GLOBAL PARTNERSHIP FOR EDUCATION

SOUTH SUDAN

MINISTRY OF GENERAL EDUCATION & INSTRUCTION

&

UNICEF

PROGRAMME DOCUMENT:

'Delivering Quality Basic Education in Challenging Circumstances'

September 17, 2012

Preface

The Government of the Republic of South Sudan and the Ministry of General Education and Instruction welcome the support provided through the Global Partnership for Education for the development of education in our country. The Ministry is further pleased that this is the first programme developed through the National Education Forum (NEF) and bodes well for making real progress in aid coordination and harmonisation.

The Development Partners equally welcome this opportunity to work more strategically with the ministry in addressing the great challenges facing the education sector.

UNICEF and UNESCO, as the GPE Programme Managing Entity and Coordinating Agency respectively, have committed themselves to work with and under the leadership of the MoGEI to see that the objectives of the GPE are achieved within the allocated time-frame, and will focus all their efforts on improving pupil literacy and numeracy skills. All partners are aware that if this first phase of support is successful it lays the foundation for an application of a larger grant. The funding gap for the General Education Strategic Plan is $82 million for 2012 and $60 million for 2013. However, unless it can be shown that pupils are really mastering basic educational outcomes, then any investment is essentially a waste of resources.

The GPE Programme is grounded on the rights of the child to an education of minimum quality. It is for this reason that the programme starts at the community level as sustainability will ultimately depend on the support of the community. The focus of the programme is classroom learning – in particular mastering basic literacy and numeracy skills without which no pupil can advance academically. Support structures move up from the classroom – to material support to the school, head-teacher and teacher training, the development of a schools' supervisory system and the determining of National Learning Outcomes in the first instance for literacy and numeracy but with the potential to spread to all the curriculum areas.

A Programme Steering Committee will oversee the implementation of the programme, supported by a number of Technical Committees which will bring together key ministry personnel and the technical expertise of the development Partners.

This is a programme that must succeed; failure is simply not an option. The new Republic of South Sudan had a difficult birth; its future lies in the hands of an educated population.

Signed

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Acknowledgements

This document is the product of a collaborative effort between the MoGEI and the National Education Forum (NEF) representing the major education stakeholders in South Sudan.

The Honourable Minister for Education and the Under Secretary lent their strong support throughout, ably assisted by the ministry Director Generals and Directors. The data has been provided by the MoGEI's excellent EMIS directorate.

The GPE Management Entity, UNICEF, and the Coordinating Agency, UNESCO, orchestrated the development of the various drafts. GIZ provided technical assistance at the final stage and valuable inputs were provided by DFID and USAID, among others. UNICEF produced the draft versions of the GPE Programme document and special thanks are due to the UNICEF education team. Guidance on the various drafts was provided by the GPE Secretariat, which was evaluated against the national context and helped inform the final document.

Technical Note

The data, human and financial, in this report are not exact. While excellent progress has been made in EMIS, school population data are based on the 2008 census (a new census will be taken in 2013). It has not been possible as yet to carry out any validation exercises on data returns from schools (and a sizable number of schools have not made returns – understandable when many schools are simply 'learning spaces' often simply under a tree). Refugees, returnees, internally displaced families, - these make precise targeting very difficult[1].

Budgeting is equally difficult as the cost of any activity depends on a) transport costs – from both the region and within the country and b) currency fluctuations and inflation. The official exchange rate is much less than the 'street' rate and this greatly increases the costs, for example, of services.

For these reasons, the Programme will have a six-month Inception Phase during which time the more detailed programme components and their respective budgets can be developed. This also provides the opportunity to carry out joint annual planning and budgeting with the Planning and Budgeting Directorate in the Ministry of General Education and Instruction.

Implementationcosts are also high. Given the fragile situation of much of the country and the weak state of national institutions, many of the components will be implemented through UNICEF Implementation Partner agreements. On the other hand, costs will be kept lower due to the extensive logistical support that UNICEF can offer: storage facilities in several parts of the country; partnerships based on agreements; and experienced teams. The GPE programme will therefore have a large element of 'learning by doing' and thus provide very valuable experiences for MoGEI partners at state, county and payam levels.

[1] 'It should be noted that the significant increase in all indicators between 2010 and 2011 is most likely due to an expansion of the data collection methods rather than a rapid expansion of the sub-sector' (draft report: South Sudan Country Study on Out of School children (2012)

Acronyms/Abbreviations

AED	Academy for Educational Development
AES	Alternative education system
AIR	Apparent intake rate
ALP	Accelerated learning programme
ALP	Accelerated Learning Programme
BFAL	Basic Functional Adult Literacy
BSF	Basic Services Fund
CEC	County Education Centre
CGS	Community girls schools
CPA	Comprehensive Peace Agreement
DFID	Department for International Development
ECD	Early Childhood Development
ECS	Episcopal Church Sudan
EMIS	Education management information system
ESR	Education Status Report
GDP	Gross Domestic Product
GER	Gross enrolment rate
GoSS	Government of South Sudan
GPE	Global Partnership for Education
HE	Higher education
ICT	Information Communication and Technology
IIEP	International Institute for Educational Planning
IRR	Internal Rate of Return
LSSAI	Local Services Support Aid Instrument
M&E	Monitoring and evaluation
MDG	Millennium Development Goal
MoGEI	Ministry of General Education and Instruction
MoHEST	Ministry of Higher Education, Science and Technology
NER	Net enrolment rate
NGO	Non-governmental Organisation
NIR	Net intake rate
NTC	National Training Collages
OECD	Organisation for Economic Cooperation and Development
PFM	Public Financial Management
RSS	Republic of South Sudan
SSDP	South Sudan Development Plan
SSESR	South Sudan Education Status Report
SSP	South Sudanese Pound
TA	Technical Assistance
TBD	To be determined
TLMs	Teaching and Learning Materials
TTI	Teacher Training Institute
TVET	Technical Vocation education and training
UNESCO	United Nations Education Science and Culture Organisation
UNICEF	United Nations Children's Fund
UPE	Universal primary education
USD	United States Dollar

USE	Universal secondary education
WASH	Water Sanitation and hygiene

Map of South Sudan

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EXECUTIVE SUMMARY

South Sudan's development is seriously threatened by extremely low levels of education - one of the consequences of a destructive war for over 30 years. While South Sudan has gained its independence it is still vulnerable to conflict (especially border and natural resources related disputes with Sudan) and to on-going communal disputes in many parts of the country. The economic situation, while potentially promising because of oil revenue, is vulnerable due to the unsettled political situation, poor development of other potential revenue sources and heavy dependence on imports for food and most other commodities. In 2012 South Sudan lost over 90% of its revenue due to the recent confrontation over oil with Sudan, which has resulted in an austerity budget, with large cuts in government programmes. Even prior to this situation, security needs of the country already accounted for approximately 40% of the national budget. However the recent agreement in Addis between South Sudan and Sudan over oil revenues does provide an opportunity for a more stable relationship in future between the two countries and a better prospect for predictability of revenue. Nonetheless, it is not expected for oil production to reach full load till atleast June 2013.

Delivering social services in South Sudan is challenging to say the least: over decades there has been very little investment in basic infrastructure(less than 100 kilometres of paved roads according to April 12 Report of the Logistics Cluster), much of the country is inaccessible during the rainy season frequent flooding makes an existing bad situation worse, distances are huge and facilities are very basic. Many areas are still regarded as security risks.
The advancement of national development institutions has also proved very problematic. Although there are several able and well-qualified staff, many officials are relatively inexperienced in education systems development. This has resulted in very slow capacity building, poor or slow programme implementation and often mismanagement of funds. Lack of confidence in government financial systems has resulted in many programmes being managed on behalf of government by various aid agencies or in some case being put on hold altogether. Therefore the programme title emphasises the 'challenging' circumstances that face the education programme. Risks are high, especially in trying to reach the neediest, unit costs are exorbitant due to scarce supply and high demand and delays (and ensuing frustrations) are the daily experiences of implementing agencies. Investment costs are high for families whose main source of income is farming, mostly subsistence farming. Pastoralist communities do not see the value of education. Girls are regarded as valuable property by many communities, that is why them marry them off early. Education has no great appeal for these communities.

Investment in education is low – currently about 7% of the national budget -though there is a government commitment toincrease this to 10% should the economic crisis be solved. Even if this materialises South Sudan will still need substantial financial (and technical) assistance in order to implement its policies for achieving education MDGs and EFA goals[2].

Currently a great deal of financial and technical support is provided via the Humanitarian and Emergency windows. The GPE programme is intended to strengthen the investment in the recovery and developmental phases of education systems building. The success of the GPE programme will encourage more donors to support national programmes and help develop much needed national capacity and systems. A number of key support programmes are in the

[2] See 'Education in South Sudan: investing in a better future' – A review by Gordon Brown (2011)

process of development and which the GPE programme will interact with strategically during the GPE period – the DFID Girls' Education Programme and the planned Local Service Delivery Programme.

In attempting to support South Sudan develop a national system of education the GPE programme will start with the most important issue in any educational system: learning in the classroom. The overall objective is to increase learning achievement in primary schools and out-of-school learning spaces, in particular in literacy and numeracy skills. This is in recognition of the very low standards in schools as a result of poor physical facilities, untrained and unavailable teachers (especially in rural areas), paucity of teaching/learning materials and little or no supervision.

Learning is defined in this programme as the mastery of basic literacy and numeracy skills which are the key tools of further learning. Starting with the classroom situation, the programme moves outwards to the community and upwards to the national system.
The GPE Programme requires a two-pronged approach: a) strengthening key central level structural and systemic areas in support of classroom learning and b) developing an integrated School Support Package, with components based on 'whole school development' principles.

Development of threenational level systems is targeted: a) Literacy and Numeracy Outcomes, and assessment mechanisms, and b) school supervisory systems and c) training of primary school head-teachers. GPE and non-GPE assisted schools will be assessed (pre- and post) for literacy and numeracy skills and the supervisors will be requested to make School Performance Reports on an annual basis. The head-teacher training will also focus on Literacy and Numeracy and hopefully create demand from the school level for national support for these goals. In all three areas support will be given to strengthening the relevant national institutional 'pillars'.

The programme will also provide support to on-going education policy development. The current GESP focuses on general education only. Much work remains to be done in the areas of Adult Education, TVET and Higher Education so that in a few years South Sudan could qualify for full sector GPE support. The 2012 Education Act and the General Education Strategic Plan 2012-2017 - underpinned by the Child Act of 2008 - pave the way for universal access to quality education for South Sudanese children - a right denied to earlier generations.

The entry point for the School Support Package is the community and the development and training of School Development Committees (SDCs) is the 'foundation stone' for the rest of the sub-components. To stress the primacy of addressing the major literacy problem of South Sudan (illiteracy rates: female: 89%; male: 72%) all members of the SDC will be offered literacy training. Special efforts will be made to have gender parity in all SDCs.

The School Support Package includes training of head-teachers and teachers, teaching/learning materials supplies to the school (libraries) and pupils (workbooks), and supervision visits by newly trained school supervisors. To promote the importance of primary school completion, the programme will focus on the physical upgrading of existing schools that do not offer the full primary school complement of Grade 1-8, through the provision of additional classrooms or other facilities as the case may be.

In one important sense the GPE programme can be seen as an initial phase of a longer term programme. With the main thrust of the programme on quality service to the classroom, the action research and the strong monitoring components will provide insights on how effective schooling can be implemented. Thus this programme could be termed 'GPE Support Phase 1'. GPE assisted schools will be pre-and post-tested for literacy achievement and a number of non-GPE schools will also be assessed in order to make some comparisons of outcome..

The anticipated outputs of the GPE Programme therefore will be:

a) A nationally approved set of Literacy and Numeracy Learning Outcomes
b) A national Schools' Supervision System established;
c) 200 School Supervisors trained nationally;
d) A National Head-teacher development programme in place;
e) Approximately 1500 head-teachers trained in school management;
f) Primary schools in the programme counties that do not offer the full primary complement (Standard 1-8) will be upgraded through provision of additional infrastructure;
g) 100 SDCs trained on school development and members achieving basic literacy;
h) Approximately 800 teachers trained (in literacy/numeracy and in pedagogy)
i) 2 school supervision visits per year for 100 GPE assisted schools;
j) Approx. 200 literacy/numeracy assessments;
k) 100 schools supplied with UNESCO education kits;
l) Literacy/numeracy materials supplied to schools and pupils Approx. 15,000 of out-of-school children assisted through the Alternative Education System (AES).

While this may look like a traditional 'shopping' list, the Programme will synergise the elements around the pupil and her teacher in the classroom.

