



# Review of IBIS' Accelerated Learning Programme in South Sudan

## Report

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## **Executive Summary**

With funding from DANIDA IBIS started first project phase of Accelerated Learning Programme (ALP) in South Sudan in 2007, followed by 3 consecutive projects. The ALP programme consisted of support to 45 ALP centres with app. 2.000 learners and 150 teachers. Capacity building of PTAs, communities and Education Authorities were other programme components. With the fourth project phase (2011 – 2012) IBIS exited the ALP programme in December 2012 and handed the ALP centres over to the Ministry of General Education and Instruction (MoGEI) in Central Equatoria State. Since IBIS' support to Education in South Sudan will continue beyond the ALP programme, IBIS commissioned a review of the ALP programme in January – March 2013 in order to assess how far the ALP programme reached its objectives; and how lessons learned including good experiences can be transferred to a new Education Programme in South Sudan.

The purpose of the review was: 1) to review the performance of the ALP project in relation to its objectives and outcome; and 2) based upon the findings, to give recommendations on IBIS' further work with education in South Sudan.

The methodology consisted of document analysis, qualitative interviews, consultations and observations from field visits. Focus of the review was the performance of the ALP programme assessed through the various methods against the outcome and results. It formed the basis for the review analysis leading to conclusions and recommendations.

*IBIS' ALP programme was found very relevant* according to the needs and rights of the target group. IBIS was efficient in information sharing, and Education Authorities appreciated that IBIS' project was shaped and fitted into Government education policies and strategies.

In relation to the overall objective "All out-of-school children and youth in South Sudan achieve their right to free, relevant, quality primary education" IBIS has contributed to raising awareness of all children's – girls and boys – right to education through parents and community involvement in advocacy and capacity building of Education Counterparts. Furthermore, it is clear that the teacher training component has contributed to raise the quality level of teaching and commitment of teachers in the classrooms.

*The strengths of the ALP programme* was found in the approach to cooperation with Education Authorities at all levels which turned out being very efficient and laid the foundation for a mutual partnership. Especially the capacity building through secondment of County and Payam staff to IBIS for 1 year was brilliant and very appropriate in the South Sudan context. The Counterparts (Technical Education Staff (TES)) personnel are currently working in the Education system and with their improved skills and commitment they should be able to continue a positive development of the ALP.

IBIS' model of continuous professional development was very valid and the teacher training modules developed including 2 – 4 weeks fast track training, cluster/pre-planning sessions and formative supervision was by all accounts a best practice model to follow. Even, as an unexpected result, IBIS - in collaboration with MoGEI and teachers – created a very positive environment of cooperation in the schools through the training and supervision.

The reading and writing component developed and implemented was very relevant in the South Sudan context and substantially contributed to the success of the ALP project. It became a success as many more learners were able to read after 3 month intensive reading and writing course and spilled over to and was used in primary schools also. It created an impact not only for the ALP learners but also for the primary school students that their foundation for all learning was laid through 3 months intensive focus on reading and writing.

The teacher training manuals developed and other documentation gathered from training was solid, professional and technical well founded, and the material could be used by partners in South Sudan and in other IBIS programmes with adjustments to the local context.

IBIS' approach to cooperation with communities and local Education Authorities was to increase their interaction and get them in contact with each other. IBIS conducted Community Cluster meetings, Cluster Open Days and Stakeholder meetings and conferences to foster participation and dialogue among Payam and County education officials. The Cluster Open Days were informative and raised awareness about education and various life skills issues, and were especially successful raising awareness about all children's right to education. Unfortunately, the Cluster Open Days were to a high degree organized by IBIS, and activities were not sustained in the communities.

Performance Based Financing functioned well for 1 year. Communities, MoGEI at Payam and County level learned to plan actions and organize activities. They were held accountable and learned to spend the budget in a good and transparent way.

The management group consisted of international and national staff, full time and part time staff engaged with the programme. With international staff being part time involved, it was not the normal way of organising an IBIS Project Office, but it seemed to have more strength than weaknesses.

*The weaknesses of the ALP programme* included lack of a clear gender strategy as IBIS' approach to gender equality in South Sudan was mainstreaming of gender issues into training workshops and community activities. The mainstream approach used by IBIS did not generate any new initiatives or actions towards recruitment of more female teachers or ensuring female learners retention.

Learners continued to drop out throughout the 4 project phases. IBIS tried to ensure sufficient number of learners through a multi-entry-exit approach. But assessed and considered together with the low number of learners passing the final examination, it must be considered whether a 4-years ALP education is the most efficient way of supporting education in a post-war Country like South Sudan.

Initially, IBIS gave priority to community meetings compared to PTA training and capacity building, due to the fact that MoGEI in cooperation with UNICEF planned to implement a PTA training module for all PTAs. But the plan was not rolled out, so IBIS started capacity building of PTAs and involved head-teachers in cooperation with and guiding of PTAs. Unfortunately, when IBIS exited many PTAs were still weak and not able to sustain the ALP activities in the communities, and a learning is that PTAs should have been more actively involved earlier in the project phases in support of ownership to and sustainability of ALP.

Concerning cooperation with Civil Society Organizations (CSO) and/or Community Based Organizations (CBO) the work of IBIS was more sporadic; and IBIS kept focus on and gave priority to increasing capacity of Education Authorities as partners rather than Civil Society. As in other post-war Countries there are very few or no CSOs specialized with Education issues in South Sudan. But CSOs in governance related areas are emerging and could be future cooperation partners advocating for education for all.

Data was gathered from 2008 – 2011 for each centre and compiled. The intention was to establish a common data base with information about all ALP centres. The data base became very detailed and a bit complicated, so the programme staff lacked capacity to maintain the data base and ensure that data was updated. It made it difficult to get accurate information about the learners participating in the ALP programme. In future programmes data giving a good overview and with focus on essential data should be ensured.

**Based on the analysis following recommendations to IBIS' further work with Education in South Sudan is raised:**

*1) Increase support to capacity building of Education Authorities*

The capacity of Education Authorities in South Sudan is still very weak. The value of IBIS' long term engagement with MoGEI and especially the extended capacity building of Counterparts (Technical Education Staff (TES)) have been obvious positive project elements and should be included in future programmes.

*2) Increase support to teacher training and expand initiatives to collaboration with Teacher Training Institutes (TTI)*

There is a huge need for teachers in South Sudan in general and qualified teachers specifically. IBIS' approach to teacher training in South Sudan focused on continuous professional development. This teacher training model was viewed as a best practice by many stakeholders, and the model should therefore form the foundation for increased support to teacher training and the Teacher Training Institutes.

*3) Strengthen and further develop the reading and writing programme component*

It is acknowledged in IBIS and many other international organizations working in the education field that being able to read and write is the foundation for children to gain knowledge and complete primary school. In future programming in South Sudan IBIS should build on competencies and comparative advantages gained from developing and implementing the reading/writing component.

*4) Improve efficiency and focus on implementing 6 month to 1 year education components*

The ALP concept aims at learners completing two grades in one year; in South Sudan where primary school comprises 8 years education, the ALP learners are supposed to achieve primary school exam after 4 years. However, many of the learners in IBIS' ALP programme did not go through the entire ALP cycle, and IBIS should consider a more efficient way of supporting education in South Sudan.

*5) Strengthen gender approach and launch specific gender initiatives based on learning's from the ALP programme*

Gender inequality is the norm in most South Sudanese communities, especially in the rural areas where opportunities for adolescent girls to go to school are challenging, and it is very rare to find qualified female teachers. To support change in practices in South Sudan and apply to IBIS policy on gender equality, the mainstreaming approach used so far in the ALP programme will not be sufficient.

*6) Initiate programme interventions on Technical Vocational Education and Training (TVET)*

Many ALP graduates found it difficult to continue education after finalizing ALP, mainly due to financial constraints. Since there are only very few interventions on TVET in South Sudan, it is recommended that IBIS initiate programme components aiming at supporting Government of South Sudan (GoSS) TVET system in collaboration with MoGEI.

*7) Increase capacity building of PTAs and strengthen cooperation between PTAs and head-teachers*

To establish local ownership, improve chances of sustainability and ensure advocacy for IBIS' future education programmes capacity building support to PTAs should be intensified.

*8) Strengthen support to civil society and establishment of partnerships*

It is important to establish partnership and build capacity of selected CBOs and CSOs in IBIS future programming to sustain expected programme changes and results, and build strong counter debating and advocacy partners enabling them to hold the Education Authorities/partners accountable.

*9) Continue programme activities in Central Equatoria*

IBIS' position as reliable partner with Ministry of Education at both National and State level, should be expanded and sustained in future education and governance programming by continuing some education programme activities in and around the capital Juba (Central Equatoria (CE)).

*10) Capacity building support to do budget tracking*

Local Education Authorities, TES personnel, PTAs and other community stakeholders found it difficult to advocate towards the State and National Government for funding to ALP and IBIS should consider increasing their capacity on budget tracking.

**List of acronyms**

AES	Alternative Education System
ALP	Accelerated Learning Programme
CBO	Community Based Organization
CE	Central Equatoria
CGS	Community girls schools
CPA	Comprehensive Peace Agreement
CSO	Civil Society Organization
DAC	Development Assistance Committee
DANIDA	Danish International Development Agency
GoSS	Government of South Sudan
GCC	Girl Child Education Coordinator
HO	Head Office
INGO	International Non-Governmental Organization
M&E	Monitoring and evaluation
MoGEI	Ministry of General Education and Instruction
NRC	Norwegian Refugee Council
NSEA	Needs Services and Education Association
OECD	Organization for Economic Co-operation and Development
PBF	Performance Based Financing
PM	Programme Manager
PTA	Parent Teacher Association
ROI	Regions of Origin Initiative
SC	Save the Children
SPM	Senior Programme Manager
TES	Technical Education Staff
TOR	Terms of Reference
TTI	Teacher Training Institute
TVET	Technical Vocation Education and Training
UNICEF	United Nations Children's Fund
WOPHA	Widows Orphans and People with HIV/AIDS

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## 1. Introduction

With the Comprehensive Peace Agreement (CPA) in 2005 South Sudan exited civil war and moved into a transition phase from emergency to longer term development. IBIS has long experiences from working with Education in developing Countries under the Education for Change strategy and more recent experience from working in post-conflict Countries. Against this background, IBIS applied DANIDA for funding to implement an Accelerated Learning Programme (ALP) in South Sudan. ALP is implemented in many post-conflict and/or developing Countries. The ALP concept is delivered as flexible, age-appropriate courses to help out-of-school children aged 12 – 18 catch up with their primary education and get back into mainstream or alternative modes of learning. Most accelerated learning programmes:

- Complete two grades in one year
- Incorporates life skill subjects
- Are frequently donor funded
- Focus on access, retention, and completion.

Under DANIDA's Department of Humanitarian Assistance IBIS' application was approved in 2007 with the first project phase of 18 months to start up the ALP programme in South Sudan. Since the primary education consists of 8 years in South Sudan, a full ALP cycle would comprise 4 years, and IBIS received verbal commitment from DANIDA that funding would be ensured for the entire cycle of ALP in South Sudan. The first project started in 2007 with establishment of IBIS office, recruitment of staff, conducting of baseline survey and launching of the ALP education in 60 centres in Morobo, Yei and Lainya Counties, Central Equatoria State in July 2008. 3 consecutive project phases followed the first project, the numbers of ALP centres were reduced to 45 but the number of learners and teachers stayed almost stable. With the fourth project phase IBIS exited the ALP programme in December 2012 and handed the ALP centres over to Ministry of General Education and Instruction (MoGEI) in CE State.

But IBIS' support to Education in South Sudan will continue beyond the ALP programme, so in order to assess whether the ALP programme reached its objectives; and whether lessons learned including good experiences can be transferred to a new Education Programme in South Sudan, IBIS commissioned a review of the ALP programme. The review was carried out by a review team consisting of: Else Østergaard (team leader with responsibility for the final reporting), Karina Kleivan (IBIS HO staff member) and Margaret Ayite (national resource person).

The time period for the review was from January to March 2013 with field work in South Sudan from 10th February to 20th February. During the field visit extensive meetings were held with representatives from National, State, County and Payam Education Authorities, visits to ALP centres were paid and interviews with learners, teachers, PTAs and other community members were held, and IBIS current and former staff members answered questions and discussed issues of concern with the review team. 6 ALP schools were visited and totally 187 stakeholders were interviewed (67 were female).

The review team enjoyed the hospitality and warm cooperation from the entire IBIS team, and the review team wants to express special thanks to the IBIS driver Dominic Kibo who safely drove us around CE State; Drani James Baptist, IBIS M&E Officer who went along with the team to the field for 5 days; Abdu Kenyi, IBIS Programme Manager who prepared the work schedule and made it possible to meet with so many interesting stakeholders; and not least Peter Mc Canny, now IBIS Country Director in South Sudan who gave us a warm welcome and helped us both before and during the field visit with information, documents and narratives. Finally, the national resource person, Margaret Ayite must be appreciated for her extensive knowledge about ALP in South Sudan and her outstanding respectfulness towards all stakeholders met.

## 2. Objectives of and key issues to be addressed in the review

Why was this review carried out? Per the TOR<sup>1</sup> the purpose of the review was:

- To review the performance of the ALP project in relation to its objectives and outcome;

The TOR specified 5 key issues that should be addressed and guide the review, namely:

- 1) Relevance and strategic approach;
- 2) Outcome, included effectiveness and efficiency and if possible Impact;
- 3) Sustainability;
- 4) Partnership and Participation;

Gender equality should be taken into consideration in all aspects of the review but also be paid special attention and described separately under relevance and outcome.

## 3. Methodology

- *Review focus*

The focus of this review was to assess the performance of IBIS' ALP programme in South Sudan through the outcome and results. It was conducted on basis of the frame laid out in the TOR<sup>2</sup>, and thus, the assessment of performance followed the standard OECD/DAC evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability.

### Relevance

The issue of relevance was assessed on the basis of ALP programme correspondence to the strategic Education Framework in South Sudan and the extent to which the programme followed priorities and policies of the target groups, Education Authorities and donor.

### Effectiveness

Effectiveness was assessed on the basis of outcome against plans and expected results. It was considered what the major factors influencing achievement of objectives, and why or why not the objectives were achieved.

### Efficiency

Efficiency is an economic term which signifies whether the programme used the least costly resources in order to achieve the desired results. To the extent possible unit costs were calculated and it was explored whether the chosen actions produced the expected results in a cost efficient way.

