

INEE

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INEE Working Group on Education and Fragility

Consultative Workshop on Education and Fragility—Southern Sudan

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INEE  Celebrating a Decade
of Quality Education
in Emergencies

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Acronyms

AES	Alternative education system
CPA	Comprehensive Peace Agreement
DFID	UK Department for International Development
GoSS	Government of Southern Sudan
INEE	Inter-Agency Network for Education in Emergencies
MOEST	Ministry of Education, Science and Technology
PTA	Parent-teacher association
SPLM	Sudan Peoples' Liberation Movement
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESCO-IIEP	United Nations Educational, Scientific and Cultural Organization—International Institute for Educational Planning

Background

The Inter-Agency Network for Education in Emergencies (INEE) is an open global network of over 5,000 members working together within a humanitarian and development framework to ensure all persons the right to quality education and a safe learning environment in emergencies and post-crisis recovery. In early 2008, a Working Group on Education and Fragility was established within INEE as an inter-agency mechanism to coordinate diverse initiatives and catalyze collaborative action on education and fragility. The Working Group's goals are to:

- Strengthen consensus on what works to mitigate fragility through education while ensuring equitable access for all;
- Support the development of effective quality education programmes in fragile contexts; and
- Promote the development of alternative mechanisms to support education in fragile contexts in the transition from humanitarian to development assistance.

In early October 2010, the Working Group facilitated a two-day Consultative Workshop on Education and Fragility in Addis Ababa, Ethiopia, with 45 education experts from Eastern African countries and members of the Working Group. The participants came together both to discuss and analyze education's role in fragile contexts in order to share the education and fragility approaches developed by the Working Group, gain deeper knowledge of the challenges of delivering education services, and generate strategies to enhance education's positive role in both mitigating fragility and building resilience.

The main conclusions of the consultative workshop were:

- (i) all countries are susceptible to fragility (acute or chronic) in different domains– governance, security, economy, social and environment;
- (ii) education delivery is impacted by these fragile situations;
- (iii) education delivery itself can impact fragility either positively (i.e. lessening or mitigating the drivers of fragility) or negatively (i.e. strengthening or exacerbating the drivers of fragility); and
- (iv) strategies (in terms of policy, planning, programming and financing) can be developed for maximizing the positive impact of education on fragility.

Country-focused analysis in Southern Sudan

Discussions at the Addis Ababa consultative workshop confirmed the interest of in-country actors in further exploring the two-sided aspects of education in fragile contexts: how education has been impacted and how it can mitigate and prevent crisis. Additionally, discussions and interactions confirmed the value-added of the membership of the INEE Working Group on Education and Fragility in supporting in-country stakeholders to plan, design and implement their proposed strategies where member agencies have a presence.

The Southern Sudanese team who participated in the Addis Ababa workshop (led by Mr. Mou Mou, Under Secretary for Education, Science and Technology, and comprising George Mogga, Director for Planning, MOEST; Simon Mphisa, UNICEF; Getahun Gebru, World Bank, and Fazle Rabbani, DFID) expressed an initial interest in continuing to develop its programmatic approaches in the education sector to increase its positive impact on the important transition from a post-crisis situation to sustainable development in their country. As a result, the Working Group in Education and Fragility prepared to provide in-country support in Southern Sudan, through a similar two-day workshop to support local stakeholders to further define context-specific education strategies which can mitigate fragility in different domains, as well as begin to support the transition to a longer-term development path. The date for the proposed workshop in Southern Sudan was set for mid-February 2011 following the January referendum on independence; UNICEF and the UK Department for International Development (DFID) in Southern Sudan supported planning and logistics for the event.

The Working Group chose to take the opportunity to support education colleagues in Southern Sudan to ensure that education after the referendum contributes to efforts to ensure long-term peace and stability by equipping those colleagues with the skills and knowledge to analyze and formulate policies and plans with a "fragility lens" in mind. The Working Group felt that a workshop focused on education and fragility mitigation in Southern Sudan could:

- Link to work in the education sector to support stakeholders in applying an education and fragility "lens" to current and/or future education activities to maximize their positive impacts on different fragility domains to be identified by local actors themselves;

- Continue processes and collaboration begun with Southern Sudanese colleagues at the workshop in Addis Ababa in October 2010 by providing more contextualized support embedded in their in-country education programs; and
- Provide an opportunity for Working Group members and agencies already supporting Southern Sudan to link strengths and comparative advantages to foster stronger and more successful working partnerships.

Purpose and Objectives

The primary purpose of the workshop was to engage with country-level colleagues to share and utilize the education and fragility lens that the Working Group has been developing since its inception in early 2008. The objective here was to support colleagues in Southern Sudan to understand this lens and learn how to apply it, with the hope that they will incorporate it into their current and future work.

In utilizing the education and fragility lens throughout a series of interactive sessions during the course of the two days, participants were able to complete a number of actions including:

- Discussing the conflict issues impacting the education sector in Southern Sudan;
- Identifying some of the key conflict dynamics in Southern Sudan;
- Analyzing how education plays a role in key conflict dynamics in Southern Sudan; and
- Generating approaches for how education could address key conflict dynamics in Southern Sudan.

Taken as a whole, the interactive sessions served as a process of participatory conflict analysis of the education sector in Southern Sudan based on analysis of the conflict dynamics and education's roles in them. The approaches which participants brainstormed in the final interactive session build from this sector-specific conflict analysis and address key conflict dynamics by adapting or complementing education activities.

The timing and scope of the workshop enabled strong linkages to the education sector planning process in Southern Sudan. The development of the national development plan includes the development of sector plans, all to be complete by the anticipated independence day in July 2011. An ongoing education sector planning process was begun in early 2011, with UNESCO-IIEP and UNICEF supporting the Ministry of Education. The timing of the workshop coincided with sector planning workshops; the INEE workshop took place towards the beginning of a two-week period of meetings and workshops with stakeholders in Juba. As such, the workshop was facilitated to contribute to the education sector planning process by serving as one of the background analysis and consultative pieces of that process. The sector-specific conflict analysis that was undertaken during the workshop additionally helped achieve a requirement of the national development plan within the Conflict Prevention and Security pillar that all sector plans include conflict analysis. It is hoped as well that the links to the planning process in Southern Sudan will generate new ideas and knowledge on how the education and fragility lens can be integrated into education sector planning in other locations in ways which INEE can take forward.

