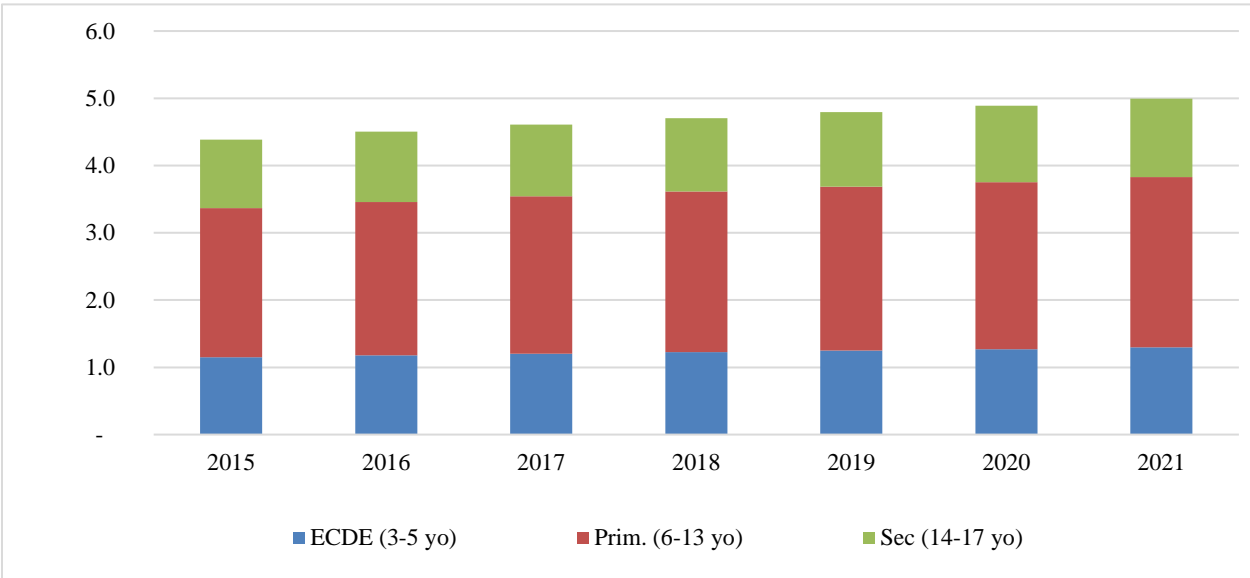
Poverty and illiteracy are also widespread in the country. Slightly more than half (51%) of the country's population live below the poverty line. Early marriages and pregnancies are common: in 2010, 40% of women age 15-19 years were married or in a union and nearly

⁴ The full ESA is available on IIEP's website at www.iiep.unesco.org

one-third (31%) of women aged 15-19 had already begun child-bearing. This negatively affects girls' schooling as most do not return to school after they become mothers. Only 27% of South Sudanese above the age of 15 are literate: one of the lowest rates in the world.

A growing population also puts pressure on the education system. In 2015, the population was an estimated 11 million people, projected to surpass 12.9 million in 2021 with an average growth rate of 2.7% over 2015-2021. The school-aged population (3-17 years old) is set to grow by half a million over the next five years, to an estimated 5 million in 2021. As the number of school-aged children increases, the education system will need to increase its capacity significantly. Meanwhile, the country has low population density with an estimated 17 inhabitants per square kilometer in 2015 and an urbanization rate of approximately 19%, entailing a further challenge for the organization of the supply of education, particularly in low density areas.

Figure 1: School-aged children population projections, 2015-2021



Source: NBS smoothed population for 2015; UNPD population growth rates for 2016-2021. ESA 2016.

The structure of the education system

Education in South Sudan is organized into two ministries, the Ministry of General Education and Instruction (MoGEI) and Higher Education, Science and Technology (MoHEST). The Ministry is responsible for the following sub-sectors: ECDE, primary, secondary, alternative education systems (AES), teacher training, and post-primary technical and vocational education and training (TVET).

Schooling patterns

In 2015, many counties were not covered in the Education Management Information System (EMIS)⁵ as a result of ongoing conflict in the Greater Upper Nile states (GUPN)⁶. Table 3 provides the estimated enrollment coverage between 2009 and 2015 under two scenarios: one without data from the GUPN states and another that includes estimates for the GUPN states.

While schooling indicators have progressed over 2009-2015 in non-GUPN states, they have strongly deteriorated in GUPN states, affecting overall coverage levels. The estimated overall gross enrolment rate (GER) for primary (including AES) decreased from 81% to 62%. For AES alone, the coverage decreased by half to 1,282 learners per 100,000 inhabitants in 2015. Even though there has been a slight decrease in TVET education, the coverage for secondary education (including post-primary TVET) remained approximately the same, growing from 6% to 6.5%. The stability in secondary enrolment coverage is most likely related to an increased number of primary school leavers and the higher prevalence of secondary schools in urban areas, which are less prone to conflict and related risks.

Table 3: Schooling coverage indicators, by sub-sector, in South Sudan, 2009 and 2015

	2009	2015	Growth Rate 2009- 2015
National with GUPN			
GER ECDE	n/a	9.7%	
GER Primary (8-year cycle)	71.6%	56.5%	-21.1%
GER Primary including ALP, CGS & PEP	81.0%	62.3%	-23.2%
GER Secondary (including secondary tech. schools)	5.9%	6.5%	10.7%
AES for 100,000 inhabitants	2,501	1,282	-48.7%
TVET as % of secondary education	9.0%	7.3%	-19.0%
TVET for 100,000 inhabitants	44	43	-3.8%
National without GUPN			
GER Primary (8-year cycle)	63.9%	72.4%	13.4%

⁵ However, there are strong presumptions that most of the schools in those counties were closed at the time of the school survey.

⁶ GUPN states include Jonglei, Upper Nile, and Unity.

GER Primary including ALP, CGS and PEP	72.5%	79.4%	9.5%
GER Secondary (including tech. Sec sch.)	7.0%	9.3%	32.0%

Source: EMIS 2015 database. ESA 2016.

Alternative education system (AES)

The alternative education system (AES) aims to improve literacy levels and provide out of school populations with a second chance to continue their education. AES has three programmes that contribute to overall access to and completion of primary education. The Accelerated Learning Programme (ALP) condenses eight years of primary into four and is designed for children aged 13-17 (though youth up to age 25 are allowed to participate). Community girls' schools (CGS) were designed to locate schools closer to children's villages so parents would feel safer sending their young children, especially girls, to school. CGS condenses the first four years of primary into three. After that, children are expected to enrol in grade 5 in the nearest primary school. The pastoralist education programme (PEP) is designed to reach both children and adults in pastoral areas. The AES Directorate, with partners, is developing a pastoral education policy in order to expand this programme during the plan period. These three AES programmes provide a pathway to enter (or re-enter) formal education and are part of the government's commitment to providing (formal or non-formal) primary education for all children in the country. Community girls' schools also play a vital role in remote, conflict-affected or insecure areas because these schools are located closer to the children's homes.

AES, especially ALP and CGS programmes, while positively contributing to UPE, has not been provided in all states/counties and remains insufficient with its enrolment of 111,000 students.

Technical and Vocational Education and Training (TVET)

Similarly, post-primary TVET does not meet the quantitative needs of the substantial youth population nor does it meet the qualitative requirements of the labour market. TVET is handled by various ministries but these lack coordination, and a cohesive policy and programming approach. In 2015, there were 26 centres and six secondary TVET schools (public and private) that enrolled a total of 4,722 students. Many schools and centres are closed, destroyed or non-functional due to the years of conflict. 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.

Gender disparities

While some progress in female schooling has been observed, female students remain under-represented. The share of female students has barely changed between 2008 and 2015 although there has been a slight improvement in female representation at primary and secondary levels, which could be related to the girl's cash-transfers programme supported by DFID.⁷ The share of female students has stagnated in ECDE (although parity has nearly been reached there) and has decreased by a percentage point in AES over this period.

The share of female students decreases from lower to upper levels of education, from 48% in ECDE to 22% at the university level. (See Table 4.) The lower levels of female schooling are mainly generated at primary school entry: female access to primary grade 1 is lower than that of boys by 34 percentage points. After entry to primary, the disparities tend to be less strong. For example, once girls have reached secondary, they tend to drop out relatively less often than boys.

Table 4: Evolution of Share of Female Students and Gender Parity Index, 2008-2015 by sub-sector

	Share of Females Enrolled		Gender Parity Index (F/M)	
	2008	2015	2008	2015
Pre-primary	48%*	48%	0.92*	0.92
Primary	37%	40%	0.59	0.68
AES	44%	43%	0.77	0.74
Secondary	29%	31%	0.41	0.46
TVET		39%		0.64

*Source: EMIS 2008-2015 databases. Note: *Refers to 2011 data. ESA 2016.*

The share of enrolled female students at the primary level varies from 34% in Lakes to 48% in Central Equatoria. The widest disparities are observed at the secondary level, where the share of enrolled female students is 38% in Central Equatoria compared to only 16% in Upper Nile. While the level of country risk affects female schooling, with relatively fewer girls enrolled in risky areas, a strong bias against girls' schooling also prevails in some states, especially in Lakes, Warrap, and Northern Bahr el Gazal. In those states, girls tend to be viewed as a source of wealth for their families because of dowry payments. The fact that girls move to their husbands' family once married also reduces the economic

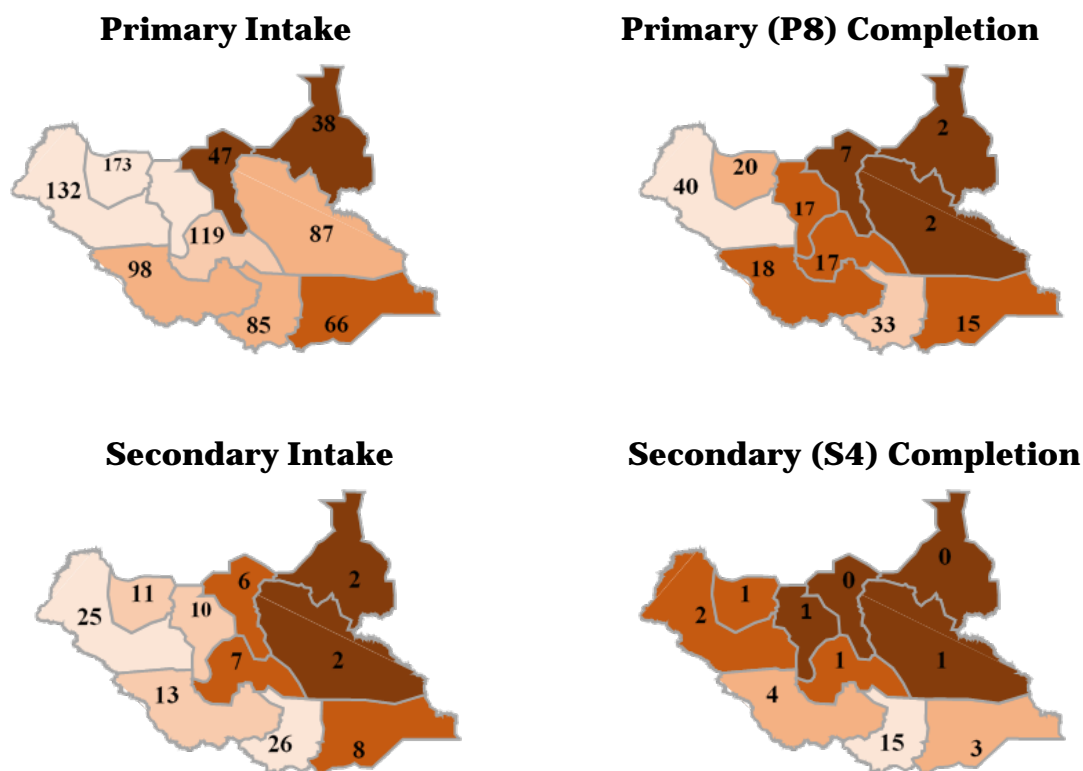
⁷ Cash transfers are direct payments made to girls enrolled in P5 through S4 and regularly attending school. Under this programme, approximately 127,000 girls received some financial support in 2015 (SSSAMS website). This is quite substantial given that in 2015 there were 140,500 girls enrolled in P5 to S4 according to EMIS.

burden for their families. Early marriage is also favoured in order to reduce the risk of sexual activity or contact before marriage.

State-level disparities

The system is marked by important disparities between and within states in the provision of schools and enrolment coverage. The situation is particularly critical in the northern states and risk-affected areas. These states have witnessed important disruptions in service delivery, which have been further aggravated by the rapid economic deterioration in 2016 and severe drought in the northern part of the country. Access to primary varies from 38% in Jonglei to 173% in Northern Bahr el Ghazal. While disparities prevail throughout the cycles, they tend to narrow from access to P1 through to secondary completion. The gap (i.e., the difference between the lowest and highest) reaches 38 percentage points in primary completion, compared to 24 percentage points in access to secondary and 14 percentage points in the completion of the secondary cycle. Here again, central-southern and western states tend to perform better. The northern states display particularly low values as far as secondary completion is concerned.

Figure 2. Intake and completion rates, primary and secondary, by state, 2015



Source: EMIS 2015 database, smoothed NBS population projection for 2015. ESA 2016.

Barriers to access and completion

While insecurity prevents many children from accessing schools, especially in the Greater Upper Nile states, poverty is a major factor preventing parents from sending and keeping their children in school. According to head teachers, difficulty paying fees and inability to pay for uniforms, exercise books and other school-related costs, restrict students' access to education. Early marriage and pregnancy also affect girls (32% of cases).

The High Frequency Survey conducted in Juba, Wau and Rumbek in September 2014, stated that insecurity (77%), school closure (21%), and conflict (19%) also deter children from going to school. The recruitment of children into armed forces and armed groups has taken various forms, including coercion, abduction, and children joining on their own. Children have been at risk of recruitment from refugee camps, PoC sites and their own communities. While various reasons account for this situation, the lack of alternative livelihoods and education opportunities has increased vulnerability and the risk of recruitment.

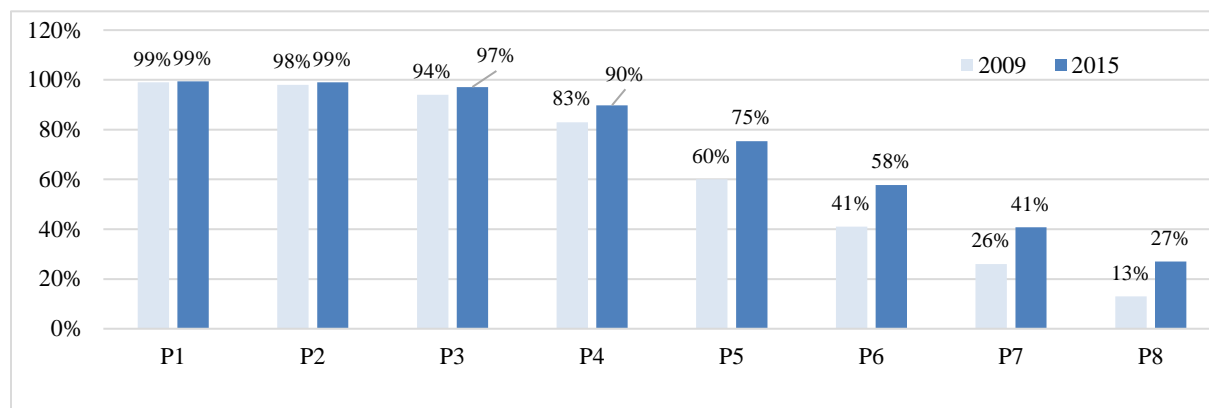
Children with Disabilities

In 2015, roughly 21,300 children, or only 1.7% of the total primary school enrollment, were children with disabilities (below the WHO global estimates of 5%). The prevalence is 2.2% in pre-preprimary (2,386 pupils), 2.7% in AES (3,870 pupils) and 3% in secondary (1,972 students). The three main barriers preventing children with disabilities from accessing education are: long distance to school (84%), negative attitudes (52%) and lack of teacher experience (42%). Teasing and bullying were also mentioned in 24% of the cases.

Distance to School

Ultimately, distance to school is limiting access. In 2015, three-quarters of primary schools did not offer all 8 grades. This means that 41% of primary pupils (or about 550,000 children) did not have opportunities for grade continuity. These children are potentially at risk of dropping out early from school. Most of these children (390,000) are found in Greater Upper Nile states. The closure of many schools may account for this situation. In the states in the other greater regions, the corresponding share of pupils facing no grade continuity is much lower at 19 percent (or about 163,000). In addition, not all counties have a secondary school. Even when these counties have one, the secondary schools are more often in urban centres.

Figure 3: Share of schools offering a given grade in primary, South Sudan, 2009 & 2015



Source: World Bank 2012 for 2009 and EMIS 2015 database. ESA 2016

Conflict and Insecurity

Attacks against schools have worsened since the outbreak of conflict in December 2013. It is estimated that 10% of schools have been damaged. As a result of the conflict, schools have also been occupied by both fighting forces and IDPs. As of November 2015, 38 schools were occupied by fighting forces, and 55 schools by IDPs. This has disrupted the schooling of an estimated 67,700 children who were enrolled in these schools. The vast majority of the occupied schools (76 schools out of 93) were located in the GUPN states. South Sudan is committed to ensuring its education system remains protected as evidenced by the Safe Schools Declaration (endorsed in June 2015) that has been integrated within the draft General Education Policy Framework of 2015. Yet, the Ministry faces major challenges with implementation of the directives, including on-going conflict in many parts of the country (which may adversely increase the number of schools under occupation both by fighting forces or IDPs), inaccessibility to remote areas, insufficient funding and limited awareness of legal instruments/policies.

Humanitarian education responses

Since the conflict started in 2013, an Education Cluster has been operating to coordinate education responses in communities most affected by displacement, including in Protection of Civilians (PoC) camps and IDP communities in Greater Upper Nile states. The Education Cluster is co-led by The Ministry and UNICEF/Save the Children⁸. Its members include both international and national NGOs. The cluster's main objective has been to ensure safe, uninterrupted access to quality learning for conflict-affected children in accordance with the INEE Minimum Standards for Education that have been contextualized for South Sudan (2012). Main activities have consisted of constructing

⁸ UNICEF and Save the Children share co-leadership of the Cluster with MoGEI.

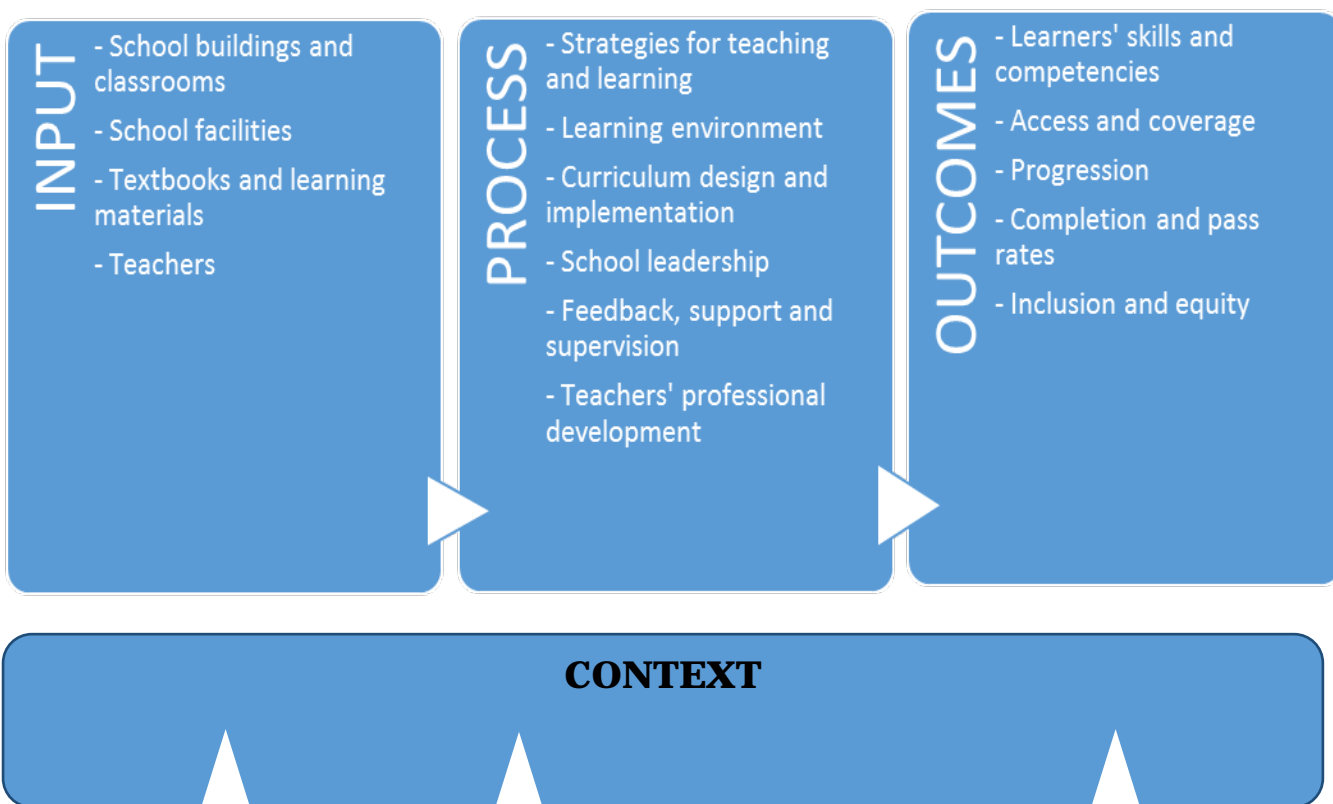
temporary learning spaces, supplying schools with teaching and learning materials, training teachers and PTAs, and paying incentives to volunteer teachers. In 2015, the Education Cluster worked with the ministry to support 415,308 learners (85% of the target) in Unity, Upper Nile, Jonglei, Lakes and Central Equatoria. More than 37,000 children (41% girls) were enrolled in primary schools in the POCs, which represented a primary GER of about 46%. The lack of funds, high turnover among partners and the inaccessibility of some locations due to insecurity contributed to the lower targets.

South Sudan also hosts approximately 264,000 refugees primarily from Sudan and DRC. Refugee children are provided with schooling opportunities, through support from UNHCR. UNHCR provides education services to refugee children in 9 camps located in Upper Nile, Unity, Central Equatoria and Western Equatoria. These camps host an estimated 93,000 school-aged children. UNHCR's support includes construction of schools/classrooms, provision of school supplies, payment of teacher salaries/incentives, teacher training, partial support to host communities (including construction of schools in host communities).

Quality

High quality learning outcomes require adequate input resources like classrooms and facilities, learning materials and competent teachers. In addition, there is a range of process related factors that are critical for improved learning. These include factors like pedagogy and strategies for teaching and learning, curriculum implementation, structures for feedback, support and supervision both for pupils and teachers, school leadership and professional development for teachers. As shown in the quality model below, contextual factors also play an important role in defining quality of education. In South Sudan, this context is largely influenced by the situation of war and conflict, poor health outcomes, including high level of malnutrition, and inadequate funding allocation for the education sector.

Figure 4: Quality in Education



Source: IIEP Learning Portal.

Inputs

Schools, classrooms and facilities

The condition of classrooms is poor. On average, more than one-third of the primary classrooms in South Sudan are open air, tent or roof classrooms. In 2015, 36% of classrooms were permanent structures, and 27% semi-permanent, compared to 25% and 29% respectively in 2009. This is a major challenge since schools located in structures that cannot withstand rain, might not be conducive to proper learning, not to mention that they are unlikely to function for the whole school year, potentially leading to significant loss of instructional time; a major element in learning outcomes. Areas most affected by risks have the lowest share of permanent classrooms at both primary and secondary levels.

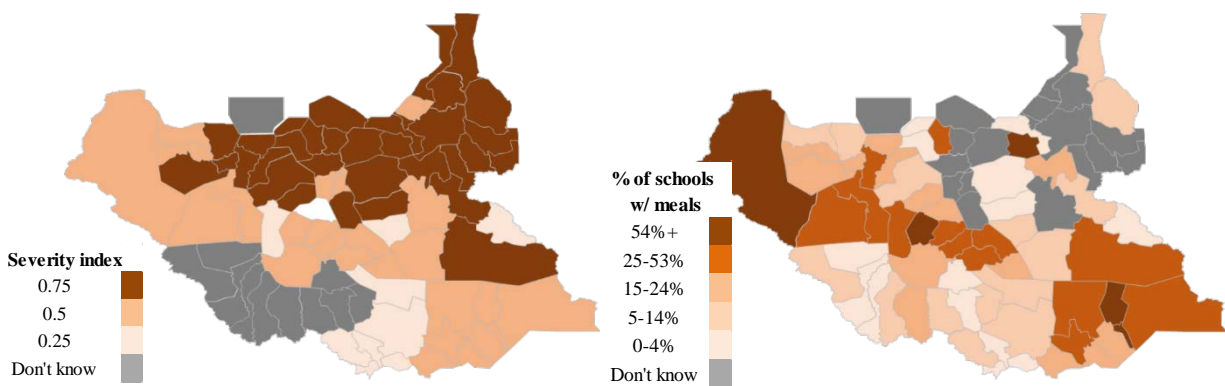
Most schools lack basic facilities and equipment. While most schools have toilets (85%, and 54% have separate toilets for males and females), fewer than half of primary schools have access to water (32%) and a health centre (9%) and only 58% have a playground. At

the secondary level, access to facilities is better: 83% of schools have access to water and 88% have toilets (84% have separated toilets), but only 58% have a playground. The distribution of these basic facilities has no clear correlation with risk levels. In addition, a large number of schools also lack basic learning equipment like desks and chairs, chalk and blackboards.

School feeding

School feeding is not targeted at areas most affected. In 2015, only 18% of primary schools and 14% of secondary schools offered school meals. As the following map shows, school meals are not provided in the areas where malnutrition is most critical. In the GUPN states, the low levels of school meals could be a result of a shift toward more widespread community food and nutrition support provided by humanitarian agencies, though it may also be due to generalized access issues due to conflict.

Figure 5: Malnutrition severity index (left) and % of school with meals (right), 2015



Source: OCHA 2015 malnutrition risk index and EMIS 2015 database. ESA 2016.

School safety

Not all schools are fenced (13% of primary and 36% of secondary). Nevertheless, according to the GESS School Baseline Survey report, the majority of boys and girls feel quite safe in their classrooms. It is probable that the situation is worse because the GUPN states, those with the highest risk levels, were not covered by the survey. However, 25% of girls did not feel safe on school playgrounds, 20% of pupils did not feel safe on their journey to school, and almost half of the pupils felt unsafe using school toilets.

Teacher characteristics and deployment

Very few teachers are qualified and properly master English, the major language of instruction. In 2015, only 41% of the teaching force was qualified, which was up from 28% in 2009, ranging from 38% in primary to 56% in secondary. The use of English as the language of instruction continues to be problematic in terms of finding qualified teachers, especially in the North, where the majority of teachers are of Arabic background. Unfortunately, the current teacher training system cannot meet the needs for teacher-training and upgrading. The lowest shares of qualified primary teachers are in Unity (18%) and Upper Nile (22%) while in Western and Central Equatoria almost half of primary teachers are qualified. (See Table 6.)

Class size

Class sizes are large, especially in lower grades, suggesting a shortage of teachers. (See Table 5.) On average, one registers 56 pupils per class, decreasing from P1 with 75 pupils per class, to 39 in P8. Lower grades tend to face bigger class sizes, which makes instruction more difficult. Class size tends to be even bigger in risky counties, especially at lower grades.

While in reality the foundation of child is built at lower grade levels and therefore smaller class-sizes are needed to ensure adequate follow-up of pupils at that levels.

Table 5. Class-size, by grade, state and, county level of risk, government primary schools, 2015

	P1	P2	P3	P4	P5	P6	P7	P8	Prim ary
Average class size- South Sudan	75	63	56	50	47	42	40	39	57
Non-GUPN	70	58	53	48	46	42	40	40	53
GUPN	100	87	79	66	60	46	39	36	78

Source: EMIS 2015 database, OCHA 2015 risk index. ESA 2016Processes

Curriculum, language of instruction and teaching practices

While the new curriculum has been revised and addresses critical issues including safety and social cohesion, its implementation remains challenging. In 2015, almost all primary classes (98%) were using the South Sudan curriculum compared to 84% at secondary level. The new curriculum uses English as the language of instruction from P4 onwards. This has made implementation more difficult in the northern states, which are primarily Arabic speaking and where there is a shortage of teachers who are fluent in English.

Instruction is primarily teacher-centred, despite the South Sudanese curriculum framework emphasizing the importance of student-centred learning and active student participation. Reasons for the lack of student-centred instruction include overcrowded classrooms, especially in the lower grades, and poorly trained teachers who do not have the pedagogical knowledge and experience to master a more student-centred approach.

