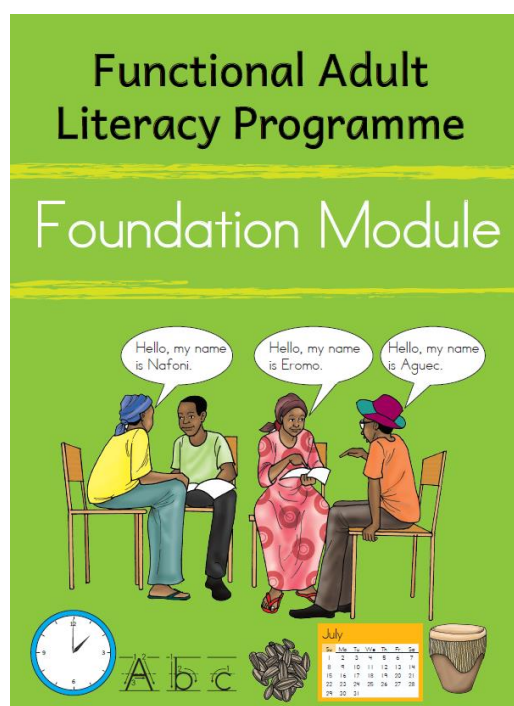


Review of Adult Literacy and Numeracy Training in Oxfam projects in South Sudan



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**MINISTRY OF
FOREIGN AFFAIRS
OF DENMARK**
Danida



OXFAM

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This research report was compiled with support from Oxfam IBIS and Danida with the aim to share research results, to contribute to public debate and to invite feedback on development and humanitarian policy and practice. It does not necessarily reflect the policy positions of the organisation. The views expressed are those of the author and not necessarily those of the individual organisation

Acronyms

AES	Alternative Education Systems
AET	Africa Education Trust
ALP	Accelerated Learning Programme
ASCA	Accumulated Saving and Credit Associations
BALP	Basic Adult Literacy Programme
CGS	Community Girls School
DAP	Digital Audio Player
ECDE	Early Childhood Development Education
EiE	Education in Emergency
FAL	Functional adult literacy
FFA	Food for Asset
FGD	Focus group discussions
GESP	General Education Strategic Plan
GESS	Girls' Education South Sudan
GPE	Global Partnership for Education
HARRIS	Humanitarian Assistant for Resilience in South Sudan
IDP	Internally displaced people
IEC	Intensive English courses
IGA	income generating activities
IRI	Interactive radio instruction
KII	Key informant interviews
MEAL	Monitoring, evaluation, accountability, and learning
MoGEI	Ministry of General Education and Instruction
NEF	National Education Forum
NGO	Non-Government Organisation
NRC	Norwegian Refugee Council
PEP	pastoralist education programme
PLC	Primary Leavers Certificate
PLEFS	Pastoralist Livelihood and Education Field Schools
PTA	Parent teacher association
RABEA	Radio Based Education for All
SALT	Serving and Learning Together
SIL	Summer Institute for Languages
SMC	School management committee
SSIRI	South Sudan Interactive Radio Instruction
TVET	technical and vocational education and training
UIS	UNESCO Institute of Statistics
WEP	Women's Empowerment Programme

1. Executive summary

After decades of conflict, the world's youngest nation, South Sudan gained independence from Sudan in 2011. However political conflict broke out in 2013 and civil war has since uprooted over 4 million people displacing them internally and into neighbouring countries. South Sudan has one of the highest illiteracy rates in the world due to decades of conflict and under-investment in education. In 2018, the literacy rate for youth and adults over 15 years of age is 34.52% with female literacy significantly lower at 28.86%.

Oxfam has been working in South Sudan for over 30 years to deliver timely and effective humanitarian aid to help people affected by the conflict as well as addressing development challenges. Since 2013 Oxfam has supported different literacy and numeracy activities in South Sudan including literacy for food, stand-alone literacy training and activities linked to cash grants and skill development.

The purpose of this review is to document and learn from current Oxfam implemented literacy projects, specifically in Juba, and make recommendations for how literacy and education can best be incorporated into future Oxfam programming to educate, empower and provide sustainable livelihoods for vulnerable women and youth. The review use a range of mixed methodologies to look in depth at the implementation and impact of current and past literacy programmes and to research viable options for future planning.

The Ministry of General Education and Instruction (MoGEI) has set out clear aims for literacy in the General Education Strategic Plan (GESP) 2017-2022. The first priority programme (access and equity) has as one or four aims to increase access to functional adult literacy (FAL) and intensive English courses (IEC). The new curriculum for primary, and secondary education launched in September 2019 has mother tongue as the language of instruction in primary 1 to 3 with English from primary 4 onwards. This has also been applied to Alternative Education System (AES) programmes i.e. Accelerated Learning Programme (ALP), Community Girls School (CGS) and Pastoralist Education Programme (PEP) and will also impact the teaching of literacy. Currently the AES Directorate has literacy materials for FAL in English which are approved for use in literacy classes. Recent programmes endorsed by the MoGEI include 1) Pastoralist Livelihood and Education Field Schools (PLEFS) which has education for children and youth and literacy and vocational skills for adults; 2) EMPOWER which funds youth on skills centres courses and has developed a Trainer's Guide to respond to the South Sudan Non-formal technical and vocational education and training (TVET) competence-based training syllabus for the award of Certificate of Proficiency (Level 1).

Findings from the women and youth who attended seven literacy and two skills centres supported by Oxfam show strong motivation and commitment to attend literacy and numeracy classes that are free and delivered in English despite shortcomings in implementation. Two groups of learners attend – those who have never received any education and want to learn to read and write and those who received their education in Arabic and want to learn English. Whilst some learners interviewed in Juba would be happy to receive literacy in their mother tongue, the majority wanted classes in English so that they could communicate with others in mixed ethnic communities, gain employment, improve their businesses and support their children in school. The classes also provided vulnerable women with a network of support and made them feel they were not on their own. The FAL developed their self-esteem and confidence to ask for translations and start to want more from life. Those men and woman with Arabic education that felt marginalised by their lack of English now had the chance to improve their lives.

Whilst few of the 89 beneficiaries of the cash grant to support livelihoods have been tracked, the 11 who attended the focus group discussions (FGD) had all seen huge improvements in their lives –

increased incomes provided food and essentials for their family and they could now send their children to school. All were saving, maintaining their capital and investing and expanding their businesses. Literacy graduates on tailoring and hairdressing courses all felt their newly acquired skills would give them improved livelihoods and were looking forward to a better future. One woman with a Diploma in Economics in Arabic, felt at last that with tailoring she could earn an income as all other employment opportunities had demanded English, even cleaning jobs.

Considering the current education situation in South Sudan and that Oxfam works predominantly in rural areas there are four main recommendations for future programming in education. The route that Oxfam takes will need to consider if the education programme is : long or short term; integrated or standalone; focused on quantity or quality; uses off-the-peg/ready-made programmes or develops a programme targeting a gap in education provision; is delivered by partners or Oxfam; and whether Oxfam has the staffing, technical and systems capacity to deliver education effectively.

Recommendations

- 1. Continue with accelerated learning and adult literacy linked to livelihoods but do it better**
Use a strategy where literacy and ALP classes are established in the same centre. Older learners attend literacy classes so ALP classes have age appropriate learners. Target Parent Teacher Association (PTA) members and parents of lower primary years to attend literacy classes and ensure all textbooks, teaching and learning materials and training are in place before courses start. Assess the most vulnerable graduates for skills and income generating activities (IGA) support, providing business and group saving training with routine follow up. Develop the infrastructure and capacity of skills centres to deliver the skills courses.
- 2. Upgrade livelihoods and technical and vocational education and training**
Continue to send vulnerable women and youth on skills courses but invest more in rehabilitation and capacity development of the skills centres. Use the EMPOWER model and materials to upgrade skills centres in preparation for future accreditation and the implementation of the Certificate of Proficiency Level 1. Take part in the TVET Coordination Group chaired by UNESCO to provide input and support to ensure Oxfam beneficiaries are represented and literacy and numeracy included.
- 3. Implement the PLEFS programme in Oxfam locations that have pastoralists**
Implement the fully developed PLEFS in field locations agreed with the MoGEI AES Directorate PEP. Ensure all teaching and learning materials and facilitator training is in place to provide education to children and youth to enable transition to formal education, literacy to adults and livelihood education.
- 4. Partner with the MoGEI to comprehensively develop a basic adult literacy and numeracy programme that compliments developments in formal education**
There is currently no partner or funding to work with the MoGEI to revise the literacy policy, strategy, implementation guidelines and teaching and learning materials. With funding from potential donors such as DfID or World Bank partner with the MoGEI AES Directorate to produce a literacy and numeracy programme that provides a bridge from mother tongue to English language literacy. Lower levels would be in mother tongue with oral English and progressively increase the English content through the levels. Partner with organisations that specialise in National language teaching, and have technical experts situated in the MoGEI with the AES Directorate. Partner with organisations that specialise in producing audio programming to provide literacy lessons that can be used on phones, Digital Audio Player (DAPs) or MP3 players to support the facilitator in delivering classes.

Technical recommendations for Oxfam's current functional literacy programme include supplementing the current FAL materials with mother tongue literacy and oral English. Mother tongue teaching resources on the MOGEI website, the new P1-3 National language books or teaching learning materials produced by SIL could be used. Use the 'Speaking English' book commonly used in South Sudan to supplement English. The FAL materials lack a scheme of work and lesson plan book to guide the teachers. The technical skills exist within Oxfam education team to do this but their current responsibilities leave not time to do it. The MoGEI approved 'Skills for Life' programme could be used along with the accompanying 'Literacy for Life' which provides participatory lessons in basic English literacy.

Other specific recommendations related to the findings include:

- Develop materials, a photo bank and case studies on education as part of Oxfam advocacy strategy
- Raise awareness of education programming and what it entails for all Oxfam staff
- Invest in small organisations that work with vulnerable women, such as WEP so they can continue on a sustainable footing.
- Include action research in all education projects.

2. Purpose

The purpose of this review is twofold:

- 1) To understand and document outcomes and learnings from the implementation of literacy and numeracy in Oxfam South Sudan programming in 2017-2018,
- 2) To come up with observations, models and recommendations building on findings and other best practices on how literacy most effectively work as an enabler for women's increased livelihoods, agency and protection.

The evaluation will focus on the literacy projects implemented by Oxfam in Juba, in Jubek State (former Central Equatoria State) from 2017 to 2018.

3. Programme background and context

3.1 Background

Oxfam has been working in South Sudan for over 30 years to deliver timely and effective humanitarian aid to help people affected by the conflict as well as addressing development challenges. To meet these challenges, literacy is seen as an enabler for the most vulnerable and for women and girls with no or minimal education. Improved literacy and numeracy can help poor people to develop more productive livelihoods, protection and peace and to take on increasingly active roles in transforming their families and communities.

Since 2013 Oxfam¹ has supported different literacy and numeracy activities in South Sudan including literacy for food, stand-alone literacy training and activities linked to cash grants and skill development. It has a theory of change that states: if functional literacy for women and youth is implemented with livelihoods and protection activities then greater collective outcomes can be achieved. Oxfam defines adult literacy and numeracy as the ability to apply the skills of reading, writing and written calculations to the requirements of daily life.

¹ Oxfam here means both Oxfam and Oxfam IBIS when it operated solely as IBIS

3.2 Description of the context

The world's youngest nation, South Sudan gained independence from Sudan in 2011 after decades of conflict. The optimism and hope of new nationhood, however, was short-lived. Political conflict broke out in 2013 with several areas of the country, particularly the Greater Upper Nile region in the North-East, falling under the control of 'in opposition' forces. Several attempts at national reconciliation failed with hostilities increasing in scope and severity especially in 2016/2017, with conflict episodes spreading to almost all areas of the country. A 'revitalized' settlement signed in Addis Abba in September 2018 to form a transitional government of national unity in South Sudan by 12th November 2019 has again been extended for another 100 days.

After seven years of civil war, South Sudan remains in a humanitarian crisis with seven million who require humanitarian assistance. The number of people uprooted since the start of the conflict in 2013 has reached more than 4 million, including 2 million internally displaced people (IDPs)², with up to 85 per cent estimated to be children and women. More than 2 million people³ have departed to neighbouring countries. The political climate and ongoing conflict in South Sudan has led to a serious food crisis and has left much of the population vulnerable, struggling with the psycho-social, health, and economic effects of exposure to ongoing cycles of violence. Violent practices within and between communities, clans, and tribes across pastoralist areas, which comprise seven of the ten former states in the country, are barriers to sustainable development, humanitarian access, and positive peaceful coexistence. Poverty remains endemic with over three quarters of the population living on the equivalent of less than US\$2 per day⁴.

South Sudan has an estimated population of about 12 million with half under 18 years of age, and encompasses dozens of ethnic groups, the largest of which are the Dinka and the Nuer. Administratively, prior to 2015, South Sudan was divided into 10 states. In October 2015, 28 states were established with an additional four created in 2017.