UNICEF will act as the Managing Entity (ME) of the programme. A Programme Steering Committee, led by the Undersecretary of the MoGEI will guide programme implementation and monitoring. Technical Committees, led by the relevant MoGEI Directors and supported by TA from the NEFwill advise and assist in the planning of the programme components.

Three posts will be established at the central level to provide technical and managerial support the programme: A Programme Coordinator, An Operations manager, and a Monitoring & Evaluation expert. In addition there will be three posts for technical support to field implementation located strategically at the state level.

UNICEF will develop Programme Cooperation Agreements (PCAs) withNon-governmentalPartners (National and International NGOs) to implement the components of the programme. UNICEF has considerable experience in this area and has extensive knowledge of the capacities of potential partners. However, the Implementing Partner will work closely with MoGEIpersonnel at the relevant levels—National, State, county and payam levels.

The Results Framework sets out in detail the main components, sub-components, indicators, baselines and targets. The Resource Framework estimates the cost of services and materials. Exact costs are very difficult to arrive at and therefore the more detailed budgets will be developed during the planned Inception Phase (first 3-6 months). Programme budgets will be developed with and aligned to the Ministry's Annual Work Plan and Budget.

Component A will have national application – literacy/numeracy Learning Outputs and Assessment mechanisms will be disseminated to all states. Similarly, the Schools Supervision

programme will have nation-wide application as the programme will train the 200 new School Supervisors to be appointed by the MoGEI.

The Schools' Package (component B) will not be a nation-wide programme for the following reason. Spreading limited resources over such a wide area reduces the possibility of impact; incurs very high unit costs and it would be unlikely that the programme could be delivered within the GPE resource envelope or time-frame.

Component B will focus on the County level of the education structure. Counties will be selected on the basis of the following criteria:

a) Education criteria (drop-out rates, primary completion rates, gender disparity)
b) Accessibility - the Programme must be implementable within 3 years and therefore has to be implemented in areas where there is a reasonable expectation of success
c) Targeting: counties with high numbers of returnees and out-of-school population
d) Clustering: spreading resources iscostly – economies of scale can be made by a clustering approach.
e) Full primary cycle provision: (support will be given to schools so that they can offer the full grade 1-8 cycle)
f) Teacher Supply:availability of teachers for the full primary cycle

A preliminary application of these criteria suggests Eastern Equatoria as the starting point of the programme (see Annex 2). Eastern Equatoria has the highest number of out-of-school children and is reasonably accessible.

The programme will focus on those counties which offer a reasonable chance of completing the programme. It is hoped that the experience gained from this phase of GPE support would enable the ministry to apply for a follow-up grant which could then move out to more inaccessible and poor education-provided for areas. The GPE grant is USD 36.1 million. Approx. 25% of the budget will go to Component A, with the remainder going to fund the School Packages to the 100 GPE schools. An economic assessment (see Annex 1) was carried out which concludes that the GPE programme is strategically targeted and can have a major impact on the system as a whole and on the immediate beneficiaries

Given the implementation difficulties involved, the Programme has a 3-6 month Inception Phase to allow for detailed planning of all the components, for specific school selection and orientation and for general advocacy and dissemination work on the main goals of the Programme. The Action Research component will also be designed so that a number of critical activities will be pre-assessed so as to allow for post-test validity. The research component will address qualitative indictors in particular.

An important overall goal of the programme is to bring together the rich experiences of the great number of stakeholders in the sector. Many valuable lessons and experiences are lost to the country as small-scale projects end. The GPE programme will be implementedwith the active collaboration ofkey NGOs, and thus help to ensure that national programmes capture successful approaches and strategies.

1. INTRODUCTION: THE GPE PROCESS

On January 20, 2012, the Global Partnership for Education Secretariat informed the Government of the Republic of South Sudan of an indicative allocation of $36.1 million to support the country's efforts to provide quality basic education for all. At the time of the indicative allocation, South Sudan had not yet joined the Global Partnership for Education (GPE), but was well underway in developing a General Education Sector Plan (GESP) 2012-17 with technical and financial support from UNICEF and IIEP and participation of all donors and partners in the process. Also in January 2012, the GPE Secretariat provided comments on the Plan and indicated that it was available to work with South Sudan to facilitate the process of becoming a GPE member. The MoGEI committed to developing a GPE application prior to the 31 August deadline. In April-May 2012, the MoGEI updated the sector plan through as a series of consultations at central (one) the state (10)-levels, as well as with donors and partners, to ensure a wide inclusive approach to plan endorsement. In the framework of the GPE application, an appraisal of the final version of the GESP (commissioned by the LEG) was carried out in August 2012.

The GESP was positively appraised and endorsed by the LEG with a number of key recommendations[3]. These include the need to review the time frame, so that the reform process is not rushed; developing a fully costed Implementation Plan and a Results Framework that includes learning outcomes. The Education Management System was applauded, with a recommendation that it should be developed at State level.

For the GPE programme, the Ministry formally requested UNICEF to act as Management Entity (ME) and UNESCO as Co-ordinating Agency (CA). Both responded positively and the decision was approved by the LEG. The responsibility for development the GPE Programme document was primarily with UNICEF as the document had to be developed according to its internal requirements.In accordance with GPE guidelines steps have been taken to ensure that the programme development process is consultative, inclusive, transparent and based on consensus within the LEG.

A Concept Note was drafted by the LEG and after consultations, was signed by the MoGEI, UNESCO, USAID, UNICEF and DFID – representing the LEG/NEF - and submitted to the GPE Secretariat. This was evaluated through the QAR I. Its conclusions and recommendations are organized around the four objectives as follows:

Objective I: A transparent and collaborative process to identify the content of the proposed program.

Conclusion: The Secretariat was satisfied that the content of the proposed program has been determined in a transparent and collaborative manner.

Objective 2: Link between the programmed activities and the National Education Plan

Conclusion: The Secretariat was satisfied with the link between the proposed program and the sector plan.

[3] GESP Appraisal Report August 2012

Objective 3: Link with the Strategic Directions of the Global Partnership for Education

Conclusion: The Secretariat expressed concern for all three of the GPE Strategic Direction themes as described in the concept note. In areas where the GESP itself is unable to address critical issues, it is recommended that the GPE-funded activities include capacity-building support for a future update of the education sector plan.

Objective 4: Aid Effectiveness

The planned strategies and actions enhance aid effectiveness - through ASRs for example. It is also recommended that the Ministry of Finance take part in the JSRs.

The QAR1 report was welcomed by the LEG and guided the development of the draft proposal submitted by the deadline of July 31.

The QAR 11 report noted in particular the need to reduce the number of planned activities, and to create a more cohesive and strategic approach. It pointed out the lack of a Results Framework and the need to strengthen the M&E system.

The LEG first revisited the GPE strategic directions against the South Sudanese context:

Quality of Learning: As this is the first Priority Programme of the GESP, the GPE programme will give this the highest priority. As a 3 year programme the GPE will not be able to address all quality determinants and therefore will focus on basic Literacy & Numeracy for lower grade primary pupils.

Girls' Education:Gender parity and equity will feature in all the proposed GPE activities. In view of a major DFID funded Girls' Education Project ($90 million) in the immediate pipeline, Girls' Education will not be a separate GPE programme component, and efforts to ensure synergies and consistency will be made. However, decisions on GPE programme coverage will address gender indicators (access, attendance, transition/drop-out rates, achievement, cultural obstacles etc.).

Out-of-School education: While there are a number of agencies/NGOs dealing with the out-of-school population, the scale of the problem is so great (currently only 20% of the target group are being served), that the GPE programme will support this area.

Fragility: All areas of the country could be described as 'fragile' in one sense or the other. The GPE programme, through support to the Out-of-School programme will address a key fragility factor.

The final GPE document preparation took place in August 2012. A draft outline was prepared and was the basis for discussion with the LEG/NEF, the Education Donor Group, and the MoGEI (The Hon. Minister, the Undersecretary and the Director Generals). Consultative processes and meetings were organised to ensure that all actors had the opportunity to feed in to the development of the GPE programme. The final (draft) version was presented to the LEG/NEF and discussed at the NEF meeting on August 27th. The document was officially submitted to the GPE Secretariat on 3 September 2012.

2. THE PROGRAMMECONTEXT[4]

2.1.The National Context

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

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

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

The estimated 50 percent of the population under 18 years old creates a massive need and demand for education at all levels, and approximately 1.3 million primary school children are currently not attending school. The situation is even worse for girls, where a girl is three times more likely to die in childbirth than to enter Grade 8. The ratio of qualified teachers to students is 117:1 as only 13 percent of teachers are qualified (SSDP, 2011). Since the CPA of 2005, enrolments have dramatically increased, and while this is a positive indication of development, the rapid rise without the necessary infrastructure has resulted in a rise in the student-to-permanent classroom ratio to over 248:1 for permanent classrooms and 134:1 for all classroom types (SSDP, 2011). Furthermore, one third of schools do not have safe drinking water, while half the schools lack latrines and sanitary facilities of any kind. The vast majority of classrooms are still under trees as only about 25 percent of classrooms are in permanent structures (EMIS, 2010).

The strain on limited existing resources is further exacerbated by the influx of returnees and internally displaced persons (IDPs) as a result of ongoing conflicts and floods within the country. The most affected states are along the borders with Sudan, such as Northern Bar el Ghazal (NBG), Unity, Upper Nile, Lakes and Warrap. These are also the states that are most affected by the risk of flooding, significantly impacting communication with the capital and

[4] The source of information is this chapter is primarily from the SSDP, the Education Sector Review, the GESP and UNESCO and UNICEF documents.

neighbouring states. The floods and conflicts have also caused around 4.3 million people – almost half the population – to request food assistance at some stage during the year, and 1.5 million of these people have faced severe food shortages[5].

2.2. Social and Humanitarian Challenges

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

> 'The South Sudan Human Security 2011 Report states that between Jan and May 2011 over 5,000 people lost their lives and many more injured due to inter-tribal conflict, insecurity and continued attacks by the Lord Resistance Army (LRA)' (Juba Post Aug 16 2012)

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

The SSDP highlights this aspect when it suggests that,

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

The social and political aspects related to the general competition for scarce resources within South Sudan has been exacerbated by environmental issues (e.g. weather extremes that cut off various regions), social issues (e.g. population movements between regions and from rural to urban areas; tensions over returnees; tensions between community versus government ownership of land), political issues (e.g. lack of clear laws; border challenges in northern states and also at the payam level), and economic issues (e.g. unequal distribution of wealth)[6]. These inequities have had an impact on the education system in terms of the unequal distribution of educational resources; for example the current inequitable distribution of classrooms and teachers between states. The GESPwill provide a framework for the development of a more transparent deployment policy for teachers, particularly to address such equity issues.

This inequitable distribution is also reflected in the considerable disparities across and within the states, which have the potential to lead to further tension and unrest. For example, with respect to poverty incidence, the figures range from 26 percent in Upper Nile to 76 percent in Northern Bahr El Ghazal. There is also substantial variation in the adult literacy rate from 15 percent in Jonglei to 45 percent in Upper Nile. Similarly, the maternal mortality rate varies between 1,844 maternal deaths per 100,000 live births in Eastern Equatoria and 2,326 in

[5] Beyond Sudan's big day, 2011, Oxfam International
[6] INEE, 2011 Report on Consultative Workshop on Education and Fragility, February 2011.

Western Equatoria. In Northern Bahr El Ghazal, 23 out of 100 children will not survive to their fifth birthday, while this is the case for 7 children out of 100 in Unity[7].

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

2.3.Economic Challenges

The South Sudanese economy relies heavily on oil production. In fact, the export of oil amounted to 71 percent of the total GDP in 2010. Thus, the annual budgets are highly affected by fluctuations in oil prices. In 2008-2009, the country experienced a budget crisis related to the dramatic decline in oil prices. The planned budget was revised downwards by approximately 40 percent. This dramatic dip led to a major economic crisis for the government, and reductions in sector allocations. In response to the deteriorating economic situation, an agreement between major donors and RSS was signed: the *Juba Compact,* which aimed to "enhance fiscal responsibility, strengthen public finance management systems and accelerate private sector led development, inclusive of economic growth and poverty reduction." Despite this, South Sudan remains critically under-resourced particularly in the education sector which in 2010-2011 only received an average of 7 percent of the annual budget.

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

2.4.Analysis of the Education Sector – the Challenges[8]

The challenges facing the education sector in South Sudan are unusually severe, and according to the Country Education Status Report: "At present, at only 27 percent, South Sudan has one of the lowest rates of adult literacy in the world today.9" The data shows that school access and school retention is still a critical issue at all levels of the education system, especially for the most vulnerable populations: girls, rural, poor, disabled, returnees/IDPs, and over-aged children.

