



South Sudan Primary Level English Language Policy Framework

Hamish McIlwraith and Alistair Fortune

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ABBREVIATIONS

AES	Alternative Education System
APT	Arabic Pattern Teacher
APTT	Arabic Pattern Teacher Trainer
CEC	County Education Centre
CEFR	Common European Framework of Reference for Languages
CPD	Continuous Professional Development
DFID	UK Department for International Development
ELT	English Language Teaching
EMI	English as a Medium of Instruction
EMIS	Education Management Information System
EPT	English Pattern Teacher
GEA	General Education Act
GPE	Global Partnership for Education
IELC	Intensive English Language Course
INSETT	In-service Teacher Training
MoEST	Ministry of Education, Science and Technology
MOI	Medium of Instruction
NGO	Non-Governmental Organisation
PRESETT	Pre-service Teacher Training
SSGESP	South Sudan General Education Strategic Plan
TTI	Teacher Training Institute
UNICEF	United Nations Children's Fund
WTI	Windle Trust International

EXECUTIVE SUMMARY

English is the official language of South Sudan, as well as the Medium of Instruction (MOI) from Primary 4. Therefore the long-term goal of the English Language Policy is to improve the teaching and learning of English in South Sudan's primary schools. Recent research confirmed that the lack of an appropriate level of English language proficiency among teachers has an impact on children's learning. Children are not only exposed to a poor model of English, but also struggle to understand the concepts of the subjects they study. In addition, the research showed that the focus of English language training should be broadened to include English Pattern Teachers (EPTs) as well as Arabic Pattern Teachers (APT). The English language proficiency of EPTs, in most cases, does not reach an appropriate standard. It is not just that teachers need to improve their English language competence as an end in itself, they must reach a level of language that allows them to teach the curriculum effectively. Most teachers are unqualified and untrained.

The English Language Policy Framework sets out specific standards, that is, levels of proficiency to be attained by teachers and students in the South Sudan primary (and secondary) education system. These standards are the *minimum* required if the introduction of EMI is to function efficiently. They are defined in terms of the Common European Framework of Reference (CEFR), an internationally recognised and validated set of standards. It is also necessary to specify the levels of language competence for individuals and groups in supporting roles including Head teachers, supervisors, inspectors and (particularly) teacher trainers.

Government documents set the direction for the Policy. The 2012 General Education Act states that 'English shall be the language of instruction in schools' with the qualification that 'in early childhood development and primary 1 through 3 the medium of instruction will be the indigenous language of the area.' P4-P5 are transition years in which both Mother Tongue and English are used. By the end of P5 it is assumed that all subjects will be taught in English. However, there are inconsistencies, in terms of English language, between the Curriculum and what teachers and learners are able to do.

The standards focus on English language teachers' English proficiency within a broader context of English as a MOI, but with a lesser focus on classroom methodology or how a teacher might improve their knowledge of the language itself. The present capacity for Pre-service Teacher Training (PRESETT) and In-service Teacher Training (INSETT) cannot meet short-term demands to train teachers. So, if English is the MOI of teacher education, it is essential that trainee teachers are brought up to the appropriate level of English to get the most from their training (which will be in English) and to have sufficient proficiency to do a good job as primary teachers. This level may not need to be very high, but given that it is likely that some of the PRESETT itself will be in English, trainee teachers will need at least an intermediate level of English as an entry-level requirement for training.

In addition, tutors and trainees should have good knowledge of pertinent language issues, i.e. how children learn languages and the difference between learning a language and literacy. This is particularly the case in such a multilingual context where teachers will be expected to teach using the National Language (mother tongue) as a medium of instruction from P1-P3, and then switch to teaching in English from P4 onwards. Therefore, teachers must have good knowledge of theories of multilingualism and the cognitive process in learners' minds as they navigate through, and with,

different languages. In the medium-term, we suggest that there should be three standards of English language proficiency:

- **P1-3 TEACHERS:** These teachers need to have the skills to introduce children to literacy, numeracy and learning in a familiar language in order to prepare them to transition to learning all subjects apart from L1 in English in P4.
- **P4-8 TEACHERS:** These teachers will need an appropriate level of English in order to help students transition to full EMI in the later stages of primary education.
- **ENGLISH LANGUAGE SPECIALIST TEACHERS:** These teachers will need a higher level of English in order to make sure children are well-grounded in oral English in the lower grades (i.e. P1-P3) and then help and support their learning of other subjects through EMI in P4-8.

The division between lower and upper primary teaching qualifications has advantages. For those teaching P1-3, there is no need for in-depth subject knowledge and so a lower level of education would be acceptable. Given most teachers (currently) do not have a secondary school certificate, lower primary training would be an appropriate route to training and qualifications for many. For P4-8, teachers need more in-depth subject knowledge, so a minimum of a secondary certificate would be appropriate in order to enter training. There should be incentives to motivate teachers as they progress through the teacher levels.

Teacher trainers need a level of English at one CEFR above those they are training. (This is particularly relevant for Arabic Pattern Teacher Trainers. The three categories of teacher trainee each have their own specific focus of study and each with their specific entry requirements. This entails a pragmatic and flexible solution to the current shortage of trained and qualified teachers.

P1-P3 trainees can be drawn from the following groups:

- Current teachers with primary education who have also passed a B1 level test
- Secondary school students and those from Higher Education who have passed a B1 level test.

P4-P8 trainees can be drawn from the following groups:

- Current teachers with a secondary level of education who have passed a B2 level test
- Secondary school students and those from Higher Education who have passed a B2 level test
- Exceptional graduates from P1-P3 training courses who have passed a B2 level test.

English specialist trainees can be drawn from the following groups:

- Secondary school students who have passed a C1 level test
- Tertiary level graduates (including P4-P8 TTI graduates) who have passed a C1 level test.

