

What are the key priorities for teacher education in South Sudan?

Interviews with NGO Education Leaders in South Sudan

Overview: This report summarises the outcomes of interviews with NGO education Leaders in South Sudan. The research focus was to uncover priorities for Teacher Education in South Sudan. Nine semi-structured interviews encouraged participants to see themselves as partners in problem solving, respecting their agency and amplifying their voice.

Background: South Sudan, the world's newest nation, ranked 2nd poorest, has the lowest literacy rate in Sub-Saharan Africa. The improvement of learning for children in South Sudan is an urgent issue for both development and sustainable peace. There is a growing recognition that teacher professionalism is central to education, but this is balanced by the challenges that teachers face in South Sudan: low-income, fragile settings, conflict, poorly-resourced schools and, large class sizes.

Study: Although the General Education Sector Plan (GESP) mentions the “need” to develop strategy and policy to support teachers, there is currently no Teacher Education Policy to set standards and strategy for teacher education in South Sudan. Consequently, the 121 NGOs with an education orientation currently registered with the Ministry of Education are left to identify their own priorities.

So many and so multi-faceted are the challenges facing teachers and teacher education in South Sudan that there is a lack of clarity over how to define the problems and their possible solutions. There is a lack of clarity over a range of concepts including what exactly constitutes a “qualified” teacher for example. By interviewing key actors in 9 major NGOs working in South Sudan this study attempts to define and develop a common framework of understanding of the challenges involved in raising the quality of teacher education.

Results: The data indicates that a lack of common definition, exacerbated by a lack of communication at all levels, is a serious barrier to improvement. Further work to develop a national policy which is contextually relevant may lead to a more effective model of teacher education, one which is more responsive to the needs and challenges present for teachers. Furthermore, engaging in a structured thought process leading to the problem-focused, co-construction of knowledge may provide a possible method for increased communication between NGOs and other stakeholders.

Introduction

This study aims to identify priorities for teacher education in South Sudan with a view to informing the development of a Teacher Education Policy. The study will incorporate a literature review and data from 9 semi-structured interviews with Non-Governmental Organisation (NGO) Education Leaders.

Rationale for the Study

There is a growing recognition that the quality of teaching is central to the improvement of learning outcomes for children and young people (Timperley, 2008). There is also evidence that the interventions that demonstrate the most effectiveness in improving learning are those that focus on improving teacher training and reforming pedagogical approaches (Ganimian & Murnane, 2014) although as discussed later, definitions of 'learning' vary widely and are often measured through limited paradigms which is important to consider carefully when commenting on the quality and effectiveness of teaching.

Moon (2013) explains that improving teacher quality helps us to work towards the alleviation of poverty. In addition, Hanushek & Rivkin (2012) present data that demonstrates a firm correlation between average student learning levels and long-term economic growth and peace. It seems clear that if we are to make progress towards reducing poverty in its many forms, then we have to carefully monitor the link between improvements in teaching and learning and levels of poverty.

It is useful to note at this early stage of this study however that there is some doubt amongst researchers as to the capacities of the current teacher workforce in LMIC to support the development of peace. Kaleem (2019) for example explains that:

The pedagogical challenges of teaching to a class of 100 pupils about ethnic grievances and conflicts cannot be overestimated. Teachers primarily focus on teaching the basic skills and subjects to the pupils. Teaching about conflicts and ethnic rivalry as well as peace is relegated to periods in the past that do not directly affect the critical situation and lack of unity within the South today. Such a conclusion in fact entails a fairly pessimistic view of the role of the teacher as a contributor to reconciliation in the current context of civil war in South Sudan. (p.133)

Evaluations such as this that highlight the challenges of teaching are a reminder of the extent of support that teachers require in South Sudan and of the complexities of their role.

Moon and Umar (cited in Moon, 2013) explain that “The impetus and urgency around national and international action to expand and raise the quality of school systems is putting teachers at the centre of the reform debate.” (p.238) Bird, Moon and Story (also cited in Moon, 2013) go on further to describe that “The failure to improve the professional lives of millions of teachers, including the way they are educated and trained, remains an enduring problem and deserves more attention perhaps than has previously been the case.” (p.31)

There are a number of criticisms of teacher education in LMIC. Sayed (2018) suggests that “In most cases however, CPD provision appears to be quite limited, irregular, and often inappropriate for particular schooling contexts.” (p.12) Dladla and Moon (cited in Moon, 2013) also comment that “There is substantial evidence that existing investments in teacher education are failing to achieve the qualitative reforms expected in most [LMIC] countries.” (p.18) These studies do not however elaborate on what exactly are the elements of CPD or teacher education that are inappropriate and ‘failing’. It seems unlikely that all aspects of CPD and teacher education are inadequate, and this study hopes to uncover particular features of what does seem to be useful and impactful for teachers and their school communities.