Early childhood development: Most ECD centres are of low quality and are concentrated in (semi)urban areas. Learning materials are in short supply, and just 37 percent of ECD teachers are trained. ECD lacks support from government and communities, as well as an EMIS system, M&E tools, consistent standards and oversight.

Basic education: The massive demand for education has led to a shortage of qualified primary school teachers. Poor management and supervision of teachers, lack of physical infrastructure, inadequate teaching and learning materials, and low participation of school committees and communities in school management all combine to produce access and quality challenges. For the 68.8 percent of the primary age population that eventually enrollin

[7]Source: SouthSudan Education Status Report

[8] A fuller analysis is to be found in the GESP (draft July 2102)

[9]SSESR, 2011, p. 25, citing NBHS 2009.Of all the countries in the world that report their adult literacy rate, only Burkina Faso, Mali and Niger also have adult literacy rates below 30 percent.

school, only 18 percent[10] are likely to complete the 8 years of the primary cycle. Only 13 percent of schools offer the eighth and final grade (with large disparities between states), affecting access and motivation for retention and completion. Classrooms are overcrowded due to over age children, as well as due to the continuous arrival of returnees and IDPs who may use schools as emergency shelters, leading to disruption of schooling and potential tensions[11]. This puts a strain on classrooms, teachers and learning materials; hence lowering quality.

Only 25 percent of primary classrooms are permanent structures, 30 percent in semi-permanent structures (mud, thatch, or grass), 10 percent under a roof, 2 percent in tents and 33 percent are held in open air.

Children with special needs make up about 2.3 percent of the school population (baseline data are unavailable for the entire population), and although the MoGEI is committed to Inclusive Education through a Child-Friendly School approach, standards remain low. Very few teachers are trained to address special needs, and very few schools so far provide a safe and accessible learning environment for children with special needs. As with girls who need female adult role models, so do children with special needs. Parents and teachers need to see successful role models with similar special needs. Children with special needs remain marginalized at primary and throughout the entire system.

Secondary education: The Government is committed to providing secondary education, yet in most states, less than 5 percent (and in some cases less than one percent) of the children of secondary school age[12] attend school. Many secondary schools do not offer a full secondary cycle (Form 1 to 4). Most of the student population aged 14-17 are at primary level or are out-of-school. Again the issues of classrooms, teachers, and materials also apply. Poor promotion rates (only 24 percent from S3 to S4) and high drop-out rates (70 percent by S4) are the result. All of this places extra strain on the Alternative Education System (AES), which has to absorb overage primary as well as secondary drop-outs, in addition to those who have never been to school.

Gender equity: To build a truly fair and just education system, resources must be distributed in such a way as to achieve similar learning outcomes across the nation and to bring all regions and groups to the same level of student success. Gender and geographical disparities are the biggest equity factors preventing this from being achieved. There may be several reasons why girls are underrepresented in South Sudan's education system. One, identified in a youth consultation, is the "cultural practice" of early marriage and early pregnancy. Others are child protection issues of insecurity or armed conflict, combined with long distances to school, or schools without buildings or sanitary facilities, affecting girls disproportionately.

This may explain why only 37 percent of all primary students are girls[13]. There are vast disparities across states - Warrap (29 percent girls), Lakes (31 percent girls), Northern Bahr el Ghazal (33 percent girls) and Unity (34 percent girls). Even less girls, 29 percent on average remain at secondary level. Most states have a poor gender parity index (GPI) of 0.4 - 0.5 in

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

11 116,500 primary school age children are expected to arrive by 2016 as returnees/IDP's, in addition to a normal demographic expansion of 97,500 children at primary level.

12 Net Enrolment Rate

13 According to the GoSS, EMIS, National Statistical Booklet 2010

primary school enrollment, the rare exception being Juba county (the national capital), with a GPI of 0.9.

Similar gender disparities exist for teachers at all levels: typically only 5 - 7.5 percent teachers are female (with Juba County's 32.3 percent female teachers as the exception). Gender disparity also has a strong rural/urban characteristic: Over 80 percent of South Sudan's population lives in rural areas where female teachers tend to be fewest. The four states with the lowest Gender Parity Index in primary school enrollment correspond to the four states with the lowest rate of female teachers. One critical consequence of these statistics is that there will be a shortage of girls with complete primary education from whom to recruit teachers over the next several years.

Geographical disparities: Baseline data described at the introduction of this chapter conceal large disparities across states. Educational resources are distributed very inequitably between – and within – states, notably classrooms, teachers and textbooks at primary level. The situation is aggravated by the numbers of returnees in Unity and Jonglei States. Disparities are also high within states, with counties affected by vast resource disparities. In part this can be explained by issues of insecurity, localized returnee/IDP populations, administrative and financial gaps. What seems clear, however, is that future redistribution of educational resources, both at intra-state/county level and at inter-state level will have to account for particular and individual state and county based needs.

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

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

Not all emergencies come as a surprise: many disasters are recurring (e.g. floods, droughts, and related conflict effects). This is why South Sudan's education system can make significant gains from establishing a practice of reducing risk of disaster through the systematic analysis and management of the causal factors of disasters. This includes reducing exposure to hazards, lessening the vulnerability of people and property involved in education delivery, and improving preparedness. Conflict and disaster analysis can be undertaken when schools are designed and constructed, to make sure that schools are located in areas that are not flood-prone and that building facilities follow quality design standards and can withstand the elements and protect learners and teachers from identified risks. Conflict

analysis can also inform decisions relating to access programmes so that education does not exacerbate tribal grievances or inequalities. Curriculum development initiatives can also systematically include disaster and conflict risk reduction content.

Conflict and disaster related indicators can be included in the national EMIS database so as to ensure better data, analysis of trends and the impact of emergencies on the sector. The INEE Minimum Standards can be adapted to the challenges of South Sudan. Contingency planning, prepositioning of stocks in emergency prone counties, training of education personnel, and the availability of emergency funds to address acute incidents are essential. As emergency coordination is crucial in South Sudan (not least due to the logistical and access constraints), the MoGEI and the State Ministries is part of the Education Cluster, in partnership with other Government Ministries.

Internal efficiency: Measures of internal efficiency can be determined by a number of factors which not only include repetition and completion rates, but also the number of out of school children who have never attended school or who have dropped out; the school calendar; and teacher time on task. The national repetition rate for primary levels is 9.2 percent, and the drop-out rate is 27.3 percent. The secondary system is even worse: 5.5 percent of students repeat levels; 39.1 percent of secondary students drop out of the system before graduation.

A significant proportion of primary school-age children and youth are **out of school** and have never been to school. At the national level, the hidden school costs[14], distances from home and cultural traditions were the three main obstacles preventing children attending school. 44-48 percent of children living in urban areas are out of school because of a) hidden school fees, and b) the need to support their family (child labour). Drop out is high, and only 18 percent of the children enrolled in the first grade (G1) are likely to reach grade 8. Apart from economic factors and opportunity costs that prevent children from enrolling in school in the first place, drop out is also a result of the fact that few schools actually offer a full cycle of primary schooling up to Grade 8. Other factors affecting **drop-out and repetition** are the same as those limiting access: **gender** (early marriage and pregnancy) and **security** (distance to school, type of school buildings).

Quality: An investment in learning outcomes: The Government of South Sudan's vision and objective is not only to increase access but also to ensure a minimum quality standard (mastering basic literacy and numeracy skills). The **quality of teachers is low - they are few, under qualified, poorly compensated, lack supervision, and are often late or absent.** 51.5 percent of primary teachers have either only primary school education, limited lower secondary education, or their education status is unknown. The pupil: teacher ratio by state shows significant geographical disparities, and teacher absenteeism and lateness are at serious levels.

Quality of classrooms and instructional materials: Many classrooms lack furniture, storage, and even basic instructional tools, such as a functional chalkboard - only 40% of classrooms had one in usable condition[15]. Pupil: textbook ratios are high and successful teaching as well as learning is difficult at best.

[14] Although primary school is technically free there are often charges particularly in relation to payment of volunteer teachers which are not calculated as school fees

[15] According to the South Sudan Service Delivery Study (2009) covering 4 states

Quality of curricula: It is worth taking note of the achievement that the MoGEI is working on a new national curriculum across all primary grades, and is developing the national secondary curriculum.

External Efficiency : Baseline data for education-to-labour market transitions do not yet exist[16], but indications are that the current education system is not geared towards the labour market. The youth consultations identified a huge demand for education and training, but also recognized the lack of schools and qualified teachers to meet this demand. The youth also questioned the relevance of education they received.

Alternative Education System, Technical and vocational education and training: AES is a major part of the education system, with somewhere in between 183,000 and 577,000 students (according to 2010 data by the AES Directorate vs. EMIS data respectively[17]) in seven different programmes, including literacy; accelerated learning; intensive English; radio; pastoralist education; and agro-forestry education. But the AES cannot absorb the excess numbers of over-age children and youth from primary and secondary.

Management Capacity: Overall management capacity and human capacity within MoGEI is low, with few exceptions. State level managers have seldom received specific management training, even senior managers at central level and state levels often operate without the skills required to administer their departments and lack the common management systems needed to conduct the daily business of a complex government ministry. This also undermines their authority in terms of co-ordination. Although a common organogram has been shared with State Ministries, many states cannot implement for lack of qualified personnel and more importantly, due to state requirements that are not adequately reflected.

Financing:

The challenges in education call for vast investments. Education spending has varied between 5 percent and 8 percent as a share of total public spending, with an average of 6.7 percent over the six years. However, this indicator is important to complement the share of public expenditure. 6.7 percent is relatively low by international standards; sub-Saharan African countries on average spend 18 percent of total public spending on education18.

Capital and recurrent expenditures: Spending on capital development has been very low, at 9 percent of total sector expenditure in 2011; with actual expenditure on capital significantly lower that budget estimates. The Budget for 2010 provided for SDG 35.7 million for capital investment, but provisional expenditures were SDG 1.7 million, or 4.7 per cent. This 4.7 percent is 1/20th of the budgeted capital investment, not ½ of 9 per cent. Recurrent expenditure has consumed between 95 percent and 98 percent of total education expenditure since 2006. Recurrent expenditure by sub-sector is difficult to track, since the bulk of expenditure takes place at the state level, and data on state level expenditure is uneven.

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

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

[18] EFA Global Monitoring Report 2011, p. 337

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

The Legal Framework:

The Transitional Constitutionof the Republic of South Sudan, 2011, forms the overall legal framework for education and other policies and is the founding document for the new nation. The 'Right to Education' guarantees the access to education for all citizens 'without discrimination as to religion, race, and ethnicity, health status including HIV/AIDS, gender or disability'. As stated in the South Sudan Development Plan (SSDP), the government "will work to ensure equitable participation in a rapidly expanding and quality education system, geared to promoting sustainable development throughout South Sudan."[19] Along with the General Education Bill, the Higher Education Act and the Child Act of 2008, these documents provide the broad legal framework for a system of education and social protection.[20]

The General Education Bill, 2011, sets out the rights to free and compulsory basic primary education that is equitable, free from discrimination or indoctrination of all kinds. It covers the formal general education system, comprising two years pre-primary, eight years of primary, four years of formal secondary education and an alternative education system (AES) and vocational education. Critical policy issues under discussion include: teacher training and certification, teacher conditions of service, inclusive education and gender equality, child-friendly school standards; school feeding; capitation grants; risk reduction and emergency response policy and national languages. The Bill has been passed by Parliament (August 2012) and will come into effect as the Education Act within a month.

The South Sudan Development Plan (SSDP) forms the 'pillars' on which the constitution can be implemented. The following SSDP objective for the sector provides the overarching framework within which the GESP has been developed: **"**The Government of the Republic of South Sudan will work to ensure equitable participation in a rapidly expanding and quality education system, geared to promoting sustainable development throughout South Sudan."[21]These policy documents, the General Education and Higher Education Bills of 2011, whencombined with the Child Act of 2008 provide the broad legal framework for a system of education and social protection.[22] The other document that guided the education sector throughout the time of the CPA period was the Ministry of Education Science and Technology, Policy Framework 2006-2007 (MoEST 2007), which was effectively the first strategic document that guided the education sector as a whole.

Currently, general and higher education activities are managed separately by the Ministry of General Education and Instruction (MoGEI) and the Ministry of Higher Education, Science and Technology (MoHEST) respectively. The principles, provisions for implementing

[19]South Sudan Development Plan 2011-2013, p 92
[20] The Child Act of 2008, Article 15(2).
[21]South Sudan Development Plan 2011-2013, p 92
[22] The Child Act of 2008, Article 15(2).

policies and the establishment of regulatory structures are enshrined in the General Education Bill 2011 and in the Higher Education Bill 2011.

