GLOBAL INITIATIVE ON OUT OF SCHOOL CHILDREN

SOUTH SUDAN COUNTRY STUDY

Education 2030

Global Initiative on Out-of-School Children

South Sudan Country Study

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Foreword

South Sudan is a country of great opportunity. The country is one of the youngest countries in the world with vast opportunities in many sectors. As with any new country, development is important, and education is a vital component in a successful and sustainable future for all. This report is a call for accelerated action to bring South Sudan's children back to school. At least 2.2 million children across South Sudan are now out of school – a figure that is projected to rise, if nothing is done – and thousands more are at risk of dropping out, a by-product of the ongoing political and economic instability in the country. This report is part of a global initiative that highlights the challenges of, and recommendations for, addressing the issue of out-of-school children (OOSC) worldwide.

Even before the ongoing conflict and economic crisis, South Sudan made efforts to enrol OOSC despite the challenges, which remain to date, of extending access to education in remote areas and of addressing high levels of poverty and the complex socio-cultural dimensions of education. However, with the start of the conflict, the existing challenges – compounded by the new realities brought about by the crisis – have made educating all of South Sudan's children even that more daunting. Education has the potential to help children unlock a future for them that is peaceful and productive. It will, nevertheless, take the government, humanitarian and development actors, and local communities working together to meet South Sudan's OOSC where they are at and to ensure they have functional and safe schools to attend.

South Sudan cannot afford to lose its children to child labour, armed factions, child and early marriages, or life on the streets. While breaking through the many barriers that stand in the way to education for OOSC in South Sudan is not an easy task, it is a critically important one, and this report suggests concrete steps to begin the cross-sectoral and multi-pronged work it will take to reach, protect, and educate South Sudan's children.

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List of Acronyms

AES	Alternative Education System
AfDB	African Development Bank
ALP	Accelerated Learning Program
ANER	Adjusted Net Enrolment Rate
ASC	Annual School Census
BFAL	Basic Functional Adult Literacy
CECs	Country Education Centres
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CESA	Continental Education Strategy for Africa
CGS	Community Girls' School
CPA	Comprehensive Peace Agreement
CPI	Consumer Price Index
CRC	Convention on the Rights of the Child
DSU	Data and Statistics Unit
ECA	Education Cluster Assessment
ECDE	Early Childhood Development and Education
EMIS	Education Management Information System
ERW	Explosive Remnants of War
EU IMPACT	European Union IMPACT
FAO	Food and Agricultural Organization
FSNMS	Food Security and Nutrition Monitoring Systems
GDP	Gross Domestic Product
GESP	General Education Strategic Plan
GER	Gross Enrolment Ratio
GEAR	General Education Annual Review
GIR	Gross Intake Ratio
GoSS	Government of South Sudan
GPI	Gender Parity Index
GUN	Greater Upper Nile
HFS	High Frequency Survey
IDPs	Internally Displaced Persons
IEC	Intensive English Courses
IIEP- UNESCO	UNESCO International Institute for Educational Planning
ILO	International Labour Organization
IPC	Integrated Food Security Phase Classification
MoGEI	Ministry of General Education and Instruction
NBHS	National Baseline Household Survey
NGEP	National General Education Policy
NGOs	Non-Governmental Organizations
NSFP	National School Feeding Programme
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OOSC	Out-of-school children
OOSCI	Out-of-School Children Initiative
PCR	Pupil Classroom Ratio
PEP	Pastoralist Education Programme
PLE	Primary Leaving Examinations
POC	Protection of Civilians
PTAs	Parent-Teacher Associations
PTR	Pupil-Teacher Ratio
REMIS	Refugee Education Management Information Systems
SDGs	Sustainable Development Goals
SPLA	Sudanese People's Liberation Army
SSP	South Sudanese Pound
SSHHS	South Sudan Household Health Survey

SSSAMS	South Sudan Schools' Attendance and Monitoring System
TTIs	Teacher Training Institutes
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute for Statistics
UNESCO	United Nations Educational, Scientific, and Cultural Organisation
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNMISS	United Nations Mission in South Sudan
USAID	United States Agency for International Development
USD	United States Dollar
WFP	World Food Programme
5DE	Five Dimensions of Exclusion

EXECUTIVE SUMMARY

South Sudan's short history of nationhood has not been kind to its children. In the wake of persistent fragility and conflict, at least 2.2 million school-aged children are estimated to be out of school with thousands more at risk of dropping out. The number of out-of-school children (OOSC) in South Sudan has increased in recent years and this trend is projected to continue, reaching over 2.4 million in the next two years, if present circumstances are maintained.

Although the country has made efforts to increase access to education prior to the country's conflict in 2013, barriers to education existed before the conflict including but not limited to extending access to remote areas, high levels of poverty, and socio-cultural dimensions, in which OOSC was a challenge before 2013. However, the challenges still exist in today's landscape across geographies and education levels as well as new challenges brought about from the conflict.

In terms of some of the challenges, girls are more likely than boys to be excluded from education in South Sudan – in some parts of the country, over 75% of primary-aged girls are not in school. Children in rural areas and those displaced by conflict are also amongst the most educationally-disadvantaged in the country, but nearly all South Sudanese children fit into at least one of the at-risk profiles, including children who are overage for their grade level, child labourers, children with disabilities, and street children, with a danger that the current schooling crisis will become the status quo.

This study analyses and uses available data to examine who and where these children are, unpacking the major barriers and bottlenecks that hinder school participation for so many children in South Sudan and mapping the existing policies and strategies that are in place to tackle these key issues. It culminates with a series of concrete, evidence-based recommendations for action aimed at enabling South Sudan's large out-of-school population to enrol in – or return to – school.

The report is a part of a global initiative to highlight the challenges of out of school children and builds on a study of out-of-school children (OOSC) in South Sudan that was initiated in 2013, updating the data to reflect the acute conflict that has occurred in the country since that time. South Sudan is among over ten (10) countries in sub-Saharan Africa[1] that have conducted national OOSC studies based on the Global OOSCI methodology since 2011, an endeavour that will contribute to addressing the stark realities of OOSC in the country (All in School, 2018).[2] The report employs methodological frameworks from the UNICEF and UNESCO Institute for Statistics (UIS) Global Out-of-School Children Initiative (OOSCI), including use of the "Five Dimensions of Exclusion" model, which targets OOSC in pre-primary, primary, and secondary school as well as those who are in danger of dropping out.

The data analysed in this study have been drawn from existing surveys and sources, including population projections data (2008-2020), South Sudan's Education Management Information System (EMIS) Annual School Census (2015 and 2016), the World Bank South Sudan High Frequency Survey (2015 and 2016), and the Education Cluster Assessment, South Sudan (2016 and 2017). Due to insecurity, parts of South Sudan have been consistently inaccessible, limiting the geographic coverage of the available data and, to date, making it prohibitively difficult to undertake a new data collection exercise. Estimates included in the study should, therefore, be viewed as conservative,

[1] See "All in School" - Some of the countries in sub-Saharan Africa that have conducted national OOSCI studies as part of the UNICEF-UNESCO Institute for Statistics Global Initiative on OOSC include Burkina Faso, Ethiopia, Ghana, Liberia, Nigeria, Sierra Leone, Democratic Republic of the Congo (DRC), Namibia, Zambia, Zimbabwe, as well as others. See the "All in School" website: http://allinschool.org/reports/regional-and-country-reports/ for published national OOSC reports.

[2] See the "All in School" platform hosted by UNICEF and UNESCO Institute for Statistics (UIS) at: http://allinschool.org/

gathered in accessible parts of the country where it is *more likely* that education services are being delivered; even so, they quantify a scenario in which the majority of children in South Sudan are excluded from education.

Profiles of OOSC

The profiles of OOSC in South Sudan and those who are at risk of dropping out are diverse and multi-faceted, which often further compounds the likelihood that a child is not in school. For example, if you are a girl in South Sudan, it is quite likely that you are not in school. However, if you are a girl who has also been displaced by conflict, this is even more true. If you are a street child, you are at risk of being out of school. If you are a street child with disabilities, you are even more vulnerable.

If you are a child in South Sudan, you are at risk:

- Across the country, in states with available data, more than 50% of five-year-old children, regardless of sex, were not enrolled in pre-primary school in 2015, thereby missing an important opportunity to gain the "school readiness" that will help them transition successfully to primary school. In some States, over 80% of five-year-olds were not in pre-primary education.[3]

- For children of primary school age, there is significant variation in the percentage of OOSC by geography (states and urban/rural) and sex. In general, primary-aged children start school late and, in 2015, nearly 75% of all six-year-olds and 59% of seven-year-olds were out of school. Children in rural areas are more likely to be excluded from school than those in urban areas; nearly 50% of all rural-dwelling primary school-aged children were found to be out of school with OOSC rates that were even higher for rural girls.

- More than half of secondary school-aged children in most parts of the country were also found to be out of school in 2015 with OOSC rates reaching almost 75% for girls in rural areas. Twice as many girls as boys did not have the opportunity to obtain a secondary education, and the proportion of girls who were not in secondary school in rural areas was twice as high as their peers in urban areas.

While at least 2.2 million children are out of school in South Sudan, there are also thousands of children who may be enrolled in school, but who are at serious risk of being excluded from education, including:

- *Students attending schools with incomplete education cycles* – More than half of enrolled students were attending schools with an incomplete cycle in 2015. Across the six states surveyed in 2015, more than 200,000 children, ages 10-17, were estimated to be at risk of dropping out of school due to attendance at incomplete schools. Between 2016 and 2020, an estimated minimum of one million children will be left out of school if primary school supply issues are not addressed.

- *Overage students* – More than 89% of primary school students and 93% of secondary school students were overage for their grade level across all states and children, irrespective of sex or the wealth of their family. If in school, most secondary school-aged children were still in primary school with only about 1% of 14-year-olds and less than 4% of 15-year-olds in secondary school – with even lower percentages for girls.

[3] Figures based on the High Frequency Survey (2015) and EMIS (2016) include the six former states with data available

- *Child labourers* – In some states, the majority of OOSC, ages 10-15, as well as many students in school were involved in child labour. In 2016, in the six former states with available data, over 86% of children attending school were also involved in child labour, putting them at risk of being unable to keep up their school participation due to work responsibilities.

- *Children displaced by conflict* – Children make up around 60% of South Sudan's 1.9 million internally displaced persons (IDPs), and at least 16,715 children are estimated to be missing, separated, and unaccompanied since December 2013. While available data do not allow for an estimate of OOSC rates for children of IDPs, recent data collection show a scarcity of schools across all levels and types of education in assessed "hard-to-reach" areas with high numbers of IDPs.

- *Girls facing child and early marriage* – In sub-Saharan Africa, South Sudan has the lowest proportion of female students enrolled in primary school and the second lowest in secondary school, in part due to the prevalence of child and early marriage as well as domestic responsibilities at home.

- *Child soldiers* – Since 2013, according to UNICEF, at least 19,000 South Sudanese children have become armed actors with the various factions. Children recruited as combatants have virtually no access to education during their time as armed actors; those who have been demobilized and have been enrolled in primary schools, including 6,280 children in 2015, likely face a range of physical and socio-emotional disabilities that make it participation in education challenging.

- *Children with disabilities* – National estimates tend to severely underestimate the numbers of children with disabilities; data generated by the MoGEI in 2015, covering seven former states, reported that 18,000 primary school students displayed a range of impairments. Additionally, more than 2,300 children are estimated to have been killed or hurt in the conflict, and 900,000 children suffer from psychological distress.

- *Street children* – Nationally-representative data on street children in South Sudan are not available; in general, since the 2008 census, household poverty, an increase in orphan-hood, and widespread displacement are among factors that have contributed to higher numbers of street children in the country.

- *Children in pastoralist communities* – At least 60% of the South Sudanese are engaged in pastoralism where, within communities, work in the cattle camps and being a young bride tends to be valued above formal education, although there are signs that this is beginning to change.

South Sudan's vision of transitioning to a knowledge-based economy rests on the education of these vulnerable groups of children.[4] If left unchecked, South Sudan's human resource development will be severely undermined by its high numbers of OOSC and at-risk children, who are in jeopardy of representing the country's future human capital deficit, rather than its potential.

[4] The "South Sudan Vision 2040" includes building an informed nation through education towards the country's economic transformation.

Barriers & Bottlenecks

South Sudan's OOSC are being excluded from education due to complex, inter-connected environmental, supply- and demand-side, and quality-related factors. While South Sudan has put in place policy frameworks to create an enabling environment for education for all children, implementation has been hindered by inadequate funding for education and the need to raise capacity at all levels of the system for efficient and effective education delivery. Coordination issues have been magnified due to the ongoing humanitarian crisis, making it difficult for the government and partners to invest in medium- to longer-term systems' building.

As a result, many of the essential inputs required for the provision of equitable, quality education remain in extremely limited supply in South Sudan. Key supply-side barriers to education in the country include: a dearth of teachers – particularly qualified and female teachers – in the classroom; limited schools or learning spaces during emergencies and in remote areas; a shortage of textbooks and learning materials; poor sanitation and water facilities in schools; long distances to schools; a prevalence of incomplete schools; unsafe schools; and little to no support services in schools for children with disabilities.

While South Sudan has made important strides in increasing enrolment over the last decade, financial barriers due to high levels of household poverty as well as socio-cultural beliefs and practice pose demand-side challenges that seriously affect many children's ability to participate in education. South Sudan has experienced a general economic decline, intensified by conflict, in its short history, and rising poverty levels make school fees overly burdensome and the opportunity costs far too high for many families to send their children to school (at least 66% of the population, and up to 80% in some parts of the country, are living below the poverty line). Socio-cultural beliefs and practices, including those that devalue education for girls or put children to work at a young age, also act as a major barrier to a child being in school.

Beyond the gaps in services that schools can provide, there are significant issues related to the quality of education that stand in the way of students being attracted to, and staying in, school. These include a largely untrained teacher workforce, high rates of teacher absenteeism (tied, in part, to teachers not regularly receiving their salaries), challenges in implementing a new curriculum and with the language of instruction, and limited monitoring and evaluation systems to assess if learning is taking place.

Policies & Strategies

The Government of South Sudan (GoSS) is committed to safeguarding the right to education for all citizens, and the MoGEI has pledged to enrol all children of school age over the next five years, in line with the draft National General Education Policy (NGEP), 2017-2027, and the medium-term General Education Strategic Plan (GESP), 2017-2022, which prioritize expanding access to children and adults who have not had a chance to go to school.

The NGEP, 2017-2027, notes that the challenges facing the government are "many and significant"; of these, and at the top of the list of priorities driving the policy reforms, is the challenge of OOSC. However, with that said, several OOSC profiles remain under-represented in the NGEP reform framework, notably child soldiers, child labourers, street children, and those displaced by conflict. GESP, 2017-2022 further offers MoGEI and its development partners a framework within which to identify and address the priorities outlined in the NGEP and, specifically, the OOSC crisis.

Recommendations

The sheer magnitude of the still-growing OOSC crisis in South Sudan and its critical ramifications for the country's human resource development make it critical that investment in reaching and protecting OOSC is prioritized by the GoSS and its partners towards an economically-stable and peaceful future for the nation. To guarantee education for all children, South Sudan's OOSC must be put at the centre of peace processes, humanitarian responses, and development efforts.

To create an enabling environment that will allow OOSC to enrol in school, investment in a robust education management information systems (EMIS) as well as a mapping of OOSC are critically important. In regards to EMIS, a national strategy for education is needed, and data collection and analysis must be strengthened as an immediate next step for the MoGEI and development partners such as UNESCO, particularly to fill in the data gaps at the state-level to better inform evidence-based policies and interventions. The EMIS system needs to facilitate analysis at decentralized levels of government to generate disaggregated data as to help better understand the unique context at various levels within South Sudan. Thus, building South Sudan's capacities in this regard will be needed to ensure a sustainable and reliable source of data. Furthermore, at the continental and global levels, South Sudan also has an opportunity to generate key education statistics and indicators to monitor commitments towards the Continental Education Strategy for Africa (CESA 2016-2025) and the Education 2030 – Sustainable Development Goal (SDG) 4 on Education as well as the implementation of national strategic roadmaps such as South Sudan's GESP, 2017-2022.

In terms of mapping of OOSC, different groups within South Sudan's population face unique challenges in terms of OOSC, including, but not limited to: children living in conflict-affected and remote areas (including children of IDPs), children with disabilities, child labourers, street children, girls, and pastoralists. Thus, contextualized policies and interventions are needed to ensure each marginalized group is effectively targeted. For example, girls may be less likely to attend school due to the lack of sanitary facilities, while pastoralists (whom are very nomadic and highly mobile) may not be able to attend traditional secondary schools. It is only once these children are identified and their unique reasons for exclusion understood that targeted, integrated interventions, which have been contextualized to address each state's challenges, can be put into place.

The environmental recommendations also call for the government, development partners, and communities to accelerate their collaborative efforts to reach South Sudan's OOSC through multi-sectoral, integrated approaches that focus on protection and the provision of relevant learning opportunities – including the skills development that will allow them to productively join the workforce – that are close to home.

Children will only come back to school if they have schools that are functional, with adequate, safe facilities (including clean drinking water and food), textbooks and learning materials, and trained teachers who can meet the learning needs of diverse student populations. Measures to address these fundamental building blocks of education – including the construction of classrooms, implementation of school feeding programmes, a focus on teacher training (including the urgent re-activation of Teacher Training Institutes and review of deployment policies), and roll-out of the revised curriculum – are prioritized in the supply-side and quality-related recommendations.

Breaking through the demand-side barriers to education also hinges on the accelerated collaboration of the government, humanitarian, and development actors to address the obstacle of

household poverty through conditional or unconditional cash transfers for targeted students and communities and to ensure access to education for the children of IDPs and refugee children. These recommendations emphasize the importance of alternative education programmes, particularly those that focus on literacy and skills development towards income-generation, to meet the unique needs of different groups of children.

Through committed partnerships, backed by sufficient financial and human resources at all levels of the system, South Sudan has the opportunity to turn the current OOSC crisis around, ensuring that *all* girls and boys in South Sudan – regardless of the geography in which they live, or the socio-economic status of their family, or the presence of any disabilities – can benefit from inclusive, equitable, and quality education.

CHAPTER 1: INTRODUCTION

1.1 Purpose of the study

Globally, by 2015, an estimated 263 million children and youth were out of school, of which 63.4 million children were of primary age (ages 6-11) and 61.1 million were of lower secondary school age (ages 12-14). A further 138.5 million 15 to 17-year-olds were out of school (UIS, 2018).[5]

Since the launch of the Global Out-of-School Children Initiative (OOSCI), over 40 countries, including states in sub-Saharan Africa, the Arab States, Latin America and the Caribbean, and Central and Eastern Europe, have conducted national studies to gauge the magnitude of out-of-school children (OOSC) in their country, identify key barriers to education, and examine policy options to redress exclusion from education.

In South Sudan, at least 2.2 million children are estimated to be out of school – a number that is projected to continue to grow if the status quo is maintained – making it the country with the highest rate of OOSC in the world. At present, approximately 75% of girls in South Sudan are not enrolled in primary school with further disparities that also disadvantage the education participation of children with disabilities, affected or displaced by conflict, and living in rural and remote areas.[6]

The Ministry of General Education and Instruction (MoGEI) in South Sudan has pledged to enrol all children of school age over the next five years, in line with implementation of the General Education Sector Plan (GESP), 2017-2022, which prioritizes expanding access to children and adults who have not had a chance to go to school. To fulfil the goals of the GESP, creating a system where even the most disadvantaged and marginalised groups are able to participate in education, it is imperative that South Sudan's many OOSC are identified and the root causes for their exclusion understood.

This report builds on a study of OOSC in South Sudan that was initiated in 2013, updating the data to reflect the acute conflict that has occurred in the country since that time. With the aim of providing concrete, evidence-based recommendations for action that will enable children to enrol in – or return to – school, this study, as overviewed in Table 1, analyses the profiles of OOSC in South Sudan, unpacks the major barriers and bottlenecks hindering school participation, and maps existing policies and strategies to tackle these key issues.

TABLE 1. OVERVIEW OF CHAPTERS IN THIS STUDY

Chapter Overview
Chapter 1: Introduces the purpose and structure of the study.
Chapter 2: Describes the country context, including an overview of South Sudan's education system.
Chapter 3: Outlines the methodology, data sources, and limitations of the study.
Chapter 4: Profiles excluded children in South Sudan, using available data to analyse who and where these OOSC are and why they are out of school.

[5] UNESCO Institute for Statistics (UIS). (2018). One in Five Children, Adolescents and Youth is Out of School. Retrieved from http://uis.unesco.org/sites/default/files/documents/fs48-one-five-children-adolescents-youth-out-school-2018-en.pdf

[6] UNICEF. (2017). 25 million Children Out of School in Conflict Zones. Retrieved from https://www.unicef.org/media/media_95861.html.

Chapter 5: Presents an analysis of key barriers and bottlenecks to education that confront children in South Sudan with attention to environmental, supply-side, demand-side, and quality issues.

Chapter 6: Maps the **relevant international and national legal policy frameworks and programmes** to address the needs of OOSC, noting where gaps exist in the current national response.

Chapter 7: Suggests **recommendations for strategies** to help inform a coherent response to the challenge of OOSC in South Sudan.

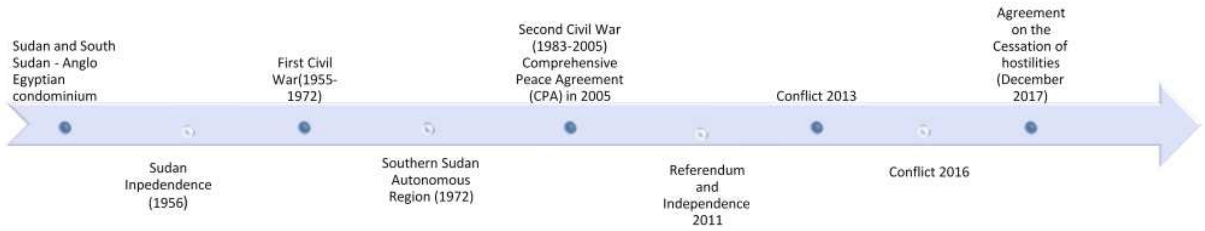
CHAPTER 2: BACKGROUND AND CONTEXT

2.1 Political background

Born out of a referendum on 9 July 2011 in which it seceded from a unified Sudan, South Sudan is the world's newest nation. The optimism and hope of new nationhood, however, was short-lived as political conflict broke out in South Sudan in 2013, and again in 2016. Millions of people have been internally displaced – or have fled to neighbouring countries – since the violence began. Ranked as the most fragile state in the world in 2018 for the second consecutive year (as well as in 2014 and 2015), the nature of the conflict in South Sudan remains unpredictable with agreements to honour cessations of hostilities between factions regularly coming under threat.[7] This ongoing fragility has severely limited South Sudan's opportunities to stem underdevelopment with sobering health, education, and livelihood consequences for its population.

The ongoing conflict is closely associated with political disagreements between government and non-government actors with historical inter-communal dimensions as well – in particular, along the symbolic role of cattle, raiding, and repeated cycles of revenge. Poor access to justice and the use of customary laws to resolve conflict have tended to exacerbate the conflict. A brief timeline of the conflict in South Sudan is depicted in Figure 1.

FIGURE 1. SOUTH SUDAN'S TIMELINE OF CONFLICT, PRE-1956 TO 2017

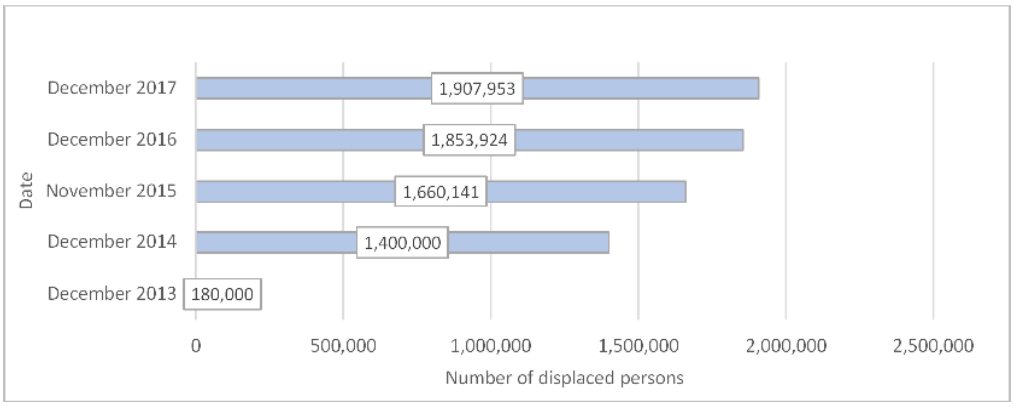


Source: Authors' compilation

The humanitarian crisis in the country has resulted in massive internal and external displacement, disproportionately affecting women and girls who account for at least 85% of the displaced population. The United Nations' Children's Fund (UNICEF, 2017) estimates that at least 16,715 children are missing, separated, and unaccompanied since December 2013. As shown in Figure 2, the number of internally-displaced South Sudanese stood at over 1.9 million in 2017, representing a remarkable upward spike since December 2013 when 180,000 people fled violence immediately following the first outbreak of conflict.

[7] Based on an assessment of social, political, and economic indicators that quantify the extent of vulnerability to instability, the Fund for Peace ranked South Sudan the most fragile state in the world in May 2017 and 2018 and the second most fragile state in 2016.

FIGURE 2. NUMBER OF INTERNALLY DISPLACED PERSONS IN SOUTH SUDAN, NATIONAL FIGURES (2013-2017)



Source: United Nations Mission in South Sudan (UNMISS) Updates. Authors' computation.