### Impact

The impact illustrates the positive and negative changes produced by the intervention, intended or unintended. The issue of impact was given less priority since IBIS only exited the ALP programme in December 2012 and yet changes are difficult to measure.

### Sustainability

Sustainability was concerned with measuring whether the activities or the benefits of an activity were likely to continue after IBIS funding has been withdrawn.

- *Tools/instruments/questions*

During the field visit extensive meetings were held with Education Authorities at Payam, County, State and National level. Groups of stakeholders – learners, teachers, PTAs, parents and other community members –

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<sup>1</sup> Annex 1

<sup>2</sup> Annex 1

were visited in the ALP centres for interviews, and former and current IBIS staff members were questioned and explained willingly about the project development and achieved results<sup>3</sup>.

- *Information sources and methods*

The information sources comprised of project documents e.g. proposals, reports, manuals and other internal documentation; interviews with stakeholders and consultations with Education Authorities and IBIS staff during field work.

The review methodology included desk study and document analysis, statistical analysis, qualitative interviews and consultations. Observations from field visits formed part of the analysis together with data, stakeholder information and documentation made available for the review team.

Unfortunately schools were not yet opened after vacation – although according to the official calendar, they should have started classes February 11 – so no class observation could take place for the review team to evaluate the teaching and learning process.

## 4. Review of the ALP programme

### 4.1 *Relevance and strategic approach of the programme in relation to South Sudan education context*

#### 4.1.1 *Assessing the relevance of the project in light of the needs, priorities and rights of the target group and the educational policy framework in the country.*

*The IBIS ALP Programme implemented in Central Equatoria State in South Sudan is very relevant according to the needs and rights of the target group. Many children and youth are not or have not been to school due to the prolonged war. ALP is very relevant for and aimed at the age group 12 – 18 years old and a great opportunity as it offers 8 years of primary education in 4 years.*

At the beginning of phase 1 in early 2008 IBIS carried out a baseline survey in Lainya, Yei and Morobo Counties of Central Equatoria (CE) State. As stated in the Baseline report “South Sudan has one of the highest illiteracy rates in the world, modestly put at an average of 85% illiteracy rate (92% among women & 80% among men).<sup>4</sup>” 108 schools in the 3 Counties were assessed and the Baseline report concluded that “Within the limitation of the collected statistics, the need for ALP is evidently overwhelming and the 3,000 planned numbers for by IBIS’ programme is too low to cover the requirement<sup>5</sup>.” The findings were that: “The total numbers of ALP potential learners found in the communities of 108 surveyed schools were 33,881 (Male: 16,730; Female: 17,151). The out of school added to 29,760 (Male: 14,431; Female: 15,329). The over-aged in the lower primary schools classes (P1-3) total 4,121 (Male: 2,299; Female: 1,822). It is to be noted that the over-aged pupils in P4-7 are not included; otherwise the numbers would be much higher. The total numbers of potential female ALP learners were more than males (female 17,151 and male 16,730).<sup>6</sup>”

Hence, it was obvious that a big group of adolescent and youth had missed out on education due to the prolonged civil war in Sudan, lack of education facilities and learning opportunities, and widespread poverty. “The war has caused such lack of education but also ignorance towards education. You could say – ‘big war led to big ignorance’<sup>7</sup>” It meant that there was a huge need for education initiatives for this group as they felt too old to start in Primary 1. “It is difficult to have children from 7 – 18 in the same classroom; they learn and behave differently. ALP played a role in filling the gap and getting those children/youth that

<sup>3</sup> Annex 8: Questions as basis for interviews

<sup>4</sup> Baseline Survey for ALP, IBIS South Sudan, April – May 2008

<sup>5</sup> Baseline Survey for ALP, IBIS South Sudan, April – May 2008

<sup>6</sup> Baseline Survey for ALP, IBIS South Sudan, April – May 2008

<sup>7</sup> PTA Chairman, Morobo ALP centre, Morobo County

had given up their hope into education. They got together and learned together – the learners crossed the boundary and they got hope<sup>8</sup>.” Furthermore, many youths have obligations in their family, either they have their own family or they have responsibilities to support livelihoods of their parents and siblings and they would not be able to attend primary school for 8 years. From registration, enrolment and attendance data it was obvious that the accelerated education was attractive for the age-group 12 – 18<sup>9</sup>. The actual numbers of learners in IBIS’ ALP programme will further be discussed in chapter 4.3 under objective 1.

*Likewise, implementation of ALP was indeed relevant for the Government of South Sudan (GoSS). The Government has an Alternative Education System (AES) and gives priority to ALP specifically as part of the AES. ALP is included and described in the Education policies and guidelines.*

An Education Official explained: “ALP is how we could create access and reduce the number of “over-aged” children. ALP is part of the Education System as a component of AES, assigned by the government to be part of access to education for the “over-aged” children. ALP is included in the AES budget<sup>10</sup>”. Thus, in the Education Bill awaiting approval as Education Act, Chapter III: Structure of General Education System, point 9: Levels of General Education, section 2: Non-formal Education point i. Alternative education system, describes:

- The alternative education system shall:

Provide learning opportunities for learners who have missed their formal education in the basic education system, and those who never joined basic education<sup>11</sup>.

The Alternative Education is interpreted as: “Alternative Education” means a programme of prescribed courses of study which assist the out of school learners whether children or adults to accelerate their learning by either joining the formal education system or by gaining needed skills through alternative learning or home-study for a productive life<sup>12</sup>;

The Alternative Education System (AES) was formed in 2002, during the time of the Secretariat of Education, as a response to the education needs of out of school children and demobilized soldiers. Since then, the AES has largely targeted adults and youth who did not have educational opportunities at school age during the conflict<sup>13</sup>.

Four priority sub-components were selected under the AES programme:

1. *Increase literacy and functional skills for youth and adults*
2. *Provide accelerated learning opportunities for out of school children and youth*
  - Use the ALP and CGS (Community Girls Schools) programmes to give out of school children a primary education in an accelerated timeframe, enabling those that wish to move back into the formal system to continue their education to do so.
3. *Provide alternative learning opportunities for out of school children and youth*
4. *Enhance the quality of AES programmes<sup>14</sup>*

It is clear that ALP as a component under the AES is part of the strategy for GoSS to enhance access to primary education for all children in South Sudan. ALP has special focus on children/youth that missed out on education due to the war.

National languages/mother tongue is highlighted in Education policies. In the Education Bill, Chapter V: Standards and Quality of Education: point 14: National Languages in Education; it is stated that:

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<sup>8</sup> Felix Amule, Deputy Director of Planning and Budgeting, MoGEI, Central Equatoria State

<sup>9</sup> See Annex 5 for statistics gathered and compared

<sup>10</sup> Felix Amule, Deputy Director of Planning and Budgeting, MoGEI, Central Equatoria State

<sup>11</sup> Laws of South Sudan, General Education Bill, 2012 (final version 17.07.2012)

<sup>12</sup> Laws of South Sudan, General Education Bill, 2012 (final version 17.07.2012)

<sup>13</sup> General Education Strategy 2012 -2017 (Draft Final)

<sup>14</sup> General Education Strategy 2012 -2017 (Draft Final)

- (a) All indigenous languages are national languages and the English and Arabic languages shall be treated in accordance with the Constitution.
- (b) The Ministry shall develop the national standards for indigenous languages; train teachers of national languages and develop learning materials for national languages.
- (c) In early childhood development and primary 1 through 3, the medium of instruction shall be the indigenous language of the area. In urban settings, the school may choose to use more relevant or widely used national languages.
- (d) In primary 4 through 8, the medium of instruction shall be English. In primary 4 through 8, the indigenous language shall continue to be taught as a subject to ensure that all school children are able to communicate in national languages of the Republic of South Sudan fluently, accurately and effectively in a variety of situations<sup>15</sup>.

Mother tongue did not form part of the IBIS proposals and GoSS had not developed teaching material and textbooks for implementing mother tongue at the time IBIS started the project<sup>16</sup>. But although IBIS did not use mother tongue as instruction language and did not have national language textbooks, teachers were encouraged to<sup>17</sup> and did use mother tongue to explain the subjects for the learners especially in level 1 and as support language where relevant<sup>18</sup>.

IBIS' ALP programme gave focus to supporting MoGEI in their work. IBIS implemented ALP in a way "that did not change policies, but the reality changed e.g. the teachers trained by IBIS are better in the classroom every day. The monitoring system improved. IBIS introduced the cluster system (so you can be able to collect data) and the formative supervision. IBIS taught it to MoGEI and now MoGEI are able to do it<sup>19</sup>." The relevance of the IBIS ALP programme was very valuable for the MoGEI to be able to fulfill their policies, and the GoSS could not implement ALP at the scale they are doing without donor funding.

#### 4.1.2 *Assessing the adequacy of the project methods and strategy, hereunder the adequacy of the approach to gender equality.*

IBIS developed strategies and methods throughout the implementation of the 4 phases. In this way, the methods were adjusted to the context and IBIS had a very flexible approach, and considered all the time what would be possible/not possible. Hence, three times a year the project management group would go through the project and discuss it in detail to see where adjustments and improvements were needed<sup>20</sup>.

*IBIS developed teacher training modules including 2 – 4 weeks fast track training, cluster/pre-planning sessions before each term and formative supervision in between training sessions. It had a huge impact on teacher's ability to conduct lessons and apply learner centred approaches.*

Capacity building of teachers was an essential part of IBIS' ALP projects in South Sudan. IBIS started up using AES material and added relevant theory and subjects, especially on child centered methodology, gender awareness, and participatory methods. The training programme started with 1 month basic methodology, and when trainee teachers (see chapter 4.2 – Outcome and lessons learned) were included in 2009, this initial training became even more essential. A training manual was developed with specification of each lesson during the 4 weeks training course<sup>21</sup>.

<sup>15</sup> Laws of South Sudan, General Education Bill, 2012 (final version 17.07.2012)

<sup>16</sup> According to MoGEI mother tongue textbooks in Bari had now been developed by the MoGEI (2013), but they still lacked funding to publish the textbooks

<sup>17</sup> Daniel Wani, former PM IBIS, interview 11/2 2013

<sup>18</sup> Teachers at Kenyi ALP centre, interview 15/2 2013

<sup>19</sup> Felix Amule, Deputy Director of Planning and Budgeting, MoGEI, Central Equatoria State

<sup>20</sup> Peter Mc Canny, Programme Manager, interview 18/2 2013

<sup>21</sup> The manual is available at IBIS office in Juba in soft copy

The 4 weeks training was followed up by 3 days - 1 week training workshops in clusters of 5 – 7 schools. The cluster training was organized as pre-planning for the coming term and took place 3 times per year; before each term opened. “The way IBIS trained the teachers was very helpful. They learnt to do work plans and scheme the lessons in advance. Teachers didn’t do that before<sup>22</sup>.”

Between cluster training workshops IBIS conducted formative supervision of the teachers in collaboration with Education Counterparts. It was carried out in the ALP centres.

Capacity building took point of departure in existing AES training material and added to it. IBIS did not want to create a new system or a parallel model but wanted to build on existing material developed by MoGEI. IBIS’ approach focused on 5 core areas defined by IBIS as: 1) lesson preparation, scheme of work and lesson planning; 2) making and using teaching and learning aids; 3) use of participatory and learner centered methods; 4) assessment; and 5) classroom management. The first step was to train the teachers in basic methodology of teaching and improving their teaching skills, how to plan the lessons and how to follow the plan, and how to measure progress in the classroom. “Before I just took the text book and read, thinking I taught. After the training I did everything differently! Before I couldn’t really deliver knowledge. This one month training has been very important for our lives (teaching)<sup>23</sup>.”

With the 5 core areas, the foundation in the teacher training was set with focus on participatory methodologies and how to implement it in the classes, rather than focusing on content issues. With point of the departure in this foundation a comprehensive training manual including formats for supervision of teachers was developed. The supervision formats formed the basis during school visits/formative supervision for measuring the progress of the teachers in the classrooms.

Through supervision IBIS realized that many teachers had difficulties in applying the content, especially in English and Mathematics. The Teacher Trainers discussed the difficulties with the teachers, and the issues were raised at cluster training. But “content training was limited, much more focus were on methodology. We talked about doing more content training, but the technical skills to do those very specific trainings were not there, it would be much more demanding for the teacher trainers to do it. Later in ALP as learners progressed, it became a challenge. If IBIS had continued beyond the project cycle, we might have included more focus on content.<sup>24</sup>”

*IBIS developed a ‘Reading and writing component’ with a manual for teaching 3 month of reading and writing only. It was very relevant in the South Sudan context and became a success as many more learners were able to read after 3 month intensive reading and writing course. Additionally, this component could be used by primary schools, other implementers of ALP and in other IBIS projects/programme.*

As the ALP programme progressed general international focus on reading and writing increased. Attention to and awareness of the importance of reading and writing for further learning was generally acknowledged in many international education organizations inclusive IBIS. The Education Section in IBIS Head Office started elaborating a reading and writing module as inspiration for the various Education Programmes. In South Sudan IBIS realized that more focus on reading was necessary after one year of implementation (in 2009). “We realized that we had to do something as 80% of level 1 learner’s were not able to read<sup>25</sup>.” A reading and writing manual was developed by IBIS Education Advisor and Teacher Trainers based on input from Head Office. It covered 3 month intensive training for all learners at the beginning of level 1, so from the beginning of 2010 all learners would start with reading and writing only in the first term (3 month). It was followed up with special focus on reading and writing in the second and third term also. The module was also used for learners who started before 2010 but still had a need for special focus on reading and writing. The training manual was developed in English as it was the language of instruction that IBIS used. “The reading and writing course substantially contributed to the success of the

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<sup>22</sup> Agele Peter Festo, County Technical Education Staff (TES), Morobo County

<sup>23</sup> Teacher, Paika ALP centre, Morobo County

<sup>24</sup> Victoria Brown, Education Advisor from 2010, interview 16/2 2013

<sup>25</sup> Daniel Wani, former PM IBIS, interview 11/2 2013

ALP project and the learning outcomes of ALP students. As many learners entered ALP with absolutely no previous exposure to the classroom or literacy, it became a pivotal part of ensuring their success in the programme, laying the foundation for them to access ALP subject matter and ensuring they were able to achieve learning gains in the classroom<sup>26</sup>.”

