

**THE EUROPEAN UNION EMERGENCY TRUST FUND FOR STABILITY AND ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION AND DISPLACED PERSONS IN AFRICA**

**Action Fiche for the implementation of the Horn of Africa Window**

**T05 – EUTF – HoA – SS - 06**

**1. IDENTIFICATION**

Title/Number	IMPACT South Sudan		
Total cost	Total estimated cost: 45 600 000 EUR Total amount drawn from the Trust Fund: 45 600 000 EUR		
Aid method / Method of implementation	<i>Indirect management through a Delegation Agreement (PAGODA) with the United Kingdom Department for International Development (DFID or otherwise referred to as UK Aid)</i>		
DAC-code	110	Sector:	11110; 11120; 11130; 11220.

**2. RATIONALE AND CONTEXT**

**2.1. Summary of the action and its objectives**

The action (IMPACT) is based on **objective two within the Trust Fund**, namely strengthening resilience of communities and in particular the most vulnerable, as well as the refugees and displaced people.

The project will contribute to the implementation of the Valletta Action Plan, and in particular its priority domain (1) "Development benefits of migration and addressing root causes of irregular migration and forced displacement".

The **geographical coverage of the action** is country-wide, focusing on all ten states of South Sudan. The area of intervention may be modulated to avoid overlap or increase synergies with other donor-funded programmes and to accommodate risks.

**The intervention logic** of this action is to support the implementation of the peace agreement, in particular through facilitating reconstruction efforts and the return of internally displaced people (IDPs) and people who fled conflict to neighbouring countries back to their areas of origin. In the context of South Sudan, maintaining equitable access to and completion of quality primary education is especially important in reducing ethnic tension and discrimination, and ultimately in building the foundations for inclusive economic growth and development, and contributing to peace and stability in the country. The action will do so by funding training for teachers and teacher educators, including in crisis-hit locations.

The programme will be articulated in three components: 1) Improved management, supervision and support for teachers; 2) Improved quality of teaching of basic literacy and

numeracy; and 3) Improved resilience of the teacher management system to emergency and crisis. The European Union, the United States International Development Agency (USAID) and UK Aid, will jointly provide 120 million EUR over 4 years (2016-2020) for its implementation.

## **2.2. Context**

### **2.2.1. Country context**

South Sudan is mired in internal conflict since December 2013 and faces a grave man-made humanitarian crisis, the disruption of basic functions of government and a severe monetary and fiscal crisis. The conflict has devastated the lives of millions of South Sudanese and displaced more than 2.2 million people. About 1.6 million of them have been displaced internally in South Sudan and over 600,000 are refugees in neighbouring countries (Ethiopia, Sudan, Uganda and Kenya), putting additional strain on these countries and having a destabilising effect on the entire region. Additionally, South Sudan hosts around 265,000 refugees from neighbouring countries, mainly Sudan. Strengthening country systems and institutions is therefore of prime importance in linking relief, recovery and development to ensure that displaced communities can move out of IDP camps and back to areas where they enjoy long-term access to basic services.

In August 2015, President Kiir signed the peace agreement endorsed in Addis Ababa by other South Sudanese parties. If properly implemented, it will end the fighting and install the transitional institutions essential to the rebuilding of the country. Accountability and transparency, including for public resources and service delivery, will be central to the way forward.

### **2.2.2. Sector context: policies and challenges**

Access to education is still a significant issue in South Sudan, due to ongoing conflict and lack of human and physical resources. The 2013 South Sudan Education Management Information System (EMIS) shows that 880,000 children between 6 and 13 years of age were enrolled in primary schools in 2013 out of a recorded population of 2.12 million - a net enrolment rate of 41.5%.

Literacy and numeracy outcomes in South Sudan are very poor, with significant disparities in attainment across states and counties. The negative impact of the conflict on education has resulted in 85 schools being occupied, over 25 by armed actors and the rest by IDPs, 180 schools in the 3 most affected states closed, and 400,000 children/adolescents dropping out of school. It is estimated that about 11,200 boys were recruited into armed groups since December 2013.

The impact of conflict on teachers has been devastating. Inflation, due to the decline in government revenues, has eroded the value of teacher salaries in 2015 to less than one third of their 2007 value. Salaries for most teachers are now at critically low levels and this has resulted in a mass exodus of qualified teachers from the profession.