The former Greater Upper Nile (GUN), including Jonglei, Unity, and Upper Nile, states account for 60% of Internally Displaced Persons (IDPs) in South Sudan. Since 2013, in half of the 10 former states, at least 200,000 IDPs have sought protection in United Nations Protection of Civilians (POC) sites with a threefold increase since February 2014 when 75,000 IDP were sheltered in POCs across the country. Living conditions in the over-congested POCs are deplorable, with women and girls particularly vulnerable to sexual assault and other forms of violence (United Nations Mission in South Sudan (UNMISS), 2018). Demand for education in POCs is growing with many external partners playing a key role to support schools and to provide learning materials. However, resources to meet the needs of all students remain insufficient.

South Sudan is also host to 292,314 refugees from neighbouring countries. The majority of refugees (61%) are children from birth to 17-years-old. There are 57,331 children up to four-years-old (or 22%), 74,641 from ages 5-11 (or 26%), and 46,687 from ages 12-17 (15%) within South Sudan's the refugee population; 51% of refugees are women.[8]

According to UNHCR, the number of people leaving South Sudan as refugees represents the most acute refugee situation in all of Africa.[9] At present, 2.4 million South Sudanese are now living as refugees in neighbouring countries. In the countries hosting the majority of refugees from South Sudan, including Sudan, Uganda, Ethiopia, Kenya, Central African Republic, and the Democratic Republic of Congo (DRC), 63% of refugees are children between birth and 17-years-old, and 54% are women. Without the restoration of peace and stability in the country, the number of people to flee South Sudan as refugees is projected to climb to 3 million by the end of 2018.[10]

While humanitarian education actors are active in these refugee settings, globally, refugee children are five times more likely than their peers to be out of school; only 50% of refugee children are in primary school, 22% in secondary school, and only 1% in tertiary education (UNHCR, 2016). As is true around the world, the thousands of South Sudanese children who are refugees will face limited learning opportunities when, and if, they eventually return home.

[8] Mainly originating from Sudan, Central African Republic, Democratic Republic of Congo (DRC), and Ethiopia.
[9] Regional Overview - Regional Refugee Response Plan, UNHCR, January – December 2018.
[10] Countries that host South Sudanese refugees are Sudan, Uganda, Ethiopia, Kenya, Central African Republic and Democratic Republic of Congo (DRC). UNHCR. (2018). South Sudan Refugee Statistics: Population by Location, Sex and Age Group. *2018 South Sudan Refugee Response Plan – January – December 2018.*

Beyond internal and external displacement and the negative impacts on education, the political climate and ongoing conflict in South Sudan has exacerbated a serious food crisis and has left much of the population vulnerable, struggling with the psycho-social, health, and economic effects of exposure to ongoing cycles of violence.[11]

2.2 Geography and infrastructure

Covering a total land area of 619,745 square kilometres, land-locked South Sudan is bordered by Ethiopia, Kenya, Uganda, Democratic Republic of Congo, Central African Republic, and Sudan. In 2015, South Sudan's 10 established States were divided into 28 new States, which were then further divided into the present 32 plus one (Abyei Administrative Area (AA)) administrative States in 2015 (Republic of South Sudan, 2015).

South Sudan has a hot climate with two main seasons, wet and dry. Large expanses of the country are impassable for up to six months of the year due to flooding during the wet season. Although much needed to spur economic growth and ease population flow, the rehabilitation or expansion of existing basic infrastructure in the country – such as roadways and railways – remains limited, driving up the cost of local transportation (African Development Bank (AfDB), 2010).

2.3 Population

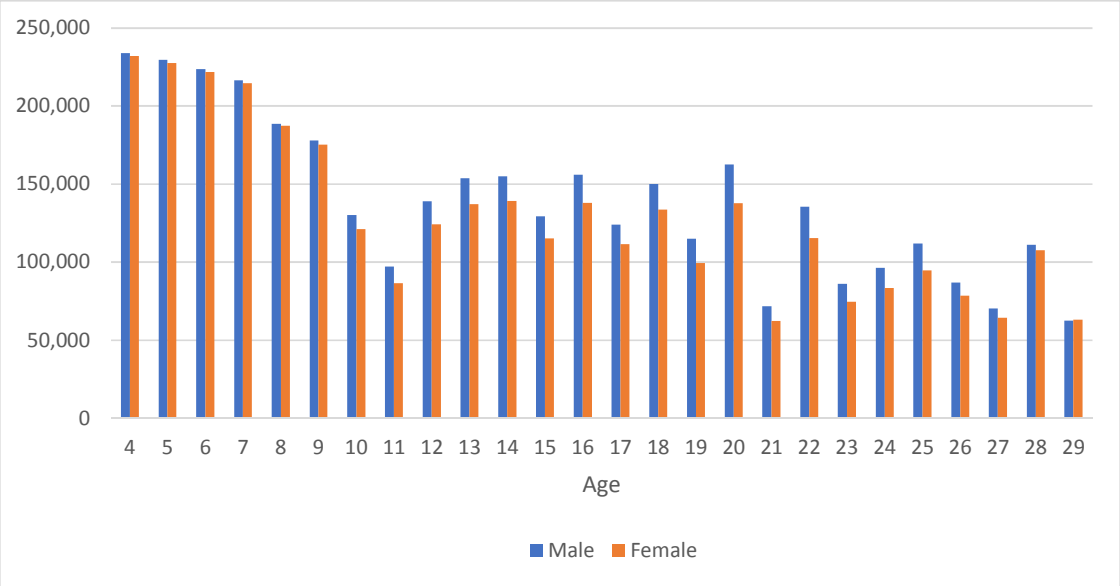
Estimated to have a population of 12.3 million people in 2018,[12] South Sudan is the least densely populated nation in Eastern Africa with a population density estimated at 20 people per square kilometre.[13]

According to the United Nations' Population Fund (UNFPA, 2017), South Sudan has the second highest annual population growth in the East African Community sub-region, with a 3.2% annual population growth rate (just behind Uganda with 3.3%). Since 2010, the population of South Sudan has increased by 27% with projections that the country will reach over 17.2 million people by 2030.[14] Total fertility in terms of live births fertility per woman is projected to reach 4.7 in 2020 (UNPD, 2016).

As shown in Figure 3, children of primary and secondary school age account for a large magnitude of the nation's growing population, making up 21% (over 2.5 million) and 8.6% (over 1 million) of the population, respectively. In 2018, five-year-olds (children of pre-primary age) accounted for 3.7% of the population. Less than 1% of the population is 65-69-years-old compared to 30-34-year-olds (5.7%) and 45-49-year-olds who make up 3.6% of the population, respectively.[15]

[11] See sub-section 2.6 for more data on the food crisis in South Sudan.
[12] Author's computation based on World Bank (2015).
[13] Population Pyramid. (2017). Population data for South Sudan. Retrieved from: https://www.populationpyramid.net/population-density/south-sudan/2017/
[14] UNESCO. (2011). Building a better future: Education for an independent South Sudan. *Education for All Global Monitoring Report Policy Paper.* Paris: UNESCO. Retrieved from https://en.unesco.org/gem-report/building-better-future-education-independent-south-sudan.
[15] Author's computation based on World Bank (2015).

FIGURE 3. SOUTH SUDAN'S POPULATION BY SINGLE YEARS OF AGE, 2018



Source: World Bank, 2015. Authors' computation.

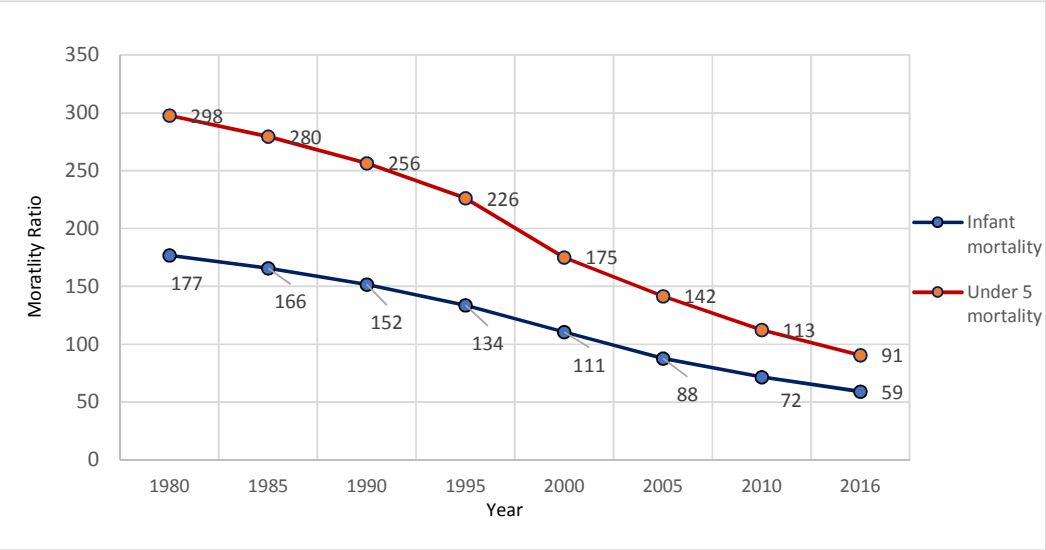
South Sudan is home to numerous ethnic groups, which are classified on the basis of common linguistic, cultural, and other ethnographic characteristics. The largest groups are Dinka, Nuer, Shilluk, Anuak, Bari, Lutuko, Murle, Madi, Moro, Belanda, and Azande. These groups are further grouped into three broad categories: Nilotics, Nilo-Hamites, and the Sudanics. The Nilotic group, which consists of the Dinka, Nuer, Shilluk, Luo, Acholi, Lango, live primarily in the Upper Nile and Bahr El Ghazal region of South Sudan. The Nilo-Hemites comprise the Bari, Latuko, Anuak, Murle Diding, and Toposa ethnic groups. The third grouping is the Sudanic, which consists of the Azande, Madi-Muru, and Bongo (South Sudan National Bureau of Statistics (NBS), 2017).

2.4 Health

South Sudan has some of the worst health indicators in the world. Although the under-five child mortality rate, which represents the probability of a child dying before five years of age, has declined significantly over the past decade, as shown in Figure 4, it still stood at 91 per 1,000 live births in 2016. The infant mortality rate – or the number of deaths of children under one-year-old per 1,000 live births – has also dropped in the past decade, but remains far above the global infant mortality rate of 30.5 (2016) at 59 per 1,000 live births in 2016 (UNICEF, Global Databases, October 2017). Maternal mortality rates are the fifth highest in the world, with complications during pregnancy and childbirth the leading causes of death for women in South Sudan.[16]

[16] UNICEF. (2017). Making Childbirth Safer in South Sudan. Retrieved from https://www.unicef.org/infobycountry/southsudan_101459.html

FIGURE 4. UNDER-FIVE AND INFANT MORTALITY RATES IN SOUTH SUDAN, VARIOUS YEARS



Source: UNICEF Global Databases, 2017. Authors' computation.

A number of endemic diseases pose serious health challenges for South Sudan – malaria is particularly common and is the primary cause for morbidity for children under five. The country struggled to contain a cholera outbreak that began in June 2016, and UNICEF (2017) reports that close to 20,000 cases of cholera were registered (51% of whom were children) in the first eight months of 2017.

Only about half the population has access to safe drinking water and only 14% to safe sanitation facilities. With extremely high levels of food insecurity (see sub-section 2.6), UNICEF estimates that 250,000 children will be affected by severe acute malnutrition in 2018.[17]

There are also significant health consequences to the ongoing conflict; according to UNICEF (2017), more than 2,300 children have been killed or hurt in the conflict, and an estimated 900,000 suffer from psychological distress and need psycho-social support.

Public financing to the health sector is low, and between the fiscal years of 2012/13 and 2017/18, government financing for health has not exceeded 4% of the annual budgets (Ministry of Finance and Economic Planning, 2012/13 – 2017/18). According to the World Bank (2017), only about 40% of the population can access a health facility within five kilometres of their home.

2.5 Economy

The World Bank (2017) has noted that South Sudan's current economy shows all the signs of a war economy, including near macroeconomic collapse, risks of hyperinflation, and significant fiscal deficits and debt.

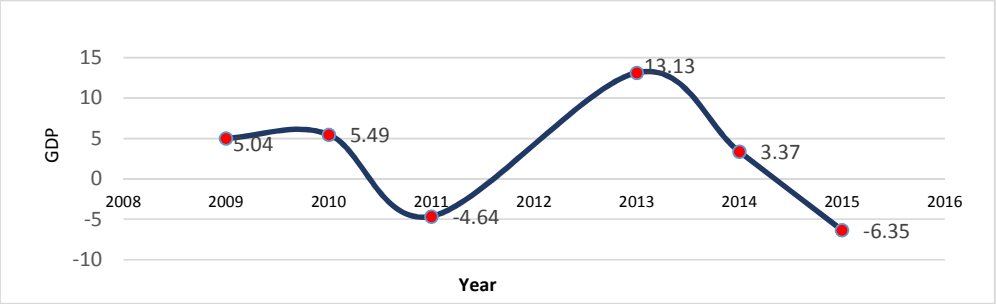
The economy in South Sudan relies heavily on oil exports, which contributes up to 60% of the Gross Domestic Product (GDP). Declining oil prices and production have seriously hurt the sector. Between 2012 and mid-2013, South Sudan temporarily halted the production of oil and shortly thereafter, in 2014, the global price of oil dropped from United States Dollar (USD) 100 per barrel to under USD 35 per barrel. Oil production fell from a peak of 350,000 barrels per day in 2011 to

[17] UNICEF estimate based on figures from OCHA. Retrieved from https://www.unicef.org/appeals/south_sudan.html

about 120,000 barrels per day in 2016/17. The service and manufacturing industries are grossly underdeveloped as is investment in the private sector. Close to 80% of the population relies on subsistence agriculture (World Bank, 2017).

The economy contracted by more than 10 percent in fiscal year 2016, with negative annual GDP growth prevailing in 2015 and 2016, as shown in Figure 5. It expected that these trends will continue with further contraction by approximately 6.1% in fiscal year 2017 (World Bank, 2017).

FIGURE 5. ANNUAL GDP GROWTH RATES IN SOUTH SUDAN



Source: World Bank, 2017. Authors' computation.

The value of the South Sudanese Pound (SSP) was at SSP 172 per USD in August 2017, a substantial depreciation since December 2015 when it stood at SSP 18.5 per USD. According to the World Bank (2017), based on the latest data, the annual Consumer Price Index (CPI) increased as high as 480% in 2016 and by 155% from July 2016 – July 2017, causing dramatic financial distress for many households throughout the country. Amongst the poorest urban households, poverty levels increased by more than half from 28% in 2015 to 62% in 2016 (High Frequency Survey (HFS), 2015 and 2016), and South Sudan was ranked at 181 out of 188 countries by the Human Development Index in 2016.[18]

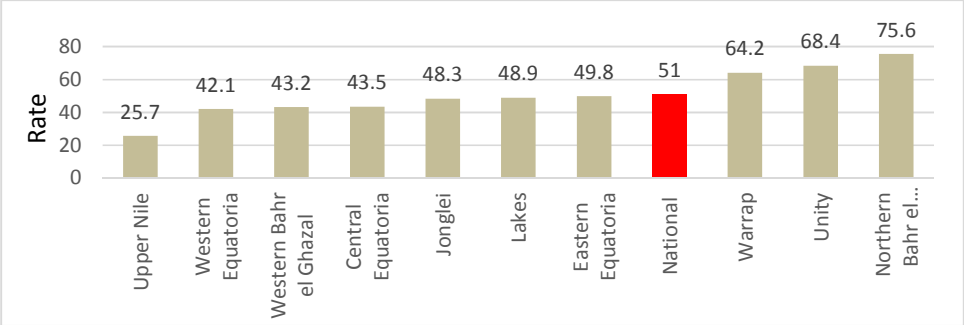
While South Sudan had virtually no national debt at the time of independence in 2011, under the recent economic crisis the national debt had risen to at least 15.5% of the GDP in 2017 (ADB, 2017).

2.6 Poverty

According to South Sudan National Bureau of Statistics (NBS) (2009), high levels of poverty are common across the country, exacerbated by successive episodes of conflict and macro-economic challenges. In 2009, slightly over half (51%) of South Sudan's population were living below the poverty line (USD 2011 PPP 1.90 poverty line). According to the NBS (2009), 55% and 24% of the rural and urban population, respectively, were living below the poverty line. As shown in Figure 6, at the time of the survey, over 60% of the population in the former Northern Bahr el Ghazal, Unity and Warrap States were living below the national poverty line compared to 25.7% in Upper Nile, 42.1% in Western Equatoria, and 43.2% in Western Bahr el Ghazal.

[18] The Human Development Index is a composite index that considers mean years of education, life expectancy at birth, and standard of living to determine a country's ranking.

FIGURE 6. INCIDENCE OF POVERTY IN FORMER STATES, 2009



Source: National Baseline Household Survey, National Bureau of Statistics (2009). Author's computations

While poverty levels were reduced to 47% in 2011, they reached 57% in 2014, and in 2015, according to World Bank's HFS in 2015, 68% of the population were estimated to be living below the poverty line. In the same year, the poorest households had up to 7.2 members, representing a higher dependency ratio compared to 4.9 household members in the richest households.

Recurring and unresolved conflict leading to displacement and the disruption of stable livelihoods, waves of food insecurity, and an almost undiversified economy have driven up poverty levels (World Bank, 2016). Urban poverty rose by 20 percentage points from 49% in 2015 to 70% in 2016; three out of four households headed by females were living below the international poverty line (USD 2011 PPP 1.90) and consuming 41% less than the international poverty line (World Bank, 2015 and 2016).

2.7 Food security

Forced displacement, climatic shifts, and the deliberate restriction of access to arable land by armed factions are directly impacting South Sudan's food security. According to the Integrated Food Security Phase Classification (IPC) for South Sudan, by September 2017, at least six million people were experiencing extreme levels of food insecurity. School-aged and younger children are exceptionally at risk; of the food insecure, one in five children is estimated to be below the age of five.

By January 2018, 48% of the population was considered as being in crisis or emergency with IPC classifying parts of the former states of Jonglei and Eastern and Western Equatoria, which represent an estimated 3.9 million people, in a state of stress. According to the IPC, the remaining seven former states, which include an estimated 4.3 million people, are in a state of crisis.

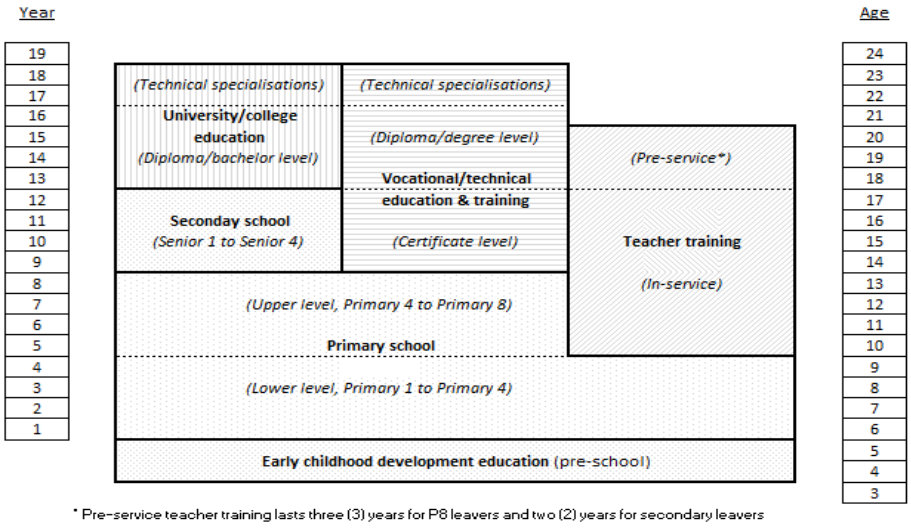
2.8 Education

Overview of the National Education System

South Sudan's General Education Act, 2012, articulates the three levels that comprise the country's Formal Education System, including pre-school, primary education, and secondary education. Pre-school includes two years of study and targets three- to five-year-old children. The primary education cycle is eight years, with the official entrance age set at six-years-old. Following completion of eight years of schooling, students sit for the primary school leaving certificate examinations, which are administered by the MoGEI in coordination with the state Minister of Education.

The secondary education cycle is comprised of four years in general education schools or technical and vocational education and training (TVET) centres, which award craft and artisan diplomas at the completion of the programs. Tertiary education in South Sudan includes university programmes which lead to either a diploma, bachelor's degree, or master's degree or teacher training institute (TTI) programmes, which culminate in a teacher training certificate.

Figure 6 provides an overview of the National Education Ladder, including education levels and associated official ages of children, in South Sudan.



Source: EMIS, 2016

The General Education Act (2012) recognises both public and private schools, with private schools being those owned and financed by individual(s) and non-governmental organizations (NGOs), religious denominations, and other civil society organisations. Schools are required to be registered by the relevant ministry and to follow the national school curriculum.

English is the official language of instruction in South Sudan from primary grade 4 (P4), although Arabic and mother-tongue languages are also used in some schools. In northern areas of the country, Arabic is primarily spoken, and there is a shortage of teachers who are fluent in English (MoGEI, 2017).

The National General Education Policy (NGEP), 2017-2027, is the national blueprint to implement the General Education Act, 2012, and the Transitional Constitution of the Republic of South Sudan, 2011. Article 29, Section 2 of the constitution states that "all levels of government will promote education at all levels and will ensure free and compulsory education at the primary level; they will also provide free illiteracy eradication programmes." Aiming to increase equitable access to general education, improve quality and management capacities at state and national levels, and promote TVET, in 2016, the MoGEI prepared the General Education Strategic Plan (GESP), 2017-2022, as a roadmap to implement the NGEP and the General Education Act (see Chapter 6 for more on the NGEP and GESP).

South Sudan's Alternative Education System

As mentioned, prior to the conflict, South Sudan had challenges in extending access to education in remote areas, high levels of poverty and socio-cultural dynamics unique to the country's context. To address the challenges many children face in accessing formal education, the MoGEI has

instituted an Alternative Education System (AES), consisting of several programmes that cater to overage students who have not had any prior exposure to education or who have previously dropped out. These programmes include: Accelerated Learning Program (ALP), Basic Functional Adult Literacy (BFAL), Community Girls' School (CGS), Intensive English Courses (IEC), and Pastoralist Education Programme (PEP).

The AES programmes are all flexible in nature; for example, the ALP is a condensed primary four-year course that allows students to sit the primary school leaving examination, while the CGS programme consists of a three-year course that mainstreams students back into primary education at Grade 5.

Education decentralization

The education system in South Sudan is highly decentralized with distinct responsibilities across the national, state, county, and community levels of government, as depicted in Table 2.

TABLE 2. OVERVIEW OF RESPONSIBILITIES AT VARIOUS LEVELS OF SOUTH SUDAN'S EDUCATION SYSTEM

Level 1: Key Responsibilities	**The Ministry of General Education and Instruction (MoGEI)**
	❖ Inspection and supervision of general education at all levels to ensure proper performance;
	❖ Formulation of education policies and national education strategies
	❖ Building the capacity of state Ministries of Education to plan and implement programmes
	❖ Coordination and administration of schools feeding programmes
	❖ Determining educational standards, through developing a national unified curriculum framework
	❖ Registration of education and training institutions;
	❖ Managing South Sudan schools and university examinations and other educational certification
	❖ Provision and management of technical training and teacher training institutes
	❖ Rehabilitation of schools and other educational institutes alone or in coordination with foreign donors,
	❖ Preparation and development of curricula for primary and secondary schools
	❖ Coordination of RSS and state government education policies and strategies
	❖ Formulation of an adult literacy policy
	❖ Expanding basic education through recruitment of teachers, curriculum development, increase the number of schools, accelerate learning and literacy programmes
Level 2: Key Responsibilities	**State Ministries of Education**
	❖ Delivery, administration and management of general education
	❖ Formulation of strategies, plans, and budgets based on the policies and strategies approved by the government of South Sudan
	❖ Coordinating the implementation of priority programmes in their states using allocated resources in an equitable manner state-wide
	❖ Monitoring and evaluating the delivery of education services at the county level and below to ensure a common standard of outcomes across the state
Level 3: Key Responsibilities	**County Education Departments**
	❖ Monitoring schools to ensure a common level of learning outcomes throughout the county
	❖ Monitoring School Management Committees to ensure a common level of resource management
Level 4: Key Responsibilities	**Payam Education Offices**
	❖ In conjunction with the Head Teacher, manage their schools
	❖ Monitor Head Teachers to ensure allocated resources are properly used in their schools

Source: General Education Act, 2012

Literacy levels in South Sudan

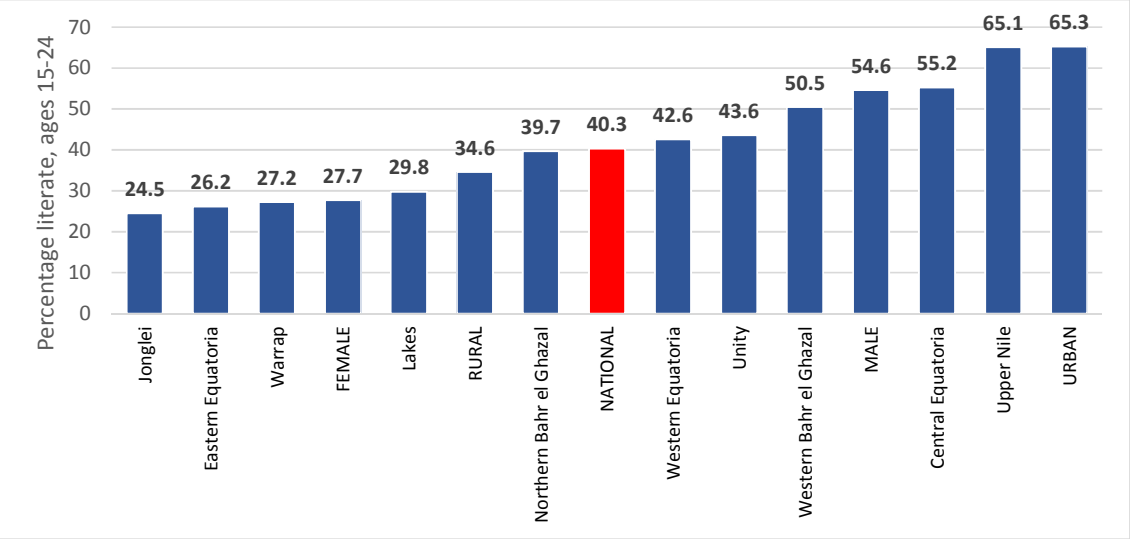
After decades of conflict and low investment in education, South Sudan has some of the lowest literacy rates in sub-Saharan Africa – and the lowest in the geographical regions of East and Central

Africa.[19] In 2009, the literacy rate for 15-year-olds and above was 27%, almost 40 percentage points below the sub-Saharan Africa average (64%). As shown in Figure 7, those between 15- and 24-years-old fared slightly better with a 40% literacy rate, although clear disparities exist between rural (34.6%) and urban (65%) areas (NBS, 2009).