Overview and Methodology

Participants in the workshop represented a range of agencies, geographical locations, perspectives and expertise including government officials from the central and state ministries of education and representatives from civil society, donors and UN agencies. The methodology of the workshop was interactive and participatory, facilitating participants to work in small groups to undertake progressive analysis of education's role in conflict and potential contribution to peace in Southern Sudan. The two-day workshop consisted of four interactive, participatory sessions interspersed with presentations in plenary to provide background information, including on the education status report; conflict sensitivity and conflict analysis, and the education sector planning process. The four interactive sessions that comprised the bulk of the workshop included:

1. "Impacts of conflict on education" – Participants worked in small groups to identify 3-5 key education sector priorities or needs in Southern Sudan and identify how they are a result of the impacts of the conflict.
2. "Analysis of the conflict context" – Participants worked in small groups to identify 3-5 key dynamics of the conflict in Southern Sudan that could hinder long-term peace in Southern Sudan.
3. "Impacts of education on conflict" – Participants worked in small groups to answer the question of how education impacts on each conflict dynamic either negatively (promoting or exacerbating) or positively (mitigating or reducing).

Participants did this by identifying for each conflict dynamic a) the education factors for peace and b) the education factors against peace.

4. "Integrating conflict sensitivity and peacebuilding into the education sector" – Participants worked in small groups to brainstorm solutions for achieving education's positive role in contributing to peace in Southern Sudan. The groups attempted to answer the question of how you would adapt or complement your education activity to promote peace and developed approaches for these adaptations or complementarities including: the education sector needs/priorities being addressed; the conflict dynamics being addressed; the next steps or specific activities to undertake (including short, medium, long term; at central, state, other levels; the actors to be involved); and how the adaptation or complement to the activity promotes peace.

Each of the four interactive sessions was meant to build upon the previous ones. The participatory nature of the workshop was also meant to enable voices to be heard and knowledge to be captured from all of the participants.

Findings

The findings below are organized in order of the series of four interactive sessions that the participants undertook over the course of the two-day workshop.

***Please note that the findings below represent the written and spoken contributions of the participants over the course of the two days of the workshop. They have not been "fact checked" against other resources or materials but represent the dialogues and outcomes of the interactive and collaborative process of analysis that the participants undertook together.*

I. Major education sector needs and priorities

Following an overview presentation of the education status report (i.e. a comprehensive review of the status of the sector undertaken by the World Bank), participants worked in small groups to analyze and discuss key education sector needs. Discussions in the small groups have been synthesized into five primary areas of needs – access and retention; curriculum; teachers; infrastructure and learning spaces; and finance and sector management – with three cross-cutting issues – returnees, language and equity – that impact each of the five areas.

Please note that the issues described below represent the participants' discussions in the workshop and not official data. More extensive and statistically sound data can be found, for example, in the education status report.

Access and retention

"Go-to-school" campaigns in 2008 and 2009 resulted in ever increasing enrollments; however, levels of enrollment are still low in comparison to the overall school-age population. There are also great disparities in enrollment along many lines including age, gender, rural—urban, between states, and rich—poor. Additionally, the needs of children with special needs, even those for whom their disabilities or other issues are a result of the war, are not being addressed.

There is a high number of youth and children out of school. Many were taken out of school as a result of conflict, for example to protect resources (e.g. cattle) or to serve as soldiers. Out-of-school children and youth result in a high number of youth who are overage for schooling but unemployable, and an increased number of children and youth on the streets, some of which resort to violence particularly in urban areas.

Challenges to access and retention are a result of limited infrastructure and resources. Much infrastructure in Southern Sudan, including learning facilities, was destroyed during the war and the supply of new or rebuilt facilities is not catching up with the demand. This gap is exacerbated by the influx of returnees who increase the demand.

Curriculum

Multiple curriculums are currently in use in Southern Sudan – while a new curriculum is under development and in use “as is” in some locations, there is no single, common curriculum as yet. There is currently an effort to review and unify the curriculum but the process is as yet incomplete as are the new materials. Each section of the curriculum is being reviewed including early child development, primary, secondary, vocational and teacher education. In the meantime, completed sections have faced production delays resulting in a lack of copies for dissemination. Additionally, all sections of the curriculum are not yet fully harmonized for students or teacher training.

Schools in some parts of the country still unofficially use foreign curricula (for example, from Uganda or Kenya). Additionally, some areas controlled by the government during the conflict continue to use Sudan’s Arabic medium curriculum while those areas that were held by the SPLM may continue to use the English medium curriculum. Displaced learners’, and subsequent returnees’, use of curricula from other countries including Uganda and Kenya, poses a range of problems for examination and certification.

Overall the challenges in terms of curriculum result in lack of quality, for example in terms of learning materials, and leads to high drop-out rates.

Teachers

A range of challenges exists in terms of teachers which impact on the quality of learning. For one, the conflict resulted in many years of a lack of government investment in teachers’ capacity development in addition to the loss of many teachers by displacement or death. Consequently, many of those who have been serving as teachers are in fact volunteers without formal qualifications. After a decade or more of using these volunteer teachers, a process for phasing in teachers of higher capacity has been initiated. However, this process is contentious for many reasons. Where government efforts to improve teacher capacity include removal of those teachers who stayed and taught during the war but are unqualified, and their replacement by returnee teachers, tensions and resentment are exacerbated. There are additional language and curricular issues that those who were trained in the North are qualified to teach the Arabic medium curriculum, which is not the projected curriculum or language of the South.

Overall there is a major shortage of teachers, especially female teachers; those teachers that are in classrooms may be volunteers and/or unqualified and there are currently no systems in place for examining or certifying teachers. The lack of teachers, and particularly of qualified teachers, impacts negatively on quality, leading to disaffection of youth and to drop-outs. Longer term constraints on an adequate pool of qualified teachers is hindered by both lack of professional development as well as, for example, the lack of education for girls, which limits the possibility of future female teachers.