School calendar and instructional time

Not all schools adhere to the required teaching time: shortened school calendars, school closure and absenteeism all affect teaching time. In 2015, 18% of primary schools were open fewer than the required 10 months, with significant variations between states (57% of primary schools in Warrap were open fewer than 10 months, compared to 2% in Eastern and Western Equatoria). In 2013, due to reasons of ill health or a relative's death, teachers and head teachers reported an average of approximately 8 and 11 days, respectively, of school missed and, in total, students missed an average of 5 days. Cumulatively, a pupil can miss a third of school time because of late school start, school closure and teacher and student absenteeism – a situation that is detrimental to proper coverage of the syllabus and to learning.

Supervision and inspection

Multiple challenges with school inspection make it difficult to monitor quality properly. South Sudan has an established system with national guidelines for school inspection and supervision to be performed by county and Payam officials. In reality, inspection and supervision happen infrequently and are often poorly conducted. For instance, 18% of payam supervisors sampled in the GESS-supported County and Payam survey have visited schools the required number of 4-7 times a year, while 54% visit 2-3 times a year and 3% never visit. Inspection offices lack transportation, communication tools and basic furniture. Inspectors lack training, and are inadequate in numbers.

Learning outcomes

National leaving examinations occur at the end of both primary and secondary levels and show quite good results. In 2014, the average primary pass rate was 81% (similar value in 2009), with variations across states. Boys passed at higher rates than girls (83% compared to 75%), and girls accounted for only 34% of the candidates sitting the exam. Since primary examinations are developed and administered at the state level, however, valid cross-state comparisons are not possible. For the secondary leaving exam, 74% of students passed in 2014, an increase of 14 percentage points compared to 2009, with only 30% students sitting the exam being female. Again, pass rates vary across states; and boys have higher pass rates (75%) than girls (72%), although the disparities have narrowed since 2009.

According to the GESS-supported sample-based learning assessment, however, students may not be mastering the basics of literacy and numeracy. The GESS pilot survey administered in a sample of primary and secondary schools showed overall poor results in both literacy and numeracy. Overall scores varied between 53% (S2 students) and 62% (P8 students) in literacy and between 30% (S2 students) and 40% (P5 & P8 students) in numeracy. P8 students performed better than P5 students on literacy tests, but had similar scores on the numeracy tests. This may indicate improvement of literacy competencies over the years, different levels of the tests, or weak teaching of numeracy at the primary level. The low scores in S2 may indicate a lack of mastery of competencies (teachers and learners), or may be linked to the difficulty of the assessment. Girls' performance is weaker than boys', especially at P5, but the gap tends to narrow in the upper grades. Teachers are not taught how to teach literacy and numeracy in either mother tongue or English. Therefore, teacher capacity to address issues in early grade literacy and numeracy is limited. In addition, there is a tendency to assign the least qualified teachers to lower grades, where foundations are being built, further harming early learning. Since the dropout rate also is very high, this indicates that a large number of students leaves school without a minimum of literacy and numeracy skills.

Management of the education system

Teacher management

The teaching force is composed of few permanent, few female and few qualified staff. (See Table 6.) In 2015, according to EMIS, the education system in South Sudan consisted of 37,500 teachers, of which 26,400 (64%) were working in government schools. Sixty percent of teachers held a permanent appointment, ranging from 59% in primary to 73% in secondary. Females account for a very small share of teachers, occupying only 14% of teachers in primary and 11% in secondary. These proportions have barely changed since 2009.

Table 6: Teacher characteristics, by sector, South Sudan, 2015

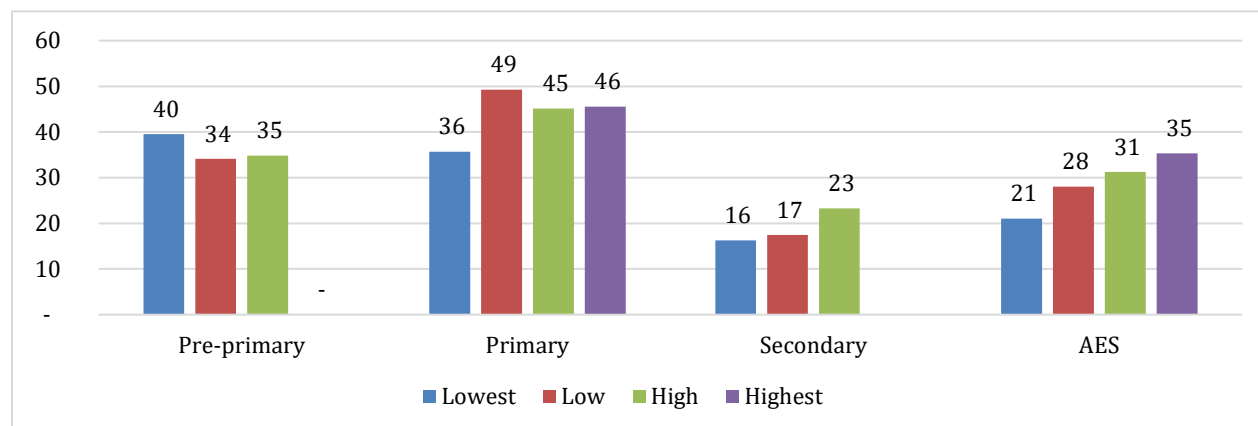
	Pre-primary	Primary	Secondary	AES (1)
Number of teachers	3,148	28,957	3,569	5,237
Number in Gvt schools	937	19,858	1,939	3,637
% in Gvt schools	30%	69%	54%	69%
% Permanent	64%	59%	73%	60%
% Female	53%	14%	11%	12%
% Qualified *	48%	38%	56%	46%

*Source: EMIS 2015 database. ESA 2016. Note: *The qualification of teachers could not be defined for 7% (pre-primary) to 15% (secondary) of teachers in 2015 and between 4% and 12% in 2009. (1) Many of the AES teachers are also primary teachers. EMIS data does not allow distinguishing among AES teachers those who are teaching in both primary and AES schools and those who are teaching in AES schools only.*

Pupil to teacher ratios are relatively good thanks to massive reliance on volunteer and part-time teachers. The pupil to teacher ratio (PTR) in government schools has improved since 2009 and range from 19:1 in secondary schools to 44:1 in primary schools, while standing at 28:1 in AES and 37:1 in pre-primary. For example, the primary PTR was 52:1 in 2009 against 44:1 today. PTRs are much higher when only permanent teachers are included only. In primary, for example, they rise from 44:1 to 75:1. The high reliance on volunteer and part-time teachers, especially in primary and AES (40 percent of the teachers) is helping reduce PTRs; in primary, they have helped reduce the PTR to below the national target of 50:1. While smaller class sizes are potentially beneficial, depending on the quality and qualifications of the volunteers, the end result may be a decrease in quality associated with their usage. Volunteer and part-time teachers are mainly concentrated in counties in Greater Upper Nile, Warrap, Northern Bahr el Ghazal, and Lakes. Insecurity might be a major underlying factor, highlighting the difficulty of attracting and retaining permanent teachers in risk-prone areas. Additionally, in the northern states, the lack of English-background teachers encourages the reliance on volunteers and part-timers.

Strong disparities are observed across states and counties, according to the level of county risk. States disparities are strong, especially in primary, where PTRs range from 33:1 in Western Equatoria to 59:1 in Jonglei. State averages hide even more important disparities between counties, as PTRs over 100:1 are found in many primary schools. PTRs also tend to be higher in risky zones (except in pre-primary), despite the recruitment of volunteer teachers. This highlights the difficulties of attracting and retaining teachers in those areas, ultimately double penalizing those students who are faced with risky and poorer teaching conditions. More generally those wide disparities highlight a non-equitable allocation of teachers to schools across the country, which potentially could fuel resentment and grievance.

Figure 6: Pupils - teacher ratios, government schools, by sub-sector and level of county risk, South Sudan, 2015



Source: EMIS 2015. ESA 2016.

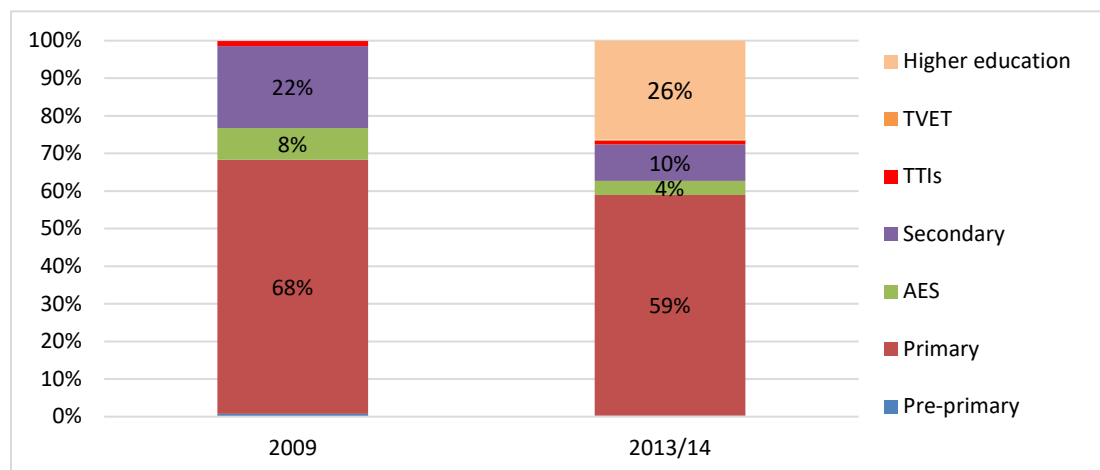
Note: Too few observations in the highest risk category for pre-primary and secondary to compute reliable indicators.

Teacher deployment to schools displays little coherence. In only 39% of cases is teacher deployment to schools explained by the level of enrolment. At the secondary level 61% of teacher deployment is explained by enrolment compared to 27% for pre-primary and 22% for AES. Wide disparities are observed across states: with 64% of teacher deployment in Central Equatoria explained by enrolment compared to only 14% in Jonglei. The coherence of teacher deployment is strongly affected by the level of county risk: the coherence drops from 58% in the lowest risk counties to 30% in the highest risk counties, highlighting important teacher management difficulties. Widespread insecurity, coupled with poor working conditions and higher opportunities to join the police and military forces (offering better pay) can explain the poor allocation of teachers in Greater Upper Nile and Warrap.

Education cost and financing

The budget for higher education has increased significantly. While primary education still received the biggest share (59%) of recurrent education expenditures in 2013/14, it recorded a major loss (9 percentage points) compared to 2009, as did secondary which lost 12 percentage points (declining from 22 to 10%) over the same period. These drops followed a major increase in the higher education budget to 26% of total recurrent expenditure in 2013/14. The increase occurred after independence when South Sudan became responsible for higher education, which had previously been the responsibility of the Sudan Government.

Figure 7: Estimated breakdown of Public Recurrent Education Expenditure by Level of education (Government funds), 2009 and 2013/14



Sources: MoFEP 2014/15 Budget Book, MoLPS Payroll analysis, and state grant estimates; World Bank (2012) for 2009 data. *ESA 2016*. Note: *In 2009, most of the spending for higher education were covered by Khartoum.

In 2013/14, out of the 426 million SSP spent on recurrent expenditures, on average approximately 70% went to schools – of which 49% was for teacher salaries, 16% for salaries of non-teaching staff and 5% for school operation. (See Table 7.) The remaining roughly 30% went to sector management at both central and sub national level, which consists of salaries and operating costs. The high proportion of sector management is to the detriment of expenditures for school operations, which received almost no funding. As a result, this spending was mainly borne by parents. In 2014, however, a system of capitation grants was initiated. These grants are meant to cover school operational costs with the underlying objective of improving school environments and making education less costly for parents.

Table 7. Distribution of public recurrent education expenditure, by function, 2013/14

	Pre-pri	Prim	AES	Sec.	TTI	TVE T	HE	Total
School level	63.2	61.5	57.9	76.4	89.4	81.3	85.5	69.5
Teacher salary	49.5	51.8	56.7	62.8	52.4	49.5	37.0	49.2
Non-teaching staff salary	13.7	4.9	1.1	13.6	37.0	31.8	41.6	15.7
School operational costs	-	4.8	-	-	-	-	6.9	4.6
Sector administration salary	23.2	24.3	26.6	12.5	2.2	9.9	1.7	17.0
MoEST	2.1	2.2	2.4	2.6	2.2	2.1	12.8	2.1
SMoEST	7.8	8.2	9.0	9.9	-	7.8	-	6.1
County/Payam	13.4	14.0	15.3	-	-	-	-	8.8
Sector administration operational costs	13.5	14.2	15.5	11.1	8.4	8.8	12.8	13.5
MoEST	7.9	8.3	9.1	10.1	8.4	7.9	12.8	9.7
SMoEST	0.8	0.9	0.9	1.0	-	0.8	-	0.6
County/Payam	4.8	5.0	5.5	-	-	-	-	3.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Amount in ml SSP	1.2	250.2	15.8	41.5	4.5	1.0	112.0	426.2

Sources: MoFEP Budget Books; payroll, ESA 2016.

Unit costs

Unit costs tend to increase with the level of schooling: from SSP 42 in pre-primary to SSP 7,003 in tertiary. (See Table 8.) The cost per TTI student is quite high because many non-active teachers are accounted for in this computation and the number of students enrolled was very small. As the TTIs are reactivated and revitalized, the unit cost will decrease.

Table 8: Public Unit costs by level of education, 2013/14

	Recurrent Expenditure 2013/14 (ths SSP)	Enrolment 2013	Cost per student in SSP
Pre-primary	1,158	27,775	42
Primary	250,243	957,301	261
AES	15,757	130,192	121
Secondary	41,488	28,849	1,438
TTIs	4,514	163	27,693
TVET	1,028	3,050	337
Tertiary	112,041	16,000*	7,003

Source: MoFEP Budget Books, Payroll and EMIS data. * Estimates based on 2012 and 2015 enrolment data. ESA 2016.

Unit costs in primary are low, at SSP 261, which is mainly due to low primary teacher salaries. The low level of unit costs for operating schools is also worrisome as this could further harm the quality of teaching and learning. The introduction of school capitation grants in 2014 was meant to solve that issue.

In secondary, unit costs are much higher, at SSP 1,438, or 5.5 times the unit cost for primary. This can be explained by a combination of higher teachers' salaries (1,205 SSP/month), a very low pupil-teacher (on payroll) ratio (16, compared to 56 in primary), and a large number of non-teaching staff (one non-teaching staff for every 34 students compared to 363 pupils in primary schools). This points to the need for policies towards increasing pupil-teacher ratios in secondary schools and rationalizing non-teaching staff at school level.

The current teacher salary structure, cessation of promotion and pay increases since 2007, low salaries and delayed salary payments make the teaching profession unattractive and are jeopardizing the delivery of quality education. Teacher salaries are now lower than police, military personnel, and security guards because these latter professions have recently received large pay increases. The rapid depreciation of the value of the SSP against the USD and high levels of inflation are further eroding teachers' purchasing power. In early 2016, the government issued an order to triple the salaries of government employees who were classified in salary grades 17 to 10 (which includes most teachers). Salary increments were also proposed for managerial staff. Due to the lack of public funding, however, the measure had not yet been implemented in all states by mid-2016. The lack of public resources is also preventing the payment of allowances (such as chalk, hardship, or standing allowances) and benefits (such as health benefits, fee-free

education for the Ministry's staff) that would also effectively increase salaries. Teacher attrition (14%) is high and mainly driven by low wages and poor motivation.

4. Education Policy Framework

This chapter sets out an Education Policy Framework for the Republic of South Sudan General Education Strategic Plan, 2017-2022. It explains how the education policy will be framed and highlights the plan priorities, goals and expected outcomes for the next five years assuming that the country stabilizes economically and that peace is achieved. As stated in chapter 2, this Plan consists of a guiding vision/framework for the next five years as well as a short-term transitional plan that is focused on a limited number of priorities for 2017-2018 that can be achieved by MoGEI with the continued support of its partners.

Introduction

The Transitional Constitution of the Republic South Sudan (2011) includes the right to education for every citizen. Article 29 (2) says: "All levels of government shall promote education at all levels and shall ensure free and compulsory education at the primary level; they shall also provide free illiteracy eradication programmes." This, along with the General Education Act 2012 and the draft General Education Policy Framework (2015), are the major driving sources for this medium-term General Education Strategic Plan for the Republic of South Sudan. Accordingly, this plan will serve as the main strategy document for the development of general education in South Sudan for the next five years. This plan has been developed during a time of economic crisis and political change to the Transitional Government of National Unity. The ministry recognizes that many conditions will change over the coming five years and that the current financial crisis and state of conflict may continue for at least the next year, and possibly longer. At the same time, however, the ministry is committed to advancing the vision of quality education for all, regardless of sex, ethnicity or socio-economic status that provides learners with opportunities for their own development and for contributing to an economically strong, peaceful South Sudan. This is in line with the goal set forward in *South Sudan Vision 2040*, "To build an educated and informed nation by providing quality education for all", which is accessible and equitable, of good quality, efficient and relevant.

According to ***The General Education Act, 2012***, the general education system in the Republic of South Sudan shall be directed towards meeting the following goals:

- (a) Eradicate illiteracy, improve employability of young people and adults and promote lifelong learning for all citizens;
- (b) Provide equitable access to learning opportunities for all citizens to redress the past inequalities in education provision;

- (c) Achieve equity and promote gender equality and the advancement of the status of women;
- (d) Contribute to all personal development of each learner and to the moral, social, cultural, political and economic development of the nation;
- (e) Promote national unity and cohesion;
- (f) Enhance the quality of education and encourage a culture of innovation and continuous school improvement and effectiveness; and
- (g) Develop and promote a general scientific approach in education.

The Ministry, therefore, plans to provide quality education for all, including IDPs and refugees, by developing effective and implementable programmes that enable learners to acquire the necessary knowledge, skills and attitudes to compete in the labour market nationally and internationally regardless of sex, religious affiliation, disability, political affiliations, cultural background, age, race or ethnicity.

To guide its efforts, the ministry has decided to develop this five-year strategic plan which articulates priorities to achieve its vision and longer-term goals. This plan consists of two main components – a transitional plan for the first two years (2017-2018) which takes account of the current financial and political crisis and is limited in scope with a few key priorities (see Chapter 2), and the full strategic plan that is set out to guide both the Ministry and its partners if/when more financial resources are available and the situation stabilizes such that all parts of the country are accessible. The ministry strongly encourages partners to align their programmes and projects with those described in this plan. In that way, the combined efforts of the ministry and all of its development and humanitarian partners will ensure that learners of all ages are able to access education of steadily improving quality.

GESP 2017-2022 is consistent with the existing and developing policy base. It will involve a concentrated focus on a few critical policy priorities. These include maintaining gains in enrolment achieved in many parts of the country and improving access through the provision of learning spaces and qualified teachers in all areas of the country, especially those areas where education has been severely disrupted by conflict; improving teacher quality; implementing the new curriculum; and providing alternative education modalities for children and youth who have so far been denied their right to education. These alternative modalities will either serve as a pathway back to the formal system or will enable learners to develop basic literacy skills or gain access to technical and vocational education and training opportunities. The priorities of this GESP are also consistent with those of international and regional agreements, such as the Convention on the Rights of the Child (CRC), the Sustainable Development Goals (SDGs) and the African Union's Continental Education Strategy for Africa (CESA 2016-2025). The

alignment of the GESP with the CRC can clearly be seen through the normative directives the CRC gives, which are taken care of through the various components of the GESP priorities. Only 28 (1) (c) does not fall within the mandate of the Ministry of General Education and Instruction. This normative directive falls within the mandate of the Ministry of Higher Education, Science and Technology. Alignment of the GESP priorities with the SDGs and CESA is as indicated in Table 9.

Table 9: GESP alignment with international and regional frameworks

International/regional framework	How addressed in the GESP
Sustainable Development Goal 4: Quality Education	
<p>Target 4.1: ensure that all boys and girls complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes</p> <p>Target 4.2: ensure that all boys and girls have access to quality early childhood development, care and pre-primary education so that they are ready for primary education</p> <p>Target 4.6: ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy</p>	<p>The first three priority programmes</p> <p>1: to increase access and equity</p> <p>2: to improve quality</p> <p>3: to improve management of the education system</p> <p>address ECDE, primary, secondary and alternative education which will help achieve the SDG targets listed.</p>
<p>Target 4.3: technical and vocational education</p> <p>Target 4.4: substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship</p>	<p>Addressed in priority programme 4: TVET</p>
<p>Target 4.7: ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development</p>	<p>Implementation of the revised curriculum framework (component 1 of the quality priority programme) addresses the themes covered in target 4.7, which are knowledge and skills, sustainable</p>

International/regional framework	How addressed in the GESP
and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development	development, sustainable lifestyles, human rights, gender equality, peace and non-violence, global citizenship, and appreciation of cultural diversity and culture's contribution to sustainable development. The revised South Sudan curriculum and detailed syllabi for ECDE, AES, primary, and secondary education aim to produce good citizens who are active participants in society for the good of themselves and others; who are committed to unity, democracy, human rights, gender equality, peace and reconciliation; and who are ready to take their place as global citizens, proud of their country's role and position in the world.
Other Sustainable Development Goals	Implementation of the priorities of the GESP will also contribute to other SDGs, such as good health and well-being, gender equality, decent work and economic growth, reduced inequalities, climate change, and peace, justice and strong institutions.
<i>CESA 2016-2025 strategic objectives</i>	
1: to revitalize the teaching profession to ensure quality and relevance at all levels of education	Priority programme 2: Quality
2: to build, rehabilitate and preserve education infrastructure and develop policies that ensure a permanent, healthy and conducive learning environment in all sub-sectors and for all, so as to expand access to quality education	Priority programme 1: access and equity
3: to harness the capacity of ICT	Priority programme 3: Management, specifically through component 1 (human

International/regional framework	How addressed in the GESP
	resource management), component 3 (communication, coordination and information management) Priority programme 4: TVET
4: to ensure acquisition of requisite knowledge and skills	Component 1 (implementation of the new curriculum) of the quality priority programme
5: accelerating processes leading to gender parity and equity	Priority program 1 ensuring access and equity Priority programme 3: Management, which includes strategies to increase the number of female educators Priority programme 4: TVET, which addresses gender equity within the TVET sub-sector for both learners and educators
6: launch of comprehensive and effective literacy campaigns	Priority programme 1: ensuring access and equity, especially through the Ministry's AES programmes
7: strengthening of Science and Math curricula 10: promotion of peace education and conflict prevention and resolution	Addressed through implementation of the revised curriculum, which is discussed in the quality priority programme
8: expanding TVET opportunities	Priority program 4: TVET
9: revitalization and expansion of tertiary education (primarily the mandate of the Ministry of Higher Education, Science and Technology)	Priority Programme 4: TVET Priority Programme 2: Quality with regard to teacher training
11: improving the management of the education system as well as the statistic tool 12: setting up a coalition of all education stakeholders	Priority program 3: Management

Priorities

Achieving the outcomes that are expected within the education sector over the next five years will be contingent upon peace prevailing and resolution of the financial crisis. In the short-term (the first 1-2 years of the plan), it is expected that the national education budget will continue at the same, or possibly, lower level. It is imperative, therefore, that all parties supporting education – government, community, development and humanitarian partners – work together and coordinate their efforts to ensure that children and youth are not deprived of their right to quality education and that all learners (including IDPs and refugees) and education staff have access to safe, secure learning environments. Focus is essential to move toward the vision where every child, youth and adult acquires at least the core foundation skills needed to contribute to the national development objectives. The following priorities, goals and outcomes address the needs and challenges identified in the Education Sector Analysis (ESA, 2016) and set the scene for the strategies and detailed priority programmes that follow.

The priorities of General education and Instruction in South Sudan are to:

- Ensure equitable, quality, relevant, appropriate, accessible and affordable education services for all.
- Provide quality education that promotes social cohesion and sustainable development.
- Ensure cost-effective education management systems at all levels.
- Mobilize and utilize financial, human and material resources effectively and efficiently.

The choice and overall structure of priority programmes

Four priority programmes have been selected for GESP 2017-2022. Priority programmes are structured by educational sub-sectors and reflect the objectives and strategies of the MoGEI. The first priority programme focuses on access and equity; the second on quality; the third on the overall management of general education and the fourth on post-primary TVET. A summary overview of the medium-term priority programmes is included here. Full details are found in Chapter 5.

Overview of priority programmes

Access and equity

The **goal** for improving access and equity is: "To provide equitable and safe access to inclusive, quality education for all children, youth and adults".

Summary of objectives and activities

The Ministry will work to increase equitable access to Early Childhood Development (ECDE) for children aged 3-5. Early childhood interventions are critical to children's development and long-term learning abilities. In the context of South Sudan, ECDE also provides needed psychosocial support to children and their families. Expanding ECDE to all 3-5-year-old children is a costly and long-term endeavour. During the plan period, the ministry will work to harmonize an ECDE policy framework, including a minimum level of quality standards to be attained in all certified ECDE classes. The ministry will also expand access to ECDE in government schools by making sure that all new schools have ECDE classrooms and separate teachers/caregivers. The government will recruit volunteers as per the provision related to National Education Service in the General Education Act (2012). These volunteers will serve as caregivers and assist the teachers. In addition, the ministry will work with communities, faith-based organizations, NGOs, UNHCR and UNICEF to expand access to ECDE. The Ministry will encourage communities to construct ECDE classrooms. The state ministries and local government will work with the national ministry to operationalize ECDE programmes. Private providers will be encouraged to run ECDE.

With regard to primary education the main objective will be to improve equitable access to primary education especially in those areas with large numbers of out-of-school children, and to restore access in the Greater Upper Nile states that were most severely affected by the conflict. Schools that were closed or occupied during the conflict will be re-opened, and IDP children will be reintegrated into schools in the communities where their families settle. Education Cluster members will be encouraged to also provide ECDE opportunities in conflict-affected areas. Refugee children will continue to access education either in the refugee settlements (where refugee schools will be registered with the MoGEI) or in nearby government/community schools.

The provision of safe, conducive learning spaces is a major challenge throughout South Sudan. The poor infrastructure in the country (especially road networks) and limited capacities for transport, materials and skilled labour make the construction of permanent schools cost prohibitive. During the plan period, the ministry will focus on low-cost temporary or semi-permanent learning spaces in order to more rapidly expand the number of learning spaces available for learners at all levels. These will be constructed to

protect children from rain, sun and other hazards and will provide access for children with disabilities. Construction of these learning spaces will depend on community involvement and the support of partners, for either construction or the provision of materials. Over the long-term, these structures will be replaced with permanent ones.

In order to reach the large number of out-of-school children, youth and underserved adults, the alternative education system (AES) will aim to reduce illiteracy and provide these populations with a second chance to continue their education. Three of these programmes – accelerated learning programme (ALP), community girls' schools (CGS), and pastoralist education programme (PEP) – are essential for the government's commitment to providing (formal or non-formal) primary education for all children in the country, including IDPs and refugees. Community girls' schools play a vital role in remote, conflict-affected or insecure areas because these schools are located closer to the children's homes. These alternative programmes provide a pathway to enter (or re-enter) formal primary education.

As more children complete their basic education (through formal primary or through AES), the demand for secondary education will continue to grow throughout the country. At a minimum, the ministry intends to establish one full cycle secondary school (S1-S4) in each county by the end of the plan period. Refugee children will also continue to access government secondary schools. For children who live in remote, rural areas, the ministry will work to provide them with secondary education, either through establishment of boarding schools or through the provision of low-cost dormitories to existing secondary schools. The ministry, in collaboration with communities and partners, will also work to establish schools as "zones of peace", meaning that occupied schools will be returned to operation; that the area around schools are free of weapons, landmines and unexploded ordnance, and that schools are places free from violence of all forms.

Given the country's low adult literacy rate, two adult literacy programmes will be implemented, the Basic Adult Literacy Programme (BALP) and the FAL (Functional Adult Literacy) programme. The latter adds basic skills acquisition to basic literacy. In addition, Intensive English courses (IECs) will be offered so that civil servants and teachers can improve their English skills.

Gender issues remain problematic at all levels of the education system, starting at primary school entry. The ministry will continue to raise awareness about the importance of girls' education in order to increase the number of girls accessing and completing at least basic education. In order to encourage girls' participation, continuation of the cash transfer system will be a priority. The Girls' Education in South Sudan (GESS) project financed by DFID is expected to continue at least through 2018. Through that programme, incentives are provided to girls in the upper primary and secondary grades. The ministry

intends to continue this system of cash transfers for girls pending stabilization of the country's macroeconomic context.

Quality

The **goal** for improving the quality of general education is: "To provide equitable and quality education that provides knowledge, skills and values to meet the needs of all learners in order to be productive, innovative, responsible citizens and lifelong learners".