There are also significant disparities between former states with four states (Eastern Equatoria, Lakes, Warrap and Jonglei) with recorded literacy rates of under 30% for ages 15-24. The slightly higher literacy rates in Upper Nile (65%) may be attributable to relatively lower levels of poverty (at 25.7%) compared to other former states – for example, Warrap and Lakes where 64.2% and 49% of the population, respectively, was living below the poverty line (ADB, 2010). At the time of the survey Eastern Equatoria and Jonglei also had higher incidences of poverty, at 50% and 48% of the population, respectively (ADB, 2010).

The underdevelopment of the general education system, which continues to suffer as a result of the ongoing conflict, seriously jeopardizes South Sudan's ability to improve national literacy levels.

FIGURE 8. LITERACY RATES OF 15 TO 24-YEAR-OLDS IN SOUTH SUDAN, 2009



Source: South Sudan NBS, 2009. Authors' computation.

Gender differences in education

South Sudan's National Gender Policy (2012) aims to advance gender equality in all facets of life, and South Sudan is a signatory to the United Nations Convention on the Elimination of all forms of Discrimination against Women (CEDAW), the Beijing Declaration (1995), and the African Union's Protocol to the African Charter on Human and Peoples' Rights on The Rights of Women in Africa (2003).

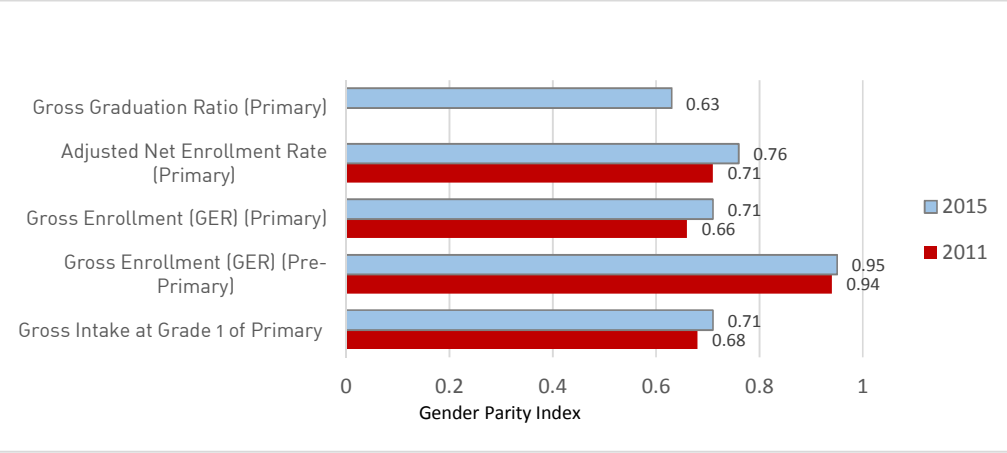
Still, in sub-Saharan Africa, South Sudan has the lowest proportion of female students enrolled in primary school and the second lowest in secondary school (UIS, 2018). Girls are grossly under-represented in South Sudan's education system, as illustrated in Figure 8 by the ratio of females to males for key education indicators. For example, in 2015, irrespective of the age, 71 girls were

[19] From 1972 to 2011, there was a particular dearth of physical infrastructure and qualified public administration personnel to support literacy efforts.

enrolled in primary school for every 100 boys (GER, gender parity index of 0.71), representing only a marginal increase from 0.66 gender parity in 2011.

Pre-primary has far more girls enrolled in school compared to other levels of education, and in 2015, for every 100 boys enrolled in pre-primary, 95 were girls (GPI 0.95). However, differences in girls' participation in education start early, the Gross Intake Ratio (GIR) at the first grade of primary school was 0.71 in 2015. Far fewer girls make it to the last grade of primary education. For every 100 boys completing primary school in 2015, only 63 girls completed the cycle (UIS, 2018).

FIGURE 9. GENDER PARITY INDEX FOR SELECTED INDICATORS, 2011 AND 2015



Source: UIS Data Centre, April 2018. Authors' computations.

Cultural and social factors play a role in keeping girls from transitioning from primary to secondary education, particularly following the onset of puberty.[20] South Sudan is ranked among the top twenty countries in the world with the highest prevalence rates for child marriage, and, according to the 2010 NBS survey, 45% of women, ages 20-49, were married before they were 18-years-old and 7% of women, ages 15-49, were married before turning 15-years-old. Of women ages 20-24, over half (52%) were married before they were 18-years-old.

Of these women, 20% of women with at least a secondary education were married, compared to 59% of those with no education (NBS, 2010). Globally, girls who have completed secondary education are six times less likely to become child brides and have better health and economic outcomes throughout their lives; under-five mortality rates also tend to be higher in child marriages (UNFPA, 2017).

Improvements in access to education in the past decade

In the years immediately preceding and following South Sudan's independence in 2011, there was a consistent upward trajectory in primary enrolment from 1,156,461 children in 2008 to 1,391,704 children in 2011, as shown in Figure 10. While enrolment decreased marginally to 1,253,967 children in 2015 (following the outbreak of conflict in 2013), by 2017, enrolment had risen again to 1,554,282 children.

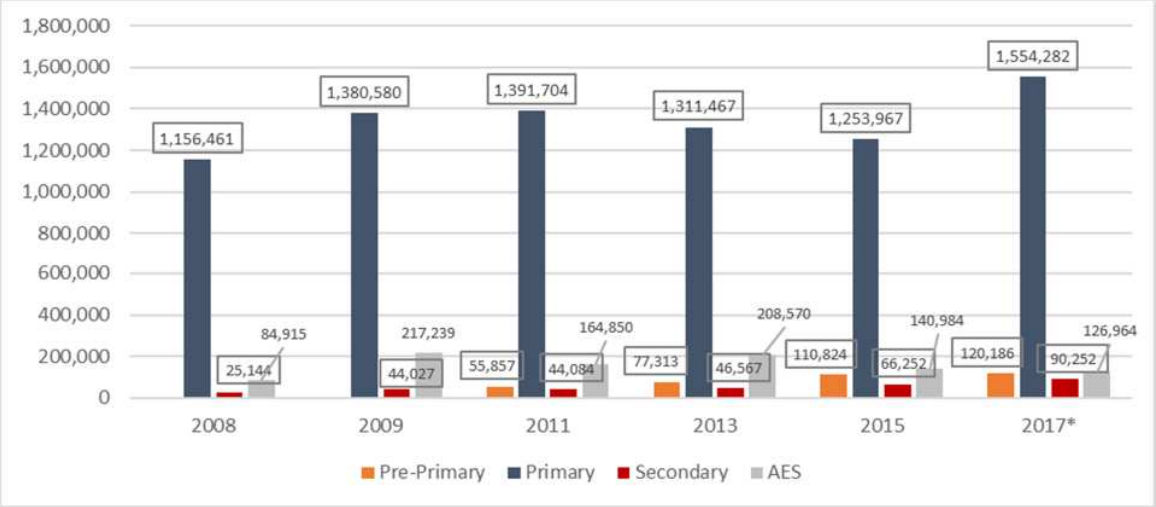
Participation in pre-primary education increased two-fold from 55,857 children in 2011 to 120,186 in 2017. For secondary school enrolment, the number of students more than doubled from only

[20] Data on enrolment trends at the tertiary level were not available.

44,027 students in 2009 to 90,252 in 2017. Those taking AES courses doubled from 84,915 students in 2008 to 164,850 students in 2011, decreasing again to 126,964 students in 2017.

While students enrolled in higher learning institutions are typically not covered under the analysis on OOSC, in 2008, just 2,324 students were enrolled in five universities in Southern/South Sudan, which grew to 23,968 students in 2009 in both public and private institutions. Participation in higher education has, however, decreased from 2009 to 16,258 students in 2012 (public institutions only) and to 11,108 in 2015 – the majority of whom were studying agriculture, social sciences, business, law, humanities and arts with few students in science, technology, engineering, and mathematics related programmes (EMIS, various years and General Education Annual Review (GEAR), 2017).[21]

FIGURE 10. ENROLMENT TRENDS IN SOUTH SUDAN FOR VARIOUS EDUCATION LEVELS AND YEARS

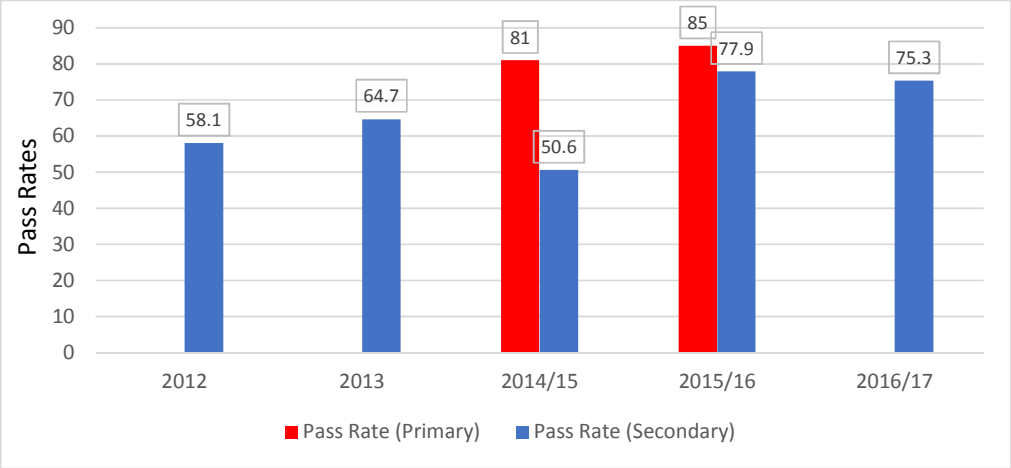


Source: Education Management Information Systems (EMIS, various years), General Education Annual Review (GEAR, 2017). Authors' computation.

Since 2012, the number of students sitting for the national South Sudan Certificate of Secondary Examination (SSCSE) has more than quadrupled from 1,372 in 2012 to 7,679 in 2016/17. Pass rates reveal positive trends, rising from 58.1% in 2012, to 64.7% in 2013, and to 75.3% in 2016/17 (see Figure 11). At the end of 2017, the South Sudan National Examinations Council administered the first unified Primary Leaving Examinations (PLE). In 2015/16, 85% of primary school students passed the PLE, a marginal increase from 81% in 2014/15 (GEAR, 2017).[22]

[21] 2017 data are based on the General Education Annual Review (GEAR, 2017). Figures represent 32 states. They exclude Terekeka state, which was not included in 2017 GEAR.
[22] *Ibid.*

FIGURE 11. PROGRESS IN PASS RATES IN SOUTH SUDAN, VARIOUS YEARS



Source: GEAR, 2017. Authors' computations

School life expectancy and participation in education

A child entering pre-primary school in South Sudan is expected to receive less than one year of pre-primary schooling. Primary school life expectancy was just 4.3 years in 2015, a drop from 5.57 years in 2011. At 3.58 years in 2015, school life expectancy for girls entering primary was slightly lower than boys (UIS, 2015). UNICEF (2017) projects that only one child in thirteen is likely to finish primary school if the crisis in the country continues.

In 2015, the primary level adjusted net enrolment rate (ANER) was 32.16%, a downward trend from 40.90% ANER in 2011.[23] The ANER for primary school girls was 27.7% in 2015 (compared to 33.9% in 2011). These low ANER rates signify that the majority of South Sudan's school-aged children are not in either primary or secondary school;[24] overall, South Sudan has an estimated 2.2 million children and youth that are out of school. It is these children and youth who are the focus of the remainder of this study.

[23] ANER is the total number of students of the official primary school age group who are enrolled at primary or secondary education, expressed as a percentage of the corresponding population.
[24] School life expectancy and ANER could not be computed for 2016 and 2017 due to data gaps.

CHAPTER 3: APPROACH AND METHODOLOGY

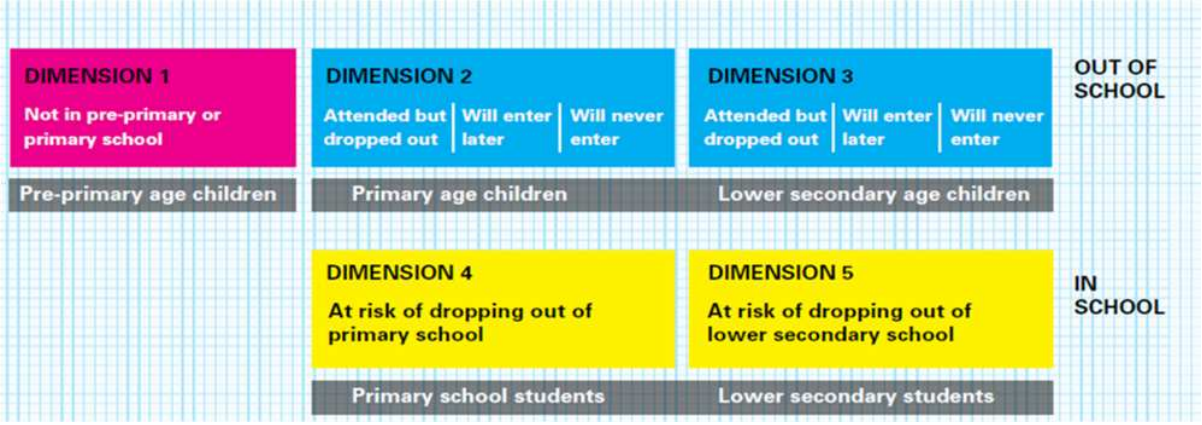
3.1 The OOSCI model and the "Five Dimensions of Exclusion"

The analysis of South Sudan's excluded children and their barriers to education in this study is guided by the Five Dimensions of Exclusion (5DE), as developed under the Global Out-of-School Children Initiative (OOSCI). The OOSCI was launched by UNICEF and the UIS in 2010 with the aim of reducing the number of OOSC globally.

The 5DE model includes five target groups of children and spans three levels of education: pre-primary, primary, and lower secondary. It focuses both on children who are out of school (Dimensions 1, 2, and 3) and those who are in school, but at risk of dropping out (Dimensions 4 and 5).

By taking a multi-dimensional approach to the issue of OOSC, the 5DE allows for the analysis of patterns associated with different exposures to schooling and of disparities that cut across the dimensions, with potential to improve the tracking and targeting of unique groups. The inclusion of dimensions that address children who are in school, but at risk of dropping out, aids in the linkage of issues and policies pertaining to education quality with those of access and enrolment. By including children from pre-primary, primary, and secondary, the model also underlines the importance of transition and the need for coherence in policies across school levels.

FIGURE 12. THE OOSCI FIVE DIMENSIONS OF EXCLUSION (5DE)



Source: Global Out-Of-School Children Initiative Operational Manual, 2015

In general, children who are of primary and lower-secondary age who are still in pre-primary or non-formal education are considered out of school and are included in Dimensions 2 and 3 (as pre-primary, although important, does not contribute to universal primary education).

The first two dimensions categorize OOSC by their age: primary age (Dimension 2) and lower-secondary age (Dimensions 3). These first two dimensions are further sub-divided into three categories, based on school exposure: children who attended in the past and dropped out, children who will enter school late (after the country's official school entrance age), and children who will never enter school.

Children in Dimensions 4 and 5 are in school, but face risks of being excluded from education. These children are grouped by the level of education they attend, regardless of their age: primary (Dimension 4) or lower secondary (Dimension 5).

Based on a consensus reached by the National Technical Team, for this South Sudan country study the five dimensions have been contextualized to better align with the national education system, as described in Table 3.

TABLE 3. CONTEXTUALIZED DEFINITIONS OF THE 5DE

Dimension	Description
Dimension 1	refers to five-year-old children who lack school readiness.[25]
Dimension 2	includes the out-of-school population who are of primary age (between 6 and 13 years old) and are not in primary or secondary education.
Dimension 3	includes the out-of-school children in the secondary school age group (between 14 and 17 years old) who are not in primary or secondary education.
Dimension 4	denotes any children who are in primary school but are at risk of dropping out.
Dimension 5	covers any children who are in secondary school but are at risk of dropping out.

The definitions used are in line with the overall aim of the OOSCI and aim to provide a basis for the development of an education system that meets South Sudan's needs for economic and social development.

3.2 Methodology

This study updates and builds upon a 2013 OOSC national study to reflect the effects on the education system (and OOSC, in particular) of the internal and external displacement, insecurity, and economic decline in South Sudan over the last five years. The Global OOSCI Operational Manual has been used as a guide for the study to ensure that it adheres to recommended global best practices, while also realistically reflecting the South Sudan context.[26]

Desk research for the study was undertaken from July to November 2017, with analysis of qualitative and quantitative data from several sources (described in sub-section 3.3), with projections calculated based on the available data. In tandem with the review, the conduct of the study provided opportunity to orient MoGEI personnel at the national level to opportunities to expand the scope of data and indicators used to monitor the education sector in general, and OOSC in particular. Focal points from the MoGEI and South Sudan's NBS were closely consulted to validate each step of the study process prior to the launch of the report.

[25] Dimension 1 only refers to children in the year immediately preceding the official entrance age into primary school (six in South Sudan). Pre-primary education is not compulsory in South Sudan, so five-year-old children who are not in school cannot be officially counted among those that are out of school; however, they can be considered among those who lack school readiness.

[26] UNICEF and UIS-UNESCO (2015). Global Out-Of-School Children Initiative Operational Manual. New York: UNICEF. Retrieved from http://unesdoc.unesco.org/images/0024/002475/247531e.pdf

3.3 Data sources

Administrative and household survey data were identified by the South Sudan education national technical team and other education stakeholders to provide, to the extent possible, the evidence for a comprehensive situational analysis and profile of OOSC in South Sudan. Data for the following sections of this report have been primarily drawn and analysed from:

- National Population Projections Data (2008-2020)
- Education Management Information System (EMIS), Annual School Census (2015 and 2016)
- World Bank, High Frequency Survey for South Sudan (2015 and 2016)
- Education Cluster Assessment, South Sudan (2016 and 2017)

The table below illustrates the level of geographic coverage of each of the main data sources. Data on the GUN states, comprised of Upper Nile, Jonglei and Unity, are not available. As noted in Table 4, in 2015 a mixed complementary survey was undertaken in these three states; however, the data were not deemed representative to serve the purpose of this study.

TABLE 4. GEOGRAPHIC COVERAGE OF THE DATA

Former State	EMIS		High Frequency Survey		Education Cluster Assessment	
	2015	2016	2015	2016	2016	2017
Central Equatoria	X	X	X	Urban households surveyed in 2015	X	X
Eastern Equatoria	X	X	X	Urban households surveyed in 2015 and 5 additional enumeration areas	X	X
Western Equatoria	X	X	X	Urban households surveyed in 2015	X	X
Jonglei	Mixed complementary report	-		-	X	X
Lakes	X	X	X	Urban households surveyed in 2015 and 5 additional enumeration areas	X	X
Northern Bahr-El-Ghazal	X	X	X	Urban households surveyed in 2015 and 5 additional enumeration areas	X	X
Western Bahr-El-Ghazal	X	-	X	Urban households surveyed in 2015	X	X
Upper Nile	Mixed complementary report	-		-	X	X
Unity	Mixed complementary report	-		-	X	X
Warrap	x	x		Urban areas	X	X

Where possible, analysis is focused at the state level; obtaining national figures was not possible as, for several years, some states were not covered by the available data sources. Efforts to obtain reliable data from alternative sources to fill the data gaps were inconclusive. To date, the data provided by most sources are based on the ten former states. This study, therefore, examines the OOSC profiles based on this structure, as opposed to the current 32 states, as created under Establishment Order 36/2015.

South Sudan Population Projections Data (2008-2020)

Population data is key for generating education statistics indicators for access, participation, and completion of education. For this study, population projections were provided by the National Bureau of Statistics and include state-level population data from 2008 to 2020. The data is

disaggregated by sex and age, based on the National Baseline Household Survey (NBHS), which was conducted in 2009 by the Republic of Sudan in collaboration with the Southern Sudan Commission for Census Statistics and Evaluation and the Central Bureau of Statistics of Sudan. The NBHS uses the 2008 census and a preliminary count of household per enumeration areas as its sampling frame.

Although these population projections are a useful source of information that reflect the future envisioned for the country before its independence in 2011, it is nevertheless challenging to rely on such projections for the generation of reliable indicators. Such indicators would typically combine population data and other administrative sources such as the EMIS school census data or would be used to provide comparison with indicators from a sample survey. Even based on a population census, population projection figures are unreliable in general and, in South Sudan, are mainly outdated – more than ten years old. They also tend to rely on assumptions about the future course of fertility, mortality, and net migration.

The population projections do not take into account the internal displacement that occurred between states following South Sudan's independence in 2011 or the consequences of the protracted insecurity in the country. For example, neighbouring countries that host as many as nearly two million South Sudanese refugees – a significant percentage of whom are estimated to be children – are not presently accounted for in national population estimates. Reliable state-level population estimates should reflect these population movement dynamics, both inside and outside the country. Estimates should also reflect individual state-level rates of fertility and how these rates can be affected by the social, political, and economic context prevailing in each state.

South Sudan also receives refugees from other countries in the region, and net migration needs to be considered in population estimates. For these reasons, and as it is not clear how the population estimates reflect movements resulting from armed conflicts after 2013, caution is needed in utilizing the current population estimates, particularly at the state level.

According to the South Sudan NBS, few births are registered, and nationwide, less than 30% of children have been issued a birth certificate. Without updated registration systems, the credibility of most nationally-generated age-related indicators is problematic. The planned surveys to assess population dynamics and health under the South Sudan NBS National Strategy for the Development of Statistics Program (2014-2020), which could potentially generate indicators on education at national and household or community levels, have not been conducted since 2011.[27]

Education Management Information System (EMIS) and Annual School Census

Every year, the Annual School Census (ASC) is conducted by the MoGEI's Data and Statistics Unit (DSU) of the Directorate of Planning and Budgeting, which manages the Education Management Information System (EMIS) in collaboration with state ministries of education.[28]

The DSU's census covers all public and private educational establishments in South Sudan and all levels and types of education – early childhood development, primary and secondary education, the AES, teacher training institutes (TTIs), TVET, and universities. While the publication of National Education Statistics Annual Report can be traced back to 2006, the South Sudan EMIS team began to perform its own data analysis in 2016. Prior to this, South Sudan's ASC was the responsibility of

[27] Including Population Census 2014, Gender Inequality, People with Disability and Adolescent Fertility Survey and Vital Registration System (VRS) and South Sudan Household Health and Demographic Surveys.
[28] MoGEI. (2017). National Education Statistics for the Republic of South Sudan.

the Sudanese People's Liberation Army (SPLA)'s Secretariat of Education, with support from USAID under the Sudan Basic Education Programme. The first school baseline assessment for what was then Southern Sudan was conducted by UNICEF's Operation Lifeline Sudan in partnership with Africa Educational Trust in 1998. The aim of this initiative was to establish baseline information on the operations and conditions of Southern Sudan's primary school system.[29] This baseline assessment was not analysed in this study (nor were nationwide surveys such as the South Sudan Household Survey 2010 and the NBHS 2009) as findings are now out-dated in relation to South Sudan's current situation.

The pervasive insecurity in many parts of South Sudan continues to challenge the implementation of a regular and comprehensive ASC, which was conducted in 2013, but not in 2014. In 2015, seven out 10 former states were covered, excluding Jonglei, Upper Nile, and Unity. In 2016, only six out of 10 former states were covered, excluding Jonglei, Upper Nile, Unity, and Western Bahr-El-Ghazal, and no ASC was conducted in 2017. Although the ongoing conflict continues to affect the coverage of the ASC, available data can be disaggregated at the school level, including enrolment by sex and age per grade from pre-primary to secondary education as well as for AES programmes.

Education Cluster Assessment, South Sudan (2016, 2017)

The Education Cluster Assessment (ECA), South Sudan, which was conducted in 2016 and 2017 to assess the situation in the sector and to inform strategic-level decision-making, has been drawn upon to describe the state of primary schools following the outbreak of violence in 2016. The ECA focused on formal primary schools and was administered to a representative sample of 400 urban and rural government and non-government primary schools in 76 counties, with an overall response rate of 393 schools. The survey allowed data to be collected at the county and school levels; county education officers and school heads were the primary respondents on questionnaires that further informed the assessment.

At the county level, the survey collected data on the number of functional and closed schools in 2016 and 2017 and identified the reasons for any closures. It also included data on school attendance and priority interventions required to support education.

School-level data for non-functioning schools included school access, reasons for closure, and the priority interventions necessary to make schools functional. The questionnaire on functioning schools covered weeks of education lost in 2015, 2016, and 2017 as well as number of attacks that the school faced. The survey also collected information on school enrolments, drop-outs and the reasons for drop-out, and irregular attendance for boys and girls as well as on school governance and support, teachers' presence and reasons for absence, and the availability of school meals and teaching and learning materials. While the 2016 survey was representative at national and states levels, the 2017 survey was representative at the national level only.

The survey had a number of limitations as the focus was only on formal primary schools, and enrolment data were not disaggregated by age or class attended. Moreover, at the time of the survey, there was no clear definition of what constituted an urban or a rural area in the country, leading to some inconsistency with the current system.