To address the need for teachers, attempts are beginning to be made to have more transparent deployment of teachers, particularly to address issues of equity. However, teacher deployment overall has been contentious in terms of equitable distribution. Community resistance has been encountered in regards to teacher transfers.

Salary payments and remuneration have also been challenges both in terms of systems for ensuring payment and in terms of matching remuneration to qualifications. Issues of payment and remuneration combine with issues regarding lack of professional development and lack of support to negatively impact on teacher motivation.

Infrastructure and learning spaces

Extensive destruction of infrastructure during the war has left in its wake a number of challenges in terms of education facilities. Three major challenges must be faced simultaneously – that of constructing additional classrooms where facilities do exist, that of rehabilitating existing schools and that of building new facilities to meet ever increasing demand. While new learning spaces are being built and others expanded upon, the supply is not catching up with the demand, resulting in make-shift learning spaces. In some locations, too, returnees are occupying schools for lack of better options, further exacerbating these challenges.

Where learning facilities are in place, many are not secured, or do not have the basic infrastructure to ensure attendance and retention, such as toilets. Security remains an issue, especially for girls and particularly given that the proximity of many schools is not adequate; as a result of the destruction of war, many learning facilities are far from learners, often out of walking distance.

Finance and sector management

Financing of education has multiple facets. In terms of quantity, there has been a reduction of government funds to education over the last few years as education moved from number two priority in the GoSS budget to number four. These reductions have occurred at the same time that the system has faced massive expansion as enrollments shot up after the signing of the CPA. GoSS has a range of competing interests to finance; as a result of government spending prioritizing security, less money is flowing to education, resulting in a lack of operational budgets and high recurrent costs not being met.

Not enough funds have been generated at the state level and there is overreliance on central funds. At the same time, the issue of central government allotments to states is a contentious issue in terms of amounts and release of funds. Budget allocations have also focused on costs per teacher rather than on the more accurate measure of costs per student. Funds for higher education have been minimal.

A point of major contention is the fact that education is stipulated to be free for all in Southern Sudan while in fact numerous levies are imposed at school-level that hinder enrollment and retention. The lack of operational funds results in requisite financial contributions from parents by schools, often through parent-teacher associations (PTA). For example, while school feeding schemes may be in place to provide food, there is often no vehicle to transport food from the storage site to the school, requiring the PTA to find a solution. These challenges to free education are recognized but seem often unavoidable.

Sector management since the signing of the CPA has similarly been unable to cope with the increasing demands and system expansion. In some cases, appointments at the Ministry of Education are based on history (e.g. involvement in the SPLM) rather than performance, limiting capacity within the Ministry. In terms of policy, the education bill was developed but has not yet been enacted and the process is thought to be stalled.

Cross-cutting issues:

1. Returnees

Returnees have become a major issue for a number of overlapping reasons. First, the education system has limited or no capacity to absorb them in terms of facilities, teachers, materials, etc. Additionally, differences of language have been contentious in terms of teachers and learners; for example, returnees from Kenya or Uganda will speak English and be able to go to local English-language schools while returnees from the North and/or local learners may speak Arabic and thereby cannot attend the English-language schools that have been established in their communities. Finally, there are tensions between returnees and those who stayed are based on a range of issues, often related to access to resources including education.

2. Language

Challenges of language to the education sector in Southern Sudan are multiple, particularly given the lack of a final, unified curriculum which would standardize the language of instruction. Issues of returnees speaking different languages insight divisions between teachers and between learners. Integration of local languages, and balancing this with Arabic and English, further complicates things.

Language issues play out in regards to teachers in terms of what language teachers speak and are trained to teach in, and thereby which system (Arabic, English) they are qualified to teach. Additionally, the tensions between returnee teachers and those who taught during the war, often volunteers, are exacerbated by differences of language.

The results of various languages being spoken and taught – or not – has implications for power dynamics and access to opportunities within communities, specific to education and beyond.

3. Equity

Major disparities exist for access particularly in terms of gender and geography. Girls are kept out of school for a range of reasons from the practical – including security, domestic chores, lack of toilets at learning facilities, etc. – to the social and cultural – such as perceptions about girls' roles and cultural views of girls as a source of wealth via dowries. Geographically there are major disparities between the states in terms of access as a result of distance, roads, communication and in terms of resources (e.g. budget allocations). States that were the central battlegrounds during the war (e.g. Jonglei, Eastern Equatoria, Upper Nile, Unity) are often much more constrained in their ability to provide adequate, safe and quality education; those with better education indicators are those that were less impacted by the war (e.g. Western Equatoria). Additionally, those areas that are more war-impacted often receive a greater number of returnees, placing even more strains on the system.

Equitable distribution of teachers is a challenge. Among other reasons, the differential impacts of war on the states have led to few qualified individuals in some areas than in others. Insecurity and lack of basic services in certain locations also make equitable teacher deployment challenging.

Equity is a challenge in terms of learning spaces as well. The availability of learning spaces in different communities is often a result of their loyalties during the war – that those areas loyal to or held by the government often had less destruction than those held by or loyal to the SPLM. This results in inequitable access at present, based on old tensions and divisions. Selection of sites for learning facilities and prioritization of rehabilitation of facilities will have ramifications for equity and existing inter-community tensions.

II. Major conflict dynamics

The participants highlighted and discussed three key conflict dynamics¹ – resources, returnees and language – and a list of additional, important or possible conflict drivers in Southern Sudan.

Resources

Inequitable distribution of resources was seen as a major driver of conflict. There is overall a gap in available resources to meet needs and demands of all kinds in Southern Sudan due to the lack of resources as a result of the war. However, these results of the conflict are differential across regions – for example, some lost more infrastructure during war than others – which is exacerbated by historical disparities between the North and South.

Given the limits on resources there is also competition at various levels for these scarce resources. Competition occurs at the community, clan and tribal levels as well as at the level of the states in terms of how resources are allocated equitably, including from the central government. More broadly, competition also occurs around how resources are brought into the South more generally. This competition for scarce resources is exacerbated by environmental issues (e.g. weather extremes that cut off various regions), social issues (e.g. population movements between regions and from rural to urban areas; tensions over returnees; tensions between community versus government ownership of land), political issues (e.g. lack of clear laws; border challenges particularly at the payam level), and economic issues (e.g. unequal distribution of wealth).