While much has been achieved there are a number of outstanding issues which will need attention during the GESP plan period. These are:

- The development of a policy for Teacher Training and Certification and for Teacher Conditions of Service for General Education to ensure effective management of education personnel, including teachers, officials and administrators at all levels of the education system to build human and institutional capacity;

- The development of an inclusive education and gender equality policy within both ministries to ensure adherence to principles of inclusivity and gender equality to ensure increased access to education for all children, particularly girls and increased participation of women at all levels of the education system;

- Development of a policy on Child-friendly School Standards which includes access and provision for children with special needs;

- Development of a school feeding policy;

- A proposed introduction of capitation grants;

- Development of a Risk Reduction and Emergency Response policy to ensure that the MoGEI has the capacity and financial resources to prepare for, and respond to ,emergencies of all types; and

- Development of a national languages and education policy framework containing guidelines and outlining strategies for policy implementation. Policy documents state that national languages are to be used as the mediums of instruction in ECD and P1-P3 transitioning to English in the higher grades. A GESP to implement this policy is urgently needed in order to improve the quality and relevance of education.

3. THE GENERAL EDUCATION STRATEGIC PLAN (GESP) 2012-17

The GESP has been developed over a period of 3 years building on the first national education plan developed during the CPA period. The GESP is titled 'Promoting Learning for All' which emphasises the central role of learning – further underlined by giving first priority to improving the quality of education.

The GESP rests strategically within the four pillars of the national development strategy: Governance, Economic Growth, Social & Human Development and Conflict Prevention and Security. The GESP is further founded on the rights of the child, the commitment to the MDG goals and EFA targets – all of which are embedded in the Transitional Constitution of 2011. The Education Bill of 2012 states that the GESP is the framework for the education sector and was passed by parliament in August 2012. It is expected to become an Act by September this year.

As the GPE Programme is founded on the GESP, it is necessary to outline its main features so as to put the GPE Programme in its proper perspective.

The GESP major objectives are set by the SSDP

1. To improve the quality of general education.
2. To increase access to general education and promoting equity.
3. To promote adult literacy.
4. To build institutional and human capacity.

It is worth noting that quality is the over-riding objective as providing access to poor quality education is a waste of valuable and scarce resources.

The GPE Programme addresses all of these objectives. The GESP essentially 'unpacks' each of these major objectives (and adds a fifth: financial resource mobilisation) as follows:

3.1 Strategic Goal (1): To improve the quality of general education.

1. To develop a national curriculum.
2. To develop and implement a national teacher development policy and standards.
3. To develop textbooks and procure other learning resources.
4. **To develop and implement a common national school inspection framework.**
5. **To improve school management, leadership and governance.**
6. **To improve assessment of learning.**
7. To promote early childhood development.
8. To improve attendance, retention and progression.
9. To promote all the main sports and cultural activities in schools.
10. To improve pay and working conditions of teachers.
11. To reduce class size.
12. **To increase the number of qualified teachers in schools.**
13. To conduct educational research to ensure continuous school improvement and effectiveness.

The GPE Programme focuses directly on the highlighted objectives above.

3.2 Strategic Goal (2): To increase access to general education system and promote equity.

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

The GPE programme will directly address the objectives highlighted above. The programme will be support objective 2 (a major DFID programme) and will implement objective 7 through its training programmes

3.3 Strategic Goal (3): To promote adult literacy and functional skills.

1. To develop a national policy, strategy and standards for adult literacy.
2. To develop training programmes and provide training for adult literacy tutors.
3. **To recruit and train additional adult literacy tutors.**
4. To establish functional adult education centers.
5. **To develop adult literacy learning resources.**

By supporting the development and assessment of Literacy and Numeracy Learning Outcomes the GPE programme will contribute to these goals. In addition, the GPE programme will offer adult literacy classes to all members of the School Development Committees in the 100 GPE schools.

3.4 Strategic Goal(4): To strengthen the capacity of the ministry, state ministries of education and county education departments.

1. To identify the training and development needs of staff.
2. To develop a staff capacity building plan and provide training to increase the technical capacity of staff.
3. To upgrade EMIS in the Ministry and the State Ministries of Education.
4. **To promote good governance.**
5. **To improve evidence-based decision making at central, state and county levels.**

The GPE Component One – national capacity development – focuses on 3 major capacity areas: a) National Learning Outcomes and their assessment, b) national schools' supervisory systems and c) governance through School Development Committees and Headteacher training.

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

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

As of August 2012, the Cabinet has approved the increase of education's share of the budget from the current level of 7% to 10% - though the ministry is still pushing for a 15% share. Much depends however on the resolution of the oil crisis – which currently deprives the government of 90% of its revenue.

The GESP was appraised by the National Education Forum (NEF) in August 2012[23] and was formally endorsed by the LEG on August 26 2012. There are a number of issues still be to addressed in GESP but accepting it as a 'living' document, the GESP will be under continuing review – particularly through the Annual Sector Review mechanisms. The endorsement commits national education stakeholders in general and the LEG members in particular to plan their assistance to the education sector with the MoGEI within the GESP framework. Initially this can involve collective planning of annual work plans and budgets; and while budgetary control will remain with donors/agencies for the present, the necessary confidence building can be achieved through joint planning (and monitoring) processes and lead to sub-sector pooling arrangements as the financial scene becomes more normal.

[23] See South Sudan GESP Appraisal Report, 2012

4. THE GPE PROGRAMME RATIONALE AND OVERVIEW

4.1.Programme Development Process

The GPE Programme is essentially a resolution between the demands of the GESP, the GPE strategic directions (and the Quality Assessment Reviews), and most critically, a response to the education context of South Sudan, a context which is 'challenging' at best and 'exceedingly difficult' at worst.

The Programme attempts to address the following Ministry concerns:

a. The GPE would have to be seen as supporting education in all states (as well as the central ministry) – because the GPE is founded on the GESP which is a national policy. This is not only a political imperative but a strategic one with respect to the decentralised/state system in South Sudan.
b. The GPE should address national education system development to move some way from the discrete project/ emergency supply approach towards the developmental goals of GESP. (The MoGEI is appreciative of project and emergency support but wants to address national developmental needs, especially in strengthening national education institutions).
c. While it is accepted that GPE cannot address all system-wide problems, whichever elements that would be proposed for support should have a multiplier impact (i.e. ensuring that the ministry can apply the programme nation-wide).
d. The focus on learning in the classroom (Literacy and Numeracy) must apply to both regular schooling and Alternative Education System students.

These four issues present challenges to the GPE, which is a short-term intervention (though with medium and long term implications[24]). Moreover, with the endorsement of the GESP by the NEF, the GPE will now have to be even more closely aligned (programmatically) to the GESP. It should also be borne in mind that the final NEF/LEG-endorsed Concept Note[25] has already approved 10 specific education outcomes and these must be incorporated in some way into the overall programme structure.

The GPE document responds to two major issues identified through the preparation process: a) having too many activities (given the difficult implementation factors in S Sudan) and b) the lack of a strategic focus or unifying principles for the programme as a whole.

The challenge was therefore to merge all these 'agendas' to ensure that the resulting programme is a) GPE 'credible', b) achievable within the time frame and c) implementable in a fragile context. The proposal is 'credible' to the extent that it reflects the real priority needs of the sector[26]; achievable to the extent that all the components can be completed within the stipulated time frame (reduced number of activities and greater cohesion); and implementable

[24] Again, a successful GPE implementation would give strong grounds for a further application and give confidence to other donors to support the GESP on a greater scale.
[25] See GPE Concept Note – annex 1
[26] The GESP Appraisal Report concludes that the GESP is a credible response to the education demands of South Sudan

with respect to capacity and context (selection of implementation counties with reasonable chances of implementation).

This Programme document has reduced an initial proposed 48 activity areas to less than 20 and has made the classroom the strategic focus for all the components – from community/school level to national institutional level.

Recognising the challenging context, the programme is designed with a 'Plan B' in such a way that many of the components (e.g. up-grading of school physical structures) can be put on hold if, for example, the targeted state/county is embroiled in conflict, or affected by wide-spread flooding. In the worst case scenario, the Programme could be postponed (ultimately cancelled) in one state/county and implemented in another, safer area. The GPE Steering Committee, informed through the M&E system and regular field reporting, will make Plan B decisions.

The GPE Programme is ambitious but it is better to believe in the future of the children of South Sudan and therefore strive to provide a basic education service that gives them hope for the future. There is a very high demand for education in South Sudan and parental hopes for the future rest with the education of their children.

4.2.The Proposed Programme Principles

Strategic principles governing the structure of the programme are:

a) Making the community the entry point for the programme
b) Improving teaching/learning in the classroom in particular improving basic literacy and numeracy standards at lower primary levels
c) Addressing key national level systems (in particular establishing Key Learning Outcomes, and establishing a national schools supervisory system) to ensure some kind of sustainability of the whole programme.
d) Addressing gender considerations at all levels and in all programmes
e) An Action Research component to explore determining factors in successful education programme delivery.

The Programme recognises that many of the sub-components are already in operation through various aid agencies. However, most are very specific locality focused and delivered by a great number of NGOs. The GPE programme will not only utilise the experience, materials, and implementation strategies of these successful interventions but work on them in the context of national institutional capacity development. In some cases the Implementing Partner will already be engaged in the relevant field of activity (e.g. AES). The GPE Programme will not duplicate existing programmes or substitute financing but will address the scope and scale of current provision. (While a number of programmes address out-of-school children only 20% of the target group are currently reached).

Guiding principles that will be applied to every component of the GPE Programme include:

a) The need to respond to a situation which can be described as 'critical' in terms of addressing the rights of children to a basic education of minimum quality
b) The need to align the programme with national education priorities as articulated in the Priority Programmes of the GESP

c) The need to begin the longer term task of capacity building, starting with communities, through payam, county, state and central levels, so that South Sudan can be empowered to deliver a sustainable education service.

d) Meaningful access: The Programme will address not just enrolment in schools but will endeavour to promote an 'enhanced vision of access': this is based upon the principle that initial access is meaningful and results in:

- Secure enrolment and regular attendance
- Progression through grades at appropriate ages
- Meaningful learning which has relevance
- Reasonable chances of transition to lower secondary grades, especially where these are within the basic education cycle.
- More rather than less equitable opportunities to learn for children from poorer households, especially girls, with less variation in quality between schools.

e) With respect to the Emergency perspective, heads, teachers and communities will be assisted to plan and prepare for emergencies and increase protection for children.

Getting it right in the early grades!

Ensuring that children acquire sound early reading and numeracy skills in the early grades provides a foundation for future learning. Conversely, failure to impart these skills diminishes future learning achievement and increases the risk of drop-out. Several countries and regions – e.g. Tanzania – have combined rapid increases in enrolment with improved learning achievement outcomes by strengthening the focus on early reading and numeracy. Successful strategies include increasing the number of qualified teachers in early grades, setting clear targets, rigorous assessment and support for teachers.

EFA Global Monitoring Report 2011

4.3. The Programme Components and Outputs

The programme will have four major components:

Component A: National Systems Strengthening

Component B: Community and School Based Education Service Delivery

Component C: Action Research and Communication

Component D: Inception Phase

Component A: National Systems Strengthening

Given the national GESP appraisal through 11 major consultations (10 states + national ministry) and the LEG endorsement of the GESP following the LEG appraisal, it is necessary to address key national institutional capacity development issues.

The GPE Programme will focus on five critical areas:

a) Learning in the classroom: basic literacy and numeracy skills (Lower primary)

b) Supervision at school level: to support schools achieve these basis skills

c) Assessment of basic literacy and numeracy skills

d) Gaining a Multiplier Effect through a national Headteacher Programme which will promote key educational concepts (the rights approach, community mobilisation, school development plans, etc.)

e) Sustaining assessment through the strengthening of national assessment and examination systems

These address GESP priorities but also address one of the major weaknesses of the GESP: insufficient attention to Learning.

Sub-components:

A1. Strengthening Learning in the Classroom

Learning achievement in primary schools is reportedly very low. However, the only way of measuring this is through national examinations at Grade 8, by which stage the majority of pupils have dropped out. Failure is a great incentive for dropping out and therefore the programme will focus on early grades ensuring that students master basic literacy and numeracy skills as the foundation for further learning.

The situation in South Sudan is complicated by the variety of languages – mother tongues, Arabic and English. English is government policy as the medium of instruction but the level of English of the majority of teachers is inadequate to ensure successful teaching.

By setting standards at lower primary, and by disseminating the agreed Learning Outcomes among school committees and local education personnel, the programme would hope to influence drop-out rates and encourage pupils to proceed to a complete primary education.