Summary of objectives and activities

One central objective to improving quality is to implement the revised South Sudan Curriculum for ECDE, primary, AES and secondary education in all schools (government, community, religious, refugee and private) by 2021. The country's curriculum framework includes competencies related to improving social cohesion and peacebuilding skills. Implementing the curriculum framework will involve disseminating syllabi and developing and distributing textbooks and other teaching and learning materials. It is intended that every learner in primary and secondary schools will have access to one complete set of textbooks by 2021.

Another objective is to increase the percentage of qualified teachers at all levels. This will involve improving and expanding pre-service and in-service training for ECDE, primary and secondary teachers and AES facilitators. The ministry also intends to implement an official national teacher certification system and a licensing system will be developed to ensure that all teachers meet the required qualifications. Upon finalization of the certification system, IDP and refugee teachers who have been trained by NGOs and others will also be eligible for certification. Finally, it will be important during this plan period to attract and retain female teachers ensuring the percentage is increased substantially from 12% to 40% by 2021.

In order to implement the quality assurance system, the Ministry will ensure that the National School Inspection Framework is introduced and that school inspectors at all levels are trained to inspect schools in accordance with the General Education Act (2012). The Directorate of Quality Assurance and Standards is currently developing a national inspection framework that will apply across all states, counties, and payams, including in IDP and refugee schools. As part of the framework, the Ministry intends to establish a formal recruitment system for inspectors and supervisors. Furthermore, it will be important to disseminate and train school inspectors and supervisors on the many tools for school inspection that exist already, including, among others, teacher observation forms, lesson assessment tools, school environment and sanitation checklists, and school administration records.

To determine the quality of learning outcomes, one of the key objectives for the Ministry is to put in place a centralized, standardized comprehensive and reliable national assessment and examination system. To be developed by the Secretariat of Examinations, the assessment framework will describe how primary and secondary examinations will be performed, and how results will be analysed and used to provide recommendations. It will also make provisions for assessing early grade learning in reading and mathematics, and provide guidelines for continuous assessment in ECDE and other formal learning assessments. Development of this system of learning assessments will be critical for future monitoring of the country progress toward SDG 4. The Departments of Primary and Secondary Education will verify that examinations are guided by the revised curriculum once it has been implemented in schools beginning in 2018.

Management

The **goal** for improving management of general education is: “To improve educational management to achieve quality and equity and to establish a robust education system in South Sudan”.

Summary of objectives and activities

Human resources are central to the management of the education system. The ministry will be implementing a series of reforms to improve the management capacity at national, state, county and institution levels. (See the Quality priority programme for discussion of school based management priorities.) In order to ensure that staff at all levels have clearly defined roles and responsibilities and improved competencies to implement them effectively, the Ministry will implement the education structure that was approved in 2015. This structure clearly outlines the roles and responsibilities of different positions in the government system from the school level to the central level. A committee will be established, in collaboration with MoLPS, to vet the qualifications of all the Ministry’s central personnel and assign them to appropriate jobs and/or provide additional training as necessary. In addition to improving the recruitment and hiring system, the Ministry will also prepare a capacity development plan that addresses the needs of the ministry’s officials at all levels.

As there are inconsistencies between the payroll and the number of teachers in schools, either as a result of retired teachers still in the system or “ghost” teachers, the Ministry will conduct a teacher verification exercise. This exercise has already started and is expected to be completed within the first two years of the plan, provided that all areas of the country are accessible. Furthermore, the Ministry is also developing a human resource management information system (HRMIS) that will be linked to MoLPS databases.

Employment conditions: Improving the attractiveness of the teaching profession is also a priority for MoGEI. The top priority is to ensure that teachers and education staff are paid on a timely basis according to the new salary scale. The 2017 EU IMPACT project seeks to stabilize teacher salaries and therefore help minimize the number of teachers leaving the profession to seek higher paid employment.

To make sure that the teaching force is diversified and teachers are deployed in an equitable manner throughout the country, the Department of Planning and Budgeting (at all levels) will work with communities to encourage them to construct or make available secure basic housing for teachers, and implement strategies with the specific aim of increasing the number of female teachers.

In terms of financial management, the priority objective for the Ministry is to strengthen transparency and accountability mechanisms for efficient, effective and equitable utilization of education financial resources at all levels. This will primarily be done through the Education Transfer Management Committees that are in place at national, state and county levels. It is anticipated that for the first years of implementation of this GESP, funds will be used primarily for salaries, capitation grants to states and minimal operational expenditures. As a priority, the Ministry will continue to advocate with MPs, Ministry of Finances, and state governments to increase the total budget available for general education in order to reach the target of at least 10% of the total annual government budget.

Another financial management priority during the plan period will be to harmonize the payment of staff with MoLPS regulations. The education financial management guidelines will be reviewed and updated to reflect new changes to the PFM manuals and guidelines that were developed by MoFEP and LGB in 2014. To ensure timely disbursement of funds at all levels, the Ministry will also establish a set monthly calendar for the disbursement of funds and review the current flow of funds to determine effective and efficient disbursement methods between different levels, e.g. from states to counties, counties to payams and then to schools, or to schools directly depending on the type of transfer. As much as possible, the Ministry intends to pay employee salaries directly to employee bank accounts. This practice will be continued throughout the plan period. Due to the continuing conflict, however, the banking system in South Sudan is also shrinking. In some areas, banks are no longer functioning. In these areas, the Ministry will work in cooperation with its designated State anchors established through the GESS programme to effect salary transfers and capitation grants.

The Ministry will also solicit assistance from partners to conduct a public expenditure tracking survey (baseline) to assess the level of funding leakage and of resources reaching the beneficiaries at different levels. Finally, the Ministry will continue to roll out and improve its Financial Management Information System (FMIS).

In order to improve communication and coordination and the management of education information at all levels of the education system, the Ministry will work with partners to assess current coordination and information structures to determine how these can be strengthened to improve information sharing. The Department of Development Partners Coordination, in cooperation with partners, will develop a communication strategy, revise the coordination manual and develop coordination tools for use in reporting on education activities. The ministry will also re-activate its thematic working groups both at national and state levels. These thematic working groups will bring together all directorates plus partners with the aim of resolving implementation challenges.

Building on the progress that has been made in developing and strengthening the EMIS over the last five years, the Ministry plans to decentralize EMIS to all the states, contingent upon the availability of funds. The EMIS department will also work in cooperation with other departments to harmonize the ministries various databases (EMIS, examination results, SSSAMS, HRMIS, and FMIS) so that crucial linkages such as school or employee identification numbers are harmonized across databases. The EMIS department will also review existing data collection instruments to make sure they incorporate needed information for monitoring implementation of key indicators.

The Ministry will also improve coordination in the provision of education in emergencies (EiE) by developing a strategy to strengthen its preparedness and response capacities. The ministry, with its partners, will explore different options for minimizing disruptions to education for children and youth affected by emergencies, and will develop strategies for keeping children and staff safe in the event of emergencies. The ministry will also identify EiE focal persons from directorates at central and state levels, and train them on disaster-risk reduction.

Technical and Vocational Education and Training

<p>The goal for TVET is: “To promote 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”.</p>

Summary of objectives and activities

In order to increase equitable access to vocational education and post-primary TVET education by 2021, it will be necessary to expand TVET opportunities throughout the country. In collaboration with its partners the Ministry plans to renovate and equip its 5 existing TVET secondary schools and to establish 10 new technical TVET secondary schools if funding becomes available. These new institutions will be fenced to ensure the safety and security of learners, TVET personnel, and the TVET equipment.

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. To expand access to this training, the ministry will work with partners to identify trainers (including skilled labourers who can teach their specific area) and to identify and expand the number of places where short-courses can be offered. These will include existing (and planned) technical secondary schools.

It is also a priority objective to improve the quality and relevance of TVET. The TVET Directorate will revise the existing curriculum to include updated knowledge and skills, especially with regard to science and technology, in order to meet the needs of the modern society/labour market. The TVET syllabus will be based on a newly created National Vocational Qualifications structure. This structure will specify the requirements for entry into the formal secondary technical system.

Qualified TVET instructors/teachers are needed and existing TVET instructors/teachers need upgrading of their qualifications. The TVET Directorate of the Ministry will design a training programme for new and existing TVET instructors/teachers, based on the new curriculum and the professional profiles needed. Unqualified TVET instructors in the formal TVET secondary schools will sit for a certifying national examination.

In order to strengthen governance, management and coordination in TVET, a unified TVET policy will be developed. The Ministry will continue developing and then implementing standards for TVET delivery from lower to higher levels based on an outcomes-based competency system. As established in the National TVET Policy and Strategy, the system of accreditation of TVET institutions will be implemented during the plan period. Effective non-formal TVET management will also rely on the establishment of state level monitoring and supervision mechanisms.

Expected plan outcomes

The ultimate objective of this five-year plan is to improve equitable access to quality education at all levels. There is thus a focus on both access and quality including the development and beginning of learning assessment systems to measure results in early grade reading and mathematics. Development of these systems during the plan period will also help lay the foundation for future monitoring of progress toward SDG4. Strategies are designed and selected to improve the learning opportunities for children, youth and adults. The activities described will affect these outcomes and contribute to reaching the stated objectives.

In order to monitor whether strategies are leading to the expected outcomes, student and system performance must be regularly reviewed. As a result of the current situation of uncertainty in the country, the conduct of annual joint sector reviews is a key component of this plan. These annual review meetings will be critical to monitoring implementation of the plan and to adjusting plan targets based on the prevailing context. If peace and stability are achieved during the five-year plan period and if financing levels increase, it is expected that the targets specified in this plan can be achieved. If, however, conflict continues or the economic crisis is not resolved, targets will need to be adjusted annually based on current conditions. The list of Key Performance Indicators (KPIs) to be monitored on an annual basis is found in Table 10.

5. Priority Programmes

This section contains the detailed plans for the four priority programmes included in the General Education Strategic Plan 2017-2022:

- (a) Each programme is divided into components, each of which includes a description of the component and the objectives and targets for both 2018 and 2021. The targets included in this section are for the modest, low-cost scenario that is described in Chapter 7 Cost and Financing.
- (b) In addition, a matrix is presented for each component that lists the main strategies (shaded in green) with accompanying indicators, targets and baselines (if known) and the source of the information for monitoring purposes. Note that all figures related to numbers of schools and classrooms are based on the 2015 EMIS data where Greater Upper Nile was under-covered due to insecurity. (See the ESA for more information.)
- (c) Underneath the main strategies, the major planned activities are identified.

Priority programme: Access and Equity

The **goal** of this priority programme is: to provide equitable and safe access to inclusive, quality education for all children, youth and adults.

Introduction

The main access and equity objective is to increase the participation of all children, youth and adults. The ministry will place special emphasis on increasing enrolment and retention of girls, children with special education needs, IDPs and refugees in all three levels of general education and alternative education. In particular, the ministry will work to:

- Increase access to **Early Childhood Development** as preparation for schooling and to provide needed psychosocial support for children who have experienced conflict directly and whose parents have also experienced years of conflict;
- Increase access to **primary education** for children and young people who have not previously accessed or completed primary education. Primary education is provided through formal primary and through three alternative education programmes (accelerated learning programmes, community girls' schools and the pastoralist education programme.) The medium-term objective is not only to increase the number of children and young people in primary education but also to provide opportunities for the significant numbers of out-of-school children who have been denied their right to education. In the short-term, increased attention is also needed to ensure educational continuity for IDPs and mainstreaming refugee education into the national system, to maintain gains in access and to restore schooling in communities where education has been disrupted by conflict.
- Increase access to and expand participation in **secondary** education throughout the country. The main focus for secondary education will be to make sure that there is at least one full secondary school in each county in order to make access to secondary education more equitable. Secondary education includes both academic and TVET streams. **Post-primary TVET** will help young people obtain the knowledge and skills needed to become productive members of society. This will be essential during the transitional period as well as for the longer-term development of the country. As such, post-primary TVET is discussed in a separate priority programme.
- Increase access to **functional adult literacy** and **intensive English courses**. South Sudan has one of the highest illiteracy rates in the world due to decades of

conflict and under-investment in education. Increased attention will be needed to improve the literacy rate and contribute to longer-term development goals.

Increasing equitable and safe access to education at these levels will require a concerted effort by all partners in South Sudan's education system – including the government of the Republic of South Sudan through its financial commitment; MoGEI; Ministry of Labour and Public Service; Ministry of Finance and Economic Planning; Ministry of Information and Communication; Ministry of Local Government; Ministry of Health; Ministry of Physical Infrastructure; Ministry of Gender, Child and Social Welfare; Ministry of Youth, Sports and Culture; state government, state and national MPs; communities; development and humanitarian partners and the private sector. The current economic crisis requires prioritization and the use of cost-effective strategies to maintain, restore and expand access to learning while also taking steps to improve the quality of education. The latter will also serve to improve internal efficiency and support more children to complete at least the primary cycle. The needs of the most disadvantaged children, including IDPs and refugees, will be prioritised. By doing so, inequities that exist in the current provision of education, both in relation to gender, geographic location and abilities (physical and mental) will be reduced. This priority programme consists of four components: early childhood development and education, primary, secondary and the alternative education system (AES).

Component 1: Early Childhood Development (ECDE)

Key challenges related to expansion of ECDE:

- *Insufficient number of facilities*
- *Limited awareness of importance of ECDE*
- *Poverty*

- Poor coordination between the Ministry and states
- Negative cultural attitudes against girls' education
- Insufficient coordination and linkages between the Ministry and education development partners working in ECDE
- Insufficient funds from both government and development partners for carrying out ECDE activities
- Insufficient data on ECDE schools
- No curriculum for ECDE school teachers
- Insufficient number of training institutions for training ECDE teachers
- Lack of training for ECDE teachers and no qualification system in place

- Insecurity in some areas might prevent or stop construction; construction in remote areas is more costly because of bad road conditions

Objective: Increase equitable and inclusive access in ECDE by 2021	Baseline	Targets	
		2018	2021
GER for pre-primary ECDE (age 3 - 5 years)	10% (M: 10% F: 9%)	12%12% (12/12)	15% (15/15)
GPI (F/M), ECDE	0.92	0.96	1.0
State GER gap	25%	25%	20%
Share of learners with disabilities	2.2%	2.2%	3.5%

South Sudan has experienced years of conflict which has severely stressed families and communities. In such a context, the need to focus on psychosocial support to children and families is critical. Exposure to a safe, developmentally-appropriate learning environment at a young age can provide such support as well as improve children’s learning outcomes in later grades and help to reduce dropout and repetition rates.

The MoGEI’s long-term goal is to provide a three-year cycle of ECDE services for children ages three through five so that they are ready to learn when they enter primary school at age six. To do this, the ministry plans a multi-pronged approach which necessitates the involvement of the non-government sector (community, private providers, NGOs, and faith-based organisations) as well as expansion of government-offered ECDE services. Regarding public provision of ECDE, the government plans to co-locate early childhood classes at existing primary schools. Even though these facilities will be co-located, there will be physical separation between the ECDE classes and the other primary classes to provide a safe and secure learning environment for the younger children. Three ECDE classrooms will be built in every existing primary school separated by a fence and separate toilets for the ECDE Learners. Administration of the ECDE programme will be the responsibility of the head teacher in small schools or the deputy head teacher in larger schools (that is, schools that include P4 and above). In the long-term, the ECDE classes will be staffed by permanent teachers with assistance from caregivers (one teacher and one caregiver per class). The Ministry will work with communities to identify teachers and assistants from within their own communities. Monitoring of day to day teaching and learning activities will be the responsibility of inspectors at county level with oversight

from the ECDE department at state and national levels. County inspectors will also monitor ECDE activities of refugee and IDP programmes as well.

In the short- to medium-term, the non-government sector will play a crucial role in expanding access to ECDE throughout the country. The ministry will promote low-cost community/faith-based/private owned ECDE centres in underserved states. The classrooms can be built by communities using local materials and based on MoGEI's guidelines. An ECDE policy is therefore needed to guide the sub-sector and coordinate the actions of all providers. The Ministry plans to draft a stand-alone ECDE policy which will be validated and shared with partners during the course of the GESP2017-2022. (The policy will be drafted based on three existing documents: the draft ECDE Concept Paper, 2007; ECDE Management and Administration Policy Draft, 2015; and ECDE Guiding Rules and Regulations for Establishment of ECDE Centres (Schools), 2012.) The ECDE standards contained in the policy will apply to all institutions operating in the country, irrespective of ownership. The ministry will organize dissemination workshops to inform and orient the stakeholders about the ECDE policy and implementation process.

The ministry will seek to enforce implementation of the ECDE policy by all stakeholders through registration and licensing, inspection and supervision of the schools by inspectors at all levels. Non-government providers, for all ECDE programmes including private and community-based centres and ECDE for refugees, are expected to follow The Ministry guidelines for both establishment and management of ECDE schools. Registration and licensing bodies, composed of the Directorate of Basic and Secondary Education and Quality Assurance and Standards, will be set up at national and state levels. Regular supervision and monitoring will be carried out by county school inspectors and payam school supervisors to check the standards of every ECDE school. (See also the quality programme.) To ensure proper implementation of the policies and provide guidance on how to comply with established rules and regulations, non-compliant schools will be closed temporarily until they are able to comply.

Community mobilization will be carried out through awareness campaigns, talk shows on local radio stations, workshops, drama, singing, parents' day meetings and PTA meetings, among other activities. The Ministry will also work with partners to develop communication strategies including communication tools and materials that can be used by the national ministry and the states.

During the latter half of the GESP implementation period, the Ministry plans to develop model ECDE centres that will serve as resource centres for nearby ECDE classes and providers. These model centres will have all the facilities required for standard ECDE schools, with qualified teachers and not more than 40 children per class. The model centres will be places where parents are able to discuss and decide actions based on the needs of the children. They will also offer in-service short courses for teachers and

caregivers and make available resources for developing teaching and learning materials using local materials.

Strategies	Indicator (including baseline and target)	Source
1. Strengthen ECDE policy framework to guide efforts of public and non-government providers.	Stand-alone ECDE policy validated	MoGEI, Departments of Planning and Budget and ECDE
	# of copies of the policy distributed reaches at least two per ECDE centre, and state and county education office	Departments of Planning and Budget and ECDE
	# of meetings/events conducted to orient ECDE providers on the policy reaches one per county after policy is finalized	Departments of Planning and Budget and ECDE
Activities		
Draft stand-alone ECDE policy.		
Validate ECDE policy.		
Develop a communication strategy for dissemination of the ECDE policy.		
Disseminate ECDE policy to partners through meetings, workshops and media.		
Form licensing and registration bodies at both national and state levels for ECDE centres.		
2. Increase access to ECDE through provision of learning spaces, teachers and caregivers.	% of new primary schools constructed that include ECDE classrooms reaches 100%	EMIS [Directorate of Basic and Secondary Education]
	% of existing public primary schools with ECDE classrooms increases from 4% to 10%	EMIS [Directorate of Basic and Secondary Education]
	# of government ECDE teachers in government schools increases from 622 (64%) to 5000	EMIS [Directorate of Basic and Secondary Education]
	# of caregivers in each classroom increases to at least one per class.	The Ministry Inspection report
	% of ECDE learners with disabilities enrolled increases from 2.2% to 3.5% of all learners	EMIS

Strategies	Indicator (including baseline and target)	Source
	% of children enrolled in community-based ECDE centres increases from 17% to 27%	EMIS
	# of radio broadcasts on the importance of ECDE increases to at least once a month in each state and county	MoGEI, Department of ECDE
	# of county-level community sensitization meetings increases to four per year	County Education Office
	% of states with model ECDE centres increases to at least one in 50% of the states.	State Planning Department
Revise the existing design of primary schools to include three ECDE classrooms. The ECDE classes should be fenced and have separate toilets within the same compound as the primary school.		
Dialogue with partners and donors who are involved in primary school construction (notably DFID, ADRA, Italian Cooperation and GPE) to add ECDE classrooms to their primary school designs.		
Mobilize communities to assist with the construction of ECDE classrooms, through baking bricks, and collecting sand and stones.		
Staff public ECDE classes with one permanent teacher and a caregiver. Communities, especially in under-served areas will play a role in identifying teachers and caregivers from within their own communities.		
Conduct community sensitization activities (radio, community meetings and workshops) on the benefits and importance of pre-primary schooling for all children, including those with special needs.		
Develop standards for establishment of model ECDE centres.		
Establish model ECDE centres.		

Component 2: Primary

- Key challenges related to access and equity for primary education**
- Inadequate schools (quantity and quality) and learning materials
 - Most primary schools do not offer the full primary cycle
 - High dropout rate
 - Late entry to primary school
 - Limited community awareness about importance of education, cultural barriers to formal education
 - Long distance to school
 - Insecurity
 - Low teacher salaries
 - Negative attitude towards education of girls and learners with special needs and other vulnerable groups
 - Early pregnancy, early marriage
 - Nomadic populations
 - Scarcity of educational resources (human, financial and material)
 - Too few school feeding programmes
 - Inadequate provision of sports equipment

Objective 1: Increase equitable access to inclusive primary education by 2021	Baseline	Targets	
		2018	2021
Gross Enrolment Rate (GER) for formal primary grades one to eight (n.b. GER for whole system includes formal, ALP, CGS and PEP)	57% (M: 64/ F: 48)	64% (57/71)	75% (70/79)
GER for primary, including ALP, CGS and PEP	62% (53/71)	71% (62/78)	88% (82/93)
% of children with disabilities enrolled	1.7%	2.0%	17%
Gross Intake Rate (GIR) grade one, by gender	97% (79/113)	97% (79/113)	108% (100/115)
Net Enrolment Rate (NER) for primary	36% 42/58	40% 43/57	47% 49/51

Primary completion rate (PCR) for primary grades one to eight, by gender	14% 10/18	17% (13/20)	26% (22/29)
Average primary school dropout rate (P1-P7)	16% (16/16)	15% (15/15)	11% (11/11)

During the GESP period (2017-2022), the GER for formal primary education (grades one to eight) is expected to increase from 57% (48% for girls and 64% for boys) to 75% (70% for girls and 79% for boys). Improving access and retention in primary education is a priority throughout the country due to the large number of primary-age children who are out of school and the low intake rate for six year olds. The ministry will work with partners, including the Education Cluster and UNHCR, to develop and implement advocacy programmes to sensitize communities to the importance of education for their children.

The economic crisis, the conflict, and existing capacity constraints (including logistics) have severely impacted the ministry’s ability to increase the number of learning spaces. Although one of the ministry’s long-term objectives is the construction of permanent classrooms, very few will be constructed during the plan period due to the high cost. Instead, the ministry will focus on the construction of low-cost, semi-permanent classrooms to increase more rapidly the number of classrooms available throughout the country. The ministry will work with partners to make sure that new classrooms are constructed on sites that are free from hazards, including natural hazards such as floods as well as unexploded ordnance or landmines.

Construction of new classrooms (semi-permanent or local construction) will require the combined efforts of the ministry and all of its partners, including communities. The ministry will seek to strengthen partnerships as a way to increase the number of learning spaces that are located closer to children. In the partnership the government will provide resources like curriculum, capacity building, policy guidelines, monitoring and evaluation and sometimes construction materials for the roof and foundation of the classrooms. Communities (or the private sector) will then construct classrooms, mobilize learners, recruit and sometimes pay volunteer teachers, and manage and monitor the schools. Through an MoU with the World Food Programme, food-for-work will also be used as an incentive for communities to construct classrooms using locally available materials. As resources become available, these community schools will be transitioned to government schools.

The Ministry of Education will also coordinate with the Ministry of Agriculture and development partners to seek technical support for school gardening and farming

projects. Such support will help build the capacity of school stakeholders to initiate and manage these projects more effectively in order to promote food production that can also be used for school feeding purposes. In addition, the Ministry is working with WFP to provide food for school feeding in all primary schools and “take home food” for girls, as an additional incentive to retain them in school.

In addition, the Ministry of Education with technical support from the Ministries of Physical Infrastructure and Health and with the support of partners will work to increase access to clean water and sanitary facilities in schools. Separate latrines for boys and girls will be constructed and they will be accessible for children with physical disabilities.

The long distance to existing primary schools and insecurity are two reasons why parents do not send their young children to school. For the lower grades (P1 and P2), the community through Education Activists will work together to establish safe learning spaces that are located within the community. Education activists are groups of people who are organized and interested to conduct both formal and non-formal periodic campaigns in communities to inform parents to send children to school and to mobilize communities to construct inclusive, safe learning spaces. Education activists may be from PTAs, school management committees, youth groups, faith-based groups, women’s groups, civil society organizations or other educational partners.

Community support will also be essential to expand access to education in less densely populated areas of the country. In these areas, the ministry will work together with communities to construct smaller schools (four classrooms including space for ECDE) in order to establish primary education in these communities. As children in these areas progress through primary school, additional classrooms will be added so that, in the long-term, all schools will be full cycle primary schools. The first priority will be to make sure that all primary schools throughout the country offer at least P1-P4, which requires the expansion of approximately 350 primary schools or 436 classrooms (262 government and 174 non-government).

The General Education Act (2012) stipulates, however, that primary education through grade eight is to be free and compulsory. Therefore, the Ministry will also work to increase the number of primary schools that offer all eight grades. By the end of the plan period, the target is to have at least one full primary school (grades one to eight) in each payam. This would require the expansion of 143 existing primary schools which are not on full cycle of grade one to eight into full primary schools.

Dropout is a major challenge throughout all levels of education beginning in grade one and continuing throughout the primary education cycle. The ministry will seek to reduce the dropout rate through both access and quality strategies. This will start with the

expansion of ECDE (as described in sub component 1) which will seek to provide children with a foundation to enter grade 1 ready to learn.

Increasing the number and quality of physical facilities is also expected to reduce dropout rates by reducing class sizes and by minimizing disruptions in learning during the rainy season. At present South Sudan has 6,027 open air classrooms (of which, 4,805 are government), representing 28% of all classrooms. During the plan period, the Ministry will work to encourage community construction initiatives to upgrade these classrooms to those constructed with local materials. Through an agreement with the World Food Programme, community members who work to construct the classrooms will be paid via a food-for-work programme. The quality improvement strategies outlined in the quality priority programme and the alternative education strategies for primary level children outlined below will also seek to increase retention and completion of the primary cycle for all children including IDPs and refugees.

Strategies	Indicator (including baseline and target)	Source
1. Increase access to primary education through provision of safe and inclusive learning spaces	# of qualified primary teachers in government schools increases from 7,366 (14% female) to 40,000 (40% female)	EMIS
	# of children receiving school supplies increases from current average of 25% to 63% or more in primary and secondary only	State and donor reports through Development Partners' Coordination office
	# of temporary learning spaces (low-cost, semi- permanent) constructed reaches 1,100 new by 2021	EMIS
	# of community-established classrooms reaches 10,000 additional by 2021 (either through upgrading open-air classrooms or constructing new classrooms)	EMIS
	% of schools with fences increases from 13% to 30%	EMIS
	% of schools with water points increases from 32% to 100%	EMIS
	% of schools without latrines decreases from 15% to 0	EMIS
	% of schools with separate latrines for boys and girls increases from 54% to 100%	EMIS

Strategies	Indicator (including baseline and target)	Source
	# of schools receiving capitation grants increases from 3,128 to 5,000	SSSAMS
Staff schools with qualified teachers (see Management priority programme)		
Provide school supplies/ scholastic materials		
Provide safe, inclusive learning spaces		
Provide school capitation grants		
2. Increase access to education through promotion of partnerships in education.	# of community schools increases from 443 (13%) to 784	EMIS
	# of religious-owned schools increases from 249 (9%) to 498 (14%)	EMIS
	# of private primary schools increases from 285 (9%) to 349 (27%)	EMIS
	# of payam-level community mobilization meetings increases to three per year in each payam	County Education Office
Conduct community mobilization campaigns to raise awareness on the importance of enrolling children in school and at the right age		
Liaise with religious, NGO and private-education providers to advocate for establishment of schools, especially in under-served areas.		

Objective 2: Reduce disparities in access according to gender, disability and other groups in primary schools by 2021	Baseline	Targets	
		2017	2021
Gender Parity Index (GPI), primary GER, Girls/Boys	0.74	0.80	0.88
GPI in primary GIR	0.70	0.70	0.87
GPI in completion rate to P8	0.55	0.65	0.75
Percentage (proportion) of learners with disability	1.7%	2.3%	17%
Reduce GER gap among states	92%	86%	72%
# of schools occupied by army or IDPs	91	0	0
GER for refugee children (in refugee and host community schools)	64%	70%	88%

GPI primary – refugees	1.0	1.0	1.0
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Reaching the overall primary access targets will also require special efforts to increase enrolment for girls and children with special educational needs and to restore access to children who have been affected by conflict, including IDP and refugee children living in South Sudan. As discussed in the situation analysis, the conflict that started in 2013 severely affected previous enrolment gains throughout the country. Approximately 300,000 children in the conflict-affected areas had access to education either in the Protection of Civilians (POC) sites or in local schools. Others were deprived of their right to education. The Ministry will work with partners (including the Education Cluster) to bring these children back to learning wherever they are located. Records indicate that at least 347 schools were destroyed/ damaged and more than 4,000 teachers were displaced. Therefore, reconstructing classrooms and providing an adequate number of primary teachers in conflict-affected areas will be a priority. In some areas, schools have been occupied by IDPs or fighting forces. The Ministry will work with partners to return these schools to places of learning.