[29] Africa Educational Trust. (2003). School Baseline Assessment Report Southern Sudan.

High Frequency Survey (2015, 2016)

This study also uses data collected through the World Bank's High Frequency Survey (HFS) to identify, locate, and describe profiles of OOSC. The HFS, which was conducted in 2015 by the World Bank in collaboration with South Sudan's NBS, was designed to collect data from a representative sample to monitor the welfare and perceptions of individuals in all accessible parts of the country. The survey used households and individuals as the main units of analysis with data – representative at the state level – collected on household characteristics, individual age of the population, education status, literacy levels, migration status, and child labour. In 2015, the HFS was administered in both rural and urban areas in six of the ten former states, including Western Equatoria, Central Equatoria, Eastern Equatoria, Northern Bahr Ghazal, Western Bahr Ghazal, and Lakes states (with four former states inaccessible due to insecurity). In 2016, the HFS was administered urban areas in the same six former states, but also including urban areas in Warrap state.

Other data sources

South Sudan Schools' Attendance and Monitoring System (SSSAMS), the IMPACT database to monitor incentives paid to teachers, and the Food-for-Education database maintained by the World Food Programme (WFP) were all considered to inform the OOSC study, but these were deemed to have considerably lower levels of data coverage in comparison to the desired scope of the study. For instance, the SSSAMS covers over 4,000 schools, but is limited to primary schools only and, where there are challenges to maintain stable communication networks, data collection is generally not reliable.[30] Other databases are project-specific and monitor a limited number of schools; for example, the WFP database covers only 669 Schools in South Sudan,[31] while the Refugee Education Management Information System (REMIS), was launched in South Sudan in early 2018 as an additional module within EMIS to monitor the number of refugees enrolled in South Sudanese schools.[32]

3.4 Limitations

As alluded to above, the data sources utilized do have a number of limitations – data across sources is not always perfectly complementary, and coverage is not comprehensive due to inaccessibility resulting from the ongoing conflict. The HFS, for example, is relied upon as a major source of data, but did not collect data on education status by single years for children under the age of six. The HFS also did not specifically capture school attendance in the previous year and the current grade for children attending school. It was therefore not possible to generate data directly on the grade currently attended. Some assumptions were also made regarding repetition rates as those currently in school were also considered to have been in school during the previous year; however, in fact, a child may have completed a grade two years ago but repeated their current grade, dropped out after completion of that grade, and returned to school during the year of the survey.

In addition, many schools in South Sudan have an incomplete education cycle where less than eight grades of primary education are available, increasing the chances that a student may drop out of primary school. The HFS does not capture this aspect of the education system; thus it is not possible to determine the year a student completes a given grade, limiting the ability to estimate the number

[30] Notes from Directorate of Planning & Budgeting member who attended the Validation Workshop on 12 December 2017 in Juba, South Sudan.

[31] WFP Presentation during the Validation Workshop, 12 December 2017

[32] In 2018, REMIS is not sufficiently population to provide reliable data on the number of refugee children in South Sudan in or out-of-school within South Sudan's borders

of children who were not in school or had dropped out in the previous years (but were attending the year the survey was administered). Those who have never been in school before and were attending school for the first time should ideally be in the first grade of primary school, identifiable based on the magnitude of overage students for that grade (while assuming negligible or no repetition of over-age students in first grade). However, taking into account trends identified in both the 2015 and 2016 EMIS data and the emerging reasons for drop out, it is not likely that a student who left before completing secondary school will return to the formal education system. Despite limitations to identify the current grade of children attending school, the year of exit from school for those currently out of school, and the last grade attended or completed, the HFS is presently the only household-based data source to generate key indicators and profiles of OOSC at the state level in urban areas in 2015 and 2016, and in rural areas in 2015.

Given these issues (and the limitations in the coverage and focus of other data sources) and to guarantee the veracity of data analysed, it would be ideal to comprehensively collect data on the current status of education in all parts of South Sudan. However, insecurity has persistently rendered parts of the country inaccessible. Embarking on an entirely new data collection exercise that targets the bulk of educational institutions is, therefore, beyond the scope of this study.

Going forward, it will be extremely important to fill the data gaps around OOSC in South Sudan; however, it should be underscored that there is much that *is known* about OOSC in South Sudan. And the available evidence – gathered in accessible parts of the country where it is *more likely* that education services are being delivered – paints a bleak picture of the present reality and the likely future for most children in South Sudan if the government and its partners do not accelerate their efforts towards addressing the specific and diverse needs of South Sudan's OOSC.

3.5 Estimating the number of OOSC in South Sudan

It is not a straightforward exercise to estimate the total number of OOSC in South Sudan. There is, accordingly, some variation between sources on the total number of OOSC, although most cite a figure that hovers around two million.

The estimation of overall numbers of OOSC that is detailed below relies on figures drawn from a combination of data sources, utilized despite their limitations. The rates of OOSC generated from the HFS (2015) were used to project the estimates according to five scenarios that assume different OOSC rates for the states with no available data (Upper Nile, Jonglei, Unity, and Warrap).

To calculate the estimates, the population has been divided into two where P_1 is the total population of six to 17-year olds in the six former states that are covered in the HFS (2015), and P_2 is the total population of six to 17-year olds that are in the four states that are not covered in the HFS (2015).

As the federal government has no access to Upper Nile, Jonglei, Unity, and Warrap due to the prevailing insecurity of these areas and given that data collection exercises have not been possible in recent years because of this inaccessibility, it is assumed that learning is not happening for a large majority of children between six and 17-years old in these four states. The rates of OOSC are, therefore, *at least* the same as the average in the six states with available data from the HFS (2015).

The five projected scenarios include the following assumptions for the population of children, ages 6-17, in Upper Nile, Jonglei, Unity, and Warrap (P_2):

1. Assuming the same OOSC situation in P_2 as in the six states covered in the HFS (2015): Lakes, Northern Bahr el Ghazal, Western Bahr el Ghazal, Western Equatoria, Central Equatoria, Eastern Equatoria
2. Assuming an OOSC rate of 60% for P_2, where 40% of children (6-17 years) are in school
3. Assuming an OOSC rate for P_2 of 75%, where 25% of children (6-17 years) are in school
4. Assuming an OOSC rate for P_2 of 85%, where 15% of children (6-17 years) are in school
5. Assuming the hypothetical, worst case scenario that all schools in Upper Nile, Jonglei, Unity, and Warrap (P_2) are closed

The model also assumes that the rates of OOSC remain constant over the period of study, from 2015 to 2020. The raw estimates have been adjusted based on the annual average estimate of the population of six to 17-year olds among the South Sudanese refugees living in neighbouring countries since 2013.

$$OOSC_{i,a}(t) = u_i(t) * P_{1,i}(t) + w_i(t) * P_{2,i}(t) - R_i(t) + e_i(t)$$

t= 2015,.., 2020; i= male, female, male and female

u_i = rate of OOSC for i, in the six former states covered in HFS (2015)

P_1 = Total population of six to 17-year olds in the six former States covered in the HFS (2015)

P_2= Total population of six to 17-year olds that are in the four states that are not covered in the HFS (2015)

$w_i \rightarrow u_i$= rate of OOSC for i (60, 70, 85, 100), in the four former states not covered in HFS (2015), namely Upper Nile, Jonglei, Unity, and Warrap

a= age range of school-aged children (6-13, 14-17, 5-17, 6-17,etc.)

R_i= a fixed number across years for a given age range 'a' among South Sudan's refugee population who have lived in neighbouring countries since 2013. The projection of numbers of OOSC is based on observations from the past years; it is not possible, however, to project R_i per year due to the lack of time series over the years (there are only five observations available since 2013).

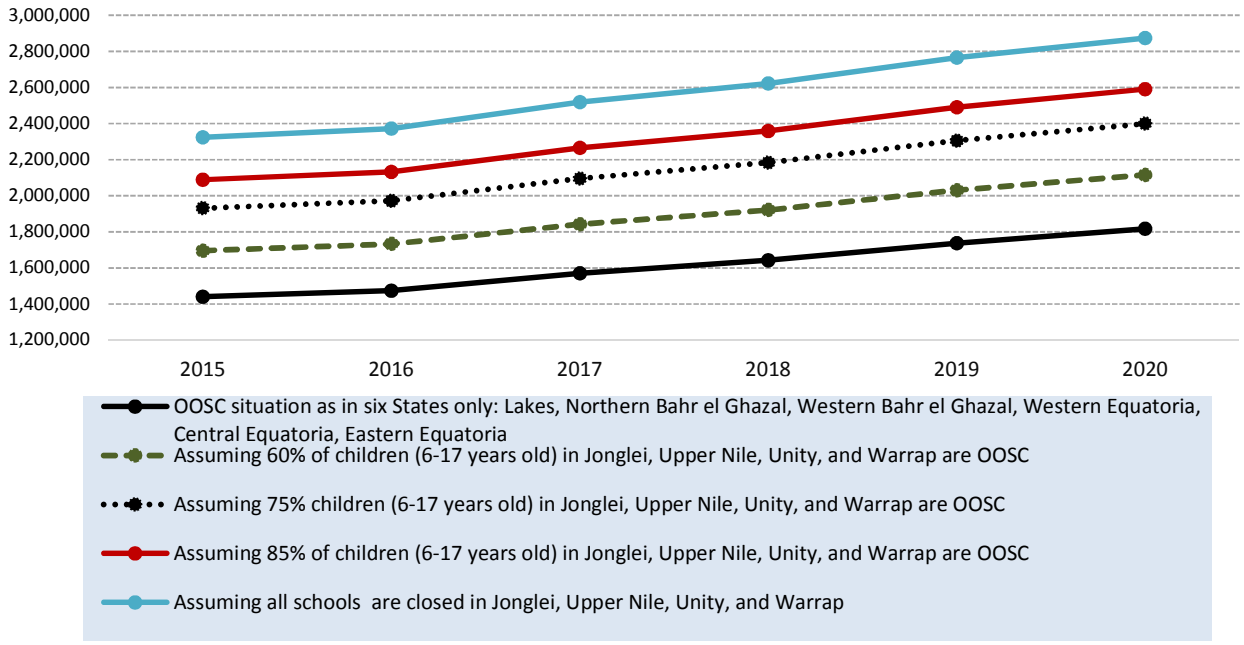
e_i = an error factor, including all parameters that can influence the OOSC phenomena positively (such as reducing the number of OOSC) or negatively (such as increasing the number of OOSC), but for which we have no control or figures to include in the model.

CHAPTER 4: PROFILES OF EXCLUDED CHILDREN IN SOUTH SUDAN

The vast majority of children in South Sudan are excluded from education. The reasons for their exclusion are many, and the profiles of OOSC children in South Sudan are diverse and often multi-faceted, further compounding the likelihood of a child not being in school.

In 2018, at least 2.2 million children in South Sudan are estimated to be missing the opportunity for education.[33] This number could easily increase to 2.4 million in 2020 unless the South Sudanese government and development partners are able to implement innovative programs to effectively reach the OOSC population. Figure 13, below, shows the range of optimistic to pessimistic scenarios for six to 17-year olds' participation in education throughout the country where OOSC rates representing the status quo in states with data, 60%, 75%, and 85%, and 100% (as the hypothetical, worst case scenario) have been applied to the population with no data available.

FIGURE 13. PROJECTED SCENARIOS OF OOSC IN SOUTH SUDAN



Source: Authors' computation

Figure 14, below, provides an overall snapshot on school attendance in South Sudan, by level and sex, based on data from the six former states covered in the HFS, 2015. The visual highlights the common phenomenon of late entry to primary school as nearly 75% of six-year-olds and 59% of seven-year-olds were not attending school.

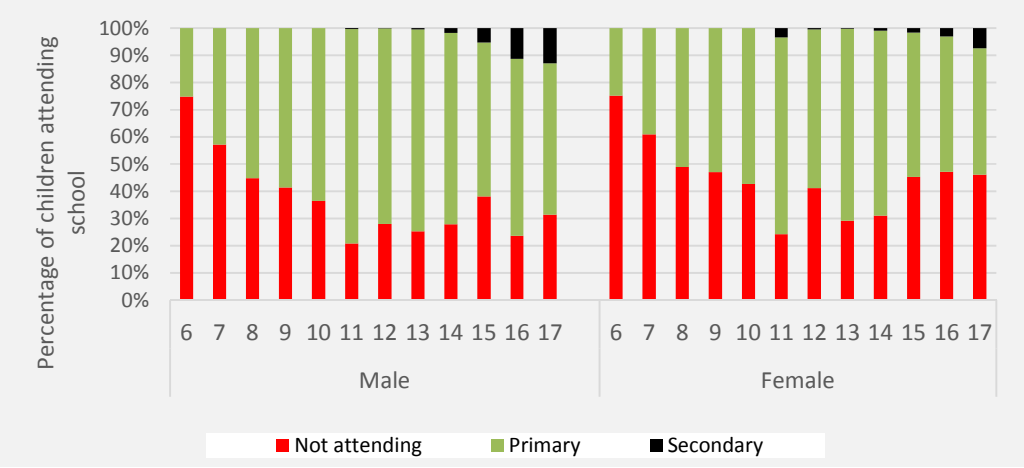
As depicted in Figure 14, OOSC rates steadily increased as children reached adolescence, ages 12-17, with more girls than boys out of school. If in school, the majority of these secondary school-aged children were, however, still in primary school with only 1.4% of 14-year-olds and 3.6% of 15-year-olds in secondary school. At age 18, 45.1% of boys and girls were not attending school, while

[33] Based on the formula and assumptions highlighted in Chapter 3, sub-section 3.5 and representing a mid-range scenario for the states with no data.

52.3% were still in primary school. Only 2.3% of 18-year-old students were in secondary school, and 0.2% were in tertiary education.

Figure 14 also illustrates that, regardless of age, boys and girls have an unequal chance to attend school with the proportion of boys attending school above that of the girls across all age groups (and most pronounced at ages 16-17). Girls also tend to reach secondary school later than boys; while 10.6% of boys were in secondary school at age 16, only 1.3% of sixteen-year-old girls were in secondary school (at age 17, 8.7% of boys were enrolled in secondary and 2.6% of girls).

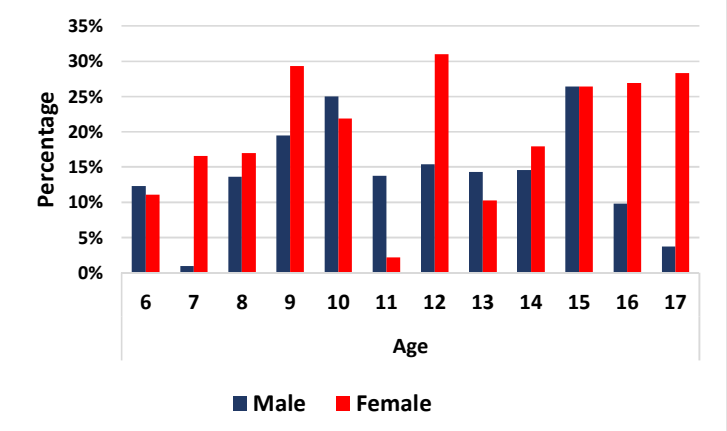
FIGURE 14. SCHOOL ATTENDANCE BY EDUCATION LEVEL, AGE, AND SEX



Source: HFS, 2015. Authors' computation.

Geographic location also matters in terms of education access as both boys and girls living in rural areas are less likely to be enrolled in school than their urban peers. Figure 15 illustrates the differences in percentages between urban and rural children at various ages; for example, attendance rates for 10-year-old rural boys were 25 percentage points below urban boys of the same age. The difference in attendance rates between urban and rural girls was the highest at age 12, at over 30 percentage points.

FIGURE 15. DIFFERENCE IN PERCENTAGE OF ENROLMENT BETWEEN URBAN AND RURAL AREAS, BY SEX AND AGE



Source: HFS, 2015. Authors' computation.

The remainder of this chapter examines OOSC under each of the 5DE in turn, to the extent possible quantifying the characteristics of those most excluded from education in South Sudan.

4.1 Dimension 1: Profiles of OOSC of pre-primary age

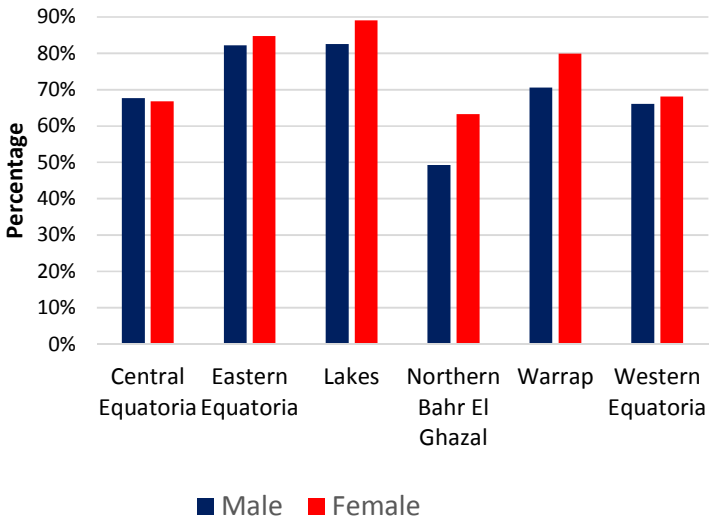
Sustainable Development Goal 4 (SDG 4) includes a target stipulating that, by 2030, all girls and boys should have access to quality early childhood development, care and pre-primary education so that they are ready for primary education. The first dimension of the 5DE therefore covers the number of pre-primary school-age children – defined as children who are one year younger than the official primary entry age of six-years-old in South Sudan – who are out of school.[34]

In the six former states with available data, more than 50% of five-year-old children – regardless of sex – were out of school. Within this, however, there is large variation by former state with OOSC rates that ranged between 49% and 83% for boys and 63% and 89% for girls (differences of 34 and 26 percentage points, respectively). The highest percentages of OOSC of pre-primary age were found in the former Lakes and Equatoria states, where more than 80% of five-year-olds were out of school (ASC, 2016).

Large numbers of OOSC at pre-primary level were also notable across the former Eastern Equatoria, Central Equatoria, Lakes, and Warrap states. While the former states of Eastern and Central Equatoria are generally considered to have better access to general education overall, this does not seem to translate to pre-primary education, which is largely provided through private entities and is likely to only be available in urban areas.

Overall, each year, more than 300,000 South Sudanese children are estimated to miss the opportunity to prepare for entry into primary school. Given the magnitude of internal displacement coupled with the regular influx of refugees into the population, this figure represents a conservative picture of the situation. Figure 16, below, depicts estimates of OOSC rates for five-year-old children by sex and state, as covered in 2016 ASC, while Table 5 shows estimates of rates and numbers of five-year-old OOSC by sex, based on EMIS 2016 data and population projections.

FIGURE 16. OOSC RATES FOR FIVE-YEAR-OLD CHILDREN, BY SEX AND FORMER STATE



SOURCE: ASC, 2016. AUTHORS' COMPUTATION.

[34] In South Sudan, official entrance age into pre-primary school is three years old for a duration of two years.

TABLE 5. RATES AND NUMBERS OF FIVE-YEAR-OLD OOSC, BY SEX AND FORMER STATE

state	OOSC rate			Dimension 1 (Not in pre-primary or primary school)		
	M	F	Total	M	F	Total
Central Equatoria	68%	67%	67%	19,301	18,574	37,875
Eastern Equatoria	82%	85%	84%	22,108	23,408	45,516
Lakes	83%	89%	86%	18,047	19,310	37,357
Northern Bahr El Ghazal	49%	63%	57%	8,584	11,725	20,310
Warrap	71%	80%	75%	17,402	19,587	36,989
Western Equatoria	66%	68%	67%	8,327	8,652	16,980

Source: EMIS, 2016. Authors' computation.

Indicators on early childhood care and education and pre-primary schooling in South Sudan show that limited attention has been paid to this foundational level of education. The proportion of children who enter primary school having attended pre-primary school is low; the South Sudan Household Health Survey (SSHHS, 2012) found that only 17% of children overall (23% living in urban areas and only 13% in rural areas) who gained admission to primary school had ever attended pre-primary school education. In 2012, Central Equatoria ranked the highest among the former states with 27% of children having attended pre-primary education before entering primary school.[35] Children belonging to the richest wealth quintile were also found to have had a four-fold chance of attending pre-primary education in comparison with children belonging to the poorest wealth quintile.

The large numbers of OOSC pre-primary-aged children – found across geographies, but particularly amongst the poor and those living in rural areas – should serve as a significant early warning sign for later exclusion. An important risk factor for children dropping out of education is non-attendance at the pre-primary level as children who do not attend pre-primary school often lack the "school readiness" (UNESCO, 2007) that will allow them to transition into and succeed in primary school.

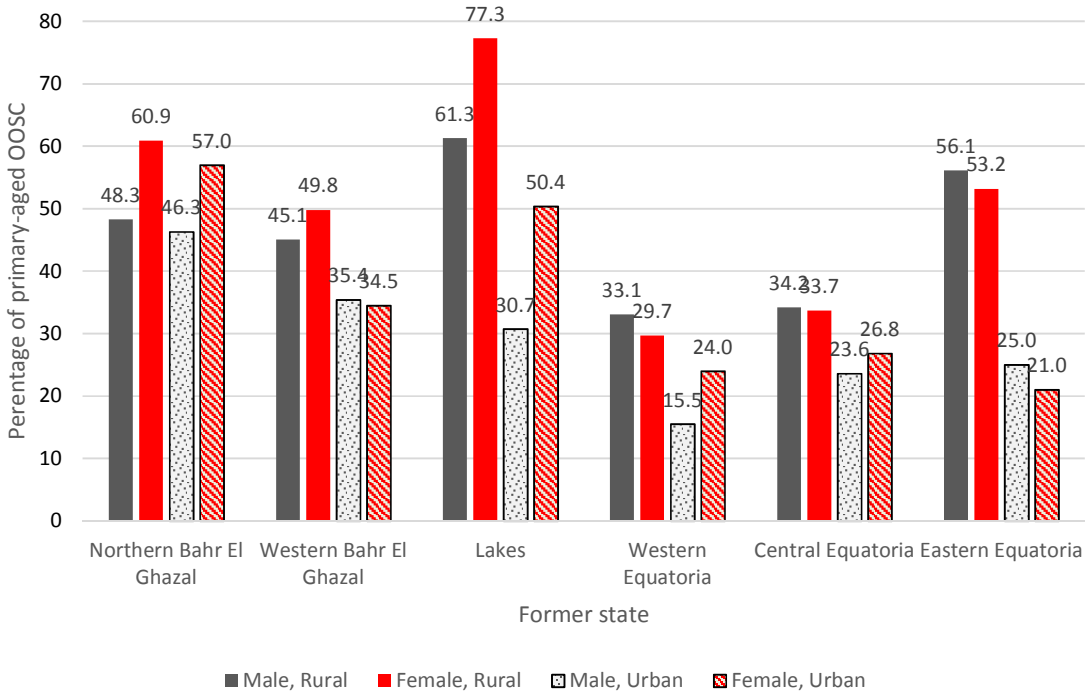
4.2 Dimensions 2: Profiles of OOSC of primary school age

In line with South Sudan's primary education system, primary-aged children are defined as those between six and 13-years old. According to the HFS (2015), in the six former states included in the survey, primary-aged girls living in rural areas within the former Lakes state were the most likely group to be out of school with OOSC rates of nearly 80%. Across Northern and Western Bahr El Ghazal, girls living in rural areas were also the most disadvantaged group in terms of primary school participation. In the former Equatoria states, however, primary-aged boys in rural areas were found to be slightly more likely than girls to be excluded from education. Primary-aged children in urban areas across states were somewhat more likely to be enrolled in primary school than their rural peers.

The range of OOSC rates between the six former states varied significantly with differences of 30 percentage points, for example, between boys in Northern Bahr El Ghazal (46.3%) and their counterparts in Central Equatoria (15.5%) and 36 percentage points between girls in Northern Bahr El Ghazal (57%) and Eastern Equatoria states (21%). Figure 17 presents a contrast between urban and rural OOSC rates and across former states amongst boys and girls of primary school age.

[35] Since then, these rates are likely to have been negatively impacted by the ongoing conflict.

FIGURE 17. OOSC RATES FOR CHILDREN OF PRIMARY SCHOOL AGE, BY SEX, FORMER STATE, AND ZONES OF RESIDENCE (URBAN AND RURAL), 2015



Source: HFS, 2015. Authors' computation.

In urban areas among the six states covered in the 2015 HFS, 29.7% of male primary school-aged children were out of school. Among these, 4.3% had dropped out, while 25.4% had never attended school. For females overall, 32.9% were out of school, 5% of whom had dropped out and 27.9% whom had never attended school. The OOSC rate at single age indicates that more than half of urban children, ages six to seven, were out of school in 2015, with the rate decreasing progressively to 14.6% at age 12.

Based on wealth quintiles, regardless of sex, OOSC from the poorest urban families were nearly twice as likely as their peers from the richest urban families to be out of school, at 44.3% and 24.1%, respectively. Data from the HFS also revealed that among OOSC, ages 10 to 13, in urban areas, 17% of those from poor families were engaged in child labour while only 3% from non-poor families were engaged in child labour. The survey found that the likelihood of OOSC, ages 10 to 13, in urban areas being engaged in child labour, regardless of sex, is concentrated at age 12 (14.1%) and 13 (12.1%).