The focus on reading as the first step in learning any subjects in the ALP classes raised a lot of interest for IBIS’ ALP programme. Many learners wanted to start the ALP education and even primary learners wanted to start with reading and writing in ALP, but that would not be possible, as it would have undermined the ALP programme by the share numbers as well as big age span. Instead, IBIS agreed to train teachers from primary schools so they could carry out the reading and writing course in primary classes. The MoGEI was impressed by the reading and writing component and expressed it made IBIS’ support to ALP the best model<sup>27</sup>. Most important, testing of the learners showed good results. According to information made available for the review team the reading pass rate for level 1 learner’s after the first term peaked at 53% measured against all learners enrolled. In 2010 53% of all learners who could pass a reading test after 3 month are impressive. Moreover, the teachers had the possibility to support the learners further to ensure they would improve their reading and writing skills within the first year of ALP. The success rate was highest the first year of implementation, which might be expected as more learners were enrolled in ALP level 1 in 2010 than in 2012 (see further explanation in Chapter 4.2. Outcome and Lessons Learned). “The quality of ALP implemented by IBIS was high, especially the reading and writing component where IBIS developed material. When the ALP syllabus was reviewed last year with support from Save the Children and DFID and new books were developed, we wanted the reading and writing model from IBIS to be part of the new syllabus, but unfortunately, I don’t think it is included.<sup>28</sup>” Although IBIS, through MoGEI made an effort to have the reading and writing component included in the ALP syllabus, it did not happen and it was unclear how much pressure MoGEI put into the process of having the model integrated into the syllabus.

*Secondment of County and Payam staff to IBIS for 1 year for capacity building was brilliant and very appropriate in the South Sudan context.*

Part of the ALP programme was building capacity of Education Officials. IBIS was very thorough in their cooperation with Education Authorities at all levels – National, State, County and Payam level. At an early stage IBIS involved Payam and County AES Inspectors in the formative supervision of teachers. And from 2010 to 2011 IBIS agreed with the MoGEI to second 17 staff from MoGEI State, County and Payam level to IBIS for 1 year “on the job” capacity building. The Counterparts, later called Technical Education Staff (TES) participated in training courses and worked along with IBIS Teacher Trainers to experience how IBIS supported and monitored ALP. After the year of capacity building the staff returned to MoGEI. The review team met representatives from the TES group, they all showed high knowledge of the running of ALP and were very committed to support and sustain ALP in their Payams/Counties.

The method of “on the job” training showed, that awareness of ALP were raised at all levels and monitoring competencies sustained in the Ministry. The review team acknowledge that this method supported the good cooperation already created between MoGEI and IBIS, and that the involved staff received a thorough upgrading contributing to development of MoGEI. But the review team shall remark that some staff came from teacher positions, and therefore a new position within the Ministry had to be created for them on return from IBIS; it meant that the TES positions were a new creation outside the organogram, without promotion opportunities and also without proper job description<sup>29</sup>. They were lowest paid and lowest in the hierarchy, and it was difficult for them to continue field visits and supervising ALP with the same

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<sup>26</sup> Victoria Brown, Education Advisor from 2010, answering questions 2/3 2013

<sup>27</sup> Odur Nelson, Deputy DG AES, National MoGEI and Felix Amule, Deputy Director of Planning and Budgeting, MoGEI, Central Equatoria State

<sup>28</sup> Odur Nelson, Deputy DG AES, National MoGEI

<sup>29</sup> Dada Alfred Joel, TES/ALP Supervisor, Yei River County

frequency as before IBIS' exit, especially taking into account that no money was put aside for ALP when IBIS left.

*There was no visible gender strategy described in the ALP project documents as the approach to gender equality was mainstreaming of gender issues into training workshops and community activities.*

There was no special approach to female teacher training or to recruit female teachers, but gender formed part of the general teacher training component (see further chapter 4.2.2 Assessing the results in relation to gender equality). In each County there was a position as Girl Child Education Coordinator (GCC), and during the 3<sup>rd</sup> phase IBIS included this group in capacity building.

Gender equality issues were included and discussed at Cluster Open Days and other Cluster/community meetings, especially to advocate for girls equal right to education. Capacity building of GCC was part of the process to give additional attention to girls' gender specific issues. Girls Education Movement was an example of an activity initiated and implemented in collaboration with the GCC to gather girls and focus on their specific challenges in attending school and trying to raise the issues with teachers, parents, communities and Education Authorities with the aim to create a conducive environment for girls to attend ALP classes.

## **4.2 Outcome and lessons learned in relation to programme objectives, incl. cost efficiency**

### **4.2.1 Assessing the extent to which the project has reached the specific objectives and why/why not**

The ALP programme consisted of 4 consecutive projects from December 2007 – December 2012 with funding from DANIDA. The overall objective: "All out-of-school children and youth in South Sudan achieve their right to free, relevant, quality primary education" continued alike throughout the four phases of the ALP programme. The specific objectives varied a little concerning number of children expected to participate – from 3.000 to 4.200 to 3.500 ending at 3.000. Since variations are minor, the review team has used the objectives and expected results described in the TOR to measure achievements against.

It can be discussed how to measure participation of children – was it expected that the same children participated throughout the project or was it expected that new children enrol in each new project phase or when other children drop out? Data and information provided to the review team varies from report to report, one reason is due to school years in South Sudan running from February to December while the project phases end/start in July or August. Another issue is that a data base was established in 2011 with input of statistics from 2008 to 2011, but the data base was not maintained or updated. The information in the data base is very detailed with only short summaries for each of the three Counties but no overall summary. Hence, it is not very useful to give an overview of the entire IBIS ALP programme in South Sudan. The review team had to compile data from various reports to use for this report, and staff members found it difficult to verify statistics.

#### **Specific Objective 1:**

3,000 over-aged, out-of-school children and youth (12-18 years), with special emphasis on girls, in Central Equatoria achieve through active participation in the Accelerated Learning Programme (ALP) access to free, relevant, quality basic education.

**Expected results (learners):**

- 3.000 over-aged children have achieved literacy skills. 900 complete examination
- 140 ALP classes are functioning with average 25 per class
- 50% of the children pass to next level. 25% repeat the level

**Findings:** Through the 4 phases of ALP projects between 3.400 and 2.300 children were enrolled at the beginning of each school year in February<sup>30</sup>. But many children dropped out from ALP, some children were transferred to primary school, some dropped out for a season and some dropped out for good. IBIS introduced “multi-entry-exit” which meant that new learners – as well as previous learners - could be enrolled whenever other children dropped out. Since no statistics were in place so each learner could be traced, drop-out rates over a school year do not give an exact picture, as some children dropped out while others were enrolled.

It is difficult to judge whether the “multi-entry-exit” was a success. It can be concluded that the number of learners attending classes were lower than 1.500 learners at some stages<sup>31</sup>, but at the end of each year around 2.000 learners were still enrolled, and the number of classes were maintained between 132 and 184 throughout all 4 phases. The numbers of learners passing to the next level decreased from 64% (2009) to 38% (2011) of the learners enrolled at the end of the year; it could indicate that many new learners were enrolled during the year, and therefore not able to pass the ‘end of year’ test and continue to the next level.

When IBIS introduced reading and writing course in 2010 (2<sup>nd</sup> phase), all level 1 learners were tested after the first term (3 month). Also here the best results showed up in the beginning with 53% of the learners passing in 2010 while only 19% of learners passed in 2012. This % is measured against the number of learners enrolled and will naturally be higher in the early phases as more learners moved to higher levels over the years which means there were more learners in level 1 and 2 in 2010 than in 2012 and therefore also more learners who should take the reading test in 2010. Another reason for the falling pass rate might have been that learners dropped out before the reading test, but since the database was not updated and no other information about numbers of learners in level 1 was available, it could not be verified, and it was impossible to compare the success rate over the years.

416 learners passed the final level 4 examination – 307 learners in 2010 and 113 learners in 2011. This number does not include learners passing the final test in 2012 as the result was not known when the review team conducted the review. It does not reach the 900 learners expected to complete the entire ALP cycle. It shows that it is difficult to keep the young learners in school for 4 years ALP education. Various reasons for drop out were mentioned. When it comes to girl learners’ drop out, the reasons would mainly be due to early marriage, pregnancy, responsibility for household, long distances to school, and even menstruation could cause girls to leave ALP, since they often did not attend during their period causing them to fall behind the class. “Menstruation becomes a problem. There are no washing facilities or sanitary towels. They (the girls) just go home and come back after menses has stopped. But sometimes they don’t come back at all<sup>32</sup>”. Boy learners seem to be under a certain family and peer pressure to make money (through cutting bamboos, hunting, or motorcycle-taxi business<sup>33</sup>), or they find that the ALP education is too difficult for them<sup>34</sup> which can force or lure them into leaving the ALP.

ALP also attracted learners who do not belong to this kind of accelerated education, e.g. primary school students enrolled in ALP at a time when the 3 month reading course was introduced as they wanted to participate in this course, but they were transferred to primary classes. Some primary school students enrolled in ALP as it is free of any charges while in primary school, students pay for uniforms, scholastic materials, and sometimes contribute to volunteer teacher’s incentives. Like that, the review team experienced children at the age of 7 in ALP Level 1, due to their parents not being able to cope with the inevitable expenses involved in attending primary school<sup>35</sup>. The team also encountered primary 6 students

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<sup>30</sup> See Annex 5 for statistics

<sup>31</sup> Yei Morobo and Lainya Counties Combined Centre and Stakeholders Analysis Report May 2012 (attendance November 2011) – referred to as database

<sup>32</sup> Namugaya Joy, Education Advisor, Morobo County

<sup>33</sup> Obodia Manase, County Education Director, Lainya County

<sup>34</sup> Male learner, level 4, Paika ALP centre, Morobo County, interview 13/2 2013

<sup>35</sup> In Nyongwe ALP centre, BRAC (a Bangladeshi NGO) had run a nearby school but closed it down and sent all young primary learners

enrolling in ALP level 4, since the school would not have primary 7 and 8. Adult learners were experienced in the ALP centres e.g. the review team met one learner at the age of 38, as there were no adult literacy offers in the community. Often adult learners have other needs and wishes for training than young people, and do not belong to the main target group, and other literacy initiatives for adult learners are therefore separately included in Education policies and strategies<sup>36</sup>.

No specific expected results were put in place concerning quality of the ALP. The issue of quality shall be discussed under teacher capacity building below and in part 4.2.4 Overall Objective. Here it shall be mentioned that IBIS supported communities with material for construction of classrooms where there previously was no structure, supported provision of textbooks and additional reading books and supported payment of examination fee. All these initiatives were launched to create a conducive environment and lay a foundation for free, relevant quality education. It was much appreciated by the MoGEI and commented at all levels: "IBIS provided books and all for ALP<sup>37</sup>"; "Where the schools were under trees, IBIS helped us to construct semi-permanent schools<sup>38</sup>"; and "IBIS supported construction of classrooms of local materials<sup>39</sup>".

Moreover, IBIS planned to initiate Learners Councils and life skills as part of creating relevance and quality in the education. Learners Councils were meant "to promote ALP learner involvement in decision-making regarding implementation of the ALP and participation in organizing and reviewing teaching and learning activities at centre level<sup>40</sup>". But establishment of and supporting Learners Councils as an effective organization was a huge task since learners are not used to participate in school management affairs in a South Sudan context, not to mention that the young (especially girls) do not contest the opinions of the elders in public, so the Learners Councils did not function as planned<sup>41</sup>. However, debate clubs were organized in many schools as an outgrowth of Learners Councils, club initiatives and life skills. Debate clubs were organized in many ALP centres Friday afternoon; examples of debating themes were: a) early marriage, b) favorite sports, c) girls education, and d) healthy community. The clubs were a success and much appreciated by many learners<sup>42</sup>.

In the beginning of the programme IBIS tried to define life skills and how it could be part of the ALP education. At a time a Life Skills Coordinator was employed, but it was difficult to find time both to define life skills but also time for life skills lessons in the ALP curriculum. Thus, IBIS recognized that her core area is Education (here ALP education), while life skills could be mainstreamed into subjects e.g. English, science and social studies<sup>43</sup>. IBIS focused on two areas, namely provision of livelihood skills/agriculture through school gardens and hygiene & health, but also other areas were included when possible. Life skills were included as part of debate clubs and Cluster Open Days (discussed under objective 2) and IBIS cooperated with a National NGO about HIV/AIDS awareness (discussed under objective 3). School gardens were expected to be part of the academic subjects, but were only successful in app. half of ALP centres where there was dedicated teachers who could promote and ensure daily care taking of the garden. An example of school garden success was in Nyongwe ALP centre where the learners successfully grew new sorts of crops and following taught their parents how to grow the new crops. In other ALP centres animals had eaten the crops planted by the learners, and the school garden initiative died out.

## Summary

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to ALP as it was free

<sup>36</sup> Laws of South Sudan, General Education Bill, 2012 (final version 17.07.2012) and General Education Strategy 2012 -2017 (Draft Final)

<sup>37</sup> Muto Moses, Deputy County Education Director, Morobo County

<sup>38</sup> Felix Amule, Deputy Director of Planning and Budgeting, MoGEI, Central Equatoria Sta

<sup>39</sup> Odur Nelson, Deputy DG AES, National MoGEI

<sup>40</sup> IBIS Document: "Mainstreaming Life Skills Based Education in the Accelerated Learning Programme (ALP)"

<sup>41</sup> Victoria Brown, Education Advisor from 2010, answering questions 2/3 2013 and Daniel Wani, former PM IBIS, interview 16/2 2013

<sup>42</sup> Learners at Nyongwe school, Yei County, interview 14/2 2013 and learners, Kenyi school, Lainya County, interview 15/2 2013

<sup>43</sup> Daniel Wani, former PM IBIS, 16/2 2013 + "Mainstreaming Life Skills Based Education in the Accelerated Learning Programme (ALP)"

*Girl's enrolment and retention has not been included in this chapter as results in relation to gender equality will be examined and discussed separately in chapter 4.2.2 below.*

*It is clear that IBIS has fulfilled its obligations towards enrolment of learners, but it can be discussed why the number of learners passing to next level decreased during the programme and whether multi-entry-exit was a successful approach. Assessed and considered together with the low number of learners passing the final examination, it must be considered whether a 4-years ALP education is an efficient way of supporting education in a post-war country like South Sudan or whether IBIS in the future could make a better and more efficient contribution with shorter programme components or elements of the education. This issue will be discussed further throughout the report.*

**Expected result (teachers):** - 150 committed ALP teachers are capacitated and applying the academic, participatory and life skills methodologies achieved through the continuous professional development programme

**Findings:** 153 teachers have participated in continuous professional development consisting of 2 – 4 weeks fast track training, cluster and pre-planning workshops, and formative supervision in the classrooms.