The principle behind this approach is to ensure fair access to all and to acknowledge that not all current teachers have been able to complete their secondary education owing to conflict and displacement in the period leading towards Independence.

Good practice in introducing new systems at a national level is to test and prove its viability through a pilot scheme (over an 18 month period) with a view to rolling-out the system nationally in future years (3-5 years).

Ideally a robust English language assessment system will have to be developed, in tandem with the English Policy, to ensure standards are embedded in the system. This will take 2-3 years.



INTRODUCTION

English is the official language of South Sudan¹, as well as the Medium of Instruction (MOI) from Primary Four². However, with many teachers having acquired their education in Arabic, the government has prioritised raising teachers' English language and pedagogical skills. This has been started primarily through the Intensive English Language Course (IELC) strand of the Alternative Education System (AES), but it is widely accepted that there is a need to equip teachers, head teachers and inspectors with the competencies and skills for the curriculum to be effectively delivered in English. This needs to be done within a clear national framework. The aim of such a framework is to develop English proficiency levels of teachers, and their corresponding pedagogical skills, as well as national certification standards for teachers.

The Policy Framework accommodates factors at local, state and national levels, based on a recent survey across five States, as well as drawing on the experience of other regions and countries. The main findings of the survey were that the lack of an appropriate level of English language proficiency among teachers has an impact on children's learning. In particular, low levels of proficiency mean that children are not only exposed to a poor model of English, but they also struggle to understand the concepts of the subjects they study. The vast majority of teachers are keen to improve their English, but have few opportunities for formal language training. One clear need identified was to conduct a survey of English language proficiency of all teachers using EMI to establish the English language training needs of the teacher population. (EMIS does not provide this data.)

In addition, the survey revealed that the focus of English language training should be broadened to include English Pattern Teachers (EPTs) as well as Arabic Pattern Teachers (APT). The English language proficiency of EPTs, in most cases, does not reach an appropriate standard. It is not just that teachers need to improve their English language

¹ *Constitution of the Republic of South Sudan*, 9 July 2011, Part One: South Sudan and The Constitution, Section 6.2 Language: 'English shall be the official working language in the Republic of South Sudan, as well as the language of instruction at all levels of education'

² *General Education Act, 2012*, Chapter IV Standards and Quality of Education, Section 13 (d) 'In primary 4 through 5, the medium of instruction shall be English. In primary 4 through 8, the indigenous language shall continue to be taught as a subject to ensure that all school children are able to communicate in national languages of the Republic of South -Sudan fluently, accurately and effectively in a variety of situations' and (e) 'In accordance with the Constitution, the medium of instruction in secondary schools and adult education institutions shall be English.'

competence as an end in itself, they must reach a level of language that allows them to teach the curriculum effectively. Furthermore, teachers reported that many students do not have the English language they need in order to learn effectively through English in P4 and P5. Teachers themselves do not often have the English to explain content and concepts clearly. Therefore, they need clear guidance on English as a Medium of Instruction (EMI) and use of local languages through these transition years.

The Policy has been based on the best available evidence from a wide range of sources that from specialists (particularly those from NGOs involved in the delivery of the AES Intensive English Language Course [IELC]³), existing research and studies⁴, the recent English language survey and official documents such as the General Education Act 2012 and the South Sudan General Education Strategic Plan (SSGESP) 2013-2017. The SSGESP in particular provides crucial contextual details with regards to the introduction of EMI in primary schools. The plan stresses the need, among other things, for quality in education which involves not only providing better trained teachers, textbooks and a supervisory system, but also the importance of 'inculcating a problem-solving approach in a tradition of rote-learning', and the aspiration to get South Sudanese children connected to the world of knowledge through the Internet⁵. With about 90% of the Internet in English, then this is relevant for EMI. The plan also endorses the idea of equity which includes those in rural communities and thus with less access to English who 'will receive additional help'.⁶

The SSGESP provides details of the context in which the introduction of EMI is taking place. It reports that 'a massive demand for education has led to a shortage of primary teachers' and that this 'combined with poor management and supervision of teachers, lack of physical infrastructure, inadequate teaching and learning materials, and low participation of school committees and communities in school management contribute to access and quality challenges'⁷. Thus, the demand for primary education has led to overcrowded classrooms, as overage children, the continuous flow of returnees and internally displaced persons, all place demands on the system.

At the time of writing, the SSGESP reported problems with the functioning of the Examination Council which was not properly operational because of many vacant posts and delays in applying the new curriculums⁸. We have identified further challenges and risks to the policy and its implementation and have suggested how these may be mitigated.

The aim of the English Language Policy is to be as inclusive as possible, particularly taking into account the needs and views of teachers, learners and parents who will be the main

³ There have been notable achievements in delivering the IELC across the country by a number of NGOs co-ordinated through MoEST, the AES Directorate, Save the Children and DFID. This includes smaller organisation such as ACROSS, funded through USAID, the Africa Educational Trust (AET) and larger ones such as the British Council, Norwegian Refugee Council (NRC), Oxfam, Voluntary Service Overseas (VSO) and WTI.

⁴ These include: *Assessment of Opportunities in South Sudan for English in the Public Education System* (British Council report based on a consultancy visit by John Simpson, November 2012); *An Evaluative Consultancy Report on the Intensive English language Programme for Teachers in South Sudan* (Commissioned by UNICEF South Sudan; team led by John Simpson (2011)); *Scoping Mission for an English Language Training Programme in South Sudan* (2011) Commissioned by UNICEF South Sudan; co-authored by John Simpson and Tom Power (Open University)

⁵ See SSGESP, p.14

⁶ Op. cit.

