

**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>Direct management through a Service Contract with a commercial company and through Grants Contracts with NGOs.</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 **geographical coverage of the action** is country-wide. 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 providing support for teachers and funding training for teachers including in crisis-hit locations.

The programme will be articulated in two components: 1) Improved teacher attendance; 2) Improved quality of teaching of basic literacy and numeracy.

The European Union will provide 45.6 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 and huge delays in payments, 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 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.

## **2.4. Complementary actions**

The action will be completed by the programming of an additional action aimed at delivering improved access to quality health services, and respond to emergency needs where required, with a specific focus on reducing maternal and child mortality.

Strong complementarities will be realized with the the UK Aid funded Girls Education South Sudan (GESS) and USAID funded Room to Learn (RtL) and successive interventions, with the Global Partnership for Education (GPE) and with other education programmes 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 GESS and RtL programmes (UK Aid and USAID), 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 attendance in primary schools; 2) to improve quality of teaching of basic literacy and numeracy using conflict sensitive evidence based approaches.

### **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 attendance in primary schools

Result 1 will consist of a contracted service programme aimed at disbursing Capitation Grants (per capita financing) to schools with the aim that these resources are spent on incentives for teachers, therefore encouraging greater teacher attendance. This direct support to schools will be complemented by effective monitoring and evaluation by payam supervisors and county inspectors, backed up by the establishment and functioning of the Human Resources Information System for Education, including a payroll audit and teacher profiling/accreditation verification linked to attendance and validation of paygrade.

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

Non-governmental organisations (NGOs) will support improved teacher performance especially in developing basic literacy and numeracy skills through strengthened teacher training using conflict sensitive and evidence based approaches. The support will include mentoring and performance-based assessments, run through rolling modular in-service training in County Education Centres and through ‘mobile’ training programmes. Special attention will be focused on including more women and currently under-represented groups in training as teachers and teaching assistants. Result 2 will aim to bridge the potential divide between emergency education and ‘normal’ provision of education in more stable areas. Counties, payams, schools will be supported by partner NGOs in developing emergency preparedness plans, and ensure deployment of staff where needed to support the reintegration of IDPs and returnees and the utilisation of trained teachers in IDP settlements and communities during crises. 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;
- 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.

### **3.5. Stakeholders**

The key stakeholders are the education and the local authorities, at central, state and county level. The direct beneficiaries are teachers, 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 Service Contract with a commercial company (indicatively in September 2016) and grants contracts with NGOs (indicatively in December 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 direct management. Component 1 will be implemented through the conclusion of a service contract with a commercial company. Implementation will rely on the experience of the on-going UK-funded programme 'Girls Education South Sudan (GESS); component 2 will be implemented through the conclusion of grant contracts with NGOs.

### **4.3. Indicative budget**

<b>Component</b>	<b>Amount in EUR thousands</b>
Service contract with commercial company- Component 1	22780
Grant contracts with NGOs- Component 2	22300
Monitoring, audit and evaluation	500
Communications and visibility	20
<b>Total</b>	<b>45600</b>

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

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 500,000 EUR.

Monitoring, 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.

#### **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

	Intervention logic	Indicators	Baseline/ current value (EMIS 2015 where applicable)	Targets <sup>1</sup> (2020)	Sources and means of verification	Assumptions
<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>Government maintains central, state and county level capacity to deliver services;</p> <p>Implementing partners are able to operate effectively despite security concerns.</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	



<b>Specific objective</b>  <b>Outputs</b>	<b>Output 1.</b> Improved teacher attendance	1.1 % Improvement in teacher classroom attendance  1.2 Revised teacher payroll, remuneration and grading structure, based on functional Human Resources Information Management System, in place and supported  1.3 Number of States and Counties complying with MoEST national Pupil:Teacher ratio target	Many schools did not open in 2016 due to decreased value of SSP and the delays in payments for teachers' salaries.  Not in place  Tbd	To be decided at inception stage in conjunction with MoEST  Revised teacher payroll, remuneration and grading structure in place  To be decided at inception stage in conjunction with MoEST	EMIS/MoEST and Development partners	
	<b>Output 2.</b> Teachers trained to deliver literacy and numeracy through conflict sensitive evidence based approaches	2.1 Number of unqualified P1-P3 teachers trained in early grade reading in local languages and English (sex disaggregated) 2.2 Number of qualified teachers and educators who successfully complete IMPACT training on literacy and numeracy skills (sex disaggregated)  2.3 % IMPACT trained	Not applicable  1,150 (TDM Scoping study March 2015)  Not applicable	IMPACT training producing envisaged number of graduates  To be decided at inception stage  2,500	EMIS/MoEST and Development partners	

		<p>teachers receiving prescribed coaching or mentoring support at workplace (schools, CEC...) on a termly basis</p> <p>2.4 IMPACT in-service rolling teacher training in place</p> <p>2.5 Number of qualified teachers entering the teacher profession</p> <p>2.6 Number of additional qualified female teachers as a result of IMPACT-funded training</p> <p>2.7 % Counties able to support crisis-driven teacher redeployment, using Information Management System</p> <p>2.8 % of schools with emergency plans in place to handle crises (e.g. to cope with influx with IDPs etc.)</p>				
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<sup>i</sup> Indicators and targets will be more clearly defined in the inception phase. Targets at impact level are presented as aggregate to reflect commitments of aligned development partners.