In view of the fact that donor agencies and NGOs play such a significant role in developing teacher education programmes in South Sudan, it seems that a good place to continue considering priorities for improving teaching is with Education Leaders within NGOs. In 2015 for example, an in-depth and scholarly Teacher Development and Management scoping study in South Sudan was conducted by Penny, et al. This study made comments about the capacities of governmental departments to conduct teacher training:

CECs have few staff with a capacity to conduct appropriate in-service training, whilst CECs are increasingly used by NGOs who bring in their own specialised staff to do training. (p.28)

This description of the prevalence of NGOs in training delivery is reflective of the status of teacher education today. The South Sudan NGO Forum lists 211 NGOs operating in South Sudan at the moment with a focus on educational programming across the country. In a recent (2021) conversation I had with the GPE programme manager in South Sudan, it was revealed that a ‘Gap Assessment’ had been conducted by UNICEF in partnership with MoGEISS to explore the current capacities of CECs which revealed similarly that provision was fragmented and outdated with limited

teacher educator qualifications and a lack of resources such as reference books and other training materials.

Within the context of South Sudan, the question has to be 'Where do we start?' There is no doubt that some progress has been made, especially with regards to increased enrolment, girls' education and the abolition of school fees (GPE, 2019) but learning outcomes remain low and school drop-out rates are still amongst the highest in the world. Bold et al (2017) in their review of teacher capabilities across 7 countries in Sub Saharan Africa (SSA) however note that student enrolment does not equal student learning. But again, what do we mean by 'learning'? Maths and reading test scores may remain low but what about the impact on a student of being in a school compared to remaining at home in terms of their social and emotional development? And are we sure that the devised reading tests for example are valid and reliable? These questions pose a useful mirror for this study when we consider how to measure the impact on teachers participating in a teacher education programmes.

This study therefore aims to identify perceptions of priorities for teacher education by conducting semi-structured interviews with education leaders within large NGOs in South Sudan who have a substantial role in teacher education programmes. Conclusions relating to perceived priorities to improve teacher education across South Sudan will be based on the synthesised perceptions of Education Leaders from within NGOs in South Sudan, the literature relating to teacher education in LMIC (with a focus on Sub-Saharan Africa and South Sudan where possible) and my own practitioner experiences. Conclusions from this study will be presented as a contribution to the discussion around the development of a Policy for Teacher Education in South Sudan that is in the process of being explored by GPE programme leaders and the Ministry of Education.

Research Questions

Based on the literature review, my own professional experiences and the pilot interview outlined below, the following Research Questions were used to guide interviews and as an ongoing reference for this study:

What are the current priorities in South Sudan for teacher professional development priorities? Perspectives from a sample of NGO education leaders.

Sub questions to explore perceptions:

What are the key challenges that currently face teachers in South Sudan? What effect does this have on motivation, recruitment and retention?

What are the current models of teacher education for teachers in South Sudan? Who? Where? When? How? Why?

How do we currently find out what impact CPD has on teachers and whether it is meeting the needs of teachers?

What education systems and structures at a national, regional and school-based level currently support the professional development of teachers?

Research Method

Purposive sampling is widely used in qualitative research for the identification and selection of information-rich cases related to the phenomenon of interest. Within the purposive sampling, criterion sampling was used in this study to identify most participants (8/9) and snowball sampling was used to select the final participant. All participants who were invited to take part in this study agreed to do so.

The criterion for selection for this study was aimed at engaging with individuals who had considerable experience within the education sector in South Sudan. I also wanted participants who could draw upon experiences of education leadership in similar contexts (LMIC). Participants who had good English so that translation was not necessary. To limit the case of narratives from Global North actors describing activities and phenomenology in the Global South, (the view of the ESSA¹ project at Bristol University) participants were sought who describe themselves to be of African heritage. Table 2 represents the spread of key characteristics across participants.