Initially all teachers selected were primary school teachers – often without any education or training – who taught primary school classes in the morning and ALP classes in the afternoon. It was a MoGEI requirement and IBIS aligned with policies and strategies in South Sudan. But it did not function well, as many teachers were not interested in the additional work, especially as they were not paid by the Government for many months. The missing salary caused teachers absence in the schools. IBIS advocated towards the National MoGEI to convince them to pay teachers salaries but were not successful in the beginning. After some months when learners dropped out and ALP centres had to close down, IBIS – as an emergency initiative – stepped in and promised to pay teachers salaries for 3 month provided that the MoGEI was ready to pay after 3 month. With this initiative IBIS avoided a complete breakdown although 15 ALP centres closed down. Unfortunately, MoGEI did not start paying salary until later so IBIS had hard times convincing the teachers to continue working but finally the situation was solved, and the number of centres stayed stable at 45 centres from 2009 until the programme finished in 2012.

After this incident IBIS agreed with MoGEI that students finishing secondary school could be selected by the community and IBIS and appointed by the MoGEI as trainee teachers. They should undergo continuous professional development comprising of: 4 weeks fast track training with IBIS, followed by pre-planning workshops and formative supervision. This model of training was described by IBIS as the spiral model which is a process and cluster-based model that provides teachers (and local government officials) with the opportunity to develop professionally over extended periods of time, as opposed to one-off training courses or workshops. The spiral model's process-oriented approach emphasizes the ongoing development of confidence, trust, familiarity, meaning, sophistication, skills, competences, professionalism, methodological knowledge and subject knowledge in target groups. The spiral model's opportunities for action and reflection, facilitating increasing levels of sophistication and complexity of understanding in professional practice are illustrated in Annex 7<sup>44</sup>. As explained in Chapter 4.1.2 the training focused mainly on methodologies and management included in the 5 core areas: 1) lesson preparation, scheme of work and lesson planning; 2) making and using teaching and learning aids; 3) use of participatory and learner centered methods; 4) assessment; and 5) classroom management while there was only minimum training on content/subject issues.

IBIS produced a teacher training manual based on the 5 core areas and documented workshops and formative supervision. IBIS created a format for formative supervision and scored the teachers every term to see if they progressed. According to information from programme staff teachers would on average perform 20% in the 5 core areas in 2008, while they were able to perform 71% in 2011. This kind of

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<sup>44</sup> Annex 7, The Spiral model from "Lessons from our Practice. IBIS South Sudan. Results, Lessons Learnt and Best Practices. August 2012"

measurements can be very valid to use during implementation to keep the trainer team aware of how the teachers progress and whether there are areas to give special attention. But since the review took place at a time when schools were yet not opened after vacation and it was not possible to see teachers in action, it is difficult to judge the exact teacher performing level. As the scoring of teachers showed a clear progression of teacher's capacity and teachers expressed satisfaction with their professional development, it is clear that improvement of teaching in the classroom took place over the years. In 2010 a teacher training component on reading/writing was added and a training manual was produced. A selected group of teachers were specifically trained to undertake the 3 month reading and writing course with the learners.

According to teachers interviewed the professional development was very thorough and they felt prepared to teach in the classes. Especially, concerning the reading and writing course, teachers expressed big satisfaction and they explained that they were able to help each other since they all knew what to do. "The literacy (reading) training was very useful. We learned the sounds of the letters; previously I just taught the names of the letters. It makes a big difference for the learners to be taught literacy by the sounds. I would like to have more training on this<sup>45</sup>." In relation to the formative supervision the teachers explained how they appreciated the form of dialogue on strengths and areas to improve. It was great for them to prepare for the supervision; they liked the individual discussion with IBIS Trainers and Education Inspectors/Supervisors, and normally they would share and discuss the input with their colleagues. In this way, IBIS created an atmosphere and environment of cooperation and support in the ALP centres, the teachers worked together and helped each other with lesson preparation, scheming and planning. "Teaching is a collective responsibility. If I teach something and I am not good at it, I have the right to ask my colleagues for advice. We are in it together<sup>46</sup>." All teachers interviewed in 6 ALP centres during the field visit confirmed these positive experiences with capacity building. Furthermore the training and capacity building was praised by the MoGEI<sup>47</sup> and in the Counties they recognized that the trained teachers manage the learners in the classrooms better, so when the ALP learners sat for exam they used to end in the top<sup>48</sup>. Learners told that they had good teachers in the ALP centres, "they (the teachers) give us good education and they cooperate with us", "they (the teachers) are good teachers, they give good examples, they do not use stick and they can explain in local language", "the teachers teach well, they teach in English but they can explain in local language"<sup>49</sup>

IBIS also included head-teachers in capacity building as part of management training and how to support the PTAs (further described under specific objective 2 below).

#### *Summary:*

*IBIS' model of continuous professional development was very valid in the ALP programme, and by all accounts a best practice model to follow. It is obvious that IBIS – in collaboration with MoGEI representatives and teachers – created a positive environment of cooperation and supporting each other in the schools. It is crucial that IBIS builds on these core competencies gained in 4 years of implementation for example through:*

- *Utilizing comparative advantages gained from the reading and writing component, and consider involving in mother tongue<sup>50</sup>(pilot or demonstration)*

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<sup>45</sup> Male teacher, Bereka ALP centre, Lainya County, interview 15/2 2013

<sup>46</sup> Male teacher, Bereka ALP centre, Lainya County, interview 15/2 2013

<sup>47</sup> Odur Nelson, Deputy DG AES, National MoGEI, Satimon Alhaj, Inspector AES, State MoGEI

<sup>48</sup> Philip Taban Issa, Deputy County Education Director, Yei River County

<sup>49</sup> Interviews with male learners in Nyongwe ALP centre, Yei River County, male learners in Kenyi ALP centre, Lainya County and female learners in Bereka ALP centre, Lainya County

<sup>50</sup> A sound foundation in mother tongue vocabulary, concepts, and literacy will ease and enhance the process of learning in a second or foreign language, which is the case with English for most South Sudanese children.

- *Extending teacher training experiences (e.g. including the spiral model) to work with Teacher Training Institutes - both concerning in-service and pre-service training and thus institutionalising the positive experiences and tested methods.*

### **Specific Objective 2:**

Members of 45 communities, with special focus on women, participate actively in decisions regarding children's educational rights and participate actively in Parent Teachers Associations (PTAs).

**Expected result:** - 45 PTAs are aware of their rights and monitor class and teacher attendance and performance

**Findings:** Statistics from the ALP programme tells that 132 PTA members (44 women) were trained on their roles and responsibilities and were regularly involved in monitoring class and teacher attendance and performance in 45 ALP centres in the first three phases of ALP (2008 – 2011). In the fourth phase from 2011 – 2012 449 PTA members (81 women) and head teachers in 46 centres were trained on their roles and responsibilities and are now monitoring class and teacher attendance and performance<sup>51</sup>.

Communities were supported all throughout the four phases of the programme with Cluster Open Days where life skills issues and advocacy issues were raised in the communities. IBIS planned and organized the Cluster Open Days in cooperation with Education Authorities and communities, and IBIS made funds available e.g. to pay for food.

From the outset a PTA training manual was prepared by MoGEI with support from UNICEF and Save the Children (SC). UNICEF and SC were supposed to support Payam Education Authorities to implement training of all PTAs, but the training programme was not fully implemented. As it was agreed that other organizations would be in charge of PTA training, IBIS engaged in and supported community meetings and training through Cluster Open Days. During 2009 IBIS realized that many PTAs had not receive any training and found it difficult to organize parents and communities in support of the ALP centres. So IBIS picked up from there and started training of PTA, building on Government training modules and adding some additional elements<sup>52</sup>. IBIS wanted to inform the PTAs about their roles and responsibilities, engage PTAs in advocating for education for all, especially for girls, and finally, as a very important aspect to include school development planning and resource mobilization including use of local material, so PTAs could be involved in classroom construction. In this way, IBIS managed to support 28 semi-permanent classroom structures.

With the aim of getting PTAs more involved in ALP issues e.g. monitoring teachers and learner's attendance, IBIS involved the head-teachers in management training and cooperation with PTAs. Head-teachers were working with IBIS, but did not get much support from Education Authorities and were therefore not very fully engaged in the running of the ALP centres. With support and capacity building from IBIS, the organization succeeded in making the head-teachers actively involved in building capacity of and cooperating with PTAs.

In phase 4, as part of the exit strategy, IBIS intensified capacity building for PTAs to sustain community involvement. More emphasis was put on PTAs as coordinators of community activities and advocacy, and school development plans was initiated in collaboration with Education Authorities as a way for PTAs to structure and plan their work, just like Performance Based Financing (PBF) became a mean to realize ideas<sup>53</sup>.

During interviews with PTAs the review team experienced different degrees of involvement. Some PTAs – generally with an active chairman – would be or have been involved in organizing the community to collect material and support construction of classroom(s), call for community meetings to raise awareness and talk to parents and children advocating for children, especially girls to participate in ALP. Active PTAs would also

<sup>51</sup> "Lessons from our Practice. IBIS South Sudan. Results, Lessons Learnt and Best Practices. August 2012"

<sup>52</sup> Daniel Wani, former PM IBIS, interview 16/2 2013

<sup>53</sup> Peter Mc Canny, Country Director, interview 10/2 2013 and Daniel Wani, former PM IBIS, interview 11/2 and 16/2 2013

be involved in trying to avoid drop out, some PTAs even told they had a plan to visit parents if children dropped out, but the plan was not enforced as the PTAs were too uncertain of parent's reaction if they visited them<sup>54</sup>. They appreciated IBIS' support and said "the help we got from IBIS opened our eyes to education. We understand our role; we must mobilize and encourage the learners to work hard. We also monitor the teachers' attendance. The community is very happy with ALP, even children of widows and orphans can access it<sup>55</sup>." Other PTAs were less active, they would organize some advocacy initiatives e.g. back to school campaign, through churches but otherwise they would not organize any activities. Most PTAs informed that they had received training workshops of 1 day duration from IBIS while others said they had never received any training.

#### Summary

*From the beginning, IBIS focused more on community mobilization through Cluster Open Days than PTA capacity building and PTAs taking responsibility. Cluster Open Days were very informative and raised awareness about education and various life skills issues e.g. gender issues in the communities. But not all communities were receptive to voluntary work, although women to a higher extent than men were willing to participate in volunteer activities in the community. Moreover, Cluster Open Days were to a high degree supported and organized by IBIS, and activities were not sustained in the communities.*

*PTAs could have been more actively involved earlier in the process as a way of trying to sustain the ALP activities in the communities. The idea of involving head-teachers in PTA collaboration seemed like a good initiative, but was due to the time frame not sustained in the communities.*

#### Specific Objective 3:

The Central Equatoria State Ministry of General Education and Instruction (SMoGEI) and civil society organisations working with education provision and advocacy achieve increased capacity and use this in relation to their distinct roles and functions in South Sudan.

**Expected result:**

- 20 education staff from national, state, county and district education offices is trained and applying supervision and monitoring of the ALP on behalf of their respective authorities.
- One education network exists and participates in campaigning for Education for All and girl child education and becomes a focal point for governance and accountability

**Findings:** Continuous professional development and capacity building for 17 Education staff members took place from 2010 to 2011. Collaboration between IBIS and MoGEI at all levels was found very solid and as a mutual partnership. "We think IBIS was a model implementer. We had close collaboration, we received quarterly reports. We always had communication and accessibility. We always called IBIS first when we organized meetings<sup>56</sup>".

IBIS did not want to create a new system when developing initiatives to improve capacities of MoGEI staff. IBIS would rather build on the existing system, so the organization used the same model as for trainee teachers<sup>57</sup>. First step was selection of candidates for long term training. IBIS pointed at people who are willing/ready to learn and work and the actual selection took place in collaboration with MoGEI State – County – Payam. MoGEI came up with candidates from the three levels (State, County and Payam) and they were seconded to IBIS 1 year. Together IBIS staff and Counterparts (later called Technical Education Staff (TES)) carried out the daily work and special training workshops were organized. This "on-the-job" training and capacity building turned out to be brilliant and efficient. "We joined with IBIS and got a lot of training

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<sup>54</sup> PTA, Paika ALP center, Morobo County, PTA, Bereka, ALP Centre, Lainya County and PTA, Nyongwe ALP centre, Yei River County

<sup>55</sup> PTA, Kenyi ALP Centre, Lainya County, interview 15/2 2013

<sup>56</sup> Odur Nelson, Deputy DG AES, National MoGEI

<sup>57</sup> Daniel Wani, former PM IBIS, interview 16/2 2013

and worked with them. We built our skills while working with IBIS and we learned about the most important elements in training. So now we know how to carry out supervision, we can provide teacher training, PTA training, advocacy etc.<sup>58</sup> On return TES personnel should be implementers of ALP. Some went back to their old positions while others who had previously been teachers got a new position in the administration (at County or Payam level). They should sell the ideas of monitoring, supervision and continuous professional development for teachers (and Education staff) to their colleagues in the Payams and Counties. In the exit phase Performance Based Financing (PBF) were implemented, so it was possible for them do the job and show how to be transparent. “PBF has really educated us – how to handle finances; how to set up control mechanisms; and how, when and where to use the money<sup>59</sup>.” The TES personnel were and are very committed and dedicated to carry out a good job in the Education field.

However, some frustrations were raised during the review field visit since no money was available for the TES personnel neither for transport nor for food at meetings; “I was seconded to IBIS for capacity building, and returned back to the Payam in 2012. Now I have to facilitate, monitor and mentor the teachers. We learned it from IBIS, we started the work before we left IBIS, so now we can continue and we can do the work. We learned how to plan – also at school level, to help them to plan. Likewise, for pre-planning by the teachers – though it did not take place this year. We have no money for lunch now, so we cannot do it this year<sup>60</sup>.” And another statement: “We, the Counterparts had increased our capacities/were trained throughout 12 month by IBIS. No we are back in the Counties and Payams. But there is no clear description of what “we” should do and how the Coordinator at State level should function. Since the AES has no money what is our future? We have competencies but no funding to maneuver<sup>61</sup>”.