⁷ Ibid., p.24

⁸ See: <http://www.qurtong.net/ECM/Editorial/tabid/124/ctl/ArticleView/mid/519/articleId/16062/South-Sudan-Certificate-of-Secondary-Examinations-Launched.aspx>

beneficiaries of its successful implementation. It is for this reason that the management mechanisms and chains of communication outlined in the National Language Policy are linked to the English Policy, as far as possible, to ensure it is implemented effectively, and that feedback is incorporated into a review and evaluation system that measures success against clearly-defined criteria.

1: RATIONALE

The overall aim of the English Language Policy is to improve the teaching skills and English language levels of primary schools to improve the delivery of the curriculum and achievement of children in primary schools. The assumption behind this MoEST initiative was a need to develop an English Language Policy Framework specifically for APTs. However, evidence from research clearly demonstrates that there is also a need to include EPTs within any English language policy framework. So, the standards described below relate to *all* teachers at primary level.

In addition, in order to create a coherent system, it is necessary to specify the levels of language competence for individuals and groups in supporting roles including Head teachers, supervisors, inspectors and (particularly) teacher trainers. Government documents set the direction for this approach. The 2012 General Education Act (GEA) states that 'English shall be the language of instruction in schools'⁹ with the qualification that 'in early childhood development and primary 1 through 3 the medium of instruction will be the indigenous language of the area. In urban settings, the school may choose to use more relevant or widely used national languages'¹⁰. This is described more fully in the MoEST Subject Overview document where it is explained that as South Sudan is populated by peoples of diverse linguistic background, English, the official language, is considered a neutral language and 'an effective tool for national unity, peace and development'¹¹. It not only can enable the people of South Sudan to communicate internationally, but will also benefit the country 'in gaining knowledge, gaining experience of new technologies and preserving cultural heritage'¹², with learning and communicating in English accelerating the progress of the country towards its development goals.

In the Subject Overview, it is stated that the 'P1-3 curriculum is an intensive programme of English as a foreign language, while learners learn other subjects through the medium of the appropriate national language for the location of the school'¹³ in preparation for the ambition, as specified in the General Education Act (GEA), that 'in primary 4 through 8, the medium of instruction will be English [and that] in P4-8 the indigenous language will continue to be taught as a subject to ensure that all school children are able to communicate in the national languages of South Sudan, fluently, accurately and effectively in a variety of situations'.¹⁴ The Subject Overview expands on this and makes clear that P4 and P5 are considered as 'transition years' where lessons will begin to be taught in English. In these years of transition the literacy skills learned in relation to the National Language are used to 'accelerate the development of learners reading and writing in English'¹⁵.

During these transition years children will still need the support of the national language they have been using, but at the same time they will develop their ability to read and write

⁹ General Education Act 2012, p.8

¹⁰ Ibid., p.13

¹¹ MoEST Primary Syllabus Subject Overview, n.p.

¹² Ibid.

¹³ Ibid.

¹⁴ Ibid., p.13

¹⁵ NB: This is reinforced in the Juba Declaration, which states that 'Other languages should only be used as a MOI after learners have developed their academic reading and writing competency in the language they are familiar with and after they have gained a sufficient level of academic proficiency in the second language through studying that language as a subject. When the language education model chosen requires transition from one language of instruction to another, that transition should be gradual and not sudden'. (See: McIlwraith, H. 2012)

in English and develop confidence in these language skills. By the end of P5 it is assumed that all subjects will be taught in English. In English subject lessons from P4 onwards, the Subject Overview informs us, 'there is an increasing emphasis on literature, media, presentation, creative writing and writing for different purposes.'¹⁶ For this, 'learners will require a high level of proficiency, so they can access learning across the entire curriculum'.

There are some inconsistencies in the Subject Overview of English and the English Language Curriculum. These are explained in Appendix 1.

TEACHERS' ENGLISH LANGUAGE PROFICIENCY

EMI should only be undertaken if it is done well, i.e. when non-native teachers are sufficiently proficient to become expert enough to become deal with content in the language. English medium instruction cannot work effectively unless, among many other things, the English proficiency of teachers is raised through suitable training¹⁷. This goes to the heart of the English Language Policy and its planned implementation. However, it is important to emphasise that the focus of the Policy is English language proficiency within a broader overall problem of poor teacher quality.

There is no doubting the low levels of teacher quality across the country. In the SSGESP, it is described how the massive demand for education has led to a shortage of primary school teachers and how this has contributed to problems in access and quality in combination with poor management and supervision of teachers, a lack of physical infrastructure, inadequate teaching and learning materials, and low participation of school committees and communities in school¹⁸. The quality of primary teachers is low. The numbers are low. Many teachers are underqualified, poorly compensated, lack effective management and supervision, and are often late or absent¹⁹. The majority of teachers teach less than 10 hours per week. Some 51.5% of primary teachers have either only a primary school certificate, limited secondary education or their educational status is unknown. Some 40% of primary teachers are not paid, and so are not fully regulated by the government.

There needs to be a precise definition of a qualified primary teacher. The present capacity for Pre-service Teacher Training (PRESETT) and In-service Teacher Training (INSETT) simply cannot meet the short-term demands. There is lack of an inspection framework. Salary-grading is based on years of teaching experience rather than qualifications. This is considered by many teachers to be unfair and de-motivating²⁰.

English language proficiency and competence (i.e. being able to use English to communicate) is one part of what it means to be a qualified teacher. A second element is being familiar with, and being able to apply, communicative methodology as tool for teaching and learning (as described in the Subject Overview). The third and final element is knowledge of the language itself (i.e. from a linguistic perspective). So, it is only possible for a teacher to adopt a communicative approach in English if he or she knows the language as

¹⁶ Ibid.