In addition to very low teacher salaries, there are a number of broader interlocking governance, organisation and management issues relating to teacher development and

management. The lack of an effective human resource system for education and the lack of supervision at school level result in a high number of 'ghost' workers and absentees. Recruitment of unqualified and underqualified teachers has been widespread, and the coordination of training provision has been weak and focused on education in a crisis situation.

There is a severe shortage of operational funding for teacher training. Currently, there are seven national teacher training institutions (TTIs) however, only one is functional. While tutors at the TTIs continue to receive salary, there are limited if no funds to support operations including transport costs and stipends for students.

The total number of teachers currently working, according to 2014 Joint Sector Education Review, is 33,037 for 2.12 million children in primary school age. The majority of these teachers (96%) do not hold a secondary degree and only 40% are officially trained.

### **2.3. Lessons learnt**

This action emerges out of a task force which was put together among key interlocutors from the Ministry of Education, Science and Technology (MoEST), the United States International Development Agency (USAID), UK Aid, the EU and a contracted team of experts to analyse the education context in South Sudan and propose viable solutions. The technical working group undertook a broad consultation with stakeholders from February to April 2015, and issued a number of recommendations to assist the Teacher Education Department of the MoEST in the development of professional teachers and their effective management. Technical Vocational Education Training (TVET) is an additional area in need of assistance. However, successful TVET programmes require basic literacy and numeracy, and primary level achievements in South Sudan are insufficient. For this reason the programme will focus on primary education.

Key challenges facing the MoEST include:

- (i) the shortage and quality of teachers, school inspectors and school supervisors;
- (ii) the lack (and quality) of stationery, learning materials and textbooks;
- (iii) the high levels of overcrowding in classrooms;
- (iv) widespread teacher absenteeism;
- (v) a lack of teacher English language skills especially as children are supposed to be taught in English from P4 onwards.

Key areas where structures and institutions need to be supported include:

- Teacher Training Institutes (TTIs) are in need of further support and development and expansion of coverage, to ensure equitable access and a more representative workforce.
- Teacher salary scales are not linked to training, experience and performance, which acts as a demotivating force on the teaching profession;
- The Ministry of Finance sets budget allocations without full input from stakeholders which makes it difficult to align TTIs' budgets and resource requirements, and set appropriate running costs for County Education and Payam offices. Accountability varies as to how money is spent at State, County and Payam levels;

- There is a need to strengthen the system of teacher administration and for the development of a robust teacher management information system that provides data on teacher demand and supply, the current teacher stock and its distribution;
- The deployment of teachers is currently largely controlled at state level, rather than at county level where schools are situated and managed. Incentives are needed to ensure the equitable supply and retention of teachers in non-attractive environments;
- There needs to be incentives for teachers to stay in the early grades and teach literacy and numeracy. Now teachers strive to teach in upper primary classes and leave the less experienced teachers to teach the early grade classes. Women are underrepresented in the teaching profession. Increasing the number of women through the programme would provide a larger workforce and expanded area of coverage.

The evaluation of the USAID funded programme SSTEP point out the importance of addressing teacher training and management from a systemic perspective, ensuring consensus and policy frameworks within the Ministry on teacher certification and standards and taking into account the complexities of the shifting decentralization and politics of the education system in South Sudan.

Certification of learning and working on policy frameworks will be central to the IMPACT action, supported through focused technical assistance, together with an intensive policy dialogue.

#### **2.4. Complementary actions**

The action will be completed by the programming of two additional actions: one specifically aimed at strengthening local institutions in the areas of public financial management and human resources management, and fostering a culture of accountability by lower levels of government (states and counties); and the other to deliver improved access to quality health services, and respond to emergency needs where required, with a specific focus on reducing maternal and child mortality.

Complementarities will be realized with the ongoing EU funded education programme Improved Management of Education Delivery (IMED), the UK Aid funded Girls Education South Sudan (GESS) and USAID funded Room to Learn (RtL), with the Global Partnership for Education (GPE) and with other education interventions supported by the Education in Emergency Cluster. The action will build synergies with the World Bank's Local Governance and Service Delivery Project and with the EMIS programme.