The proposed strengthening will be through targeted support to curriculum (provision of school curricula/syllabi to schools), minimum literacy/numeracy standards, assessment (development and application of simple literacy and numeracy tests at grade 4 and 8 levels) leading to establishing national standards and national assessment.

Main Outputs:

- Developing a national set of Learning Outcomes
- Developing Basic Literacy and Numeracy strategies for a) teachers and b) primary level pupils.
- Developing simple assessment tests for Learning Outcomes for basic literacy and numeracy
- Carrying out assessments in GPE supported schools and non-supported schools in order to measure impact.
- Providing schools with copies on current primary curriculum and relevant syllabi.
- Supporting (through consultancy services and studies) the development of a national learning assessment system for literacy and numeracy and aligning these with the development of a national primary examination system.

A2. Strengthening School Supervision to Improve Quality of Education

School supervision is critical to ensuring that national policies and curricula are being effectively implemented. Currently, there are no official school supervisors in South Sudan. Whatever supervision that takes place in usually in connection with donor/NGO projects using their own supervisory system and personnel.

By helping establish a national system and by training a cadre of school supervisors, schools could greatly benefit from regular supervision, in particular in support of the literacy/numeracy goals of the programme. The main focus of this sub-component will be to ensure that the supervisors are trained so as to able to give 'educational added-value' to school visits. Thus the emphasis will be more on enabling than on inspection. The programme will help develop a national schools' supervision service with the ultimate aim of having every school receive at least 2 school supervision visits per annum. The programme will train (initial training) for 200 school supervisors. The Ministry will seek permission from the Ministry of Finance to create supervision posts on an equitable basis. The main content of the initial training will be on assisting schools in their literacy and numeracy programmes.

Main Outputs:

- Developing a national schools' supervision policy with the main focus on developing the ability of supervisors to provide 'educational added value' to school visits.
- Training a limited number of state level supervisors and supporting cascade training at county levels

A3. National Headteacher Training Programme

Good headteachers are generally regarded as the key to school success. In many cases the only supervision that takes place is that by the headteacher herself. The programme will work with the MOGEI to develop a national school headship policy and strategic plan and train all the primary school headteachers (however, a selection process will be put in place to identify potential young headteachers). The training will be conducted at county level (there are 90 counties in South Sudan). The first batch of headteachers will be selected from full primary schools (Grade 1-8). Efforts will be made to identify young potential headteachers and provide them with training. This sub-component will be an extension of the Schools' Supervisor Programme as the trained supervisors will be the trainers for the Headteacher Programme.

Main Outputs:

- Developing a national headteacher policy and strategy.
- Developing (or adapting) a Primary Headteacher Training Programme (Two main components: Key educational concepts and Literacy and Numeracy)
- Developing a Headteacher Schools' Management Manual
- One weeks' training for all Primary Headteachers

A4. Policy and Strategic Planning and Review

Support, in collaboration with other main stakeholders, will be given to continue policy development. The main objective will be to assist the ministry move from the GESP framework to a comprehensive ESP framework – thus enabling the government to address all

levels of the education sector from pre-primary to tertiary, including TVET and informal education. Consultancy services will be provided (as part of an overall ESP development plan) at MoGEI request and in collaboration with the NEF. Support will be provided for accompanying workshops for the consultancy work. Annual Sector Reviews will be initiated and will enable the beginning of aid harmonisation. Support to this component will also ensure that the areas of Learning Outcomes, Supervision and School Management will be addressed at all levels.

Main Outputs:

- Policy development workshops
- Annual sector review

Component B:Community and School Based Education Service Delivery

This is based on the realisation that effective community engagement with education at the school level is the foundation of sustainable school development. The GPE programme proposes a 'school development package' which is founded on the principles of 'whole-school-development' which will give coherence to the different elements of the programme. The key objective of the programme is to improve literacy and numeracy scores of children in the lower grades of primary school. The target group are 100 schools in specific counties.

Main principles:

a) Taking the community as the entry point (massive evidence of the impact of real community involvement on school performance, e.g. Escuela Nueva and BRAC)
b) Having an integrated approach to school development, generally based on the well-known Whole School Development approach (e.g. Heneveld, etc.),
c) Addressing equity and fragility factors by supporting the AES and its linkages to the formal system. In particular, addressing the needs of pastoralist communities.
d) Bringing the national system (school supervision and learning assessment) into the classroom (allowing for evidence based planning – esp. curriculum development)
e) Focusing on the teaching/learning environment – learning outcomes, teacher behaviour, peer learning, problem solving,
f) Integrating key issues such as education for peace, emergency preparedness and basic life skills.

Sub-components:

B1. Community Engagement in School Governance

Support will be given to the establishment of School Development Committees (SDCs), to the training of its members in key education messages: the rights and protection of children, the duties of parents, the conduct of teachers, and the basic principles of Child-Friendly schools. SDC members will also be offered Literacy training using the existing BFAL (Basic Functional Literacy Programme). This sub-component will bring together the experiences of many NGOs and faith Based organisations in community based approaches. The objective is to set nation-wide standards for community involvement in school affairs.

Main Outputs:

- Developing an SDC policy and strategic plan
- Training of SDCs for all GPE supported schools. The trainings will be carried out by newly trained supervisors.
- Literacy training of SDC members to increase their confidence – with the long term goal of making basic literacy a condition for SDC membership.

B2. Improving physical infrastructure to enhance learning

The infrastructure deficiencies contribute to low education outcomes, especially as it limits contact hours and affects learning given the extremes of heat and rain in most parts of South Sudan. This subcomponent will focus on low-cost, locally manageable construction, of classrooms and County education centres (CECs)--based on needs assessment of the targeted schools/counties. Following an assessment of the physical needs of schools a County Schools' Plan will be developed. (See Annex 6 for the proposed strategy). CECs have been constructed as centers for in-service training. However, many are reported to be in need of rehabilitation. Given the costs of training (often in hotels) the rehabilitation will ensure considerable savings. The possibility of using the CECs as teachers' resource centres will also be explored.

The experience of South Sudan cautions against understating the importance of physical infrastructure and teaching materials. International dialogue on policy approaches for achieving education for all have seen a growing emphasis on the quality of teaching and learning outcomes, as distinct from 'inputs' such as classrooms, books, blackboards and desks. In some countries the shift is both welcome and long overdue. In the case of South Sudan, infrastructure deficits and shortage of learning materials reinforce deficits in the quality of education. (G. Brown, 2012)

Main Outputs:

- Construction, upgrading and rehabilitation of 50 schools
- Rehabilitation of 5 CECs

The inception phase will lead to identification of the target counties and schools therein. Following the assessment of existing schools, the target will be to build a total of 220 classrooms that can accommodate 44 pupils each. These classrooms will be organised in about 50 existing schools, depending on the number of permanent and semi-permanent classrooms in the targeted schools. Only schools with at least 9 teachers will be considered in order to be able to provide full 8 grades. The selected schools shall be divided into clusters. These clusters will be organised based on its territorial proximity in order to reduce construction and administration costs. A GIS analysis will be applied to select the specific schools to be renovated/enlarged. The renovation will include the construction of 'pavilion-type' classrooms, which in a later stage could be completed by

the community.[27]The estimated costs of the renovation and enlargement of these schools will include new classroom (pavilion type), one borehole per school, three latrine blocks per schools (one for boys, one for girls and one for teachers), and a school fence. The costs will not include classroom desks and benches, office, store, kitchen, courtyard landscaping, teacher house, etc.

B3. Provision of Educational materials

This sub-component envisages two sets of materials: a) the UNESCO start up kits (5 kits) to ensure that schools have at least the minimum requirements for teaching/learning; b) adapted Literacy and Numeracy materials focusing of lower primary grades.

Main Output:

- 100 GPE focus schools supplied with key educational materials

B4. Capacity Building of Teachers

This sub-component will be the local application of the national components related to A1 and A3, pertaining to learning outcomes and head-teacher capacity development.

Main Outputs:

- Headteacher training: Headteachers will get additional training (apart from the national training programme) on GPE priorities (esp. Literacy and Numeracy)
- Teacher Training: This will combine improving teachers' own literacy and numeracy skills with the pedagogy of teaching literacy and numeracy.

B5. School Supervision

The objective is to ensure that GPE supported schools receive two supervision visits per year. The County GPE Plan will detail the operation of this component as school locations can be difficult to access. If necessary, and if feasible, bicycles could be purchased to facilitate transport. The head-teacher programme will also focus on school supervision and where it is not possible to carry out supervision by the county supervisor, schools will be able to do their own self-evaluation.

Main Outputs:

- GPE supported schools receive two supervisory visits per year
- Literacy and numeracy testing is conducted in all GPE supported and a sample of non-supported schools
- Annual school performance reports are prepared

[27] The classroom includes foundation, a reinforced concrete slab, iron structure (columns, beams and roof structure), walls between the classrooms and corrugated iron roofing sheets. In a second stage, the community can raise the front walls, produce and install windows and doors, and plaster and paint the structure (see Annex B for design details).

B6. Support to Out-of- School Cohorts (OOSCs) in selected counties

South Sudan has developed a number of excellent programmes for the estimated 1.2 million school age children who do not have access to schooling, have dropped out, or are internally displaced etc.[28]. Following an assessment at state and county level, the GPE programme will deliver the Alternative EducationSystem (AES) to the selected cohorts. Through a clustering approach, special efforts will be made to encourage OOSCs to re-join the formal system.

Main Outputs:

- Needs assessment of OOSCs in selected counties
- Training of ALP teachers in literacy and numeracy skills
- Provision of ALP supplies and learning/teaching materials

Component C: Action Research and Communication

As indicated earlier, this programme is seen by the Ministry as a phase 1 of a possible nation-wide programme focusing on improving learning outcomes. Therefore all key components will have to be formatively and summatively evaluated. The M&E system will provide the raw data for most of the activities. However, it will be necessary to carry out pre and post testing on the Learning Outcomes and qualitative. Qualitative research will be carried out in areas such as parent perceptions, school committee activities, etc. The approach will be participatory along the principles of Action Research.

Main Outputs:

- Action research plan
- Periodic reports
- GPE/GESP newsletter

Component D: Inception Phase

Acomprehensive Inception Phase is planned for the programme. This phase will focus on detailing the target counties/schools, identifying implementation partners for the various components, detailing budgets, and setting baselines. Importantly it will also engage with key stakeholders in the proposed strategy, components and approaches. The staffing required for managing the programme will be brought on-board early in this phase.

Main Outputs:

- National and County Orientation workshops
- Identification and assessment of counties/schools to be covered in Component B
- Finalisation of Implementation Plan, M&E framework and detailed costing

[28] See the excellent (draft) 'Global Initiative on Out-of-School Children: South Sudan Country Study' (2012)

4.4.Programme Coverage

Component A and C will be national and apply to all states
Component B will be county based (provisionally in Eastern Equatoria which has the lowest enrolment of all states)
Counties within the State will be ranked according to;