¹⁷ Ferguson, G. (2013) *The language of instruction issue: Reality, aspiration and the wider context*. In McIlwraith, H. p.20

¹⁸ SSGESP, p.24

¹⁹ Ibid., p.38

²⁰ Ibid., p.40

a construct and can also use it to communicate. So, this Policy and set of standards is focused on English language teacher competence/proficiency within a broader context of EMI, but with a lesser focus on classroom methodology or how a teacher might improve their knowledge of the language itself.

With so many untrained teachers working in primary schools, and so many teachers with poor English, there continues to be a strong need for substantial investment in English language development as part of PRESETT and INSETT. If English is the MOI of teacher education, it is essential that trainee teachers are brought up to the appropriate level of English to get the most from their training (which will be in English) and to have sufficient proficiency to do a good job as primary teachers. This level may not need to be very high, but given that it is likely that some of the PRESETT itself will be in English, trainee teachers will need at least an intermediate level of English as an entry-level requirement for training. (NB: The level of trainees' English should be borne in mind in the development of teacher training materials in English.)

In addition, tutors and trainees should have good knowledge of pertinent language issues, i.e. how children learn languages and the difference between learning a language and literacy²¹. This is particularly the case in such a multilingual context where teachers will be expected to teach using the National Language (mother tongue) as a medium of instruction from P1-P3, and then switch to teaching in English from P4 onwards. Therefore, teachers must have good knowledge of theories of multilingualism and the cognitive process in learners' minds as they navigate through, and with, different languages.

The current capacity of teacher education is unlikely to be sufficient to be able to produce generalist primary teachers with an appropriate proficiency in English for many years to come²². While it may be admirable to aim high for such goals, there need to be a practical solution in the interim (say, the next 10-20 years). When teachers are working in a bilingual system then the language skills of teachers are even more important, as two languages are in focus²³ and that teachers need additional skills in order to help children transition between two MOIs; their own language in P1 to P3 and English from P4 through to P8; teachers need skills in teaching a second language, which requires specialist training²⁴.

Ideally, all primary teachers need to become bilingual in both English and the (particular) national language as this will help in communication, provide esteem and respect among the teaching staff of the school, as well as fostering a multi-lingual, multi-literate and multi-cultural environment²⁵. However, in the medium-term, there should be three standards of English language proficiency:

- **P1-3 TEACHERS:** These teachers need to have the skills to introduce children to literacy, numeracy and learning in a familiar language in order to prepare them to transition to learning all subjects apart from L1 in English in P4.

²¹ Email communication Tanya Spronk, SIL

²² See; Marshall, J (2013) *A primary teacher qualifications framework for multilingual education in South Sudan*. In McIlwraith, H. pp. 197-201

²³ Ibid., p. 192

²⁴ Ibid., p. 193

²⁵ Ibid., p. 194

- **P4-8 TEACHERS:** These teachers will need an appropriate level of English in order to help students transition to full EMI in the later stages of primary education.
- **ENGLISH LANGUAGE SPECIALIST TEACHERS:** These teachers will need a higher level of English in order to make sure children are well-grounded in oral English in the lower grades (i.e. P1-P3) and then help and support their learning of other subjects through EMI in P4-8.

The division between lower and upper primary teaching qualifications has advantages. For those teaching P1-3, there is no need for in-depth subject knowledge and so a lower level of education would be acceptable. Given most teachers (currently) do not have a secondary school certificate, lower primary training would be an appropriate route to training and qualifications for many. For P4-8, teachers need more in-depth subject knowledge, so a minimum of a secondary certificate would be appropriate in order to enter training.

Both Teacher Training Institute (TTI) qualifications and, in addition, teachers' levels of English language proficiency need to be reflected in the existing teacher grades. Currently, experienced teachers with many years of service, who cannot teach through EMI, are paid more than younger teachers who are able to teach through EMI. A forward-looking education system needs to reward teachers who perform effectively rather than seemingly reward inertia and lack of commitment to the new English language policies.

2: THE ENGLISH LANGUAGE POLICY FRAMEWORK

The English Language Policy Framework sets out specific standards, that is, levels of proficiency to be attained by students and teachers in the South Sudan primary (and secondary) education system (see chart below). These standards are the *minimum* required if the introduction of EMI is to function efficiently. The standards are defined in terms of the Common European Framework of Reference (CEFR), which is used throughout the world as an internationally recognised and validated set of standards. (See Appendix 2 for details.)

One of the critical findings of the recent survey was that not only APTs have poor levels of English but many EPTs do as well. However, a thorough assessment of the language proficiency of *all* teachers, head teachers, supervisors and inspectors is necessary. The standards set out in the Policy Framework are intended to provide a point of reference for these situations and to make clear and transparent what levels of English language all personnel in the education system need to achieve. The standards are as follows (see Appendix 3 for further details):

PRIMARY SCHOOLS	CEFR Proficiency Level
TEACHERS: P1-P3	B1
TEACHERS: P4-P8	B2
SPECIALIST ENGLISH LANGUAGE TEACHERS	C1
UNIVERSITY GRADUATES (working as teachers)	C1
HEAD TEACHERS	B1
INSPECTORS and SUPERVISORS	B2
TEACHER TRAINING INSTITUTES (TTIs)	
TEACHER TRAINERS (of teachers at P1-P3)	B2(+)
TEACHER TRAINERS (of teachers at P4-P8)	C1
TEACHER TRAINERS (of SPECIALIST ENGLISH TEACHERS)	C1(+)/C2
MINIMUM ENTRY to TTIs (and other training bodies) for prospective P1-P3 TEACHERS	B1
MINIMUM ENTRY to TTIs (and other training bodies) for prospective P4-P8 TEACHERS	B1(+)/B2
MINIMUM ENTRY to TTIs for SPECIALIST ENGLISH TEACHERS	B2(+)/C1
SCHOOLS	
P8 STUDENTS GRADUATING TO SECONDARY SCHOOL (or further training) should attain a minimum	B1
S4 STUDENTS GRADUATING TO HIGHER EDUCATION (TTIs or University) should attain a minimum	B2(+)

3: TEACHERS AND TRAINING

There are two broad targets of implementation:

1. The development of English language proficiency for teachers, trainers, head teachers and supervisors/inspectors
2. The structure and routes of teacher training for all involved in the introduction of EMI in South Sudan.