#### **2.5. Donor co-ordination**

Key development partners are the donors of the IMPACT programme (UK Aid, USAID and EU), Norway and the World Bank, the GPE, the United Nations' Children Fund (UNICEF) and the United Nations Educational, Scientific and Cultural Organisation (UNESCO).

Donor coordination will continue to be carried at the technical level through a programme steering committee for the action and through an already established donor forum (Education Donors Group) and government-led fora (Education Partners working group and local services support working group on human resources and public financial management).

### 3. DETAILED DESCRIPTION

#### 3.1. Objectives

The **Overall Objective** of the programme is to improve stability and development in the region strengthening resilience of communities and in particular the most vulnerable, as well as the refugees and displaced people in South Sudan through improved equitable access, retention, completion in primary education.

The **Specific Objectives** are: 1) to improve teacher management policies and practices at national and decentralized levels; 2) to improve quality of teaching of basic literacy and numeracy; 3) to increase the resilience of the teacher management system to emergency and crisis.

#### 3.2. Expected results and main activities

The expected outcome for the programme is that more pupils will achieve better learning outcomes in basic literacy and numeracy as a result of a better trained and managed teaching workforce.

The **expected results** are:

- **Result 1:** Improved teacher management policies and practices at national and decentralised levels

Result 1 will consist of a contracted programme of Technical Assistance (TA) aimed at improving teacher management policies and practices at national and decentralised (state, county and payam) levels focused on improving recruitment, management, deployment, certification and career progression of teachers, supporting MoEST in attracting and retaining more and better qualified candidates to the profession. TA will support the establishment and functioning of a Teacher Management and Information System, including a payroll audit and teacher profiling/accreditation verification linked to performance and pay; more prompt payment of salaries; salary allowance based on vetted attendance; establishment of a fit-for-purpose Teacher Service Commission with a decentralised method of operation; and development of a modular certification and validation system for teacher training. The main aim will be to deliver increased professionalization and retention of the teaching workforce.

- **Result 2:** Teachers trained to deliver literacy and numeracy using conflict sensitive approaches

A consortium of non-governmental organisations (NGOs) will support improved teacher performance especially in developing basic literacy and numeracy skills through strengthened teacher training. The support will include mentoring and performance-based assessments, run through Teacher Training Institutes, as well as flexibly through other mechanisms such as rolling modular in-service training in County Education Centres and through ‘mobile’ training programmes, as well as using linkages with international distance teacher education programmes, and innovative ICT-based support, e.g. tablets. This component will also include intensive training to achieve certified and validated levels of competence in English Language across all subjects in the curriculum, in line with the new South Sudan Curriculum Framework and language policy. Special attention will be focused on including more women and currently under-represented groups in training as teachers and teaching assistants.

- **Result 3:** More qualified teachers including higher numbers of female teachers and those from under-represented communities

A focus on improved management, supervision and support for teachers at school level to ensure the sustainability of education improvements after training is received. Rolling modular in-service training and mentoring will be provided by NGOs and other actors, supported by school heads who are already receiving school leadership and management training under existing GPE and GESS programmes. Capitation grants (per capita financing) will be provided to schools with the aim that these resources are partly spent on recruiting additional teachers and teaching assistants and encouraging greater teacher attendance, as well as to Teacher Training Institutes to provide additional funding for TTI operational and staff-related costs. This direct support to schools will be complemented by effective monitoring and evaluation by payam supervisors and county inspectors, backed up by validation of pay grades, teacher information management system, and reliable payment of salaries, undertaken through the result 1 work stream.

- **Result 4:** Co-ordinated delivery of teacher support in emergency and crisis conditions

Result 4 is an innovative element of the programme that will seek to increase the resilience of the teacher management system to conflict and economic downturn. It will combine with partners such as the Emergency Education Cluster to develop a better planned, less reactive approach to managing teachers and teacher deployment in crises. It will also aim to bridge the potential divide between emergency education and ‘normal’ provision of education in more stable areas. Counties, payams, schools will develop emergency preparedness plans, and ensure deployment of staff where needed, and utilisation of trained teachers in IDP settlements and communities during crises. In selected areas, a number of teachers will be given training in trauma counselling, hygiene, mine awareness and peace education to support the reintegration of IDPs and returnees. The focus will be on maintaining the same education provision to displaced people and refugees as in their original schools even in the face of disasters such as disease outbreaks, flooding and violent conflict.