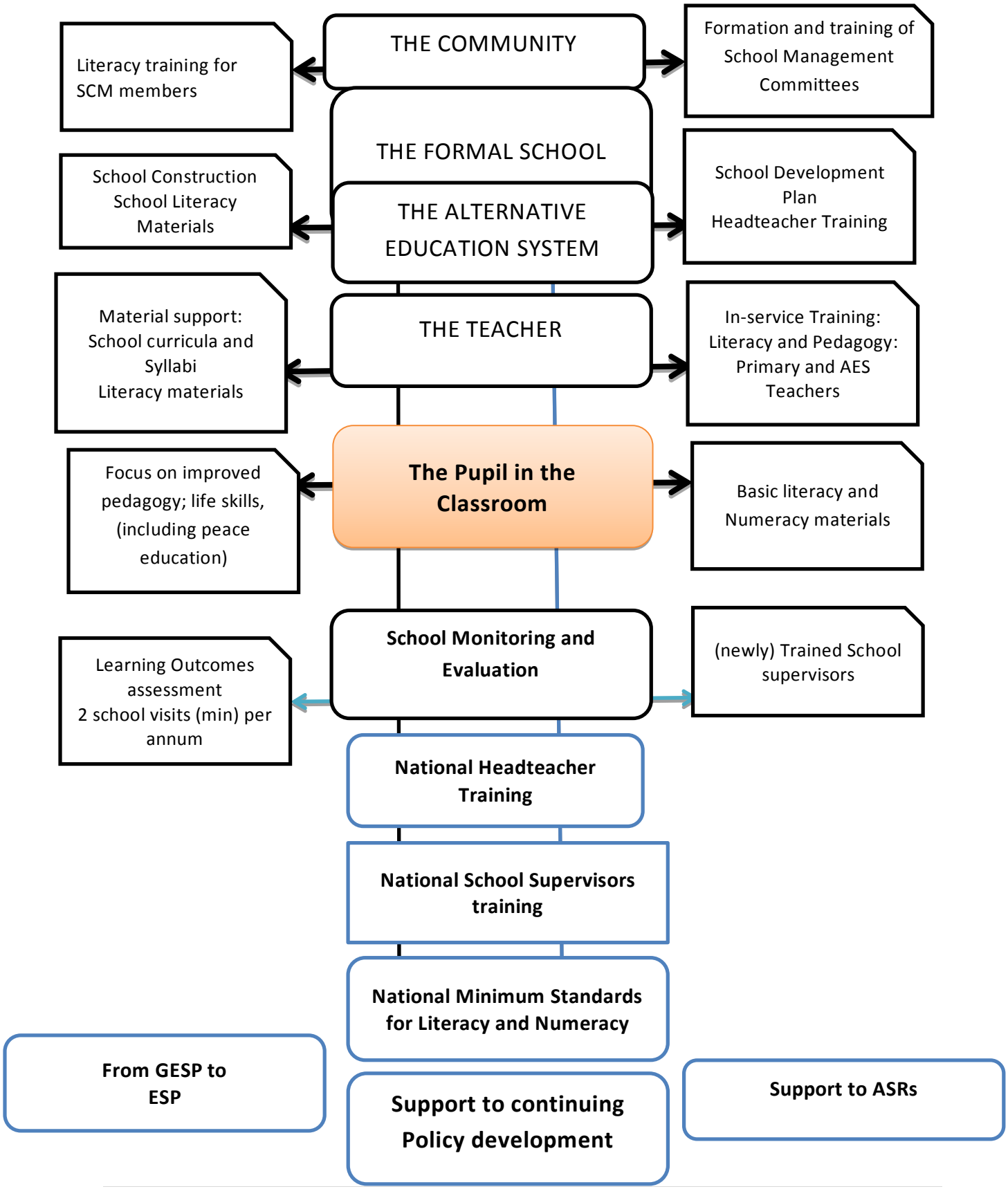
a. Select Education criteria (e.g. drop-out rates, primary completion rates,)
b. Accessibility - the Programme must be implementable within 3 years and therefore has to be implemented in areas where there is a reasonable expectation of success
c. Targeting: counties with high numbers of returnees and out-of-school population
d. Clustering: spreading resources is costly – economies of scale can be made by a clustering approach.
e. Full primary cycle provision (support will be given to schools to upgrade and offer 1-8 cycle)
f. Provision of teachers: targeted schools should have the required number of teachers (there is evidence of schools being built – often because of local political pressure – without provision of teachers)

Counties will be ranked according to these criteria and a final selection made during the Inception Phase of the programme[29]. Cost is a major concern. Reaching the most difficult areas increases unit costs exponentially, and the chances of success are relatively small. Food supplies for example have to be delivered by helicopter in many parts of the country. The goal of equity must be seen in the context of the current situation. The GPE programme needs to get off to a good 'win-win' situation to build up the confidence of programme and ministry personnel.

[29] See Annex 2 Education Profile Eastern Equatoria

SCHEMATIC OVERVIEW OF THE GPE SCHOOL 'PACKAGE':

KEY COMPONENTS



5. PROGRAMME RESULTS FRAMEWORK

COMPONENT A: NATIONAL SYSTEMS STRENGTHENING

Results and Framework
Summary Results Matrix: GPE PROGRAMME: DELIVERING QUALITY BASIC EDUCATION SERVICES IN CHALLENGING CIRCUMSTANCES
MDG/MD Commitments/ CRC Article(s): Millennium Declaration Commitments / CRC Article(s): ensuring the rights of South Sudanese children to a basic education of minimum quality
SSDP Priority (Social & Human Development – Education Priorities: a) to increase access to general education and promote equity; b) to improve quality of general education; c) to build institutional and human capacity at the three levels of government (national, state and county)
UNDAF Outcome: *UNDAF Outcome 3: (Social and Human Development Pillar – Education priorities): expand access and improve the quality and relevance of general education.*

Programme Component	**Programme Outputs**	**Key Progress Indicators, Baselines and Targets**	**Major Partners and Cooperation programmes**	**Coverage: States/ Counties**
A1 Strengthening Learning in the Classroom	1 A set of National Learning Outcomes for lower (first priority) and senior primary students in Literacy and Numeracy	Nationally approved Learning Outcomes for lower and senior primary classes in Literacy and Numeracy developed, approved , printed and disseminated Base line 0 Target: 4 sets of approved Learning Outcomes	MoGEI: Quality Assurance, Curriculum development, National Languages. Primary Education – central level and GPE state levels: NEF and EDG	Central
	2 A set of Learning Assessment Tests for Literacy and Numeracy Grade 4 and Grade 8 students	Literacy and Numeracy Assessment Tests developed, approved and printed Base Line 0 Target: 4 tests developed and x5,000 printed	As above	Central
	3.Assessments carried out in GPE supported schools and anumber of tests carried out in non GPE schools.	School Literacy and Numeracy Assessments carried out Base Line 0 Target: 100 GPE assisted schools; 50 non GPE schools	County Education Offices in GPE supported counties; county level partners	GPE schools & Non-GPE schools
	4.National Literacy and Numeracy Standards established	Literacy and numeracy standards set for primary grades Base: 0 Target: approved, printed and dissemination set of L&N standards	MoGEI: Quality assurance, national examinations	Central& all states

Programme Component	Programme Outputs	Key Progress Indicators, Baselines and Targets	Major Partners and Cooperation programmes	Coverage: States/ Counties
	5. A National Primary School Assessment Framework in place	National Assessment Document approved, printed and distributed Baseline: 0 Target: approved, printed and disseminated primary curriculum	primary examination	Central& all states
A2 Strengthening School Supervision to improve quality of education	1. A national Schools Supervision Policy (central and state levels)	Schools Supervision Policy developed, approved and disseminated Baseline: 0 Target: Policy officially approved, printed (1,000 copies and disseminated.	MoGEI: primary education, Quality Assurance	Central Ministry
	2. 200 School Supervisors trained	200 school supervisors (on government payroll) trained Baseline: 0 Target: 200	MoGEI Teacher education, Quality Assurance, Primary Education	All states
	3.Programme schools visited at least 2 per annum in year 2 and 3 of the programme	Number of schools receiving minimum 2 supervision visits per year Baseline 0 Target: 2 x 100 GPE assisted schools	County Education Office; Payam Education Manager,	GPE Schools in selected counties
	4. A schools' performance reporting system in place.	School Performance Reports Baseline: 0 Target: 2 performance reports for each GPE school (200 reports)	Quality Assurance	GPE schools in selected counties
A 3 National Head-teacher training Programme	1. A National Headteacher Policy and strategy developed	School Headteacher Manual (primary) Base 0 Target : HT Manual approved by MoGEI HT Manual printed and distributed Baseline 0 Target 2000	Primary Dept., Quality Assurance	Central Ministry
	2. Training of Trainers	(part of Supervisors Training) – no cost	Primary Dept., Quality Assurance	Central and state ministries
	3. Headteacher Training	At approx. 90 counties – est. 3,000 headteachers – 2 week training Baseline 0 Target 3,000	County Education supervisors and teacher training college	County Education Offices
A 4 Policy and Strategic Planning and Review	Support to on-going national education policy development	Support to Annual Sector Reviews: Baseline: 0 Target 3 (one per annum) NEF Policy Workshops (TVET and Higher Education 2 x 3 years Baseline 0 Target 6 Consultancy Services to Planning Directorate 3 weeks per annum Baseline 0 Target 9 weeks	Planning Directorate, MoGEI, Ministry of Higher Education, Ministry of Finance. UNESCO, UNICEFM USAID, DIFID, EU	Central level,

Component B: Community and School Based Education Delivery

Results and Framework
Summary Results Matrix: GPE PROGRAMME: DELIVERING QUALITY BASIC EDUCATION SERVICES IN CHALLENGING CIRCUMSTANCES
MDG/MD Commitments/ CRC Article(s): Millennium Declaration Commitments / CRC Article(s): ensuring the rights of South Sudanese children to a basic education of minimum quality
SSDP Priority (Social & Human Development – Education Priorities: a) to increase access to general education and promote equity; b) to improve quality of general education; c) to build institutional and human capacity at the three levels of government (national, state and county)
UNDAF Outcome: *UNDAF Outcome 3: (Social and Human Development Pillar – Education priorities): expand access and improve the quality and relevance of general education.*

Programme Component	**Programme Outputs**	**Key Progress Indicators, Baselines and Targets**	**Major Partners and Cooperation programmes**	**Coverage: States/ Counties**
B1 Community Engagement in School Governance	1.Development of School Development Committee (SDC) policy and strategy	1. Development of SDC policy and strategy: approved, printed and distributed to relevant stakeholders Baseline: 0 Target: 1,000 copies	MoGEI: Primary Education, Quality Assurance, EU, DFID	Central
	2 Development of SDC training manual	2 Training Manual developed, approved, printed and distributed **Baseline** 0 **Target**: 1,000 manuals	As above	Central
	3 Training of SDC Trainers at central level	3 (integrated into Supervisor Training) Same as for supervisor sub-component (A2)	As above	Central
	4 Training of 100 SDCs in school key education concepts	4 100 SDCs trained Baseline 0 Target 100	State/County education offices. Payam education officers.	In GPE counties
	5 Literacy Training: training of non-literate SDC members	. 5 Increased Number of Literate SDC members Baseline: to be determined Target: 50% increase	MoGEI: AES Directorate, SCF, DFID	In GPE counties

Programme Component	Programme Outputs	Key Progress Indicators, Baselines and Targets	Major Partners and Cooperation programmes	Coverage: States/ Counties
B2 Improving physical infrastructure to enhance learning and teaching	Grade 1-8 low-cost permanent classrooms constructed / rehabilitated(approx. 220 classrooms	School mapping exercise to inform on villages without schools Base-lineTBDTarget: all GPE schools offering full primary cycle	MoGEI: Primary Education and Planning (school mapping) UNICEF, DFID	GPE assisted counties
	Rehabilitation of County Education Centres (CECs)	Identification and needs assessment of CECs Base Line : to be determined Target: (est.): 5	As above	As above
B3 Provision of Educational Materials	Materials Supply School in a Box: Students Kit Teachers Recreation kit Blackboard s School Literacy Materials	1 Every GPE school will be provided with the UNESCO Kits which will be used as a key element of supervisor and headteachers' training. Base Line 0 Target 2 x number of GPE schools 2. Literacy & Numeracy approved Materials – class sets for all GPE schools (materials adapted for lower primary classes Baseline 0 Target 4 sets (for Grades 1-4) of Literacy and Numeracy materials	UNESCO, County Education offices, Headteachers	GPE schools
B4 Capacity Building of Teachers	Headteachers trained School Teachers trained Teacher Training: A: Literacy Skills training Teacher Training: pedagogic skills	1. Headteacher training policy and strategy developed and approved; headteacher manual developed, approved and printed. Baseline 0 Target 1,000 manuals 2. GPE School Headteacher trained Baseline 0 Target: (no of GPE headteachers)	MoGEI: primary education, teacher education, county education office, UNICEF, USAID, NGOs	Manuals available to all State ministries; training in GPE schools only
		3. Number of primary teachers trained in basic literacy and numeracy skills Base line (to be determined) Target 50% increase 4. Development of Training Package (or use of existing Teacher Training materials 5. Number of primary teachers trained in specific pedagogic skills Baseline 0 Target 100 packages	BFAL (Basic Functional Adult Literacy programme)	

Programme Component	Programme Outputs	Key Progress Indicators, Baselines and Targets	Major Partners and Cooperation programmes	Coverage: States/ Counties
B5 School Supervision	School Supervision increased and improved	1. All GPE schools receiving at least 2 supervision visits per year Baseline 0 Target: 100 x 2 visits (visit reports) 2. Annual School Performance reports prepared Baseline 0 Target: 100	MoGEI: Quality Assurance; County Education Office	GPE schools
B6 Out-of-School programme	Increased number of out of school children in AES classes	1.Assessment of out-of-school populations in the GPE school catchment areas Baseline 0 Target 100 assessments 2.Number of students in AES increased Baseline (to be determined) target 50% increase	MoGEI: AES Directorate, AES providers, county education office	GPE school catchment areas

Programme Component	Programme Outputs	Key Progress Indicators, Baselines and Targets	Major Partners and Cooperation programmes	Coverage: States/ Counties
Component C Education Research	Action Research	A specific Action Research programme developed for GPE schools Baseline 0 Target: GPE Action Research document	MoGEI: Planning Dept., UNICEF, UNESCO	GPE schools, county and state

Programme Component	Programme Outputs	Key Progress Indicators, Baselines and Targets	Major Partners and Cooperation programmes	Coverage: States/ Counties
Component D Inception Phase	Inception Phase planning	1. National and County Orientation workshops 2. Identification and assessment of counties/schools to be covered in Component B 3. Finalisation of Implementation Plan, M&E framework and detailed costing	MoGEI (all) and relevant State/Counties	Central, state and county levels

6. GPE Resource Allocation

This section provides a preliminary allocation which will be confirmed within the inception phase.