However, in addition to Policy implementation, it is essential to identify the English language training needs of all primary school teachers. Ideally, this will be through a comprehensive survey nationally. A parallel survey of teacher trainers' levels of English language proficiency should be carried out at the start of this process to identify English language needs.

ENGLISH LANGUAGE DEVELOPMENT FOR TEACHERS

It is crucial to improve all teachers' levels of English so that they are more effective in the classroom and can take part in professional development activities, courses and training at TTIs in English. A recommended number of hours of study for progressing through each level from A2 to C1 (though B1 and B2) is 200 hours (not 'academic' or 'class' hours)²⁶. However, for those with lack of exposure to English and a resource-poor environment, 250 hours for each level is more realistic.

TEACHERS AT A2 LEVEL

According to the recommended standards (see above), it is clear that teachers at this level are unable to operate effectively as teachers and also provide a poor model for their students. Teachers at this level should attend language training to take them to the minimum required standard of B1 for a lower level primary teacher (P1-P3). So, in the case of a teacher at A2, he or she should undertake English language training of 250 hours, and only after successfully passing an exit English language proficiency test at B1 level, is eligible for participation in P1-P3 teacher training at a TTI.

TEACHERS AT B1 LEVEL

This is the level at which a teacher is qualified (in English language terms) to teach P1-P3. It is also the minimum English language standard for basic teacher training at a TTI. Teachers at this level should be offered English language courses to take them from B1 to B2. This approximates to 250 classroom contact hours. Once successfully passing the exit English language proficiency test, these teachers will be qualified (in English language terms) to join teacher training courses qualifying them to teach at P4-P8.

TEACHERS AT B2 LEVEL

These teachers already have sufficient English language proficiency to teach at both Lower and Upper Primary levels (i.e. P1-P3 and P4-P8). It is at this English language level that current teachers and prospective trainee teachers graduating from secondary school can apply for teacher training at TTIs for Upper Primary, i.e. P4-P8. Teachers at this level, should they wish to become English language specialist teachers, need to advance to

²⁶ See: <https://support.cambridgeenglish.org/hc/en-gb/articles/202838506-Guided-learning-hours>

B2+/C1 level as a minimum English language requirement in order to apply for teacher training at a TTI. This will require further English language study of approximately 250 hours, such as through self-study programmes whether paper-based, online or a blend of study methods and successfully passing an English language proficiency exit test.

TEACHERS AT C1 LEVEL

Current teachers, or prospective teachers, at this level are qualified (in English language terms) to teach as English Language Specialists. Prospective teachers could include exceptionally talented secondary school graduates or graduates of Higher Education institutions both in South Sudan and abroad. Teachers at this level, or having passed an internationally-recognised test, do not need formal English language training, but they would be expected to maintain and improve their English language proficiency as part of their personal professional development. However, to be certificated as English Language Specialists, they would still be required to undergo TTI training.

ENGLISH LANGUAGE TRAINING COURSES

In the longer term, training will be organised at county, state and national levels, depending on the level and whether INSETT or PRESETT. English language courses from A2-B1 should, ideally, take place in County Education Centres (CECs) at county level delivered by qualified English language teachers. If possible, English language courses from B1-B2 should also take place in CECs, but if circumstances do not allow, then, in the interim, NGOs and other reputable agencies may be able to offer support in delivering English language courses at this level.

All courses should adhere to the following principles of delivery. They should be clearly and demonstrably linked to the CEFR and should be skills-based. This means a focus on developing the skills of speaking, listening, reading and writing based on the tasks and activities outlined in the CEFR and to the standards provided by the CEFR²⁷. Wherever possible, course content should reflect classroom practice and the vocabulary of teaching, and focus on the language skills that a teacher requires.

All English language courses should be validated and approved by English language specialists/co-ordinators of English language departments in TTIs.

ENGLISH LANGUAGE DEVELOPMENT FOR HEAD TEACHERS

In all schools, English is the language of instruction from P4-P8. In some cases, it is from P1. It is also the official language of government. Head teachers must be able to understand and interpret documents in English and be able to communicate with government officials at various levels in English. They must also have sufficient English to be able to observe and engage with teachers and students about all aspects of teaching and learning from classroom practice to improving school performance.

²⁷ NB: In Chapter 4 of the CEFR, there are illustrative scales of tasks and activities related to the four skills and in Chapter 5 there are qualitative scales indicating the levels of grammatical accuracy, vocabulary, fluency etc. required at this level.

Ideally, head teachers should be able to understand and use English fluently, but as a minimum standard they should be at B1 level. Head teachers already at A2 level should attend the same training courses as teachers at this level in CECs in order to bring them to a B1 standard. For head teachers with no English language proficiency, it will be necessary for them to attend language training to take them from A0-A2 before joining courses for teachers. These courses can be delivered by English language teachers in schools, CECs or by NGOs.

ENGLISH LANGUAGE DEVELOPMENT FOR PRIMARY INSPECTORS/SUPERVISORS

Inspectors and supervisors need sufficient English language to be able to understand and follow lessons by the teacher and their interaction with the students particularly from P4-P8. The minimum level to do this is B2. They should join the appropriate level of English language for teachers for their level. So, if they are at A1 level, they will need to pass three levels of course in order to qualify as a primary school inspector/supervisor (in English language terms).