South Sudan has one of the highest illiteracy rates in the world due to decades of conflict and under-investment in education. In 2018 UNESCO Institute of Statistics (UIS) gave the literacy rate in South Sudan for youth and adults over 15 years of age as 34.52%. Significant gender gaps in adult literacy rates to the detriment of women are still found in South Sudan with female literacy at 28.86% two thirds of the male literacy rate of 40.26%⁵.

4. Methodology and approach to fieldwork

4.1 Data Collection Tools

Programme documentation

Prior to departure and during the field visit, the evaluator conducted a comprehensive review of available programme documents provided by Oxfam and gathered from other education actors. These documents included monitoring, donor and evaluation reports; case studies, key Ministry of General Education and Instruction (MoGEI) documents, policies, guides, and teaching/learning materials; evaluations from previous literacy programme conducted by Oxfam IBIS and other education actors plus any teaching-learning materials provided.

² OCHA, Humanitarian Bulletin, South Sudan, Issue 9, September 30, 2019, p.1

³ See <https://www.unocha.org/south-sudan>, as of February 2019.

⁴ From OCHA, South Sudan Humanitarian Response Plan for January-December 2019, prepared in 2018, Pg. 4

⁵ <http://uis.unesco.org/en/country/ss>

Key informant interviews

Key informant interviews (KII) were conducted with individuals within Oxfam and externally in Juba using an interview protocol that was broad in scope covering the needs, implementation and challenges of literacy programming in South Sudan. Key Oxfam staff; education advisors in donor, UN, NGO and skills organisations; and relevant MoGEI Directors were interviewed. For full details see appendix 1.

Focus group discussions

Focus group discussions (FGD) were held with one group of literacy learners, one group of graduates who benefited from the cash grant for income generating activities (IGA), three groups of skills learners and one group of teachers. In total 3 teachers (2 females), 4 literacy learners (2 female), 5 IGA beneficiaries (4 female) and 12 skills trainees (12 female) took part in FGD. Translation assistance was provided by the Oxfam literacy advisor.

The learner FGD concentrated on their reasons for joining, their learning and the impact literacy had made to their lives. The skills FGD also looked at what they had gained from the literacy classes, and the impact literacy and the skills training had on their lives now and in the future. The FGD with the IGA beneficiaries explored how they had used the cash grant and the difference it had made in their livelihoods. The teachers' FGD looked at their employment, professional development, and successes and challenges faced in their classroom.

Participatory activities with literacy learners

In the only operational literacy class visited, all 40 learners took part in learner centred activities to provide their perceptions on the impact of the literacy classes, their primary needs and to find out how the literacy classes meets their expectation and home life commitments. An agree/disagree activity was conducted for learners on a range of statements with the opportunity to state the reasons for their choice of response. This activity was expanded with more choices for questions on reasons for joining, their education level, if children were attending school, and how they will use their newly acquired literacy skills.

Centre observations

At each literacy or skills centre visited, the facilities were inspected to understand the classroom learning environments, teaching and learning materials present, and level of latrine, water and security provision.

Review of M&E data

During the preliminary document review, significant gaps in M&E data were highlighted. Therefore during the review, data was requested (hard or soft) from Oxfam staff in Juba. Data gathered was reviewed and despite severe limitations was used for some findings.

Literacy Centre Locations

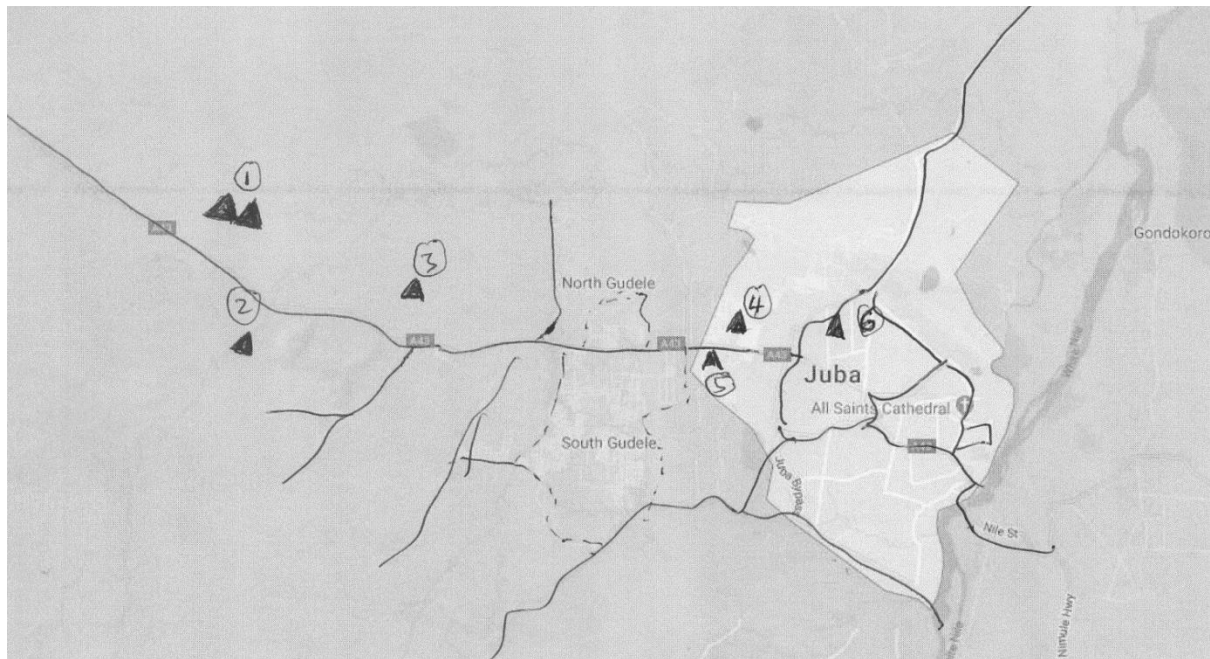
The review was based on the findings from seven literacy centres that operated in Juba. As the literacy classes and three skills classes took place in the afternoon, KII interviews took place in the morning with FGD at literacy and skills centres taking place in the afternoon.

3.2 Constraints

- Only one literacy centre was still conducting classes.
- Incomplete records and data.
- Oxfam rule on vehicles meant departing for centres after 2 pm and leaving centres at 4:15-4:30.

- Changes in the times for some literacy and skills classes from 3-5 to 2-4 meant some learners had to stay after class time. The visit to one centre was cancelled as the centre did not operate on Fridays
- A dust storm stopped the participatory learning activity.
- The lack of a photo permit in time meant no photographs of education activities could be taken for this review.

Map of literacy centre locations



Literacy centres

- 1: New Rambur Primary school & New Rambur Women's Association
- 2: Mubarak
- 3: Barack Central
- 4: Ephatha
- 5: Muniki
- 6: Women's Empowerment Programme

5. Current situation of education in South Sudan

5.1 Situation analysis of the education sector in South Sudan

The vision of the South Sudanese Ministry of General Education and Instruction (MoGEI) which is based on the South Sudan Vision 2040 is: "To build an educated and informed nation by providing quality education for all."⁶ The mission is "to provide equitable access to quality lifelong learning opportunities for all people of South Sudan."

In accordance with **The General Education Act, 2012**, the strategic goals of the National General Education Policy 2012 which form the basis for the General Education Strategic Plan (GESP), 2017-2022 are:

⁶ <http://moge.org/>

- Eradicate illiteracy, improve employability of young people and adults and promote lifelong learning for all citizens;
- Provide equitable access to learning opportunities for all citizens to address inequalities in education provision;
- Achieve equity and promote gender equality and the advancement of the status of women;
- Contribute to holistic personal development of each learner and to the moral, social, cultural, political and economic development of the nation;
- Promote national unity and cohesion;
- Enhance the quality of education through a robust inspection programme to encourage a culture of innovation and continuous school improvement and effectiveness; and
- Develop and promote a general scientific approach in education.”

The Government of South Sudan set 2022 as the target for achieving Education for All (EFA). To reach this the MoGEI is focusing on developing the education sector through 1) teacher education and professional development, 2) the implementation of new funding mechanisms to support schools and girls education, 3) development of Alternative Education Systems (AES) with a focus on adult literacy and education for hard to reach children, and 4) capacity enhancement of education institutions.

In addition, the MoGEI is currently embarking on a very ambitious reform process, including the development of a new policy framework, the formulation of a new long-term strategic plan (see below), a restructuring of the Ministry and related state Ministries, and the introduction of new minimum standards for operations.

The General Education Strategic Plan (GESP) Draft, 2017-2022

Four priority programmes have been selected for GESP 2017-2022. Priority programmes are structured by educational sub-sectors and reflect the objectives and strategies of the MoGEI. The priority programmes focus on:

1. access and equity
2. quality
3. overall management of general education
4. post-primary technical and vocational education and training (TVET)

The first priority programme, access and equity, outlines the main areas in which partners can support the MoGEI in education programming. There are four components:

1. Increase access to early childhood development
2. Increase access to primary education for children and young people who have not previously accessed or completed primary education. Primary education is provided through formal primary and through three AES programmes - accelerated learning programme (ALP), community girls' schools (CGS) and the pastoralist education programme (PEP).
3. Increase access to and expand participation in secondary education (academic and TVET streams) throughout the country.
4. Increase access to functional adult literacy (FAL) and intensive English courses (IEC).

5.2 The structure of the education system

The education sector in South Sudan falls under two federal ministries:

- The Ministry for General Education and Instruction (MoGEI), oversees pre-primary, primary, secondary, and alternative education, including adult literacy programming, as well as post-primary technical and vocational education and training (TVET), and teacher training. It has seven directorates, the 'National Examination Secretariat', the 'National Curriculum Development

Centre', the 'National and Foreign Languages Centre' and 'Teachers' Development and Management Services'. The management and delivery of education services is decentralized to state ministries of education, country education departments, and payam⁷ education offices.

- The Ministry of Higher Education, Science, and Technology (MoHEST) oversees higher (degree-granting / university) education.

The General Education Act recognizes both publicly and privately-run schools, with the latter including schools run by faith-based groups, non-governmental organizations, and commercial providers. Private schools are required to register with relevant authorities, to follow the national school curriculum, and to use English as the official language of instruction from primary 4 onwards. In practice, Arabic instruction remains predominant in certain areas of the country, due to a lack of English instruction capacities and the heritage of the Sudanese education system⁸.

5.3 Key stakeholders and partners

The MoGEI has several key stakeholders and partners.

The Global Partnership for Education (GPE) supports the essentials of primary education delivery: (1) increasing teachers' attendance and (2) enhancing effectiveness in teaching literacy and numeracy in a crisis affected environment. Improvements in teachers' attendance in primary school will be achieved by paying incentives to take their monthly salary from the equivalent of \$10 to \$40. This will be complemented by an effective monitoring and evaluation system and the establishment of a teacher human resource information system.

IMPACT which is funded by the European Union is paying 18 months of incentives for primary teachers. IMPACT started on 10 April 2017 and will complete its payments of incentives in February 2020.

The Girls' Education South Sudan (GESS) programme works closely with the MoGEI to reduce and eliminate barriers to girls' education and promote gender equality throughout the education system. It does this by 1) raising awareness via radio programmes and community outreach; 2) supporting school improvement programmes with cash transfers to girls in upper primary and secondary grades; capitation grants to schools; and the provision of practical support to schools, teachers and education managers to improve the quality of education; 3) Informing policy-making by providing evidence of what works to promote girls' education in South Sudan.

Coordination

South Sudan's education sector has a multi-pronged monitoring and coordination structure. At its top sits the National Education Forum (NEF), chaired by the MoGEI Minister, and inclusive of representatives of MoGEI directorates, states, other line ministries, bilateral and multilateral agencies, local and international NGOs, civil society, and faith-based groups. The Joint Steering Committee and/or the Education Donor Group (EDoG) have sometimes functioned as the de facto Local Education Group (LEG) equivalent when NEF could not meet.

South Sudan also has an active Education Cluster which coordinates humanitarian assistance and involves representatives of the government, various international agencies, and NGO (delivery) partners.

⁷ A payam is the administrative division below counties in South Sudan.

⁸ Summative GPE country program evaluation Batch 4, Country 9: Republic of South Sudan FINAL EVALUATION REPORT | MAY 2019

5.4 Formal education

Formal education is delivered in a 8-4-4 system — that is, eight years of primary education, four years of secondary education, and four years of higher education. The MoGEI with support from UNICEF is currently developing two years of Early Childhood Development Education (ECDE). The General Education Act 2012, as well as the Transitional Constitution of the Republic of South Sudan, 2011 (article 29, Section 2), stipulate that the eight-year primary education cycle is ‘free and compulsory’. The formal education system and its relationship to higher education is shown in the diagram below⁹. The official age group for each schooling group is shown in Table 1.