South Sudan hosts an estimated 240,600 refugees in 14 camps, and eight other locations including dispersed rural and urban areas. Of these, about 144,000 (60%) are children according to UNHCR. According to the South Sudan Refugee Act, refugees have access to education in the country – from ECDE to tertiary level. The majority of refugees are hosted in camps and settlements where access to local primary schools is limited. Therefore, UNHCR has established 28 primary schools in the 14 refugee camps as well as four secondary schools in four of the camps/settlements. Local South Sudanese children who do not have access to a nearby primary school are also able to enrol in these schools. Likewise, some refugee students are accessing local primary and secondary schools as well as tertiary institutions. During the plan period, the Ministry will work with UNHCR to increase access to education for refugees. Where local primary schools exist, refugee children will be integrated into the national system to the extent possible. In these cases, UNHCR may assist refugee children by providing scholastic materials in order to reduce the cost of education for refugee families. UNHCR will also support children with special education needs to be able to access education, including through provision of mobility or assistive devices.

The Ministry will also continue to focus on improving access for girls. During the plan period, the GPI for primary education (ratio of girls to boys) will be increased from 0.74 to 0.88. As part of its overall efforts to encourage families to send their children to school, the ministry will stress the importance of girls' education with families and community leaders. As mentioned above, the ministry will work with WFP to increase school feeding

programmes for all primary schools. In addition, WFP will provide take home rations for girls in the upper primary grades. Another important incentive to retain girls in the later primary grades and throughout secondary education is the DFID Girls' Education for South Sudan (GESS) programme. Through this programme, a system of cash transfers directly to families has been implemented for families whose girls are enrolled in P5-P8 (and S1-S4). The DFID programme is scheduled to continue through 2018 and the government has agreed to continue the cash transfers thereafter. The government will also explore ways of generating similar types of programmes for orphans and street children to expand access for them as well.

The ministry will also seek to increase access to learning for children with special education needs. New schools will be designed so that children with physical disabilities are able to access classrooms as well as water and sanitation facilities. In addition, the ministry will provide inclusive education training to school head teachers and teachers so they are better able to accommodate varying learning needs within their schools/classrooms. In addition, schools will be encouraged to form Primary Education activism clubs whose purpose will be to advocate formally and informally for children with special needs through social activities. These clubs might include disability clubs, music, dance, drama and debating clubs. The idea is to inform and build confidence amongst all learners. They will operate with support from responsible teachers, matrons and patrons within the school community. They will also perform during community educational functions.

To improve and promote inclusive education in South Sudan, the ministry plans to designate one functional government school in each payam as a "model school" for inclusive education. Teachers and staff in these schools will have special training in inclusive education and be responsible to promote a positive attitude toward inclusion among children, parents and communities. These schools will also be prioritized for supply of inclusive learning materials and assistive devices and will serve as resource centres that can also be used for teacher professional development.

Strategies	Indicator (including baseline and target)	Source
3. Promote girls' education and Inclusive Education	Primary GPI increases from 0.74 to 0.88	EMIS
	# of primary school girls benefiting from cash transfers and or other incentives increases from approximately 119,000 to 264,000	SSAMS
	# of girls (P5-P8) receiving hygiene kits increases to (P5-P8) 100%	Directorate of Gender and State Gender Focal Points

Strategies	Indicator (including baseline and target)	Source
	# of community/parents' meetings held reaches one per term	County Education Office and Payam Supervisors
	% of learners with disabilities enrolled in school increases from 1.7% to 17%	EMIS
Conduct community mobilization meetings with parents and community leaders to advocate for girls' and Inclusive Education. Sensitize communities on Early and Unintended Pregnancy (EUP) and School Related Gender Based Violence (SRGBV)		
Form Primary Education activism clubs (including disability, music, dance, drama and debating clubs) and Girls' Education Movement (GEM), Human Rights, and PAGE (Promote Advocacy for Girls' Education) clubs.		
Provide cash transfers for girls.		
Designate one "model school" for inclusive education in each county and payam and equip with inclusive learning materials and assistive learning devices.		
Provide assistive learning devices to schools.		
Train 30,000 teachers on Inclusive Education.		
4. Maintain/restore primary education for children affected by conflict (IDPs and refugees)	GER for refugees increases from 64% to 88%	EMIS and partner reports
	# of damaged/destroyed schools rehabilitated/ reconstructed in conflict areas reaches 150 by 2021	EMIS
	# of occupied schools reaches 0	MRM, UNICEF
Conduct comprehensive assessment of the status of educational facilities/structures in areas affected by conflict.		
Reconstruct primary classrooms destroyed by conflict.		
Advocate, in cooperation with community leaders, that schools occupied by armed forces or IDPs are vacated and rehabilitated in order to serve as schools again.		

Component 3: Secondary

Key challenges related to access and equity for secondary education:

- Not all counties have secondary schools
- Incomplete secondary schools
- Insufficient number of classrooms
- Insufficient funds for repair/renovation of existing classrooms
- Poverty
- Distance to school
- Insecurity
- Negative cultural beliefs about education of a girl child
- Lack of Guideline framework on School Related Gender Base Violence (SRGBV)
- Early marriage, Early pregnancy, Early Unintended Pregnancy
- Difficulties in access for learners with disabilities, lack of Inclusive Education curriculum and resources and application to secondary education
- Inadequate number of qualified teachers
- Insufficient facilities (laboratories, libraries, storage)
- Non-existence of formal career guidance and professional counsellors
- Poor remuneration of secondary school teachers
- Secondary schools have limited community participation
- International partners not supporting secondary schools
- Most secondary schools do not have school feeding programmes or school gardens
- Relevant teaching/learning textbooks are not available
- Lack of sporting and recreational facilities and sports kits
- No funding for inter-school competitions

Objective 1: Increase access to secondary school education by 2021	Baseline	Targets	
		2018	2021
GER for secondary	7% (4/8)	8% (6/10)	11% (8/13)

GIR for secondary	10% (6/12)	11% (8/14)	16% (12/19)
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As more children complete primary school, the next step for the country is to increase equitable access to safe, quality secondary education as the basis for longer-term development. The ministry projects an increase in access to secondary education, from a GER of only 7% in 2015 (4% for girls and 8% for boys) to 11% (8% for girls and 13% for boys) in 2021. For hard to reach children, particularly from pastoralist and low population density areas, the provision of low cost boarding schools will be explored, including through capitation grants and support from communities and partners. The priority will be to add low-cost dormitories/housing that are attached to existing secondary schools in states without boarding schools. The ministry will also encourage private education providers to establish secondary boarding schools, especially in states where none currently exist.

The ministry will work with communities and partners to establish schools as “zones of peace” at the secondary level. The ministry will work with its partners (including PTAs and BoGs) to promote awareness surrounding peace and safety issues affecting secondary school students, staff and facilities.

The ministry’s objective is to ensure that there is at least one full secondary school (S1-S4) in each county by the end of the plan period. The ‘Constituency Development Fund’ (CDF-GoRSS) and block grants can be utilized to construct and/or upgrade new schools. The ministry will advocate with national and state governments for the use of these funds, especially in under-served counties. As the government education budget increases, additional secondary schools will be constructed. Care will be taken to locate schools on sites that are free of landmines and unexploded ordnance as well as from the potential effects of hazards such as flooding. The ministry will also work with communities to enlist their support for repair and/or construction of secondary classrooms as well. Locating secondary schools and classrooms closer to communities will also help improve safety for students on their way to and from school.

Head teachers and teachers will work with students’ peace building clubs and with the Board of Governors (BoG) and the PTA to increase access and to repair/rehabilitate school facilities – including classrooms and water and sanitation facilities. In some cases, they will also work together to construct new classrooms.

The ministry will work with WFP to maintain the school feeding programme as part of WFP’s emergency support. National secondary schools will receive food through this programme. Through the introduction of school gardens, the ministry also hopes to increase access to food for secondary students, which may lead to increased attendance and retention. Secondary school BoGs and PTAs will advocate with community leaders

for the community to donate land to the schools that can then be used for school gardens and agriculture projects. The Ministry will also work with the Ministry of Infrastructure, local government and other actors to register donated land under the name of the school. Through partnering with FAO and WFP on projects where children learn to grow food and use available technology, the schools can also contribute to local food production by helping to provide food at the community level.

Strategies	Indicator (including baseline and target)	Source
1. Provision of secondary school opportunities, with a focus on under-served counties	# of secondary schools established to ensure at least one S1-S4 secondary school in each county	EMIS
	% of existing schools upgraded to full cycle secondary schools increases from 49% to 100%	EMIS
	% of schools with access to playgrounds increases from 58% to 100%	EMIS
	% of schools with fences increase from 36% to 60%	EMIS
	% of schools with toilets increases from 88% to 100%	EMIS
	% of schools with separate toilets for boys and girls increases from 84% to 100%	EMIS
	% of schools with water increases from 83% to 100%	EMIS
	% of schools with school farms increases from 70% to 80%	EMIS
	# of trees planted per year per school reaches at least 50 (to a maximum of approximately 200 for every school)	EMIS
# of boarding schools (government and private) increases from the current 48 to at least one more per state	EMIS	
Advocate with national and state governments for use of 'Constituency Development Fund' (CDF-GoRSS) and block grants for the purpose of constructing secondary schools/classrooms.		
Construct 102 new complete secondary schools.		
Construct 200 additional classrooms and ICT labs in existing secondary schools so that they are able to offer the full cycle.		
Provide missing facilities (e.g. toilets, playgrounds, water, fence, and access for children with disabilities) to 100 existing secondary schools.		

Strategies	Indicator (including baseline and target)	Source
Promote school gardening and school feeding programmes in secondary schools.		
Construct 20 dormitories at national secondary schools .		
Encourage private education providers to establish boarding schools that will enrol children from all areas of the country.		
2. Promote schools as zones of peace	% of secondary schools with peace building clubs increases from 10% to 100%	EMIS
	# of PTA/BoG meetings addressing schools as zones of peace increases to one per year	County Education Office and Payam Supervisor reports
	# of schools occupied by fighting forces or IDPs decreases from 148 to 0	MRM, UNICEF
Engage peace building clubs in school safety and peace-building initiatives.		
Establish Human rights clubs in secondary schools and NTTIs in the country		
Promote awareness and advocacy on schools as zones of peace within the communities in collaborations with other actors involved in peace and safety issues. Activities will include meetings with PTAs and BOGs.		
Develop media campaign (through debates, radio talk shows, music and drama performances, etc.) to promote schools as zones of peace.		

Objective 2: Reduce disparities in access to secondary education for girls and children with special education needs by 2021	Baseline	Targets	
		2018	2021
GPI (secondary for GER, F%/M%)	0.52	0.56	0.62
GPI (secondary for GIR, F%/M%)	0.50	0.56	0.62
GPI (secondary for GER for refugees)	0.20	0.25	0.40
Share of learners with disabilities	3%	3%	5%

The Ministry will work with the national Ministry of Gender, Child, and Social Welfare and the State Ministry of Social Development to develop a campaign for attracting girls and children/youth with special education needs to secondary education. They will jointly design and disseminate materials to promote education and organize planned events to

raise awareness in communities. These meetings will be conducted in schools so that community members see and feel comfortable in them. Boards of Governors and PTAs will also be responsible for conducting awareness and advocacy meetings to encourage community members to send their children to school, especially girls and those with special education needs. Girls' education clubs (GEM) will also take part in awareness and advocacy events. To attract and retain girls at the secondary level, the ministry plans to continue the programme of cash transfers for girls throughout the secondary cycle.

Strategies	Indicator (including baseline and target)	Source
3. Develop media campaign to promote girls' and inclusive education at the secondary level	# of community meetings conducted increases to one per term	Directorate of Gender Equity and Inclusive Education and GESS
	# of adults reached with girls' education radio talk shows increases from 946,000 to 3 million by 2018	
	# of gender thematic working group meetings reaches three times annually	
	# of meetings between the Ministry and the Ministry of Gender, Child and Social Development at national and county level) increases to 6 times a year (bi-monthly)	
Work with the national Ministry of Gender, Child, Social Welfare, State Ministry of Social Development and Ministry of Information and Telecommunications to jointly design an awareness campaign to promote girls' education and education for children with special needs.		
Conduct community awareness activities to sensitize communities about girls' education and inclusive education for children with special needs.		
4. Improve access to secondary school for girls	# of female secondary students receiving cash transfers increases from 20,197 to 42,400	SSSAMS
	# of schools without washrooms for girls decrease from 15% to 0	EMIS
	# of girls receiving hygiene kits increases to 100%	Directorate of Gender and State Gender Focal Points
	# of boarding schools for girls increases from 7 to one per state	EMIS
Distribute cash grants to girls.		
Distribute take home rations to girls.		

Strategies	Indicator (including baseline and target)	Source
Construct separate washrooms and toilets for girls.		
Distribute hygiene kits for girls.		
Construct low cost boarding schools for girls.		

Component 4: Alternative Education System (AES)

Key challenges related to access and equity for AES:

- Inadequate number of qualified teachers
- Insufficient facilities
- Inadequate funding
- Shortage of teaching/learning materials
- No sporting and recreational facilities and equipment

Objective: Reduce illiteracy and provide second chance to education to the underserved adult, youth and out of school children from disadvantaged communities through the alternative education system	Baseline 2015	Target	
		2017	2021
Sub-component 1: ALP, CGS and PEP			
• % of out of school children and youth (aged 6-17) enrolled in ALP, CGS and PEP	6%	7%	16%
• % of learners with disabilities enrolled	3%	3%	4%
• State gap in AES coverage of out of school children and youth	21%	20%	15%
• % of female learners	42%	42%	45%
• % of learners mainstreamed into formal system	10.5% data	11% data	50%

• % of learners with disabilities mainstreamed into formal system	No data	No data	50%
<i>Sub-component 2: BALP (Basic Adult Literacy Programme) /FAL (Functional Adult Literacy)</i>			
• Numbers of participants enrolled in the programme	2,530	4,372	5,246
• % female	49%		50%
• % of graduates from the adult literacy programmes	>1%data	1% data	10%
<i>Sub-component 3: IEC (Intensive English Course)</i>			
• Number of teachers and government employees enrolled in the programme per year	441	1,000	2,000
• % female	55%	55%	55%
• % who graduate from the programme	100%	75%	75%

As described in the situation analysis, the alternative education systems (AES) consists of multiple programmes. Three of these programmes – accelerated learning programme (ALP), community girls’ schools (CGS) and the pastoralist education programme (PEP) are essential for the government’s commitment to providing (formal or non-formal) primary education for all children in the country. These programmes are especially important in order to reach the large number of out-of-school children and youth who have so far been denied their right to education, including IDPs and refugees. Community girls’ schools also play a vital role in remote, conflict-affected or insecure areas because these schools are located closer to the children’s homes. Parents then feel more secure to send their young children to school.

These alternative programmes provide a pathway to enter (or re-enter) the formal system. In addition, enrolling older children and youth in the ALP will free up spaces in the primary system for children to be able to enter and progress at a more appropriate age for grade. Currently, 79% of primary learners are over-age, which may also affect whether parents feel safe to send their younger children to school.

Additional classrooms and at least two full time teachers per site are needed in order to implement these alternative education programmes. When classrooms exist in a community, they can be used by ALP during the afternoon after the primary shift has ended. In some instances, partners operating ALP programmes also rent rooms from community members in which to operate the ALP classes. When existing facilities are not available or not sufficient, semi-permanent classrooms are also preferred for ALP classes. These can be co-located with primary schools. As with the other sub-sectors, communities will be encouraged to take an active role in building classrooms, i.e. they can give their labour for building schools or fences or establishing school gardens.

Increasing facilities for AES classrooms will be done through “government-development partner-local community partnerships”. The community will provide/build classrooms and the government or development partner will provide teachers, supervision, school furniture and textbooks. In 2016, the government extended capitation grants to ALP, CGS and PEP. These capitation grants can also be used to support the construction of additional accessible semi-permanent AES classrooms.

AES activities might also take place in Community Learning Centres (CLCs). CLCs are established to bring learners together into one designated place to provide learning opportunities to adults and youth. They may operate in existing buildings or makeshift structures that were constructed for another non-educational purpose or they may be solely for the purpose of educational and literacy activities. CLCs can be used for intensive English Courses (IEC), Functional Adult Literacy (FAL) and other AES activities. They can also be used for in-service training for teachers during the long holidays and weekends. Potentially, these facilities could also be used for community functions in order to generate income and to increase the community’s sense of ownership of the facilities. Special attention will be provided to make sure that the facilities are accessible for learners with disabilities.

PTAs are needed for AES programmes. They will be responsible for maintenance of the facilities and for implementing advocacy campaigns to enrol learners, including those with special education needs. PTAs also need to motivate parents to send their daughters to the centres. ToRs and training will be developed and delivered to enable PTA members to implement their responsibilities more effectively.

Intensive advocacy in other forms will also be needed to change the minds of communities who do not value education for their children and youth. Advocacy and awareness creation activities will be carried out through radio talks, local songs, drama (cultural activities), workshops and courtyard meetings guided by community chiefs and religious leaders. The Ministry will coordinate with relevant ministries – Ministry of Gender, Child and Social Welfare; Ministry of Youth, Sports and Culture; Ministry of Health, Ministry of Agriculture, Forestry, Cooperatives and Rural Development, Ministry of Livestock and

Fisheries Industry – and development partners to develop an advocacy plan in order to attract out of school children, youth and adults into education. Special advocacy activities will be needed to change the mind-set towards education for girls and learners with special education needs.

Pastoralist communities have specific needs from other communities because of some differences in social norms and culture. In order for the education system to be relevant to their needs and to provide the right to education for pastoralists, the ministry has started a Pastoralist Education Programme (PEP). This programme was piloted in 2012 before the outbreak of conflict. To date, enrolment in the PEP has been low but during the plan period, the ministry plans to place increased emphasis on this programme.

The Ministry in collaboration with FAO and UNESCO have developed a livelihoods curriculum for pastoralist communities targeting children, youth and adults where children will learn in their mother tongue through P4 level and then transition to formal schools beginning with P5. Out-of-school youth in these communities will also an option to attend an ALP programme. In addition, a two-year livelihoods basic literacy and numeracy programme will be offered for adults in pastoralist communities.

Children from pastoralist communities who transition to the formal school system will be provided with school uniforms and free scholastic materials to attract both the students and their parents. Since they are nomadic, it may also be necessary to provide low cost boarding schools for pastoralists when they are mainstreamed into the formal system, which is intended to begin in P5. AES will coordinate with various departments of the formal system to bring these children into the mainstream and will advocate at the community level so that parents will send their children to the boarding schools. The ministry or local communities will be responsible for providing low-cost boarding facilities. While finalising the activities for this strategy, AES will consider the research on PEP which was financed by Room to Learn as well as the experiences of other countries that have implemented PEPs in order to improve the programme.

In order to make AES programmes more sustainable, MoGEI, in collaboration with other ministries such as the Ministry of Labour and the Ministry of Agriculture, will encourage communities to explore options for income generation at the schools or centres in order to pay the AES volunteer teachers and contribute to school maintenance needs. Gardening (vegetables, fruits, flowers) around the school centres; selling crafts or trade-specific items (bakery items, dress, bricks etc.) produced by the learners; and other possibilities such as raising poultry or tending cattle could be explored as income generation options.

AES also consists of two adult literacy programmes, which are critical considering the low literacy rate in South Sudan. Once CLCs and facilitators are available for the literacy

programmes, the Ministry will provide information and conduct advocacy campaigns (which will require development of materials) to enrol learners. The Intensive English Courses (IECs) are especially important for civil servants and teachers to improve their English skills. As funding becomes available for IECs, the Ministry will communicate with State Education Directors for them to identify teachers and education officials in need of English language training. IECs for other government officials and community members are advertised when funding becomes available. IECs can be conducted in CLCs, schools or other facilities.

Strategies	Indicator (including baseline and target)	Source
1. Sustain and strengthen existing centres and establish new learning spaces (CGS)/ALP, TLS (PEP)	# of ALP learners increases from 119,944 to 200,000	EMIS
	# of CGS learners increases from 8,372 to 25,000	EMIS
	# of AES classrooms constructed/donated by community (including provision of land) increases from 1,080 to 3,000	AES Directorate
	% of ALPs/CGS/PEPs receiving capitation grants reaches 100%	SSSAMS
	# of new low-cost semi-permanent classrooms added to primary schools for ALP reaches 2,000	EMIS
	# of additional CGS classrooms increase from 70 to 210	EMIS
	# of temporary shelters (plastic sheets and ropes) provided for PEPs in cattle camps reaches 900	AES Directorate
	# of mobile teacher kits (including tents for teachers and storage) reaches 1 per PEP school	AES Directorate
	% AES programmes with PTAs/Management Committees reaches 100%	AES Directorate
Mobilize communities to assist with the construction of AES classrooms, through baking bricks, and collecting sand and stones.		
Add low cost semi-permanent AES classrooms to primary schools		
Provide mobile teacher kits (teachers' tents and storage containers) for PEP schools		
Provide scholastic materials to school learners		
Form PTAs/Management Committees.		

Strategies	Indicator (including baseline and target)	Source
2. Strengthen pastoralist education programme	# pastoralist children provided with cost-effective school uniforms and school materials reaches 10,000	AES Directorate
	# of pastoralist girls provided with hygiene kits	AES Directorate
	# pastoralist children enrolled in mobile schools (primary 1-4 and ALP) increases from 12,800 to 60,000	AES Directorate
	% of pastoralist children who enrol in formal primary schools for P5 reaches 75%	EMIS
	# meetings with pastoralist communities to advocate for education for their children reaches at least once a year	AES Directorate
	# low cost boarding schools for pastoralist children reaches 20	AES Directorate
	% of participants in basic literacy and numeracy programmes from pastoralist communities reaches 30%	AES Directorate
	# girls in ALP receiving cash transfers reaches 15,000	SSSAMS
Provide pastoralist learners with cost-effective school uniforms and school materials		
Provide pastoralist female learners with hygiene kits		
Conduct mobilization and awareness activities about PEP with pastoralist communities		
Construct low cost boarding schools for pastoralist learners		
Advocate with pastoralist communities for participation in basic literacy and numeracy programmes and functional adult literacy skills		
Create more sustainable AES programmes through incorporation of income generating activities.		
3. Strengthen Basic Adult Literacy Programme/Functional Adult Literacy	# of multi-purpose literacy centres reaches xxx	AES Directorate
	# teaching/literacy materials distributed	AES Directorate
	# BALP/FAL facilitators trained	AES Directorate
Conduct mobilization and awareness activities with communities about literacy		
Construct multi-purpose literacy centres.		

Strategies	Indicator (including baseline and target)	Source
Provide teaching and learning materials for BALP/FAL.		
Train BALP/FAL facilitators.		
4. Strengthen Intensive English Language Course	# of English language course materials printed	AES Directorate
	# teachers and government employees trained	AES Directorate
Develop and print intensive English language course materials		
Train teachers and government employees from Arabic background on English language to improve their language proficiency		

Priority programme: Quality

The **goal** of this priority programme is: to provide equitable and relevant quality education that provides knowledge, skills and values to meet the different needs of learners in order to be productive, innovative, and responsible citizens and lifelong learners.

Introduction

Despite the severe economic crisis in 2016, efforts to improve the quality of education in South Sudan are essential. As indicated in a World Bank report (2012 “Education in South Sudan”), “continuing delays to increasing quality is a fundamental error committed by many countries as they expand their education system that is very difficult to reverse.” The highest priority is to improve the quality of teaching at all levels. This will help improve learning achievements and the efficiency of the system through contributing to a decrease in dropout and repetition rates. Improved teaching will lead to an increased percentage of learners who successfully complete primary education and transition into secondary education, which is critical to the country’s longer-term development objectives.

In order to improve the quality of education in the Republic of South Sudan, during GESP2017-2022, the following major quality components will be prioritized:

- 1) Implementation of the newly adopted curriculum
- 2) Teacher professional development, with a focus on upgrading the skills of existing teachers
- 3) Inspection, supervision and school management
- 4) Assessing learning outcomes

5) Payment of teachers' salaries

Component 1: Implementing curriculum

Objective 1: By 2021, all schools will be implementing the new curriculum nationwide	Baseline	Target	
		2018	2021
% ECDE schools implementing new curriculum			100%
% primary schools implementing South Sudan curriculum	98%	100%	100%
% secondary schools implementing South Sudan curriculum	84%	90%	100%
% AES (ALP, CGS, PEP) using curriculum based on new primary curriculum		50%	100%
Pupil-learning materials ratio, pre-primary	n/a	10:1	5:1
Pupil-textbook ratio (based on complete sets): primary, ALP, CGS, PEP, secondary	4:1	Prim: 2:1 AES: 4:1 Sec: 2:1	Prim: 1:1 ALP/AES: 1:1 CGS: 1:1 PEP: 1:1 Sec: 1:1

The new curricula and detailed syllabi for ECDE, primary, AES and secondary education have already been developed and are in the piloting stage. The detailed syllabi will be printed and distributed to the schools when the new textbooks are also ready (scheduled for 2017-2018). In 2016, the curriculum department started the development process for new textbooks, learning materials and teacher guides that match the new curriculum. The teacher guides will place an emphasis on learner-centred methods for implementing the new curriculum. All of the new teaching and learning materials will be developed, tested, printed and distributed for all subjects and all grades for use in the 2018 academic year.

The country's curriculum framework aims to produce "good citizens of South Sudan who are:

- Active participants in society for the good of themselves and others
- Committed to unity, democracy, human rights, gender equity, peace and reconciliation
- Ready to take their place as global citizens, proud of South Sudan's role and position in the world."

The framework indicates that there are competencies related to improving social cohesion and peace-building skills. These competencies include the ability to co-operate; to work collaboratively towards common goals; to be tolerant of others and respectful of differing views, when working together; to adapt behaviour to suit different situations; to negotiate, respecting others' rights and responsibilities, and to use strategies to resolve disputes and conflicts. Additional competencies on sexual health and contributing to environmental sustainability are also included in the curriculum framework.

For early childhood education, the curriculum department will develop learning materials and teacher guides to cover all areas of learning (language, mathematics, outdoor and physical, environmental, personal and social, creative and music, and religious education). They will also put together learning toolkits to support early literacy and numeracy, including charts, posters, books, chalkboards, slates, and instructional toys for ECDE. The learning materials will be developed in sets for use by five learners at a time.

The new primary curriculum includes eight subjects for P1-P4 and nine subjects for P4-P8 (Arabic is added beginning in P5). The lower secondary grades (S1 and S2) each contain nine compulsory subjects and six optional subjects (of which students select two). Upper secondary (S3 and S4) each contain four compulsory subjects and 12 optional subjects (of which students select three). Students specialise in specific areas, such as sciences, arts or additional mathematics.

The curriculum department will develop the new primary and secondary textbooks. The textbooks will be developed in English first. National mother tongue languages will be used as the languages of instruction (LOI) in ECDE, primary grades 1-3, ALP Level 1 to mid-level 2, and CGS level 1-2. Textbooks, teachers' guides and other learning and teaching materials for these grades will be developed in each of the specified national languages (National Learning and Teaching Material (LTM) Policy, August 2015).

Based on the new curriculum and syllabi, in 2017 the curriculum department, in conjunction with AES, will also begin the development of new AES textbooks. New textbooks are needed to match the eight subjects for levels 1-2 and nine subjects for levels 3-4 for each of the four years of ALP. In addition, CGS will need eight textbooks for each of the three years of CGS. The target is to distribute a complete set of books to each CGS, PEP and ALP learner. All adult literacy learners will also receive their own literacy textbooks. Textbooks will also be transcribed into Braille and large font versions for visually impaired learners. Other learning materials (audio and visual aids) also need to be developed, produced/printed, piloted, and distributed to all states and counties.

With the support of partners, the AES directorate has also developed PEP livelihood-literacy materials that will relate to the needs of pastoralists, fishermen and hunter communities. Under the PEP system there will be three categories of learners (learners

who will fall under Community Girls Schools (CGS), youth who will fall under Accelerated Learning Programmes (ALP) and adults who will fall under the category of Basic Functional Adult Literacy (BFAL)). The livelihoods materials for the lower levels of education will be developed in national languages as indicated in the Implementation Guidelines for National and Foreign Languages (December 2015).