Returnees

Mass displacement in Southern Sudan was a result of a myriad of issues – insecurity and violence; lawlessness; food insecurity; lack of access to basic services including health and education; conscription; and forced movement including to relief camps. However, peace has enabled the return of many displaced, bringing with it a host of potential conflict drivers.

Returnees themselves face multiple challenges upon their return. Where returnees come back to their ancestral lands, they often find it inhabited by someone else; in states where there is enough land, returnees have been able to take other, new land (e.g. Warrap) but unfortunately this is not possible in all places (e.g. Central Equatoria), leading to tensions. Where

¹ "Conflict dynamics" were defined for the purpose of the workshop as the resulting interaction between the context, conflicts, actors and causes. In the report, the terms of conflict dynamics and conflict drivers are used interchangeably.

returnees return to villages that have since been deserted, they become vulnerable by being the only inhabitants. Returnees also find it difficult to return to life in villages after they've spent time living in more urban areas given, for example, more limited services or opportunities in rural areas. Additionally, hidden discrimination occurs in terms of jobs and other opportunities against those from the outside.

Social divisions between those who stayed and those returning is a major conflict dynamic. There are cultural differences given the new tastes, ideas, fashions, etc. of the returnees, which additionally varies depending on from where they are returning. Those who stayed may feel that those who left abandoned them and their communities, or that they left and did not fight but are now back to enjoy and take advantage of the peace. There is additional resentment over the access that returnees had to opportunities or resources while away, including better access to education. Returnees who had better access to resources such as education also return with a comparatively higher potential to access resources and economic opportunities which can mean, for example, that returnees are more qualified to serve as teachers than those who remained. Whereas returnees feel vulnerable in their return, those who stayed also feel vulnerable in comparison to the returnees' better education, better economic status, etc. Resentments are fueled by and feed into suspicion of returnees from the North who are sometimes thought to be spies or saboteurs.

Language

Language policies have exacerbated divisions around the use of various languages and discrimination or exclusion based on language. Prior to the war, Arabic served as the official language of instruction in the education system; from 2005, English became the official language in Southern Sudan. Language serves as a divisive force between groups, particularly between returnees and those who stayed.

Other conflict dynamics:

- Religion: Historical imposition of sharia law by the Northern government on non-Muslims in the South – predominantly a mix of religions including Christians, traditionalists and Muslims – was a major factor in the conflict. Discrimination was also practiced against non-Muslims in terms of access to government jobs. While issues still exist in terms of accommodating religious difference particularly on a practical level (such as determining holidays), freedom of worship is now legally ensured in Southern Sudan and expected to become less of an issue once a feeling of religious imposition is controlled for by law and gradually in practice in the South.
- Land issues: Tensions over land exist particularly between pastoralists and land owners, as well as along the border areas and in regard to returnees, particularly in terms of land use and ownership such as of ancestral or communal land. Land allocation is often contentious.
- Marginalization: Marginalization occurs on a number of levels – based on geography including marginalization of the South by the North and between the states; based on access to resources, economic opportunities and wealth; and based on ethnicity, gender, religion, culture and language. Environmental factors such as droughts and floods, as well as lifestyles such as those of mobile communities, exacerbate marginalization.
- Lack of trust within society: A history of “divide and rule” serves as a basis for a lack of social trust. This lack of trust occurs across ethnic groups, as well as exacerbated by differential damage inflicted in these areas based on their loyalties. Much suspicion focuses on the North as a saboteur, planting returnees as spies or to come back to the South to cause trouble of various kinds. The government previously exploited ethnic difference and is thought to continue to do so; for example, there is a belief that increasingly violent cattle raiding tactics are a result of Northern meddling.
- Diversity of cultures: Heterogeneity of cultures and lifestyles – e.g. pastoralist versus agriculturalist lifestyles; varying cultural views of gender and girls – is a potential source of division when coupled with a lack of inter-cultural value, respect and understanding.
- Weak or lack of policies or implementation: Often policies are weak or implementation ignored. Even where policies exist, they are of no use when not implemented; this point is crucial in any context but even more so in the Southern

Sudan context. While, for example, a national vision for education may be in place, concrete implementation is needed which can ensure a unified, complete and relevant curriculum; remunerated teachers; and nationally-available resources for education.

- Out-of-school youth: Many children were taken out of school as a result of conflict or because of unequal distribution of resources. Youth lack not only opportunities for education but also for livelihoods. Additionally, social change has resulted in changing roles and positions of youth in society and in the family, a result of war as well as urbanization, displacement, separation and conflict of cultures. These challenges pose particular problems for female youth.

III. Education factors for and against peace in South Sudan

The tables below represent participants' analysis of education's role in conflict in Southern Sudan. During this focused session, participants worked in small groups to analyze education's role in each of the conflict dynamics identified in the first day's session. Each group chose at least one conflict dynamic and analyzed education's role in it both from a negative perspective (i.e. education contributing to conflict or "education factors against peace") and a positive perspective (i.e. education mitigating conflict or "education factors for peace"). Combined, the small groups analyzed education's role in the following identified conflict dynamics: resources, returnees, land issues (two different groups), out-of-school youth, language, and weak or lack of policies and implementation. While participants were asked to analyze only the current state of education and its role in peace, some groups also brainstormed and projected possible impacts and roles.

Please note that the tables below represent the tables developed on flip charts by the participants during the interactive session, with some edits for clarification. Any omissions in the tables are the result of discussions that did not cover those points or topics specifically.

