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**HUMAN CAPITAL POLICY IN SOUTHERN SUDAN
IN THE POST-SECOND WAR PERIOD**

B. Yongo-Bure *

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* Dr. Benaiah Yongo-Bure is an Associate Professor of Social Science at Kettering University, Flint, Michigan.

Introduction

Human capital, as used by economists, often refers to education, health, nutrition, and other human capacities that can raise productivity when increased. However, education is the most fundamental in enhancing the quality of human life and ensuring social and economic progress. It is the key to the creating, adapting, and spreading knowledge. Hence, this paper focuses on education.

Since there has been no established educational system in Southern Sudan since its incorporation into the present international and Sudanese systems, the building of a viable educational system must figure prominently in the post-war rehabilitation and development programs of the region. Such a system would have to begin from the basic level up to higher education. To establish an effective and sustainable educational system, each level of education should achieve its purpose. This necessitates a minimum level of physical facilities, instructional materials, and trained staff. An effective management is required for schools to function properly. The school environment must have high expectations for the students. The teachers must be capable and motivated, with strong leadership skills. There must be sufficient time for learning an organized and relevant curriculum. The teaching material should be integrated with the children's experiences and cultures. There should also be frequent assessment of student learning and feedback. While in the first decade of peace the South will need a lot of external assistance to set up an educational system, the long-term sustainability of the system will depend on the capacity of the South to manage and finance it.

The Status of Education on the Eve of Peace

At the end of the war in 2005, there were approximately 1,800 schools in Southern Sudan: 33 of these were secondary schools with an estimated enrolment of 8,000 students. As such, the number of secondary school graduates was insufficient compared to the need for new primary school teachers. Only an estimated six percent of teachers were qualified. Existing schools had inadequate facilities and sanitation. About 38 percent of classes were taught outdoors, and 61 percent in local material structures in varying states of disrepair.

Education was under-resourced, as it relied mainly on the self-help of peasants and in some cases was outside the scope of NGO funding. Teachers' remuneration was unpredictable, with 89 percent of school Parent and Teachers' Associations (PTAs) reporting paying teachers a maximum rate of \$90 annually. Moreover, training opportunities were limited to short-term courses provided by NGOs. Existing capacity in management and administration was limited. The sector did not possess an adequate, functioning system to assess quality and outcomes, and the baseline data required to measure program and intervention efficacy was limited.

The education ladder is 2-8-4-4. Early Childhood Education (ECE) is for two years for children of ages 3-5, Basic Education (Primary/Alternative) for eight years for ages 6-13, Secondary Education for four years, and Post-Secondary/Tertiary Education for an average of four years. The Alternative Education involves the provision of basic education to persons who could not get education at the appropriate age because of the war. These include adolescent and adult

learners such as demobilized and current soldiers, child soldiers, and child brides. Secondary education consists of three components: academic, science, and technical schools. The Ministry of Education of the Government of Southern Sudan (GOSS) manages the system through ten State Ministries, over 90 County Education Offices, and the communities. In the post-war situation, Southern Sudan faces tough challenges with regards to coverage, quality, and equity.

Policy for the Interim Period

The Interim Period, before the Southern Sudan's referendum on self-determination, is divided into two phases: 2005-2007 is phase I and 2008-2011 is phase II. Phase I is the recovery phase during which focus will mostly be on rehabilitation and the establishment of basic structures of government and the economy. Eradication of abject poverty will be the main objective of development activities, including the start of establishing an educational system. Long-term development goals and objectives will be embarked on in phase II. It will be in phase II that most of the educational infrastructure will be established.

The educational objectives to be achieved by the end of phase I will be the enrollment of approximately 766,400 pupils in primary school and only 6,000 in secondary school. By the end of phase II, the corresponding enrollments will be 1.5 million pupils in primary school and 36,120 in secondary school. Additional goals are to enroll 15 percent of out-of-school youth in alternative education systems, improve the quality of basic education, and make education contextually and culturally relevant.

While basic education has been identified as a priority, a holistic approach is taken where the objective is to rejuvenate secondary education, teacher training, and university education to respond to the needs of society. The targets include raising girls' primary enrollment from 11 percent to 40 percent of the out-of-school age group. It is planned to provide a cumulative 15 percent of adults with access to literacy campaigns over the six year period, with a focus on young women. Another important objective of the sector is to provide child soldiers with education. Half of the former Sudan People's Liberation Army (SPLA) guerilla fighters will be enrolled in alternative education programs. The threat of HIV/AIDS is also to be addressed through the educational system as this pandemic has depleted substantial human capital in many neighboring countries. Development of other social services, such as health and water will be integrated with the education sector. For example, locating water points close to latrine-equipped schools will increase female school enrollment and improve the health of the schools and communities. Nutritious lunches will be provided in all schools.