ENGLISH LANGUAGE DEVELOPMENT FOR TEACHER TRAINERS

There are three categories of English language proficiency for teacher trainers. These are: trainers of teachers P1-P3, who should have an English language level of B2+; trainers of P4-P8 teachers, who should have an English language level of C1; trainers of English language specialist teachers, who should have an English language level of C1+/C2. At present, there are Arabic Pattern trainers who do not reach these levels. They should be given a specific period of time, based on hours of study required, to progress through CEFR level in order to improve their English language proficiency. For language courses up to B2 level, they should join the courses for teachers described above. For those aspiring to be trainers of P4-P8 teachers and English language specialists (and who pass the appropriate English language proficiency tests), they should undertake further English language study of approximately 250 hours per course to take them to C1(+)/C2, such as through self-study programmes whether paper-based, online or a blend of study methods (as described above).

ENGLISH LANGUAGE ASSESSMENT

In tandem with implementation of the Policy, course deliverers must find ways to develop or offer valid and reliable skills-based tests as part of a long-term vision for assessment for English language proficiency. Developing all the elements of a robust testing system will take 2-3 years. (See Appendix 4 for further details.)

TEACHER TRAINING AND THE ENGLISH LANGUAGE

Teacher training should take place in recognised and approved TTIs that will provide courses and modules relating to teaching English and teaching through EMI. The training described below relates solely to matters related to English in the classroom, i.e. from P1-P3, English is taught, and from P4-P8, it is taught and used as a medium of instruction. While reference is made to theories and issues related to literacy and multilingualism, this is in relation to how teachers may *apply* the English language skills that they have acquired and learnt in class. These modules and courses will have to fit within a wider programme of teacher

training for subject teachers who, apart from specialist English teachers, are not the focus of this plan.

TRAINING COURSE ENTRY LEVELS

As described above, there are three categories of teacher trainee, each with their own specific focus of study and each with their specific entry requirements. This entails a pragmatic and flexible solution to the current shortage of trained and qualified teachers.

P1-P3 trainees can be drawn from the following groups:

- Current teachers with primary education who have also passed the B1 level test
- Secondary school students and those from Higher Education who have passed the B1 level test.

P4-P8 trainees can be drawn from the following groups:

- Current teachers with a secondary level of education who have passed the B2 level test
- Secondary school students and those from Higher Education who have passed the B2 level test
- Exceptional graduates from P1-P3 training courses who have passed the B2 level test.

English specialist trainees can be drawn from the following groups:

- Secondary school students who have passed a C1 level test
- Tertiary level graduates (including P4-P8 TTI graduates) who have passed a C1 level test.

The principle behind this approach is to ensure fair access to all and to acknowledge that not all current teachers have been able to complete their secondary education owing to conflict and displacement in the period leading towards Independence.

COURSE CONTENT

The training of teachers themselves through EMI replicates exactly the way their students learn content through EMI. Thus their teachers are provided with an opportunity to be aware and empathise with their future students. Content for all courses should be at an appropriate level of English language for each course, e.g. P1-P3 at B1 level. P4-P8 teachers will have completed the modules associated with English at the P1-P3 level. Therefore their training will be substantially longer.

For P1-P3 and P4-P8 teacher trainers, course developers should ensure that content includes a focus on multilingualism, literacy and reading theories, how children learn and store languages, transitioning from one language to another and techniques used during transition years such as appropriate code-switching and specific training in EMI techniques.

For English specialist teachers, courses should be oriented towards teaching English as a Foreign Language (EFL) and how to support students and teachers (in terms of English), which will facilitate their colleagues' understanding of subject-related content and vocabulary. This should include:

- The teaching process (presentations, practice activities and classroom tests)

- Teaching the language (pronunciation, grammar, vocabulary, functions)
- Teaching the four skills (speaking, listening, reading, writing)
- Teaching content (making the most of your textbook, materials, topics)
- Lessons (planning, classroom interaction, giving student feedback, discipline)
- Learner differences (learner style, motivation and interest, younger and older learners, large classes)
- Teacher development (practice, reflection, sharing, teacher appraisal, CPD)²⁸.

TEACHER TRAINERS

Given the English language proficiency standards expected of teachers, it is clear that teacher trainers will need high standards of English. These should be at least one CEFR level above their trainees (see chart above).

These course elements described above are new to TTIs and will involve considerable expertise to develop and produce training materials. The responsibility for developing courses and materials could be delegated to an appropriate agency such as an educational institute, an NGO or a partner university but, ideally, should be developed by the teacher trainers themselves after suitable training in both the content and how to develop materials.

In the interim, NGOs may be able to provide some teacher training and while a welcome contribution to the development of teachers, should not be considered in any way an equivalent qualification of a TTI.

²⁸ See Ur, P. (1999). *A Course in Language Teaching*. Cambridge: Cambridge University Press

4: POLICY IMPLEMENTATION

Good practice in introducing new systems at a national level is to test and prove its viability through a pilot scheme. The most appropriate way of testing viability of this approach is by developing a model TTI, or 'centre of excellence', with a small network of satellite CECs and schools. The TTI would be staffed by trainers who have undergone appropriate training. Their duties will be to provide training for teachers using the methods and techniques that they have been introduced to during their own training. It is important that these trainees (20-25 per course for each category of teacher) have passed the English language proficiency tests, but are otherwise representative of 'ordinary' teachers who have come from a range of educational backgrounds (from primary to secondary).