Table 2 Key characteristics of participants in this study

¹ [African Education Research Database | ESSA \(essa-africa.org\)](http://essa-africa.org)

	Speaks good english	Is a senior leader of education within an INGO	Works within an INGO that is active South Sudan	Is based in South Sudan	Has worked in the field of education in other LMIC countries	Has worked in SS for at least 2 years	Is of African heritage	Is known to the reseracher	Number of key characteristics.
Participant 1	X				X	X	X	X	5
Participant 2	X	X	X	X		X		X	6
Participant 3	X	X	X	X	X	X		X	7
Participant 4	X	X	X	X	X	X	X	X	8
Participant 5	X	X	X	X	X		X	X	7
Participant 6	X	X	X	X	X	X		X	7
Participant 7	X	X	X	X	X			X	6
Participant 8	X	X	X	X	X	X	X		7
Participant 9	X	X	X		X	X	X	X	7

Preparing for and conducting the interviews

The semi-structured interviews took place via Microsoft Team and lasted approximately 45 minutes. Interviews were recorded, manually transcribed and analysed according to the ideas, codes and themes that were identified during the literature review, the pilot interview and as a consequence of own experiences in the field.

Interviewees (from here-one known as 'Participants' to support the collaborative narrative of this study) had interview questions sent to them in advance via an information sheet. In order to further inform the interview schedule, the pilot interview generated a number of themes and potential lines of inquiry.

Pilot Interview

Pilot interviews and subsequent adaptations into initial interview schedules reflect the flexible nature of the study. A pilot interview was conducted with a colleague (Participant 1) who had formerly worked in an NGO in South Sudan alongside my own organisation for 4 years. Participant 1 also has extensive experience of teacher education at a regional level (East Africa) and was a teacher themselves in Sub Saharan Africa for many years. During the pilot interview, I took an exploratory approach so that at some points questions were being trialled. I began for example with the open question of “What do you see the priorities of teacher education to be in South Sudan?” and after gaining initial responses to that question to help me further identify themes, I switched to more exploratory questions such as “...but what would you say is the priority? Which needs more urgent attention in your view?”.

When transcribing the interviews, the following day, I highlighted phrases (in Microsoft Word) that seems significant and began writing lists of codes and themes which I subsequently used as a ‘working document’ throughout the rest of the interviews.

Key findings and conclusions

P5: “I know! I am just so excited that these ideas are coming out even for me...if I really wanted to conduct other research, there are a lot of questions I would like to ask and seek answers for...”

The process of conducting semi-structured interviews with NGO education leaders seemed to be a valuable activity in itself because it provided a space and time for practitioners in the field of Teacher Education in South Sudan to discuss and reflect on the status of Teacher Education at this time. P5 corroborates this view in the quotation above by highlighting the value of collaborative inquiry that enables new questions and ideas to arise, further developing a shared sense of ownership of the problem to be solved.

The Problem-centred interview approach seemed to work well in relation to its intention to ‘jointly refine questions and to co-construct knowledge’. The iterative process of cultivating and negotiating knowledge whilst also allowing for it to be uncovered (Wallace’s Wheel of Science in Figure 1) also worked well to allow themes to evolve. My frequent referencing back to the literature throughout the study and the reflective approach to interviewing where I was prepared to ‘change course’ recognising that I was on a journey through an interview, ‘traveling together’ (Kvale, 1996) with expert participants supported the collaborative enquiry also.

This desire to research further is a key outcome of this study. There was a clear sense from many of the participants that they appreciated the opportunity to speak with me about teacher education in some depth and detail. In meetings that I have attended with NGOs in South Sudan, there is often a tightly knitted agenda that focuses on logistics with little room for 'slow thinking' (Kahneman, 2011), reflection and evaluation. When this desire for further thinking is combined with a general lack of engagement with teachers' views and a lack of monitoring of CPD and other aspects of teacher education, it creates some impetus for a more responsive and reflexive approach to teacher education in general in South Sudan. The literature suggests that researching the impact and effectiveness of CPD needs to go beyond learner attainment to a more holistic approach. Over recent decades in LMIC there has been some research on CPD programmes but this has often focused on teacher satisfaction with CPD and their willingness to change their practice ([Avalos 2011](#); [Desimone 2009](#)) rather than on what actually happens in the classroom, as a result of that CPD. Therefore, some investigation into the perceptions that teachers in South Sudan have of their role would also enhance this inquiry especially if it were combined with research into their views on 'how children learn'. Mourshed et al., (2010) point to this in particular:

“Educational improvement essentially means changing processes of teaching and managing schools and this requires teachers not just to develop technical skills but to also internalise new ways of thinking about learning.” (p. 75)

By conducting a thematic analysis of the data resulting from each interview, the following themes were identified:

- 1) **The Status of teachers**, including qualification, retention and recruitment, salary and motivation.
- 2) **Models of support for teachers from NGOs**, including content, structures and certification.
- 3) **Monitoring and evaluation of CPD**, including follow-up activities, needs analyses and reporting.
- 4) **The role of the Head Teacher** including school-based and external support.
- 5) **National structures and strategies for Teacher Education** including alignment, coherence, capacity and monitoring.
- 6) **Impact of covid-19 on CPD** including the effects on the workforce and communities.