Resources

Education factors for peace	Education factors against peace
<p>Equitable geographic distribution of schools throughout Southern Sudan</p> <ul style="list-style-type: none"> - Provide clarity between equity and equal distribution <p>Specifically ensure equitable urban/rural distribution</p>	<p>Schools are inequitably geographically distributed (e.g. Magui county)</p> <ul style="list-style-type: none"> - Political will from the government to build schools collides with community initiatives - Results in tensions between counties and communities <p>Inequitable urban/rural distribution of schools because of a lack of resources results in rural to urban movement</p> <ul style="list-style-type: none"> - Results in drop-outs at G4 level where school's aren't available for students to continue their education - Results in illiteracy in rural areas - Results in overcrowding and lack of resources at school-level in urban areas - Children sent to live with families in areas where schools are available <ul style="list-style-type: none"> - Historically boarding schools, or better-resourced schools, provided for those youth who didn't have schools in their areas – but now this is not the case - Results in conflict between families and communities – causes strain on resources with extra children in houses in urban areas - Out-of-school youth come to urban areas and don't get educational opportunities

	<ul style="list-style-type: none"> - Youth become frustrated, angry and are in towns away from families – this can potentially cause conflict if unchecked <p>Discrimination (real and perceived)</p> <ul style="list-style-type: none"> - Inquiries into relationships, background, geographical location of people can promote conflict as decisions can be based or perceived to be based on these questions
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Returnees

Education factors for peace	Education factors against peace
<p>Provide skills and opportunities to returnees</p> <p>Integration of returnees into local schools, society, communities</p>	<p>Feelings of rejection by returnees if not offered opportunities including for their children to access education</p> <ul style="list-style-type: none"> - Returnees from North with skills in Arabic and children educated in Arabic – but can't access the systems in Southern Sudan - Results in frustration by returnees who feel demotivated and devalued <p>Issues between returnees and people who stayed based on discrimination against or marginalization of returnees</p> <ul style="list-style-type: none"> - Connotation of "returnee" as negative - Feelings of difference among returnees who spent time in urban areas and return to rural areas - Issues of resources – returnees taking jobs, being favored with opportunities to build/learn skills <p>Differences between returnees and those who stayed in terms of cultural values</p> <ul style="list-style-type: none"> - Returnees (e.g. those who spent time in Kenya, Uganda, the US) bring different values to Southern Sudan - Causes community-based conflict related to issues of dress, women, human rights

Land issues

Education factors for peace	Education factors against peace
<p>Clear regulations on land allocation for education purposes (e.g. the education bill should interface with land regulations)</p> <p>Curriculum should incorporate land tenure issues for both teachers and students (including conflict resolution, human rights, indigenous knowledge and traditional land allocation system versus legal acts)</p> <p>Relevant curriculum to ensure that youth engage in diversified employment opportunities</p>	<p>Lack of coherent land allocation (i.e. for schools)</p> <p>Tension between the communities and returnees due to pressure on basic services (e.g. education)</p> <p>Disputes over land ownership (e.g. ancestral lands versus communities that settled during the war)</p> <p>Land use as a barrier to children's access to schools</p>

Promote children's clubs that would address issues of land, agriculture, geography	
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Education factors for peace	Education factors against peace
<p>Community participation in schools including donation of labor and land, use of local materials</p> <p>Continue ways of sharing responsibility for the school with the community (e.g. through PTAs, parents)</p> <ul style="list-style-type: none"> - Create mechanisms whereby communities can take part in decision-making <p>Educate and work with community to negotiate/resolve land conflict between pastoralists and agriculturalists collaboratively</p> <p>Equitable education provision narrows inequities across groups, tribes for the long-term</p>	<p>Shifting schools to different places means the reallocation of teachers, need for students to move too</p> <ul style="list-style-type: none"> - Tension, disputes caused when teachers forced to move to new locations - Students left behind if unable or unwilling to move <p>Conflict regarding access to school land and resources (e.g. water hold)</p> <ul style="list-style-type: none"> - Communities feel a right to access schools as public land and resources, for example, when the school is the site for a public water hole. - Community may have sense of "ownership" over the school and its land but responsibility not clear <p>Expansion of roads causes problems when government expands narrow roads and destroys learning facilities</p> <p>Conflict between different decisions on school sites between community interests, technical criteria and political, clientelistic decisions</p> <p>Disputes over grazing between pastoral and agricultural communities can impact schools in terms of attendance, fights between students/teachers</p>

Out-of-school youth

Education factors for peace	Education factors against peace
<p>Identify and prepare a list of out-of-school youth so as to match solutions to the realities of the problem</p> <p>Capacity analysis and capacity building of the identified out-of-school youth (e.g. job matching to skill-based jobs)</p> <p>Education for youth to initiate income-generating business</p> <p>Youth who receive skills training should be linked with micro-credit facilities to start their own small business</p> <p>Focus curriculum on peace and life skills in the alternative education system (AES) to help youth to behave positively and think about value of peace and about their own country</p> <p>Inadequacies in terms of teachers, curriculum, materials lead to increased drop-outs</p>	<p>Frustration, hopelessness provoke youth to be involved in crime</p> <ul style="list-style-type: none"> - Potential violence, including cattle raiding or stealing property <p>Where youth are socially marginalized, political groups can involve youth as tools to achieve their objectives</p> <p>Education/curriculum not well-matched to job requirements</p> <ul style="list-style-type: none"> - Academic degrees do not match the demands of the job market - Lack of skills-based training means youth do not get opportunities for jobs - After primary exams, students can attend secondary or TVET but there aren't TVET opportunities

Language

Education factors for peace	Education factors against peace
Returnees are educated but are fluent in Arabic so can't get jobs in English	Overcome language barriers to employment by offering English courses help youth to get jobs with hotels, NGOs and private organizations that require English

Weak or lack of policies and implementation

Education factors for peace	Education factors against peace
To roll out policy requires receiving resources on time and in the appropriate places	<p>Education bill not yet enacted or rolled out in the states</p> <ul style="list-style-type: none"> - Lack of understanding of policy from state level to local level <p>Lack of initiative on youth policy implementation creates frustration and unemployment of youth</p> <p>Good policy but without proper resources at the grassroots level</p> <p>Language policy but without materials and competent teachers</p>

IV. Approaches to education to contribute to long-term peace in South Sudan

In the final interactive session, participants were asked to focus on education solutions that might contribute to peace by answer the question of “how would you adapt or complement your education activity to promote peace?” Participants worked in groups focused on the 5 highlighted areas of education needs – access and retention; curriculum; teachers; infrastructure and learning spaces; and finance and sector management – to develop ideas for adapting or completing education activities in each of those areas to address the key conflict dynamics. Participants were asked to articulate:

- The education sector needs/priorities being addressed
- The conflict dynamics being addressed
- The next steps, specific activities to undertake (including short, medium, long term; at central, state, other levels; the actors to be involved)
- How the adaptation or complement to the activity promotes peace

Access and retention

For issues of access and retention, the key conflict dynamics of inequitable and overall lack of learning spaces relate to resources. Increasing access requires action on a number of fronts. First, learning spaces should be increased according to need. Needs should be clearly identified, including continuously monitoring the situation of returnees to their previous communities and migration to urban areas. Increasing learning spaces should contribute to increasing access for girls and reducing migration to urban areas that is a consequence of lack of educational opportunities in rural communities. Extension and completion of existing schools, including expansion of the majority of schools that only accommodate levels 1-4, would accompany the building of new learning spaces. Additionally, national secondary schools and boarding schools should be built, particularly because they could serve to increase interaction between ethnicities within them.