Intensive English Courses (IEC) target Arabic pattern teachers, and government officials from the Ministry and other ministries who do not speak English. A needs analysis was conducted by Windle Trust in 2015 to determine how many staff need IEC. This analysis needs to be updated and reviewed in order to determine whether adjustments are needed to the materials and training methodology. During the plan period, the AES directorate will produce an updated strategy for implementing IEC at the field level. The strategy will indicate the intended IEC learners, the methodologies to be used, the length of the course, and the certification of IEC learning.

To assist learners with special educational needs, the curriculum department will also produce materials in Braille or with larger font sizes for students who are visually impaired. For hearing impaired learners, teacher guides with adaptive sign language will be developed for all subjects.

Learners in IDP sites and refugee settings are currently receiving education provided by humanitarian partners implementing either the government curriculum or Sudan curriculum. The ministry will work with the Education Cluster and NGOs providing education in the sites so that all sites implement the South Sudan curriculum for ECDE, AES and primary and secondary levels. As needed, TVET materials will also be provided.

The ministry intends that by 2021 every learner in primary, AES and secondary school will have access to one complete set of textbooks, as stipulated in the National Learning and Teaching Material (LTM) Policy (MoEST, August 2015). The Ministry will also orient PTAs and communities on the policies for use and maintenance of textbooks, including payment for damaged textbooks. Dissemination of LTM and other policy guidelines will be extended to refugee schools in the country.

As indicated in the above mentioned LTM policy, the Ministry intends to use a competitive process to solicit bids for textbook design and printing. Local authorship will not be an absolute requirement for an external bid but will be encouraged. Publishers will be required to deliver to a central warehouse in Juba managed by NCDC. From there the stock will be consolidated for onward delivery to states, counties, payams, communities and not-for-profit schools as stipulated in the LTM policy. The curriculum department in cooperation with the general education and planning departments (especially EMIS) will develop a distribution plan that will include updated information on schools and learners. Transport and storage are critical challenges that will be factored into the distribution

plan. The ministry will look into the use of containers for storage purposes. This will be more cost effective than warehousing and has already been done effectively in parts of the country. Head, deputy and senior teachers will be trained on the management and use of these new materials.

The curriculum department will also develop a monitoring and evaluation plan for the implementation of the new curriculum, textbooks, supplementary learning materials and teacher guides. The evaluation of the new curriculum will be conducted in conjunction with the planned curriculum review process which will begin in 2021 (five years after the start of curriculum implementation in 2018).

During the plan period, the Ministry intends to establish a National Curriculum Development Centre that will be responsible for the entire curriculum process, including revisions and development of textbooks and supplementary teaching and learning materials. The Centre will need offices and equipment in order to operate effectively. The Curriculum Development Centre will also undertake monitoring and evaluation activities related to implementation of the curriculum.

Strategies	Indicator (including baseline and target)	Source
Implement revised curriculum	# of detailed syllabi printed and distributed reaches 5 per school and 2 per ECDE centre by 2018	Curriculum Directorate
	1 teacher guide/manual developed (in English) for each subject in each grade by 2018	Curriculum Directorate
	# teacher guides/manuals distributed reaches 1 per teacher per subject by 2021	EMIS
	Pupil-learning materials, pre-primary reaches 5:1 by 2021	EMIS
	Pupil-textbook ratio (primary, ALP, CGS, PEP, secondary) reaches 1:1 by 2021	EMIS
	# of science and math teaching kits distributed to primary schools reaches 16,000 and # of secondary school with labs reaches 250	EMIS
	% of visual and hearing impaired children with access to learning resources (e.g. Braille, sign language) increases to 100%	Activity reports: NGOs and Directorate of Gender Equity and Inclusive Education

Strategies	Indicator (including baseline and target)	Source
Develop textbooks and learning materials for all levels, grades and subjects		
Develop teacher guides/manuals for all grades and all subjects		
Print and distribute syllabi, textbooks and learning materials		
Print and distribute teacher guides/manuals		
Procure and distribute science and maths teaching kits and assistive learning devices		
Train head, deputy and senior teachers on management and use of textbooks and learning materials		
Monitor and evaluate curriculum implementation, including end use of textbooks and teacher guides		
Construct and equip National Curriculum Development Centre.		

Component 2: Teacher professional development

Objective 1: To increase the percentage of qualified teachers at all levels	Baseline	Target	
		2018	2021
% qualified ECDE teachers	46%	48%	51%
% qualified primary teachers	37%	40%	94%
% qualified secondary teachers	56%	70%	100%
% qualified AES facilitators	46%	50%	80%
% of pre-service students who are female	34% TTI 9% university	40% TTI	50% TTI

Improving the quality of teaching is a top priority for the government in order to improve overall educational quality and learning outcomes. The Teacher Development and Management Services of the Ministry are responsible for implementation of pre-service and in-service teacher training initiatives. Recruitment of teachers is done in cooperation with the Human Resources Directorate and the MLPS. Therefore, please see the Management section of this plan for additional information related to teacher recruitment and management issues. This section focuses on teacher professional development.

Current projections indicate that the additional teachers required to reach enrolment targets over the next five years are approximately 500 ECDE, 23,000 primary and 300 secondary teachers and 2,300 AES facilitators (of which 1,000 would be full-time). As of 2015 none of the 3,148 ECDE teachers had any specialized training and 62% of primary teachers and 44% of secondary teachers were unqualified. To improve teacher qualifications to targeted levels, the ministry will employ two primary strategies. First, by 2021 all new teachers who are hired must meet the minimum qualifications. University graduates who want to enter the teaching profession but who do not have an education degree will be able to complete short-term pedagogical training in order to qualify as teachers. In addition, the ministry will revitalize its Teacher Training Institutes in order to scale up both pre-service and in-service training options for qualifying teachers. Pre-service training is for those who are studying to become teachers and in-service training focuses on the upgrading of existing teachers. The teacher education department will incorporate principles and methods for inclusive education into all forms of teacher training in order to change attitudes and expand education opportunities (at all levels) for learners with special educational needs.

The Teacher Education Department will work with the Curriculum Department to train/orient teachers on the revised curriculum. As discussed in sub-component 1, the training materials for school leaders have already been developed. The training materials for teachers/facilitators (ECDE, primary, AES and secondary) will be developed and the Teacher Education Department will provide short in-service trainings for teachers to orient them to the revised curriculum. The curriculum for the TTIs will also be revised so that pre-service training is based on the revised curriculum for ECDE, primary and secondary.

The teacher education department has developed a concept note for teacher education for ECDE and primary teachers (MoEST, Concept Paper on Teacher Education and Training to enhance Quality Education in South Sudan, December 2015). This plan will be reviewed and updated for use during the GESP implementation period.

Training for ECDE teachers

In order to improve the quality of ECDE, the ministry plans to develop a pre-service training programme for new ECDE teachers and an in-service training programme for existing ECDE teachers. In 2017, the teacher education directorate of the Ministry in cooperation with the University of Juba and a group of ECDE experts will develop the pre-service curriculum for ECDE teachers. There will be two pre-service options – a two-year certificate programme and a three-year diploma programme. The curriculum will be

distributed to national and private TTIs throughout the country. By the end of 2021, the target is to enrol 400 new ECDE teacher candidates through the TTIs.

For existing ECDE teachers, the Department of Teacher Education and Training will develop an in-service training programme to upgrade their knowledge about ECDE (specifically child psychology, growth and development) and pedagogical skills including training on specific lessons that match the ECDE curriculum. The plan for in-service training is to conduct intensive training in TTIs or county education centres (CECs) during the school holidays (i.e. two weeks during each of three holiday periods). Teachers will study at the TTIs or CECs during the holiday periods, and will develop a plan for their teaching practice when they return to their schools. The teachers will then meet with tutors at the county centres in between the intensive training workshops.

Training for primary teachers

Currently, the government has two programmes that lead to official certification of primary teachers – pre-service training for primary teachers at teacher training institutes and a three- or four-year in-service training programme in which teachers participate in three to four weeks of face-to-face training during school holiday periods. These training periods are then followed by self-study activities, with support from tutors or senior teachers, after the teachers return to their schools. This self-study support is supposed to occur through the County Education Centres (CECs) but none of these were operational in 2015. The current plan calls for the reactivation of one CEC in each county. Until it is possible to construct separate CECs, the plan is to house a CEC within one well-developed primary school in each county. To staff these CECs, four senior tutors and two administrative staff will need to be recruited for each CEC. Teachers in the refugee programmes will be able to participate in trainings in the nearby CECs; alternatively, in-service training options may be extended to the refugee settings.

The combination of existing pre-service and in-service training options is not sufficient to meet the need to improve the qualifications of teachers. Currently only two (of seven) TTIs are operating in the country. The Ministry plans to have 10 operational TTIs by the end of the plan period. Each TTI will have the capacity to enrol approximately 500 teachers per year. In order for the TTIs to be fully operational in all states, accommodations will be needed for both teachers and learners. In addition, TTI facilities need to be accessible for learners and teachers with disabilities.

The in-service training option for which materials have already been developed is for primary school leavers who are already teaching (26% of primary teachers in 2015). In order to reduce the number of unqualified teachers, however, multiple teacher training options are needed. Currently the ministry is developing an in-service programme in

collaboration with partners such as the Strømme Foundation to upgrade to diploma level those teachers who have completed only secondary education.

The Ministry will also explore different options for in-service teacher training in order to more rapidly increase the number of qualified teachers. The Ministry is working with Strømme Foundation to expand and improve the quality of teacher education in South Sudan. The Ministry plans to re-open three additional TTIs in 2016. Operational and capacity building support will be provided through this initiative. In addition, Strømme Foundation will work with the Ministry to pilot alternative in-service training options in order to determine which options are more effective and could potentially be scaled up in the next five years.

One of these options is a new form of in-service training through which teachers will take part in three months of residential courses, followed by three months of on-the-job training. The on-the-job training would be supported by tutors or trained head teachers who will work with the teachers to improve their pedagogical skills. Each year, two groups of teachers will participate in the programme. While one group is participating in the residential component, the other group will be teaching. After three months, the two groups will switch places. This strategy will help make sure that educational continuity for children is maintained since a teacher will be present in the classroom throughout the training periods. After successfully completing three years of this programme, participants would be officially certified. The programme will be tested at Arapi TTI. Depending on the results, it may be scaled up to the other TTIs.

Another option that will be explored will be the use of “mobile in-service training courses” that will be offered in areas with a sufficient number of potential in-service participants. Training would be provided by mobile tutor teams which would be less costly than residential in-service training at a TTI. As this training will take place closer to teachers’ communities, this option might be more attractive to teachers (especially women) since they will not have to leave their communities for training. In addition, short-term in-service training for teachers, managers and PTAs based on the BRAC model will also be explored.

As the basis for the short-term training which will take the form of refresher courses and continuous professional development, the ministry will explore a system of “cluster training” that will take place in re-established CECs. Teachers from clusters of schools will attend training over the weekend. During these sessions, teachers or head teachers from the cluster schools will provide instruction including the demonstration of model lessons.

In order to ensure a coherent system of in-service teacher upgrading training including maximizing the use of partner training initiatives, The Ministry will work to establish and

implement a Teacher Education Accreditation system. This system will clarify the certification requirements for all teachers, including those trained by partners (primarily NGOs, GESS, UNHCR and UNICEF). It will provide a framework for partners so that they can align their teacher training initiatives with government priorities, ultimately helping to meet the need for qualified teachers throughout the country.

Training for AES teachers/facilitators

Teacher training for AES facilitators (CGS, ALP and PEP) will be incorporated in both in-service and pre-service teacher training models. Pre-service training in TTIs will include a separate specialization for AES teachers. All the pre-service students in the AES specialization will need additional skills on how to deliver condensed syllabi within a very short period and knowledge about the content of the condensed syllabi. TTI students specializing in adult PEP or BFAL will also need training on adult learning styles and andragogy.

Unqualified AES facilitators will participate in in-service training for primary teachers in order to upgrade their subject knowledge and teaching skills. In addition, AES facilitators will need an additional training focused on the methodology associated with accelerated learning.

Training for secondary teachers

Pre-service training for secondary teachers is provided by universities through a four-year programme leading to a Bachelor's degree. A post-graduate diploma course will also be established to cater for professionals who wish to undertake teaching as a career. This will be a nine-month course. It will be implemented by the Universities in order to increase the number of qualified secondary teachers. The curriculum has already been developed by the universities. For secondary teachers with a diploma who would like to pursue a degree, a three-year distance in-service programme will be developed and implemented during the plan implementation period. This option will also be offered by the universities.

Incentives to attract and train female teachers

The Ministry recognizes the need to attract and retain more women in the teaching profession in order to improve gender equity at all levels of the system. Female teachers also help to attract and retain girls throughout the education cycle, and they play a key role as role models. One of the results of the severe economic crisis is that qualified teachers are reported to be leaving the profession to seek better paying jobs. Male teachers can also obtain employment in the army or police where the government salaries are higher. Female teachers will therefore play an increasingly important role in the coming years. The Ministry will explore several options for attracting and retaining female

teachers, such as providing accommodation for female teachers, providing scholarships for high performing female student teachers and providing child care so teachers or student teachers can participate in in-service or pre-service training, respectively.

Strategies	Indicator (including baseline and target)	Source
Improve and expand system of pre-service training for ECDE, primary and secondary teachers and AES facilitators	# of new ECDE teachers trained through pre-service reaches 400 by the end of 2021 (100 each year beginning in 2018)	EMIS
	# of new primary teachers and AES facilitators who have completed pre-service training reaches 1,300 by the end of 2021	EMIS
Develop pre-service ECDE curriculum (certificate and diploma).		
Print and distribute pre-service ECDE curriculum to all training institutions all over the country.		
Train ECDE tutors on pre-service ECDE curriculum.		
Re-open and expand the network of TTIs to include also ECDE.		
Make all TTIs accessible for learners with disabilities.		
Review existing pre-service and college of education curricula and revise to match new primary and secondary curricula.		
Upgrade teacher qualifications through an official national teacher certification system	# of ECDE teachers who have received in-service training reaches 3,000	EMIS
	% of qualified primary teachers reaches 94% by 2021	EMIS
	# of AES facilitators with official qualification (TTI certificate or diploma) reaches 80% by 2021	EMIS
	% of qualified secondary teachers reaches 100% by 2021	EMIS
	# of teachers trained by partners who obtain government certification reaches 2,600 by 2021	Directorate of Teacher Education
	# of teachers trained in inclusive education reaches 4000	TTIs and partner activity reports
Develop a national policy on teacher training and certification.		
Develop a system for recognizing and certifying short-term teacher training provided through partners (NGO, UN, faith-based, other).		

Strategies	Indicator (including baseline and target)	Source
Operationalize county education centres (CECs) throughout the county.		
Revise the in-service training programme based on results of pilot tests of alternative models.		
Develop curriculum for a 3-year distance in-service diploma programme for secondary teachers		
Implement 3-year distance in-service diploma programme for secondary teachers		
Attract and retain female teachers	% of female teachers reaches 40% for primary and 25% for secondary by 2021	EMIS
	% of qualified female teachers reaches 94% for primary and 100% for secondary by 2021	EMIS
	# of female TTI students receiving scholarships reaches 2000 by 2021	TTI reports
Develop a strategy for attracting women to the teaching profession.		
Provide female-only dormitories for women enrolled in TTIs.		
Establish child care arrangements at TTIs and CECs.		
Develop a system for providing scholarship to high-performing female TTI students and students with disabilities.		
Establish a scholarship fund for high performing female students and provide incentives to female students in TTIs and CECs.		

Component 3: Inspection, supervision and school management

Objective: By the end of 2021, national, state, county and payam inspectors and supervisors use effective tools to carry out their duties.	Baseline	Target	
		2018	2021
% of inspectors at national, state and county levels that have the standard inspection tools	n/a	33%	85%
% of schools for which inspection reports are available at county, state and national levels	n/a	33%	85%
% of schools that have developed and are implementing school improvement plans	n/a	33%	75%

The purpose of inspection (at all levels of the education system, including refugee programmes) is to monitor and identify gaps for improvement in schools in the following focus areas: curriculum implementation, school management, facilities and learning environment, teacher attendance, verification of documents (school plans and records), teaching methods, teacher conduct, etc. The Directorate of Quality Assurance and

Standards is currently developing a national inspection framework that will apply across all states, counties, and payams. The framework describes the recruitment criteria and responsibilities of inspectors at each level of the system including the purpose and frequency of inspections. However, the recruitment procedures have not been defined and it will be important therefore to establish a formal recruitment system for inspectors and supervisors during the plan period.

The framework will also include guidelines that will describe inspection and supervision procedures including methods of feedback and consequences for schools that do not meet requirements of the policy documents. All The Ministry directorates will be involved in the review process of the framework to ensure that it meets the needs of all levels of general education.

Many tools for school inspection exist. These include, among others, teacher observation forms, lesson assessment tools, school environment and sanitation checklists, and school administration records. However, inspectors do not always have access to the tools. The Ministry will aim to put the tools in the hands of inspectors during the implementation of this current plan. Likewise, job descriptions for supervisors and inspectors already exist, but have not yet been disseminated. These will be distributed and inspectors trained during the plan implementation period.

At the school level, the head teacher, in cooperation with the PTA and the School Management Committee or Board of Governors, is responsible for internal quality assurance. The head teacher is responsible for establishing a good relationship between the school administration and the surrounding community and for establishing a “talking” environment in schools and classrooms whereby all learners, teachers and parents constructively communicate with one another and feel they have a role in the school.

The head teacher is also responsible for observing teaching in order to guide and supervise teachers in the implementation of the curriculum. This includes facilitating sharing and cooperation among teachers. The head teacher should also provide feedback, for example, on the teachers’ weekly schemes of work, lesson plans, and teachers’ attendance.

Finally, the head teacher also has the responsibility to develop and implement school improvement and safety plans to make sure school facilities are properly maintained and accessible for learners with disabilities. They should also ensure that plans are in place for the safety of learners both in school and on the way to and from school. This includes prevention, preparedness and response actions for natural hazards such as strong rains, winds, lightning and flooding as well as conflict threats for the school or learners. These

plans should be developed in cooperation with the PTA/BOG and school management committees.

A PTA facilitators' training guide and a PTA manual exist. PTAs are required to organize regular meetings (at least twice a term). They are tasked with boosting community mobilization to support school development. SMCs and BOGs have guidelines for their functions as well. They are mainly tasked with the management of school affairs.

Strategies	Indicator (including baseline and target)	Source
Operationalize the new inspection and supervision framework.	% of inspectors trained on revised inspection framework and tools reaches 100% by 2021	Directorate of Quality Assurance
	% of inspectors who have received the standard set of inspection tools reaches 85% by 20221	Directorate of Quality Assurance
	% of schools inspected with the new inspection framework reaches 100% by 2021	Inspection reports
Review and revise the guidelines for inspection and supervision.		
Establish in-service training programmes, including on ICT, for inspectors and supervisors.		
Distribute job description manuals to inspectors and supervisors.		
Establish a formal recruitment system for inspectors and supervisors.		
Print and distribute tools for inspection and supervision.		
Train ECDE, primary and secondary inspectors for proper procedures for licensing, registration and supervision.		
Strengthen school-level quality assurance processes.	% of schools with PTAs/SMCs/BOGs trained once a year reaches 75% by 2021	County inspector and payam supervisor reports
	% of schools with PTAs/SMCs/BOGs that meet quarterly reaches 50% by 2021	
	% of teachers that have received and signed the code of conduct reaches 100% by 2021	
	% of schools with school improvement and safety plans reaches 100% by 2021	SSSAMS/EMIS TBC
Review school governance regulations and roles for the different committees (PTAs/SMCs/BOGs).		
Establish system for dissemination of these regulations to the different committees (PTAs/SMCs/BOGs).		

Strategies	Indicator (including baseline and target)	Source
Develop and implement education managers' training for head teachers and members of PTAs/SMCs/BOGs on revised school governance regulations, including the revised code of conduct.		
Distribute revised teachers' code of conduct to all schools and implement.		
Train head teachers, PTAs, BOGs, SMCs in the development and implementation of school improvement and safety plans.		

Component 4: Assessing learning outcomes

Objective: a centralized, standardized and comprehensive national assessment system exists to monitor learner performance against standards	Baseline	Target	
		2018	2021
% of learners who pass primary and secondary exams	81% primary 74% secondary	81% pri; 74% sec	85% pri and sec
% of ALP students who pass primary exam			85%
% of grade 3 learners who attain a basic level of literacy and numeracy	n/a	n/a	70%

Learning outcomes for ECDE will be assessed through formative assessment mechanisms. For the primary and secondary cycles however, state and national examinations, respectively, are administered at the end of each cycle. The primary leaving examinations are developed and administered by the states with some oversight by the national Secretariat of Examinations. As discussed in the education sector analysis, these examinations vary by state and therefore cannot be compared either across states or across time. The ministry plans to unify the system of primary examinations by 2021.

Secondary examinations are developed, administered and processed by the national Secretariat of Examinations. Currently the examinations vary from state to state because different curricula are used. By 2021, it is expected that examination results will be comparable across all states since the new South Sudan curriculum will be implemented in all states by that time.

The Secretariat of Examinations will develop a framework that describes the purpose, scope and timeline of the overall assessment system, including continuous assessment in ECDE, and primary and secondary leaving examinations and other formal learning assessments. The framework will introduce and describe a standardized (unified) grading system, including criteria. It will describe how examinations will be performed (including

how examinations will be inclusive of the learning needs of all pupils) and measures that will be taken to reduce the risk of examination malpractice and cheating. The framework will also describe how results will be analysed, described and used to provide recommendations. The Departments of Primary and Secondary Education will verify that examinations will also be guided by the new curriculum once it has been implemented in schools, including refugee schools, beginning in 2018.

The assessment framework will also include provisions so that learners from non-government schools in the IDP sites will be allowed to take the same national examinations, and thereby be admitted into other schools when they leave the IDP sites. Similarly, the framework will specify that refugee students may also sit primary and secondary examinations and receive certification and will be allowed to enter the next level of education in national schools.

As discussed in the situation analysis, South Sudan does not yet have a formalized system for assessing learning outcomes. During the GESPplan period, a formalized system will also be established for assessing early grade learning in reading and mathematics of P3 learners. The early grade reading assessments were initially piloted in English and five national languages (Dinka, Nuer, Zande, Toposa and Bari). In the next phase, the assessment will be developed in additional national languages based on the National Languages Policy with input from the National Languages Secretariat.

The AES department will also work with the Secretariat of Examinations to develop an assessment system for functional adult literacy. This should be a unified examination, resulting in the issuance of a certificate which would qualify leavers for vocational training programmes.

In order to improve examinations and develop an early grade assessment system, the Secretariat of Examinations needs improved facilities (such as offices, printing press and storage) for exams and assessments and capacity development for its staff. Specific capacity development needs include upgrading subject knowledge, orienting test developers to the new curriculum and expertise in item development. Exam managers (who can be teachers) who register pupils and administer the examinations will also need training in order to improve and safeguard the system.

Strategies	Indicator (including baseline and target)	Source
Revise the national assessment framework to guide examinations throughout the country	# of officials in every state who receive specialized training on the national assessment framework reaches at least 1 by 2021	Secretariat of Examinations

	% of states following primary examination guidelines reaches 100% by 2021	Secretariat of Examinations
	% of all learners (ALP, primary and secondary) who pass exams reaches 85% by 2021	EMIS
Develop national assessment framework for ECDE, primary and secondary.		
Provide training on the new curriculum assessment guidelines.		
Verify examinations are in accordance with the assessment framework and based on the new curriculum.		
Process, analyse and distribute examination results from all levels to all states, including with cross-state comparisons.		
Assess early grade reading and mathematics achievements.	% of P3 pupils who attain basic levels of literacy and numeracy reaches 70% by 2021	Secretariat of Examinations
Establish partnerships with international assessment bodies (e.g. PISA) to develop and introduce early grade reading and mathematics assessments for P3.		
Develop early grade reading and mathematics assessments in English and national languages.		
Pilot assessments for reliability and validity in 2018.		
Conduct first national early grade reading and mathematics assessments by 2019.		
Increase technical and physical capacity of the national and State Secretariat of Examinations.	% of Secretariat staff at central level who receive specialized training related to the development, management and administration of examinations and assessments reaches 80% by 2021	Secretariat of Examinations
	% of state officials in every state who are trained to administer and supervise primary and secondary leaving examinations and the safeguarding of examination papers reaches 50% by 2021.	
Prepare capacity development plan for all levels of the education system (ECDE, AES, primary and secondary) that are responsible for measuring learning achievements, including for learners with disabilities.		
Prepare training materials and implement training for the development, administration and supervision of examinations and assessments and for processing, analysing and distributing results.		
Recruit and train National Examination Council officials.		
Train National and State Examinations Secretariat officials on new examination and assessment procedures (from development up to the distribution of results).		
Upgrade facilities (offices, printing and storage) of the Secretariat of Examinations.		

Priority programme: Management

The **goal** of this priority programme is: to improve educational management for resource mobilization and utilization to achieve quality, equitable and sustainable education in South Sudan.

Introduction

Strong management and administration of an education system are needed in order for the system to function well in pursuit of its access and quality goals to improve learning outcomes at all levels. Management and administrative processes need to be clear and applied in a fair, equitable way at all levels of the system. This priority programme focuses on how human resource and financial management systems and procedures can be strengthened. In addition, it outlines strategies to strengthen communication, coordination and information sharing among all stakeholders.

Key challenges related to management of General Education and Instruction

- Insufficient budget support to quality education delivery
- Teachers demotivated and not retained due to **low salaries and inconsistent payment.**
- Poor coordination—inconsistencies in teachers’ attendance, payment and turnout
- Poor or unclear policies related to teachers’ recruitment, deployment and management
- Insufficient political will to review and implement allowances stipulated in the Education Act 2012
- Poor quantity and quality of infrastructure
- Most qualified teachers are at State levels and are managing and not teaching.
- Chapter 1 budget has not been revisited for improvements
- Insufficient funding for access to internet in all state and county education offices
- Limited ICT facilities in state and county education offices

Component 1: Human resource management

Sub-component 1: Implementation of new education structure and capacity development of non-teaching staff

Objective: Staff at all levels will have clearly defined roles and responsibilities and improved competencies to implement them effectively.	Baseline	Target	
		2018	2021

New and existing staff are reviewed based on job descriptions and requirements according to the new education structure	n/a	100% of newly recruited; 25% of existing teachers and existing management/ admin staff	100% of newly recruited; 60% of existing teachers; 75% existing management/ admin staff
% of national/state/county/payam management and administrative officials to have benefitted from professional training, related to their area of work.	n/a		100% national 80% state 50% county 16% payam

In cooperation with the Ministry of Labour and Public Service, a new education structure has been approved which clearly outlines the roles and responsibilities of different positions in the MoGEI. Currently the Ministry is embarking forming a team that will be capacitated in order to vet the qualifications of all The Ministry central personnel and assign them to appropriate jobs and/or provide additional training (on-the-job or other) based on their qualifications and experience. At the state level, the Director General with a support from the national team will lead the process of replicating the same exercises . All new applicants will apply for positions based on clear job descriptions and will be evaluated based on their qualifications. The aim is to make the hiring system more transparent, fair and equitable.

In addition to improving the recruitment and hiring system, the Ministry will also prepare a capacity development plan that addresses the needs of ministry officials at all levels. MoLPS and HRD hired the Kenya School of Government to conduct a capacity skills audit. Their report will be finalized in the first half of early 2016 and the results made available to MoGEI.

The Ministry will be responsible for improving teacher qualifications and skills as outlined in the Quality programme. For cross cutting issues such as general leadership and ICT skills, MoLPS will organize training that will then be made available to all government ministries whose staff are in need of these skills. The improvement of English language skills for The Ministry staff will be the responsibility of the AES department through its Intensive English Courses. Specific capacity development needs related to planning, budgeting, human resource management, financial management and monitoring and evaluation will be coordinated by The Ministry with relevant partners (other ministries as well as external partners providing assistance).

Strategies	Indicator (including baseline and target)	Source
Implement new education structure.	% of newly recruited staff hired based on the new structure will be 100% by 2021	Department of Establishment and MoLPS; HRD
	% of existing teachers reviewed against the new structure will reach 60% by 2021	
	% of existing management and administrative staff reviewed against the new structure will reach 75%	
Review and revise ministry of education structure (extract structure from main GoRSS document) for use during consultative workshops at State, County, Payam and school levels.		
Conduct orientation/workshops/training on new structure and process with state level officials. States will then orient counties, counties will orient payams and payams will orient schools.		
Print and distribute new structure to state and county levels.		
Monitor to make sure processes are followed.		
Capacity development for Ministry staff at all levels.	# of education managers (directors, inspectors, payam supervisors and head teachers) trained on various skills will reach 8,000 by 2021	Department of HR Development
Review results of capacity skills audit conducted by MoLPS, HRD and Kenya School of Government.		
Prepare and implement the Ministry capacity development plan with a focus on improving planning, budgeting, financial management, human resource and M&E capacities.		