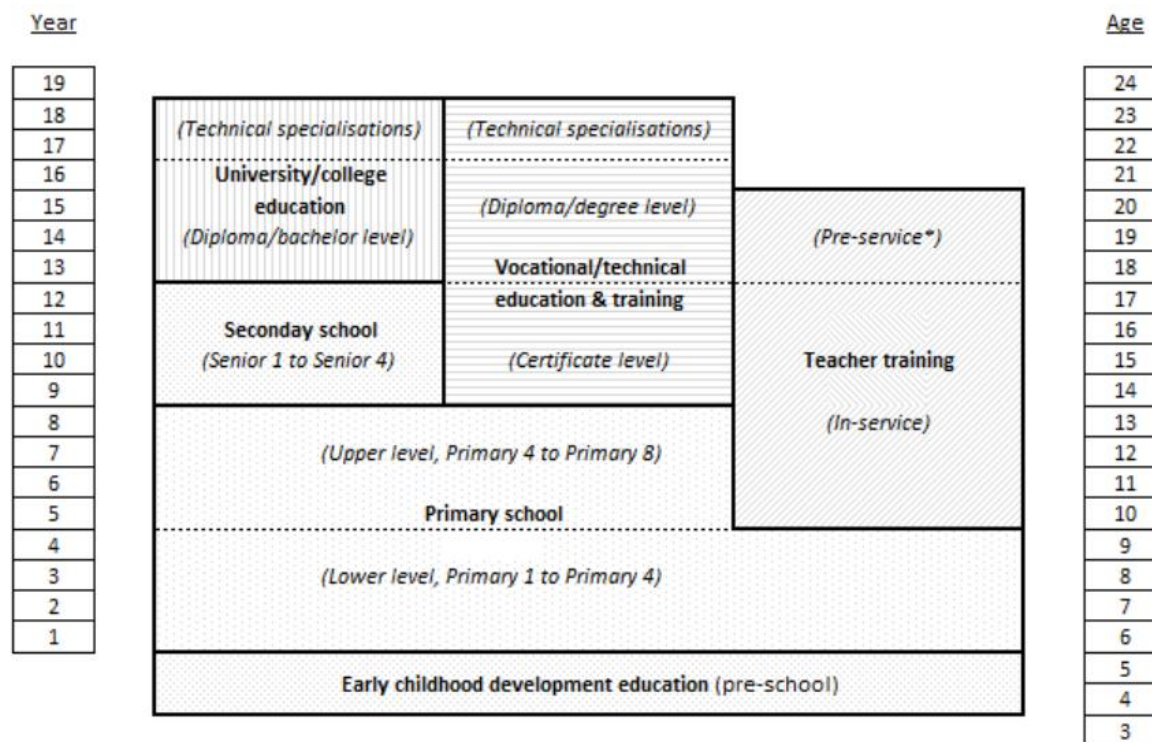


Table 1: Official formal education age, by level

Level of education	Grades of education	Age group (years)	Language of instruction
Early Childhood Development Education	ECDE 1, ECDE 2	3-5	Mother tongue
Primary Education	Lower level: P1, P2, P3, P4 Upper level: P5, P6, P7, P8	Lower level: 6-9 Upper level: 10-13	P1, P2, P3 Mother tongue P4, P5, P6, P7, P8 English
Secondary Education	S1, S2, S3, S4	14-17	English

In September 2019, a new curriculum was launched from Primary 1 to Secondary 4. The new primary curriculum includes eight subjects for P1-P4 and nine subjects for P4-P8 (Arabic is added beginning in P5). The lower secondary grades (S1 and S2) each contain nine compulsory subjects and six optional subjects (of which students select two). Upper secondary (S3 and S4) each contain four compulsory subjects and 12 optional subjects (of which students select three). Students specialise in specific areas, such as sciences, arts or additional mathematics.

⁹ MoGEI official website <http://moge.org/>

Textbooks have been developed and printed for P1, P3, P5, P7, S1, S3 and teachers trained to use the new curriculum in 2020. National mother tongue languages will be used as the languages of instruction in ECDE, and P1-3 with English as the language of instruction from P4 onwards. To date, P1 textbooks have been printed in English and five national languages (Bari, Dinka, Toposa Nuer and Zande) and over 800 teachers trained to deliver P1 in a national language as a pilot in five areas of South Sudan in 2020.

5.5 Alternative Education Systems (AES)

The alternative education system (AES) aims to improve literacy levels and provide out of school populations with a second chance to continue their education. The programmes offer flexible entry and exit points for children, youth, and adults. AES has a policy and implementation guide which describes six different programmes. These include:

1. Accelerated Learning Programme (ALP)
2. Community Girls School (CGS)
3. Pastoralist Education Programme (PEP)
4. Basic Adult Literacy Programme (BALP)
5. Intensive English Course (IEC)
6. Interactive radio instruction (IRI)

The **Accelerated Learning Programme (ALP)** condenses eight years of primary into four levels and is designed for children aged 12-18 (though youth in organised forces up to age 30 are allowed to participate). ALP classes provide a pathway to enter (or re-enter) primary education or to complete the Primary Certificate of Education (PCE). The ALP is fully developed with an ALP Training Manual, ALP Teachers Handbook and Level 1-4 textbooks in four subjects (language, maths, science, social studies). A new ALP curriculum has been developed in line with the new primary curriculum and textbooks produced including P1 in national languages. ALP classes are frequently conducted in the afternoon shift of primary schools, and follow the academic calendar. ALP is supported by the GPE and is included in the GESP for 2020. ALP is also implemented by many NGOs such as Oxfam.

Community girls' schools (CGS) are designed to locate schools closer to children's villages so parents feel safer sending their young children, especially girls, to school. CGS condenses the first four years of primary into three. After that, children are expected to enrol in P5 in the nearest primary school. Children can join aged 8-12. A new CGS curriculum has been developed in line with the new primary curriculum and textbooks are in the pipeline. Brac previously implemented CGS successful prior to 2015 and has pledged to implement CGS in Rumbek in 2019.

The pastoralist education programme (PEP) is designed to reach both children and adults in pastoral areas. PEP provides mobile primary education with teachers that travel with the community. PEP uses the formal primary curriculum with the aim to transition children to formal primary schools. ALP classes are also conducted in pastoralist communities. In Sept 2017, the AES Directorate, with UNESCO and other partners developed the 'Pastoral Education Program (PEP) Strategy Framework 2017-2022 in line with the GESP 2017-2022.

The MoGEI in collaboration with FAO and UNESCO developed a programme called Pastoralist Livelihood and Education Field Schools (PLEFS) with a livelihood curriculum, and teaching and learning materials for pastoralist communities. PLEFS targets children, youth and adults where children will learn in their mother tongue up to P4 level and then transition to formal schools beginning with P5. Out-of-school youth in these communities have the option to attend an ALP programme. In addition, there is a two-year livelihoods basic literacy and numeracy programme for adults in pastoralist communities. For an overview, see the YouTube video:

https://www.youtube.com/watch?v=_Pkif0xyj3c

The AES Implementation Guide states that the **Basic Adult Literacy Programme (BALP)** targets youth and adults aged 18 and above who have had few or no opportunities for literacy and numeracy due to civil war, traditional barriers or socio-economic status. Prior to 2013, the BALP was organized in four levels and took four years. After level 4 (equivalent to ALP level 2) learners could transfer to ALP level 3 or vocational education. BALP had a handbook and textbooks for four levels covering six subjects (English, maths, science, social studies, home science, business education). However this programme fell into disuse when a literacy policy, implementation guidelines, and a functional adult literacy (FAL) programme were developed by UNESCO in 2013. The AES Handbook states that the BALP programme would be reviewed with the approval of the National Literacy Policy, which has yet to take place.

The transitional constitution (2011) states English shall be the official working language in the Republic of South Sudan, as well as the language of instruction at all levels of education¹⁰. The **Intensive English Course (IEC)** is designed to address the needs of people lacking proficiency in English Language. IEC has been used predominately to upgrade the English language skills of Arabic pattern teachers, learners and civil servants who acquired their education in other languages. A needs analysis was conducted by Windle Trust in 2015 to determine how many government staff needed IEC. Initial planning by British Council and the MoGEI were halted due to the crisis in 2015/6. The textbooks used for English courses prior to 2011 can no longer be found but a book 'Speaking English, A Guide for Teachers' is commonly recommended. The GESP 2017-2022 states that a needs analysis need to be conducted with an updated strategy for implementing IEC at field level. The strategy will indicate the intended IEC learners, the methodologies to be used, the length of the course, and the certification of IEC learning.

Interactive radio instruction (IRI) focuses on the effective use of radio for delivering high-quality education programmes to children, youth and adults throughout South Sudan. It aims to improve access and the quality of basic education with the addition of strengthening English language skills for youth and adults. Three interactive radio programmes under the South Sudan Interactive Radio Instruction (SSIRI) programme were developed by the MoGEI with support from USAID: Learning Village to supplement classroom teaching in lower primary classes; Radio Based Education for All (RABEA), based on the BALP curriculum for youth and adults; and Professional Studies for Teachers (PST) to upgrade teachers' skills which address in-service teachers training topics. MP3 players are loaded with the programmes and used in the classroom situation as and when required or can be broadcast from local radio stations. The use of radio broadcasts and MP3 players increases the ability of IRI programmes to reach a large audience of learners without dramatically increasing the cost and so IRI is able to improve educational quality on a large scale. Final evaluations of the RABEA programmes in primary school indicated a 10% increase in outcomes for maths and English¹¹. The lack of funding and changes in curriculum have meant that Learning Village, RABEA, and PST are no longer used.

5.6 Current status of Technical and Vocational Education

The MoGEI has put post primary TVET as one of its priority programmes in its GESP 2017-2022 and a curriculum is under development. In September 2019 the MoGEI and the EU launched a TVET curriculum developed as part of the EMPOWER programme.

In October 2019, coordination efforts led by UNESCO have resulted in the 21 other Government Ministries and Directorates along with NGOs that have skills development or TVET programmes to

¹⁰ The MoGEI has since introduced national languages for primary 1-3 with English the language of instruction from primary 4.

¹¹ Effectiveness of Primary Four Interactive Radio Instruction in Southern Sudan. Summative Evaluation Report by SSIRI Program in Collaboration with the Directorate of Alternative Education Systems, Ministry of Education March 2011.

agree to work together. Committees within the TVET coordination group have been established for example, business skills which has a subcommittee for curriculum development. UNESCO is hopeful that within a year a fully developed TVET standardised curriculum for use by all members and partners will be complete and ready to roll out. However at this stage no discussion has been held on literacy and numeracy within TVET.

Within South Sudan there are some private and NGO TVET institutes for example St Vincent de Paul TVET Institute in Juba that provides one year courses to students that have PLC. NRC runs the Supiri TVET Centre that provides both skills training and literacy and numeracy classes to beneficiaries without PLC. Torrit Institute also provides basic skill training in tailoring carpentry, masonry and catering supported by AVSI. In addition there are many small private enterprises in Juba and other states offering skills training. Those in Juba were assessed by Oxfam and three found suitable for their skills development programme¹².

EMPOWER is a three year EU funded project focused on providing 4000 youth between 14-35 with a skills based education to aid productivity and provide employment, as well as strengthening civil society. The partners (Norwegian Refugee Council (NRC), ACROSS, BBC Media, Finn Church Aid, Nile Hope, and Vocational Skills Development Organisation (VOSDO)) identify suitable skills centres and 3-6 month courses for youth that will enable them to find a job or establish a business. The project is implemented in Juba, Jonglei, Wau, and Warrap. Identified skills centres are rehabilitated and the capacity of staff developed. Illiteracy leading to high levels of drop out led to the addition of basic literacy, numeracy and English proficiency classes. A mid-term review has just been completed. NRC reports that skills graduates in Juba are getting jobs but are concerned that the market may quickly become saturated. It also found that trainers and materials need to be in place before skills training begins to prevent high levels of drop out due to a focus on theory to barely literate youth.

The PLEFS programme contains some skills training and integrates livelihoods, such as vegetable gardening, fishing, animal production, health and vaccination. It also provides business studies classes to promote income generating activities (IGA) in cattle camps such as selling milk.

5.7 Current status of literacy and numeracy

Recent figures from the MoGEI from the GESP 2017-2022 show data on BALP/FAL and IEC participation. In 2015 before the crisis in South Sudan only 2,530 adults were enrolled in basic literacy or FAL programmes (see table 2). When data on the number of participants was requested from the AES Directorate, no figures could be given but it believed that UNESCO was conducting some literacy classes. No intensive English classes had been conducted since 2015 to their knowledge. As the AES Directors for IEC stated, 'No partners, no programmes.' Of the partners interviewed for this review only NRC had FAL classes currently operating connected with their skills centres. There may be other NGOs and faith based groups that are conducting classes but these have not been reported to the AES Directorate.

The AES Directorate has an approved FAL course in English that consists of four textbooks (Foundation Module, Business Module, Building my vocabulary and Learning to write), a Trainer Manual and Facilitator Handbook. The MoGEI does not hold the soft copies of the FAL textbooks and manual and handbook but UNESCO can provide them when requested on condition they are not sold to learners. The BALP Director will endorse certificates for courses of 6 months.

¹² Women Empowerment Programme, Egypt Academy and Modern Unisex Beauty Saloon and Design-Women Support Training Centre.