Not only did IBIS build capacity of a selected group of MoGEI staff, IBIS also carried out Management and Leadership training for County and Payam Administrative Management staff and head-teachers from the ALP centres. “We had a 3 day workshop + follow up. Additionally computer training was organized for managers. Finally, when IBIS was coming to an end, IBIS gave money through Performance Based Financing. It was a process; we could spend the money after internal discussion of what to use the money for. We had to make a budget or estimation, and a plan for where to use the money. It has taught us to work with money, strengthening our capacity and it was very useful.<sup>62</sup>”

In addition 17 Girl Child Education Coordinators (CGC) were trained by IBIS. They used their new skills to advocate in communities for promoting girl child education and went out to schools to monitor conditions for girls in the ALP centres and schools. This work contributed to increase in girls’ enrolment in school.

Concerning cooperation with Civil Society Organizations (CSO) and/or Community Based Organizations (CBO) the work of IBIS was more sporadic. In the beginning IBIS tried to establish cooperation with Needs Services and Education Association (NSEA) as mentioned in the first application, but although the organization had an office in Yei, they did not have any staff employed full time there, and did not have the expected capacity especially when two staff members suffered a serious car accident. In later phases IBIS established cooperation with Widows Orphans and People with HIV/AIDS (WOPHA) about advocacy and awareness-raising sessions on how to avoid HIV and AIDS. It was kind of consultancy cooperation rather than a partnership. There are no or very few CSO/CBO’s in the field of Education in South Sudan, and staff expressed that IBIS kept focus on and gave priority to increasing capacity of Education Authorities as partners rather than Civil Society. IBIS was actively involved in Education working groups at National and State level – and lead for Education Cluster group at CE State level. Education Authorities also viewed IBIS as partner: “IBIS is for South Sudan a reliable partner from 2007 and up till now. The success we had

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<sup>58</sup> Nelson Matayo, AES Inspector, Yei River County and Agele Peter Festo, County Technical Education Staff (TES), Morobo County

<sup>59</sup> Agele Peter Festo, County TES, Morobo County, interview 13/2 2013

<sup>60</sup> Kayaka Wani Lubang, TES, Lainya County

<sup>61</sup> Dada Alfred Joel, ALP Supervisor/TES, Yei River County

<sup>62</sup> Muto Moses, Deputy County Education Director, Morobo River County

through IBIS is very great. A huge number of learners were taught and this only in three counties. Our main problem was when IBIS said, 'no more funding'<sup>63</sup>.

#### Summary

*IBIS has worked 4 years with Education Authorities in Central Equatoria (CE) and has established a solid and robust cooperation. 17 TES personnel are currently working in the Education system and with their improved skills and commitment they should be able to continue a positive development of the ALP. IBIS has been very successful in continuous capacity development for Education staff and should continue capacity building of MoGEI staff. Different modalities can be used, but it shall be underscored that the secondment of staff for a year has yielded great results and should be considered in the future also. IBIS will have comparative advantages for working in CE and should therefore at least continue some programme activities in CE.*

#### 4.2.2 Assessing the results in relation to gender equality

According to programme staff, there was a conscious effort to recruit female staff right from the beginning. However, the numbers remained small throughout the project phases. From the beginning of phase 1 the female teachers constituted app. 15% (22) of all teachers (147). The number of female teachers fell slightly towards the end of the programme ending up with 18 female teachers constituting 12% of all teachers (154). The review team acknowledge that in post-conflict, underdeveloped and rural areas like IBIS working area in South Sudan it is often very difficult to find qualified women to function as teachers. Likewise, it is difficult to find women from urban areas who want to move to the rural vicinities and normally there are no possibilities or means for transportation to the rural areas. Although stakeholders expressed an understanding of the pivotal role female teachers have in retaining female learners<sup>64</sup>, the review team did not find any attempts to specifically target and recruit female candidates. Furthermore, IBIS "did not implement any specific training for the female teachers, but gender was an issue at all training workshops<sup>65</sup>" throughout the programme. As mentioned in the Lessons Learnt and Best Practices documentation<sup>66</sup>, IBIS gave attention to female teachers through formative monitoring and as female teachers had difficulties in teaching some of the ALP subjects selected teaching subjects would form part of pre-planning sessions.

The % of female learners stayed approximately at the same level throughout the four phases<sup>67</sup> with a dip in the 3rd phase, but the number of girls enrolled in the 4<sup>th</sup> phase was ensured with a concerted effort from many stakeholders included GCC. More girls than boys dropped out over the school years, but although IBIS mainstreamed life skills issues on gender awareness in schools for both girls and boys, IBIS did not find a way to avoid the significant female drop-out rate. As mentioned under chapter 4.2.1 girl learners mainly drop out due to early marriage, pregnancy, responsibility for household, long distances to school, but even menstruation causes girls to leave ALP. An area of concern was latrines and washrooms which was not available in all schools. Female learners interviewed emphasized that lack of secure and gender separated latrines and washrooms made it difficult for them to attend classes, just like they confirmed that lack of sanitary towels was a problem, which affected their attendance. Other NGOs e.g. NRC has found that provision of sanitary towels has a positive effect on attendance for female ALP learners<sup>68</sup>. It was not part of IBIS' proposals to ensure adherence to the minimum standards regarding water and sanitation, inclusive

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<sup>63</sup> Kuol Atem, Director General, AES, National MoGEI

<sup>64</sup> County Education Officials, Morobo County, girl learners, Nyongwe ALP Centre, Yei River County and girl learners, Bereka ALP centre, Lainya county

<sup>65</sup> Victoria Brown, Education Advisor from 2010, interview 16/2 2013

<sup>66</sup> "Lessons from our Practice. IBIS South Sudan. Results, Lessons Learnt and Best Practices. August 2012"

<sup>67</sup> Annex 5 Statistics

<sup>68</sup> Carina V. Hansen, Education Programme Manager, NRC in South Sudan/Central Equatoria State

gender separated latrines and therefore IBIS did not have sufficient funding to comply with the minimum standards.

Community meetings and Cluster Open Days were essential in the efforts to involve communities and ensure sufficient enrolment of girls in the ALP education. From 2011, IBIS included Girl Child Education Coordinators (GCC) in capacity building and intensified collaboration with them about promotion and advocacy for girls' right to education. They were also involved in organizing activities with the girls in the ALP centres to help raise issues of concern (e.g. lack of latrines) and enhance their possibilities for completing their education. When MoGEI organised Girls Education Day in 2012, IBIS supported the initiative in collaboration with GCC. In this way, IBIS could continue to work with Education Authorities, and consider supporting the Directorate of Gender, Equity and Social Change, National MoGEI

IBIS engaged in behavioral change concerning gender equity. At an early stage of the projects phases all programme staff received a thorough training course on gender equity. While there was 12 teacher trainers, 3 were female trainers, but it was difficult to find female staff who could work and travel on motorbikes in the rural areas, and the programme staff continued to consist of majority of male members.

#### *Summary*

*IBIS approached gender equity through mainstreaming of gender issues into all activities. Programme staff were trained, gender equality was discussed in classes and community meetings focused on girls enrolment and the right of all children, girls and boys to attend education. Awareness has been raised in the communities: about 45% of the children enrolled in ALP and 40% of learners finishing the ALP school years were girls. Hopefully, it leads to girls being allowed to participate in education equally with boys in the future. But unfortunately, gender inequality is the norm in most South Sudanese communities, especially in the rural areas where opportunities for adolescent girls to go to school are challenging, and where it is very rare to find qualified female teachers. The mainstream approach used by IBIS did not generate any new initiatives or actions towards recruitment of more female teachers or ensuring female learners retention. To support new initiatives and change in practices, the mainstreaming approach used in the ALP programme so far will not be sufficient.*

#### **4.2.3 Assessing the unexpected outcomes of the programme**

As discussed in chapter 4.2.1 IBIS created an environment of cooperation in the schools through training and supervision – the teachers worked together and helped each other with lesson preparation, scheming and planning. The teachers explained how they would plan lessons together and get new inspiration for each other, and how they could help each other in the classroom. They were also very conscious about how the formative supervision helped them, not only individually both also as a group – issues discussed between 1 teacher and the formative supervision team of IBIS Teacher Trainers, TES members and/or AES Inspectors could be discussed and utilized by all teachers as a way to improve classroom teaching<sup>69</sup>.

The importance of the reading and writing component has already been discussed, but as an unexpected outcome, it shall be mentioned that the reading and writing material spilled over to and was used in primary school – especially the schools next to the ALP centres where IBIS also trained the teachers. It created an impact not only for the ALP learners but also for the primary school students that the foundation for all learning was laid through 3 months focus on reading and writing.

Besides building capacity of Education Stakeholders from State to Payam level, IBIS also created a new environment of cooperation between the Education Authorities at the different levels – National, State, County and Payam – although it was not part of the expected outcome. But Education Officials would meet at training workshops, Stakeholder Conferences and other meetings and get to know each other. Hence, they created personal contacts and networking was eased. It is an important aspect to maintain as part of

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<sup>69</sup> Teachers interviewed in Nyongwe ALP centre, Yei River County

sustaining the ALP education. When the National administrative department understands and realizes what happens at the ground/in the ALP centres, it is a lot easier to make alliances with them to advocate for sufficient funding for ALP. At the same time as it is much easier to contact higher ranking Officials when personal relationship is already established.

#### 4.2.4 *Assessing the contribution of the programme to reaching the overall objective*

The overall objective: "All out-of-school children and youth in South Sudan achieve their right to free, relevant, quality primary education" was maintained throughout the 4 project phases. It is clear that with focusing on cooperation with the Ministry of Education in supporting ALP, IBIS's programme contributed both morally and financially to approaching the goal of all out-of-school children's right to free, relevant, quality primary education. How many children and youth exactly the ALP programme reached out to is difficult to state as each learner was not tracked. Around 2.000 learners were enrolled at any time throughout the projects, some staying in the education for longer, and others for shorter time. At least 3.285 passed the reading and writing test, and more than 420 (2012 learners not included) passed the final primary examination after level 4. In Yei River County the contribution was articulated as: "IBIS was encouraging people to join education, before there was only primary school, older children and youth could not go there, they felt left behind, but now they can go to school; and for example the commander went to school, and he sat for exam this year<sup>70</sup>". Likewise, the State level MoGEI was aware of IBIS' programme in support of education opportunities for out-of-school children/youth. The Director of Quality Promotion and Innovation said: "IBIS is illustrated by a bird. If the bird had not flown to South Sudan, oh my dear, we would not have been able to do much. Every year we make plans for ALP and teacher training, but we do not get much money from the system. We only survive on support from donors and organizations like IBIS. IBIS was lead in Central Equatoria and helped parents, teachers and MoGEI to organize ALP education so children and youth could gain from it<sup>71</sup>."

Other State level MoGEI staff pointed to the input and moral support IBIS gave to Central Equatoria and National AES Ministry of Education. They were very clear about IBIS making a difference and viewed IBIS' programme as a quality programme compared to others due to<sup>72</sup>:

- The capacity building component, especially to Education Authorities at various levels. It is why we MoGEI are able to carry on the ALP programme now (after IBIS' exit) and continue the ALP centres.
- IBIS helped to reduce illiteracy rate as a good number of out-of-school children have joined school.
- Some children got a second chance in Education.
- Even PTA's and communities have received training. They learned about planning before opening of the schools. Parents now know the importance of Education
- Some teachers were trained by IBIS, they are being absorbed in the public service/schools now, and it has contributed to improve the quality of education.

#### *Summary*

*IBIS did not put up any indicators on quality and how quality improvement should be measured. It is clear to the review team from interviews with stakeholders and visits to schools that the teacher training component has contributed to raise the quality level of teaching and commitment of teachers in the classrooms. Furthermore, as mentioned by the Education authorities, capacity building of Education Officials/Counterparts has contributed to increase skills in the MoGEI as an important step towards having qualified personnel being able to make qualified decisions in the MoGEI. Finally, IBIS contributed to raising*

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<sup>70</sup> Nelson Matayo Ladu, AES Inspector (TES), Yei River County

<sup>71</sup> Amos Longa, Director of Quality Promotion and Innovation, MoGEI Central Equatoria State

<sup>72</sup> Satimon Alhaj, AES Inspector and Felix Amule, Deputy Director of Planning and Budgeting, MoGEI Central Equatoria State

*awareness of all children's – girls and boys – right to education through capacity building and involvement of teachers, parents and other community members.*

#### 4.2.5 Assessing the intervention in terms of cost efficiency

Project budgets and time frames varied throughout the projects. To be able to compare and see how efficient the projects developed over time, the cost per learner for a 12 month period has been calculated per phase. The cost has been calculated based on all budgeted project costs in South Sudan, see table below:

	Cost 12 month per learner – measured against learners enrolled at the beginning of the school year	Cost 12 month per learner – measured against learners attending at the end of the school year
Phase 1 (20 months)	1.790 USD	3.160 USD
Phase 2 (13 months)	2.059 USD	1.697 USD
Phase 3 (12 months)	1.925 USD	2.548 USD
Phase 4 (16 months)	1.432 USD	1.920 USD

A lot of learners were enrolled in phase 1, but it was also the phase with the highest drop-out and therefore the highest cost per learner when it is measured against the number of learners attending ALP at the end of the year. It is obvious that a project must do some investments at the beginning of a project and must learn how to avoid learner's drop out. Phase 2 was different as the numbers of learners were lowest at the beginning of the school year due to teachers not being paid why many schools and ALP centres were not running. IBIS managed to get teachers and learners back to classes, and had many learners attending at the end of the year and passing to the next level. Phase 3 was the year of stabilizing the programme, where activities were at their highest e.g. the first learners sat for final level 4 examination, selected Education staff (TES) started their 1-year secondment and training with IBIS, and some investments to ensure finalization of the project was made. Phase 4 was the exit period where IBIS phased out and did not implement as many activities, but still had money for the Performance Based Financing (PBF) to support the return of TES staff to MoGEI with funding to activities planned at County, Payam and community level.