At the end of the pilot period, the evaluation team will measure the improvement in the professional competence of teachers (particularly in relation to the introduction of EMI) for all three categories of trainee. In addition, the evaluation team will judge the effectiveness of the training of teachers and its application in the classroom. The data will inform the scaling-up and roll-out of training in TTIs as an element of overall PRESETT and INSETT teacher training nationally.

STAGES AND PHASES OF IMPLEMENTATION

The implementation of policy will be through two Stages with two Phases of activity during each stage:

- **STAGE 1: FOUNDATION**
PHASE 1: Needs Survey
PHASE 2: Pilot Preparation
- **STAGE 2: CONSOLIDATION**
PHASE 1: Deliver and Review
PHASE 2: Plan to Scale-up and Integrate

STAGE 1: FOUNDATION

PHASE 1: Needs Survey

There are two strands to the needs survey Phase. The first is to assess the English language needs of primary school teachers, head teachers, inspectors/supervisors and teacher trainers nationally. The second is a survey of functioning TTIs and CECs with a view to identifying and selecting a TTI that is best placed to accommodate the pilot project.

STRAND 1

The national survey of English language needs will gather data on the current levels of English language proficiency of all the target groups. This will require the development of an appropriate survey instrument. This should be a paper-based and skills-based test and be as comprehensive as resources allow. Ideally, the test should have a reading component, writing component and listening component. While speaking is a critical skill, it is impractical to include a speaking component owing to a need to provide personnel and technical resources.

If this is considered too costly or ambitious at the present time, an alternative (for purposes of the pilot initiative) is to base the survey in a State that has a well-functioning TTI. This would be purely a pragmatic choice, but it has advantages in that it has a TTI in existence and the fact that the pilot must take place in an institution already offering PRESETT.

The design of the survey instruments and the collection, collation and analysis of data should be led by MoEST with expert support as needed.

STRAND 2

The end result of activity in this strand is the identification and selection of the TTI that will become the location of the pilot project. It should be given 'Centre of Excellence' status and receive additional funding in order to be fully-resourced. It should be willing to accept a change in the running of their existing courses to accommodate the pilot.

There are two parts to the gathering of data at this stage. The first is to decide where the pilot will take place. All TTIs will need to be assessed using an inventory of resources: human, physical and financial (in order to determine how many additional funds may be needed at pilot start-up). The human resources will include teacher trainers and administrative staff. The physical resources will include number of training rooms, equipment and furniture to deliver training courses, stationery and an assessment of the location in relation to feeder schools (see below).

The second set of data concerns trainers and is more focused towards qualitative assessment. Trainers need to have an appropriate level of English; if they do not, they will need additional training, which may lead to a delay in the pilot timeline. This English language training should be standardised, linked to CEFR and approved by the relevant authority.

The **OUTCOMES** of Stage 1, Phase 1, are:

1. A map of teacher, head teacher, inspector/supervisor English language proficiency levels at national or specific state level (should a national survey prove impractical).
2. The selection of a TTI as a Centre of Excellence.
3. All English language improvement courses standardised with reference to the CEFR.

STAGE 1: FOUNDATION

PHASE 2: Pilot Preparation

In order for training in the TTI to be delivered, both trainers and course participants have to be identified and, where necessary, be given additional English language training in CECs or in schools within travelling distance of their place of work and, in the case of trainers, be given further professional development either abroad, in the TTI or through in-country agencies. (Criteria for selecting national or international agencies for delivering trainer training will need to be developed by MoEST.) During this Phase, the teaching and learning environment (i.e. classrooms in TTIs, CECs etc.) must be brought up to an acceptable standard in order for training to take place. These two strands should be implemented as follows:

STRAND 1

The aim is to have 20-25 teachers or trainees in each of three groups: P1-P3; P4-P8; English language specialist teachers. The TTI staff (after appropriate training) will administer an application process in advance of course entry. This will involve a call for applications from all primary feeder schools in the area, to prospective trainees in Grade 4 secondary school and for universities and higher education institutes.

The P1-P3 group should be drawn from, ideally, a mix of A2 and B1 level teachers and secondary school graduates with a minimum B1 level. The selection process should not discriminate against applicants who have only a primary level of education as one of the aims of this MoEST initiative is to expedite a solution to the poor quality of the teaching and learning of English in schools; the recent survey data indicates that A2 teachers with a primary education make up the single biggest group of teachers in the primary education system.

The P4-P8 group should have a mix of B1 and B2 teachers with a secondary level of education, and secondary school graduates who with a B2 level of English and who want a career as an upper primary school teacher. There is no reason why a university graduate cannot apply.

The English language specialist group should have a minimum of B2 (and be willing to undergo English language training to take them to C1). Applications will be encouraged from university graduates. Exceptionally-gifted secondary school graduates with high levels of English language proficiency should also apply.

A selection of head teachers and inspectors/supervisors (2-3) should participate in the relevant English language course in order to reach either B1 level (head teachers) or B2 (inspectors/supervisors) with a view to participating in the pilot.

STRAND 2

If trainers at the selected TTI do not have appropriate levels of English, they will require training to take them to C1+/C2 levels of proficiency. This is a crucial requirement for a well-functioning pilot. It must be understood that in order to prepare adequately these trainers, in English language terms alone, this may delay substantially the project start-up date.

In addition to English language training, the trainers will also need to undergo training in the knowledge and skills associated with the introduction of EMI and teacher training, training in course and materials development with the aim of producing all relevant course modules and, finally, training in management as they will be taking on responsibility for the day-to-day running of the pilot. The assumption is that all course modules and materials will be developed during this training process and ready for use at the start of Stage 2, Phase 1 (see below). It is important to stress that materials in all modules must be written for the level of English appropriate for the trainees. The tutors on the English language specialist courses will need additional training in the teaching of English as a Foreign Language (EFL).