### **3.3. Risks and assumptions**

The main risks are:

- The implementation of the peace agreement breaks down, leading to a resumption of hostilities and further instability (High);
- The transitional government fails to tackle the fiscal and monetary issues underpinning the economic crisis, thereby undermining PFM reform and the budget's credibility, potentially triggering hyperinflation, rendering public sector wages worthless (High);
- The decision of the Government to increase the number of states from 10 to 28 impacts the ability of local government to perform their mandate (High);
- Climatic shocks significantly impact people's livelihoods and food security (Low).

The assumptions for the success of the project and its implementation include:

- The transitional government will be willing and able to take action to tackle the economic crisis and prioritise social sector spending;
- Education funding for salaries and operational grants will continue at least at present levels;

- Government maintains central, state and county level capacity to deliver services;
- Implementing partners are able to operate effectively despite security concerns.

Mitigating measures have been considered, including:

- A permanent policy dialogue at all levels (technical and political);
- Targeting resources and activities at local government as direct beneficiaries;
- Focusing on institution and system strengthening and improving resilience, in particular at county level, paving the way for government-led service delivery;
- Some flexibility has been built into the design of IMPACT to ensure that appropriate support can be provided regardless of specific political developments in the country.

### **3.4. Cross-cutting issues**

#### *Conflict sensitivity*

The programme has been informed by the International Network for Education in Emergencies (INEE) Standards for Conflict Sensitive Education. It will adopt a conflict sensitive approach to be resilient, to deliver education services irrespective of on-going conflict, and to be active in taking opportunities to reduce conflict and doing no harm. In promoting salary scale revision to more appropriate levels, equity within and between States will be observed through a thorough conflict analysis.

#### *Gender and Social Inclusion*

The programme will give emphasis to Gender and social inclusion in particular in promoting equitable access to quality teacher training and development opportunities for women and minority groups, increasing the number of girls and women attending secondary school and TTIs by reducing financial and infrastructure, social and institutional barriers.

### **3.5. Stakeholders**

The key stakeholders are the education and the local authorities, at central, state and county level. The direct beneficiaries are teachers, Teacher Training Institutes (public, faith based and private) key personnel in county education departments, schools, and in the state ministries including the State Ministries of Education, Finance, Public Service and Local Government. Indirect stakeholders are the public at large and relevant civil society organisations (CSOs).

## **4. IMPLEMENTATION ISSUES**

### **4.1. Indicative operational implementation period**

The period of implementation will be 36 from the moment of the signature of the Delegation Agreement with DFID (indicatively in April 2016), whilst the overall execution period (including the closure phase) will not exceed 60 months from the date of approval of this Action Document by the Operational Committee of the EU Trust Fund.

#### **4.2. Implementation components and modules**

The action will be implemented in indirect management by means of a Delegation Agreement (Pagoda) to be concluded with DFID. DFID will put in place financial arrangements to ensure that it retains direct responsibility for call procedures, contracting and payments from the EU contribution to the IMPACT. It is expected that implementing partners will be NGOs, International Organizations and commercial companies. DFID has successfully passed the EU's pillar assessment to be entrusted with the implementation of this action.

#### **4.3. Indicative budget**

<b>Component</b>	<b>Amount in EUR thousands</b>
IMDA contract with DFID- Component 1	15430
IMDA contract with DFID- Components 2, 3 and 4	30000
Monitoring, audit and evaluation	150
Communications and visibility	20
<b>Total</b>	<b>45600</b>

#### **4.4. Evaluation and audit**

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements. Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. The amount dedicated in the budget for external evaluation and audit purposes is 150,000 EUR.

Evaluation and audit assignments will be implemented through service contracts making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

Monitoring will be contracted out by UK Aid for mid-terms and annual reviews.

#### **4.5. Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the action to be agreed with programme partners and donors and to be monitored as part of the external reviews.



