17.viii.2009

To: Directors General, SMoEs

Subject: report on payroll implementation; operational guidance on pay, grading and output

Dear Colleagues

This letter has three related purposes:

1. To congratulate you on progress to date on implementation of the new payroll system, and encourage continued high performance
2. To improve reporting of payroll information to GoSS, so that I may fulfil my accounting officer duties
3. To set clear guidelines on grading and output

1. Congratulations

The first purpose of this letter is to congratulate you on progress made in implementing the new payroll system. All ten states and MoEST, have now demonstrated their technical capability to use the new system, most have made progress on cleaning up their paylists and focusing spend on teachers, and a number of states – and my own team here at MoEST HQs - have now been using the new system successfully for up to half a year.

The attached presentation, which I gave to a group of Ministers, legislators, senior civil servants and partners, summarises progress to date. It will also be discussed at the Governors' Forum, and I and HE Minister shall be writing individually to a number of SMoEs whose progress has lagged, inviting DGs and Ministers to visit us in Juba urgently to agree a way forward.

Progress achieved is a consequence of sustained effort at all levels, but MoEST is aware of and very grateful for the especial efforts – working late nights,

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Ministry of Education, Science and Technology
weekends, travelling extensively, dealing with complex information and working under pressure - that many officials, in particular younger colleagues, have made. These efforts have brought credit to the education sector, and an evolution of the system we have piloted is now to be rolled out first to the health sector and then to the whole government, contributing materially to the Public Sector Reform programme.

2. Reporting of payroll information to GoSS

There is a clear need to improve the system through which payroll information at the state level is communicated to the GoSS.

As part of the new system, MoEST has repeatedly asked for payroll data to be sent to Juba following payment of salaries each month. This is supposed to be done by SMoE payroll managers sending an electronic copy of the payroll tool, which include lists of all staff receiving salaries. However, this information rarely arrives in Juba unless specifically requested on each occasion, and in some cases, there may be some reluctance on the part of SMoEs to disclose it.

In order to ensure the effective administration of education across all parts of Southern Sudan, and for me to discharge my Accounting Officer duties correctly, it is essential that I and the senior management team at MoEST receive detailed analysis of salary payments made in each state, each month. For this analysis to be produced, the MoEST Payroll Unit must receive copies of the electronic tools.

I appreciate that operational conditions are not always easy, that the irregular flow of conditional grants does not make your lives any easier, and that the electronic payroll tool files are, because of the volume of data in them, relatively large. It may sometimes be necessary to ask partners to assist with email connectivity, or, if necessary, to send soft copy on a CD or flash disk to us on one of the regular flights to Juba from all of the state capitals. But, one way or another, please may we agree that this information must flow, within five working days of paysheets being produced?

To further strengthen accountability in the system, we are also introducing quadruplicate, in place of duplicate, payroll paper.

The GoSS Payroll Unit have recently introduced new quadruplicate payroll paper. This is to ensure that following payment, copies of the signed paysheets can be given to each of:

- School

Government of Southern Sudan
Ministry of Education, Science and Technology
• County Education Office
• SMoE
• MoEST Payroll Unit

Therefore, following payment of salaries each month, hard-copies of the paysheets, with staff signatures, should not only be returned to the SMoE but also to the GoSS Payroll Unit, to enable inspection and analysis.

**No reporting means no more money**

I am aware that operational difficulties can make it difficult to turn reports around quickly. There is no point setting rules people of good will cannot follow. With this in mind, I propose that the release of the Education Conditional Grants each month to each SMoE should now be conditional on the GoSS Payroll Unit receiving a full report on the previous month-but-one’s pay from that SMoE: that is, for September conditional grants to be released, hard and soft copy reporting must have been received for July. This policy will now take effect from the release of the September conditional grants – giving you one month’s more time to prepare than set out in the presentation. Failure to provide the requested materials on time will lead to a delay in the release of money for salaries, and may be taken into consideration in allocation of conditional grants for 2010.

I also understand that in some States there have been issues with State Ministries of Finance and other stakeholders seeking to use other payroll systems. I wish to make clear that:

• The standard education payroll system is the only system mandated for use for education pay in Southern Sudan; it has been thoroughly tested, and MoEST has worked with MoFEP and MoLPS&HRD to ensure it satisfies all GoSS requirements
• Failure to use the system risks suspension of education conditional grants to the state in question

I invite you to refer to me any officials from other ministries who may attempt to take a different view.

3. **Guidelines on grading and output**

The grading of teachers and managers is out of balance.
Too many officials - and in some cases, teachers too - are being paid in Grades 2-5 while often too many teachers are paid below Grade 14. The detailed figures were set out in presentations to the ERDF in December 2008.

Far too often, the resources of the education sector are being consumed unnecessarily by over-graded staff; hard-working teachers are demoralised when they are paid less than a sweeper, and all the more when they see highly graded, but low-output, “fat cat” officials.