The **OUTCOMES** of Stage 1, Phase 2, are:

1. All teachers competent in English to enter training.
2. All trainers competent in English to deliver training.
3. All trainers competent in skills and knowledge to deliver training and to manage the TTI project on a day-to-day basis.
4. All relevant course modules and materials ready for training.
5. All training rooms to standard.

STAGE 2: CONSOLIDATION

PHASE 1: Deliver and Review

In this Phase, all course modules will be delivered to the three main training groups: P1-P3 teachers; P4-P8 teachers; English language specialists. Then the training will be reviewed for impact using a variety of qualitative and quantitative measures.

There are common modules for English language teachers. In the first stage of training, all trainees, i.e. P1-P3, P4-P8 and English specialist teachers should learn, through course modules, about multilingualism, literacy and reading theories, how children learn and store languages, transitioning from one language to another. In the second stage of training, P4-P8 teachers and specialist English teachers should undertake modules dealing with EMI techniques used during transition years such as appropriate code-switching for concept explanation, language support to make textbooks more comprehensible to learners, the inclusion of speaking, listening, reading and writing activities in content learning.

For English specialist teachers (who will also have attended the modules described above), separate modules should be oriented towards teaching EFL and how to support students and teachers (in terms of English), which will facilitate their understanding of subject-related content and vocabulary. (See above for module/course content.)

Both formal and informal feedback from trainees and trainers will need to be gathered immediately following the delivery of modules, using focus groups, face-to-face interviews and paper-based questionnaires. The aim of review will be to determine to what extent the training has been effective, and what lessons can be learned. (In addition, all immediate feedback should be used to improve the quality of the delivery of subsequent modules.) One further need is to follow a sample of trainees (representative of the three main groups) over a six month period during which they are interviewed and observed in schools. School students should also have the opportunity to describe and narrate their perspectives about the new techniques.

It would be unreliable and unfair to base the effectiveness of the *pilot* training on learners' English language improvement and knowledge and understanding of content and apply it to a national context. This should only be done several years after the *national roll-out* of the new approach to teacher training.

STAGE 2: CONSOLIDATION

PHASE 2: Plan to scale-up and integrate

The final Phase of 2-3 years is straightforward. Dependent on circumstances, including financial, personnel and the functioning of TTIs and CECs, these new approaches to training could be rolled-out in a number of ways: nationally (i.e. in one year at all functioning TTIs and associated CECs and schools); at State level (i.e. throughout one State); at TTI level (either all at once or incrementally). For such an intervention to have national impact, it is advised that all States should have a fully-functioning TTI. It is not possible to have a successful training programme without one.

The **OUTCOMES** of Stage 2 are:

1. All planned modules and courses delivered to three cohorts (20-25 per group).
2. Pupils receive improved quality of education as a result of 60-75 teachers trained.
3. Course feedback gathered and observations of graduates conducted using standardised instruments.
4. All feedback reviewed and improvements to courses, modules and systems made in the light of the data.
5. Improvements to courses, modules and systems communicated to MoEST with advice and recommendations for future national roll-out of the programme.

The final outcome, after roll-out, is improved standards of English among all primary school teachers, improved English of pupils and improved learning of subject matter and content through EMI for all of South Sudan's primary school students. Implicit in this is a qualitative improvement in TTIs and CECs in courses and delivery of courses; a fully-functioning English language assessment system is in place.

The long term benefit is a significant shift in the quality of the intake to secondary level and a step towards helping South Sudan achieve its development goals.

5: RISK MANAGEMENT

There are a number of risks attached to implementing this policy. These are listed and addressed below:

1. It is beyond doubt that poor quality EMI can lead to failure in the education process and a danger in sentencing children to fail if their English is not good enough to master cognitively difficult concepts. At present, there is an immediate risk in a lack of qualified teachers in all areas of primary schooling. Added to this is that some more experienced teachers, who currently cannot teach P4-P8, do not have many teaching hours. They make a minimal contribution to the education of children. There are two solutions to this:
 - a) Organise training of such underutilised teachers, at a local level, e.g. at a designated school.
 - b) Sanction those teachers who are not willing to improve their English, within a specific time limit of (say) two years, with dismissal.

- c) Offer financial incentives to teachers as they progress through grades of teacher certification.
2. An additional, and related, risk is retaining good quality teachers. As teachers become more proficient in English after training, they often leave to get better-paid, more prestigious jobs, for example, working for the many NGOs in South Sudan. The solution, as above, is to offer financial and/or status incentives to stay or to contractually oblige teachers to stay for a minimum period of time (say five years) after receiving training.
 3. The English Language Curriculum, and some textbooks used in subject content, may be too difficult (see Appendix 1). In addition, there is poor quality English teaching from P1-P3 and ineffective transition to EMI through P4-P5. As a result, pupils in P6 are insufficiently prepared for full EMI. Some cannot catch up and drop out of school. The very high dropout rate is revealed in EMIS data. The most appropriate solution, at this time, is to carry out a review of the English Language Curriculum with the aim of ensuring a smoother transition to EMI as, without it, there is a risk that Policy implementation will be compromised.
 4. The implementation of Policy requires careful, structured management with a strong focus of the pilot management at TTIs as this is where teaching and training expertise resides; it is at this level that adjustments may be needed as the pilot progresses. There is a risk that if this is not incorporated within existing and planned MoEST, State and County structures, that the results of training will be negatively affected.
 5. It is understood that there are plans to further fund TTIs, CECs and English language courses. There is a further need to allocate funding for the national roll-out of the Policy, initial national surveys of teachers', head teachers' and inspectors/supervisors' levels of English proficiency, and funds to create a national English language testing system as without these elements, the Policy cannot be implemented.