Table 2: BALP/FAL and IEC participation

Sub-component 2: BALP (Basic Adult Literacy Programme)/ FAL (Functional Adult Literacy)			
	2015	Projected for 2017	Projected for 2022
Number of participant enrolled in the programme	2,530	4,372	5,246
% female	49%		50%
Sub component 3: IEC (Intensive English Course)			
Number of teachers and government employees enrolled in the programme per year	441	1,000	2,000
% female	55%	75%	75%

The AES Directorate has endorsed the RABEA materials developed as part of the SSIRI programme based on the BALP curriculum for youth and adults. These consist of a series of English radio programmes used in classes by a facilitator with a facilitators guide. Other literacy materials endorsed by the MoGEI include those in the PLEFs and the EMPOWER programme.

The MoGEI website has some literacy and numeracy materials in English and five other national languages (Bari, Dinka, Nuer, Toposa and Zande) to support P1-4 in language and maths. Originally developed for pastoralist education¹³, these have been used by some organisations as supplementary materials.

The education cluster website has literacy materials to support its Skills for Life (SfL) publications called Literacy for Life, which uses the same posters as SfL to introduce English literacy and numeracy skills. The MoGEI has endorsed these programmes.

The Summer Institute for Languages (SIL) is a resource organisation that develops teaching and learning materials in national languages. It believes that learning to read and write is best done first in mother tongue. Research conducted around the world shows that learners who learn first in their own language and then slowly start to learn a second language end up knowing both languages better than people who started to learn in a second language. It is based on this research that the MoGEI has promoted national language learning in P1-3 with a transition to English in P4.

SIL is the main partner assisting the MoGEI in developing the P1-3 national language textbooks and teachers guides for the National and Foreign Language Centre. It has its own extensive library of teaching and learning resources in 32 national languages, all with permission to be reprinted. Oxfam has already printed and distributed SIL readers in its projects. SIL can also provide trainers to aid teacher/facilitator training in national languages.

Other NGOs have been involved in literacy programmes and developed materials most notably ACROSS and AET.

ACROSS which has its own radio and publishing facilities and were part of the SSIRI programme have continued to use audio programmes to facilitate adult and child literacy. It had a successful Programme called 'All Children Reading' (ACR) from 2010-2012 in Greater Yei and Jonglei conducted in Bari and Dinka. It targeted out of school children for P1-3 and used local languages for literacy only. ACROSS, with support from SIL, developed textbooks and Digital Audio Player (DAP) programmes that acted as the facilitator and directed the children. ACROSS used the DAP approach successfully in cattle camps with children and a facilitator from the cattle camp. The DAP holds 60 hours of programmes, is solar powered, can be updated from a computer in the field and cannot be tampered with. ACROSS found DAPs better than radio broadcasts. If you miss the broadcast you have missed it whilst a DAP can be played or replayed at any time. In 2014, ACROSS was part of an integrated project of literacy, numeracy, livelihoods and peace education (using ACROSS materials).

¹³ Developed by Room to Learn a USAID funded programme 2013-2015

It worked with children and older students from 15 primary schools established by the community with MoGEI provided teachers. ACROSS is currently a partner of the EMPOWER programme and has offices in Juba, Boma, Pibor Iliyani, Yei, Rumbek (central and east).

Africa Education Trust (AET) is another small technical NGO that specialises in adult education. From 2015-2018 AET conducted a literacy programme targeting 7,500 youth aged 13-30 in Central Equatoria, Western Equatoria and Lakes. The first 50 lessons used Reflect methodology for mother tongue literacy and numeracy facilitated by teachers that had received five days training on the Reflect process. This was followed by the AET Speak up programme of 50, two hour literacy lessons (no numeracy) in English saved on a card inserted in a windup/solar radio. AET found that most youth that joined the classes already had businesses and needed literacy and numeracy to progress or join skills classes. AET found that the youth in rural areas preferred mother tongue lessons to start with, to help them read the bible and correspond. They then transitioned to English. AET also found that many Arabic speakers that had dropped out of education joined the programme to learn English. After completing the Speak up lessons learners joined primary school and ALP classes or vocational and skills training. The final evaluation showed many successes with 6,800 youth reached and high female enrolment. The main issues were finding suitable facilitators to implement the Reflect methodology and the level of English in Speak out which was considered too academic and not at beginner level.

AET is currently conducting a secondary accelerated education programmes in which all the subjects in the four senior grades are covered in 2.5 years. This has been achieved by cutting all vacations, having highly trained teachers, small classes and high levels of student motivation and attendance. AET has also implemented a two year distance learning teacher training course in association with an International University in Kampala.

During the review it was obvious that the MoGEI was focused on formal education including ALP but not adult literacy. Over the last 10 years few organisation apart from UNESCO have promoted adult literacy or FAL and whilst there have been successful literacy projects in the past, no learning have been taken forward or materials shared and made available for others to use. Donors have also been focused on other aspects of education. However interviews with DfID and with the Director General of Basic and Secondary Education at MoGEI who was in talks with the World Bank suggest that donors are willing to look at adult literacy – either to expand the female teaching workforce or to enable parents to support their children in school.

6. Findings

The findings will focus on the literacy projects implemented by Oxfam in Juba, in Central Equatoria State from 2017 to 2018. Information gained from other areas or from past experience will also contribute to the findings. The findings focus on the key questions posed in the inception report.

Overview of Oxfam's adult literacy programme in Juba, South Sudan

In 2018-9 Oxfam worked with local communities to establish functional adult literacy (FAL) classes in the outlying suburbs of Juba where there are large populations of IDPs, returnees and vulnerable adults and youth with a focus on women. The learners agree the class times which may be 2-3 hours each weekday or 2/3 times a week for a period of six months. Facilitators are recruited, receive training and are paid \$40 per month. The classes use the MoGEI approved FAL books: Foundation module, Learning to write, Building my vocabulary and the Business module and the FAL Facilitators Handbook. All books are in English.

In 2018, there were five literacy centres with 305 learners completing a three month programme. In 2019 there were seven literacy centres with 565 (42 male, 523 female) enrolled learners. Six centres had completed a six month literacy course with one literacy centre in operation during the evaluation.

In 2018, 136 vulnerable learners preselected from a total of 305 learners were assessed in five centres and the 89 most vulnerable were given cash grants of 25,000 SSP to establish income generating activities. 69 literacy learners assessed as vulnerable were given the opportunity to join six month skills classes. In all 215 adults were assessed and enrolled in courses included tailoring; hairdressing; information technology/information and communication technology; catering and hotel management; and basic electricity courses with tuition paid by Oxfam. When learners complete the skills courses (December 2019), successful graduates will receive a start-up kit to the value of approximately \$150 to establish their own businesses. Two organisations provide the skills training in three skills centres in Juba.

6.1 Impact, outcomes and sustainability

6.1.1 How well did the literacy projects deliver on their specific objectives?

The literacy classes are funded by Danida as part of a wider education programme. The project: 'Saving lives now and in the future – Improved access to and utilization of quality education' is a four year programme from Jan 2018 – Dec 2021 focused on Pibor in Boma State and Juba in Jubek State. In 2019 the project supported seven FAL centres in Juba and four in Pibor. Relevant indicators include:

Outcome indicator	Output indicator
% of targeted young and adult women (80% female) completed functional literacy programmes are engaged in business activity or get employed after 3 months from completion	<i>Output 1.3: # of young and adult women enrolled in functional literacy training.</i>
% of targeted youth (50% female), that benefitted from skill development, who have started sustainable Income Generating Activities or/and employed.	<i>Output 1.4: # of youth (male and female) provided with skills training and start-up capital</i>
	<i>Output 1.6: # of literacy facilitators provided with knowledge and skills to deliver literacy lessons including gender and conflict sensitive approaches.</i>
	<i>Output 1.7: # of pedagogic mentoring and supervision events/visits.</i>
# of alternative education approaches (such as extended mother tongue in ALP, gender and conflict sensitive education, continuous professional development for teachers, formative supervision for teachers, peer support to teachers) documented and used for influencing Education Authorities (government) to fulfil their mandates	<i>Output 3.3: # of evaluations or analysis produced on education approaches implemented (e.g. functional literacy, continuous professional development, conflict sensitive education, gender sensitive education)</i>
	<i>Output 3.4: # of produced policy advocacy papers or analysis related to education approaches, included gender- and conflict sensitive education.</i>

% of targeted young and adult women (80% female) completed functional literacy programmes are engaged in business activity or get employed after 3 months from completion

Output 1.3: # of young and adult women enrolled in functional literacy training. (Targets: 2000 literacy learners - 500 in Pibor, 800 in Juba and the rest in other project locations.)

The number of literacy learners who completed the course in 2019 given in the Danida report 21st July – 20th October 2019 is 617 learners yet is different from that recorded on attendance sheets for the

final month of the course which was 514 learners. On the registration and the attendance form, gender breakdown and other details are inconsistent or missing. There is no standardisation of registration or enrolment/attendance forms, no consistency in the information recorded by centres or between months. Some centres provide full details others merely the learners name. For the purpose of this report data from the final month of each literacy class was used.

In 2019 Oxfam registered 632 literacy learners before classes started but only 514 (using the enrolment records in the last month of classes) have completed or are still attending literacy classes. This is 64% of their target. Of the 632 learners registered, 514 (90%) were female. Many of the learners are extremely vulnerable, with a high proportion supporting families as heads of household, widows or separated from their husbands and family. Analysis of the hard copies of the attendance records as regards present and absent appear to be reasonably accurate with both sickness and absence recorded even if other details are missing. Looking at the last month of the course, the rate of attendance is over 90% in three centres and all record over 79% attendance. See table 3. The records show some regular patterns of absences especially in classes held 5 days a week. Certain days have lower attendance that could be the result of rain or other factors that affect the community. Attendance records that show sickness/absence also show a regular monthly pattern of 3-4 consecutive days of learner absence which could be correlated with female menstruation. WEP reported that few if any female learners had dropped out and then only for severe health reasons. The women needed the opportunities that the literacy and skills classes offered and would not miss them. Attendance records for literacy classes in 2018 were not analysed due to time pressures but would probably show the same findings as in 2019.

Table 3: Registration and attendance in last month of course 2019

<i>Centres in Juba</i>	<i>Registration</i>	<i>Attendance last month of course</i>			<i>% absences</i>	<i>Class days</i>
		<i>Total</i>	<i>male</i>	<i>female</i>		
New Rambur Women Association	43	57	12	45	July 2019 20.7%	Mon - Fri
New Rambur (Primary School)	130	116	9	107	July 2019 9.7%	Mon - Fri
Women Employment program	74	? (73) ¹⁴	? (0)	? (73)	Aug 2019 15.8%	Mon, Wed, Fri
Munuki	83	76	11	65	July 2019 11.2%	Mon - Fri
Mubarak	64	56	1	55	Aug 2019 5.7%	Mon, Wed, Fri
Ephatha	39	36	5	31	Sept 2019 13%	Mon - Fri
Baraka Central	199	100	? (6)	? (94)	Sept 2019 9.3%	Mon, Wed, Fri
Total	632	514	44	470		

Whilst the attendance records do not state the number of classes or number of learner in each class, many facilitators commented on the large numbers in literacy classes and the difficulty in teaching and marking books. The only literacy class visited (Barack Central) in operation had one class of 75 learners. Oxfam recommends class sizes of 45. However the AES Implementation Guide states that the class size for BALP is 30. It seems that most class sizes in the Oxfam project exceed this.

The outcome indicator for Danida does not give a target for the % of youth and women that will be in jobs or business 3 months after graduating from the literacy course. This indicator is perhaps unrealistic as a short three or six month literacy class will only provide the most basic of skills. In

¹⁴ Taken from Danida report 21st July – 20th October 2019 as attendance form incomplete

addition, during FGD with skills trainees, learners from two centres reported they had not received the FAL business module during the three month literacy classes in 2018. However the education team reported that business training for skills development for learners and the centres had been conducted in Juba.

% of targeted youth (50% female), that benefitted from skill development, who have started sustainable Income Generating Activities or/and employed.

Output 1.4: # of youth (male and female) provided with skills training and start-up capital

Currently 200 adults attend skills courses in Juba at three skills centres. Of these 69 (34.5%) were graduates from the literacy classes. Two are conducted by Women's Empowerment Programme (WEP) centre offering tailoring and hairdressing and one is conducted by Egypt Centre which offers tailoring; hairdressing; information technology/information and communication technology; catering and hotel management; and basic electricity courses. No specific data was available on how many graduate from the literacy classes attend the Egypt centre but it is likely that the 69 literacy graduates attend the WEP centres as they are closer to the learners homes¹⁵. 70% of skills trainees are female. Classes were ongoing during the review with graduation expected in December. Successful trainees will receive a start-up kit to the value of \$150. For tailoring it may include: sewing machine, scissors, thread etc. For hairdressing it may include standing and handheld dryers, a sink, scissors, combs, mirror etc.

Of the 305 literacy learners assessed in 2018, 89 (4m, 85F) received cash grants of 25,000 SSP for income generation activities in 2019. There is no record or follow up of all those who received the grant and what they have done with it apart from one monitoring report in September 2019 which looked at seven beneficiaries.