The immediate actions to be taken to increase primary enrolment include increasing the number of schools, improving the learning environment, taking over the payment of teachers from parents and NGOs, increasing the number of teachers to keep pace with planned enrollment, and ensuring a concerted effort to attract and retain more girls in school. About 2,500 classrooms for primary schools will be constructed annually. Water and sanitation will be provided to 2,109 existing schools. The pre-positioning of emergency school kits in various counties will allow the provision of support within a school year. Provision of alternative learning opportunities for former soldiers and other youth and adults will also be emphasized.

The educational system will also emphasize applied knowledge and skills for sustainable development. Three science secondary schools were to be established immediately following the attainment of peace; raising the number to ten, one in each Southern state, by 2006/2007. The construction of science laboratories, libraries, and the renovation of some 30 extant secondary schools and the construction of 56 schools for technical, science, vocational and business education have been planned.

It is planned that three universities and eight other tertiary institutions will be established to meet the urgent need for technical workforce. Scholarships are to be offered for Southerners to study in national or regional institutions to supplement local capacity. To plan for a relevant post-secondary education, labor surveys and projections are to be undertaken in order to gain a better picture of sectors that must be emphasized in the education and training programs.

The training of new teachers and the upgrading and updating of the skills of existing teachers are critical. With four existing Teachers Training Institutes (TTIs), approximately 2,500 teachers can be trained every year and 8,000 others trained by 2011. The total teachers that will graduate are far below the annual 25,000 needed to reach the proposed 50 percent gross enrollment target. A program for attracting teachers from neighboring countries will provide a stopgap measure while local capacity is being scaled up and necessary reforms are undertaken in the training system.

It has been suggested that a much more robust style of training to ensure teachers have a basic standard of teaching ability should also be pursued. This can be achieved with the establishment of a decentralized teacher training and support network through junior TTIs, a network of training resource centers, and school cluster centers. These institutes and networks can be used to train primary and alternative education teachers, targeting both existing teachers and secondary school leavers using a mixture of campus-based and distance modes of delivery. Radio instruction will be undertaken at schools and learning centers. This will require the provision of radios and establishment of transmission and reception systems. This network can also be used to provide instructional support, management and PTA training, and other forms of human resource development.

An Examination Authority (EA) will be established to carry out assessment and certification at all levels. Terminal assessments of students at the end of each education level will be the responsibility of the authority. As most of the teachers will be new, training programs will have to be set up on aspects such as examination security at various locations, examination administration and invigilation, marking, and examination data processing.

A Curriculum Steering Committee (CSC) was set up in the 1990s to draw up curricula and syllabuses. They committee drafted an education policy, a curriculum for primary schools, educational objectives and syllabi. Work on the curriculum is ongoing. The goal is to make it relevant and incorporate indigenous knowledge systems so as to support sustainable development in Southern Sudan. Textbooks have been developed for grades P1-P4. The development of textbooks and teachers' guides for upper primary is ongoing. The overall goal is mass production of all textbooks so that each student will have a book for five core subjects.

On the issue of gender equity in school enrollment, the number of community girls' schools will reach 3,200 by the end of the period (2011). Girl-friendly school environments will be encouraged, including training and hiring of more female teachers and head teachers, the development and design of curricula and facilities that are welcoming to girls, and the provision of boarding facilities for girls' schools in under-served areas.

Assessment and Policy Implications

There is an urgent need to establish an efficient and equitable educational system in the South, right from the basic level. The importance of educating both boys and girls must be emphasized. Basic education should be available to all children as soon as possible.

Added emphasis is needed for secondary school education. Producing many primary school leavers with no opportunity for secondary education has frustrated many youth. They hardly acquire any skills at the primary level. And, with limited job opportunities and no chances of secondary education, many of the primary leavers flock to the cities. With no opportunities either to continue formal schooling or to acquire skills that will equip them to enter the world of work, such youth become disillusioned and may become a threat to themselves and society.

Teachers Training Institutes should be set up, initially in every county, so that there is a constant flow of new teachers into the system as it expands. The aim should be to supply all primary schools with trained teachers within five to seven years. In the short-run, some untrained secondary school-leavers will be deployed to teach in the primary schools, but they must be guaranteed training as more teachers become available. There should be both pre-service and in-service training for teachers, both in education and in their teaching subjects. The South should import more teachers from its neighbors, such as Kenya and Uganda, which have plenty of teachers and can readily train more because they have abundant potential trainees.

Head teachers and supervisors of education should undergo constant training on changing ways of efficient administration. Professors at Southern universities and other experts should be encouraged to write textbooks that are relevant to the South's cultures and environment. Curriculum and other educational planners should continue to work with the neighboring countries so that the South can learn from them, given their long history of educational development, and the similarity of their environments and cultures to those of the South.