Sub-component 2: Teacher management

Objective: The teaching force is diversified and teachers are deployed in an equitable manner throughout the country.	Baseline	Target	
		2018	2021
Pupil-class ratio	48:1 ECDE 57:1 primary	60:1 ECDE	45:1 ECDE 40:1 Pri

	53:1 Secondary 47:1 AES	75:1 Pri 53:1 Sec 50:1 AES	35:1 Sec 50:1 AES
% female teachers	53% ECDE 14% primary 11% secondary 12% AES	55% ECDE 16% Pri 12% Sec 25% AES	55% ECDE 40% Pri 25% Sec 25% AES
% of ministry staff who have been verified and recorded in the HRMIS	n/a	100%	100%

At present there are discrepancies between the payroll and the number of teachers who are actively teaching in schools. Some of these discrepancies relate to retired teachers who have not been removed from the rolls and, in some instances, the discrepancies may be related to the presence of “ghost” teachers. In cooperation with MoLPS, The Ministry is working to verify and establish the identity of all teachers. Considering the current severe economic crisis and the constraints on the education budget, this teacher verification exercise is a priority.

A teacher head count will be conducted for 100% of teachers. All permanent teachers will receive electronic IDs to verify their identity. The teacher head count has already been conducted in former Western Bahr El Ghazal and Eastern Equatoria. Based on the pilot results in these two former states, the teacher head count procedures will be revised and applied throughout the remaining states. The teacher head count and verification exercise is expected to be completed by 2018.

Parallel to the teacher head count exercise, the ministry, with the support of DFID, is also developing a human resource management information system (HRMIS), which will be linked to MoLPS databases. In addition to the permanent teachers, all volunteer teachers and non-teaching staffing will be verified and entered into the system. The results of these verification exercises will be reconciled with the South Sudan Electronic Payroll System (SSEPS). By 2018, it is expected that HRMIS will be rolled out to the state level.

Based on the new structure, the ministry will establish the Teacher Development and Management Services (TDMS) which will be responsible for recruitment, promotion, transfer and other teacher management issues. During the plan period, the ministry intends to develop a teacher licensing system. Developing and implementing the system will be the responsibility of the TDMS in collaboration with the Establishment Department and the Ministry of Labour, Public Service and Human Resource Development.

As illustrated in the sector analysis, another teacher management issue in South Sudan is that teacher deployment is very incoherent, i.e. where teachers are posted is not strongly

correlated with the need for teachers in different parts of the country. During the GESP implementation period, The Ministry will review and update the teacher deployment policy, including procedures for the implementation of allowances for hard-to-reach or hardship areas. Hardship and other allowances will be provided as budget conditions allow. The Ministry will also review teacher recruitment policies and give priority to qualified volunteer teachers when new teaching positions become available.

In conflict-affected areas, The Ministry will work with communities and partners to establish schools as zones of peace in order to improve security for teachers, learners and other education staff. The Ministry will finalize the standards defining schools as “zones of peace”. These standards will include issues related to occupation of schools by fighting forces, clearing the school and school grounds of mines and unexploded ordnance and prohibition of weapons from the school area. In addition, the standards will also apply to the creation of positive learning environment in schools and classrooms (as discussed in the Quality section). After the standards are finalized, the ministry will disseminate the standards to all schools and train state and county education officials and school head teachers to be able to implement the standards. This will be a critical step toward improving teaching conditions in those areas.

Another reason that affects the number of teachers in hard-to-reach or hardship areas relates to the lack of housing and other incentives for teachers. Considering the current economic crisis and the low pay of teachers, it will be extremely difficult to attract teachers to hardship areas outside of towns without some incentives. The Department of Planning and Budgeting (at all levels) will work with communities to encourage them to construct or make available secure housing for teachers. School head teachers, payam supervisors and county education officers will meet with communities to discuss and agree on the preferred option for teacher housing in the specific area. The principle is that teacher housing will not be drastically different from local standards. In some areas permanent houses may be the preferred option while, in others, houses may be constructed using mud-brick and iron sheets. In places where only local materials are available and there are no resources available to bring in other materials, tukuls may be a temporary option. When budget conditions improve, The Ministry will establish a fund for the purchase of materials (e.g. iron sheets, nails, etc.) and technical assistance that can be used to support communities that are willing to provide the labour to construct houses for teachers.

When budget conditions improve, The Ministry will also establish a fund for the purchase of minimal materials (e.g. iron sheets, nails, etc.) and some technical assistance that can be used to support communities that are willing to provide the labour to construct houses for teachers.

In the 1960s, some houses, that are still habitable, were constructed for teachers. Where these houses are occupied by non-education officials, The Ministry will work to reclaim them for use by teachers as originally intended.

The ministry will also seek to increase the number of female teachers in the teaching cadre. During the plan implementation period, the ministry's human resource department, in cooperation with the teacher education department, will develop a policy and a strategy for attracting and retaining more women in the teaching profession. One strategy that will be pursued is to provide scholarships (or stipends) for women who are enrolled in TTIs to ease the economic burden on them and their families.

As discussed in the Quality programme, the ministry will develop a Teacher Education Accreditation Policy, which will clarify the certification requirements for all teachers, including those trained by partners (primarily NGOs, UNHCR and UNICEF). At the end of NGO-run projects, NGO teachers who meet the certification requirements may be hired by the ministry. This will also help increase the supply of trained teachers at all levels, especially pre-primary, primary and AES.

Strategies	Indicator (including baseline and target)	Source
Improve human resource management systems.	% of states with functioning HRMIS reaches 100% by 2021	Dept of Administration and State Depts of Planning
	% of employees with electronic identification cards reaches 100% by 2021	Dept of Administration
Modify human resource management information system (HRMIS) based on pilot test results in Western Bahr El Ghazal and Eastern Equatoria.		
Link MoGE&I HRMIS to Ministry of Public Service database.		
Roll out HRMIS to remaining states.		
Train national staff on implementation of HRMIS		
Train state Ministry administrators on teacher verification process		
Conduct teacher head count and issue electronic IDs to all permanent teachers.		
Harmonize results with SSEPS (South Sudan Electronic Payroll System)		
Recruit and train more payroll managers to handle SSEPS at counties.		
Verify all volunteer teachers and non-teaching staff and enter them into the HRMIS.		

Improve teacher working conditions to attract teachers to hard-to-reach and crisis-affected areas and to attract women and teachers with disabilities to the teaching profession.	% of teachers deployed to hard-to-reach areas reaches 60% by 2021	EMIS
Review and update teacher deployment policy including review, design and implementation of allowances for hard-to-reach or hardship areas.		
Finalize standards for schools as “zones of peace”.		
Disseminate standards and train state and county education officers and head teachers on their use.		
Mobilize traditional chiefs, community leaders and police to establish schools as zones of peace to help protect teachers and children.		
Train/capacitate PTAs, BoGs and SMCs to help mobilize resources for school, including provision of teacher housing/ accommodation, especially in rural areas.		
Create a fund to assist communities (e.g. for purchase of iron sheets, nails and needed technical assistance). Communities will provide labour to construct or renovate teacher houses.		
Reclaim MoGE&I houses originally intended for teachers.		
Develop and validate a policy for the recruitment and retention of female teachers.		
Establish criteria for a scholarship fund to be made available to attract women and people with disabilities into TTIs to pursue teacher education. (See also the Quality programme.)		

Component 2: Financial Management

Objective: Strengthen transparency and accountability mechanisms for efficient, effective and equitable utilization of education financial resources at all levels.	Baseline	Target	
		2018	2021
% of states and counties with functioning ETMCs	100% states (10 in 2015) n/a counties	100%	100%
% of counties with functioning payroll units	n/a	100%	100%
% of education financial managers and planning officers at all levels who are trained on new education financial management guidelines	n/a	50%	100%

The current economic crisis demands that all allocated funds are used in an effective and timely manner in order to maintain the functioning of the education system. Accordingly,

all financial managers and planning officers at national and state level must be trained on budgeting and financial management procedures.

The Ministry will continue to lobby MPs and states to increase the budget envelope for education in order to reach a target of at least 10% for general education by 2021, especially as more funds become available. (See also the Cost and Finance chapter.) Regardless of funding levels, it is critically important that The Ministry improve its own financial management procedures to ensure that it receives the agreed allocation of funds from MoFEP and that funds are disbursed in a timely manner. Most likely through the first year or two of this GESP, funds will be disbursed for salaries, capitation grants to states (via cash transfers) and minimal operational expenditures.

A priority during the plan period will be to revise the formula/criteria for allocation of financial resources to states (namely conditional salaries; operating, capitation and block grant; and capital investments) in order to ensure equity. The budget sector committee group (which includes the Planning and Budget Department at central level) will review and share the proposed allocations with the budget sector working group which includes partners. Through this process, partners can identify potential contributions when financial gaps occur.

The Ministry will also work to improve processes for monitoring the utilization of funds, by both central and state levels. While the budget generally contains specific amounts for monitoring, these funds are typically not released and therefore the needed monitoring does not occur. The ministry will work to raise awareness – at central, state and county levels – of the importance of having these funds released on time for monitoring purposes. Once funds are released, The Ministry will conduct school visits to double check whether: i) capitation grants have reached schools; and ii) funds are used appropriately.

The Education Transfers Monitoring Committees (ETMCs) (comprised of MoGEL, partners and NGOs) are the main mechanisms for monitoring the use of different funds/transfers. These committees exist at all levels but need to be strengthened especially at state and country levels.

Another financial management priority during the plan period will be to harmonize the payment of staff against MoLPS regulations. These regulations specify that classified staff and teachers are paid on conditional salaries, unclassified staff are paid by the states against block grants and support staff are paid by their mother ministries. Accordingly, The Ministry will develop systems to make sure that only classified staff/teachers are paid on conditional salaries. The Ministry will also lobby Parliament for transfer grants to be made directly to the ministry of education at state/county levels (instead of through the ministry of finance).

The education financial management guidelines will also be reviewed and updated to reflect new changes to the PFM manuals and guidelines that were developed by MoFEP and LGB in 2014. These guidelines specify, for example, pay increases based on the new education structure and procedures for direct transfers of capitation grants to schools. Once revised, these education guidelines will be disseminated to all levels in hard copies and training on their application will be conducted.

To ensure timely disbursement of funds at all levels, The Ministry will also establish a set monthly calendar for the disbursement of funds and review the current flow of funds to determine effective and efficient disbursement methods between different levels, e.g. from states to counties, counties to payams and then to schools, or to schools directly depending on the type of transfer. The priority is to make sure that all counties and schools have their own bank accounts so that transfers are secure and there is less risk of loss. In areas where cash transfer is the only possibility, MoGEI, in cooperation with schools and counties, will review the most secure forms of transfer, including the possible use of police escorts.

Another priority will be to continue the process of separating county payrolls from the states, which started in 2014. While payroll has been decentralized through the Public Service Reform of 2014, ministry of education capacity (human and or infrastructure) to prepare payroll inputs for processing does not always exist at the county level. The long-term objective is for each county to have its own payroll system. The Ministry along with MoLPS and MoFEP will work together to ensure that counties receive their allocated funds. By 2021, all counties will have payroll management units that are able to prepare and print the required payroll sheets. To do this, county payroll managers will be trained to manage the payroll process at their level. These county payroll managers will be MoLPS payroll managers assigned to the ministry of education. County Education Directors will also need training to understand how the payroll system works and how to create or review the payroll records. Additionally, all counties will need computers and a reliable source of electricity in order to be able to prepare their payroll inputs. The Ministry and MoLPS will assess the resource needs for each county in order to develop a detailed plan for the full decentralization of payroll processes to the county level.

The Ministry will also solicit assistance from partners to conduct a public expenditure tracking survey (baseline) to assess the level of funding leakage and of resources reaching the beneficiaries at different levels (states to counties, counties to schools). The results will further assist with efforts to improve the effectiveness and efficiency of disbursements.

Finally, The Ministry will continue to roll out and improve its Financial Management Information System (FMIS). Once fully implemented, this system will improve financial reporting at all levels, which will allow for increased analysis and monitoring of financial

expenditures against budget. The ministry will also develop tools and formats for tracking external education funding invested at national and state levels to develop a more comprehensive picture of education financing in the country. Financial information and reports will be widely shared, including at Joint Education Sector Review meetings, through the ministry's website and through the media.

Strategies	Indicator (including baseline and target)	Source
Improve resource allocation policies and procedures.	% of states and counties with ETMCs reaches 100% by 2021	Directorate of Planning
	% of counties with functioning payroll units reaches 100% by 2021	Directorate of Planning
	% of schools with bank accounts reaches 100% by 2021	SSSAMS/EMIS
Revise formula/criteria for allocation of financial resources to ensure equity.		
Harmonize payment of staff against MoLPS regulations.		
Review funds flows to determine mechanisms for effective and timely disbursement of funds from states to counties to schools.		
Establish standard timeline (15th of every month) for release of funds.		
Work with states and schools to establish bank accounts.		
Separate county payrolls from states.		
Strengthen transparency and accountability mechanisms for efficient and effective utilization of education financial resources.	% of management staff (at all levels) trained on new education financial management guidelines reaches 100% by 2021	Dept. of Administration and Finance
	# of PFM manual and education guidelines distributed reaches 20,000 by 2021	Dept. of Administration and Finance
Review and update education financial management guidelines to reflect new changes in accordance with the PFM Manual (direct transfer of capitation grants to schools, pay increases according to new structure, etc.).		
Develop practical financial management tools for use at all levels (national, state and county).		
Disseminate the PFM manual and education guidelines to all levels (national, state and county).		
Train financial managers at all levels, including County Transfer Monitoring Committees, on education guidelines.		
Publish education spending data (including transfers) on website and through media.		

Strategies	Indicator (including baseline and target)	Source
Work with partners to conduct a public expenditure tracking survey.		
Conduct monitoring visits to follow up on the activities of state/county transfer management committee (STMC/CTMC).		
Strengthen education financial reporting, monitoring and evaluation systems.	% of education managers at all levels (national, state and county) trained on financial reporting, monitoring & evaluation reaches 100% by 2021	Depts. of Administration and Finance and Planning
	% of states fully implementing FMIS reaches 100% by 2021	Dept. of Admin and Finance and MoF
Roll-out FMIS to state level.		
Equip state and county finance units with ICT equipment.		
Establish tools and formats for tracking and reporting on education financial expenditures and external funding received.		
Train staff on financial management tools and reporting systems.		
Prepare and distribute financial reports in Joint Education Sector Review meetings and through the media and The Ministry website.		

Component 3: Communication, coordination and information management

Objective: Improve communication and coordination and the quality of education information at all levels of the education system.	Baseline	Target	
		2018	2021
At least one joint sector review per year	1	1	1
% of schools responding to annual school census			100%
# of registered private schools			100%

Sub-component 1: improved coordination and information sharing

During implementation of GESP 2012-2017, the Department of Development Partners Coordination took steps to improve coordination and the flow of information at all levels, including through the development of a coordination manual. During the GESP implementation period, The Ministry will work with partners (especially EDoG and PEG)

to assess current coordination and information structures to determine how these can be strengthened to improve information sharing – from the ministry to partners and from partners to the ministry. In cooperation with partners, the Department of Development Partners Coordination will develop a communication strategy, revise the coordination manual and develop coordination tools for use in reporting on education activities (with the cooperation of the ICT department). Managers at national and state levels will be trained on the new strategy, the coordination tools and reporting procedures. Quarterly coordination meetings with development and humanitarian partners will be conducted at all levels.

The ministry will also re-activate its thematic working groups both at national and state levels. These thematic working groups will bring together all directorates plus partners (including other line ministries, NGOs, donors) and focal points from states to review on-going projects – in terms of progress, challenges and how to overcome. Thematic working groups will be established in line with the ministry’s identified priorities, such as gender, construction, AES, primary, secondary, teacher education, for example. The thematic working groups (at both national and state levels) will meet quarterly and serve as a reporting forum. Minutes will be drafted and disseminated after each working group meeting. These discussions/reports will also feed into the annual Joint Sector Review. (See also the Monitoring and Evaluation section.)

Sub-component 2: support and strengthening of EMIS

Great progress has been made in developing and strengthening the EMIS system over the last five years. During the plan implementation period, The Ministry plans to decentralize EMIS to all the States, with a planned target of three former states per year, though the roll out will depend on the availability of funds. Decentralization has already been piloted in two states (WBG and CE). Roll out is conditional on the availability of funding (so far, the EMIS is funded by partners).

To date, EMIS has been funded through partners. Further development and decentralization of the system will require The Ministry to work with partner to mobilize resources and to assess existing capacity (human and physical) at state levels. Based on the assessment, the EMIS department will develop a decentralization plan. State level offices will need to be equipped with offices, ICT equipment, stationery, furniture and funds for mobilizing data collectors. Staff at state levels will also need training in data collection and reporting. EMIS staff also need similar training plus additional skills related to data analysis and the collation and reporting of information, including the development of annual statistical yearbooks which will be published and made available on the ministry’s website. At central level, a dedicated office with ICT equipment, furniture and stationery will also be established.

At present, all data collection is done manually. The ministry, with support from partners, will explore opportunities for online data entry. This is likely a long-term objective since logistical difficulties, such as access to reliable internet everywhere in the country, are likely to prevail for several more years.

The EMIS department will also work in cooperation with other departments to harmonize the ministries various databases (EMIS, examination results, SSSAMS, HRMIS, and FMIS) so that crucial linkages such as school or employee identification numbers are harmonized across databases. The ministry will continue to work on developing a master list of schools which will facilitate data analysis.

Based on the results of the education sector analysis and the specific monitoring and performance indicators included in this plan (see also the M&E chapter), the EMIS department will also review existing data collection instruments to make sure they incorporate needed information, including that related to teachers with disabilities, and comprehensive coverage of learners enrolled in AES, TTIs, ECDE, HLI, and TVET schools/centres.

Sub-component 3: Education in emergencies

During the plan period, The Ministry will develop a strategy to strengthen its preparedness and response abilities to sustain education in emergencies (EiE). The ministry, with its partners, will explore different options for minimizing disruptions to education for children and youth affected by emergencies, and will develop strategies for keeping children and staff safe in the event of emergencies. The EiE strategy will address the needs of all children and youth, including IDPs and refugees as well as other children who may have been (or be) affected by crisis.

The ministry will identify EiE focal persons from directorates at central and state levels, and train them on disaster-risk reduction and prevention. At county level, the ministry will work with partners to ensure county planning officers are better able to plan for and respond to potential emergencies. This will include development of contingency plans, ability to conduct needs assessments and coordinate emergency responses. County planning officers must also be able to manage stores, pre-position supplies, and ensure proper delivery of supplies in case of an emergency.

State level EiE focal points will help coordinate responses at the national level and provide support to county focal points. At the state level, the ministry will also coordinate bi-weekly education cluster meetings with senior management meetings in order to make sure information is shared and responses are prioritized.

Sub-component 4: Regulation of private schools

Over the medium- to long-term, The Ministry expects an increase in the number of private schools in the country. In order to ensure minimum quality standards (academic and safety/well-being), the ministry will update and finalize the Private School Policy. This policy will stipulate the requirements for registering and operating private schools. In order for the policy to be implemented, the ministry will establish an office at national level that will be responsible for issuing licenses to all private schools, maintaining a national register of private schools and monitoring to make sure that private schools conform to the regulations. In addition, focal points will be appointed at state and county levels. The State Departments of Private Schools will be responsible for registering and monitoring private schools in their areas. Private schools will also be required to complete the annual school census for EMIS in order to make sure that all children, no matter the type of school they attend, are included in the annual enrollment counts.

Strategies	Indicator (including baseline and target)	Source
Improve on-going communication and coordination mechanisms.	# of thematic working group meetings is at least once a quarter	Dept. of Planning
	# of coordination meetings at all levels is at least once a quarter.	Dept. of Planning
	At least one Joint sector review meeting per year at both national and state level.	Dept. of Planning
Assess the information flow and coordination at all levels.		
Revise the coordination manual and develop reporting tools.		
Develop and disseminate communication strategy and coordination manual.		
Organize workshops with stakeholders, including ministry staff (at national and state levels) and development and humanitarian partners to improve coordination and information sharing mechanisms.		
Conduct quarterly coordination meetings at all levels; provide budget line for effective and efficient quarterly coordination meetings and facilities at all levels.		
Expand the responsibilities of the development partner coordinators at state level to include management of information and public relations.		
Re-activate thematic working groups at national and state levels; provide budget line for the functioning of these groups.		
Strengthen the Education Management Information System (EMIS).	# of states operating the decentralized EMIS reaches at least three former states additional per year	EMIS
	% of schools (government, non-government), ECDE, AES, TTIs, HLIs and TVET centres responding to annual school survey is 100%	EMIS

Strategies	Indicator (including baseline and target)	Source
Assess capacity (human as well as ICT infrastructure) at state level for implementation of EMIS.		
Develop plan to decentralize EMIS to all states.		
Equip state offices (based on identified gaps) with needed physical infrastructure, ICT equipment, stationery and furniture.		
Recruit needed staff at state level.		
Train EMIS staff on data collection, input, processing and analysis procedures.		
Conduct annual school surveys. Collect, clean, analyse and summarize data.		
Produce, print and distribute annual education statistics booklets, including through the Ministry website.		
Establish linkages between key ministry and other databases – EMIS, examination data, FMIS, HRMIS, SSSAMS.		
Strengthen coordination of education in emergencies.	# of coordination meetings at national level is at least one per quarter (when and where relevant)	Dept. of Planning
	# of coordination meetings at state level is at least one per quarter in states where humanitarian partners are present	Dept. of Planning
Develop strategy to strengthen Education in Emergencies responses.		
Identify EiE focal points from all directorates and train them on EIE -preparedness, response and coordination.		
Coordinate bi-weekly education cluster meetings with senior management meetings.		
Develop county-level contingency plans.		
Coordinate quarterly coordination meetings at both national and state levels.		
Strengthen system of private school management.	% of private schools registered reaches 100% by 2021	General Education
Finalize Private Sector School policy. Disseminate to existing private school providers.		
Establish procedures for registration of private schools and train staff (at national, state and county levels) on the procedures.		
Inspect and supervise private schools to ensure compliance with policy and national law and that quality standards are met.		

Priority programme: TVET

Goal: To promote 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.

Key challenges related to expansion and quality of TVET

- Low levels of awareness of TVET
- No unified TVET policy
- TVET certification practices are not uniform and do not clearly spell out the roles and responsibilities of The Ministry and MoLPS
- Insufficient coordination among national and state level, other line ministries and other TVET service providers
- Insufficient budget for TVET activities country-wide
- Insufficient TVET institutions (schools and recognized vocational training centres)
- Shortage of training tools and materials
- Insufficient modernized workshop machinery for quality training
- Insufficient qualified technical instructors/teachers
- Inadequate technical teacher training opportunities

The TVET Directorate of the Ministry offers both formal secondary technical and vocational education and a range of short technical and vocational training courses. During the next five years, the directorate plans to expand these offerings and to develop a formal system of progressive post-primary TVET that will allow learners, including refugees and IDPs, to achieve different levels of technical and vocational competencies in order to join the skilled labour force.

In line with South Sudan Vision 2040, the country faces an urgent need for a labour force that is educated and skilled in order to develop and diversify its economy. MoGEI, other line ministries (including MoLPS, Youth, Animal Resources, Agriculture, Health, Finance, Housing & Public Utilities, Petroleum, Industry & Mining, Commerce & Trade, Telecommunications, Road, Wildlife & Tourism, Electricity, Cooperative & Rural Develop) and private providers are therefore offering a range of TVET options. At present, The Ministry is the only one providing a formal certified TVET learning programme. During the plan period, a priority will be to coordinate and consolidate TVET offerings in order to develop a unified system that will address the needs of different learners.

Certified TVET learning is essential to provide opportunities for the more than 600,000 young (aged 14-17) people estimated to be out-of-school, which includes IDPs. In addition, it is expected that a significant number of military forces will be demobilized during the transition period after the formation of the Transitional Government of National Unity. Quality, certified TVET learning will help ease their transition to civilian society. A formalized system of TVET learning will thus contribute to the restructuring of the economy and to the long-term development objectives of the entire country. It will also enable refugees who acquire skills to rebuild their countries upon repatriation.

Figure 8 illustrates the current and proposed flow of learners through primary and post-primary education. At present there are two TVET options offered through The Ministry—one formal and one non-formal. Formal TVET is currently offered through five technical and vocational secondary schools. Learners in these schools study the compulsory secondary subjects (English, mathematics, citizenship and religion); their optional subjects are then technical or vocational. Learners are allowed to survey a range of professional options before deciding on one. After completing four years of technical secondary school, these learners may take the secondary leaving exam. Based on their examination results, they can proceed to the post-secondary level (including TTI, polytechnics or universities). The TVET Directorate plans to expand and strengthen the number of these technical and vocational secondary schools over the next five years.

The second existing TVET option offered by The Ministry includes a range of technical and vocational short courses (from three to nine months in duration). These courses are practical and industry-related and seek to provide learners with basic to advanced skills for occupations such as electrical, carpentry, building and concrete practice, auto mechanics, catering, welding, metal fabrication and others. As a priority, the ministry will also work to increase the number of short courses offered and improve the quality of these courses during the upcoming years.

Figure 8 also illustrates a new progressive formal TVET option that will be developed during the GESP period. The idea behind this framework is that it provides learners with the flexibility to continue, stop and start their learning based on their own situation. After completing one level, learners have the option to continue to the next level or they can seek employment. They can later re-enter the next level at a time of their choosing in order to increase their knowledge, skills and competencies for higher-level employment. A priority for The Ministry is to develop and organize this new formal progressive system over the coming years. This will include setting up a unified TVET system, which will include a:

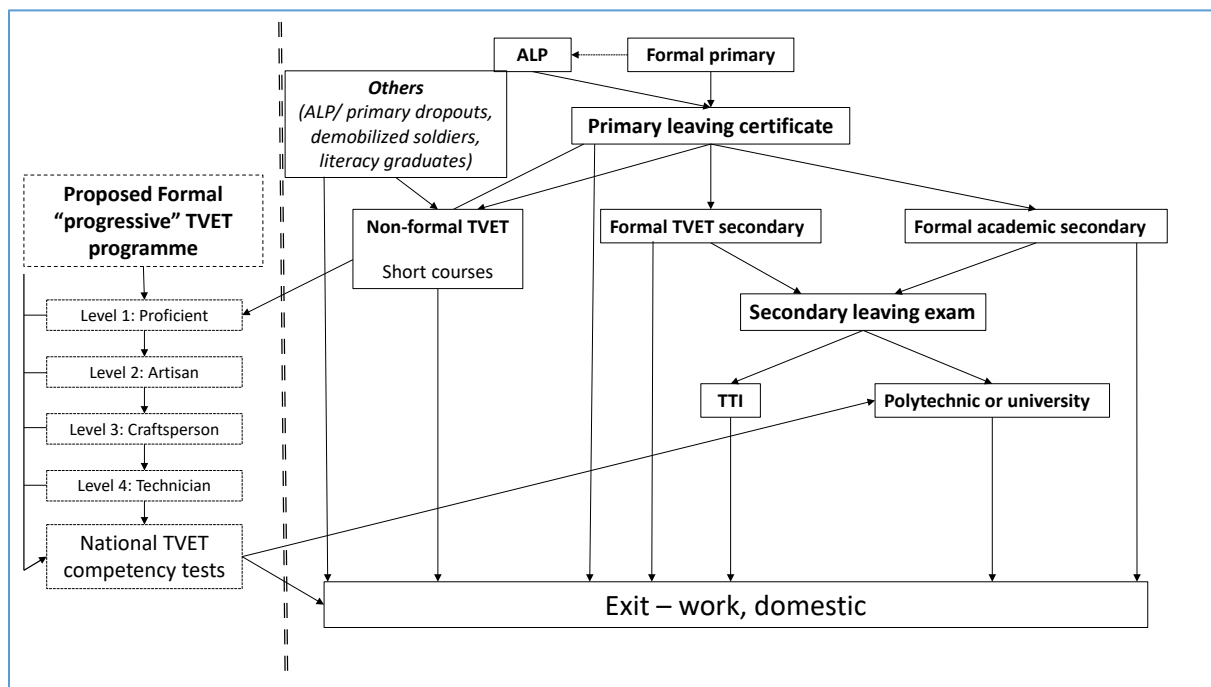
- TVET governing board (with representatives from MoGEI, other line ministries, other TVET providers and the private sector),
- National TVET Qualifications Framework

- National TVET Competency Test Centre to certify all TVET learners, regardless of where they are trained

The TVET short courses will serve as the basis of the curriculum for this new formal option. Existing or new short courses will be used to construct the syllabus for each level. Each level will consist of a period of academic/classroom work followed by a period of on-the-job training/industry placement so learners experience a mix of knowledge and practical skills. At each level, learners will also study the compulsory subjects for the corresponding year of secondary education. (For example, in Level 1 of the new system, learners will study the compulsory S1 subjects.)