Output 1.6: # of literacy facilitators provided with knowledge and skills to deliver literacy lessons including gender and conflict sensitive approaches.

Literacy facilitators for the classes are recommended by the parent teacher association (PTA) or head teacher of local primary schools using the Oxfam criteria to have a PCE or secondary certificate. In 2018 there were 10 (5F, 5M) facilitators, and in 2019 14 (7F, 7M) facilitators. The literacy advisor was pleased that there were 50% female facilitators as finding and retaining female teachers is extremely difficult in South Sudan. One finding reported from female learners in Akobo was that female teacher really inspired them. It gave them the sense and belief that women can do it if given a chance and can be a vehicle for change in their communities.

Facilitators receive an incentive of \$40 per month as recommended by the Education Cluster, based on attendance records submitted to Oxfam finance and collect their incentive from the Oxfam office. There were no complaints raised from the facilitators regarding the incentive.

Oxfam budgeted for each facilitator to receive three lots of two day training on FAL. In 2019, 12 facilitators in six centres received two days training on the FAL programme in June, two thirds of the way through the six month literacy course. However facilitators in Barack Central had received no training at all yet were in their final month of classes. Some facilitators reported attending a four day ALP training which covered gender and conflict sensitive approaches. Whilst these training are undoubtedly important, the FAL training to support facilitators in teaching should be prioritized especially as it contains training on the Code of Conduct. As well as training the facilitators were provided with an umbrella, t-shirt, some class materials (poster paper, chalk, ruler), a chair and table and some exercise books. Some facilitators reported they had received a copy of the FAL textbooks

¹⁵ WEP skills centres for hairdressing and tailoring are in the same areas as the literacy classes, the Egypt centre is across the other side of Juba.

but the September 2019 monitoring report found that in one of the two centres visited the facilitator was using the ALP books.

No details were found on the turnover of teachers however with teacher salaries in many cases barely above the poverty line¹⁶, many that have qualifications or training are leaving the service for other better paying jobs especially if they have English skills. A lot of teachers in both the formal and alternative education sector are the best available in the community often with only PLC and many are volunteers. Of the literacy facilitators interviewed all were strongly committed to their communities and the literacy classes in the afternoon gave them an additional \$40 month¹⁷ on top of their government salary.

Output 1.7: # of pedagogic mentoring and supervision events/visits.

There appears to be no record of mentoring or supervision visits to literacy centres with many facilitators reporting visits only once a month – often to collect original teacher and learner attendance data to submit to Oxfam finance to process facilitator payments.

of alternative education approaches (such as extended mother tongue in ALP, gender and conflict sensitive education, continuous professional development for teachers, formative supervision for teachers, peer support to teachers) documented and used for influencing Education Authorities (government) to fulfil their mandates

Output 3.3: # of evaluations or analysis produced on education approaches implemented (e.g. functional literacy, continuous professional development, conflict sensitive education, gender sensitive education)

This review will fulfil this outcome for literacy.

Output 3.4: # of produced policy advocacy papers or analysis related to education approaches, included gender- and conflict sensitive education.

Whilst Oxfam has not planned any specific advocacy for literacy and livelihoods, it was disappointing to find that there had been no advocacy on education and no pictures that could be used in reports or for advocacy purposes.

6.1.2 How flexible and effective has Oxfam been in reaching out to those most in need?

For the literacy classes Oxfam identified areas of Juba which had vulnerable communities with a high proportion of IDPs and returnees in mixed communities. Oxfam identifies primary schools with MoGEI teachers in these communities with which to focus mobilisation efforts. The school PTA/School management committee (SMC) is mobilised to hold community meeting to encourage people to register for literacy classes. Based on the registration numbers, Oxfam agrees the number of centres it will support and works with the community to identify centre locations e.g. church, school and starts the formal enrolment process. In New Rambur, the demand was so high that three centres were established in different parts of the 'village' to help reduce distance to class. Several literacy learners reported either attending these meetings or hearing of them afterwards in the community. Many learners also reported that it was either the staff at primary schools or ALP centres that directed them to literacy classes. In the case of three centres (Ephatta, Mubarak Central and WEP), it was the community that approached the literacy advisor to establish a class because they had known her from

¹⁶ Officially a teacher should earn between \$40 and \$260 per month but in reality those in public schools earn between \$5 to \$22 per month (<https://www.theeastafrican.co.ke/news/ea/South-Sudan>).

¹⁷ The South Sudan Education Cluster recommends a volunteer incentive to teaching facilitators of \$40 per month for the last quarter of 2019.

previous work for other organisations. The literacy advisor lived in the same area of Juba and regularly visited different church communities on Sundays maintaining contact with them over several years.

Registration records for 2019 show that 632 learners registered of which 487 had information recorded on their gender and age. Of the 632 learners registered, 514 (90%) were female. For the literacy classes there are no age restrictions. Of the 487 learners whose age was recorded, seven were 19 or under, 51 were 20-24, 209 were between 25-35, 157 were between 36-45 and 49 were between 45-60 and 14 were over 60. The majority of learners (75%) can be assumed to be females of child bearing and rearing age.

Age	15-19	20-24	25-35	36-45	45-60	60-80	Over 80
number	7	51	209	157	49	13	1

Data on the vulnerability of learners was assessed after they had taken the end of course examinations in five centres in 2018 and six centres in 2019. The assessment was not of the whole class but of smaller groups of learners pre-selected by the facilitators. In 2018 of the 305 literacy learners that took the exams, 6.5% were widows, 1.3 % were people living with HIV/AIDS, 11.8% were people living with disabilities, 9.5% were from separated families and 15.4% were living in extreme poverty. In 2019 of the 414 literacy learners that took the exams, 15.4% were widows, 1.9 % were people living with HIV/AIDS, 4.1% were people living with disabilities, 22.9% were taking care of people living with disabilities, 13.5% were from separated families and 7.9% were living in extreme poverty. See table 4. Overall 44.5% of literacy learners that completed the course in 2018 were deemed vulnerable. In 2019 this increased to 65.7% deemed vulnerable.

Whilst it is difficult to judge the poverty level for each learner, during the participatory activity with 40 literacy learners 65% were widows, unmarried or head of households¹⁸; 24 (40%) had mobile phones and 50% had children in school.

Table 4: Literacy and numeracy learners' vulnerability assessment 2018 and 2019

	2018 5 centres				2019 6 centres			
	Pre-selected		Total sitting exams		Pre-selected		Total sitting exams	
Number of learners	136	%	305	%	278	%	414	%
Widows	20	15 %		6.5 %	64	23 %		15.4 %
HIV/AIDS(PLWHIV),	4	3 %		1.3 %	8	3 %		1.9 %
People Living with Disabilities (PLWD)	36	26 %		11.8 %	17	6 %		4.1 %
taking care of people living with disabilities,					95	34 %		22.9 %
separated families,	29	21 %		9.5 %	56	20 %		13.5 %
people with extreme poverty	47	35 %		15.4 %	33	12 %		7.9 %
	136	100 %		44.5 %	273	98 %		65.7 %

6.1.3 Has Oxfam created pathways into and out of the literacy project to further education, livelihoods, IGA?

In 2019 with the introduction of the IGA cash grants and skills courses, Oxfam created a pathway into livelihoods for up to 158 vulnerable literacy learners. Another 131 vulnerable adults and youth were assessed for the livelihoods project and gained places on skills courses with over 100 on the waiting list, many of which are literacy graduates.

¹⁸ widows (7.5%), unmarried (5%) or head of households(52.5%)

Whilst Oxfam had established ALP classes in Juba, there was no strategy to also locate a literacy class in the same centre. However some centres were located adjacent to ALP classes (Barack Central, New Rambur) enabling literacy learners to transfer to ALP if they wished and were accepted.

6.1.4 What have young and adult women gained from functional adult literacy? Has women's and girls' resilience been strengthened and led to enhanced livelihoods?

Oxfam targeted and achieved 93% female enrolment in 2018 and 79% female enrolment in the literacy classes in 2019. The learners interviewed fell into two groups. The first group had never received any education and wanted to learn to read and write. The second group of adults had received education, in one case up to diploma level, but in Arabic. They had joined the classes not to become literate but to learn English as the literacy and numeracy was all in English. As Rakal (literacy graduate on tailoring course) put it 'I find the class interesting. I'm from Khartoum, and can't speak English so no job. There were other programmes before but I could not afford them. But this is free. I had the confidence to join, and now I can think what next – tailoring.'

I joined to know the letters. Before it felt like I had not been to school and I felt vulnerable as a man. I wanted to learn, to speak and write English. If I could read and write in English I can preach in English.

**Charles Gordon Pastor (Arabic speaker)
Barack Central Centre**

From the interviews with learners and teachers it was obvious that the learners were proud to be able to write their names. Others felt able to read road signs, distinguish medicines using words rather than colours and to attend meetings and sign that they were present. The ability to write their name gave the women greater confidence to ask for translations. As Rahama said 'it is hard to survive in Juba with reading and writing in meetings in English. You need to write your name. If you can't read or write you can't find the meeting. I want more from life.' In Barack Central, 30% of the 40 learners wanted to use their literacy skills to read the bible. Previous interviews of PTA members in Ganyliel indicated that reading the bible gave the women more status in the community whether it was in mother tongue or English¹⁹.

After attending the classes, women are different. Now they wake up, clean up and come to class. It is building their esteem, time management, communication skills and economic skills. Now they can meet the daily needs of their family – medical care is a possibility. They have food security.

Florence Ayikoru Founder Women's Empowerment Programme

The increase in numeracy meant learners could count their money, could not be cheated on transactions and could calculate costs and profits in their businesses. Female learners could ask for phone numbers and use a phone to call family members. As Hanna said 'My mind is open because I can count, they can't cheat me of money. I can tell and count money and write numbers.'

For those that had joined for English, they now felt more empowered and could read their children's school books, assess their learning and help them with their studies in P2. The ability to speak some English meant learners could greet people in their community, and they could conduct business at schools selling snacks. Some learners who had graduated and some still attending literacy classes were also attending ALP classes as they felt the English had supported their learning. In Barack Central centre, 50% of the 40 learners wanted to use their new literacy skills to join ALP classes. Of 150 learners monitored in 2018, 89 received cash grants for IGA, 17 wanted to attend skills classes, 14 attended ALP classes, 26 only wanted literacy, two joined primary school, one joined secondary school and one went onto university education.

It was the ability to write their name and speak some English that was helping some women integrate into their communities, and feel socially accepted. As Rahama said 'In my community I can greet 'how are you' and can read some simple things, and tell the words of body parts. So if I am feeling pain I

¹⁹ All the mother tongue languages use roman letters so many literacy learners feel they can decode the words in bible written in mother tongue.

can tell the doctor.’ Many women who had previously felt isolated due to their terrible circumstances had found support by joining classes in the centres. As Graven stated ‘We will have a future now. I know what is important for life and children. I understand more about medications and can see children’s writing in school - if it is right or wrong. Life will change. I am not alone now I know females with the same situation too.’

The FAL course includes a Business Module. In 2018 many classes did not have sufficient time to cover this module. However at WEP, the coordinator found the business module very useful and now uses it within all her skills classes. Previously she employed a trainer for \$300 but this year she taught business skills herself.

Wara followed the advice in the business module did a simple market assessment and set up a business selling fresh eggs. Most in the market sold boiled eggs.

‘The Business module gave me communication skills and how to say welcome, to attract customers. I can tell the price. Now I can understand some writing – I don’t need to ask. It has opened my mind and made it broader. I can read the names of drugs – before I relied on the colour of the packets.

Waro Charles New Rambur

Livelihoods

It was obvious from the turnout for the FGD on income generating activities in which four had been invited but 11 wanted to tell their stories that there had been improvements in their livelihoods. 10 of the 11 had small businesses, selling a range of different products. Some which they made themselves like mandoza (form of bread), cakes or snacks, or embroidering bed sheets. Seven bought items and sold them on like fresh eggs, essential food stuffs (sugar, salt etc) or clothing. The male in the group had established a business charging mobile phones then with the profits had started another business selling second hand clothes. Of the five interviewed in the FGD, three already had small businesses prior to the cash grant. The cash grant had enabled them to change to a better business or to expand either in quantity or set up a second business. Margaret, who sold mandoza, increased the amount she made from 1 kg to 5 kg which led to her doubling her profit and capital. Therese had two businesses – selling charcoal, peanut paste and small everyday food stuffs and embroidering bed sheets. The money generate from the small shop covered her family needs and to increase the business. The bedsheets, which can generate a large return when she sells them, is used to cover the rent.

All had attended literacy classes and had found the Business Module particularly useful. Bibi a 65 year old grandmother caring for 5 grandchildren and a sick husband had laboured breaking stone to get money but few were buying stones. She had changed to selling charcoal 2 months before finishing the literacy class. With the support of the cash grant she increased the number of items she sold and applies what she had learned in the classes. ‘[Literacy] helps to record and balance the business. I am able to know if things are going well. My husband joins me in selling. He does business when I go to the market. I can check the sales/money when I return.’