Each phase had a new budget and budget allocation was separate for each project. It made long term planning difficult for IBIS. Overall the cost per learner for 12 month education including all project costs in South Sudan does not exceed 3.160 USD (app. 18.000 DKK) which is very reasonable and not a high cost. In a post-war context like South Sudan, project establishment and security costs are higher compared to countries which have not gone through the turmoil of prolonged wars e.g. personnel might need extensive capacity building, there are often scarcity of space for office rent, and equipment must often be imported from abroad. At the same time the fragility of the situation and a culture where children have little tradition for going to school makes it impossible to totally avoid drop-outs. All things taken into consideration, IBIS worked hard to organize project implementation in an efficient manner to keep costs low. Programme cost efficiency can be seen through the following initiatives:

- To be close to project activities and stakeholders, IBIS organized the work with an administrative office in Juba, programme/field office in Yei and field offices in Morobo and Lainya. The staff were organized in teams who would have a close contact and collaboration with County Education Authorities and could make decisions to a certain extent. Together with the Programme Manager based in Yei, the teams could organize most project activities, so only for overall programme development and strategizing, the entire team would meet, discuss and clarify issues of concern. These Management meetings took place 3 times per year.
- IBIS organized the ALP centres in clusters so training could be focused and based on needs for a smaller group of teachers. Gatherings and workshops would be less expensive, but also create an

environment of cooperation between the ALP centres. Likewise, PTAs and community activities could take place in the established clusters.

- IBIS utilized the flexibility in the projects to be cost efficient e.g. concerning construction of classroom structures IBIS would solely focus on schools which had no structure at all and help them, while others did not receive any construction support. In the same way expenses for furniture would also be used for ALP centres without anything.
- Cooperation with Education Authorities and building capacity of Counterparts (TES) was part of programme strategies, but it was also a cost efficient way to run the programme. As the TES personnel became more skilled, IBIS could decrease the numbers of Teacher Trainers but keep monitoring and formative supervision in the ALP centres at the same level.

#### *Summary*

*Establishing education for out-of-school children and youth in a post-war context is costly. IBIS had a flexible approach to running of the projects, and although it was difficult to make long term planning with 1-year budgets, IBIS managed to implement the ALP programme in a cost efficient manner.*

#### *4.2.6 Assessing the overall lessons learned and best practices of the project*

Based on the findings from desk study, interviews and outcome according to expected results as described above a few issues shall be emphasized as outstanding and important lessons learned in the ALP programme in South Sudan:

- Secondment of MoGEI staff as Counterparts (later Technical Education Staff (TES)) to IBIS for 1 year of capacity building and continuous professional development was brilliant and generated committed and skilled TES personnel in MoGEI at the end of the programme.
- From the launching of the programme IBIS used an open and cooperative approach. MoGEI at all levels were viewed as partners and IBIS' collaboration with MoGEI was efficient and good, especially as IBIS was very thorough in information sharing and discussing with all. It created an atmosphere of collaboration and brought the different MoGEI levels closer together - from schools to Payams to County, State and National level. It is important and can hopefully be used as an asset in the future works to sustain ALP in South Sudan.
- IBIS' approach to teacher training with fast track training, cluster and pre-planning workshops and formative supervision was very good and is viewed as a best practice by Education Authorities in Central Equatoria. The spiral model of continuous training, reflection and follow up supported the teachers to plan and conduct their lessons in a participatory manner which was commented as positive by the learners and remarked by the Education Authorities. Especially the formative supervision was praised by the teachers as a great support to them. It created an environment of constant reflection, cooperation and openness between the teachers, and helped them to help each other.
- Training documentation and manuals were thorough, detailed and easy for teacher trainers to use. The documents were spread in many different files, reports and updated documents. Since the training material is very solid and could be used by other projects, it would be an advantage if all training material was compiled in 1 file with an overview. It would also make updating of the documents easier, and ensure that the most updated material was used.
- IBIS' prompt reaction to learner's poor reading and writing skills was praised by all stakeholders – learners, teachers, parents, Education Authorities. IBIS created a reading and writing manual, trained teachers to implement the reading and writing course and introduced a 3 months reading and writing course as start of the ALP education. This approach was well received in the ALP centres and showed good results. Creating all elements for the learners to have a good start

and foundation for learning was viewed as best practice from many stakeholders<sup>73</sup> and this introductory reading and writing model spilled over to and was integrated in many primary schools. At a time IBIS trained primary teachers to be able to conduct the reading and writing course in their classes. The model is described in details and can easily be used in other places. In future projects IBIS could consider how to incorporate mother tongue as instruction language and in the reading and writing course since some learners met during field visits still had difficulties in using and speaking English.

- Community meetings (e.g. Open Cluster meetings, Payam stakeholder meetings) functioned well as an arena for advocacy and awareness raising on issues related to girls education, health, hygiene, AIDS/HIV etc. IBIS was instrumental in planning and organizing the meetings while PTAs had a less organizational role.
- As a way to hand over responsibility Performance Based Financing (PBF) was developed. It was a mean for communities, Payams and Counties to make action planning and implement activities in IBIS' exit phase. The PBF functioned well for 1 year, communities, MoGEI Payam and County level learned to plan actions and organize activities. They were held accountable and learned to spend the budget in a good and transparent way. Unfortunately, the MoGEI did not allocate any money after IBIS exited and expectations were raised at school, community, Payam and County level that activities would continue. It created frustration, especially among the TES personnel who wanted to carry out their job as they had learned, but were constrained due to scarcity of resources.
- While Learners Councils needed a lot of support from IBIS, debate clubs seemed to be a good initiative, fitting the South Sudan context and surviving after IBIS phased out.
- The data base developed in 2011 was very detailed, and without any summary and overview (see more in chapter 4.5). It seemed as a document developed to use for each individual ALP centre. But as a document to create overview and follow the learners through the phases it was not informative. It was clear that programme staff did not update the data base or use the statistics already gathered. For future projects only essential data should be collected, it should be followed up and used to make continuous monitoring and evaluation of projects possible.
- "IBIS is perfect"<sup>74</sup> illustrates how many Counterparts and Education Officials perceive IBIS. It also means that IBIS must be careful when asking questions to learners, teachers, parents, communities etc, about their needs. They will immediately think that IBIS wants to help them. As an example IBIS carried out a tracing study to explore the needs of ALP leavers. Since IBIS did not make it clear to the participants that it was only a study of their needs, it created expectations and frustrations. IBIS should avoid such situations.

### 4.3 Sustainability of the programme and programme approaches

While assessing sustainability of the ALP programme it is important to consider at least 3 elements:

- Needs for ALP education and activities
- Skills needed to maintain and continuously develop an ALP programme
- Funding to establish and run ALP education activities
- *Needs for ALP education and activities*

With literacy rate of 40% for the population between 15 – 24 and a Net Enrolment rate of 48% in 2009<sup>75</sup> it is obvious that there is still a need and a high demand for ALP and many potential learners. During field visits

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<sup>73</sup> Odur Nelson, Deputy DG AES, National MoGEI, Felix Amule, Deputy Director of Planning and Budgeting, MoGEI, Central Equatoria State and Namugaya Joy, Education Advisor, Morobo County

<sup>74</sup> Nelson Matayo, AES Inspector, Yei River County

<sup>75</sup> Key Indicators\_A5\_final

student registration took place and all ALP centres visited had sufficient children enrolled for the coming school year. In the Education Bill it is stated that the alternative education system shall: “Provide learning opportunities for learners who have missed their formal education in the basic education system and those who never joined basic education<sup>76</sup>”.

ALP is aimed at children/young people between 12 – 18 years of age who missed out on school or dropped out of school. But also older youth in their 20ies sometimes want to enroll in ALP, and more children are reaching the ALP age (12 years) as many children still drop out from primary education. The ALP is actually able to help drop-out children, street children and orphans into or back to education<sup>77</sup>. “ALP is how the GoSS can create access and reduce the number of “over-aged” children who are out of school, play a role in filling the gap and getting those children and youth who have given up their hope into education<sup>78</sup>”.

But ALP classes also need special attention and close monitoring since most ALP learners are people who went through a personal drama e.g. they were soldiers, displaced or experienced the war in other ways, so they have various psychosocial needs, e.g. special educational needs, problems with keeping attention or coping with the stress of exam situations. Moreover, especially young men growing up in fragile situations often focus on short term solutions for making money rather than prioritizing long term solutions of education. Therefore the risk for drop-out from ALP is high and special mentoring and monitoring to keep the young people in classes is necessary. One County Education Director expressed the need for education and special attention like: “We have many young people with need for education but especially young men do motorbike business (transportation). They start school, but drop out very fast. They have interest in learning but bigger interest for money.<sup>79</sup>”

As discussed under Chapter 4.2, specific objective 1 also younger learner’s approached ALP claiming that they could not afford primary school. Some of the learners dropped out from primary schools and later tried to be absorbed in the ALP. The review team even experienced at least one school where primary 7 and 8 were not functioning; instead the students would “drop out” after primary 6 (when they were 12 years old!) and enter into ALP as the last year of primary education. In other schools it was not clear whether all or only some children would change from primary to ALP after primary 6, explaining that their parents could not afford primary school, but as ALP is free of charges, it was their chance. It is important for the MoE to follow this development and ensure that ALP does not spread over too big age-gap. It can undermine the ALP idea of having ‘over-aged’ peers in a learning environment together. Potentially it can also undermine primary school, and it is important for GoSS to establish free, relevant, quality primary education as the cornerstone in the future for South Sudan, at the same time as funding for free ALP education exists for some years to come as safety net for the vulnerable groups of children/young people too old to start primary.

- *Skills needed to maintain and continuously develop an ALP programme*

From lessons learned and best practices it becomes obvious that IBIS through the ALP projects worked consciously with capacity building and skills development of all stakeholders. Training approaches and methods were developed as ways to try to sustain the ALP programme. Throughout the 4 phases IBIS’ exit was discussed, and IBIS used a good exit strategy and gave high priority to sustaining ALP centres<sup>80</sup>. Especially from 2010, the exit strategy became a prominent part of the ALP programme with secondments of Counterparts and development of Performance Based Financing.

IBIS’ strategy of collaboration with MoE and conducting long term capacity building for selected staff was an essential part of the exit strategy. By seconding Counterparts (later called TES) to IBIS, both parties agreed to and invested in the future of the Education system in South Sudan. The 17 TES members

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<sup>76</sup> Laws of South Sudan, General Education Bill, 2012 (final version 17.07.2012)

<sup>77</sup> Nelson Matayo, AES Inspector, Yei River County

<sup>78</sup> Felix Amule, Deputy Director of Planning and Budgeting, MoGEI, Central Equatoria State

<sup>79</sup> Obodia Manase, County Education Director, Lainya County

<sup>80</sup> Satimon Alhaj, Inspector AES, State MoGEI

increased their capacities and skills in monitoring, supervision, and facilitation. They gained new insight from discussions with IBIS staff and had new opportunities to reflect and test their views. On return to the MoGEI after minimum 1 year of continuous and constant professional development, the TES members are dedicated, committed and competent to work in Education administration at Payam and County level and they are very eager to demonstrate their new capacities and carry out the important advocacy work within the Education system. The TES personnel are an asset for the MoGEI and can to a high degree contribute to development of the Education system in South Sudan; they still need minor support (financial and moral) and space/opportunities to operate.

It is mentioned by stakeholders; especially Education Authorities that trained teachers are valuable and create good learning environment, “our teachers (the ALP teachers trained by IBIS) are trained and they can manage the learners in the classrooms<sup>81</sup>”. Especially in the rural areas there are only few trained teachers, and IBIS’ investment in training of teachers makes a huge impact in the communities and even spills over to primary schools: “the trained ALP teachers give support to other teachers<sup>82</sup>”. Unfortunately, TES personnel had not been able to support teachers in continuing their professional development and ensure pre-planning (lack of funding will be discussed below) before the beginning of first term in the new school year 2013. IBIS should consider how teachers pre-planning can be supported as it is a cornerstone in sustaining ALP and ensuring quality in the education.

For IBIS it was not easy to ensure that the trained teachers stayed in the ALP centres, some teachers wanted to continue training and get a certified education. In some areas, IBIS had raised expectations that the teachers would get a Government recognized certificate (as from Teacher Training Institutes (TTI))<sup>83</sup>, but it was not possible, and some teachers changed to TTI. Instead IBIS made sure that all teachers got a certificate explaining the continuous training they had participated in and provided by IBIS. The certificate was signed by Education Authorities at Central Equatoria State level represented by the Director for Quality Promotion and Innovation, and the Director General, and by IBIS Training Coordinator/M&E Officer. It is understandable and valid that teachers want to achieve a certified education; and as an aspect of sustainability it might be an idea for IBIS to support Government teacher education in the Teacher Training Institutes in the future.

Initially IBIS gave priority to community meetings compared to PTA training and capacity building. It was due to the fact that MoGEI in cooperation with UNICEF planned to implement a PTA training module for all PTAs. But IBIS realized that the plan was not rolled out and PTAs in most ALP centres and primary schools were weak and change of PTA members regular. In 2009 IBIS decided to strengthen PTAs, and organized 1 day training workshops for PTAs, later followed up by more action oriented training to make PTAs able to organize communities to carry out practical activities e.g. supporting construction of classroom structures. Moreover, IBIS planned and implemented workshops for head-teachers including a component of cooperation between school and PTA with the head-teachers in a focal role. It seemed like a good idea to give attention and focus to head-teachers and PTAs since community meetings inclusive Cluster Open Days to a high degree were organized by IBIS and expectedly not sustainable after IBIS’ exit. IBIS could have invested further in strengthening capacity of PTAs and head-teacher to make the PTAs and communities better able to advocate for and sustain ALP centres after IBIS’ departure.

Performance Based Financing (PBF) was applied as part of the exit strategy and handover process to teach stakeholders to plan, organize and implement activities. IBIS describes PBF as “a results-oriented and practical approach that ties payments to achievement of agreed-upon, measurable performance targets with verifiable indicators and provides incentives for meeting or exceeding the expected results<sup>84</sup>.” Hence, PBF was seen as a way to structure the flow of resources to pay for results at the same time as the

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<sup>81</sup> Nelson Matayo, AES Inspector, Yei River County

<sup>82</sup> Namugaya Joy, Education Advisor, Morobo County

<sup>83</sup> Muto Moses, Deputy County Education Director, Morobo County

<sup>84</sup> Document: IBIS’ approach to Performance- Based Financing

partners: State, County and Payam Education Authorities gained significant power and authority over activities and related strategies, and in this way, was meant to sustain ALP activities after IBIS' exit. All stakeholders praised the initiative and developed interesting activities e.g. in some Counties the money was spent on Girls Movement activities<sup>85</sup> (described under 4.2.2). Partners learned to plan, organize and create results; and not least, partners learned to utilize the money in a good and transparent way, and expressed satisfaction with the approach: "The PBF used by IBIS in their exit strategy was best method used, because there was no misuse of fund, as we/the Authorities understood it<sup>86</sup>." Based on the field visits and interviews, it was clear for the review team that PBF helped the communities, Payams and Counties for 1 year while it was implemented. But it also raised expectations that activities could continue at the same pace as when IBIS implemented the programme. Unfortunately, this was not the situation at the time of the review; already in February 2013 the Education sector in visited Counties and Payams faced big financial problems and TES personnel and other Education Officials found it difficult to continue with training workshops and formative supervision without financial support.