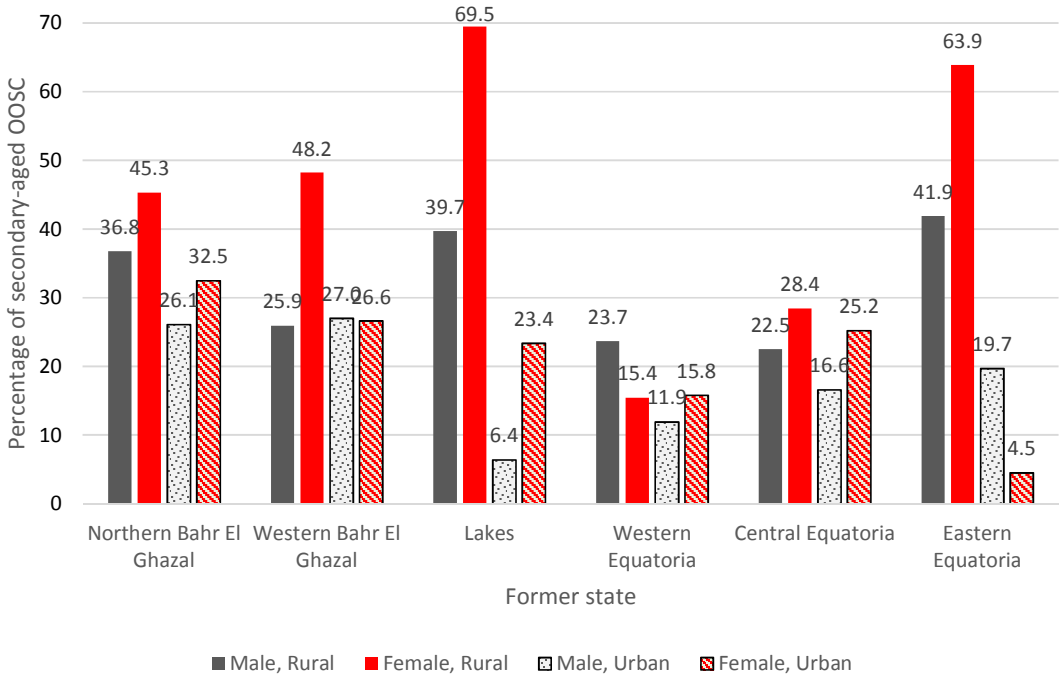
Findings from the HFS revealed that the severity of child labour varied from one former state to another (among OOSC and students ages 10 to 14), perhaps reflecting both the level of economic activities and the concentration of internally displaced population. The highest instances of child labour were found in Western Equatoria, Central Equatoria, and Eastern Equatoria, where more than 80% of OOSC, ages 10 to 13, were involved in child labour. In Eastern Equatoria, 52.7% of OOSC were involved in child labour, declining to 25.8% in Lakes and 22.3% in Northern Bahr El Ghazal. Overall, boys were more likely than girls to be involved in child labour at 84.3% and 68.3%, respectively.

In South Sudan, primary-aged children in rural areas were more likely to be excluded from school than those in urban areas with nearly 50% of all rural-dwelling primary school-age children out of school. For rural boys, based on the 2015 HFS data, the overall OOSC rate in 2015 was 47.3%, of which 4.3% had dropped out and 43% (the large majority) had never attended school. In rural areas, overall, 52.4% of girls were out of school, 3% of whom had dropped out and (again, the large majority) 49.4% of whom had never attended school. In terms of age, more than 50% of younger boys, ages 6-7, and girls, ages 6-9, were found to be out of school. The former Lakes state had the highest rates of OOSC, regardless of sex, reaching 77% for girls and 61.3% for boys. Western Equatoria and Eastern Equatoria had slightly less alarming rates of OOSC for children, ages 6 to 13, at around 30% for children of both sexes in rural areas.

4.3 Dimension 3: Profiles of OOSC of secondary school age

In South Sudan, secondary-age children are those between 14 and 17 years old. According to the HFS, in 2015 more than half of children of this age group living in Eastern Equatoria, Lakes, and Northern and Western Bahr El Ghazal states were out of school. There was significant variation in OOSC rates between states, sex, and geography with the most disadvantaged group being secondary-aged girls who lived in the former Lakes state and the former Eastern Equatoria state, where OOSC rates were almost 70% and 64%, respectively (see Figure 18). Overall, the former Lakes and Eastern Equatoria states had the highest overall rates of OOSC at 55% and 52%, respectively, while Western and Central Equatoria presented the lowest rates at 19% and 25% respectively.

FIGURE 18. RATES OF OOSC OF SECONDARY SCHOOL AGE, BY SEX, FORMER STATE, AND ZONE OF RESIDENCE



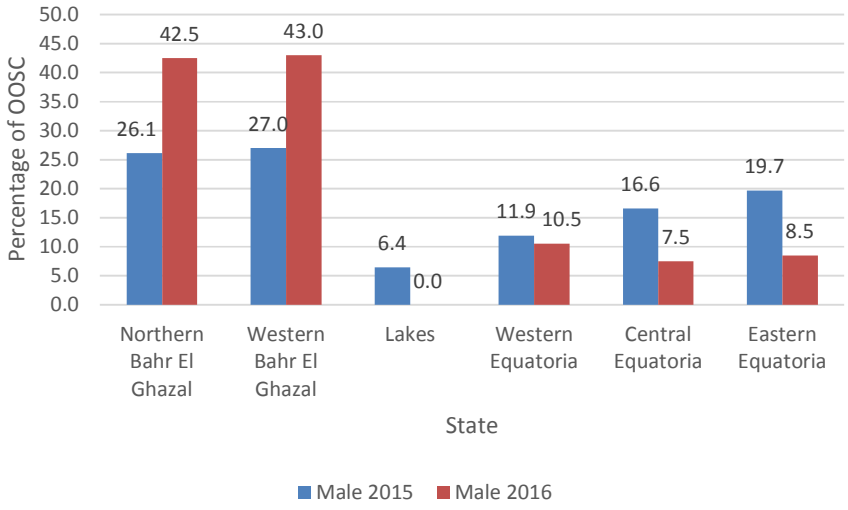
Source: HFS, 2015. Authors' computation.

The HFS (2015) also indicated that socio-economic status plays a role in school participation as twice as many children, ages 14 to 17, from the richest urban families had the opportunity to go to school than those from the poorest urban families (12.7% and 23.4% OOSC, respectively), with boys disproportionately affected.

Contrary to the trend observed among the primary school-aged children where the OOSC rate decreased with age, the OOSC rate increased for children who were 14 to 17-years old; the OOSC rate for 17-year olds was found to be nearly double the rate of 14-year olds. This can be attributed to several factors such as child and early marriages for girls and boys, pregnancy, overage students, and child labour.

Results from the HFS in 2015 and 2016 showed that in urban areas, 18.7% of secondary school-aged boys were not in school, with 7.9% having dropped out and 10.8% having never attended school. Between 2015 and 2016, in urban areas, there was significant increase in male OOSC in Northern Bahr El Ghazal and Western Bahr El Ghazal (15 percentage points). However, the OOSC rates for urban males showed decreases in the other four former states, particularly in Central and Eastern Equatoria, by an average of 10 points (see Figure 19).

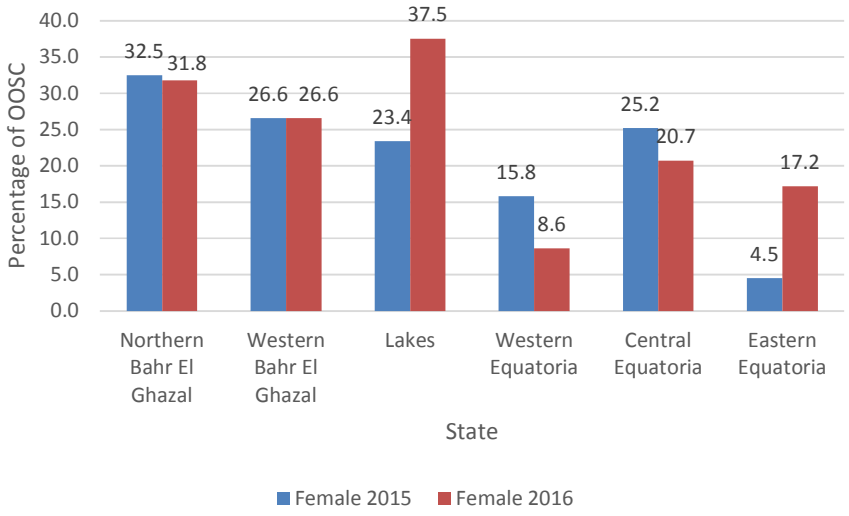
FIGURE 19. CHANGES IN OOSC RATES FOR URBAN BOYS, AGES 14-17, BY STATE, BETWEEN 2015 AND 2016



Source: HFS, 2015-2016. Authors' computation.

Amongst secondary school age girls in urban areas, 21.8% were out of school, including 12.4% of whom had dropped out and 9.3% of whom had never been to school. Between 2015 and 2016, there was a 14 and 12 percentage point increase in OOSC rates for urban girls, ages 14-17, in the former Lakes states and in Eastern Equatoria, respectively. Western and Central Equatoria, however, were found to have noticeably decreased the OOSC rate for urban girls (see Figure 20).

FIGURE 20. CHANGES IN OOSC RATES FOR URBAN GIRLS, AGES 14-17, BY STATE, BETWEEN 2015 AND 2016



Source: HFS, 2015-2016. Authors' computation.

In rural areas, 33.2% of boys of secondary school age were found to be out of school, of which 7.5% had dropped out while 25.7% had never attended school; this compared to 46.9% of rural girls who were out of school, of which 8% had dropped out and 38.9% had never attended. The proportion of girls who were denied their right to secondary education was twice as high that of boys, exposing them to the risk of either child marriage or child labour.

The proportion of girls of secondary school age that were out of school in rural areas was also twice as high as their peers in urban areas. In the future, girls in rural areas are projected to be four times less likely to attend school compared to girls in urban areas.

There was also a significant proportion of children who were of secondary school age, but who were enrolled in primary school – about 60% of male children in rural areas and about 50% of girls. Regardless of sex, this trend was consistent at state level, irrespective of the wealth quintile of the families in rural areas.

4.4 Dimensions 4 and 5: Profiles of children at risk of exclusion

The risk factors for school drop-out in South Sudan vary in magnitude and severity according to current political and socio-economic conditions in each of the former states. Considering the availability of only partial data and the volatile country context, it is difficult to quantify each factor, thereby painting a national picture of the magnitude of the OOSC crisis for these at-risk children.

However, it is possible to draw out some of the key factors associated with dropping out of school from the data that are available; these include: attendance at schools with an incomplete education cycle, being overage due to late entrance to primary education, being married young, recruitment into armed forces, internal displacement, engagement in child labour, disabilities, hunger, life on the streets, and being part of a pastoralist community.

At-risk profile 1:[36] Students attending schools with incomplete education cycles

In South Sudan, incomplete education cycles are prevalent in many schools increasing the risk of children dropping out of school as educational supply does not allow them to continue to the

[36] Profile types have been numbered for ease of reference, but do not indicate degrees of priority or severity.

appropriate grade. Among the six former states where the ASC was conducted in 2016, at primary level, nearly 10% of existing schools were not offering grade 4 and above, while 21% of primary schools did not include grade 5 and above.[37] In addition, at least 56% of primary schools were not offering grade 7 and above while 71% primary schools were not offering grade 8. In secondary school, 16% of schools were not offering grades 3 and 4, and 35% did not offer grade 4.

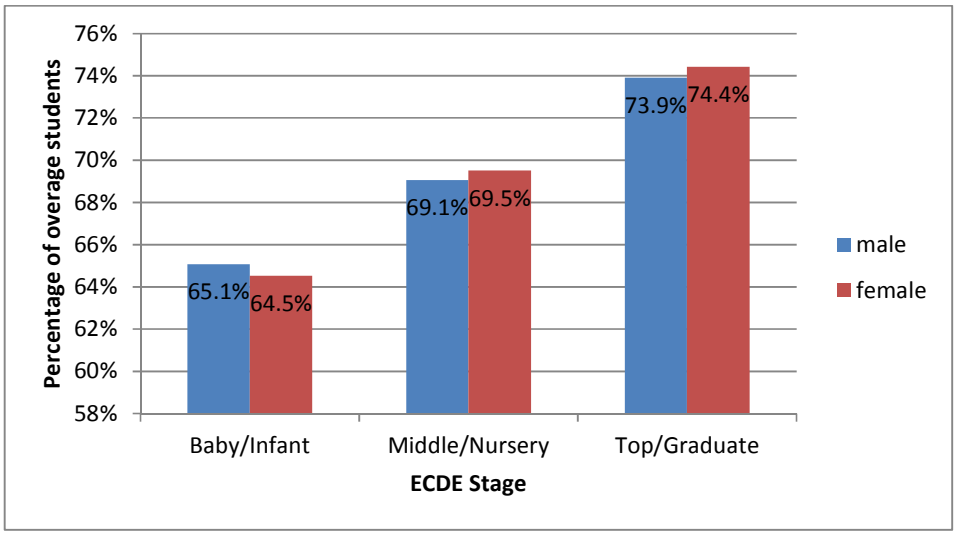
Amongst the primary schools (in the six former states with data available) that registered incomplete cycles in 2016, it is likely that 143,602 children dropped out in 2017 in the absence of the next grade level. This number is likely to increase to 169,376 in 2018 and to 189, 805 in 2019 with 66% of students dropping out every year before reaching grade 5.[38] Between 2016 and 2020, a minimum of one million children will be left out of school if primary school supply issues are not addressed. These values are conservative as they do not take into consideration children enrolled in the AES, who follow a formal equivalent stream and who will certainly drop out when there is no formal school where they can enrol to complete a given education cycle.

At-risk profile 2: Overage students

In South Sudan, late entry into school is a national trend, rather than an exception. Late entry affects all grades throughout the academic cycle in South Sudan and, although not a direct cause of children dropping out, is one of the compounding factors – taken alongside issues such as child or forced marriage – that increases the risk of children leaving school.

As illustrated in Figure 21, the issue of overage students can be observed as early as pre-primary school where the percentage of overage children increased steadily with each ECDE stage, from over 64% overage in Baby/Infant classes to over 74% overage in Top/Graduate classes, with no notable differences between boys and girls.

FIGURE 21. PERCENTAGE OF OVERAGE STUDENTS IN PRE-PRIMARY EDUCATION, 2016



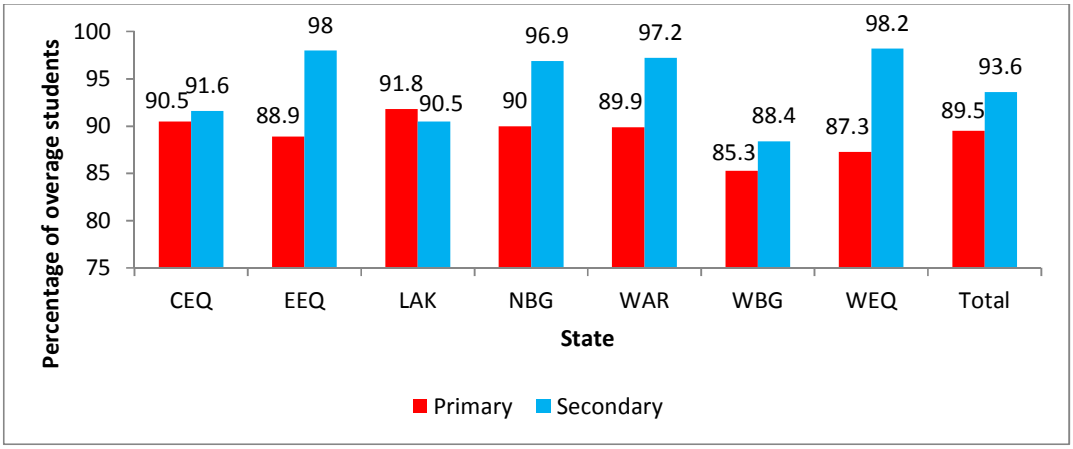
Source: EMIS, 2016. Authors' computation.

[37] Geographic Information Systems (GIS) would be a useful tool to identify areas with schools with incomplete cycles within a given perimeter and with a relative concentration of the population.

[38] The most vulnerable states among the six states covered in EMIS database for 2016 are Central Equatoria, Northern Bahr El Ghazal, and Warrap.

In South Sudan's primary schools, more than 89% of primary school students and 93% of secondary school students are overage – this is true across all states, as shown in Figure 22.

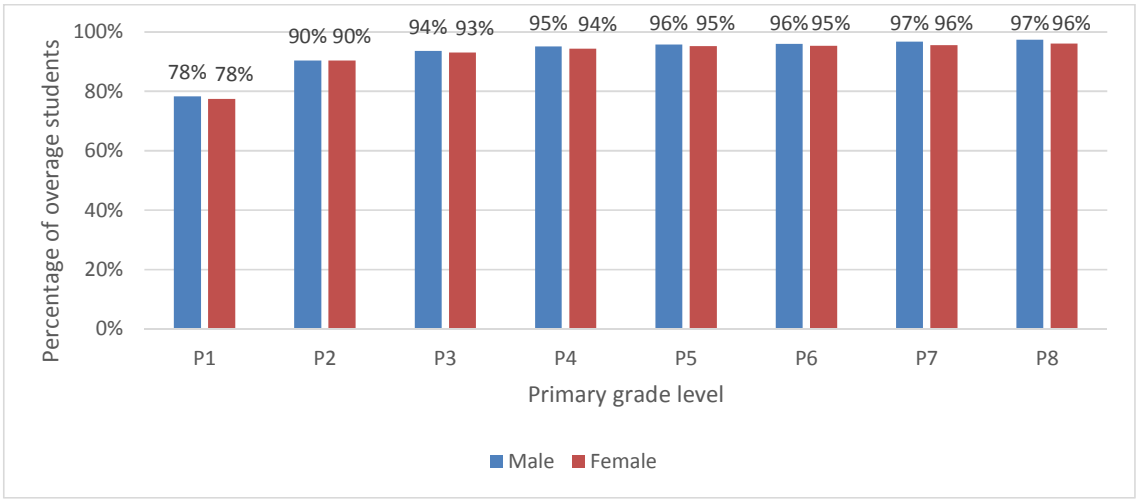
FIGURE 22. PERCENTAGE OF OVERAGE PRIMARY AND SECONDARY SCHOOL STUDENTS, BY STATE



Source: EMIS, 2016. Authors' computation.

Based on EMIS 2016 data, nationally, almost 80% of students in primary grade 1 (P1), irrespective of gender, are overage with an increase to 95% in all other grade levels, as illustrated in Figure 23, below.

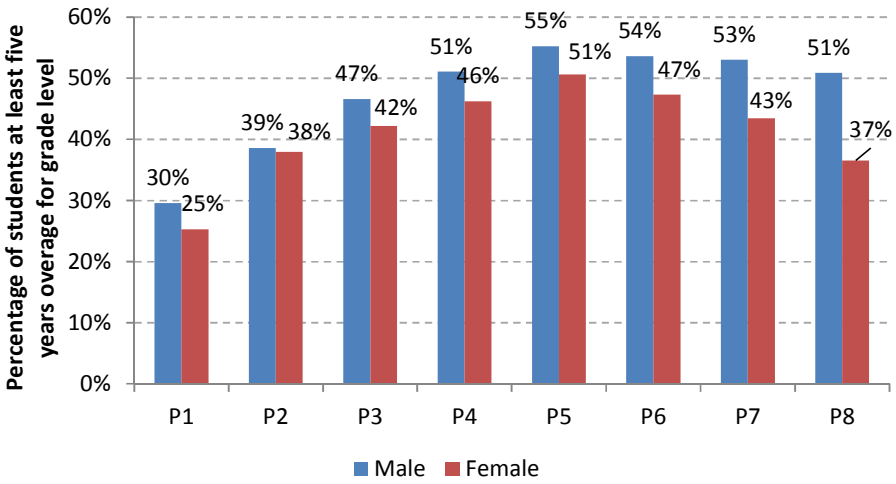
FIGURE 23. PERCENTAGE OF OVERAGE STUDENTS IN PRIMARY SCHOOLS, BY GRADE LEVEL AND SEX



Source: EMIS, 2016. Authors' computation.

Figure 24 illustrates the significant percentage of children in primary school who were at least five years overage for their grade level in 2016. Given that many of these children will be adults by the time they would finish primary school, it is extremely likely that they will drop out of school due to social and family pressures such as work and marriage.

FIGURE 24. PERCENTAGE OF PRIMARY SCHOOL STUDENTS WHO ARE AT LEAVE FIVE YEARS OVERAGE, BY GRADE AND SEX



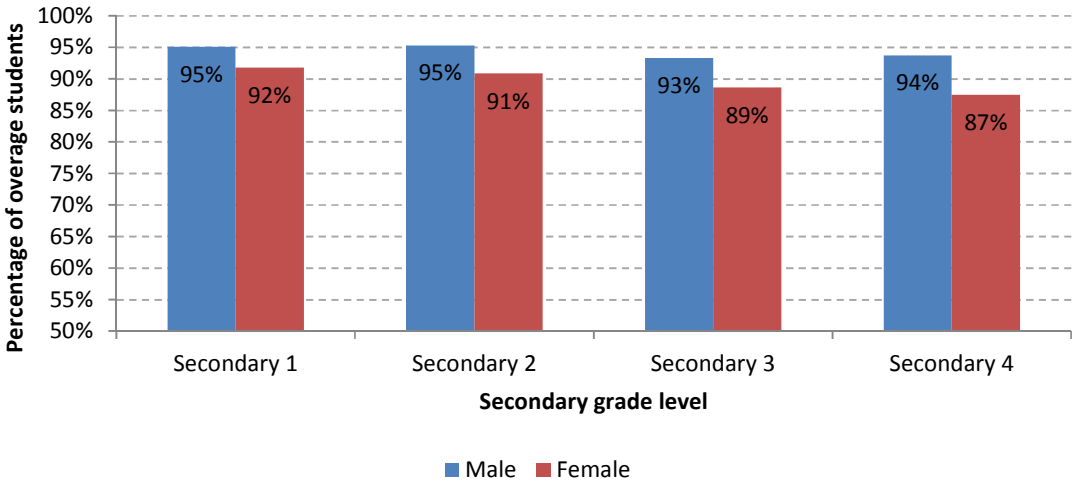
Source: EMIS, 2016. Authors' computation.

It may be that the eight-year primary education cycle is too long, given that the majority of students enter P1 at eight-years-old or above so that they then become adults while still in the education cycle.[39] In particular, girls are likely to get married before the end of their primary education. There is also a concern around illiteracy as most children drop out before they complete grade 5 and are, therefore, not likely to have mastered basic literacy and numeracy skills. Revisions of both the primary school curriculum and the cycle as well as early grade intensive literacy and numeracy and flexible, mobile early education programmes are options for policy consideration.

Overage students were also found to be prevalent at the secondary level, with similar – or even greater – percentages of overage students than even found at primary school level, as shown in Figure 25.

[39] Even in countries where the same late entry and risk to drop out are not so severe, the primary school cycle is limited to at least 5 or 6 years of education.

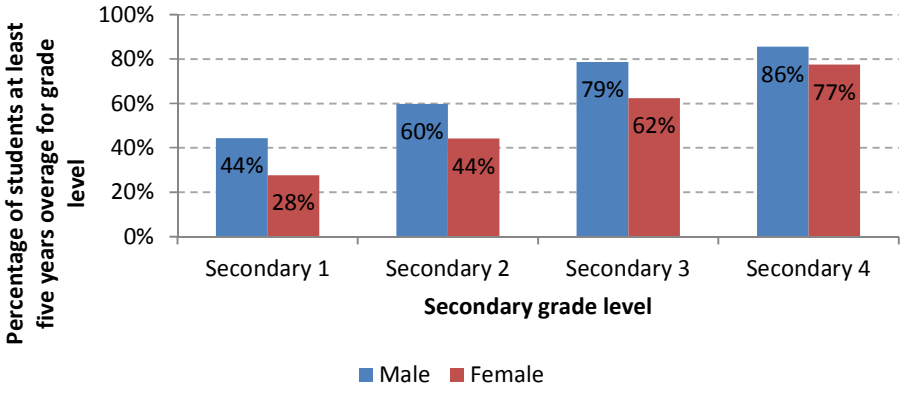
Figure 25. Percentage of overage students in secondary schools, by grade level and sex



Source: EMIS, 2016. Authors' computation.

As shown in Figure 26, at least 60% of students in Secondary 3 (S3) were at least five years overage for their grade level in 2016, rising to 80% of Secondary 4 (S4) students.

FIGURE 26. PERCENTAGE OF SECONDARY SCHOOL STUDENTS WHO ARE AT LEAVE FIVE YEARS OVERAGE, BY GRADE AND SEX



Source: EMIS, 2016. Authors' computation.

Given that most of these secondary school students are adults, policies geared towards retaining students at this level need to ensure they are context-specific and provide skill-based programs, beyond just general education. There is a need to diversify programs offered in the AES to cater to the large numbers of overage students, who are at risk of dropping out, in part because they are looking to gain practical skills, rather than general education.