The trainees in the teachers' training institutes must have solid secondary education. However, because of the circumstances many Southern students went through during the war, many school-leavers have weaknesses in key subjects such as Mathematics, English, and Science. For such students, each state should establish special junior college(s) for them to repeat any necessary subjects. In such two- or three-year colleges, every student should be required to take Mathematics and English in addition to the subjects relevant to their planned careers. The private sector, especially philanthropic bodies, should be encouraged to participate in the opening and running of secondary schools.

The return of the three Southern universities from Khartoum must be accelerated, and their intakes should be increased considerably as the South needs educated and trained human resources in every field. Large faculties of life, physical, and social sciences, and the humanities should be opened in all three universities so that secondary school teachers will graduate from the universities with one or two teaching subjects. Furthermore, the establishment of large departments of commerce, economics, and statistics in each university, will speed up the ability of the South to fill the management vacuum at all levels of management, in both the public and the private sectors. There should be evening and weekend classes in all the universities and in a number of selected schools depending on need. The dry season, when farm work is lightest, could be designated as an intensive school period for alternative and adult education.

In addition to their normal role, the returned Southern universities will speed up and lower the costs of training and retraining various cadres in the South during the Interim Period. Currently, there is a great need for training at all levels of government. Sending the trainees outside the South is very expensive and thus will limit the potential size of the training programs. With the availability of universities in the big cities of the South, evening and weekend classes could be arranged so that civil servants could undergo training while simultaneously carrying on their government duties.

The intakes to the three universities must be considerably expanded in all disciplines, since the South lacks developed human resources in all fields. Intake to the faculties/colleges of education, arts, and sciences must be expanded tremendously to supply the South with the minimum educated and trained human resources within a decade. In the meanwhile, the South should import many secondary school teachers.

Experts from neighboring countries are more locally relevant and financially cheaper than experts from Western countries and perhaps even experts from Northern Sudan. Polytechnics or community colleges should be established and spread to all the major towns, and eventually to every county, of the South. In the meanwhile, Multipurpose Skills Training Centers should be established in all counties to speed up the rehabilitation and recovery process. Agricultural research centers should be established in all the ecological zones and sub-zones. Scientific research centers should be attached to the universities. Universities should invest and generate their own funds in addition to what they receive from the public purse.

While the emphasis on basic education is justified, it must also be recognized that primary education cannot expand and economies cannot grow without an educational system that trains a large number of students beyond the basic cycle, including graduate students at universities. To be sustainable, educational development must be balanced: it must produce students at different levels of qualifications so as to ensure continuous supplies of skilled workers, technicians, professionals, managers, and leaders to Southern Sudan and the Sudan at large.

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ABOUT THE AUTHOR

DR. BENAIHAH YONGO-BURE is an Associate Professor of Social Science. He teaches Economics and Social Science at Kettering University, Flint, Michigan. He received his Ph. D. in Economics from Dalhousie University, Halifax, Canada. Before joining Kettering, he had taught Economics and Development at the University of Khartoum; and Economics and Peace and Conflict at Wayne State University in Detroit. Dr. Yongo-Bure's research interest is on Regional Integration, Fiscal Federalism and Economic Development in Africa, with focus on the Nile Basin and the Horn of Africa.

Yongo's publications include: *Economic Development of Southern Sudan*, (Lanham, MD: University Press of America, Inc., 2007); *Peace Dividend and the Millenium Development Goals in Southern Sudan*, (Sudan Economy Research Group, Institute of World Economics and International Management, University of Bremen, Germany (September, 2005); *North-South Relations in Sudan since the Addis Ababa Agreement*, (Khartoum University Press, 1988, co-edited with Mom Kou N. Arou); "The Agricultural Bank of Sudan and the Sudanese Peasant", *Journal of Development Alternatives and Area Studies*: Vol. 24, No. 3 & 4, (Sept.-Dec., 2005), pp. 74-93; "NGOs and Economic Development in Southern Sudan", *Journal of Development Alternatives and Area Studies*: Vol. 3, No. 3 & 4, (Sept – Dec., 2003), pp. 57-78; "Sudan: Monoculturalism and Conflict in a Diverse Country", *Journal of Ethno-Development*: Vol. 3, NO. 3 (1994), pp. 25-33; "Islamism, Arabism, and the Disintegration of Sudan," *Journal of Northeast African Studies*: Vol. 1, No. 2-3, (1994), pp. 207-222.

On-going book projects include: 1) *Fiscal Federalism for Federalizing African Countries*, 2) *Resource Constraints, Population Pressures, Cooperation, and Development in the Nile Basin and the Horn*, and 3) *Economics and African Development*.

Yongo is a member of the African Studies Association, American Economics Association, and Sudan Studies Association.