All those interviewed were saving money and were proud that they could maintain their capital. Savings were used for larger outgoings such as school fees and uniforms, tuition or doctor’s bills. All had seen major changes in their situations, were supporting their children and sending them to school. Therese explained ‘Before my family life was miserable – not enough food. Now I can balance the family feeding and my children are now in school. I have seen the value of school and I make my children read and I can check them.’

Skills training

In 2018, the graduates of the literacy classes were assessed and the 69 most vulnerable offered free places on tailoring; hairdressing, information technology/information and communication technology, catering and hotel management and basic electricity

My neighbour was a graduate of the skills course and I saw her sewing outside her house and making money. So I came to WEP and started the literacy class.

Graven Paul Maura Skills Centre

courses. Two skills centres run by Women's Empowerment Programme were visited. Three tailoring and one hairdressing course of six months were in operation due to finish in December.

Tailoring

The senior tailoring instructor had developed a comprehensive curriculum which covered hand and machine sewing, maintenance and design. Both he and the two female tailoring instructors had their own tailoring business though the courses took up much of their time. WEP has selected the female tailoring instructors and given them a trainer of trainers' course to help them in instruction. One trainer, who had no previous education, had also attended the literacy classes. There was a high turnout of trainees for tailoring who were all women and had been assessed as vulnerable.

I chose tailoring. I can bring material and make clothes to sell ready-made. I can do tailoring at night with simple light, no need for power. If the machine is free good. I will struggle to get money on my own. I will rent a machine and save money but it would take time to own a machine. I would make common clothes to make and sell so double profit. 10 children depend on me. My own 4 children and 6 children from my dead sister. One is in ALP and 4 in primary school so need to cover their fees.
Aluel Aakol Atak Maura centre ((No prior education)

The women had selected tailoring because they felt it was a sustainable business with continued demand, they could conduct it from their home, mend their children's clothes and saw the sewing machine as an asset. The literacy and numeracy course had been essential to use the tape measure and draw patterns. All the women would use money made from tailoring for their family needs, including sending children to school and savings.

Hairdressing

WEP had selected a returnee who was a trained hairdresser and who had set up her own hairdressing business. Jane worked in her own business in the morning and worked with the trainees in the afternoon in her saloon²⁰. There was no set curriculum as in tailoring but the trainees worked through a set of styles using a model then practiced on themselves. After braiding they moved to wigs (sewn into the braids on the head), cutting and colouring hair. Attendance during the visit of the 26 trainees was poor with many late comers. However if they started late they had to finish late so the hair style was completed before they left.

The trainees interviewed had chosen hairdressing as the demand was high in the community so it could provide them with an income. One felt that she had no talent for other business and could get a job with a hairdressing saloon or do it from home. However Jane the trainer pointed out that business was primarily at the weekends and during weekdays could be poor. None of the trainees were using their newly acquired literacy skills though Hanna did point out that the English would help her get a job and talk to customers.

If no support was given, all the hairdressing trainees interviewed would prefer to set up small businesses in their home, plaiting local styles that didn't need washing or drying. They could also join another saloon but didn't like the idea of giving the owner some money after they had completed the hairstyle. All would prefer to set up an individual business near or in their home. However all had forgotten the business skills taught in the literacy classes and had not received textbooks. Two trainees interviewed already had small businesses – embroidering bed sheets and selling bread outside a school. They felt that the hairdressing would provide another income source. The bread seller could do hairdressing during school holidays when trade fell away. The second trainee could embroider bedsheets during the quiet times in the saloon. All the women would use money made from hairdressing for family needs, to pay school fees and for medication. Two would use any profits to replace materials used in hairdressing and set up second businesses – selling hairdressing items or tomatoes and onions. One of the tailoring trainees, Alice, a diploma

I saw a women who had been in the same situation as myself. And saw that after one year she had a business and fewer problems. I saw she was self-reliant and sending her children to school. I was motivated by that graduate to attend.
Lily Poni James

²⁰ In South Sudan hairdressing saloons are called saloons.

holder in economics, had not chosen hairdressing because of the costs involved (rent, power for hairdryers, chemicals and other items that needed to be replaced). Because the hair style had to be finished once started, it would be difficult to return home to cook or care for children at will. With tailoring you could stop and start when you wanted. She was also aware that the chemicals used in hairdressing were not good for her health.

6.1.5 How well integrated are the functional adult literacy classes with other Oxfam projects such as livelihoods, education or income generating activities?

Within the Danida project the literacy and skills are well coordinated especially by WEP which takes women from the literacy class in the skills centre to tailoring classes. Whilst the Oxfam staff responsible for literacy and livelihoods work well together literacy and skills/IGA are separate consecutive activities. There is no planned follow up of literacy with the skills learners however WEP had continued literacy classes for women at one centre. The skills trainees also have no refresher or additional training on business skills. Regarding the IGA cash grants, once the people were identified and given the grant there appears to be no subsequent follow up of all beneficiaries or additional training given. As the position of livelihoods advisor was vacant for some time, this may explain why.

During 2018, 50 youths and adult women/men enrolled for the Functional adult literacy and numeracy program under the Humanitarian Assistant for Resilience in South Sudan (HARRIS) Oxfam project. The 50 learners then participated in IGAs which include black smiths, bakery and vegetable farming. The FAL classes proved successful and there were moves by Oxfam to continue the provision classes after the learners had been provided their grants by another agency (UNEDA). Oxfam had identified the facilitator and budgeted for their incentive and materials. However poor and delayed communication between the two organisations means this did not happen and UNEDA did not request the learners attend.

The integration of literacy classes with other forms of education namely ALP classes and further formal education has been accidental with no strategy to have both ALP and literacy classes in the same centre. Whilst some centres do have both literacy and ALP, it is the individual motivation of the literacy learner to attend ALP. It may be the case that learners in ALP with an Arabic education joined literacy to improve their English skills. Where literacy classes have been conducted in primary schools no effort appears to have taken place to specifically target and provide classes for the PTA committee or to encourage parents of school children to attend.

Past literacy/livelihood projects

The WFP/Oxfam 'Food for Asset (FFA)' project was implemented from March 2016 to 31 Dec 2017. It was a project in which food aid was distributed conditional on 37,000 beneficiaries participating in community asset creation such as large scale irrigation, nutritional gardens and income generating activities. FFA lite promoted literacy and numeracy classes and targeted 2000 women and girls in 2 areas - Lankien- Nyirol East and Bilkey-Akobo East. 20 facilitators were recruited and classes began in July 2016 for 6 months. Oxfam targeted already established women' groups. Initially women attended only as a condition for food distribution but later became interest in learning and how education was important. The assets were part of an economic empowerment approach for women. Reports suggest that the women wanted literacy for health reasons, to find jobs and to read the bible. They liked having female role models and felt the literacy helped in the integration of IDPs, supported women and increased children's attendance at school. The knowledge gained in the classes on medicines gave women the confidence to ask questions of medical providers. Another group involved in bread making found that the literacy and numeracy classes helped them work out their profit. Whilst the learners, keen to attend classes, were happy to sit under trees, the teachers wanted a more formal education set up. The report found that there was an issue with support to teachers, class and learner materials. However, the overriding impression is that women in Akobo chose to attend literacy classes as any opportunity no matter what their age or situation.

In the project 'Poverty reduction through improved access to education in Northern Bahr El Ghazal State' 2012-2015, Oxfam IBIS used the Reflect methodology and life-skills lessons to strengthen the capacity of 1562 learners to provide solutions for their own personal and community development. Learners were able to acquire basic skills in literacy and numeracy and had access to income generating initiatives. For example learners chose the type of crops to plant in the school gardens and were involved in planning businesses thus engaging them in identifying and providing solutions for their own personal and community development. The review of education activities by all the stakeholders formed part of "identifying problems and dealing with it".

6.2 Efficiency

6.2.1 How relevant and efficient has Oxfam been in training of trainers and capacity building of facilitators, including mentoring and monitoring of facilitators?

Whilst the two day training of literacy facilitators used the MoGEI training materials in 2019, the project had planned to give six days of training to all facilitators. In Juba the training was delivered in the 4th month of the classes and for one centre not at all. Whilst every effort was made to recruit qualified teachers they still lack to the capacity to teach adults literacy and numeracy using participatory methods. Teachers relied on a copy of each of the FAL textbooks if they received them. The FAL has no scheme or work or lesson plan book and many facilitators struggle to plan appropriate lessons. Whilst budgeted, few of the learners received textbooks and stationary and classroom supplies were extremely limited. One training of trainers was conducted in Pibor for the literacy partner SALT who then conducted a two day training on gender sensitive school environments. In fact the literacy facilitators have receive more training on gender and conflict sensitive approaches than on the skills needed to teach literacy. Few mentoring or monitoring visits of teachers were conducted. MEAL reports state there are limited staff to support the wide range of project activities and locations with the knock on effect of reduced monitoring and mentoring possible. Training teachers after the literacy course had passed the halfway mark and not providing textbooks for learners is very inefficient and leads to reduced learner outcomes. In addition, the code of conduct for teachers is not signed when teachers are recruited but after the FAL training on Code of Conduct. The lack of a signed Code of conduct is a serious issue as it is mandatory for all MoGEI teachers and FAL facilitators and could lead to protection problems in class due to ignorance of the Code of Conduct.

Another aspect of efficiency is the time spent on learning in class. Oxfam monitoring reports, staff and facilitators report high attendance and motivation levels. Classes generally start within 15 minutes of the agreed class time as the learners tend to use the arrival of primary children home after school as the time to go to classes. All learners should attend classes for six months but in 2018, classes were only conducted for three months, meaning for example that the business module was not covered. Some centres have classes three times a week and others five times a week. As all classes seem to be for two hours, this means some learners are receiving six hours of class per week compared to other receiving 10 hours per week. Over a six month period, that means some learners receive 182 hours of lessons whilst other receive 302 hours - a difference of 120 hours or 43% less time for the learners attending classes three times a week. It also means that facilitators are receiving the same incentive yet some are teaching 40% fewer classes.

Class size also had an impact on efficiency in the form of learner outcomes. In the only literacy class in operation funded by Oxfam, there were 75 learners only 43 of which attended when the reviewer visited. The facilitator felt not all the learners could see the board, an important fact when no textbooks are provided and that he couldn't check the learners' books. Oxfam states a class size of

45 yet the AES Implementation Guide for Basic Adult Literacy classes states a maximum of 30. Currently many Oxfam classes are over twice the recommended class size.

Due to the lack of formal attendance registers the facilitators have to write enrolment lists each month which are then sent to Oxfam finance, which is inefficient. As these are required by Oxfam finance a regular register would not solve the problem. Steps are in place to use carbon pads but writing out enrolment lists each month will continue which is an inefficient use of a facilitator's time. It also makes cross checking names for drop out or new enrolments difficult.

Currently the literacy advisor is responsible for everything connected with the literacy project including training, monitoring and mentoring literacy classes in three states. Even without the additional responsibilities given her due to staff turnover this is a huge task. Within Juba, the monitoring and mentoring of the literacy classes which start at 3 pm and finish at 5 pm are also restricted by the rules governing access to Oxfam drivers and vehicles. Vehicles depart after lunch at 2 pm and must be back in the office by 5 pm. This generally means the most distant classes can only be supported between 3 and 4 pm.

6.2.2 Did Oxfam support or intend to support groups of learners e.g. PTAs with literacy/numeracy courses

In Juba there has been no strategy to support specific groups of learners such as PTA committee members, primary school parents, or established groups of women. Oxfam at the request of WEP and of Barack Central community did support their literacy classes which has proved successful. In the Project in Akobo in 2016-2017, women's groups were targeted successfully to attend literacy classes even if they were required to attend to gain their food rations. However despite reports on projects that establishes and target groups of people for livelihoods, no literacy and numeracy is automatically included.

6.2.3 How effective have the literacy projects been at establishing livelihood opportunities and improving incomes of existing income generating activities.

Anecdotal evidence from staff and the FGD with those that benefited from cash grants for IGA suggest that the combination of FAL classes with skills development and cash grants has been effective. To date 89 people have benefited from cash grants and 69 from skills courses. Whilst not all the graduates of FAL classes want to attend a skills course, there are a number of women on the waiting list. The project intends to give all tailoring and hairdressing graduates a start-up kit and there are plans to establish groups of women to deal with large scale tailoring contracts such as making school uniforms. A field monitoring report in September 2019 which followed up seven beneficiaries of the cash grant suggests significant increases in income however no time frame is given or what type of IGA the cash grant was used for. All beneficiaries of the cash grant and all skill trainees need to be interviewed 3-6 months after receiving their start-up kit to find out more about how effective they have been. One issue that may arise in the future is the oversaturation in the local market of tailors and hairdressers.

Oxfam plans to encourage women to join together in groups to form larger business enterprises. However some skills learners felt it better to have individual businesses. Disagreements could arise on the location of the business, rental costs for storage, the different distances/costs that each person would travel and potentially the different levels of effort each person put in yet expecting an equal share of the profit. Where skills learners did see the benefit of group formation was for group saving. Currently many hid the money they saved in their houses but there was always the risk of children taking the money for snacks or telling others who might steal it. The WEP coordinator reported that some previous tailoring graduates had formed savings groups. WEP had given these women training on the use of Accumulated Saving and Credit Associations (ASCA).