Community mobilization and awareness-raising should be an integral part of the increase and expansion of learning spaces. Such involvement would help promote the value of education among those cultures or traditional communities that don't typically value education. Awareness-raising could increase the value of education and thereby promote enrollment.

In terms of retention, a key conflict dynamic is the issue of drop-outs and resultant out-of-school youth. A number of methods were seen as possibilities for increasing retention including early childhood development in order to minimize late starts in schooling and the inability of children to keep up in terms of performance and, thereby, risk dropping out; increasing equitable distribution of teaching and learning materials; improving the quality of teaching methodologies to promote peacebuilding (e.g. reducing the use of corporal punishment to avoid condoning and teaching violence in schools); revising, disseminating and implementing a teacher code of conduct; increasing child-friendly learning spaces particularly by ensuring that all new schools meet protective standards; and including life skills and extra-curricular activities into learning, as well as teaching and learning in appropriate languages, to enhance the relevance of the curriculum.

Curriculum

Key conflict dynamics related to curriculum discussed by this group included that of language – in terms of different mediums for learners, teachers and parents for English versus Arabic and the impacts of this on repetition, retention and examination – as well as issues of out-of-school youth. The group defined curriculum as everything that takes place in school, both formal and informal, and including all categories of curriculum from early childhood development to primary, secondary, vocational and teacher education.

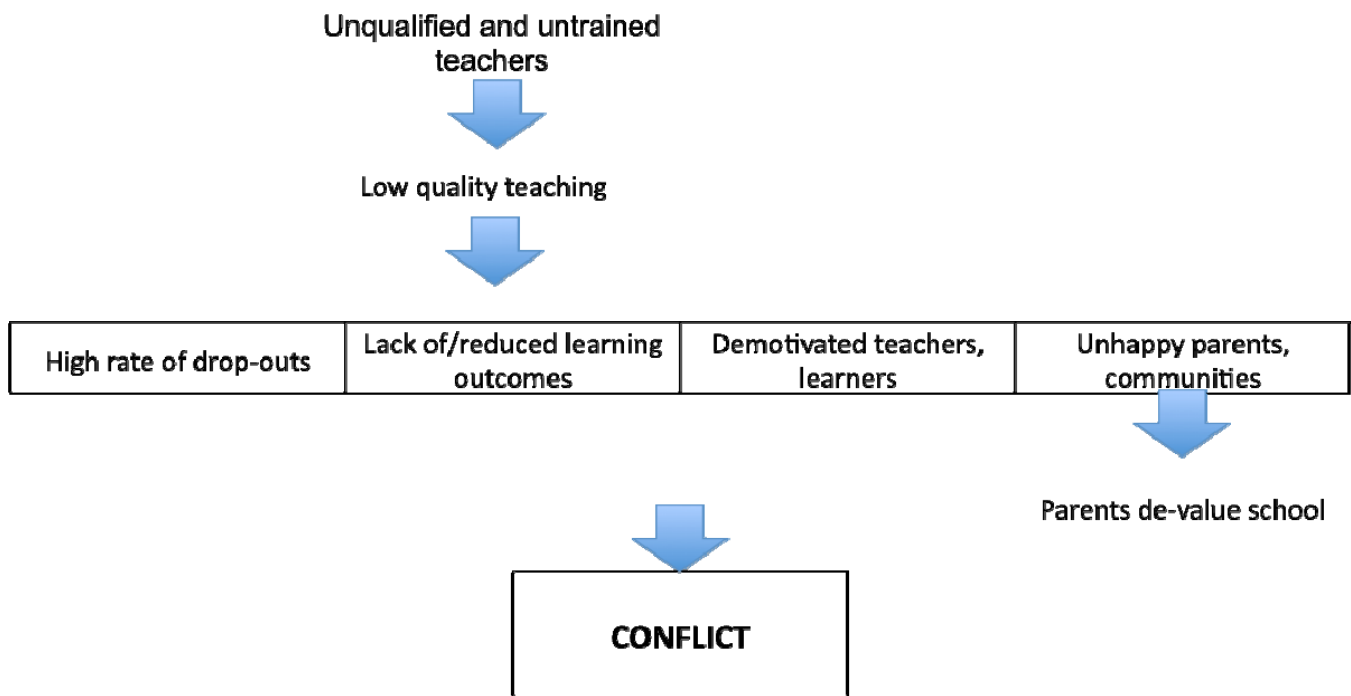
There is an urgent need to review the current curriculum to address issues, identify gaps and fill them as a part of the ongoing process of curriculum development. The review of the curriculum should focus on enhancing those aspects that contribute to peacebuilding including the areas of peace education; life skills; conflict resolution skills for building trust and social cohesion; citizenship education; gender sensitivity; and human rights. Each of these aspects would be integrated into each of the separate pieces of curriculum with an "infusion" approach that would mainstream these aspects into the existing curriculum rather than add them on as new and additional topics. Principles related to multilingual education, participatory active learning, and learner-centered methodology would also be infused into the curriculum via the review and development process. A review of teachers' and learners' textbooks in terms of methodology and content would likewise be necessary. In addition to review and integration into the curriculum, these aspects would be included in and introduced through co-curricular activities such as games, sports and clubs (such as on child rights or social advocacy).