Learners who complete the short courses before the new formal progressive TVET system has been officially started will receive credit for these courses which can then be applied toward completion of the different levels.

Figure 8. The Ministry primary and post-primary learning options



Component 1: Access

Objective: increase equitable access to non-formal vocational education and post-primary TVET education by 2021.	Baseline	Target	
		2018	2021
# of formal technical secondary school learners	1,672	2,400	8,000
% of female formal TVET learners	33%	33%	40%
% of formal technical school learners with disabilities	n/a	3%	10%
# of demobilised soldiers enrolled in non-formal TVET short courses	n/a	2,000	5,000
# of other learners enrolled in non-formal TVET short courses	3,050	3,000	5,000
# of technical secondary schools (public and private) distributed equitably country-wide	6	6	16

Sub-component 1: Formal TVET secondary institutions

The number of formal TVET secondary schools in the country currently is six (three in Central Equatoria and three in Western Bahr-el Ghazal). These facilities need to be renovated and equipped to make them fully operational. The Ministry will cooperate with the Government of Egypt to renovate, equip, and provide learning materials and staff for three of the TVET secondary schools for at least the next two-three years. To expand TVET opportunities throughout the country, the Ministry plans to work with its partners (especially Plan International, Catholic Relief Services (CRS), Norwegian Refugee Council (NRC), Norwegian People's Aid (NPA), UNESCO and UNICEF) to establish 10 new technical secondary schools in other states (Western Lakes, Imatong, Jonglei, Eastern Nile, Aweil, Lol, Amadi, Gbudue, Leech, Yei) to bring a total as of 15 total by 2021. It is anticipated that each of these institutions will have the capacity to enrol 200 full-time learners per year. All new TVET institutions will be inclusive to all, and will include necessary facilities such as water, separate toilets for males and females, computer laboratories (ICT) and sports grounds. The institutions will also be fenced to improve the safety and security of learners and TVET personnel as well as to safeguard TVET equipment.

The Ministry will develop and conduct advocacy campaigns to attract TVET learners. The TVET Directorate will also work with the Department of Secondary Education and the state ministries to promote TVET through all levels, including with head teachers and parents in order attract primary leavers to enrol in TVET secondary schools. The aim is to reach primary leavers through career guidance so that they can pursue technical and

vocational education to gain the knowledge and skills needed to help develop and diversify the economy of South Sudan.

Sub-component 2: Non-formal TVET training

As discussed, the TVET Directorate also has a section on non-formal TVET training. This training is for learners who did not have a chance to go to formal education at the right age or who dropped out of school. These include youth (aged 14 and over), illiterate adults, people with disabilities, demobilized soldiers and refugees. The non-formal programme provides learners with opportunities to gain skills for self-reliance and to further develop their literacy and numeracy. The TVET Directorate plans to have a curriculum that includes literacy and numeracy skills for learners enrolled in their courses to be able to progress to the next level of education.

The ministry will offer short courses of three-, six- or nine-month duration. To expand access to non-formal training, the ministry will work with partners to identify trainers (including skilled labourers who can teach their specific area) and to identify and expand the number of places where short-courses can be offered. These will include existing (and planned) TVET secondary schools. In addition, The Ministry will work with partners, including other line ministries, faith based organizations, NGOs and the private sector, so that they will run short-courses certified by The Ministry or open their vocational centres to The Ministry trainers to run short-courses. The short courses can be implemented in functional non-formal TVET centres under other line ministries as well. Pending funding, the ministry plans to enrol 5,000 learners per year in these short courses over the next five years.

The Ministry will work with partners to develop a broad-based advocacy campaign to attract out-of-school youth, female learners and learners with special education needs. The campaign will use a variety of methods including meetings with community leaders, radio broadcasts and other means.

Strategies	Indicator (including baseline and target)	Source
Increase and improve access to TVET, with a focus on equity.	# of formal technical secondary schools (government or partner operated) increases from 6 to 16	EMIS
	% of female TVET learners increases from 33% to 40%	EMIS
	% of TVET learners with disabilities increases to 10%	EMIS
	# of non-formal TVET learners reaches 10,000 per year	EMIS

In cooperation with partners and the private sector, establish 10 additional technical secondary schools.
Renovate existing TVET institutions (formal technical schools and non-formal TVET centres) to include other required facilities, such as water, computer laboratories, toilets, fences, access to learners with physical disabilities, lightening conductors, agriculture space, and sports grounds.
Develop information and advocacy programmes to attract learners, especially female learners and learners with disabilities.
Develop a TVET sector funding mechanism providing for relevant and affordable TVET training for non-formal and secondary levels.
Develop non-formal training curriculum in cooperation with other line ministries to attract learners who have not had a chance to go to formal education at the right age or who have dropped out of school as well as other youth, illiterate adults, people with disabilities and demobilized soldiers.

Component 2: Quality and relevance

Objective: Improve quality and relevance of TVET.	Baseline	Target	
		2018	2021
TVET curriculum framework that meets the current and future labour market requirements of South Sudan.	-		Final curriculum framework
% of qualified TVET teachers (i.e. those with certificates or diplomas)	66%	70%	85%
# of TVET professional teaching profiles	-	-	18

Sub-component 1: Development and revision of TVET standard curricula

The TVET department with assistance from partners will review and revise the existing curriculum in order to incorporate updated knowledge and skills, especially with regard to science and technology, in order to meet the needs of the modern society/labour market. The curriculum will be developed in consultation with stakeholders, including government agencies, NGOs, and the private sector (including the mining, oil, hospitality, electric power, banking and insurance industries, among others). The standardised curriculum will be used in all vocational and technical schools and later national examinations will be set so that students are given a national certificate. The formal secondary TVET curriculum will also include all compulsory secondary subjects, i.e. English, mathematics, citizenship and religious education.

The curriculum will emphasize practical skills and skills that are relevant for different parts of the country based on major economic activities and socio-geographic conditions.

The overall curriculum will include different training programmes in specific occupations like tailoring, salon and beauty, computer maintenance, and cell phone repair. Secondary professional training will include languages, mathematics, life skills and professional training at middle management levels for different professional occupations in the agriculture, hospitality, retail, technical training or health sectors. At all levels, the curriculum will include knowledge, skills and attitudes related to preservation and utilization of the country's natural resources in a sustainable way with a view towards long-term development, peace and restored cultural heritage.

The vocational syllabuses for formal TVET will be based on a National Vocational Qualifications structure. This structure will create a "ladder" of vocational qualifications equivalent to S1-4 and beyond. The pattern of the curriculum will enable TVET school learners to transfer to mainstream schools at the end of senior 2, senior 3 if they so desire because they would have studied the same four compulsory subjects as formal secondary students.

The non- formal TVET syllabus will also take account of the National Vocational Qualifications structure where the entry requirement to formal education will be based on passing a literacy and numeracy examination. Based on the series of non-formal courses completed, students (including refugees) will be eligible to enrol in formal education. The format will consist of:

- **Foundation** (Basic illiteracy & numeracy) this will enable the trainees to obtain skills and join employment sectors or join the intermediate level
- **Intermediate** (Basic Illiteracy & numeracy) this progressive training will lead to higher level training programme after the Literacy & numeracy examination assessment.

Sub-component 2: Expand and improve the quality of the TVET teaching force

In order to staff the proposed new TVET institutions and respond to the increased demand for TVET, qualified TVET instructors/teachers are needed and existing TVET instructors/teachers need training to improve their knowledge of the new curriculum and to update their technical and professional skills including teaching practices. Instructors/teachers should be diploma or degree holders (i.e. university graduates). The Ministry in cooperation with the MLPS and HRD will recruit qualified TVET instructors/teachers through a transparent process in line with the human resource procedures outlined in the Management priority programme.

The TVET authority will also design a training programme for new and existing TVET instructors/teachers. The training will be based on the new curriculum and the professional profiles that are developed for each area of specialization.

Any unqualified TVET instructors in the formal TVET secondary schools will be encouraged to register and sit for a national examination to attain a certificate and where possible go for upgrading to attain a diploma and degree.

Strategies	Indicator (including baseline and target)	Source
Develop TVET curriculum framework that meets international standards.	Curriculum framework developed by 2021	TVET
Review the existing curriculum and incorporate updated knowledge and skills, especially related to science and technology, to meet the needs of the modern society/labour market with an especial emphasis for girls and learners with special education needs.		
Develop a national TVET Qualification Framework that meets international standards.		
Review and pilot the developed curriculum in order to make sure it meets the needs of the modern labour market.		
Harmonize and validate the curriculum, including with occupational standards, with support from partners.		
Develop, design, print and distribute teachers' and learners' guides and other resource materials. (Materials will also be developed for learners with special needs, including Braille, large font and audio books.)		
Print and distribute the curriculum to all TVET institutions.		
Increase and improve quality of teaching force	% of qualified TVET teachers increases from 66% to 80%	EMIS
	% of female TVET teachers increases from 22% to 40% by 2021	EMIS
	# of TVET teachers trained reaches 150 per year	TVET
	% of TVET teachers trained on new curriculum reaches 100% by 2021	TVET
Identify need for specific TVET teachers.		
Develop job descriptions based on identified needs.		
Recruit new TVET instructors through a fair and transparent hiring process, with attention to the need to increase the number of female TVET teachers.		
Establish TVET training administrative unit to oversee the training activities.		
Prepare training materials that match the new TVET curriculum.		
Conduct training to orient TVET teachers on new curriculum and learning materials.		
Construct a technical teacher training centre/college		

Component 3: TVET Management

Objective: improve sustainability of TVET through strengthened governance, management and coordination.	Baseline	Target	
		2018	2021
# of public-private vocational training partnerships established and operational	-	10	100
% of TVET institutions preparing business development and operational plans	-	25%	100%
% of TVET head teachers, managers and supervisors trained on TVET management, including business development and operational plans and monitoring and supervision	-	25%	75%

Strong TVET management and administration systems are needed in order for the system to function well in pursuit of its access and quality goals to improve TVET at all levels. Management and administrative processes need to be clear and applied in a fair, equitable way at all levels of the training system. This component focuses on how human resources and financial management systems and procedures for TVET can be strengthened. In addition, it outlines strategies to strengthen communication, coordination and information sharing among all stakeholders.

In order for TVET to be implemented effectively, there is a need for a unified TVET policy. As discussed, a number of stakeholders are currently offering vocational skills training, with no standardized system of certification. The Ministry is in the process of initiating standards for TVET delivery from lower to higher levels to be organized based on an outcomes-based system. The Directorate of TVET at the national level is authorized to carry out the accreditation process based on the outcomes. During the plan implementation period, the South Sudan Occupational Standards will be developed and will be the cornerstone for curriculum development and assessment of the TVET system.

According to the National TVET Policy and Strategy, the system of accreditation of TVET institutions will be recognised in order to establish a standardized accreditation structure geared towards empowering TVET institutions to serve the following purposes:

- To set quality benchmarks for TVET institutions.
- To identify and offer support to institutions so that they meet the required quality standards.
- To assess the levels of achievement of institutions and trainees.

- To attain transparent working systems in the TVET market, thereby protecting trainees from low quality TVET provision.

Effective non-formal TVET management will also rely on the establishment of state level monitoring and supervision mechanisms. These will be based on the unified certification system and governed by the proposed national TVET body. The TVET formal schools will be supervised by the national level, and the technical/vocational training will be supervised by state-level TVET supervisors. The heads of TVET schools will also be trained to prepare school development plans for sustainability of funding, including local fundraising strategies, to keep the schools operating and innovative.

Since a number of other partners are offering short-term technical and vocational courses, The Ministry will lead and coordinate the formulation of guidelines on the training and examining of learners, including refugees, who have completed their training.

Strategies	Indicator (including baseline and target)	Source
Develop and strengthen TVET partnerships to improve governance and coordination	% TVET partners on governing board reaches 25% by 2021	TVET
	# of public-private partnerships established and operational reaches 100 by 2021	TVET
Establish a TVET governing body / task force with representatives from among the different TVET providers (relevant GOSS ministries and NGO, UN and private partners).		
Establish terms of reference, including scheduled meeting dates, for the TVET governing board.		
Develop a unified TVET policy and legal framework in consultation with different TVET providers. Publish and distribute.		
Develop an overall strategy to mobilize funding for TVET – internally and from partners.		
Develop public-private partnerships to provide TVET on-the-job training opportunities for vulnerable youth in order to prevent them from exploitation (including recruitment into fighting forces) and provide them with skills that respond to local market needs.		
Establish criteria for a uniform/centralized certifying centre/board.		
Develop and strengthen TVET system.	% of TVET institutions with business development and operational plans reaches 100% by 2021	TVET
	% of trained TVET managers and supervisors trained on TVET management, monitoring and evaluation 75% by 2021	TVET

Develop tools and guidelines for TVET heads to use to prepare business development and operational plans.

Develop capacity of TVET institution heads to create business and operational plans for their institutions (through dissemination of tools and guidelines and through training as needed).

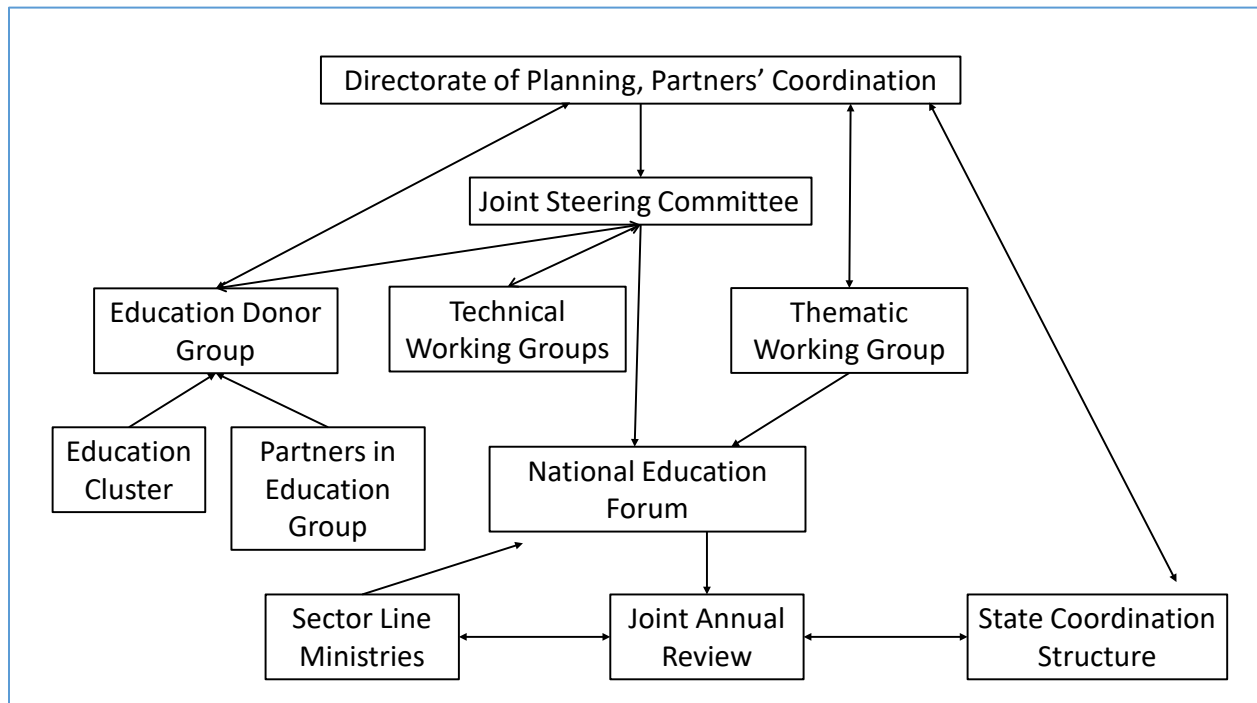
Establish a monitoring and evaluation unit to analyse progress in expansion of TVET access and quality.

6. Implementation, Monitoring and Evaluation Framework

Implementation

The Planning and Programming Department and the Partners' Coordination Department will have primary responsibility for monitoring implementation of the plan. Figure 9 illustrates the links among the different stakeholders. As stated in the Education Sector Co-Ordination Manual of 2015, "All partners' support and activities should be [aligned] to the key policies, priorities and strategies of [the] plan and the annual plans and budgets derived from [it]".

Figure 9. The Ministry coordination and monitoring structure



Central-level coordination of implementation

Directorate of Planning and Budgeting

The Directorate of Planning and Budgeting is mandated to facilitate the effective and efficient development, implementation and review of Education Policies, Strategies, Plans, Programmes and Projects as well as to coordinate stakeholder support to general education. It is responsible for monitoring and evaluating the progress and quality of education, through the annual school census and other related tools. The Directorate is also mandated to raise resources for education domestically, bilaterally and multilaterally. More specifically the Directorate is responsible for:

1. Policy formulation
2. Planning and budgeting to achieve implementation of the policies
3. National data collection, coordination and dissemination
4. National educational research *to* investigate the quality of education system
5. National educational monitoring and evaluation

Department for Partners Co-Ordination (DPC)

This department works under the Directorate of Planning and Budgeting to ensure good policies and strategies to improve communication, harmonisation and co-ordination between all partners and MoGEI. The office covers all the sub-sectors including ECDE, primary, AES, secondary and TVET and is responsible for managing and overseeing the planning and organisation of the National Education Forum, Annual Budget Previews from partners and Joint Annual Reviews. The department has the following scope and mandate:

1. Promote mobilization, alignment and efficient use of additional resources to meet key financial gaps in the education sector to achieve education for all and improve learning achievements.
2. Establish the Ministry's leadership role for co-ordination of donors, NGOs, UN agencies, and harmonisation of activities and resources within the Ministry's annual plan and budget.
3. Contribute to efficient planning and management of educational service delivery.
4. Establish a climate of mutual trust, and confidence between partners and MoGEI, where both parties are familiar with their roles, mandates, practices and partnership principles in the sector.
5. Ensure mutual accountability and transparency between development partners and MoGEI.
6. Map all development assistance to the sector, and maintain an annual calendar of key Ministry and partner events.

Joint Steering Committee

The Joint Steering Committee is chaired by the Undersecretary. The main objective of the Joint Steering Committee is to ensure coordination and reduce transaction costs on the government. It will report to the NEF on a quarterly basis. The main responsibilities of the Joint Steering Committee are to:

1. Provide guidance and advice on high-level strategic issues that might impact major partner programmes/projects
2. Provide general oversight of partner programmes

Education Cluster

The goal of the South Sudan Education Cluster is to ensure that children and young people affected by conflict and natural disasters in South Sudan are able to access a quality education in a protective environment. The Education Cluster, chaired by MoGEI, will send a representative to the Education Donor Group to ensure a co-ordinated set of issues are presented to the NEF. The Education Cluster is tasked to:

1. Ensure appropriate coordination with all humanitarian partners through maintenance of appropriate cluster coordination mechanisms, including Education Clusters at national and state levels.
2. Ensure inclusion of key humanitarian partners for the education sector, while ensuring the complementarity of different humanitarian actors' actions.
3. Secure commitments from humanitarian partners in responding to needs and filling gaps, ensuring appropriate distribution of responsibilities within the education sector
4. Promote emergency response actions while at the same time considering the need for early recovery planning as well as prevention and risk reduction concerns.
5. Ensure active community participation and inclusion of vulnerable groups in emergency education response.
6. Represent the interests of the Education Cluster with the Humanitarian Coordinator, the National Education Forum, associated Technical Working Groups, the Sector Planning process, Education Donor Group and other stakeholders.

Partners for Education Group (PEG)

PEG is a joint forum for national and international non-governmental organisations (NGOs), civil society organizations (CSOs), and community service providers delivering educational services in South Sudan. PEG's central aim is to voice and address pressing educational priorities/challenges within the context of South Sudan and to recommend pertinent responses that feed into the Education Donor Group (EDoG), the National Education Forum (NEF), the Joint Annual Review, and/or National Education Budget Meetings. Specifically, the PEG is tasked with:

1. Strengthening the collaboration and coordination among all education stakeholders at both national and sub national levels in South Sudan.
2. Raising the profile of pertinent development issues within the education sector of South Sudan.
3. Advocating and promoting ways in which national and international NGOs, CSOs, and community service providers may work together with additional education stakeholders to improve education service delivery in South Sudan.
4. Mobilizing resources to facilitate the transition and linkages between education in emergency relief, recovery and development interventions within South Sudan.
5. Participating in the national processes for harmonization of equitable and inclusive quality education delivery.
6. Participating in the monitoring of the implementation of all education related activities.

Education Donor Group (EDoG)

The Education Donor Group (EDoG) is a forum for the organisation and co-ordination of development partner support to the education sector, with the aim of advancing the aid effectiveness agenda. The Education Donor Group will support the development, implementation and monitoring of the General Education Strategic Plan, and take an active role in the Joint Annual Review meetings. It will also provide a platform to prepare and present jointly agreed agenda items for consideration by the Undersecretary and Department for Partner Co-ordination for the subsequent National Education Forum meeting.

Membership is open to all donors and agencies providing significant support to the education sector in South Sudan, including at least one representative nominated from local/international NGOs and from the Education Cluster. The Ministry is also represented. The EDoG will engage in the following:

1. Exchange, collection and dissemination of information on sector issues, consultancies, major funding initiatives, donor projects and budgets, lessons learnt and global developments.
2. Strengthen harmonization of development partner activities through such interventions as joint financing, joint appraisal and monitoring, joint evaluations, joint sector reviews, delegated partnerships, joint research, and joint funding of technical assistance.
3. Discuss and agree on key agenda items for inclusion in the next NEF meeting to be forwarded to the Ministry and DPC.
4. Engage and co-ordinate with government on key policy/strategy issues and agree on key agenda items for inclusion in the National Education Forum (Sector Working Group)

5. Provide advice and technical support to the Global Partnership for Education process and implementation.
6. Provide donor representation in forums outside the education sector (e.g. Ministry of Finance and Economic Planning meetings).

Thematic Working Groups (TWGs)

The Ministry set up the TWGs that have representatives from both the Ministry and donor technical working groups to fast-track programme implementation from a particular sub-sector or specialised education area, and monitor or evaluate its performance. Each thematic working group will need to determine clear terms of reference with a definite goal/objective. The thematic working groups should report regularly to the Undersecretary and to the NEF at least once every quarter on progress. The reports of the TWGs will feed into planning, budgeting and policy development. The current active TWGs are Gender and Girls' Education and AES. Additional TWGs, such as budget sector working group, will be activated as needed in order to address implementation challenges in other areas.

Technical Working Groups (TWGs)

The technical working group is an umbrella linking the thematic groups sometimes known as reference groups to the steering committee. The body representing the technical groups is also similar to education transfer monitoring committee and consist of selected Directors, deputy directors and inspectors and for the steering committee it consists of senior management such as Undesecretary, donors, un agencies for education and DGs.

State and county-level coordination of implementation

State and County Education Forum

There is also a need for a clear implementation structure in each of the States and counties. Existing coordination mechanisms existing at national level will be replicated at sub-national level. At State level, the TWGs will report to the State Education Forum; while the County technical working groups will report to the County Education Forum. The technical working group will ensure implementation of education activities, while the education forum will oversee plan implementation, monitor and evaluate progress in programme implementation and provide advice and guidance on the way forward at their specific level.

Every state and county will follow the revised co-ordination manual when establishing a functional co-ordination education forum. As stipulated in the manual, regular meetings will be organized and chaired by State DGs at State level, and County Education Directors at County level. Ideally, at a minimum, each state and county should aim at bi-monthly

meetings. The CEF (County Education Forum) meeting minutes are shared with partners and the State Education Forum secretariat that compiles and disseminate them for feedback and further action. Likewise, the SEF (State Education Forum) meeting minutes/reports are shared with partners at state level and with the NEF Secretariat for compilation and dissemination to all partners and to the Ministry Department for Partner Co-ordination.

State/County participation in the National Education Forum will take place at least twice a year during budget preview and annual review meetings. The Education Cluster is also represented at State Level and has responsibility for the co-ordination roles previously mentioned in the Education Cluster section.

Monitoring and Evaluation Framework

The monitoring and evaluation framework for GESP (2017 – 2021) specifies how progress will be measured towards the goals outlined in the GESP . It identifies the mechanisms and tools to be used and specifies people who will use them to monitor and evaluate implementation of the plan. The framework is designed to support the Ministry and its partners to adjust the activities and strategies put in place to achieve the priority goals as necessary during the course of the implementation of GESP and anchored within the priorities and policy frameworks described in Chapter 3.

Monitoring is required on a regular basis against the objectives, targets and activities specified in the GESP . Evaluation of the education sector should take place at the mid-term of the plan's implementation, as well as at the end of plan implementation.

Monitoring plan performance

For all indicators in GESP , the source of monitoring data has been identified. This includes those indicators for which no data are as yet collected or reported. EMIS will be the primary source for monitoring data for each sub-sector during GESP 's implementation. EMIS has progressed during the period of the first GESP and will need continued strengthening during this second GESP .

As described in the Management priority programme, further development and decentralization of EMIS will require the Ministry to work with partners to mobilize and secure resources and to assess existing capacity (human and physical) at central and state levels. At central level, the expanded data and statistics office will store and coordinate EMIS, HRMIS and learning outcomes databases and supervise the decentralization of EMIS to States

The Data and Statistics unit will review and simplify existing data collection instruments to make sure they incorporate only needed information, including that related to teachers

with disabilities, and comprehensive coverage of learners enrolled in ECDE, AES, TTIs and TVET. At present, all data collection is done manually. The Ministry, with support from partners, will explore opportunities for online data entry. This is likely a long-term objective since logistical difficulties, such as access to reliable internet everywhere in the country, are likely to prevail for several more years.

The Data and Statistics Unit will also work in cooperation with other departments to harmonize the ministries various databases (EMIS, examination results, SSSAMS, HRMIS, and FMIS) so that crucial linkages such as school or employee identification numbers are harmonized across databases. The Policy and Research Department will be the custodian of all sources of information. The ministry will continue to work on developing a master list of schools and improve data entry quality which will facilitate data analysis and strengthen the robustness of results.

As indicated elsewhere in the plan and in the draft M&E strategy of the ministry, other key sources of information for monitoring implementation will be the minutes of TWG meetings at central and state levels, inspection reports (once the system is fully operationalized), and activity tracking reports.

Monitoring mechanisms

Coherent implementation of the GESP will depend on the existence of annual work plans (at central and state levels) that are linked to GESP 's strategic objectives. These annual work plans will identify responsibilities, budget implications and financing sources. The same structure will be followed at both levels. These plans will be used to guide a set of annual activities at each administrative level.

Plan implementation will be monitored on a routine basis through quarterly meetings of the NEF, based on the targets and indicators contained in GESP and in the Annual Work Plans. Regular quarterly monitoring reports will be produced by the MoGEI, state MoEs and institutions such as national secondary schools, NTTIs and NTVET schools/centres. These monitoring reports will address the indicators set out in the GESP . The quarterly monitoring reports will focus on:

- progress in the production of planned outputs and outcomes,
- implementation of activities,
- utilisation of inputs;
- budget implementation; and
- implementation of recommendations issued during previous review meetings.

National Education Forum (NEF)

The National Education Forum (NEF) is the joint forum of the Ministry and development and humanitarian partners in the education sector. One of its key responsibilities will be to plan for and organise the Annual Plan and Budget Preview and Joint Annual Review. In view of the decentralised delivery system, all States will participate in these monitoring events.

The NEF will meet **quarterly**. It will include the Annual Plan and Budget Preview and Joint Annual Review as two of its four meetings. Additional meetings may be called where necessary. The Annual Plan and Budget Preview will normally take place around **April**, while the Joint Annual Review will take place usually in **November**. During the NEF meetings, the following activities will take place:

- (a) Discuss key sub-sector policies and strategies aligned to the GESP .
- (b) Report on and monitor major education projects and programmes including the Global Partnership for Education programme.
- (c) Identify capacity needs and gaps in delivery of education services and strategies for addressing key challenges
- (d) Support to strengthening and use of government systems for implementation, financial management, monitoring and evaluation.
- (e) Strengthen harmonisation of all development partner activities around the General Education Sector Plan, including procedures for reporting, planning, budgeting, financial management, procurement, technical assistance, monitoring and evaluation.
- (f) Support to development of clear Annual Work Plans and Budgets including detailed information from all development and humanitarian partners on activities and budgets
- (g) Setting up a team to prepare for Joint Annual Reviews, including improved monitoring and evaluation mechanisms.