### INDICATIVE LOGFRAME MATRIX OF THE ACTION

	<b>Intervention logic</b>	<b>Indicators</b>	<b>Baseline/ current value</b> (EMIS 2015 where applicable)	<b>Targets<sup>1</sup></b> (2020)	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Impact</b>	Strengthened resilience of communities and in particular the most vulnerable, as well as the refugees and displaced people in South Sudan through improved access, retention and completion in primary education.	<p>GER % of primary-age children (sex disaggregated)</p> <p>% Total dropout rate for P1-P5 (gender disaggregated)</p> <p>% Primary school teachers with professional qualification (PRESET, INSET or Higher Ed Diploma and Number of States with % qualified teachers &gt;40% all teachers)</p>	<p>81.4% (M) 57.5% (F)</p> <p>31.8% (M) 41.1% (F)</p> <p>38.4% (3 states &gt; 40%)</p>	<p>87% 70%</p> <p>27% 35%</p> <p>50% (7 states)</p>	<p>Education Monitoring Information System EMIS</p> <p>Ministry of Education, Science and Technology MoEST</p> <p>and Development partners</p>	<p>The transitional government is willing and able to take action to tackle the economic crisis and prioritise social sector spending;</p> <p>Education funding for salaries and operational grants continues at least at present levels;</p> <p>Government maintains central, state and county level capacity to deliver services;</p>
<b>Outcome</b>	Better learning outcomes in basic literacy and numeracy in the context of ongoing conflict and socio-economic crises	<p>1. % of children reaching national assessment standards for English language literacy at P3 and P5 (sex disaggregated)</p> <p>2. % of children reaching national assessment standards for numeracy at P3 and P5 (sex disaggregated)</p>	<p>Tbd based on GPE data</p> <p>Tbd based on GPE data</p>	To be agreed at contracting stage	EMIS/MoEST and Development partners	Implementing partners are able to operate effectively despite security concerns.

		3. National and decentralised Teacher Management System in place, including Information Management System and TSC	Not in place			
		4. Sector plans and policy frameworks in place including provision for teacher management in crisis	Not in place			
<b>Specific objective</b>	<b>Output 1.</b> Improved teacher management policies and practices at national and decentralised levels	1.1 Revised teacher remuneration and grading structure, based on functional Information Management System (IMS), in place and supported	Not in place	Revised teacher remuneration and grading structure in place	EMIS/MoEST and Development partners	
<b>Outputs</b>		1.2 % Improvement in teacher classroom attendance	Not applicable	To be decided at inception stage in conjunction with MoEST		
		1.3 Number of States and Counties complying with MoEST national Pupil:Teacher ratio target	Tbd	To be decided at inception stage in conjunction with MoEST		
	<b>Output 2.</b> Teachers trained to deliver literacy and numeracy through conflict sensitive approaches	2.1 Number of unqualified P1-P3 teachers trained in early grade reading in local languages and English (sex disaggregated)	0	2,000	IMPACT Monitoring framework	

		2.2 Number of qualified teachers and educators who successfully complete IMPACT training on literacy and numeracy skills (sex disaggregated)	0	2,000		
		2.3 % IMPACT trained teachers receiving prescribed coaching or mentoring support at workplace (schools, CEC...) on a termly basis	0	100%		
		2.4 % of trained teachers with intermediate (B1) level of competence in English	Tbd	Tbd		
	<b>Output 3.</b> More qualified teachers including higher numbers of females and those from under-represented communities	3.1 IMPACT in-service rolling teacher training in place and generating additional teachers across all States	Not applicable	IMPACT training producing envisaged number of graduates	EMIS/MoEST and Development partners	
		3.2 Number of qualified teachers entering the teacher profession	1,150 (TDM Scoping study March 2015)	To be decided at inception stage		
		3.3 Number of additional qualified female teachers as a result of IMPACT-funded training	Not applicable	2,500		

	<b>Output 4.</b> Co-ordinated delivery of teacher support in emergency and crisis conditions	4.1 MoEST Crisis coordination structure in place and functioning at national level, with links to States & Counties, and TIMS database	Not in place	Unit fully functional and effective	EMIS/MoEST and Development partners
		4.2 % Counties able to support crisis-driven teacher redeployment, using Information Management System	0	90%	
		4.3 % of schools with emergency plans in place to handle crises (e.g. to cope with influx with IDPs etc.)	0	To be decided at inception stage in conjunction with MoEST	

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<sup>i</sup> Indicators and targets will be more clearly defined in the inception phase