Community involvement in the curriculum review/development and implementation process would be essential; the curriculum review and implementation process should include an outreach approach that includes adults and out-of-school youth and focuses on building interaction between the school and the community, getting community members involved in the school, and bringing the school out into the community to advocate on these issues. Parents and the community-at-large should be involved in the process so that they are educated on these issues as are the learners. Additional mechanisms would be used to get messages on peacebuilding aspects of the curriculum to a wide range of the population including making use of the AES program, using interactive radio, developing mobile pastoralist education and community girls' schools, and integrating these aspects into agro-forestry and intensive English language courses.

In the short term, review of the current curriculum would use a panel approach to identify gaps and fill them, with the process involving communities and children. The medium term would consist of a pre-test of the curriculum including training of trainers, teacher education tutors and Ministry of Education officials (e.g. school inspectors); teachers would also be trained in pilot schools. In the long term, training and implementation would be scaled up to all institutions and systems and processes for monitoring and evaluation put in place and utilized.

Teachers

Addressing issues of unqualified and untrained teachers were at the core of discussions about teacher-related activities that could address social divisions. The multiple related impacts of unqualified and untrained teachers are demonstrated in the diagram below developed by the participants in this group.



Focusing on teacher recruitment and policies and on teacher training could increase the quality of teaching and thereby minimize the conflict risks. Clear guidelines and criteria should be set out and implemented for teacher recruitment, with standards set for qualifications, appointment, academic level, terms and conditions. The recruitment process should take into consideration those current teachers who are in classrooms and on the payroll but which do not qualify to the standards of the new policy as their strict emission from the system could cause tensions.

Teacher training should encompass a number of improvements, including development of programmes for continuous teacher professional development. Training should focus on inclusivity including in terms of gender, language, returnees, children with special needs, ethnicity, etc. It should also focus on child- and learner-friendly approaches including interactive or participatory teaching and learning methodologies such as those that encourage learners to have conversations with other learners. Peace education should be incorporated into the training as into the curriculum and it should be ensured that the use of language in the classroom is appropriate.

Infrastructure and learning spaces

The primary issue discussed in this group was the need to support peace by providing education to returnees so as to avoid conflict between returnees and those who stayed, to avoid street children and out-of-school youth, and to demonstrate government legitimacy and response in so doing. The issue of accommodation of returnees in the education sector and the need to meet returnees' demands for access to education was the focus of the discussion. A proportion of returnee children are enrolled in schools and there is a short-term (i.e. 3-year) plan to construct new schools to accommodate all returnees. In the meantime, there is a need to expand existing schools or work on double shifts in these schools as a short-term strategy, which should be organized in conjunction with communities. In the medium to longer term, negotiations should be undertaken to acquire land for new schools. The design of these schools should meet standards in the local conditions by being child- and environmentally-friendly as well as cost effective and safe. Also in the longer term, actions should be taken to develop spaces for children's interaction outside of classrooms such as playgrounds or gardens. Such spaces would encourage the interaction between returnee children and the children from the communities to which they have returned.

The issue of participation in constructing schools is an important one, especially in relation to the issue of the land itself and decisions about where schools are located. Partnership with civil society – such as churches and NGOs – is critical in terms of school expansion, materials, logistics and transportation. Decisions regarding sites or locations for schools – for expansion, renovation or new construction – should involve local communities so that they are shared decisions between the community, politicians and planners and based on transparent and shared criteria. Such a process can build government legitimacy by

developing this collaborative capacity and promoting participation; transparency and efficiency would be increased by decentralized participation with government supervision and follow-up on decisions made collaboratively.

Finance and sector management

Discussion of key conflict dynamics in the area of finance and sector management focused around unequal distribution of resources and related to issues of unequal or lack of access to education, poor service delivery, the lack of balance of opportunities for different levels of education, and tensions between the central and state levels in provision.

A strategic plan is needed that is realistic so as to avoid frustration from unrealistic expectations and must be linked clearly to financial management. The challenge of managing expectations is an important one. Increasing equity includes expanding access and balancing the different levels of education. More efficient use of resources is necessary, as is more equitable allocation particularly in distribution of funds to the states. Increasing block grants was discussed as a mechanism that could improve the involvement of the states.

Strengthening the monitoring and evaluation capacities of the state and central ministries is required to review allocations and equity and ensure that allocations to the states are transparent. Financial management capacity would need strengthened overall both at the state and central levels. Strengthening planning capacities at the central and state levels is also required and consideration of implementation capacity is critical when allocating funds to education to ensure their proper usage and implementation of plans for increasing equity in the system.

Partnerships for planning and implementation between NGOs and the government could improve delivery overall. Often different partners are working where the government is not strong but planning and implementation is not necessarily undertaken with the government. Alignment of partners and the government systems is important.

Feedback and Next steps

Feedback on the workshop was generally very positive.² Participants overwhelmingly found the fourth interactive session – on developing education approaches to conflict sensitivity and peacebuilding – to have been the most useful, also stating that they enjoyed the interactive sessions analyzing each conflict dynamics and education factors for and against peace. The opportunity to consider linkages between conflict and education, including analyzing conflict and its links to education planning and implementation, was a highlighted outcome for most participants who responded on the feedback forms; participants felt that they had a new understanding of the need to carry out conflict analysis and hoped to take their learning back with them to implement in their daily work. A number of respondents requested further workshops to continue the process and further integrate the new ideas and approaches developed.

Next steps from the workshop are mostly yet to be determined at the time of writing. The data and knowledge generated by the participants during the interactive session will be utilized by the consultants supporting and Ministry of Education staff managing development of the education sector plan. The INEE Working Group on Education and Fragility will discuss additional possible ways forward or additional activities or events that would be value-added to both colleagues in Southern Sudan and to the group as it moves forward.

² From approximately 35 participants we received 18 feedback forms.