- *Funding to establish and run ALP education activities*

ALP is a component of AES and included in the AES budget. Education policies and strategies make it clear that the GoSS has an intention of maintaining ALP education for years to come as free, quality education for out-of-school children. But in reality there is generally scarcity of funding for the education sector and it will also influence the ALP education, and how it will be financed. County Education Officials expressed commitment and ensured that they wanted the ALP centres to continue and mentioned that if only teachers were paid by GoSS, the Counties would be able to manage the ALP education. From their point of view the impact of ALP is clear, the education helps young people who would otherwise be lost and therefore they were hopeful that the National Government will pay the ALP teachers salary. At the same time, they were aware that they would, at the highest, be able to maintain the current ALP centres, but would not be able to expand. When asked whether they would have the same number or more centres in the future, they expressed their concerns like this in Morobo County: "In 5 Payams we have ALP centres, IBIS provided books, furniture, training of teachers and all for ALP. In other areas/Payams there is also a need for centres, but we don't have the means to open new centres<sup>87</sup>".

Since IBIS exited (December 2012) ALP education has already faced economic challenges. The Government still pays teacher's salaries, but no other expenses are covered. Frustration is growing, as it has been difficult to ensure funding to transportation for TES personnel locally (County level). IBIS donated motorbikes to the TES personnel, but the Authorities cannot provide fuel and maintenance<sup>88</sup>. The systems get paralyzed - TES personnel at County and Payam level cannot carry out monitoring and formative supervision visits as they do not have means of transportation, teachers in ALP centres cannot do their pre-planning work since TES personnel do not supervise them and the teachers also lack stationary material for pre-planning; and PTAs cannot call for meetings with parents to advocate for the children to come to school as they have no "breakfast" money (money for food). Although the Counterparts (TES) and teachers have the capacity and are dedicated to maintain good quality and continue development of the ALP education, they currently seem overwhelmed by lack of funding. Although Commissioners who are appointed as the highest Official Representative in the Counties, have promised to support the ALP, they have not taken any action so far as all departments lack money, not only ALP<sup>89</sup>

In general it will be a huge task for MoGEI at County, State and National level to ensure quality of ALP education. It requires significant funding. Since the ALP education covers 8 years of primary education

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<sup>85</sup> Yei River County and Lainya County

<sup>86</sup> Odur Nelson, Deputy DG AES, National MoGEI

<sup>87</sup> Muto Moses, Deputy County Education Director, Morobo County

<sup>88</sup> Interviews Morobo, Yei River and Lainya Counties

<sup>89</sup> Obodia Manase, County Education Director, Lainya County and Phillip Taban Issa, Deputy County Education Director, Yei River County

condensed into 4 years, good conditions for learners and teachers is necessary to ensure the quality. Moreover, the government claims that ALP education shall continue to be free of charges as it is for a group of vulnerable children/young people who missed out on school or dropped out. It puts even more pressure on ALP as learners who cannot afford to continue primary school due to payments of uniform, notebooks, contribution to volunteer teachers etc. will try to enter into ALP education. So far IBIS has paid for the ALP education in Central Equatoria while other donors pay elsewhere but it is difficult to predict whether ALP can survive without direct donor funding, and it is clear that the GoSS expect donor funding for ALP education in years to come. For PTAs, communities and local Education personnel it will important to get knowledge about allocation of budgets for Education in relation to other Ministries, and to learn budget tracking to be able to advocate for funding for ALP education. Finally, it will be important for all stakeholders involved to show initiative and will to take actions without external support e.g. ensure pre-planning process takes place before each school term starts.

#### *4.4 Partnership and participation*

As discussed in chapter 4.2, under specific objective 3 IBIS gave higher priority to partnering with Education Authorities/Government than entering into partnership with Civil Society Organizations. IBIS presented an approach of cooperation with Education Authorities at all levels which turned out being very efficient and laid the foundation for a mutual partnership. IBIS was very efficient in information sharing and Education Authorities appreciated that IBIS' project was shaped and fitted into Government education policies and strategies.

Capacity building of Education Authorities in general and Counterparts (TES) specifically added to the good collaboration. Secondments to IBIS and long term training of TES was eminent and created an environment of cooperation between all levels of the Education system – from National, State, Counties, Payams to the ALP centres and schools. It is vital to fertilize this emerging cooperation between the different Education layers and try to translate the good intentions into regularly contact, discussions and support from National and State level to County, Payam and schools. As discussed in chapter 4.3 Sustainability it is difficult to secure funding for the ALP education why knowledge about and information sharing between the different Education levels can be first step to ensuring funding for the ALP education and thereby enhance sustainability.

There are no or very few CSO/CBO's in the field of Education in South Sudan. IBIS approached the communities directly "to increase interaction between local government officials, school managers, learners and the community to improve communication and coordination in the provision and monitoring of education services in schools and Payams<sup>90</sup>". IBIS conducted Community Cluster meetings, Cluster Open Days and Stakeholder meetings and conferences and involved PTAs and other community representatives in planning and holding of the community meetings. It all formed part of an education advocacy package which was meant to foster participation and dialogue among Payam education officials, ALP teachers and head-teachers, learners, PTA representatives, local leaders and elders and other stakeholders working in the Payam with the aim to improve community awareness and enhance community support to education initiatives and monitor management and implementation of the ALP. Community members, teachers and learners participated in discussions about the future development of ALP centres and primary school. The high degree of community involvement created awareness about education and the right for all children, included girl children, to attend school and acquire an education. But the organizational structures to continue future advocacy initiatives are only emerging and still weak. Further capacity building and support to PTAs are necessary before they are able to take responsibility as CBOs and independently advocate for education for all.

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<sup>90</sup> "Lessons from our Practice. IBIS South Sudan. Results, Lessons Learnt and Best Practices. August 2012"

Thus, with IBIS' approach to work with communities and local Education Authorities putting them in contact with each other, priority was given to ensure skills development and enhancement of competencies in the Education sector rather than focusing on close cooperation with Civil Society Organizations (CSO)<sup>91</sup>. As in other post-war Countries there are very few or no CSOs specialized with Education issues in South Sudan. But CSOs in governance related areas are emerging<sup>92</sup> and could be future cooperation partners advocating for education for all. At the same time as it is extremely important that IBIS make use of the positive experiences from partnering with Education Authorities in future interventions and utilize the experiences to establish cooperation with CBOs/CSOs.

#### 4.5 *Management, monitoring and documentation*

##### - *Monitoring and reporting*

As described in chapter 4.2.4 IBIS structured the work of ALP implementation in South Sudan with an administrative office in Juba, programme and field office in Yei and field offices in Morobo and Lainya. Staffs were organized with a Senior Programme Manager (SPM) based in Juba with responsibility for administration and overall development of the programme. The Programme Manager (PM) was based in Yei and had the responsibility for implementation and coordination of all programme activities. In each field office a Team Leader had the responsibility to organize daily activities with the team and ensure monitoring and supervision in the ALP centres was carried out according to plans. The Education Advisor position had throughout the phases focus on development of training and other content issues and supervision and mentoring of programme staff. In the beginning the Education Advisor was a full time national staff, followed by a full time international staff, and during the last 2 years the Education Advisor was a part time employed international staff member. Additionally, a Country Coordinator was based in IBIS Head Office in Copenhagen and part time associated to the programme. He had responsibility for overall monitoring of and ensuring funding to the programme, and participated in donor networking<sup>93</sup>. Obviously, the reporting system was established around this programme organization. Teacher trainers monitored and supervised the teachers, measured their progress and monitored learner's attendance. Based on the information gathered from teacher trainers and on field visits, the team leaders were obliged to write monthly reports with statistics to the PM. Subsequently, the obligation of the PM was to summarize the information after each term (3 times per year) and compile a report which would be forwarded to the SPM. Based on the reporting, issues for management discussions were selected. After each term management meetings were held to adjust and improve the programme, including action points for the coming term<sup>94</sup>. In collaboration with PM, the SPM compiled and sent yearly reports to Country Coordinator/Head Office. Since the ALP programme consisted of 4 single funded project phases, the Country Coordinator was responsible to compile yearly Status reports and Project Completion reports to the donor, DANIDA, just like OPS reports were submitted to IBIS Head office.

##### - *Documentation with special focus on training manuals and data base*

Training manuals and guidelines was developed throughout the project phases and adjusted/updated along e.g. the 4-weeks fast track training course was described in details from the first year of implementation (2009) and adjusted, even to a 2-weeks course for a small group of teachers. Likewise, the reading and writing course was illustrated with steps to implement for each lesson. Education Advisor compiled reports from training sessions informing about positive and less successful aspects of the specific training offering possibilities to adjust the next training course or raise challenging issues with the teachers at the follow-up/formative monitoring supervision. Two formats for teachers, trainers and Education Counterparts to use

<sup>91</sup> Peter Mc Canny, Country Director and Abdu Kenyi, Programme Manager, IBIS in South Sudan interview 18/2 2013

<sup>92</sup> Daniel Wani, former PM IBIS, interview 16/2 2013

<sup>93</sup> See Annex 6, Organogram

<sup>94</sup> Peter Mc Canny, Country Director and Abdu Kenyi, Programme Manager, IBIS in South Sudan interview 18/2 2013

at formative supervision were also developed; 1) an extended format with guidelines explaining what each core area includes; and 2) a comprised format. The extended format would be used at training courses to give a good understanding of the 5 core areas and what formative monitoring is. The comprised format was easier to use in the regular monitoring. The material displayed to the review team was solid, professional and technical well founded, and from the teams point of view the training and monitoring material could be used by partners in South Sudan and in other IBIS programmes with adjustments to the local context. Unfortunately, it seemed as if the material was used in a variety of versions and located in different places (computers), why it was difficult for the staff to find and present the material for the review team, just like staff members were uncertain whether they had the last version. MoGEI wanted to make use of the material and asked for it and certainly, IBIS should provide it for the Ministry. For future use e.g. sharing with and exposing to others, the training manuals and other material should be more user-friendly and compiled in one document with a summary and overview.

- *Management*

As described above under Monitoring and reporting and illustrated in the organogram<sup>95</sup>, the management group consisting of Country Coordinator, SPM, PM, Education Advisor and Team leaders, it included international and national staff, full time and part time staff engaged with the programme. Administrative office with presence of SPM was placed in Juba, Programme office (also functioning as field office) with PM and Team Leader in Yei and field offices with Team Leaders in Morobo and Lainya, the Education Advisor was part time in Yei (part time employed), and the Country Coordinator was based in Copenhagen with regular trips to South Sudan. With international staff being part time involved, it was not the normal way of organising an IBIS Project Office, but it seemed to have more strengths than weaknesses<sup>96</sup>.

Strengths were described by participants as:

- Close and efficient collaboration between South-Sudan office and Head office. Communication route easy and updated knowledge about the ALP programme at Head Office
- Management members who were part time associated to the programme brought 'fresh eyes'/outsider views to the programme, could ask critical questions and contribute to good solutions
- When the Education Advisor was part time employed, it gave space for the national PM to develop and function as Manager while the Advisor focused on tasks as content developer and supervisor/ mentor for the programme staff
- The programme created a positive spirit of cooperation. Tasks were delegated from SPM and each Manager and team leader took responsibility and delivered good results. Whenever there was challenges, it would be discussed together at the regular (each term) management meetings and solved in cooperation

Weaknesses were:

- Division of responsibilities between Country Coordinator and SPM changed gradually as SPM naturally got more involved in donor networking at local/South Sudan level over time. It became difficult to avoid overlap and at times double administration happened.
- In a part time position and with a lot of tasks, it was difficult for the Education Advisor to have enough time for supervision and mentoring of teacher trainers and team leaders.

The senior Management Team seemed big for a single project. The context for South Sudan exiting prolonged war and moving into becoming a new Country indicates that the political situation was volatile and the security situation likewise, why strong leadership and management in the start up phase would be expected necessary. But when the programme was running and most programme elements developed and

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<sup>95</sup> See Annex 6, Organogram

<sup>96</sup> Bent Jahns; Country Coordinator, interview 7/2 2013, Peter Mc Canny, Country Director, interview 10/2 2013 and Daniel Wani, former PM IBIS, interview 16/2 2013

functioning, the scope of the international programme support could have been considered since it was also the time overlap of duties between Country Coordinator and SPM took place. It might be a good model for IBIS to have one international Coordinator from Head Office (HO) employed in project start up if it – as in South Sudan – ensures smooth cooperation between HO and the project office and offers substantial support to the project. But it might also be important to decide upon a time frame and an exit strategy for this kind of support from the beginning of a project.

## **5. Added value and comparative advantages of IBIS' ALP programme in relation to Paris Principles**

Assessing the ALP programme in an overall perspective to see how it has contributed and added value to the development of the Education system in South Sudan, the results and comparative advantages of IBIS' ALP programme are viewed in relation to the Paris principles on aid effectiveness. Observations of programme compliance with the individual principals follow below:

*Ownership:* Developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption.

The close and mutual partnership and collaboration between MoGEI and IBIS has raised ownership among Education Authorities and allowed IBIS to hand the ALP project over to the State Ministry of Education. Throughout the review the value of long term engagement and capacity building of Counterparts (Technical Education Staff (TES)) has been an obvious advantage for MoGEI to increase staff capacity and skills. IBIS, on the other hand, has contributed to increased TES knowledge and commitment so MoGEI were able to take over responsibility for the ALP programme upon IBIS exit. It has added value to the development of the Education sector in South Sudan, and ALP centres are functioning after IBIS' exit with support from dedicated TES personnel. This kind of collaboration should be continued in the future.

Additionally, IBIS contributed to general development of the Education system with an open and cooperative approach, sharing information and discussing with all levels of the Education Sector. IBIS consistently connected the different MoGEI levels – from schools, Payams to County, State and National level. It created an atmosphere of collaboration which is important for sustaining ALP in South Sudan.

PTAs were to a lesser extent involved and capacity built as close partners, why many PTAs were not fully prepared to take on ownership and continue advocating for ALP education when IBIS exited. Although IBIS during the last project phases trained head-teachers to cooperate and liaise with PTAs, time was too short to sustain their cooperation and commitment. In future programming, capacity building of PTAs and head-teachers should be included from the outset and head-teachers should be supported to work with PTAs.