At-risk profile 3: Child labourers

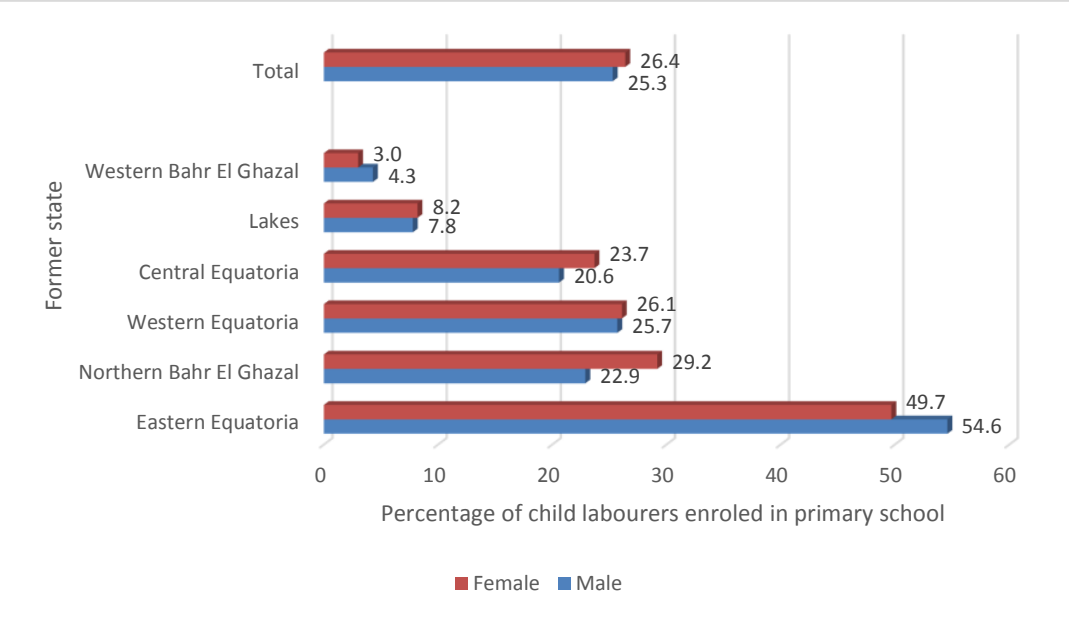
Children who are out of school tend to be involved in child labour, but children may also be involved in child labour while still attending school, putting them at higher risk of dropping out.[40] According

[40] Child labour is work that harms children's physical and mental development, taking away their potential and dignity. It refers to work that is dangerous and interferes with a child's education, either depriving them of the chance to attend school, necessitating their early exit from school, or forcing them to try to attend school while working long hours (based on ILO's description of child labour, which can be found at: http://www.ilo.org/ipec/facts/lang--en/index.htm).

to the HFS (2015), 26% of the children enrolled in primary school were also involved in child labour, with a higher percentage in rural areas than in urban areas. Eastern Equatoria has the highest percentage of children who were attending primary and secondary schools while involved in child labour.

In rural areas, nearly 29% of children were engaged in child labour, including slightly more females (29.8%) than males (27.7%). In urban areas, boys were more exposed to child labour than girls at 14.7% and 12.4%, respectively. The magnitude of the child labour issue varied by former state; for example, in Easter Equatoria, 50% of all children (49.7% of all males and 54.6% of females) were engaged in child labour and in school compared to 4.3% of males and 3% females in Western Bahr El Ghazal as illustrated in Figure 27. Such significant differences are largely attributable to different livelihoods; for example, in cattle-keeping communities, children of school age are required to support their families in animal husbandry while also attending to school.

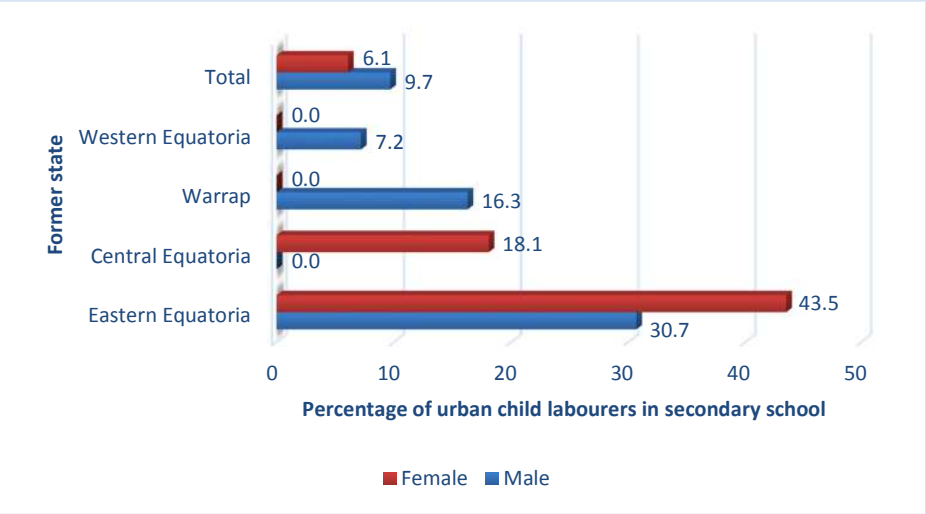
FIGURE 27. PERCENTAGE OF CHILDREN, AGES 10-17, IN PRIMARY SCHOOL AND INVOLVED IN CHILD LABOUR IN URBAN AND RURAL AREAS, 2015



Source: HFS, 2015. Authors' computation.

The percentage of children in secondary school and working was found to vary by state and sex (HFS, 2015). Girls were 12 percentage points more likely to be affected than boys in Eastern Equatoria while in Warrap and Western Equatoria, boys were found to be more likely to be engaged in child labour (see Figure 28). Overall, 9.7% of boys in secondary school and 6.1% of girls in secondary school were involved in child labour and attending school; this represents significantly lower rates than those of primary school students, perhaps suggesting that secondary school-aged children who are working are likely not attempting to attend school at the same time.

FIGURE 28. PERCENTAGE OF CHILDREN, AGES 10-17, IN SECONDARY SCHOOL AND INVOLVED IN CHILD LABOUR IN URBAN AREAS, 2016

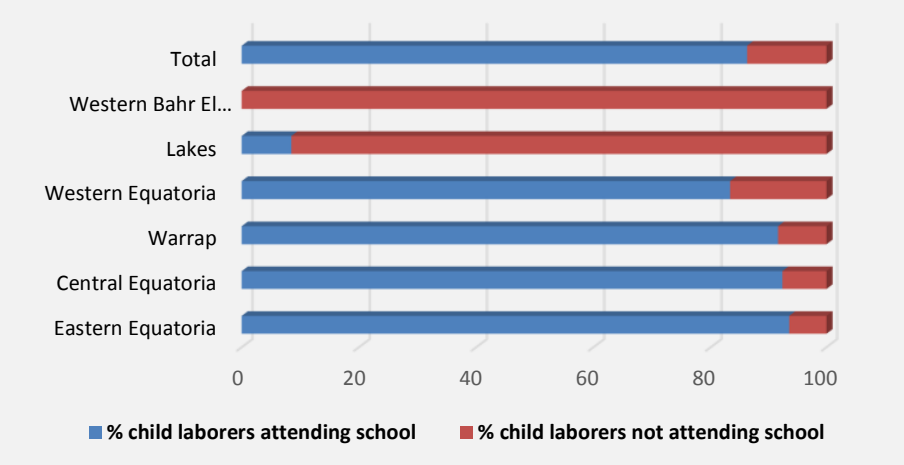


Source: HFS, 2016. Authors' computations.

According to the HFS 2015, in rural areas just over 16% of OOSC, ages 10-14, were involved in child labour. In addition to this, 78.6% of child labourers in this age bracket attended school – but remained at risk of being unable to keep up their school participation due to work.

In the 2016 HFS, in the six former states covered, a total of 86.2% of children attending school were also involved in child labour, representing a nearly eight percentage points increase from 2015, with an observable relationship between family status and the likelihood of a child being involved in labour. As shown in Figure 29, in the former Western Bahr El Ghazal and Lakes states, nearly all children in urban areas were involved in child labour and not attending school. Among OOSC between ages 10 and 14, almost 93% overall were involved in child labour (92% male, 93.5% female) with the likelihood of being involved in child labour increasing with age.

FIGURE 29. PERCENTAGE OF CHILD LABOURERS IN URBAN AREAS, BY STATE AND SCHOOL STATUS, 2016



Source: HFS, 2016. Authors' computations.

At-risk profile 4: Children who are internally displaced

It is difficult for internally displaced families to prioritize education as they struggle to settle and survive in their new environment, leaving their children at serious risk of being out of school. The data from the HFS and other sources do not allow for an estimate of OOSC rates per state, however

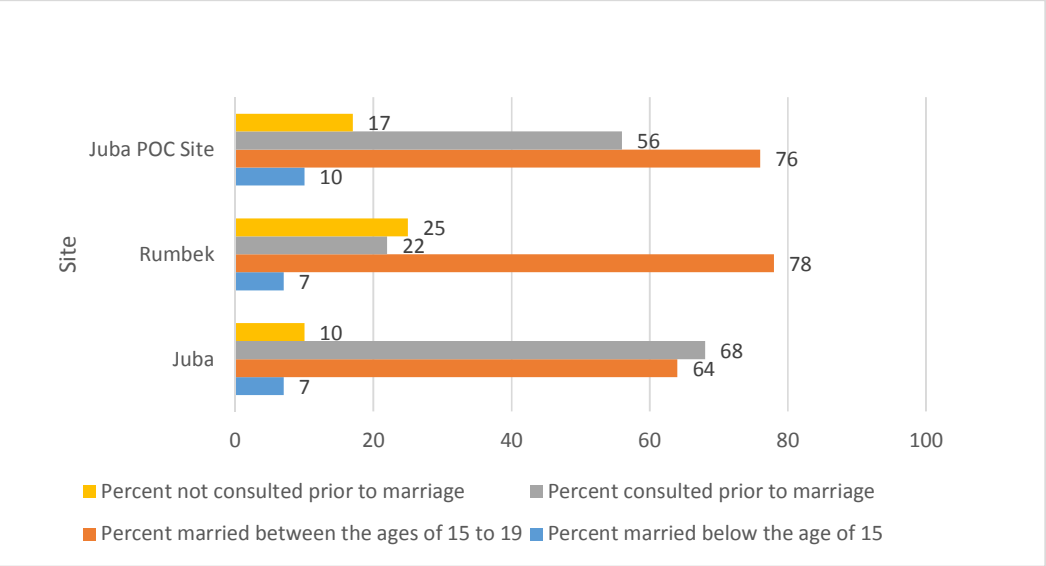
it is expected that the rates of OOSC in displaced families are higher, particularly if there is no assistance from the host community or incentives to send their children to schools.

At-risk profile 5: Girls facing child and early marriage

The likelihood of marrying at a young age puts girls in South Sudan at serious risk of being out of school or of dropping out; schooling for boys is equally curtailed when girls get pregnant at an early age.[41]

A 2015 study by the International Rescue Committee, Global Women's Institute, and Care International assessed the number of child marriages using a household survey among a representative sample of 2,728 (of which 2,244 were women) people, ages 15 to 64 years old, in three sites in South Sudan.[42] The survey results revealed that rape and child and forced marriages are indeed rampant. As shown in Figure 30 below, in a sample of 615 women and girls who were married in Rumbek, 78% were married between the ages of 15 and 19, while 7% were under the age of 15 at the time of their first marriage. In Juba's POC site, in the sample of 604 married women and girls, 10% of girls were under the age of 15 at the time of their first marriage; amongst 360 women and girls targeted in Juba, 7% were married before the age of 15.

FIGURE 30. PERCENTAGE OF CHILD AND FORCED MARRIAGES IN SELECTED SITES IN SOUTH SUDAN



Source: IRC, 2017. Authors' computation.

While the sample size of the study is not large enough to be statistically significant, given the large proportion of overage students in primary schools, the prevalence of child and forced marriage for girls implies that many school-aged girls will never have an opportunity to complete primary or secondary education.

At-risk profile 6: Child soldiers

The protection of children from all forms of exploitation is enshrined in the Transitional Constitution of the Republic of South Sudan (2011). Article 17(1) of the Constitution seeks to protect children from involvement in the army, and according to the section on the Rights of the Child, children are

[41] Ministry of Gender Children and Social Welfare and UNFPA. Towards a Prosperous South Sudan Strategic Action to End Child Marriage 2017-2030. Draft.
[42] The sites included Juba City and Juba Protection of Civilians sites (former Central Equatoria) and Rumbek Centre (former Lakes state)

"not to be subjected to exploitative practices or abuse, nor to be required to serve in the army nor permitted to perform work which may be hazardous or harmful to his or her education, health or well-being." In addition, Article 17(1), section (h) stipulates that children must be shielded from human trafficking and abduction.

Official government records to track the use of child soldiers are not available through the South Sudan NBS. Data on these children and youth who are likely to be out-of-school for extended periods are oftentimes collected through secondary sources of data, which can be limited in scope. Since the eruption and resurgence of conflict in South Sudan, according to UNICEF (2017), at least 19,000 South Sudanese children have become armed actors with the various factions, including at least 3,200 children who have been forcibly abducted into armed groups since 2015.Children recruited as combatants have virtually no access to education during their time as armed actors; however, the Government of South Sudan (GoSS) is working closely with partners to secure the release and re-integration of child soldiers into their communities. For example, at least 180 boys were released from armed groups in 2016.

According to the Secretary General, United Nations General Assembly and Security Council (2017), there have been serious verified violations in South Sudan on the use of child soldiers, involving both state and non-state actors.[43] While efforts to secure the release of children from armed groups continue to yield positive results, in 2016, at least 200 children lost their lives and were maimed from armed conflict and through unexploded ordinance, and over 1,000 children were recruited and used by armed actors.[44] Over 140 cases of sexual violence against girls were verified in 2016.As in many countries facing conflict, the Secretary-General's report also notes that school attacks present an opportunity to recruit children; in 2016, 21 schools in South Sudan "were newly used" for military purposes. According to the report, school-aged children in armed groups are often engulfed in a vicious cycle that involves both their forced participation as armed actors as well as their potential re-recruitment following release from captivity.

Such violations are in contradiction to national political commitments to end the recruitment and use of children as armed combatants and other forms of exploitation. Action plans to end the use of child soldiers were signed between the GoSS and the UN in 2012 and between the opposition and the UN in 2015. While consistent efforts are underway to secure the release, reintegration, provision of psychosocial support, and learning materials to rescued former child combatants, slow adherence to the implementation of the national peace processes disrupts the realization of such plans, thus prolonging the exclusion of child soldiers from education.[45]

At-risk profile 7: Street children

Nationally representative data on street children in South Sudan are not available and limited research exists on this group of excluded children, making it imperative that routine data collection systems are put in place to capture the extent that street children are excluded from education. However, in general, since the 2008 census, higher incidences of household poverty, a dismantling of the family unit, an increase in orphan-hood, widespread displacement, a lack of education

[43] The report – Children and armed conflict, Report of the Secretary General, United Nations General Assembly Security Council, August, 2017 – is indicative in nature, and the recruitment and use of children as armed actors and other violations could be much higher.

[44] For example, according to 2017 United Nations report of the Secretary General, at least 180 boys were released from armed groups in 2016.

[45] For example, UNICEF and other partners support the release and re-integration of hundreds of children into society including the provision of learning materials to former child combatants.

opportunities, and peer pressure have all contributed to higher numbers of street children in South Sudan.[46]

According to a 2014 study by the University of Juba, which covered street children in five major Juba market locations, street children are primarily seeking employment to support cash-strapped households.[47] The study also concluded that the presence of street children in Juba had become more pronounced with successive incidents of violence and continued economic vulnerability at the household level. The majority of street children assessed had lost a parent or were escaping child abuse at home, and most (70%) were boys between the ages of 10 and 14 who originated from large families of between five to 10 members. Girls were less visible on the streets, which the study attributed to the likelihood of their involvement in domestic chores and sexual exploitation.

Amongst the study's sample, almost one third of children (28%) were between 15 and 17 years old, and 17% were between 6 and 9 years old. The study also found that not all street children were orphans with just over half of the children reporting that they had homes. There was significant variance on how long children had been on the streets with 43% reporting less than a year, 35% up to two years, and 11% for five years. While on the streets, 28% of children were selling items and 22% were engaged in some form of minor labour. Almost one-quarter of street children reported using harmful substances, including inhalants, further endangering both their health and ability to access learning opportunities. Of the street children in the locations studied, 48% had dropped out of school, and 29% had never been to school. Just less than half of those attending school (43%) were still in primary school.

Another study on street children, conducted in 2015 by the University of Addis Ababa, focused on six former state capitals, including Juba, Torit, Bentiu, Malakal, Bor, and Wau cites.[48] The study revealed that over one-half of the street children in these cities emerged following the signing of the Comprehensive Peace Agreement (CPA) in 2005. The study also found that orientation into street life occurs at a young age with the mean age of "initiation into street life" at 11-years old. The study found that just 11% of the street children were girls. Overall, over one third (37%) had no parental support and over half (57%) had migrated to the city, implying that urban locations were perceived to offer better opportunities for livelihoods.

The study further highlighted the limited access to education among children living on the streets as, at the time of the survey, just under 30% of street children had ever set foot in a classroom and only 19% were attending school. The barriers to education faced by these children included: financial constraints and household economic vulnerability, parental perceptions of the limited value of education, the destruction of learning spaces, and recruitment into the army. Of the street children sampled, 40% had dropped out of school as a result of displacement, marriage, imprisonment, disciplinary problems, or the quality of teachers.[49] While the children were at home, parents were found to have a role to play in education participation with 34% of children reporting that their parents had refused to send them to school, and the majority (69%) reporting that hunger at home had forced them to seek food through self-employment.

[46] Data on street children in rural locations in South Sudan are based on outdated 2008 Census data

[47] University of Juba. (2014). Phenomena of Street Children Life in Juba, the Capital of South Sudan, a Problem Attributed to Long Civil War in Sudan: Source: http://dx.doi.org/10.4172/2161-0711.1000356 Custom, Jebel, Juba, Konyo Konyo, and Munuki markets were sampled. Sample consisted of 120 children. Consent was cited as a limitation of the survey.

[48] University of Addis Ababa, Belay Kibet. (2015). The Situation of Street Children in Selected Cities of South Sudan: Magnitude, Causes and Effects, Eastern Africa Social Science Research Review. Downloaded from Research Gate, 25 October 2017 (756 street children were sampled).

[49] It is not possible to determine the exact magnitude by reason.

The study reports that maladaptive behaviours, including the abuse of alcohol and aloof attitudes, were observable in the majority of street children. To survive, 35% of children reported some engagement in criminal acts, such as stealing, and close to 80% of children were engaged in economic activities, such as selling items. While on the street, children used the money earned to meet basic needs, including food and clothing, as well as to support family members and pay school expenses. The findings from the study suggest that the majority of street children are extremely vulnerable as 46% had previously been internally displaced and 16% had been living in a refugee camp. Female street children were particularly vulnerable with the mean age of sexual debut reported to be 13-years-old, implying risks of early pregnancy and limited future opportunities to attend school.

At-risk profile 8: Children in pastoralist communities

Education in South Sudan's pastoralist communities was largely under-developed in the decades prior to the country's independence; however, demand for education amongst these communities has grown in recent years. Even so, in terms of access to education, children in pastoralist communities remain among the most marginalized, representing significant numbers of OOSC as at least 60% of the South Sudanese are engaged in pastoralism (MoGEI, 2017).

The MoGEI has adopted some innovative approaches to reaching these children, such as the Pastoralist Education Programme (PEP), which provides alternative opportunities to learning in "cattle camps." The PEP utilizes flexible modes of learning through the establishment of mobile schools, employment of local teachers who are present within the cattle camps, and the adoption of a flexible, truncated curriculum to fast-track learning progress.

At-risk profile 9: Children with disabilities

Official national records do not contain current statistics on the number of OOSC with disabilities, and estimates tend to severely underestimate this at-risk population group, due to gaps in the MoGEI EMIS and outdated data from the 2008 census. The WHO (2017) estimates at least 250,000 persons with disabilities are living in United Nations Protection of Civilians (POC) sites while over 1.2 million people are disabled in South Sudan (Handicap International, 2016). In addition, Amnesty International (2016) reports that heightened symptoms of post-traumatic stress disorders are notable in at least 41% of the population. According to the WHO, in conflict-prone countries incidences of moderate mental illness in the population increases by at least 15% to 20%. Children maimed by mines or explosive remnants of war (ERW) and those that have survived violent acts are more likely to drop out of school and to suffer serious mental problems, exacerbated by trauma.

Estimates from UNICEF (2017) show that up 900,000 South Sudanese are "psychologically distressed" while over 2,000 have lost their lives or are maimed. Beyond this, the number of disabled school-aged children is likely to have escalated following periods of conflict with more school-aged children with disabilities likely to be out of school than is currently reflected in official national records.[50]

Data generated by MoGEI in 2015, covering seven former states, shows that almost 18,000 primary school students displayed a range of impairments including: poor vision, behavioural change, and difficulties to learn.[51] Other physical challenges were deafness, physical, mental impairment, and blindness. That year, 6,280 demobilized soldiers, many who likely have disabilities, were enrolled

[50] Poverty and environmental factors such as land mines, malaria or river blindness can increase the proportion of persons with disabilities in the community. National Inclusive Education Policy. (2014). Policy Position Paper.
[51] Partial national data coverage in 2016

in primary schools. It is important to note, however, that at school level, data collection on students with disabilities is reported by the annual census respondents, inhibiting the accurate identification of a range of disabilities, particularly those that are not physical in nature. The ongoing crisis may also very well exacerbate any pre-existing and undiagnosed conditions, not immediately visible to school census respondents. In addition, annual population growth rates based on the 2008 census data are limited in their ability to quantify those injured or maimed during the conflict.

The dearth of accurate national statistics limits opportunities to monitor this vulnerable segment of the population in South Sudan. Negative perceptions, stereotyping, and social stigma around disabilities further contribute to the underreporting of statistics in most official records. For these reasons, parents may also elect to keep their children with disabilities out of school altogether or may opt not to divulge the nature of children's disability.[52] The needs of disabled students are also not sufficiently addressed in the national curriculum.[53]

4.5 Summary

It is dangerous, for many reasons, to be a child in South Sudan. The majority of all children in the country fit into *at least* one of the long list of profiles that are likely to be out of school or at risk of dropping out. In addition to – and compounded by – their exclusion from education, many of these children have experienced, or will experience, violence and trauma from exposure to the ongoing conflict; many are food insecure, suffering from health issues, and facing insecure futures that contain very limited options for decent livelihoods.

These particularly vulnerable children include those who are: residing in conflict-affected areas; internally displaced or from refugee families; living in rural and remote areas; forced into child and early marriage (particularly girls); engaged in child labour; disabled; serving as soldiers; living on the streets; from pastoralist communities; overage for their grade level; and attending incomplete schools. The socio-economic status of families cuts across profile types with poorer children of both sexes and across geographies less likely to be in school.

[52] Coalition of Organizations of Persons with Disabilities. (2016). "South Sudan Universal Periodic Review (UPR) Report."
[53] South Sudan Rapid Education Risk Analysis, Focus Group Discussions, Preliminary Findings, October 2017.

CHAPTER 5: BARRIERS AND BOTTLENECKS

Before the conflict erupted in 2013, there were serious barriers that excluded children from education in South Sudan, which still exist today — including high levels of poverty, lack of schools in remote areas, and socio-cultural beliefs and practices that devalue formal education; while some of these challenges affect all groups, many are unique to certain profile types and geographies, further underscoring the need for mapping, state-level data collection, and analysis. Given the need for tailored, innovative policy, and programme solutions to address the magnitude and severity of South Sudan's OOSC crisis, this chapter explores key barriers and other factors associated with the exclusion. To do so, barriers have been categorized into four domains – enabling environment, supply, demand, and quality – based on the OOSCI methodology and available sources of data. Table 6 provides an overview of the analytical framework, designed to aid with the categorization and response to the main determinants of education exclusion in South Sudan.

TABLE 6. BARRIERS TO EDUCATION: OOSCI ANALYTICAL FRAMEWORK

Domain	Categories
Enabling environment	Legislation and policy
	Budget and expenditure
	Management and coordination
Supply	Availability of essential inputs
	Access to adequately staffed services, Facilities, and information
Demand	Financial access
	Social and cultural practices and beliefs
	Timing and continuity of use
Quality	Quality of services and goods (or, the ability of the education system to adhere to the minimum required standards for services or care practices, as defined by national or international norms)

Source: Global Out-of-School Children Initiative (OOSCI) Operational Manual, 2015

5.1 Environmental bottlenecks

An enabling environment for education is one in which legislation and policy frameworks are in place, backed by strong political will, to protect school-aged children from unnecessary exploitation and to ensure their inclusion in education. Beyond political commitments, there must be adequate funding and capacity, at all levels of the system, for the implementation of policies and plans that allow all children, without discrimination, to obtain a quality education.

Legislation and policy

The GoSS is committed to safeguarding the Right to Education for all citizens. The Transitional Constitution of the Republic of South Sudan (2011), Article 29 (1) provides for the Right to Education without any discrimination. The Child Act (2008), Article 14 (2) further articulates the right to education for all, particularly those with disabilities, stipulating: "Every child has the Right to Education regardless of the type or severity of the disability he or she may have." However, South Sudan is among four countries in sub-Saharan Africa that is not yet a signatory to the Convention on the Rights of Persons with Disabilities (PWD's).[54]

The Child Act (2008) also asserts that a child has the "right to protection from marriage and other negative and harmful cultural and social practices" (Article 23). However, while both the Child Act and the Transitional Constitution of the Republic of South Sudan (2011) define a child as a person

[54] Somalia, Eritrea and Guinea Bissau are others in sub-Saharan Africa

under the age of 18, the minimum or legal age of marriage is not clearly articulated.[55] The South Sudan Penal Code Act (2008), Article 247, which includes the definition of underage rape, does assert that a person under the age of 18 years will not be deemed to have given consent to engage in sexual intercourse.

There are also action plans in place, signed between the GoSS and the UN, to end the use of child soldiers in line with international regulations; however, implementation of these plans has been tied up in peace process negotiations.

As discussed in the following chapter, the NGEP (2017-2022) and the GESP (2017-2022) further articulate the education policy and strategic priorities for the country, many of which focus on reaching OOSC. The true test, however, is in the implementation and monitoring of the many priority interventions. In moving towards monitoring South Sudan's Education for All Goal by 2022 and the Global Education 2030 agenda and CESA 2016-25, South Sudan has an opportunity to improve the quality of monitoring through more robust data systems of children both in and out of school – particularly in terms of some of the most vulnerable groups of children, including children with disabilities, street children, child soldiers, and children displaced by conflict, where there are currently major data gaps.