	Components	Est. Cost	% of Total
A	**COMPONENT A – NATIONAL SYSTEMS STRENGTHENING**		
A1	A1.1 Development Literacy & Numeracy Learning Outcomes (15 people X 5 days= 75 x 500)	400,000	5.3
	A1.2 Pretesting Literacy & Numeracy outcomes (50 sample schools)	200,000	
	A1.3 Printing 5,000 Literacy & Numeracy outcomes document @ $10 per copy	300,000	
	A1.4 Literacy & Numeracy Assessment Strategy development: workshop to draft National Assessment Strategy	350,000	
	A1.5 Literacy & Numeracy National Assessment printed and distributed	300,000	
	A1.6 Consultancy services on learning outcome	363,000	
A2	A2.1 National Schools' supervision system policy and strategy developed, (workshop: 15 people x 10 days	400,000	2.9
	A2.2 Printing and distribution of Supervision Manual (500 copies)	250,000	
	A2.3. National Primary School Supervisors (200) trained (+ distribution of L/N Outcomes, Supervisor policy and HT strategy paper) 3x3 state cluster trainings: 2 weeks	400,000	
A3	A3.1National Head teacher Development Committee policy and strategy developed	350,000	13.3
	A3.1 Printing of 2,000 copies	250,000	
	A3.3 National Head teacher training	300,000	
	A3.3 County trainings 10 days average HTs per county	3,500,000	
	A3.3 Printing and distribution of distribution of L&N materials and SDC manuals (2,000 copies)	400,000	
A4	A4.1 Support to on-going national policy development – from GESP to ESP (incl. TVET and Higher Education)	350,000	0.7
	A4.2 Consultancy services 11 months	250,000	
	A4.3 Policy workshops 3 per year x 3 years	500,000	

	A4.4 Support to Annual Sector Reviews (3)	350,000	
	Total Cost Component A	9,213,000	25.5
B	**COMPONENT B - COMMUNITY AND SCHOOL BASED EDUCATION SERVICE DELIVERY**		
B1	B1.1 School Development Committee policy and strategy developed: workshop 15 people x 10 days x 10	300,000	4.2
	B1.2 SDC Policy and Strategy printed (200 copies printed)	300,000	
	B1.3 100 GPE school SDCs trained (5 +5 +5 (per year): 15 days x 20 members x cost + Trainer costs	400,000	
	B1.4-5.100 x 10 SDC members receive literacy training: 1,000 participants x $100	500,000	
B2	B2.1 Support to County Education Centres (to support GPE county based training) – dependent on assessment (est. 5 centres) @ 150,000	1,000,000	31.3
	B.2.2 50 School Construction / rehabilitation / upgrading (average $200,000 per school)	10,000,000	
	B2.3 Maintenance training $1,000 x100	300,000	
B3	B3.1 UNESCO school start-up kits 5 kits (x 100)	500,000	4.3
	B3.2 Literacy & Numeracy materials purchased, distributed to GPE schools (x100) Book package $500 x100 schools	800,000	
B4	B4.1 100 GPE school Head teacher Training (specifically GPE programme related) 100 x 5 days x 50$ + facilitation	300,000	1.7
	B4.2 100 GPE School Teacher Training (L/N skills and pedagogy) 8 teachers x 14 days	300,000	
B5	B5.1 School supervision: 100 schools x 2 visits p.a. (dep. on distance, roads etc.) 100 visits x 2 supervisors x 3 years	600,000	6.9
	B5.2 Literacy & Numeracy assessment testing (100 GPE schools, 50 non-GPE schools)	1,500,000	
	B5.3 100 Annual School Performance Reports presented to State Ministers and Central ministry.	400,000	
B6	B6.1 Support to Out-of- School cohorts in selected counties: needs assessment	300,000	3.9
	B6.2 Training of AES teachers in Literacy and Numeracy skills (personal and pedagogy) 2x2 weeks per year x 500 teachers	300,000	
	B6.3 AES Material Supplies	500,000	
	B6.4 Additional literacy and numeracy learning materials	300,000	

	Total Cost Component B	18,600,000	51.5
C	**COMPONENT C - ACTION RESEARCH**		
C 1	C.1.1 Action Research (3 years x 3 research projects x 2 person research team)	600,000	2.8
	C1.2 Periodic Research Reports	300,000	
	C1.3 GPE Newsletter	100,000	
	Total Cost Component C	1,000,000	2.8
D	**COMPONENT D - INCEPTION PHASE**		
D1	D.1.1 Inception Phase Information/Communication strategy:	200,000	3.2
	D.1.2 100 Schools Assessment	300,000	
	D.1.3 Programme development workshops (state/county levels)	350,000	
	D.1.4 Printing of dissemination materials	300,000	
	Total Cost Component D	1,150,000	3.2
E	Total Cost A +B+C+D	29,963,000	83
F	**UNICEF Technical Support Assistance and Monitoring**		
	F1. Technical Support and Monitoring	3,265,200	17
	F2. Operational costs	2,871,800	
	Total Cost F	6,137,000	17
	Total GPE Programme (E+F)	**36,100,000**	**100**

Components	Est. Cost	2013	2014	2015
COMPONENT A – NATIONAL SYSTEMS STRENGTHENING				
Total Cost Component A	9,213,000	2,500,000	3,750,000	2,963,000
COMPONENT B - COMMUNITY AND SCHOOL BASED EDUCATION SERVICE DELIVERY				
Total Cost Component B	18,600,000	5,000,000	8,000,000	5,600,000
COMPONENT C - ACTION RESEARCH				
Total Cost Component C	1,000,000	250,000	375,000	375,000
COMPONENT D - INCEPTION PHASE				
Total Cost Component D	1,150,000	1,150,000	0	0
Total Cost A +B+C+D	29,963,000	8,900,000	12,125,000	8,938,000
UNICEF Technical Assistance, Monitoring and Operational Support				
Total Cost	6,137,000	2,160,200	1,988,400	1,988,400
Total GPE Programme	**36,100,000**	11,060,200	14,113,400	10,926,400

7. MONITORING AND EVALUATION

The GPE programme is a sub-set of the overall government programme. As such monitoring and evaluation of GPE will be integrated as far as possible within mainstream M&E activities for the sector as a whole. At the same time a specific logical framework will be developed for GPE for effective M&E at all levels. This will ensure accountability, as well as the generation of information that will be important in monitoring the programme's success, including adjustment of programme strategies as and when required.

UNICEF will engage an independent Monitoring and Evaluation consultant for securing the quality of the program. At the State and local levels, SMoEs and UNICEF will monitor the work through their respective focal points and County Education Offices to provide firsthand information on progress and technical difficulties. Indicators will be defined jointly by the Ministry of Education, UNICEF and Implementing Partners during the inception phases, monitored and reported on during the implementation phases and evaluated after the program completion. Planning for the final evaluation will start with evaluability assessment at the inception phase to guarantee that indicators developed are useful at the end evaluation.

Within the context of the Integrated Monitoring and Evaluation framework (IMEP) for UNICEF South Sudan, a monitoring plan will be developed. Program indicators will be established, through a participatory approach, monitored, and routinely reported on with lessons learned fed back for the improvement of all program components. Three quarterly reviews of the activities will be undertaken with the partners during the implementation period to examine the progress and adjust the implementation as necessary. The quarterly reviews will focus on progress made in achieving the planned results, by activity, report on funds utilization; challenges to implementation and how these have been addressed, opportunities to accelerate implementation as necessary and any proposed amendments to the outputs and/ or indicators as applicable.

At the end of each year, as a part of the UNICEF Annual Review, the achievements of this program will be measured against expected results, and reports compiled. Government, implementing partners and members of the LEG will participate in all reviews. The end of year annual review identifies opportunities to accelerate achievement of program results in the following year and seeks agreement on key results for the following year. As noted elsewhere, risk analysis and mitigation as necessary will be embedded within the sector review agenda. At the end of the project period, the final report will be prepared reflecting the entire project period, lessons learned and recommendations for a way forward.

The Education Management Information System (EMIS) will also provide data for planning and management for government and its partners. EMIS is being strengthened with development partner support, and will provide data for monitoring purposes. School information systems in the project areas will be strengthened to ensure that this is the case.

The review process will benefit from routine internal UNICEF processes for key programme results which are designed to identify and address implementation bottlenecks more

frequently. They include Programme Management Team monthly meetings that review implementation reports generated from the electronic management system and other sources; reports from field trips, and funds utilization reports. The latter will involve spot checks, as well as the establishment of school-community based monitoring systems to strengthen local ownership and accountability. The Country Management Team and Zonal Management Teams review management indicators each month.

Field Monitoring will be prioritized as this generates information on the extent to which planned results are being achieved based on observations and findings by staff, counterparts, partners, and on some occasions, donors. End-user monitoring of supplies will be an important component of the monitoring process. School supervisors and inspectors will be incorporated into the monitoring teams, as part of capacity development..

A logical framework will be developed, and will include indicators, targets and means of verification, as well as assumptions and risks.

8. PROGRAMME IMPLEMENTATION

Implementing projects and programmes in South Sudan present severe challenges. Reports from most projects point to severe delays due to weather, conflict, supply delays, difficulty in recruiting staff, low national capacity especially at state and county levels. The programme therefore plans for an extensive Inception Phase which will a) carry out an information strategy to inform all stakeholders of the components and approaches, b) work closely with relevant service providers engaged in implementing GPE-type programmes to agree on best strategies, c) to get the GPE Support Team in place, d) to carry out initial assessments in Easter Equatoria to determine Phase 1 counties.

The GPE programme has two major components, and the first has a national focus, and will be implemented in all ten states. The programme targets the development of national level systems, namely Literacy and Numeracy Outcomes, with supporting assessment mechanisms; a national schools' supervisory system and a National Head teacher training programme. UNICEF currently runs programmes with a national focus, and implementation modalities for the programme could be adopted. Competent NGOs and FBOs, local and regional will be identified and contracted, in line with UNICEF contractual procedures. One such NGO, UWEZO, has run a workshop in Juba and could be considered given its experience in school management, learning assessment and supervision systems. Implementing partners, the Local Education Group and the Education Donor Group will contribute to the planning and implementation process, and will be invited to contribute to the processes.

The MoGEI Directorates at national and state level will support the process at all stages, and this will be a learning process for them as well. The success of this national component will to a large extent depend on the government appointing and ensuring that the supervisors and head teachers are in place and that they will be offered conditions of service that will encourage them to stay on the job, and utilise the acquired skills. During the inception phase,

UNICEF will be to ensure that supervisors and head teachers are in place and ready for the training, and for post training assignments.

The second component of the programme focuses on the classroom level, and will have a narrower geographical focus – the state. Implementation focuses on the count level in one state, Eastern Equatoria. This component focuses on learning outcomes, and therefore targets the community, which hosts the primary actors – pupils, teachers, parents, education managers among others as the entry point.

The geographical focus and selection of major actors will take place during the six month inception phase. The partners will establish criteria for the selection of project schools which could include enrolment (with a fair percentage of girls), existing PTA, demonstrated community commitment to education; relatively good accessibility by road, proven community willingness to establish a child-friendly school. The school selection will be conducted in a transparent manner by state, county and payam representatives.

UNICEF, in collaboration with the State will identify implementing partners who will be contracted to support various components of the projects in collaboration with the government personnel, NGOs and FBOs operating at that level. The development of partnerships will be critical for this component. Project steering committees will be formed, providing a framework for the management of the programme and information sharing. Community representatives, notably chiefs and other traditional leaders, head teachers, and gender integrated community representatives will play a role in implementation.

The implementation of the programme will have a strong research component that will generate relevant information for programme adjustment, for improving the quality of teaching and learning, and to identify gaps in delivery at local level. The research focus will be the classroom dynamics, the role of the parents, cultural issues and the school inputs, among others. UNICEF will engage short term consultants to work on these issues, in collaboration with their monitoring and evaluation team.