Implementation of Performance Based Financing (PBF) functioned as a modality of transparency and accountability and a model for good financial governance through the process of planning for results, implementing activities and accounting for the expenditure.

*Alignment:* Donor countries align behind these objectives and use local systems.

IBIS' programme objectives were closely aligned to GoSS Education policies and strategies. It gave IBIS comparative advances in collaboration with MoGEI and ensured Government involvement in IBIS programme implementation throughout the project phases e.g. joint monitoring and joint transformative supervision in the ALP centres was initiated from the beginning of the project phases. IBIS stayed firmly within the official educational system of GoSS, and did not put up any new or parallel structures. Instead, IBIS strengthened the existing structures and developed modalities replicable for the various Departments. Thus, when GoSS at a time in 2008/2009 did not pay the teacher's salaries, IBIS could form alliance with the National Department of AES to advocate towards GoSS to restart and continue paying salaries to the

teachers. Since payment of teacher's salaries was restarted in 2009 it has functioned better and been more punctual.

As an added value the reading and writing component increased IBIS reputation and gave recognition to the ALP concept. IBIS involved the MoGEI in the process of implementing the reading and writing component so subsequently, the good results spilled over to primary schools and IBIS trained primary school teachers so they could also start implementation of the reading and writing module.

*Harmonisation:* Donor countries coordinate, simplify procedures and share information to avoid duplication.

IBIS has built a solid working relationship with both the National and the Central Equatoria (CE) State MoGEI. A relation built upon trust, respect, and genuine collaboration, which also allow the parties to voice criticism and suggestions for improvement. IBIS has actively participated in regular meetings and working groups as a way to share information and avoid duplication. As such, IBIS attended AES Department Advisory Group and AES Thematic Working Group with all stakeholders in alternative education included UNICEF, Norwegian Refugee Council (NRC) and Save the Children (SC) and worked together for some days to coordinate ALP strategies and activities with MoGEI. Furthermore, IBIS has functioned as Education Cluster lead in Central Equatoria.

Hence, IBIS' 4 years of collaboration with Education Authorities has created close partnership and coordination at National level and CE State level and gives IBIS comparative advantages in relation to National education policy development.

*Results:* Developing countries and donors shift focus to development results and results get measured.

IBIS has had a clear focus on programme results, and indicators to measure the results and outcome were clearly defined. Chapter 4.2.1 specifies each expected result measured against the outcome, and generally shows good results. The challenge throughout the project phases was that each single project had its specific objectives and expected results defined, and although they did not vary much from one project phase to the next it was difficult to measure changes from one phase to the next. The overall objective stayed alike during the entire programme and in this way, the 4 phases were viewed as 1 programme.

*Mutual accountability:* Donors and partners are accountable for development results.

IBIS had a transparent approach and stayed accountable during the programme. Funding for the entire programme was ensured and monitoring in coordination and collaboration with Counterparts (TES) took place from the beginning. Performance Based Financing (PBF) was an initiative to build capacity of partner's on transparency and accountability; they learned to plan and create results, and to utilize the money in a transparent and accountable way. The Education stakeholders expressed big satisfaction with the PBF process and approach.

## **6. Recommendations to IBIS' further work with Education in South Sudan**

The main objective of the review was "To review the performance of the ALP project in relation to its objectives, and – based upon the findings – to give recommendations on IBIS' further work with education in South Sudan". Hence, the recommendations below are directed towards IBIS and her future programme interventions in South Sudan, whereas recommendations for IBIS in general or MoGEI are not considered. Overall it is important to underscore that IBIS through four project phases of ALP programme implementation has gained positive experiences and established a good reputation with all levels of the Ministry of Education in South Sudan. The suggestions for recommendations take point of departure in IBIS core competencies and comparative advantages gained through the ALP implementation. The recommendations are:

### *1) Increase support to capacity building of Education Authorities*

The capacity of Education Authorities in South Sudan is still very weak. Throughout the review the value of long term engagement with MoGEI and especially the extended capacity building of Counterparts (Technical Education Staff (TES)) have been obvious positive project elements. It has added skills to the development of the Education sector, and kept IBIS in continuous discussion with MoGEI about education policies and strategies. The component of continuous professional development of Education Counterparts (TES) is a best practice which IBIS in South Sudan should expand and the initiative could be disseminated to other programmes. Different modalities for the professional development of Education Authorities can be used e.g.:

- the model used in IBIS' ALP programme with secondment of staff to IBIS for 1 year of capacity building before returning to MoGEI;
- part time secondment of an IBIS staff member to MoGEI for an agreed time period (an example was the former IBIS PM, Daniel Wani, who currently is full time employed by Plan International and working/seconded part time to MoGEI);
- full time secondment of an IBIS staff member to MoGEI for an agreed time period; although the risk of purely filling gaps in the MoGEI should be avoided.

### *2) Increase support to teacher training and expand initiatives to collaboration with Teacher Training Institutes (TTI)*

There is a huge need for teachers in South Sudan in general and qualified teachers specifically. Only few schools, mainly community schools were functioning during the war, and the majority of teachers were recruited from the communities without specific teaching qualifications. No Teacher Training Institutes were functioning, why there are almost no qualified teachers in South Sudan after the war, and the few qualified teachers available do often find difficulties with teaching in English, since their reference is to teach in Arabic or in mother tongue. Data from 2010 used as basis for the Education Strategy<sup>97</sup> illustrates the challenges: a) only 13% of the teachers are qualified resulting in pupil to qualified teacher ratio for primary learners of 117:1; b) first batch of 750 teacher students had only finished first year of pre-service training, and c) only 1.650 under-qualified teachers participated in in-service training. Qualifying teachers is a slow process, and there are only few TTIs functioning with qualifications and rights to implement certified Teacher Education. However, teacher training forms a central part of the General Education Strategy 2012 – 2017 where the importance of developing “a policy for Teacher Training and Certification” is underscored, just like the focus on building extra capacity in pre-service and in-service training systems is highlighted<sup>98</sup>.

Aligned with IBIS' practice and experiences from other education programmes and IBIS' Education for Change Strategy, the approach to teacher training in South Sudan focused on continuous professional development. As described in the report IBIS' teacher training included three elements: 1) fast track training, 2) cluster and pre-planning workshops, and 3) formative supervision, and was built upon the spiral model's process-oriented approach emphasizing ongoing development and opportunities for action and reflection. IBIS' teacher training model is viewed as best practice by many stakeholders when compared to other agencies<sup>99</sup>; the model should therefore form the foundation for increased support to teacher training and expanded support to:

- Develop cooperation with Teacher Training Institutes (TTI) on pre-service and in-service training making use of IBIS' continuous professional development approach described in the spiral model and with focus on specific components where IBIS has a comparative advantage by institutionalized

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<sup>97</sup> General Education Strategy 2012 -2017 (Draft Final)

<sup>98</sup> General Education Strategy 2012 -2017 (Draft Final)

<sup>99</sup> A Review of DANIDA ROI Funded Education Programmes in South Sudan

positive experiences and tested methods e.g. the reading and writing component, and the 5 core areas covering methodologies rather than subject contents;

- In cooperation with TTI IBIS could consider involving in development of mother tongue teacher training modules;
- Continue IBIS' approach towards formative monitoring to be used in future teacher training interventions, including cooperation with TTI
- Advocate for recognition of additional Teacher Training Institutes (TTI) with the right to issue teacher education certificates.

### 3) *Strengthen and further develop the reading and writing programme component*

It is acknowledged in IBIS and many other international organizations working in the education field that being able to read and write is the foundation for children to gain knowledge and complete primary school. In future programming in South Sudan IBIS should build on competencies and comparative advantages gained from developing reading material in general and from implementing the reading and writing component in South Sudan. IBIS could consider testing the reading/writing module in mother tongue as this would be in line with GoSS Education policy and strategies. As a pilot and/or demonstration IBIS could implement or build capacity of and monitor MoGEI to implement the reading and writing course in ALP and/or primary schools.

### 4) *Improve efficiency and focus on implementing 6 month to 1 year education components*

In South Sudan the ALP targets out-of-school children and youth 12 – 18 years old. The ALP concept aims at learners completing two grades in one year; in South Sudan where primary school comprises 8 years education, the ALP learners are supposed to achieve primary school exam after 4 years. However, many of the learners in IBIS' ALP programme did not go through the entire ALP cycle; as discussed in the report some learners used the ALP as entry into primary education and shifted from ALP to primary school after some time, another group of learners were aiming at learning how to read and write and dropped out from ALP after they achieved reading skills, while some learners dropped out due to other reasons e.g. early marriage, pregnancy, small scale business. 12 – 18 years old children and young people in a country, like South Sudan, transitioning from civil war, do not have any tradition of going to school and many have livelihood responsibilities, why a time span of 4 years education is very long time for them. Although IBIS managed to keep enrolment at around 2.000 children during the ALP programme through the multi-entry-exit approach, a more efficient way of supporting education (either primary and/or alternative education) in South Sudan should be considered building on lessons learned and good practices and making use of project components as pilot and/or demonstration models. It could include:

- Developing 6 month – 1 year education component solely focusing on reading and writing;
- Developing 6 month – 1 year education component focusing both on literacy (reading/writing) and numeracy (math);
- Considering career guidance for the learners as a mean to avoid drop out from ALP centres and other education initiatives supported by IBIS.

### 5) *Strengthen gender approach and launch specific gender initiatives based on learning's from the ALP programme*

Gender inequality is the norm in most South Sudanese communities, especially in the rural areas where opportunities for adolescent girls to go to school are challenging, and it is very rare to find qualified female teachers. To support change in practices in South Sudan and apply to IBIS policy on gender equality, the mainstreaming approach used so far in the ALP programme will not be sufficient. Future education programmes in South Sudan should therefore strengthen the gender approach and launch gender initiatives based on learning's from the ALP programme e.g.:

- Develop gender initiatives based on experiences with Girl Child Education Supervisors (GCS) and Girls Education Movement;

- Develop gender initiatives incorporating systematic protection mechanisms with clearly defined ways of reporting gender based violations;
- Initiate establishment of latrines and washrooms in all schools/ALP centers where IBIS are involved with other activities;
- Promote provision of sanitary towels to all female ALP learners, possibly in cooperation with other INGOs, CSOs or CBOs;
- Establish possibilities for scholarships to facilitate female primary leavers to continue in secondary education initiated by IBIS and/or through advocating and lobbying with Government, INGO's or other stakeholders.
- Encourage young female secondary school leavers to enroll (using role models / affirmative actions) in teacher training (pre-service or in-service).

*6) Initiate programme interventions on Technical Vocational Education and Training (TVET)*

With the MDG and Education for All goals focusing on provision of primary education, an increasing number of children are accessing school, especially primary education. As a consequence the pressure on secondary education is growing, and in line with this trend IBIS has developed her Position Paper on Youth to support enhancing opportunities for youth empowerment and capacity building of youth as change agents.

During the review it was clear that many ALP graduates found it difficult to continue education after finalizing ALP, mainly due to financial constraints. PTAs interviewed expressed fear about the future of the ALP graduates, because most of them cannot afford to continue education even if they are eager to start vocational training or secondary academic school. IBIS made a research to investigate the wishes of ALP graduates for future studies, and conclusions were that many youth wanted to continue with practical/vocational training.

Since there are only very few interventions on TVET in South Sudan, it is recommended that IBIS initiate programme components focusing on TVET in collaboration with MoGEI. The intervention should aim at supporting GoSS TVET system, and cooperation could be on specific elements – e.g. training of trainers in learner-centred methods and pedagogy, development of or support to training material, small scale business training, support to uniforms, and support to boarding learners.

*7) Increase capacity building of PTAs and strengthen cooperation between PTAs and head-teachers*

To establish local ownership, improve chances of sustainability and ensure advocacy for IBIS' future education programmes, capacity building support to PTAs should be intensified. Since head-teachers are essential stakeholders in establishing stronger PTAs, initiatives strengthening cooperation between head-teachers and PTAs should be included and build on positive results from already implemented training courses for head-teachers as guiding personnel for PTAs.

*8) Strengthen support to civil society and establishment of partnerships*

Capacity building and partnership with civil society is essential in IBIS' global strategies. In the ALP programme collaboration with CSOs and CBOs was not prominent due to various reasons as mentioned in the review. In the transition phase from civil war to becoming a Country in peace, South Sudan does not have a vivid Civil Society but at the time for the review few CSOs and CBOs were emerging. It is important to establish partnership and build capacity of selected CBOs and CSOs in IBIS future programming to sustain expected programme changes and results, and build strong counter debating and advocacy partners enabling them to hold the Education Authorities/partners accountable.

*9) Continue programme activities in Central Equatoria*

IBIS' comparative advantages of long term engagement with Education Authorities resulting in a relationship building on trust and respect, has created a basis and robust foundation for future advocacy for Education for All in South Sudan. IBIS' position as reliable partner with Ministry of Education at both National and State level, should be expanded and sustained in future education and governance programming by continuing some education programme activities in and around the capital Juba (Central

Equatoria (CE)). IBIS might want to keep focus on CE where opportunities for both long term development programme components as well as Education in Emergency projects for returnees and displaced groups are possible. However, due to the opportunities for sufficient funding portfolio and cooperation with Alliance 2015 partners, IBIS might also want into expand to additional states in South Sudan. Under all circumstances it is important for IBIS as a small INGO to apply a systematic result-oriented approach to cooperation with many stakeholders and keep focus on specific programme components and areas as opposed to spreading the programme over many programme components and too big geographical area with only minor possibilities for influence in each location.

#### *10) Capacity building support to do budget tracking*

Local Education Authorities, TES personnel, PTAs and other community stakeholders found it difficult to advocate towards the State and National Government for funding to ALP. They were frustrated in the current situation (the time for the review, February 2013) without any funding for their specific education activities. Getting better prepared and having sufficient information to be able to track budgets and expenses in the various Ministries would help these stakeholders and IBIS should consider increasing their capacity on budget tracking. Performance Based Financing as implemented in the ALP programme was an initiative to learn setting the goals and better utilize funding, and could be used as a stepping stone towards increasing stakeholders understanding of budgets and expenditure.

## **7. Annexes**

- Annex 1: TOR
- Annex 2: Work schedule for field visit
- Annex 3: List of people met during ALP review
- Annex 4: Number of people met
- Annex 5: Statistics
- Annex 6: Organogram
- Annex 7: Spiral model – illustration
- Annex 8: Questions as basis for interviews