Budget and expenditure

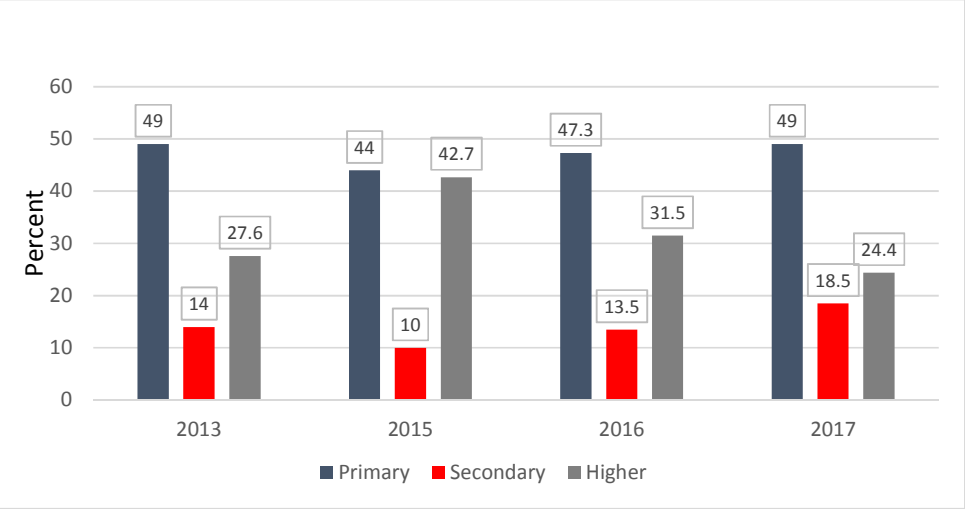
At least 90% of South Sudan's education budget is set aside to support primary, secondary, and higher education.[56] From 2013 to 2017, as shown in Figure 31, close to half of the education budget was allocated to the primary education sector. The allocation to the secondary education sector increased steadily from 10% in 2015, to 13.5% in 2016, to 18.5% in 2017 while the allocation to higher education showed a marked increase from 27.6% in 2013 to 42.7% in 2015, before declining to 24.4% in 2017 (GEAR, 2017).[57]

[55] Concerning the "right to found a family," Article 15 of the Transitional Constitution only states that "every person of marriageable age shall have the right to marry a person of the opposite sex and to found a family according to their respective family laws, and no marriage shall be entered into without the free and full consent of the man and woman intending to marry."

[56] Higher Education refers to "post-secondary education."

[57] 2017 data are based on the General Education Annual Review (GEAR, 2017). Figures represent 32 states. They exclude Terekeka state, which was not included in 2017 GEAR.

Figure 31. Education budget allocation by sub-sector in South Sudan, various years



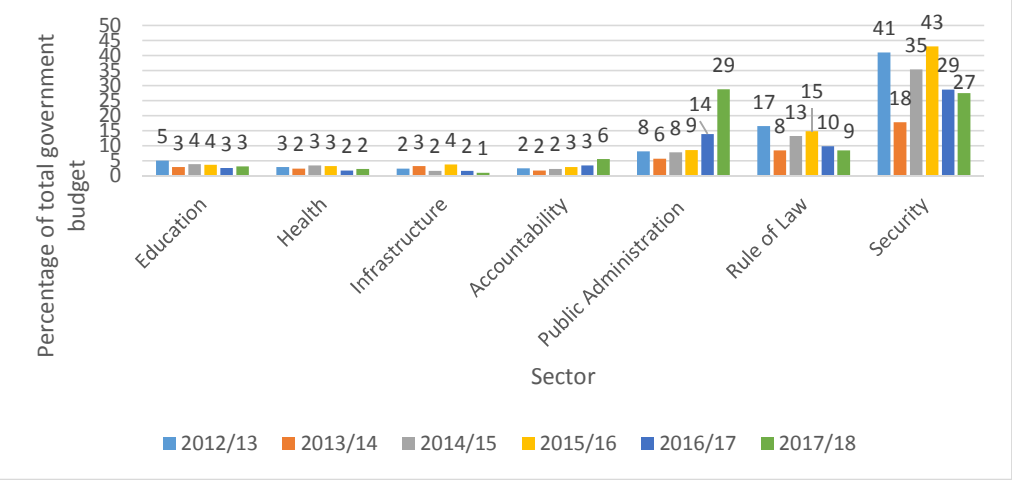
Source: GEAR (2017). Authors' computations

Between fiscal years 2012/13 and 2017/18, as shown in Figure 32, the education sector received lower budgetary allocations than the non-social or humanitarian sectors of the economy, including national security, rule of law, public administration, and accountability. Between the fiscal years 2012/13 and 2017/18, investment in general education remained low, never rising above 5%, with some years (2013/14 and 2016/17) marked by decreases in the level of funding allocated to the general education sector.[58]

The General Education Act, 2012, Article 15, which is concerned with resource allocation, states that the government shall "allocate an annual budget to the tune of 10% of the total annual budget for General Education." Globally, international conventions, such as the Incheon Declaration, call for countries to spend at least 15% to 20% of total public expenditure on education. In spite of national commitments to finance education, South Sudan's education expenditure was just 4.2% in 2016/17. By contrast, expenditure on public administration, security, and rule of law exceeded 25% for fiscal years 2014/15 to 2016/17 (World Bank 2017).[59]

[58] Figures presented here therefore exclude budget analysis from the Ministry of Higher and Tertiary Education
[59] World Bank. (2017). South Sudan Economic Update: Taming the Tides of High Inflation.

FIGURE 32. COMPARISON OF APPROVED BUDGETS OF VARIOUS SECTORS FOR FISCAL YEAR 2012/13 - 2017/2018



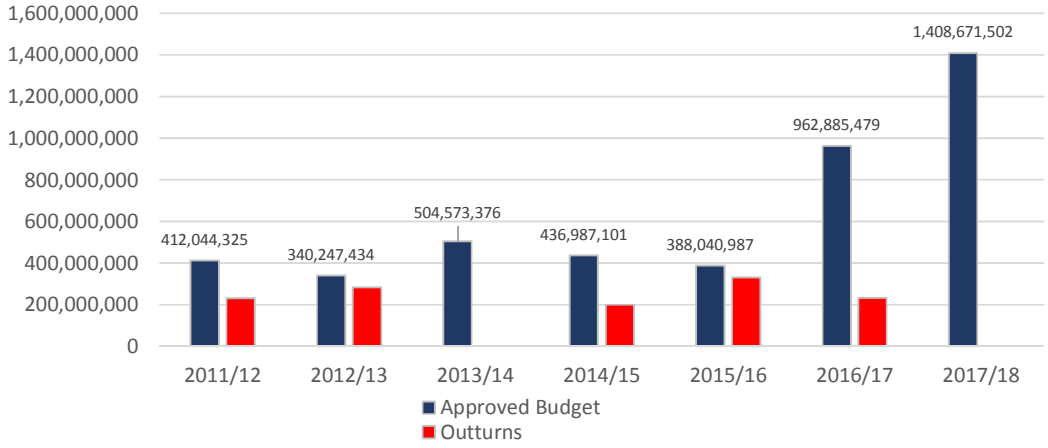
Source: Ministry of Finance and Economic Planning, South Sudan, 2012/13-2017/18. Authors' computation.[60]

MoGEI has not budgeted funds outside those required to meet recurrent costs, and after 2014, no funds were allocated to meet capital requirements for activities such as school construction. Education financing priorities, therefore, remain skewed towards meeting staff (mainly teacher) salaries, state transfers, and goods and services. This historically low investment in education by the government means the operation of the system is heavily dependent on external sources of funds.

Since fiscal year 2011/12, budget outturns have remained lower than approved budgets with some fiscal years receiving less than half of the approved budget (as depicted in Figure 33). In nominal terms, the budget allocation decreased by 17% between fiscal year 2011/2 and 2012/13 and then increased sharply, by almost 50%, between 2012/13 and 2013/14 to 504 million SSP. The deepening economic crisis between 2014 and 2017 saw a further reduction in budget allocations from 436 million SSP in 2014/15 to 388 million SSP in 2015/16. While the allocation increased considerably to SSP 962 million in 2016/17, and exceeded 1 billion SSP in 2017/18, high inflation rates continue to negatively affect the value of the SSP.

[60] Education refers to General Education, which is applicable to the majority of South Sudan's school-aged children

FIGURE 33. MOGEI APPROVED BUDGETS AND OUTTURNS FOR GENERAL EDUCATION, FISCAL YEARS 2011/12 TO 2017/18 IN SSP, GENERAL EDUCATION ONLY



Approved Budget	412,044,325	340,247,434	504,573,376	436,987,101	388,040,987	962,885,479	1,408,671,502
Outturn	231,731,414	283,352,248		200,211,238	330,898,715	232,393,458	Not Available

Source: Ministry of Finance and Economic Planning, South Sudan, 2012/13 – 2017/18. Authors' computation.

Management and coordination

The MoGEI is committed to coordinating, implementing, and monitoring the GESP, 2017-2022, through various central, state, and county level structures. Under the aegis of the Directorate of Planning and Budgeting, these structures include an education joint steering committee, education donor group, education cluster and partners in education group, technical and thematic working groups, a national education forum, and joint annual reviews. The overarching aim of such structures is to improve the performance of the education sector to achieve "Education for All" and quality-learning outcomes through planning, financing, aid effectiveness, policy formulation, communication, and the identification of gaps and challenges to implement the GESP. As the structure incorporates the participation of government, NGOs, civil society and others engaged in education service delivery, it is meant to promote the harmonization and alignment of activities with the GESP.

However, coordination and transparency in education service delivery remain key areas that require attention to enhance the effective management and coordination of the sector (MoGEI and IIEP-UNESCO, 2017). In addition to the financial challenges faced by the MoGEI, the process of decentralization to the states has lacked clarity, particularly in the absence of a substantive human resource assessment to ensure the capacity of state Directorates of Planning and Budgeting to monitor education sector performance. In addition, official criteria for the recruitment and management of staff responsible for data management and planning at state level are needed to allow the MoGEI to monitor access to equitable and quality education.

Constructing an education system in South Sudan is a long-haul process that has, arguably, been compromised by the short-term, often unpredictable nature of aid provision. Education interventions from external partners in South Sudan often operate under short implementation timeframes with limited coverage of particular regions or population groups; they tend to be based on humanitarian approaches, prioritizing immediate needs to the detriment of longer-term

development (Lotyam and Arden, 2015, cited in MoGEI, 2017). The continued dependence on humanitarian aid, much of which operates through highly unpredictable fund-raising cycles, highlights the need – based on lessons learned from successful reconstruction exercises in other post-conflict countries – for donors need to back education plans with long-term, multi-year aid commitments.

The Humanitarian-Development-Peacebuilding Nexus[61]

The evolution of crises in countries such as South Sudan means that communities face several simultaneous shocks from violent conflict, climate-related hazards, unstable economic markets, and/or population growth. A series of global policy developments, culminating in the World Humanitarian Summit in 2016, have established a new momentum in improving humanitarian action by strengthening the linkages between humanitarian, peace, and development communities of practice. [62]

As an outcome of the Summit, the Commitment to Action was signed by UN agencies, recognizing the following: [63]

- The promise of the 2030 Agenda for Sustainable Development to "leave no one behind," putting those furthest behind at the forefront of collective efforts across humanitarian, peace, and development work;
- The "Grand Bargain," which commits UN agencies towards greater transparency and greater complementarity in efforts to strengthen local and national frontline responders that optimize agencies' comparative advantages; and
- The "Peace Promise," highlighting the inclusion of the peace dimension in the humanitarian-development nexus by moving towards greater coherence and away from business as usual, where humanitarian, development and peace-building actors work in silos.

All OOSC profiles are negatively impacted by environmental bottlenecks caused by inadequate funding for education and management practices that could be more efficient and coordinated; capacity development at all levels of the system remains a critical need for the successful implementation and monitoring of education plans and programmes. Coordination issues are particularly magnified in situations of humanitarian crisis, further affecting children who reside in conflict-affected states and those who are internally displaced or from refugee families.

5.2 Supply-side barriers

Many of the essential inputs that are required for the provision of equitable, quality education are in extremely limited supply in South Sudan, directly impacting issues of exclusion. Key supply-side barriers to education in the country include: a dearth of teachers – particularly qualified and female teachers – in the classroom; limited schools or learning spaces during emergencies; a shortage of textbooks and learning materials; poor sanitation and water facilities in schools; long distances to schools; a prevalence of incomplete schools; unsafe schools; and little to no support services in schools for children with disabilities.

[61] Joint workshop on the Humanitarian, Development and Peace Nexus, the UN Working Group on Transitions and the IASC Task Team on Humanitarian and Development Nexus in protracted crises (September 2016)

[62] These include the Sendai Framework for Disaster Risk Reduction, followed by the Peace Operations and Peace-building Reviews, the Addis Ababa Action Agenda on Financing for Development, the 2030 Sustainable Development Agenda, and the COP 21 Climate Conference.

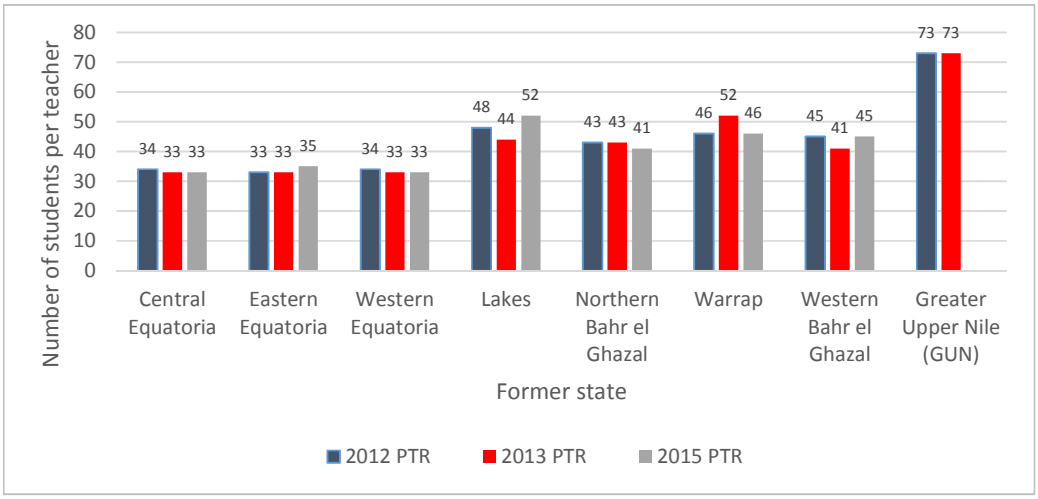
[63] Including WHO, UNDP, WFP, UNHCR, FAO, UNICEF, UNFPA, and endorsed by the World Bank and IOM

Supply barrier 1:[64] High Pupil-Teacher Ratios (PTRs)

The MoGEI has established a national Pupil-Teacher Ratio (PTR) target of 50:1 for primary and 40:1 for secondary schools.[65] However, massive internal displacement, insecurity, delayed payments of teacher salaries, and the devaluation of salaries due to high inflation have negatively influenced teachers' commitment to remain in the classroom. Under these circumstances, PTRs are likely to have suffered in a short span of time and are not necessarily reflective of the data that is currently reported through MoGEI EMIS.

Figure 34 shows PTR trends at the state level in primary schools, where data are available. The former GUN states are particularly deprived of primary school teachers with PTRs above 70:1, with several counties exceeding 100:1, attributable to the difficulty of attracting and retaining teachers in "conflict-prone areas." Teacher deployment in these former states does not match student enrolment and is below the national average (39%) (MoGEI and IIEP-UNESCO, 2017). In 2016, in newly-constituted states – such as Eastern Lakes (former Lakes), Abyei AA and Twic (former Warrap), and Gbudwe (former Western Equatoria) – primary-level PTRs were above the nationally-set standard.

FIGURE 34. PTRS AT PRIMARY LEVEL BY STATE, VARIOUS YEARS



Source: EMIS National Booklet, 2015. Authors' computations.

The 2017 ECA, which considered a representative sample of 400 primary schools, found that primary-level PTR at the national-level had dropped 7 percentage points from 44% in 2016 to 37% in 2017, perhaps due to the decline in the number of students enrolled in school for various reasons, including the absence of teachers, heightened conflict, food insecurity, and internal displacement.

Quality teachers are one of the most important school-level input for ensuring children stay in school and are able to learn – this is even more true with struggling students or those at risk of dropping out – and this supply-side barrier affects all OOSC profiles.

Supply barrier 2: Limited availability of female teachers

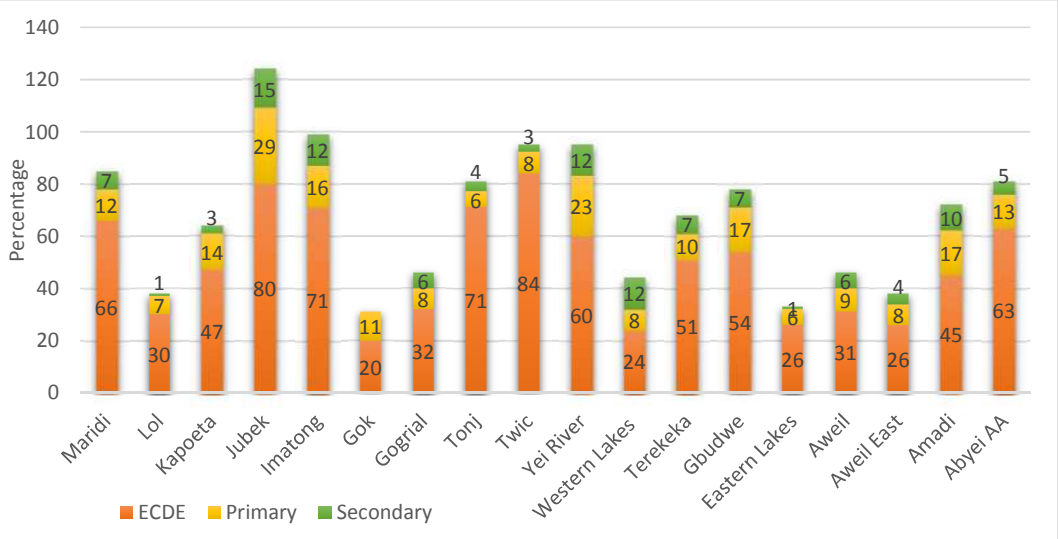
South Sudan has fewer female teachers in primary and secondary schools than most countries in the East and Central Africa region (UNESCO-UIS, 2017). This may be due to a combination of

[64] As with the OOSC profiles, numbers are used here for organization rather than to denote priorities.
[65] Ministry of General Education and Instruction. (2017). The General Education Strategic Plan, 2017-2022, RSS, June 2017.

cultural factors that discourage women from joining the labour force as well as lower enrolment rates in school and, subsequently, fewer females attending TTIs. As a result, between 2009 and 2015, the number of female teachers in South Sudan remained the same (MoGEI and IIEP-UNESCO, 2017).

In 2015, 55% of pre-primary and 15% of primary teachers were female, while just 12% of secondary teachers were female. These national-level averages further hide regional disparities with even fewer female teachers in some areas of the country, as shown in Figure 35 (based on available state-level data). While female teachers are over-represented in pre-primary schools, in 2016 only five out of 18 states had at least 15% female primary teachers and 10% female secondary school teachers. [66]

FIGURE 35. PERCENTAGE OF FEMALE TEACHERS BY EDUCATION LEVEL IN AVAILABLE STATES, 2016



Source: EMIS State-Level Booklets, 2016. Authors' computation.[67]

The ECA in 2017 concluded that less than 10% of primary teachers in the former Jonglei, Unity, Warrap, Lakes, and Northern Bahr el Ghazal were female. The former Greater Equatoria and Greater Bahr el Ghazal registered slightly higher female teachers at 14% and 12%, respectively.

Of the OOSC profiles, girls are the most affected by this lack of female teachers as, for cultural and safety reasons, girls are more likely to go to school if they have a female teacher. Female teachers can also serve as important role models for girls, signalling the value and use of education.

Supply-side barrier 3: Lack of learning spaces during emergencies

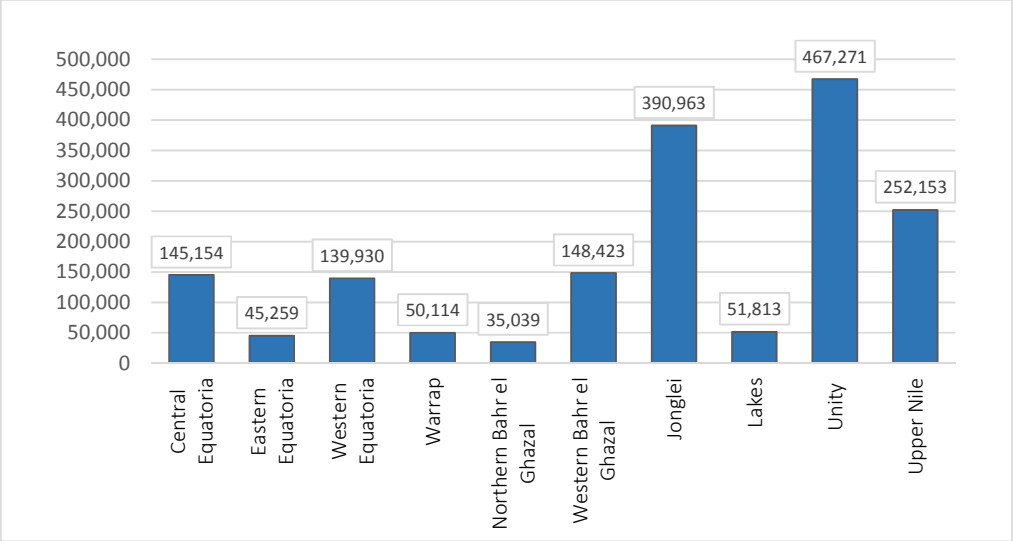
The number of IDPs in South Sudan has risen consistently since 2013, reaching 1.9 million people in 2018 (OCHA, March 2018). Over one million people, representing at least 60% of IDPs, are located in the former GUN states of Jonglei, Unity and Upper Nile; of these, close to half a million IDPs are

[66] Where data were available; the five states include: Jubek and Yei River (former Central Equatoria), Gbudwe and Amadi (former Western Equatoria) and Imatong (Eastern Equatoria)

[67] Data under each state represent separate figures for each education sub-sector and should not be added in a total cumulative figure for the entire education sector. For example, in Jubek state, 80% are female teachers under ECDE, 29% under primary, and 15% under secondary; these figures should not be added altogether as they separately represent their corresponding sub-sector not the entire education sector.

living in the former Unity state alone. Where insecurity is a major concern, nearly 250,000 IDPs are internally hosted in UN POC sites. Figure 36 depicts the states most affected by displacement.

FIGURE 36. NUMBER OF IDPS IN SOUTH SUDAN BY STATE, 2018



Source: OCHA, 2018. Authors' computation.

Making education accessible to the thousands of displaced children is particularly challenging given the insecure and uncertain circumstances in these parts of the country. Data on access to education in the extremely remote parts of the country, where massive internal displacement has occurred, are not routinely collected by the MoGEI, making it difficult to track education service delivery and rendering excluded children "invisible." Initiatives to generate reliable and timely statistics in these "hard-to-reach" areas, which would enable an understanding on the severity of displacement and the accessibility of basic services, including education, are fairly recent.

The REACH South Sudan Initiative has collected some information on education in POCs, using key informants in sites in the former GUN states, Greater Equatoria, and Western Bahr El Ghazal to generate monthly data.[68] While the sample size is not statistically significant to gauge the magnitude of OOSC in South Sudan, the data help to paint a picture of major barriers to education in remote locations.[69] Coverage of all remote settlements at the state level has not been possible due to the difficulty of reaching all areas.

The REACH Initiative data show that the scarcity of schools across all levels and types of education is consistent across all the former states where assessments were conducted (see Figure 37). Slightly over one-half of settlements in the former Unity state and close to 90% in the former GUN states reported that there were no education services available in the settlement. Where there were schools, they tended to be primary schools, which were available in about one half of assessed settlements in the former Jonglei, Greater Equatoria, and Western Bahr El Ghazal states. The

[68] REACH Initiative has not expanded Key Informant Interviews of this nature to other former states in South Sudan. Coverage in assessed settlements: Jonglei - 292 out of 2,373 OCHA* settlements (12%), Unity - 209 out of 2,336 OCHA settlements (9%), Greater Equatoria – 248 out of 4,694 OCHA settlements (5%), Upper Nile- 71 out of 1,683 OCHA (4%) *OCHA – Organization for the Coordination of Humanitarian Affairs.

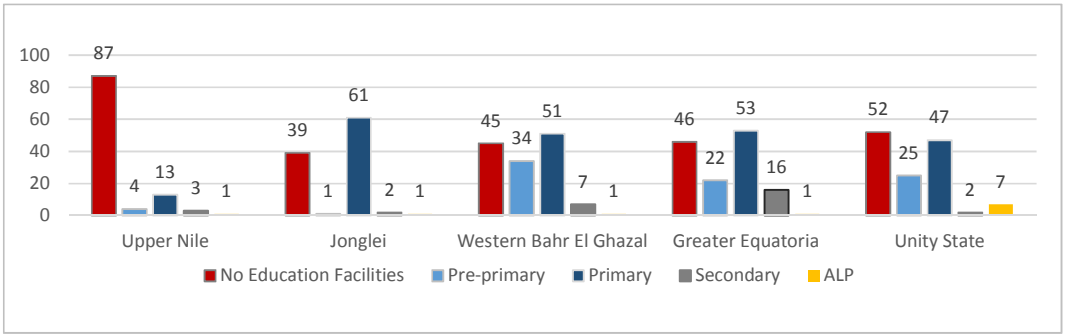
[69] Prior to 2017, data collection was conducted at the community level, thus comparing trends with previous years is not feasible

former Upper Nile state appears to be particularly deprived of education as just 13% of assessed settlements cited the availability of primary schools.

The former Greater Equatoria registered the highest availability of secondary schools. Pre-primary schools were grossly inadequate in Upper Nile and Jonglei states where under 5% of assessed settlements reporting any availability.

The REACH Initiative findings on school attendance highlighted that security issues remain the foremost major barrier to education in many remote areas for both boys and girls. The absence of education facilities and the destruction of facilities because of violence were the major reasons for non-attendance identified by key informants in all assessed settlements.