Annex I: Agenda

Consultative Workshop on Education and Fragility—Southern Sudan

Hotel Juba Grand, Juba, Southern Sudan

DAY 1 WEDNESDAY 16 FEBRUARY 2011

08:00—08:30	Registration
08:30—8:45	Welcome & Introduction of the Participants
08:45—9:00	Opening Remarks H.E Dr. Michael Milly Hussein, Minister, Ministry of Education, GoSS
9:00—9:45	Background and Purpose: Introduction to Education and Fragility (Kerstin Tebbe, INEE) Including: <ul style="list-style-type: none"> ▪ Purpose of the workshop ▪ Overview of INEE and the Working Group on Education and Fragility ▪ Overview of the E&F approach Questions and answers
9:45—10:30	I. Impacts of Conflict on Education Presentation of the education status report (Getahun Gebru, World Bank)
10:30—11:00	Break
11:00—12:00	I. Impacts of Conflict on Education (continued) Interactive review of the education status report for understanding of the impacts of conflict on education <ul style="list-style-type: none"> ▪ Participants work in small groups to identify 3-5 key education sector priorities
12:00—13:00	Lunch
13:00—14:00	II. Analysis of the Conflict Context Presentation of conflict sensitivity and conflict analysis (Dina Parmer, PACT Sudan) Questions and answers
14:00—15:30	II. Analysis of the Conflict Context (continued) Interactive analysis of the dynamics of conflict in Southern Sudan <ul style="list-style-type: none"> ▪ Participants work in small groups to identify 3-5 key dynamics of conflict in Southern Sudan that the education sector could/should address
15:30—16:00	Break
16:00—16:30	Gallery walk Participants post 1) education sector priorities and 2) key conflict dynamics for a plenary gallery walk
16:30—17:15	Plenary discussion for consensus-building
17:15—17:30	Day 1 Wrap-up

DAY 2 THURSDAY 17 FEBRUARY 2011

08:00—9:00	<p>Introduction to Day 2</p> <ul style="list-style-type: none"> ▪ Review of Day 1 ▪ Presentation of findings from the Southern Sudan group at the Addis Ababa workshop ▪ Overview and instructions for Day 2
09:00—10:30	<p>III. Impacts of Education on Conflict Interactive analysis of the impact of education on conflict in Southern Sudan</p> <ul style="list-style-type: none"> ▪ Participants work in small groups to analyze education’s role in the 3-5 conflict dynamics identified in Day 1’s session
10:30—11:00	Break
11:00—12:00	Plenary feedback and discussion
12:00—13:00	Lunch
13:00—13:45	<p>IV. Integrating Conflict Sensitivity and Peacebuilding into the Education Sector Introduction to Education Sector Planning in Southern Sudan (Hakim Angelo, MOE, and Lyndsay Bird, UNESCO-IIEP) Questions and answers</p>
13:45—15:15	<p>IV. Integrating Conflict Sensitivity and Peacebuilding into the Education Sector Interactive analysis to brainstorm strategies for linking across:</p> <ol style="list-style-type: none"> a) identified education sector priorities and the outlines of the education sector plan; b) identified key conflict dynamics; and c) analysis of education’s role in the conflict dynamics
15:15—15:45	Break
15:45—16:30	Plenary feedback and discussion
16:30—17:00	<p>Wrap-up, next steps Discussion about next steps for all participants, the Working Group on Education and Fragility, INEE</p>
17:00—17:30	<p>Closing Remarks H.E Dr. Michael Milly Hussein, Minister, Ministry of Education, GoSS</p>

Annex II: Participant List

	First name	Last name	Position	Agency, Organisation
1	Elia	Bwono	D/Planning	State MoE – Unity State
2	Reginah	Wanyahon	Education Coordinator	NHDF
3	Gabriel	Lok	Education WBO	State MoE – Western Bahr-EI-Ghazal State
4	Utem	Watba	D/Partner Coordination	MOE
5	Martin Madut	Muorwel	D/Planning	State MoE – Warrap State
6	Akuocwel	Magot Ater	D/Planning	State MoE – Lakes State
7	Abraham Chol	Kuerent	Coordinator AES	MOE GoSS
8	Peter Dak	Gatluak	Director General	State MoE – Unity State
9	Benson	Oduor	Education Coordinator	SCBRS
10	Namaa Bullen	Bashir	Cluster Focal Point	State MoE – Western Equatoria State
11	Isaac	Modi	D/D/Planning	State MoE – Eastern Equatoria State
12	Victorino Keen	Akoon	D/Planning	State MoE – Northern Bahr-EI-Ghazal State
13	Hakim	Angelo Dabi	D/Director Planning	MoE GoSS
14	Sisto	Otim	Director General, Planning & Budgeting	Higher Education
15	Rael	Rugut	HHDF	
16	Muglala	Yassin		
17	Joseph	Odrewk		MoHERST
18	Shamima	Tasmin	Education Consultant	BRAC
19	Dominic	Kithendu	Education Program Manager	World Relief
20	Martha	Hewison	Regional Ed advisor	SCUK
21	Edreda	Tuwangye	Senior Education Advisor	IRC
22	Eunice	Smith	Head of Office	UNESCO
23	Jessica	Walker-Keleher	Peace Education Officer	UNESCO
24	Yuki	Nakamura	Education Advisor	JICA
25	John	Yuggu	Education specialist	UNICEF
26	Margaret	Manoa	Education officer	UNICEF
27	Achol	Kaw	Education Officer	UNICEF

28	Simon	Mphisa	Chief, Education	UNICEF
29	Simon	Butta	Education Officer	UNICEF
30	Charles	Nabongo	Education	UNICEF
31	Getahun	Geburu	Task Team Leader	The World Bank
32	Chris	Kenyi	Senior Education Specialist	The World Bank
33	Necia	Stanford	Chief of Party	Winrock International
34	Monica	Sharmila	Project Coordinator	AMURT International
35	Fazle	Rabbani	Education Advisor	DFID
36	Marian	Hodgkin	Education Cluster Coordinator	Education Cluster
37	Hannah	Graham	ECS Education and Training	ECS Education and Training
38	Janella	Nelson	Program Manager	NRC
39	Jane	Hamadi	USAID/MSI	USAID
40	Alberto	Begué	Education Specialist	FTI Secretariat
41	Peter	Buckland	Education Consultant	UNESCO—IIEP
42	Lyndsay	Bird	Programme Specialist	UNESCO—IIEP
43	Emily	Echessa	Education Advisor, Children in Conflict	Save the Children UK
44	Mike	Kiernan	Observer	
45	Joel	Reyes	Sr. Institutional Development Specialist	World Bank
46	Kerstin	Tebbe	Coordinator for Education and Fragility	INEE
47	Emily	Lugano	Rewrite the Future, Education Coordinator for South Sudan	Save the Children