Annual Work Plan and Budget Preview

As part of the Annual Planning and Budgeting process the MoFEP requests sector working groups to discuss, analyse, and make recommendations on the proposed budgets for the following fiscal period. In South Sudan, this runs from July to June each year. Instead of the regular National Education Forum meeting, this preview meeting will take place when possible in April each year. The Ministry Directorate of Planning and Budgeting in collaboration with State Planning and Budgeting departments will develop a draft Annual Work Plan with indicative targets and budget allocations to sub-sectors. This will be circulated two weeks before the Preview meeting. The Preview meeting will include all Ministry and development and humanitarian partner members of the NEF, State the Ministry Representatives, and MoFEP representatives. During this meeting, participants will:

1. Review the overall allocation to MoGEI, and the levels to each education sub-sector from ECDE through to Secondary, including TVET and NFE.
2. Discuss the priorities for the next fiscal year in relation to budgetary allocations, and agree on any recommendations for adjustment
3. Identify key financing gaps, and recommend ways these could be covered by present and future partner interventions.
4. Ensure that all development and humanitarian partners' activities and budgets are integrated/captured within the Annual Work Plan and Budget
5. Lobby for increased allocations to the sector based on the South Sudan General Education Act, and the priorities and demands of the sector.
6. Recommend ways to improve planning and budgeting capacity across the sector, especially at decentralised levels following the Local Service Support Budget Guidelines
7. Examine the effectiveness of the accountability mechanisms at all levels of the budgetary execution and reporting process.

Joint Annual Review

A national Joint Annual Review will take place in November each year to review the previous year's performance, and to suggest priorities for the following year. The annual review meeting may take place in Juba or may be rotated to any one of the States. State level annual reviews will take place in October and the results will be incorporated into the national level review. The review is led by MoGEI and MoFEP. Annual reviews will vary from 1-3 days in duration. A facilitator and a secretariat are needed to manage the overall review and compile the review report. At least initially the Ministry will need support to fund these meetings.

As needed joint field visits by the Ministry and development partners will be carried out prior to the review based on key themes and a report provided at the Review. The EMIS will provide key data for the annual reviews. During this meeting, participants will:

1. Review overall performance in terms of overall budget execution and activities by the Ministry and development partners against the budget plan, including implementation of the Global Partnership for Education Programme
2. Review overall performance in terms of key performance indicators from the GESP relating to access, quality, management, and financing. (See Table 10 Key Performance Indicators below.)
3. Report on the outcome of any joint field visits carried out by MoGEI, S/MoEs and development and humanitarian partners
4. Report briefly on national and States' budget execution and education indicator performance, capturing successes, challenges and opportunities
5. Identify key priorities for the next year's annual operational plan.
6. Present and discuss any key policy issues emerging from the review for further action
7. Prepare a summary report for submission to MoGEI, MoFEP and all partners, with clear actions to be monitored by NEF and next annual review.

Representatives from the Ministry including all Directorates, State Ministers and DGs, County Education Directors, Planning/Budgeting Officers, Statistics Officers. Representatives from MoFEP, especially the Aid Co-ordination Unit, other relevant line ministries, representatives of development partners including international agencies, NGOs, civil society, teachers' unions, private and faith-based education providers will participate in the Joint Annual Review.

Mid-term and final evaluation

GESP will be implemented from 2017-2022. The third year's Joint Annual Review and Annual Work Plan and Budget Review will have an evaluative component. This will serve as the mid-term evaluation and will take place in the first half of 2019.

The Joint Annual Review and Annual Work Plan and Budget Review evaluative study in 2019 will examine, as a minimum, each of the KPIs listed in Table 10. The purpose of this exercise will be to evaluate performance in respect of GESP objectives and targets with consideration of the impact on learning outcomes, relevance, cost-effectiveness and sustainability of activities conducted. It will also provide clear recommendations for corrective action and plan adjustment during the final three years of implementation. **Based on current uncertainties, this mid-term review will be especially critical to assess whether the planned priority activities and targets will need to be adjusted.**

Pending funding, a final evaluation of GESP implementation will be conducted in the second half of 2021. The final evaluation, to be conducted in the second half of 2021, will be externally contracted pending availability of funds. At a minimum, this evaluation will examine each of the KPIs of GESP . It will also involve conducting a number of key evaluative studies on the priority programme areas to draw out the lessons from the implementation of the GESP , at both state and national levels. The purpose of this exercise will be to draw comprehensive lessons from the implementation of GESP and to provide guidance and recommendations to inform the planning process for the next strategic plan. Impact on learning outcomes, cost-effectiveness, relevance and sustainability of activities conducted will be major considerations of this evaluation.

Reports from each evaluation will be disseminated to all levels to inform necessary adjustments during implementation and for the next GESP , in the case of the mid-term and final evaluations respectively.

Key Performance Indicators

The collection, use and reporting of performance information against KPIs is an essential aspect of the framework for monitoring and evaluation. A set of KPIs will be used to monitor performance against the main outcomes expected under GESP . The design of

the KPIs relates directly to the agreed strategic education outcomes. KPIs have been agreed upon by the stakeholders of GESP , the community, development and humanitarian partners.

The KPIs are relatively few in number to assist in ease of administration and in recognition that the capacity of the monitoring and evaluation system is still being built. They require reliable data based on simple data collection methods or tools to ensure the accuracy and credibility of the reporting. They reflect a range of different goals of GESP (such as improved access, quality, management, and cost and financing), so that comprehensive system progress is being monitored. The table of KPIs includes targets for each year of GESP , disaggregated by gender where appropriate.

Table 10: Key Performance Indicators (KPIs) for GESP 2017-2022 (all targets stated as female/male where relevant)

KPIs	Baseline (2015 unless stated)	2017	2018	2019	2020	2021
Access						
ECDE GER (%)	10% (9/10)	11% (10/11)	12% (12/12)	13% (13/13)	14% (14/14)	15% (15/15)
Primary, including ALP/CGS/PEP, GER (%)	62% (53/71)	67% (59/75)	71% (62/78)	75% (67/82)	80% (73/87)	86% (80/91)
Primary, GER (%)	57% (48/64)	62% (54/69)	64% (57/71)	67% (60/74)	71% (65/77)	75% (70/79)
Primary, NER (%)	36%	39%	40%	42%	45%	47%
Primary, GIR (%)	97% (79/113)	97% (79/113)	97% (79/113)	100% (86/114)	104% (93/115)	108% (100/115)
Secondary, GER (%)	7% (4/8)	8% (5/10)	8% (6/10)	9% (6/11)	10% (7/12)	11% (9/14)
Secondary, NER (%)	2%	2%	2%	3%	3%	3%
Secondary, GIR (%)	9% (6/12)	11% (8/14)	12% (8/15)	13% (9/16)	14% (10/17)	16% (12/19)
Number of TVET students	4,722	6,311	7,946	10,383	14,200	19,568
Number of BALP/FAL course learners	2,530	3,643	4,372	5,246	6,295	7,555

KPIs	Baseline (2015 unless stated)	2017	2018	2019	2020	2021
Number of IEC learners	441	745	969	1,260	1,637	2,129
Efficiency						
Primary (P1-P7), average dropout (%)	16% (16/16)	16% (16/16)	15% (15/15)	14% (13/13)	13% (12/12)	11% (11/11)
Survival rate to grade five	45% (40/49)	55% (52/57)	58% (54/64)	66% (64/68)	67% (65/67)	69% (68/70)
Completion rate to grade eight	14% (10/18)	16% (12/19)	17% (13/20)	19% (15/23)	22% (18/26)	26% (22/29)
Equity						
GPI (F%/M%) in ECDE, GER	0.92	0.94	0.96	0.98	0.99	1.00
GPI in primary, GER (including ALP, CGS, PEP)	0.75	0.79	0.80	0.82	0.84	0.88
State gap in primary, GER (including ALP, CGS, PEP)	92%	90%	86%	82%	78%	72%
GPI in primary, GIR	0.70	0.70	0.70	0.76	0.81	0.87
GPI in completion rate to grade eight	0.55	0.61	0.63	0.67	0.70	0.77
GPI in secondary, GER	0.52	0.54	0.56	0.58	0.60	0.63
GPI in secondary, GIR	0.50	0.55	0.56	0.57	0.60	0.62
Females as share of students in TVET (%)	36%	39%	40%	42%	43%	45%
Females as a share of BALP/ FAL learners	46%	49%	49%	49%	49%	49%

KPIs	Baseline (2015 unless stated)	2017	2018	2019	2020	2021
Share of pupils with disability, ECDE (%)	2.2%	2.2%	2.4%	2.8%	3.1%	3.5%
Share of pupils with disability, Primary (%)	1.7%	2.0%	2.3%	7.0%	12%	17%
Share of pupils with disability, Secondary (%)	3.0%	3.0%	3.0%	4.0%	4.0%	5.0%
Share of pupils with disability, AES (%)	2.7%	2.8%	3.1%	3.4%	3.7%	4.0%
Share of pupils with disability, TVET (%)	2.5%	2.5%	2.6%	5.0%	8.0%	10.0%
Number of female students receiving cash grants	126,857	179,861	204,496	237,446	271,557	306,783
Quality						
Share of grade three students reaching 'Basic and above' in reading and comprehension (%)	n/a					70%
Share of grade three students reaching 'Basic and above' in mathematics (%)	n/a					70%
Share of ECDE teachers qualified (Gvt)	46%	46%	46%	47%	49%	51%
Share of primary education teachers qualified (Gvt)	37%	37%	40%	58%	78%	94%
Share of secondary	56%	60%	70%	80%	90%	100%

KPIs	Baseline (2015 unless stated)	2017	2018	2019	2020	2021
teachers qualified (Gvt)						
Share of AES facilitators qualified (Gvt)	46%	46%	50%	60%	70%	80%
Share of TVET teachers qualified (Gvt)	66%	66%	66%	70%	75%	80%
Number of graduates from BALP/FAL course	1,898	2,092	2,197	2,306	2,422	2,543
Pupil-class ratio, Gvt, ECDE	48	56	62	58	54	50
Pupil-class ratio, Gvt, Primary	57	66	70	61	52	43
Pupil-class ratio, Gvt, Secondary	53	53	53	47	41	35
Pupil-textbook ratio, Gvt Primary	4:1	4:1	2:1	2:1	1:1	1:1
Pupil-textbook ratio, Gvt Secondary	n/a	n/a	2:1	2:1	1:1	1:1
Pupil-textbook ratio, Gvt AES	7:1	7:1	2:1	2:1	1:1	1:1
% of primary schools implementing the South Sudan curriculum	98%	100%	100%	100%	100%	100%
% of secondary schools implementing the South Sudan curriculum	84%	90%	95%	100%	100%	100%
Number of functional TTIs	6	6	9	10	10	10
Finance and management						

KPIs	Baseline (2015 unless stated)	2017	2018	2019	2020	2021
Share of Government budget going to General Education and Instruction (%)	3.1% in 2015/16	2.9	3.9%	6.0%	8.0%	10.0%
Share of Government education budget going to General Education and Instruction (%)	72% in 2014/15	71%	67%	67%	67%	67%
Number of ECDE schools receiving capitation grants		612	664	751	845	952
Number of primary schools receiving capitation grants		3,217	3,231	3,828	4,656	5,888
Number of secondary schools receiving capitation grants		266	293	349	425	532
Number of AES schools receiving capitation grants	n/a	1,157	1,274	1,464	1,682	1,902
Number of TTIs receiving capitation grants	2	7	9	10	10	10

7. Cost and Financing of the General Education Strategic Plan

The purpose of this chapter is to present estimates of the cost of implementation of GESP for each of the plan's five years and to gain insight into the size of the challenge that the strategy presents. The cost and implementation of GESP is dependent on several social-economic factors that have the potential to vary greatly. These include:

- **Social:** the security situation in the country, the displacement of communities within South Sudan, and the possible returns of refugees or migrants from neighboring countries.
- **Economic:** current high levels of inflation and depreciation of the South Sudanese pound; uncertainties around oil production and other sources of domestic revenue.

The current economic crisis in the country is not anticipated to be resolved for at least the first year of the plan and most likely not until year three of the plan. Therefore, it is assumed that during the first two years of the plan there will be no increase in the total number of teachers employed by GoRSS, the largest cost driver in the budget. Enrollment is projected to increase due to population growth, however, which means that class sizes will rise during the first two years of the plan. If the financial situation stabilizes, then class sizes will decrease as resources become available to hire more teachers.

Summary of financial scenarios

The cost and revenue estimates for this plan are based on two different scenarios. Both scenarios use IMF projected GDP growth rates as the basis for national GDP estimates, and the IMF GDP deflator as the basis for national GDP estimates in constant SSPs.⁹ It should be noted, however, that the uncertain political and financial environment, makes it problematic to put forth any well-argued predictions about economic growth and domestic revenue mobilization. Current uncertainties require that the cost and financing estimates used for this plan must be reviewed and adjusted on an annual basis as part of the Joint Sector Review process.

The two scenarios differ primarily during the final three years of the plan in that a more ambitious set of targets and budget estimates are used for the second scenario. A summary of the projected budget and expenditures for the two scenarios is shown in Table 11.

⁹ NBS/RoSS, June 2006, IMF World Economic Outlook April 2016. Note that only IMF is producing projection estimates beyond 2015.

As discussed in Chapter 1 and in the full ESA, the budget for general education has never reached more than 7% of the total GoRSS budget of domestic revenues since independence. As a result of the 2013 conflict, the education sector budget decreased to only 5.4% of domestic revenues¹⁰ for the 2014/2015 fiscal year and increased to 6.4% for fiscal 2015/2016. As of July 2016, MoF had prepared the indicative budget ceiling amounts for 2016/2017. In constant 2015 prices, the indicative ceiling for MoGEI was 324 million SSPs.¹¹ This represents 3.1% of the total GoRSS budget and is estimated to be 5.6% of projected domestic revenues. Both scenarios estimate that MoGEI's share of domestic revenues will remain constant at 4% during fiscal years 2017 and 2018, the first two years of the plan. The modest scenario (1) then anticipates a gradual increase in the budget to 7% of government revenues whereas the more ambitious scenario (2) anticipates a budget of 10% of government revenues by 2021 as mandated by the General Education Act (2012).

Salaries (teachers, management, administration and non-teaching staff) represent the biggest share of the education budget, approximately 70% of the total recurrent budget. As shown in Table 11, according to the revenue estimates for both scenarios, the GoRSS will be unable to pay the full cost of all MoGEI salaries until 2019. This is partially a result of the salary increases that were approved in 2016. Due to the rapid depreciation of the SSP in 2016, the Parliament approved a tripling of salaries for teachers in salary grade levels 10-17. It is anticipated that salary increases will be extended to all other MoGEI staff beginning in 2017. During the plan period, MoGEI also intends to reduce significantly the number of unqualified teachers (currently almost 63% of the teaching force). This is expected to improve the quality of the teaching force and will also increase the wage bill as qualified teachers earn higher salaries. At a minimum, continued support from humanitarian donors will be needed to pay teacher incentives for IDP and refugee teachers for at least the first two years of the plan.

The main cost differences between scenarios 1 and 2 relate to the rate at which unqualified teachers are replaced, the number of existing teachers that receive intensive qualifying training, and the number of permanent classrooms constructed. Scenario 1 anticipates very little permanent construction, relying almost exclusively on community-constructed or low-cost, semi-permanent classrooms.

¹⁰ Domestic revenues include oil and non-oil revenues as well as grants. Domestic revenues were favored over government expenditures due to the high volatility of the volume of expenditure anticipated in the coming years following peace recovery.

¹¹ The current value of the indicative ceiling for 2016/2017 is 933 million SSPs out of a total education sector budget of 1.309 billion SSPs. The indicative ceiling for 2016/2017 is an allocation to the entire education sector of only 4.4% of the total budget (3.1% to MoGEI and 1.3% to MoHEST).

Both scenarios indicate a need for sustained donor support throughout the plan period. In the first two years, even with modest assumptions, the GoRSS will only be able to finance slightly more than half of the projected education expenditures. In recent years, donors have accounted for roughly a third of total education spending (36% in 2014/15, which did not include humanitarian education funding). More support will be needed from donors, especially during the first two years of the plan. Under scenario 2, the financing gap decreases to a more feasible level since it is projected that the GoRSS will be able to finance 85% of total expenditures in 2021. Due to the volatility of the current economic and political situation, however, these estimates will need to be rigorously reviewed every year.

Table 11. Projected education budget and expenditures, 2017-2022 (in 2015 constant million SSPs)

	2016 Est	2017	2018	2019	2020	2021
Projected GDP growth, based on IMF estimates	-2.8%	-0.1%	7.7%	8.9%	9.4%	4.5%
SCENARIO 1: MODEST						
MoGEI % of domestic revenues	4.3%	5.6%	5.6%	6.1%	6.5%	7.0%
MoGEI budget allocation	250	324	349	544	797	1,067
State contributions	53	53	53	53	53	53
Total MoGEI budget	303	377	402	597	850	1,120
Recurrent expenditures	625	654	691	911	1,137	1,457
Salaries (school-level)	340	341	351	461	623	862
Other salaries (management and administration)	106	115	124	134	145	157
Training	0	3	3	76	99	134
Capitation grants	87	92	99	112	127	145
Cash grants for girls	46	52	59	69	79	89
Other: non-salary	46	51	55	59	64	70
Capital expenditures	2	2	20	68	84	110
Construction	2	2	5	42	48	69
Repairs	0	0	0	5	5	5
Textbooks	0	0	15	21	31	36
TOTAL EXPECTED EXPENDITURES	627	656	711	979	1,221	1,567
TOTAL FINANCING GAP	324	279	309	374	363	439
% OF EXPENDITURES FINANCED BY GORSS	49%	57%	57%	61%	70%	71%

	2016 Est	2017	2018	2019	2020	2021
SCENARIO 2: HIGH						
MoGEI % of domestic revenues	4.3%	5.6%	5.6%	7.1%	8.5%	10.0%
MoGEI budget allocation	250	324	349	634	1,041	1,524
State contributions	53	53	53	53	53	53
Total MoGEI budget	303	377	402	687	1,094	1,577
Recurrent expenditures	625	661	717	990	1,279	1,671
Salaries (school-level)	340	345	370	521	731	1,024
Other salaries (management and administration)	106	115	124	135	147	161
Training	0	3	3	81	111	150
Capitation grants	87	95	106	124	146	174
Cash grants for girls	46	52	59	69	79	90
Other: non-salary	46	51	55	60	65	72
Capital expenditures	2	9	40	130	166	194
Construction	2	9	25	102	121	141
Repairs	0	0	0	5	5	5
Textbooks	0	0	15	23	40	48
TOTAL EXPECTED EXPENDITURES	627	670	757	1,119	1,445	1,865
TOTAL FINANCING GAP	324	293	355	421	335	265
% OF EXPENDITURES FINANCED BY GORSS	49%	56%	53%	61%	76%	85%

Estimating the Cost of the Strategic Plan

The costs of the two scenarios are based on a number of core targets which relate to the policy objectives outlined in the priority programmes (chapter 4). These cover issues of access, equity, quality and management. They are reflected in the Key Performance Indicators (see Table 10) which are a critical tool for monitoring implementation of the

GESP . In addition, there are a number of assumptions about the unit costs of core inputs such as classrooms and textbooks and the cost of teachers.

When estimating the costs, inflation has not been considered. In addition, costs and funding are expressed in 2015 prices. The use of constant SSPs is essential due to the rapidly changing value of the SSP in 2016.

The increases in primary enrolment shown in Table 12 are projected primarily due to increases in population size. They also reflect increasing promotion rates based on the assumption of cessation of conflict. These projected increases have consequences on the number of teachers required. In addition, the plan addresses the issue of improving quality by increasing the number of qualified teachers and by reducing the students per teacher ratio and students per class ratio by 2021. **The number of government primary teachers should increase from approximately 20,000 in 2015 to 43,000-45,000 in 2021, depending on the scenario. The increase in number of teachers and the shift from an unqualified to a qualified teaching force imply a significant increase in the Government’s budget.**

The plan also envisions a significant increase in enrolment in secondary education. If peace prevails during the plan period, then it is assumed that promotion and completion rates will increase. The effect on secondary education will be to increase enrolment from approximately 66,000 in 2015 to 130,000-142,000 depending on the scenario. Under scenario 1, this will require an additional 500 teachers whereas under scenario 2 nearly 1,900 additional secondary teachers will be required.

Table 12: Projected enrolment and number of teachers, government schools

SCENARIO 1	2015 actual	2017	2018	2019	2020	2021
Primary education						
Enrolment in gov schools	897,968	1,043,373	1,119,684	1,208,926	1,308,689	1,421,145
Number of teachers	19,858	19,858	19,858	24,830	31,899	42,803
Qualified	7,366	7,366	8,040	14,361	24,805	40,048
Unqualified	12,492	12,492	11,818	10,469	7,094	2,756
Students per teacher	45	53	56	49	41	33
Students per class, P1-P4	62	72	76	64	52	40

Students per class, P5-P8	45	56	63	58	54	50
Secondary Education						
Enrolment (incl TVET sec)	66,228	79,363	87,840	97,816	111,313	129,758
Number of teachers	2,027	2,038	2,083	2,311	2,461	2,639
Students per teacher	33	39	42	42	45	49
Students per class	53	53	53	47	41	35
SCENARIO 2	2015 actual	2017	2018	2019	2020	2021
Primary education						
Enrolment in government schools	897,968	1,043,373	1,119,684	1,211,054	1,314,882	1,433,440
Number of teachers	19,858	19,858	19,858	25,352	33,275	45,629
Qualified	7,366	7,366	8,714	17,196	29,308	45,629
Unqualified	12,492	12,492	11,145	8,156	3,967	0
Students per teacher	45	53	56	48	40	31
Students per class, P1-P4	62	72	76	64	52	40
Students per class, P5-P8	45	56	63	58	54	50
Secondary Education						
Enrolment (incl TVET sec)	66,228	79,363	88,957	101,091	117,901	141,781
Number of teachers	2,027	2,038	2,120	2,612	3,146	3,920
Students per teacher	33	39	42	39	37	36
Students per class	53	53	53	45	38	30

The main cost categories for the five years of GESP -2 are shown in Table 11. For ease of reference, some of the key targets (by scenario) are as shown in Table 13.

Table 13. Main assumptions for GESP -2 projections

Assumptions	Scenario 1	Scenario 2
Increased access to education plus increases in population size will increase total primary enrollment from 1.3 million learners to:	1.89 million (average 7.1% increase per year)	1.91 million (average 7.3% increase per year)
Primary GER (including AES) will increase from 62% to:	86%	93%
Primary GPI on GER will increase from 0.75 to:	0.88	0.90
% of unqualified primary teachers will decrease from 63% to:	14%	0
6. Number of non-open-air primary classrooms (i.e. community, semi-permanent or permanent) will increase from approximately 12,000 (of which 5,455 are permanent) to:	23,600 (no additional permanent classrooms)	23,800 (of which will be 300 additional permanent classrooms)
Number of AES students enrolled will increase from approximately 140,000 to:	303,000	474,000
Number of AES facilitators will increase from approximately 3,600 to:	6,000 (of which 2,100 will be full-time AES)	14,000 (of which 4,600 will be full-time AES)
Number of primary schools and AES centres receiving capitation grants will increase from approximately 2,437 to:	9,000	12,000
Number of upper primary grade girls receiving cash transfers increases from approximately 120,000 to:	264,000	264,000
Number of secondary students (including TVET secondary) will increase from approximately 66,000 to:	130,000 (average 12% increase per year)	142,000 (average 14% increase per year)
Secondary GER (including TVET secondary) will increase from 6.6% to:	11%	12%
Secondary GPI on GER will increase from 0.52 to:	0.63	0.64

Assumptions	Scenario 1	Scenario 2
Number of secondary classrooms will increase from approximately 800 (617 permanent) to:	1,300 (of which 620 will be permanent)	1,600 (of which 660 will be permanent)
Number of secondary schools receiving capitation grants will increase from approximately 193 to:	600	680
Number of secondary girls receiving cash transfers will increase from approximately 21,000 to:	46,000	51,000
Pupil/textbook ratio for all grades (primary, secondary and AES) will improve to:	1:1	1:1
Number of ECDE learners will increase from approximately 111,000 to:	194,000	235,000
ECDE GPI on GER will increase from 0.92 to:	1.0	1.0
Number of ECDE teachers will increase from approximately 900 to:	1,500	2,400
Number of ECDE classrooms will increase from approximately 900 (321 permanent) to:	1,100 (of which 381 will be permanent)	1,700 (of which 381 will be permanent)

Breakdown of expenditures by sub-sector

Table 14 shows the distribution of estimated expenditures within General Education and Instruction. As expected, expenditures for primary education account for the biggest share, with 70% or more of the MoGEI budget in both scenarios. Under both scenarios, the percentage devoted to teacher training will increase during the plan period. Increased spending on teacher training is urgently needed to meet the demand for additional qualified teachers. Doing this will require revitalizing the existing TTIs and eventually increasing the number of TTIs in the country. Under scenario 2, the percentage of the budget devoted to alternative education will also increase. Increasing the number of children enrolled in AES programmes will be key to meeting the priority of providing educational opportunities for the large numbers of out-of-school children.

Table 14: Summary of total projected expenditures (recurrent and capital) for General Education and Instruction, by sub-sector 2017-2022 (in 2015 constant million SSPs)

Scenario 1	2016	2017	2018	2019	2020	2021
ECDE	16 3%	17 3%	18 3%	26 3%	29 2%	33 2%
Primary	492 79%	511 78%	551 78%	706 72%	901 74%	1,181 75%
Secondary	81 13%	83 13%	87 12%	101 10%	102 8%	115 7%
AES	31 5%	32 5%	40 6%	49 5%	62 5%	68 4%
TVET	4 1%	5 1%	7 1%	13 1%	17 1%	22 1%
TTI	1 -	6 1%	8 1%	84 9%	110 9%	148 9%
TOTAL	625	654	711	979	1,221	1,567

Scenario 2	2016	2017	2018	2019	2020	2021
ECDE	16 3%	18 3%	19 3%	30 3%	37 3%	47 3%
Primary	492 79%	511 76%	556 74%	775 69%	994 69%	1,302 70%
Secondary	81 13%	84 12%	87 12%	108 10%	128 9%	152 8%
AES	31 5%	46 7%	77 10%	99 9%	137 9%	163 9%
TVET	5 1%	6 1%	10 1%	18 2%	27 2%	37 2%
TTI	1 -	5 1%	8 1%	89 8%	122 8%	164 9%
TOTAL	626	670	757	1,119	1,445	1,865

Financing of GESp -2

The funding of the strategic plan will require an important effort from the South Sudan Government as well as significant support from Development and Humanitarian Partners. As discussed in Chapter 2, government funding for education is significantly lower than international standards.¹² Yet, both scenarios project an increase in government funding from the fiscal year 2014/2015 level of 2.8% and would represent an increased commitment to education by the Government of the Republic of South Sudan.

Both scenarios are dependent on peace prevailing in the country and improvement of the macroeconomic situation. Without further increases in the share of the government budget allocated to education or an increase in the government's overall budget, coming from economic growth and improved revenue collection, it will be very difficult to fund the strategic plan under either scenario. The support of development and humanitarian partners will be needed, especially during the first two years of the plan. In particular, humanitarian assistance will be critical to make sure that teachers for IDPs and refugees receive incentives and to make sure that IDP and refugee children continue to have access to education. If additional funding is not secured, then targets will need to be adjusted downward.

As of mid-2016, DFID and GPE were the primary development partners still supporting education in South Sudan. DFID's support will be critical for continuing the capitation grants to schools and cash transfers to girls, especially during the first two years of the plan. The existing GPE grant will be essential for priorities related to improving the quality of education, even in the current austere budget environment. These priorities include support to rolling out the revised curriculum, including teacher and head teacher training, development of primary textbooks, training of school supervisors and support to EMIS.

The current context of uncertainty in South Sudan is also affecting donors as some are investing more in humanitarian assistance and less in development assistance. This precludes the possibility of developing a longer-term view of external funding for the education sector, as most partners have yet to make specific commitments. As the situation stabilizes in South Sudan, the move toward a sector-based approach to funding and implementation and away from project-based approaches will enable the ministry to move toward longer-term programming that is financially feasible and sustainable.

¹² The international norm for recurrent education expenditures, including the higher education sub-sector, is 20%. In South Sudan, the General Education Act (2012) stipulates 10% for general education and instruction and 5% for higher education for a total sector budget of 15%.

References

MoGEI, IIEP UNESCO, 2017. South Sudan Education Sector Analysis 2016: Planning for Resilience.

Annual statistical booklets EMIS

Budget books RSS

South Sudan Development Plan (SSDP)

Education Sector Analyses (ESA)

General education Sector Plan (2012-2017)

Transitional Sector Plan for Education (2005-2010)

Report on Partners Support to education in South Sudan

IMF and World Bank Reports

Human Resource Information system (Public Service)

Policy Framework for Education

Sustainable Development Goals (SDGs)

Continental Education Strategy for Africa (CESA)

Public Finance Management Manual (Finance)

South Sudan School Attendance Management Systems(SSSAMS)

National Bureau of Statistics (NBS)

Join Sector Review (JSR) reports

GPE guides on sector Plan development



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