Returning to the Research Questions specifically, there are a number of key findings that I have summarised below. I propose that these findings should be shared with the Ministry of Education in South Sudan, the NGO Forum and the Education Cluster Group (the donor agency group) in order to stimulate sector wide discussion on priorities for improving teacher education. This should lead to

the development of a National Teacher Education Policy which has already been suggested by the Teacher Development and Management Service (TDMS) within the Ministry.

What should be the Professional Development priorities for teachers in South Sudan?

What are the key challenges that face teachers in South Sudan? What effect does this have on motivation, recruitment and retention?

These respondents suggest that salary structure and poor working conditions lead to low morale, motivation and well-being amongst the teaching workforce. Participants report that the perceived social status of teachers is low or at best mixed amongst school communities which impacts on teachers' appetite to improve their skills. If teachers felt more valued and better prepared, according to participants they would develop greater resilience to their working conditions.

The language of instruction is a barrier for many teachers who lack English literacy skills. This is combined with a lack of knowledge of how to teach the new curriculum including how to use the textbooks if they are available. There is an urgent need to better understand how to support teachers to change their practice to incorporate new teaching and learning materials and concepts of learning.

There are a number of other specific questions that remain unanswered relating to the status of teachers in particular. How long do teachers typically stay in teaching? What impact did school closures have on teachers remaining in post? What is the criteria for recruiting volunteer teachers? These amongst other questions which should be developed collaboratively, would help to develop a clearer picture for the priorities for teacher education in South Sudan.

What are the current models of teacher education for teachers in South Sudan? Who? Where? When? How? Why?

There is a perception that qualifications of teachers are more important than the way that teachers teach. Whilst this attitude remains, data collection will limit progress in teacher education because it does not seek to uncover the 'why' and 'how' of effective teaching and how this links to student achievements.

The predominant mode of CPD remains beyond the school and is 'one off in nature'. Participants explain that this does not promote the development of learning communities and whilst much of the mode of content is interactive in nature, there are no quality frameworks in place to support and guide the vast range of NGOs that are developing educational programmes and materials.

Participants described a need to consider the alignment between in-service and re-service training, and the need to train teacher educators is an issue that requires considerable attention also.

How do we currently find out what impact CPD has on teachers and whether it is meeting the needs of teachers?

The starting point of any efforts at developing CPD to empower teachers is to give teachers a voice in identifying their needs as well as to those of their learners according to Chamberlain et al.,(2021), Moon (2013) and Sayed (2018) but participants in this study explain that asking teachers about their views, monitoring their progress and exploring the impact of CPD does not feature in teacher education at present. Whilst acknowledging the logistical constraints of doing so, participants in this study confirmed that finding a solution to developing better systems for monitoring and evaluation is paramount.

What education systems and structures at a national, regional and school-based level currently support the professional development of teachers?

Participants state that the shortage of qualified teachers is of considerable concern at all levels and that the attention to CPD to address this in the short term is supporting progress towards improving the quality of teachers. More attention should be given however to the location and structure of teacher training. Participants believe that University and 'hotel' based training does not allow for explorations of communities and social diversity which is so prevalent in South Sudan.

Successive Global Monitoring Reports have called for a more rigorous longitudinal collection of data relating to teacher retention. In addition to this, participants state that 'teacher turnover' is rarely considered which might help in some ways to address the issue of 'Ghost Teachers' (the issue of teachers being listed on systems but without actually practicing as a teacher). There is little substantive research on the ways in which more accurate data could be collected and used in the development of local and national policies towards educating teachers. This is certainly an area for further study that would support improvements to teacher education in South Sudan.

Concluding remarks

The final words in this report must go to participants. Here P5 reminds us of the potential for change and of the possibilities for progress presented by improved education:

"We have a lot of human resources in South Sudan. It is something very interesting and beautiful. You go to the school and interact with the youth and they are amazing and this is with the basic level of education. You imagine the possibility if they have the opportunity to access the higher levels of education."

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