6.2.4 Oxfam systems' support to the literacy project

The Oxfam finance and procurement systems in Juba are slow and cumbersome. So delays in approvals to finance facilitator training, classroom and learner materials have a huge impact on the learning outcomes and efficiency of the project. Outside of Juba, project finance and procurement officers enable prompt action and efficiency is increased.

Oxfam's systems have been able to approve and disburse facilitator incentives, cash grants and payment of fees for skills courses all of which enables the project to continue. Literacy facilitators and learners reported the lack of provision of textbooks, basic supplies (like chalk, exercise books or pens). Whilst there is provision for material support in the Danida budget, systems within Oxfam finance, procurement and logistics are so slow that classes are finishing before receiving any materials.

The literacy project has only one dedicated staff – the Literacy advisor – whose responsibilities include establishing classes with partners, building partner and facilitator capacity, organizing and developing teaching and learning materials, providing training, mentoring and monitoring to facilitators within three projects in three different states. Additionally the literacy advisor as part of the education team, shares the heavy load of meetings at national and state level, and working on proposals and reports. With the additional tasks assigned when staff turnover leaves gaps, the literacy advisor is seriously overstretched. Furthermore, when not involved in translation for the review, the literacy advisor spends her time following up with finance and procurement to get chalk for the literacy class in operation and skills classes. The lack of sufficient staff to adequately work with the literacy project, compounded by the slow and cumbersome systems within the Juba Oxfam office, means effectively the literacy classes are doing almost everything themselves apart from paying the facilitator.

Despite the problems described above, the learners' self-motivation is leading to project successes. Facilitators and learners attend classes regularly and local communities support the classes. At Barack Central the local church provides all the chairs and benches. The demand for literacy at WEP at Maura skills centre has been so great that the WEP Coordinator conducts literacy classes for the morning and afternoon skills learners in the lunch time break free of charge and without incentive payment. Despite the motivation, commitment and passion observed by learners and particularly WEP, no support to improve or expand the centres has been provided. Even at the most minimal, no blackboard paint has been provided.

One note of concern should be raised with the partnership between Oxfam and skills centres. Whilst the Women's Empowerment Programme receives fees for 100 vulnerable women and youth to attend its skills courses in tailoring and hairdressing, it is at a reduced rate (50% of actual \$200 fee). Oxfam has also requested that WEP purchase the start-up kits for 100 skills trainees at a competitive price. Understandably due to the problems within Oxfam procurement in Juba, the livelihood advisor wants start-up kits delivered in a timely fashion. However the expectation that the WEP Coordinator with limited business resources and knowledge can do this without support could back fire. WEP is already having a bad experience with an international NGO that has used its land to erect a tent for a tailoring class, it secures storage facilities to store machines, paid for its own tailoring teacher, yet expects storage costs, administration and managerial support from WEP with no payment, administration fee or capacity support. WEP plans to stop work with this NGO when the tailoring classes finish as they feel exploited. Oxfam needs to be careful it doesn't find itself in a similar position.

6.3 Relevance

6.3.1 How does the Functional adult literacy curriculum fit with the real life and expectations of the participants?

As the FAL classes are free it has enabled the most vulnerable to attend. However, two distinct groups of learners have joined the FAL classes, those that are illiterate and want and expect to learn to read, write and use numbers. And those with education in Arabic and want to learn to speak, read and write English. As the classes were supported by Oxfam the learners did expect to receive textbooks and adequate stationery which was not forthcoming. All learners interviewed had felt they had gained from attending the classes although some felt learning in English was very difficult. It was also evident in both literacy classes observed that the mix of learners – those with no education and those with Arabic education created difficulties for the teacher and were dominated by the educated Arabic speakers. Literacy learners that attended the skills classes were excited to learn and have the real possibility of establishing businesses, which was more than many had expected on joining the literacy classes. And this was without the knowledge that they would receive a start-up kit on graduation. For many of the most vulnerable women who had expected little, they now saw a future in which they could feed, educate their children and even further, achieve their own education. Having been able to access the opportunity for education almost everyone interviewed wanted to attend more classes especially in English.

6.3.2 Does Oxfam consider including Functional adult literacy in all projects where relevant?

Oxfam Country Strategy planning for 2015-2019 did not envision the inclusion of education programmes and the awareness among staff of the current education projects is very low. Any consideration of education has been at the hands of Oxfam IBIS staff and the education staff in the office when consulted. Education programming has been included in HARRIS project and under Danida. Most Oxfam staff in Juba outside of the education team of 3-4 staff have little background in education, little awareness of the planning and needs of education and few have visited literacy classes that are only seven minutes from the Juba Office. With the development of the new country strategy for 2020-2024 senior staff are more involved in thinking about how education can play an important part in future Oxfam programmes.

6.3.3 Would functional literacy in mother tongue be more appropriate to learning literacy in English?

The MoGEI FAL course and materials are all in English. Learners who enrolled in the FAL classes have no English skills either because they had no schooling or it had all been in Arabic. Returnees from Sudan and many IDPS received their education in Arabic even after South Sudan had declared on independence that English would be the language of instruction in schools as many teachers cannot speak English. Within Juba and in POCs there is a mixed community of returnees from Sudan that only speak Arabic and have no mother tongue, and IDPs from many different ethnic and linguistic groups. They find that the common language to interact is English. Previously they could not access information in English or express their opinions. Margaret, a cash grant beneficiary with a bread business, wants to learn more English as she is the only one that speaks Lulubo in her community. If the learners want to work they need basic language skills to work even as a cleaner or to sell snacks outside schools where children learn in English.

Others my age that I grew up with, I had Arabic schooling but they had English schooling. Those with English have a job but not me. As they [job adverts] are encouraging English only. I have a Primary Certificate in Education in Arabic. I have not done anything wrong but feel I am discriminated against in finding work as I have no English.
Lino Patrice Tangon Wani Barack Central

Many women who had secondary and university education felt marginalised and vulnerable despite being well educated in Arabic with ideas and knowledge they wanted to apply. They attend literacy classes as they wanted to learn more English so they can complete their secondary education and go to university. For example Eliza (Arabic speaker) joined literacy classes to be able to finish secondary education and go onto university where she needs English to follow the instruction. She has missed out on university and now has no money. So she joined hairdressing classes to earn money. Then she will join the university using the money earned.

I have a Diploma in Economics from Khartoum but in Arabic. After coming to South Sudan I can't access any job. I joined the literacy class as it was an English programme. After 6 months I still don't have enough English for a job. So I joined the tailoring to earn a living. My mother tongue is Arabic so classes in a native language would be no use to me.
Alice Biato Tom

These Arabic educated females have the potential to fill many vacant teaching positions if they could speak English. It was a concern raised by the DfID education advisor about the lack of female teachers and how the situation would be resolved.

When learners were asked about learning literacy and numeracy skills in their mother tongue, only a few learners in Juba would consider it and then they wanted to learn to read and write. However there were no reading materials in mother tongue. As many learners put it 'You need to stay with your people and live in the language community for mother tongue to be useful.' However one facilitator reported that some learners wanted to learn the English letter sounds (mother tongue languages use roman letters) so they could read the mother tongue bible.

When asked what skills the literacy graduate interviewed would like, all asked for more English classes.

6.4 Oxfam Safeguarding and Protection

6.4.1 Did Oxfam establish/support a creative, safe and secure learning environment? How? Which safeguarding and accountability measures were taken to ensure the above mentioned learning environment?

Oxfam literacy and skills classes work with some of the most vulnerable women in Juba who have been subject to abuse, abandonment and are responsible children and older family members. When interviewed all felt their learning space was safe, and felt treated equally and with respect by facilitators. However many learning spaces were community structures or temporary in nature with structural problems like a leaking roof, or dimly lit. Few had adequate seating. The WEP Maura centre located within a primary school compound, did have a boundary barbed wire fence which did offer some protection from passers-by and more importantly kept young children inside the compound space. Centres lacked access to latrines and safe water and no dignity kits were provided. Despite working with a centre that worked with the most vulnerable women to empower them no additional support had been given.

Class times were agreed so that learners had time to walk safely to and from classes but the majority of learners lived within the community and walked only 15-20 minutes. Facilitators lived further away and were required to travel to the Oxfam office to collect their incentives, a safe but time consuming exercise that took them away from classes.

Within the programme Oxfam had not asked facilitators to sign the Code of Conduct when recruited but after receiving training on it. This was provided four months after classes started which could pose a risk to learners. It is not known if the skills trainers were also required to sign a Code of Conduct or if this was considered during the assessment of skills centres. Literacy facilitators were provided with

training on gender and conflict sensitive approaches. Nothing had been mentioned about referral systems for protection cases or support given to vulnerable women.

One positive aspect of the literacy, skills and IGA activities was the reduction reported at WEP in domestic violence. Women now had a greater share in decision making as they were able to make their own money. They were not cheated as much and could understand what they were signing. In addition, many had been able to upgrade their income source from manual labour to a trade or small business. However many were aware of the risk of others stealing their savings or assets. They were unable to set up a bank account as their savings were too small and banks far away. However, some were reported to have joined groups saving in the Accumulated Saving and Credit Associations (ASCA).

7. Recommendations

Currently Oxfam's humanitarian work includes food distribution and livelihoods in predominately rural (80%) and semi urban areas in the northern half of the country. It's projects tend to be humanitarian with short term funding for 1-2 years in duration.

Oxfam Country Strategy 2015-2019 is ending and Oxfam has started the process of developing a new 5 year country strategy from 2020 to 2024. Oxfam South Sudan has been proactive in wanting to include education into its programming but has not yet formulated the best way forward. As such the recommendations for future education programming cover a range of possibilities.

During the strategic planning process regarding education Oxfam will need to consider the following:

- Will they want to be involved in long term (3 years plus) or short term (6 month to 1 year) education projects. This will influence the types of education programming possible.
- Are they aiming for quantity i.e. reaching large numbers of beneficiaries with education, or quality and making genuine increases in learning outcomes?
- Will they aim to integrate education in all their projects or implement education as a standalone pillar?
- Does Oxfam have the capacity to implement education programmes itself or will it partner with organisations that have the necessary skills and experience?
- Does Oxfam prefer to use a 'ready-made' education programmes? Ones with implementation guidelines and teaching and learning materials available such as the Accelerated Learning Programme currently implemented under the Danida project? Or does it want to target a gap in education provision and develop an education programme to meet the needs of underserved beneficiaries?
- Does Oxfam have sufficient staff and the technical capacity to develop and support an education programme?
- Does Oxfam have the systems support necessary to support education programming in a timely and appropriate fashion?
- Does Oxfam have the funding or advocacy in place to finance and advocate for education programming?

7.1 Recommendations for education programmes

Technical improvements to literacy materials and courses will be discussed at the end.

7.1.1 Continue with accelerated learning and adult literacy linked to livelihoods but do it better

Currently the ALP, FAL and livelihood programmes are treated separately from each other with some overlap but unplanned. To improve efficiency and learning outcomes use a strategy where ALP and FAL classes are established in the same centres. Older learners can be directed to attend FAL classes until they have the requisite skills to join ALP or skills programming. Removing the older learners from ALP classes will reduce the class size and any intimidation felt by younger learners. Where strong respect accorded to elders is still practiced, this can inhibit younger appropriately aged learners from participating equally in classes. When ALP classes have learners of the correct age and correct class size with all teaching and learning materials provided on time, the learning outcomes will improve. Members of the PTA or community committee supporting ALP and literacy classes should be specifically targeted if they have not received a basic primary education. By educating female PTA members you can empower them to take a more active role in the education of their children. The literacy advisor found that after the literacy classes had finished in 2018 women joined the PTAs where previously it had been 100% male. If the ALP and FAL classes are held within primary schools then parents of the young children in lower primary classes who may not have the skills to support their children should also be targeted. There is a wide body of research to show that positive and stimulating language interactions from parents with their young child strengthens their ability to learn.

Assessment of FAL learners to assist the most vulnerable to attend courses and establish livelihoods has been successful. The addition of refresher on business skills and training in group saving would provide the new businesses with support to grow. More assistance needs to be offered to improve the infrastructure and capacity of each skills centre, with capacity particularly developed in business enterprise training and group saving whilst skills trainings is undertaken. Oxfam may have to diversify the courses offered and identify suitable skills centres that could be supported in the areas of operation to reduce the distance travelled by participants.

Oxfam needs to assess the success of the IGA cash grants. These have the potential to provide a range of different livelihood options and should still be considered.

7.1.2 Upgrade livelihoods and technical and vocational education and training

The livelihoods activities implemented by Oxfam are for projects such as group operated grinding mills, irrigation projects, and small scale businesses such as blacksmithing, carpentry and vegetable gardens as well as those linked to literacy. All youth and adults involved in any form of livelihood activity that are not literate should attend literacy and numeracy classes as part of the package. The literacy and numeracy can be in Mother tongue or English and should also include basic business enterprise and group saving training. Oxfam needs to take part in the TVET Coordination Group convened by UNESCO to represent Oxfam activities and the needs of their beneficiaries; to input and shape TVET and skills curriculum; and ensure that basic literacy and numeracy is incorporated.