9. PROGRAMME MANAGEMENT

9.1.Management Structure

The Programme will be managed through the following structures:

- Ministerial Management
- GPE Steering Committee

  Chair: The Under Secretary, MoGEI
  Members:
  State Minister for Education, Eastern Equatoria
  Director General for Primary Education, MoGEI
  Director General of Planning and Budgeting, MoGEI
  UNICEF, GPE Programme Managing Entity
  UNESCO, GPE Coordinating Agency
  NEF Representative(s): 2 (donor and NGO/CSO)

Exec. Secretary: GPE Programme Coordinator

Terms of Reference will be developed for the SC which will meet on a monthly basis for the Inception Period and quarterly thereafter.

In view of the close relationship between the GPE programme and the GESP in general, the GESP dimension will be a major focus of these meetings.

9.2.Technical Committees

A number of technical committees will be established relating to the main components of the programme. Where such technical committees exist, (e.g. teacher training, the GPE Coordinator will apply to be a member. This will ensure that, in this case, for example, GPE teacher training activities will be fully harmonized with national plans and strategies.

Specific Technical Committees to be established;

1) Community: School Development Committees
2) Headteacher and School Planning
3) School Construction, Rehabilitation and Maintenance
4) Planning and Budgeting
5) M&E

ToRs for each of these TCs will be developed with the stress, again, on sector-wide approaches to the areas in question.

9.3.UNICEF Management

As Management Entity, UNICEF is accountable to the GPE Board for the implementation of the programme. Thus a number of key positions need to be in place to ensure a successful outcome to what is hoped would be a first phase of a longer-term GPE support programme.

The Key positions will be;

a. Programme Coordinator: This person must have two critical qualities: an excellent understanding of the educational aims and goals of the programme, and proven leadership qualities.
b. Programme Administrator: ideally this person would have experience of UNICEF's administrative procedures and have extensive field experience, preferably in difficult contexts.
c. Monitoring and Evaluation Officer: this position takes on a special significance as there are many 'piloting' aspects to the programme. In addition, the programme will seek to establish a robust base-line data set so that progress (esp. in Learning Outcomes) can be measured.

The Programme will benefit greatly from the collective expertise in UNICEF/South Sudan in general and from the Education Team in particular. UNICEF has built up considerable in-country experience and expertise. In particular, this will help greatly with the construction component of the programme.

Technical assistance, support to operations and monitoring has a clear and critical impact on the success, or failure, of this programme's implementation in South Sudan. One of

UNICEF's strengths is the reach of offices across the country including three zonal offices in Juba, Wau and Malakal and 07 emergency hubs in the remaining state capitals that ensure direct contacts with emerging local authorities and communities, enabling strong programming and an efficient mobilization of resources. Every tangible programme result is made possible because there are staff and operational support structures in place to uphold the programme implementation in an integrated manner.

The cost of doing business in South Sudan is high because of various constraints. Poor commercial transportation, inadequate economic and financial infrastructure, limited qualified local human resources, infant private sectors, and unstable economic and security environment, all lead to higher costs for UNICEF to operate in South Sudan.

Specifically in the area of security most parts of South Sudan requires the UN and its partners to invest in security standard compliance for field operations, office, accommodation and transport. Escalating fuel prices coupled with the lack of infrastructure drives up costs. Inflation has risen up to 80 percent and poor local market of availability means results in most goods and services having to be procured from international or regional markets. Mobility costs are also high as South Sudan due to vastness and difficult terrain. For these reasons, the costs of programme delivery and achieving development outputs are comparatively higher.

Implementation: Summary Indicative Time Frame

Stage	2012		2013				2014				2015			
Submission of GPE proposal														
QAR IIIL readiness review														
GPE Financial Assessment														
Board Presentation and Approval														
Agreement UNICEF & GPE														
GPE Inception Phase														
Management team recruited														
MoGEI and major partners Orientation workshop														
State/County level Orientation & Planning worksh0p														
Component A; Preparation														
Component A; Implementation														
Component B preparation														
Component B Implementation														
Action Research														
Programme evaluation														

10. RISKS, CAPACITIES AND MITIGATION MEASURES

10.1. Assumptions and Risks

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

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

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

b) Education funding will increase progressively as the economy improves

This is heavily dependent on the revenues from oil exportation, and although the projected forecast for oil revenues over the next three years remain promising, rapid and dramatic dips such as those in 2008-2009 can have a significant impact on the education system. The projection model that has been developed can be adjusted to reduce heavy capital expenditures currently costed in the GESP,should such a situation arise.

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

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

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

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

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

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

development GESP developed for the Strategic Plan, specific short-term strategies will be identified for developing the required institutional and human capacities at the central and state levels, and longer term strategies for developing the institutional capacities required to sustain the education system.

10.2. Risks and Mitigation Strategies

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

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

Risks associated with the GPE Programme and Mitigation

Risk Description	Risk Mitigation GPE
The current Austerity budget will continue causing delays in salary delivery affecting teacher morale and therefore lack of support to the Programme	The recent Addis Ababa agreement gives hope – it is anticipated that the GoSS will get oil revenues from Dec 2012
The MoGEI will not be able to appoint the 200 school supervisors due to a freeze on government employment	The MoGEI says it can appoint staff on contract basis until the financial crisis eases
The cost of school construction will escalate due to the financial crisis and the weakening of the official exchange rate	All of the school construction activities will be based on the community model (currently being piloted by UNICEF)
Conflict will continue in parts of the country disturbing/cancelling program activities	The programme's first phase will be Eastern Equatoria which in comparatively peaceful.
MoGEI capacity at state and county level will be insufficient to enable programme components to be effectively delivered	The Inception Phase of the programme will focus on specific capacity issues related to programme delivery.

11. ALIGNMENT WITH GOVERNMENT GUIDELINES FOR AID EFFECTIVENESS

Alongside current measures being planned to improve aid effectiveness amongst partners involved in education in South Sudan, a number of other key developments will take place during implementation of the GPE agreement. The South Sudan General Education Strategic Plan (2012-2017) will form the basis for all interventions by government and development partners over the next five year period. All interventions and activities by government and partners will be captured under the Annual Workplan and Budget, and annual reporting of all programmes will be linked to the GESP results framework. The monitoring of the core indicators will be supported both by MoGEI through EMIS and by partners' reporting systems.

A steering committee comprising MoGEI and key partners will be established to oversee and help guide the implementation of the GPE programme. A small number of technical committees will be set up, based on need. to address specific technical issues such as community-based construction, alternative education systems, head and teacher training, and capacity development. This will be backed up by regular reporting to the National Education Forum as part of the monitoring process.

An Annual Review will be instituted where sector performance indicators and budget performance indicators will be reported on in terms of all programmes under MoGEI, whether implemented by Ministry or development partners, including the GPE programme,. The Review will be planned jointly with partners, led by MoGEI and Ministry of Finance and Economic Planning, and a short summary report produced annually setting out key targets and issues for the next year.

Clear Terms of Reference will be provided for all key committees and fora, including roles of lead agencies, supervising entity, managing entity. Consideration will be given to rotation of roles where technical capacity and government preferences allow. Improved communication through regular minutes and dissemination of reports will enhance the aid effectiveness process.

Government Benchmarks for Aid Effectiveness

Benchmark 1: Aid is aligned with overall RSS and sector policies and plans.

The SSDP provides the overarching framework for the design, delivery and implementation of Aid supported interventions in the education sector. Whereas the SSDP outlines broad Programme areas of intervention in respective sectors, the General Education Strategic Plan (GESP), provides specific interventions and activities and serves as the main operational and reference document determining the extent of alignment between sector priorities and Aid mechanisms. Donors have supported the Ministry of General Education and Instruction in translating the objectives of the SSDP into specific development interventions and activitiesin the GESP. The joint planning and implementation of the Annual Review of education sector performance will provide additional opportunities for review of donor supported programmes towards increased alignment of donor supported intervention with education sector policies and plans.

Benchmark 2: Aid is managed by Government institutions and uses Government systems

Aid is presently managed directly by respective donor institutions through third party implementers and other external fund management arrangements. In the short term, it is not anticipated that Aid will be channeled through and managed directly by RSS using existing Public Financial Management (PFM) systems. Donors, however, remain committed in supporting the government in agreeing benchmarks regarding fiduciary risk management and fund flows to lower government operational/administrative entities at the State and County levels that would allow the use of PFM systems for the direct management of Aid delivery by the government. Donors are presently engaged in supporting the government to finalize the service delivery framework for the implementation of the Local Services Support Aid Instrument (LSSAI) as a credible government managed Aid financing mechanism.

Benchmark 3: Aid supports institutional capacity and systems

Donor interventions have capacity development components built into their design and implementation with the objective of strengthening education service delivery at all levels of government operations in the sector. Ongoing and planned institutional capacity and systems strengthening interventions are aimed at enhancing capacity of central and state ministries of education in planning, management and monitoring of education plans, programs and resources by enhancing competencies of staff, establishing procedures and systems and upgrading facilities needed to perform targeted institutional functions, including strengthening of school community linkages and partnerships. Other interventions include 'embedding' experienced technical advisors at central and state ministries of education to work alongside counterparts, mentor and model enabling professional practices.

Benchmark 4: Aid is aligned with the RSS budget cycle and is channelled through Government PFM systems

As indicated under Benchmark 2 above, donors are committed to supporting the strengthening of government PFM systems and channeling of Aid through these systems when fiduciary risk management benchmarks have been reached in the future. Aid is presently managed directly by respective donor institutions. Although progress has been slow, donors are cooperating with RSS in providing the required information for the AIMS database established by MoFEP. Provision of AIMS data will enhance the annual resource estimate processes for preparation of the RSS budget and also ensure that donor resources are captured in budget performance reports. Donor engagement in the development of the LSSAI framework reflects donor interest in working with the government towards an institutional and financing framework for education service delivery.

Benchmark 5: Aid is oriented to the achievement of outcomes

As discussed under Benchmark 1, Aid is aligned with and oriented to the achievement of development objectives and outcomes established in the SSDP. Donor activities have as a design requirement, considerations for the measurement and reporting of results to demonstrate contribution of Aid interventions to achievement of RSS targets. Increasingly, donors are incorporating human capacity and institutional strengthening interventions in Aid supported activities to ensure that available structures and systems are able to deliver results

and enhance sustainability. The Education Management Information System (EMIS) is supported by donors with the objective of strengthening institutional capacity to produce and use education information to support education planning, management and monitoring of education development results and outcomes at central and state levels.

Benchmark 6: Aid is provided coherently and fragmentation is avoided

Donor investments are designed and implemented within the framework of the SSDP to ensure that Aid directly contributes to government-led and established development objectives and targets. To avoid fragmentation, donors regularly engage the sector ministries regarding progress and design of new activities. The donors, as a group, coordinate their activities through the EDoG. The establishment of the National Education Forum (NEF), bringing together all major stakeholders in the education sector and the implementation of the Annual Review of education sector performance, will enhance the planning and coordination of implementation of Aid interventions to minimize fragmentation.

12. FINANCIAL MANAGEMENT

Prior to 2012, UNICEF applied United Nations System Accounting Standards (UNSAS) using modified cash basis to prepare its financial reports, however, to ensure greater transparency and credibility of its financial reports, effective January 2012, UNICEF has adopted International Public Sector Accounting Standards (IPSAS) using full accrual basis of accounting for greater transparency, efficiency and increased credibility of financial reports.

All UNICEF financial transactions are audited by UNICEF Internal Auditors and UN External Audit Board following standards set by the relevant audit boards.

UNICEF South Sudan reports back on contributions through a modality agreed with the donor in the contractual agreement. In some cases this includes a progress report mid-way through the implementation and a final report at the end. In other cases donors agree to only a final report or a yearly thematic or consolidated emergency report as the requirement. All donors receive a yearly financial expenditure report produced and certified by UNICEF Head Quarters on 31 December of the reporting year.

The UN System in South Sudan has not fully adopted the Harmonized Approach to Cash Transfer (HACT); however, all cash transfers to an Implementing Partner are based on the biannual Work Plans agreed between the Implementing Partner and UNICEF. Cash transfers for activities detailed in WPs can be made using Direct Cash Transfer. Once partners have been assessed for HACT, the following modalities will be used to disburse funds to implementing partners: ((i) Cash transferred directly to the Implementing Partner either prior to the start of activities (direct cash transfer), or after activities have been completed (reimbursement); (ii) Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; (iii) Direct payments to vendors or third parties for obligations incurred by UNICEF in support of activities agreed with Implementing Partners (iv) Direct Agency Implementation.

To ensure accountability and transparency in the collaboration with CSOs, the UNICEF South Sudan Country Office has in place the mandated Programme Cooperation Agreement Review Committee (PCARC) that examines jointly developed proposals and recommends approval of the Representative who in-turn reviews the advice and accepts by signing the proposals and/or rejects by returning back the proposal to the PCARC committee for further clarification or amendment.