For understandable reasons, SMoEs have been reluctant, pending guidance from GoSS, to revise grades, even though there is recent precedent for downward regrading of e.g. old “super scales”.

I would therefore like to issue guidance on this issue:

- After entry to the service, grading goes with the post, not the person; for example, even if someone has been promoted to Grade 3 in the open cadre, if there is no Grade 3 post available and suitable for them, they are to be paid at the grade of the post occupied
- There are standard gradings for official and school posts, set out in the table below, which is based on that to be found in the Public Service Regulations and directions issued by MoLPS&HRD on February 3rd 2006; if, in a special case, these are to be exceeded, I expect to be notified by letter
- I would like all States to review gradings in the light of this guidance, amend nominal rolls and payrolls accordingly, and send me a short report of the exercise, summarising the number of changes resulting, to reach me by the end of October; again, non-compliance may affect flow of conditional grants, and allocation of conditional grants for 2010

Table 1: standard grades

<table>
<thead>
<tr>
<th>Grade</th>
<th>Grade Category</th>
<th>Title or Position (General)</th>
<th>School equivalents</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Super Grade</td>
<td>Secretary General</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Under Secretary</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
<td>Director General</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td></td>
<td>Director</td>
<td>(Exceptionally only, for heads of the very largest secondary schools)</td>
</tr>
<tr>
<td>4</td>
<td></td>
<td>Deputy Director</td>
<td>Heads of larger secondary schools</td>
</tr>
<tr>
<td>5</td>
<td></td>
<td>Chief Technical Officer/</td>
<td>Heads of smaller secondary schools</td>
</tr>
</tbody>
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Government of Southern Sudan
Ministry of Education, Science and Technology
<table>
<thead>
<tr>
<th>No.</th>
<th>Category</th>
<th>Position</th>
<th>Secondary Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>6</td>
<td>Administrative and Professional</td>
<td>Assistant Chief Technical Officer</td>
<td>Heads of larger (double stream) primary schools</td>
</tr>
<tr>
<td>7</td>
<td>Senior Inspector/ Officer</td>
<td>Inspector/ Officer</td>
<td>Heads of smaller (single stream or &gt;P1-8) primary schools (NB for schools of four classes or fewer, head is graded as a normal teacher)</td>
</tr>
<tr>
<td>9</td>
<td>Assistant Inspector/ Officer</td>
<td></td>
<td>Entry - graduates</td>
</tr>
<tr>
<td>10</td>
<td>Sub-Professional and Technical</td>
<td>Head Clerk, Head Accountant, Chief Secretary/ Storekeeper, etc</td>
<td>By promotion, non-graduates</td>
</tr>
<tr>
<td>11</td>
<td>Unclassified Skilled</td>
<td>Artisans etc</td>
<td></td>
</tr>
<tr>
<td>12</td>
<td></td>
<td>Senior Clerk, Bookkeeper, etc</td>
<td></td>
</tr>
<tr>
<td>13</td>
<td></td>
<td>Head mechanic, Senior Driver, etc</td>
<td></td>
</tr>
<tr>
<td>14</td>
<td></td>
<td>Clerk, Bookkeeper, Secretary, etc</td>
<td>Entry - non-graduates</td>
</tr>
<tr>
<td>15</td>
<td></td>
<td>Skilled worker</td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>Unclassified Unskilled</td>
<td>Messenger, Unskilled</td>
<td></td>
</tr>
<tr>
<td>17</td>
<td></td>
<td>Cleaner, etc</td>
<td></td>
</tr>
</tbody>
</table>

In due course, norms or "establishment limits" for school staffing, based around numbers of classes will also be set. This will be the next step towards more efficient education spending.

For the case of output, there is obviously a great variation in working conditions across our country. But I think it is not unreasonable to set a minimum teaching load of 25 * 40 minute periods per term-time week for primary/basic school teachers. This is effective immediately, and I encourage you to use this in managing school performance - my inspectors certainly will.

Thank you for your cooperation and efforts in improving the efficiency and outputs of the education sector for all participants, and enabling me to discharge my duties as accounting officer.

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*Ministry of Education, Science and Technology*
Yours sincerely

Lino Girkpio Wandu
Ag. Under Secretary, Ministry of Education, Science and Technology
Government of Southern Sudan

Cc. HE Minister of Education, Science and Technology, GoSS
H.E. Minister of Finance and Economic Planning, GoSS
H.E. Minister of Labour, Public Service and Human Resources, GoSS
T.E. State Ministers of Finance
T.E. State Ministers of Education
Under Secretary, Planning, MoFEP-GoSS
Under Secretary, MoLPS&HRD
DG, Budget, MoFEP-GoSS
Directors of Planning, SMoEs