Continue to send vulnerable women and youth on skills courses. Oxfam should continue to assess and identify suitable skills centres for beneficiaries, and build the skills centres capacity to conduct courses professionally with safety concerns addressed so that they can meet the standards that will undoubtedly be set by the TVET Coordination Group. Oxfam should work with the skills centres on their rehabilitation and capacity development of staff to conduct their own businesses effectively so that they can be self-sustaining and gain accreditation in the future.

As a first step, Oxfam should discuss with the EMPOWER project the results of their recent mid-term review so that they have evidence of learning to use to strengthen their own programmes which have

much in common with EMPOWER. EMPOWER has developed a Trainer’s Guide to respond to the South Sudan Non-formal TVET competence-based training syllabus for the award of Certificate of Proficiency (Level 1) in the given trades. This guide appears to have been endorsed by the MoGEI and covers life skills (a range of employability skills), English Proficiency and Basic Numeracy²¹. Using these materials in Oxfam partnered skills centres should enable learners to gain a Certificate of Proficiency (Level 1) and greatly enhance their chances to find employment or establish livelihoods.

Note: For successful implementation all skill centre and facilitator payments, equipment and training need to be in place before the courses start.

7.1.3 Implement the PLEFS programme in Oxfam locations that have pastoralists

Oxfam works in predominately rural areas in states which have agricultural, fishing or pastoralist activities. In areas that have pastoralist activities, Oxfam can implement the PLEFS programme. It provides a comprehensive approach to livelihoods, child and youth education which has been successful in its first three years of operation. The PLEFS programme, which is now part of the AES Directorate PEP programme and endorsed by the MoGEI, includes all the necessary guides, teaching and learning materials required for implementation. The teaching and learning materials, currently under revision following the first two years of operation, can be requested from UNESCO with the condition they are not sold to beneficiaries.

7.1.4 Partner with the MoGEI to comprehensively develop a basic adult literacy and numeracy programme that compliments developments in formal education

Oxfam primarily works with beneficiaries that are extremely vulnerable, often illiterate and lack sufficient skills in English to find employment. The current literacy programmes offered by the BALP programme in the AES Directorate of the MoGEI, whilst fit for purpose when developed, are now out of step with current developments within the MoGEI and the new curriculum for education, ALP and CGS programmes. The new curriculum now promotes mother tongue/national languages as the language of instruction and literacy for P1-3 and ALP level 1. As such, basic literacy programme should also be offered in mother tongue. However in areas such as Juba where IDPs and returnees are found in large concentrations literacy in mother tongue is not appropriate. This review found that the demand, from both illiterate adults and those that had their education in Arabic, is for English literacy. Adults need English so they can find employment, continue their education and build constructive relationships within their new communities. SIL, an organisation with long experience in mother tongue and English literacy suggest that the most effective way to become both literate and learn English is to have an approach that builds a strong foundation in your first language/mother tongue then bridge into English. Both languages can then be used for life-long learning. For example:

Level	National language	English
Level 1	75% Oral and written	25% Oral
Level 2	50% Oral and written	50% Oral letters introduced
Level 3	25% Oral and written	75% Oral and written

WEP observed that beginners and children use local languages in class and need some integrated teaching using mother tongue and English. In mixed ethnic and language communities, the English component of the courses outlines above could be used on their own.

The first goal of The General Education Act, 2012, is to eradicate illiteracy, improve employability of young people and adults and promote lifelong learning for all citizens. In the first priority programme In the GESP 2017-2022, The first of four priority programmes, ‘Access and equity’ has increasing access to functional adult literacy and intensive English courses as one of the four components. To

²¹ For subjects covered see appendix 2.

date there are no organisations actively involved with the AES Directorate working with either BALP or IEC. The current AES Policy and Implementation Guide and Literacy Policy and Implementation Guide are due for revision. During the review the Minister of Education received a request by the Global Alliance for Literacy for an update on the status of literacy policies and strategies which his Director General for Basic and Secondary Education struggled to answer. If Oxfam can access donor funds e.g. from DFID or World Bank and present a plan of action for literacy in partnership with the MoGEI, it could meet with their approval. The Minister Deng Deng Hoc was previously a big advocate of adult literacy when he was undersecretary. Once a strategy and materials are in place they can be piloted and then scaled up.

The development of the PLEFS programme and PEP strategy provides a good roadmap for the development of an integrated national language/English literacy programme. The previous consultations conducted by UNESCO in the States on the need for literacy for the first policy is probably still relevant, so a country wide state by state consultation should not be required. Oxfam could then use a similar approach to the approval of the AES policy and Implementation Guide by embedding an expert within the MoGEI to work with the AES Directorate. Technical expertise can be brought in to work with the MoGEI, AES Directorate and National and Foreign Language Centre to develop a straightforward basic literacy programme of 2-3 levels covering National language learning and English from absolute beginner to approximately P3 level of English. Existing literacy materials can be reviewed and/or developed with the support of SIL and English experts. To overcome the shortage of skilled teachers in both national language and English teaching, the literacy programme can develop programmes that can be used on digital audio players/phones with the aid of a facilitator. Evidence from the SSIRI programme, AET and ACROSS suggest that this is an effective way to overcome the lack of skills in teachers and indeed the lack of teachers. As ACROSS has experience in this approach and the facilities to produce audio programmes they would be a suitable technical and implementing partner.

One aspect that led to the successful development of the AES policy and Implementation Guidelines was the extensive consultation conducted with a range of MoGEI, donor, UN, International and national NGOs and faith based organisations. Regular bimonthly AES meetings were able to gather input, approvals and support for alternative education. Save the Children had provided budget support for the venue and technical support in sending out invitations and minutes. These meetings were different to those currently conducted at the MoGEI as they were not dominated by formal education, or involved in providing funding or meeting Education cluster targets. They were a forum for technical input on alternative education and provided a forum for coordination, networking and partnership.

7.1.5 Challenges

Whatever direction Oxfam chooses to take in education there will be challenges. These may include:

- Other organisations challenging Oxfam as they feel they have more technical expertise or experience.
- The capacity and technical ability within Oxfam to fully support the needs within education programmes. Does Oxfam have staff with the technical skills to support literacy for example, and if they do, what other demands are placed on these staff? Proposal writing, administration, and covering gaps in staffing reduces time for technical support.
- What funding is available or can be made available for education?
- Does Oxfam have the capacity and technical ability to build strong partnerships with other organisations, big or small?
- Can Oxfam systems (finance, procurement, logistics, transport) change sufficiently to properly support education programmes?
- Will other more traditional Oxfam activities always take priority among staff, less aware of the benefits of education programming?

7.2 Technical recommendations for Oxfam's current functional literacy programme

The MoGEI FAL course was developed to give literacy skills to English speakers. It uses language and ideas that many adults with no English find difficult. It assumes that learners have basic reading and writing skills which many of Oxfam classes do not have. In the past the MoGEI did not approve projects with literacy unless they used the MoGEI approved materials. As the FAL course is MoGEI, it is approved for use in literacy classes and should be supplemented with either mother tongue literacy or oral beginner English. The business module was liked by learners and facilitators as it was simple and relevant. The WEP coordinator found the Business Module particularly useful and now uses it in all her skills classes.

The facilitators within the literacy classes often lack training and are primary school teachers. Therefore they use the MoGEI FAL material in a very traditional 'chalk and talk' way. Until new, MoGEI endorsed materials are available, providing the facilitators with a scheme of work and lesson plan book would really support their teaching. The skills to do this exist within the education coordinator and literacy advisor but they lack time to devote to this.

For mother tongue teaching, the Primary language books which all have teacher's guides can be used when they are made available. SIL who worked with the National and Foreign Language Centre and Curriculum experts to develop the books, also has its own teacher guides and language 'Primers' for mother tongue teaching. The language books on the MoGEI website can also support mother tongue and English teaching. A note of caution – the English level of the books is quite high and may be too difficult for some teachers and facilitators.

If life skills is going to be taught using the 'Skills for Life' materials available on the Education Cluster website, then use the Literacy for Life guides in complementary language classes. These are at a more basic level and use more participatory methods.

Provide basic English classes using the Speaking English book produced in Kenya for East African use. It focuses on oral English only and includes lesson plans for relevant vocabulary and expressions.

7.3 Other specific recommendations related to the findings

Oxfam needs to include education in its advocacy efforts. The Advocacy Department also needs to build up a portfolio of photographs, case studies and films of education activities that can be used in report such as this.

All staff in Oxfam should be fully aware of the current and future education projects. They need to visit centres to see the education work conducted and understand the needs and timings of materials and training within education projects. With a literacy and skills centre, only 7 minutes from the Juba office, all staff can visit an education project.

If Oxfam believes in supporting vulnerable women and empowering them, then they should be doing more for small organisations working with women. The Women's Empowerment Programme (WEP) which works with the most disadvantaged women in Juba, has continued to provide literacy classes for free after Oxfam classes finished and has two skills centres where NGOs like to send beneficiaries. However, very little has been done to support or build the capacity of the coordinator, rehabilitate the centre and put it on a more sustainable footing for the future. All the women who attend the WEP see Florence Ayikoru, the coordinator, as a great role model. Centres such as these should be invested in.

All future education projects should contain some action research to measure learning outcomes and livelihood benefits

Appendices

Appendix 1: Key informant interviewees

Else Oestergaard	Senior Education Advisor, Oxfam IBIS , Copenhagen, Denmark
Shabnam Balouch	Oxfam Deputy Country Director - Programme
Altaf Abro	Oxfam Programme Manager, Humanitarian and Development
Martin Lubajo	Oxfam Education Program Coordinator
Guo Rose K	Oxfam Literacy Advisor-
Nicholas Oboya Hillary	Oxfam Roving Vocational Advisor
Odur Nelson	MoGEI Director General Basic and Secondary Education
Moses Mading Marial Makem	MoGEI Director General National and Foreign Languages centre
Kiri James Lokuto	MoGEI Director Intensive English Course
Goli Whittaker	DfID Education Adviser
Saluwen Sanya Yoasa	UNESCO Programme Officer (Education)
Jumma Khan	Education cluster Coordinator, UNICEF
Tanya Spronk	SIL Literacy & Education Coordinator,
Phodunze Martin Elia	SIL Literacy and education specialist
Jasper Okodi	NRC education specialist
Walter Duku	ACROSS media Director
Jackson Okello	AET Director

Appendix 2: Contents of EMPOWER Training Guide

EMPOWER Training Guide

MODULE 2.1: LIFE SKILLS

- Unit of Learning 2.1.1: Communication and interpersonal skills
- Unit of Learning 2.1.2: Basic Computer Skills Applications
- Unit of Learning 2.1.3: Health awareness Practice in the Workplace
- Unit of Learning 2.1.4: Management of Diversity in the Workplace
- Unit of Learning 2.1.5: Entrepreneurial Skills Practice
- Unit of Learning 2.1.6: Teamwork Practice at Workplace
- Unit of Learning 2.1.7: Learning to Learn Study skills Practice
- Unit of Learning 2.1.8: Job-seeking Skills Practice
- Unit of Learning 2.1.9: Self-Employment Skills Practice
- Unit of Learning 2.1.10: Problem solving and Decision-Making skills in the Workplace
- Unit of Learning 2.1.11: Critical Thinking in Workplace
- Unit of Learning 2.1.12: Creativity and Innovation in Workplace
- Unit of Learning 2.1.14: South Sudan Labor Laws and Codes

MODULE 2.2: PROFICIENCY IN ENGLISH

- Unit of Learning 2.2.1: Introduction to English Language
 - 2.2.1.1 Recognize the English alphabet
 - 2.2.1.2 Identify cardinal and ordinal numbers
 - 2.2.1.3 Pronounce consonant and vowel sounds
 - 2.2.1.4 Identify types of nouns
 - 2.2.1.5 Apply articles and noun modifiers in a sentence
 - 2.2.1.6 Recognize different types of verbs
 - 2.2.1.7 Identify adverbs as verb modifier
 - 2.2.1.8 Identify tenses
 - 2.2.1.9 Construct simple sentences
 - 2.2.1.10 Practice speaking in the classroom

MODULE 2.3: BASIC NUMERACY

- Unit of Learning 2.3.1: Introduction to Basic Numeracy
 - 2.3.1.1 Types of Numbers -whole numbers
 - 2.3.1.2 Types of Numbers -Fractions
 - 2.3.1.3 Types of Numbers -Decimals
 - 2.3.1.4 Conversion of numbers to Percentage
 - 2.3.1.5 Types of currency in use
 - 2.3.1.6 Essence of Time
 - 2.3.1.7 Types of Measurement -Length
 - 2.3.1.8 Types of Measurement -Perimeter
 - 2.3.1.9 Types of Measurement -Area
 - 2.3.1.10 Types of Measurement -Volume
 - 2.3.1.11 Types of Measurement -Capacity
 - 2.3.1.12 Types of Measurement -Mass