FIGURE 37. PERCENTAGE OF ASSESSED SETTLEMENTS REPORTING AVAILABILITY OF EDUCATION SERVICES

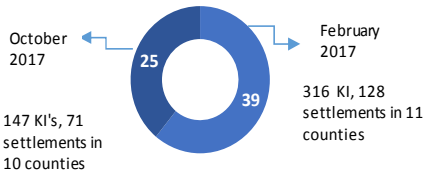


Source: REACH Resource Centre, South Sudan, 2017.

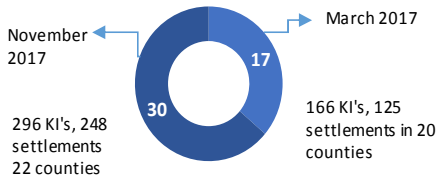
Even within a single year, there was notable fluctuation within most assessed states in the percentage of settlements where at least half of boys were attending school, as depicted in Figure 38. In Greater Equatoria, this percentage of settlements rose from 17% in February 2017 to 30% in November 2017. In the former Upper Nile and Jonglei states, however, the trend was significantly reversed from 39% (March 2017) to 25% (October 2017) and from 46% in February 2017 to 29% in November 2017, respectively.

FIGURE 38. CHANGES IN SCHOOL ATTENDANCE FOR BOYS, AGES 6-17, IN HARD-TO-REACH AREAS

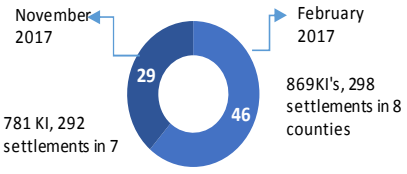
Upper Nile: percent settlements reporting half of boys aged 6 to 17 attend school regularly



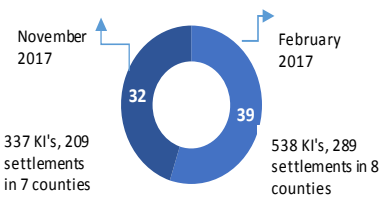
Greater Equatoria: percent settlements reporting half of boys attend school regularly



Jonglei: percent settlements reporting half of boys attend school regularly



Unity: percent settlements reporting half of boys attend school regulalry

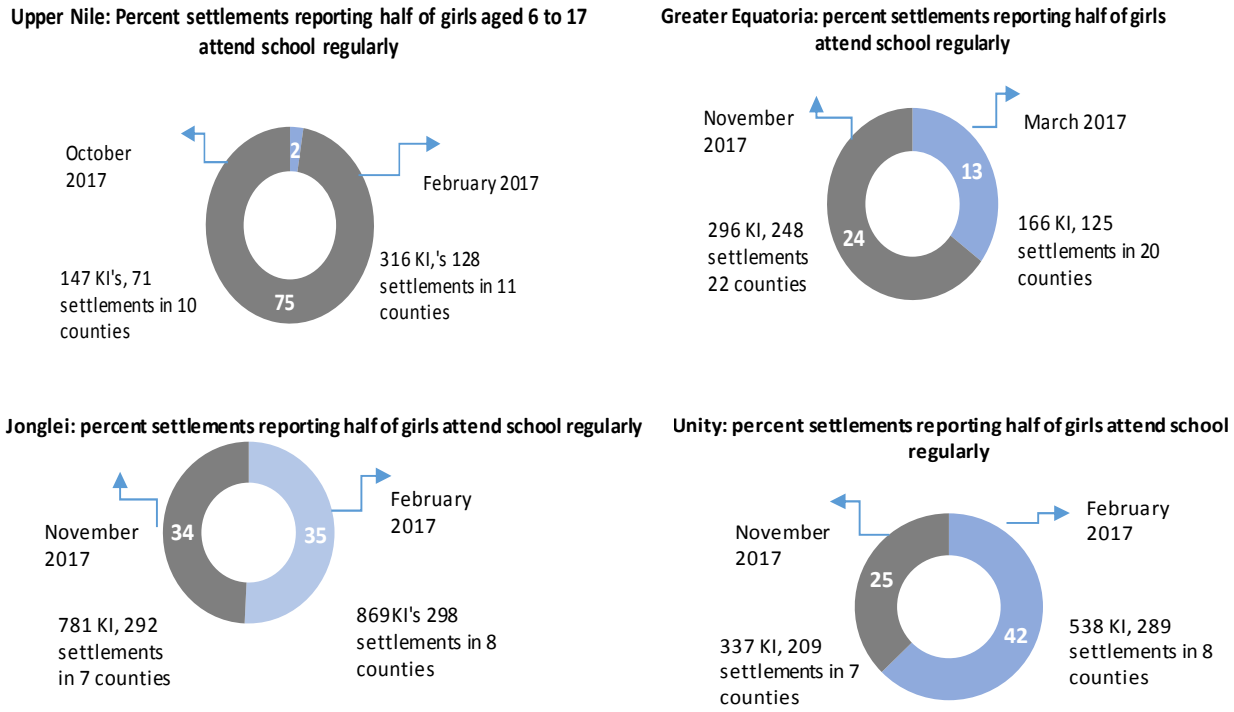


Source: REACH Resource Centre, 2017. Authors' computation.

Due to the limited nature of the data gathered at settlement level, it is not possible to draw clear correlations between school attendance patterns and barriers to education. However, in assessed settlements, the cost of education, the need to work "outside the home," and inadequate school supplies were reported as major barriers that kept boys from attending school. Boys in assessed settlements also reported being concerned about forced recruitment, abduction, killing, injury, and harassment.

For girls, with the exception of Jonglei, the data show fairly extreme variance in terms of regular attendance, with trends in both directions (see Figure 39). For example, in the former Unity state, the proportion of assessed settlements reporting that at least half of school age girls were attending school regularly dropped considerably from 42% in February 2017 to 25% in November 2017. Conversely, attendance gains for girls were recorded in the former Upper Nile state where the proportion of settlements reporting that half of girls were attending school regularly rose from 2% (February 2017) to 75% (November 2017) and almost doubled in Greater Equatoria, from a low of 13% (March 2017) to 24% (November 2017).

FIGURE 39. SCHOOL ATTENDANCE FOR GIRLS, AGES 6-17, IN HARD-TO-REACH AREAS



Source: REACH Resource Centre, 2017. Authors' computation.

Strong cultural biases against girls' education were identified across all former states. In all assessed settlements, domestic chores together with cost to education were reported as the main barriers that keep girls out of school. Almost 30% of assessed settlements in the former Upper Nile state reported traditional views that hold that girls should not attend school. As with boys, clear correlations between school attendance patterns and barriers are difficult to discern based on the limited nature of data gathered; nevertheless, respondents across all assessed settlements

also reported child and early marriage and domestic violence as major barriers to education for girls. Separation from family members, harassment, and killing were major concerns reported by girls.

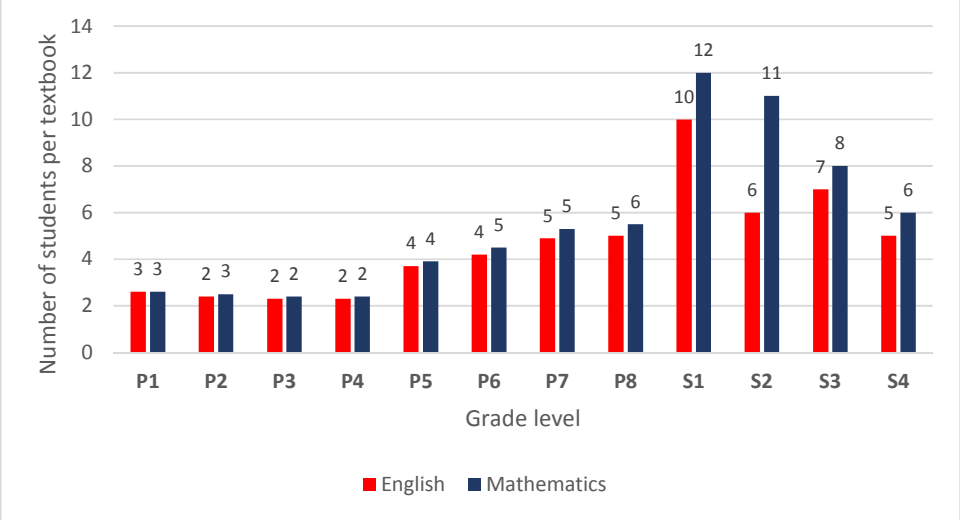
The lack of available schools – in combination with socio-cultural demand-side issues – is a particular barrier to education for those already amongst the most marginalized due to violence and displacement as geography, economics, and instability puts them seriously at risk of never being able to gain the skills needed to live decent and productive lives.

Supply-side barrier 4: Shortage of textbooks and learning materials

The MoGEI has set a national target of one textbook per pupil for all subjects by 2021. The baseline target for 2018 is 2:1 for primary school textbooks, 4:1 for ALP and PEP, and 2:1 for secondary (MoGEI, 2017).[70] However, reaching these goals will be challenging; at this point, the production of textbooks remains heavily funded by external partners, and the possibility that textbooks and other learning materials have been destroyed during attacks on schools is very high.

Generating accurate data on the availability of textbooks is not feasible without an updated ASC, but there is extreme levels of under-resourcing in schools throughout the country. For example, in the GUN states in 2015, prior to the outbreak of conflict the following year, more than five students (six students in Jonglei and seven in Unity) were already sharing an English language textbook (MoGEI and IIEP-UNESCO, 2017). Nationally, as shown in Figure 40, on average up to 12 students would be expected to share a mathematics textbook in the first grade of secondary school; at P5, four to five students were already sharing a single textbook. It is expected that this situation has deteriorated significantly since the last ASC in 2016.

FIGURE 40. NUMBER OF STUDENTS PER ENGLISH AND MATHEMATICS TEXTBOOK, BY GRADE, 2015



Source: MoGEI and IIEP-UNESCO, 2017 and EMIS, 2015. Authors' computations.

Teachers also face textbook shortages. In 2017, in the former Greater Equatoria and GUN states, 62% and 53% of teachers, respectively, had all the required textbooks for their subjects; in the former Greater Bahr el Ghazal and Warrap states, almost half (48%) and under 30%, respectively, of teachers had access to all subject textbooks (ECA, 2017).

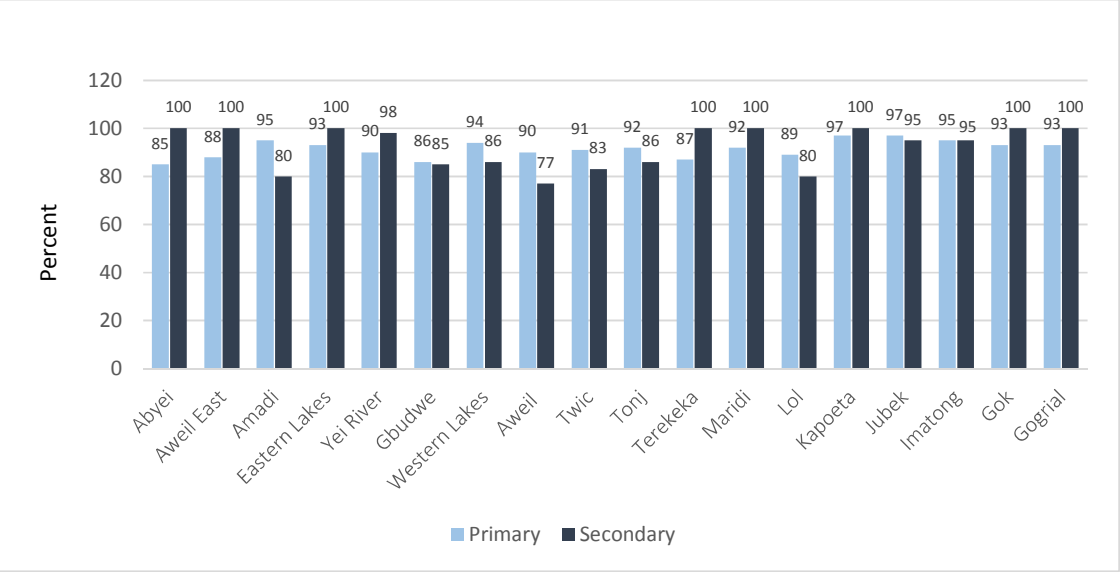
[70] MoGEI. (2017). The General Education Strategic Plan, 2017-2022, RSS, June 2017.

Teaching and learning is made difficult without any textbooks or materials; a lack of textbooks also signals a devaluing of education. All OOSC profiles are negatively impacted by this resource shortage, which is endemic across South Sudan.

Supply-side barrier 5: Poor water and sanitation in schools

According to 2016 EMIS data, the majority of pre-primary, primary, and secondary schools have access to drinking water from either a borehole, river, a well or any other kind. Despite the high percentages observed, it is not established if accessible sources of water are safe for drinking. As shown in Figure 41, in 2016, where state-level data were available, secondary schools in Abyei AA, Aweil East (former Northern Bahr el Ghazal), Eastern Lakes and Gok (former Lakes), Terekeka (former Central Equatoria), Kapoeta (former Eastern Equatoria), and Gogrial (former Warrap) had access to drinking water. Over 85% of primary schools in all states with available data reported having access to drinking water, and pre-primary schools in Western Lakes (former Lakes), Tonj (former Warrap), Terekeka, Gok, Eastern Lakes, Abyei AA, and Kapoeta all had access to drinking water (EMIS State Booklets, 2016).

FIGURE 41. PERCENTAGE OF PRIMARY AND SECONDARY SCHOOLS WITH ACCESS TO DRINKING WATER, BY STATE



Source: EMIS State Booklets, 2016. Authors' computation.

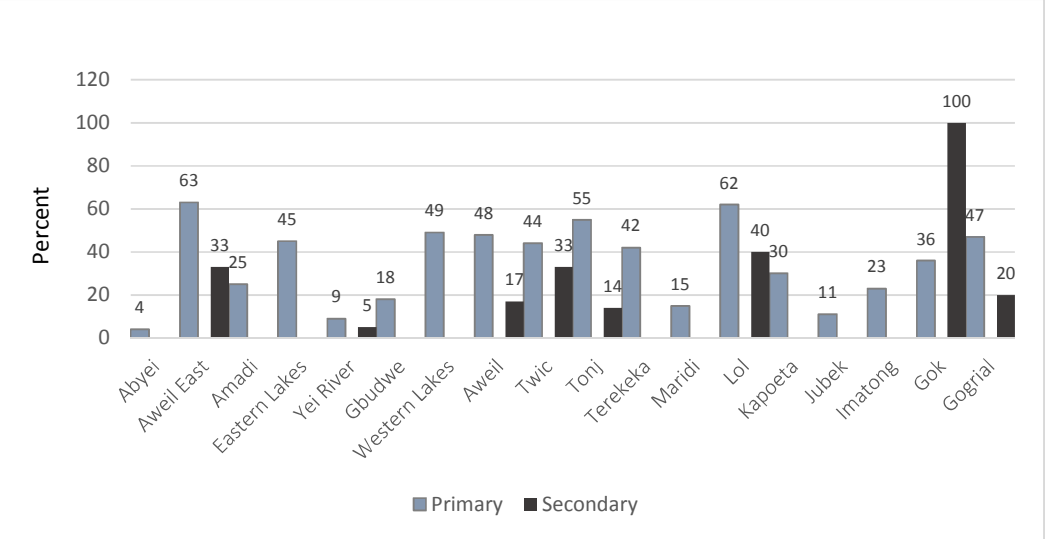
The 2017 South Sudan ECA found that less than 40% of primary schools in the former Upper Nile state had access to a functioning water source within or near the school premises. Where water sources are available, they were often dilapidated or not functional – as was the case for 30% of water sources around primary schools in the former Western Equatoria, Eastern Equatoria, and Warrap states. In the former Upper Nile state, only 17% of all assessed primary schools had access to hand-washing facilities. A noteworthy concern, highlighted in the ECA, is that water sources are located at least 30 minutes away from school compounds in the former Western and Northern Bahr el Ghazal states.

According to EMIS 2016 State Booklets, far more primary schools than secondary schools do not have adequate sanitation facilities. Where data were available in 2016, more than half of primary schools in Aweil East (former Northern Bahr el Ghazal), Lol (former Northern Bahr el Ghazal), and Tonj (former Warrap) had no access to latrines, as shown in Figure 42. In primary schools in Yei

River and Jubek (former Central Eqiatoria), Abyei AA, Maridi and Gbudwe (former Western Equatoria) States, less than 20% of primary schools did not have access to latrines.

In 2016 in the states with available data, almost all secondary schools had access to latrines; however, Gok state was particularly deprived with no secondary schools having access to latrines. More than 40% of pre-primary schools in Lol, Amadi (former Western Equatoria,), and Western Lakes (former Lakes) and half of pre-primary schools in Twic (former Warrap) had no access to latrines (EMIS, 2016).

FIGURE 42. PERCENTAGE OF PRIMARY AND SECONDARY SCHOOLS WITH NO ACCESS TO LATRINES, BY STATE



SOURCE: EMIS STATE BOOKLETS, 2016. AUTHORS' COMPUTATION.

The 2017 ECA found that just over half (52%) of primary schools in the former GUN states had access to latrines while 70% and 60% of primary schools in the former Greater Equatoria and Greater Bahr el Ghazal states, respectively, had access to latrines.

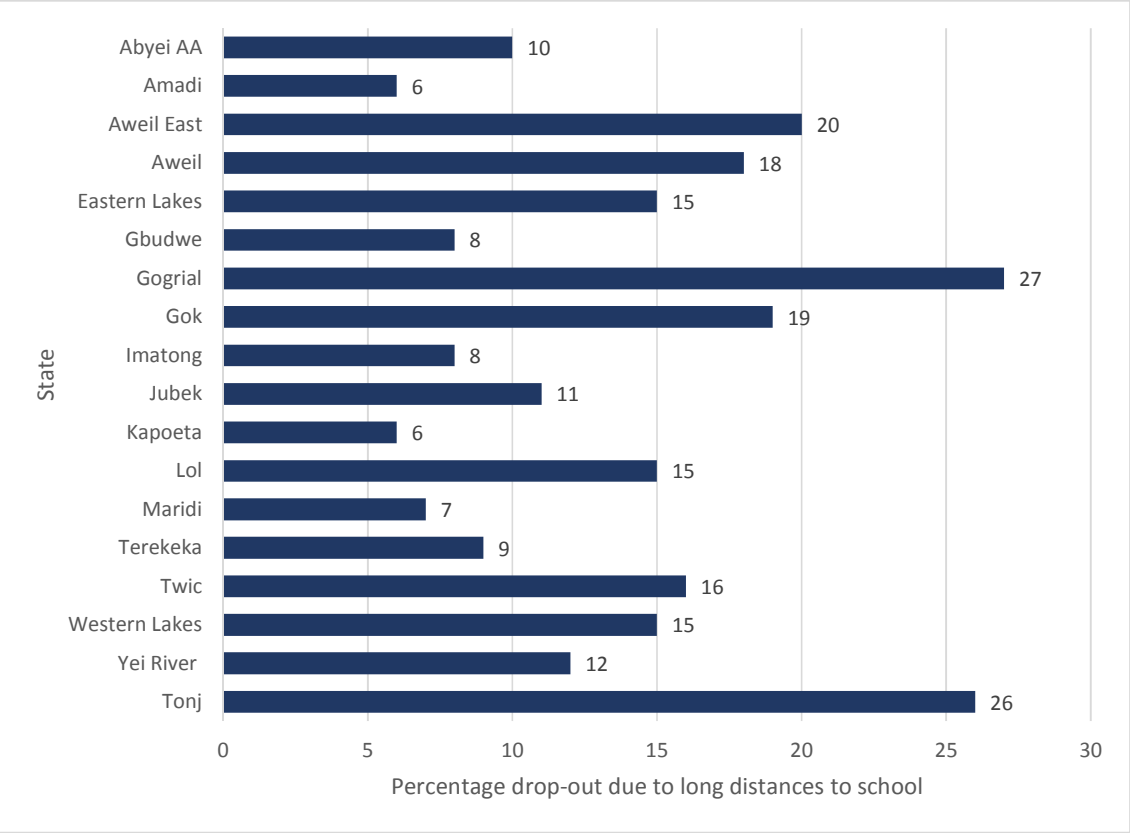
All groups of OOSC profiles are affected by a lack of adequate water and sanitation, which has important health implications that can influence a child's ability to participate in school. Poor facilities also communicate a negative signal about the value of education, making it less likely that some parents will send their children to school. Of all the affected OOSC profiles, it is particularly important for girls' attendance that schools have safe, private latrines.

Supply-side barrier 6: Distance to school

Having a school within close distance allows students to attend and concentrate without undue fatigue and, where safety and security is a concern, makes it more likely parents will send their children – girls and young children, in particular – to school. Due to the ongoing conflict, security risks inherent in traveling to school make distance an even greater barrier.

Where state-level data are available, based on EMIS 2016 data, school drop-out at primary and secondary levels due to the distance to school was highest in Aweil East (former Northern Bahr el Ghazal) and Gogrial and Tonj (former Warrap) where over 20% of students dropped out of school due to the distance to school. As shown in Figure 43, in half of the states with available data, at least 15% of students dropped out as a result of having to travel long distances to attend school.

FIGURE 43. PERCENTAGE OF PRIMARY AND SECONDARY SCHOOL DROP-OUT DUE TO LONG DISTANCE TO SCHOOL, AVAILABLE STATES, 2015



Source: EMIS State Booklets, 2016. Authors' computation.

If schools are too far away from communities, girls, young children, and children with disabilities are likely to be the most affected OOSC profiles, due to safety concerns. Distance from school can jeopardize all students, however, as the fatigue of getting to school can interfere with learning and optimum concentration.

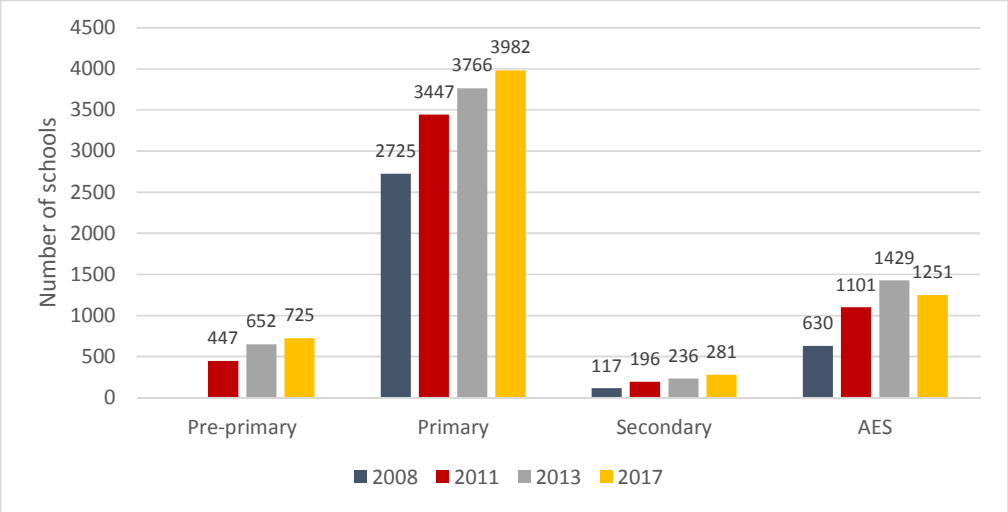
Supply-side barrier 7: Prevalence of incomplete, poorly constructed, or congested schools

In the past decade, MoGEI has made efforts to expand the number of education facilities. The number of pre-primary schools increased by more than 40% from 447 in 2011 to 725 in 2017, while the number of primary schools increased by 30% from 2,725 in 2008 to 3,982 in 2017. The number of secondary schools rose at a lower rate, which is consistent with lower levels of enrolment, from 117 schools in 2008 to 281 in 2017.[71]

Still, as a result of periods of conflict, schools have been reportedly used for other purposes other than teaching, and some have been destroyed (ECA, 2016 and 2017). Calculating the number of available schools in both urban and rural areas remains challenging without an updated school census and master list of local administrative units and urban and rural areas. Given the growing number of primary and school-aged children in South Sudan (UNDP, 2016), more efforts will be required to ensure adequate schools are established, particularly in rural areas. Figure 44 depicts the available data on the number of schools for selected years.

[71] 2017 data are based on the General Education Annual Review (GEAR, 2017). Figures represent 32 states. They exclude Terekeka state, which was not included in 2017 GEAR.

FIGURE 44. NUMBER OF SCHOOLS IN SOUTH SUDAN BY LEVEL OF EDUCATION, VARIOUS YEARS



Source: EMIS, various years and GEAR, 2017. Authors' computation

School drop-out is inevitable when students do not have the opportunity to proceed to the successive levels of education as is the case in South Sudan's many incomplete schools. The situation in seven out of ten former states is a cause for concern where over half of students were already enrolled in incomplete schools in 2015, prior to the resurgence of conflict in 2016, as shown in Table 7 (MoGEI and IIEP-UNESCO, 2017). In the former Jonglei and Upper Nile states, the proportion of students in incomplete schools was particularly high at 87% and 78%, respectively. There were also marked disparities across former states; for example, in the former Northern Bahr el Ghazal and Jonglei states, 81 and 91% of schools, respectively, were incomplete whereas in the former Central Equatoria state, which had the highest registered proportion of complete schools, 47% were incomplete.

TABLE 7. PERCENTAGE OF INCOMPLETE PRIMARY SCHOOLS AND ENROLMENT BY STATE, 2015

Former state	% of Incomplete Schools	% of Pupils in Incomplete Schools
Central Equatoria	53.5%	26.8%
Eastern Equatoria	68.2%	48.6%
Jonglei (partial data)	92.1%	87.8%
Lakes	77.5%	59.7%
Norhern Bahr el Ghazal	80.9%	65.7%
Unity	78.3%	52.8%
Upper Nile (partial data)	74.6%	78.3%
Warrap	78.8%	68.3%
Western Bahr el Ghazal	64.4%	44.8%
Western Equatoria	76.1%	55.8%
South Sudan	**73.5%**	**58.2%**
Without Greater Upper Nile states	71.6%	53.6%

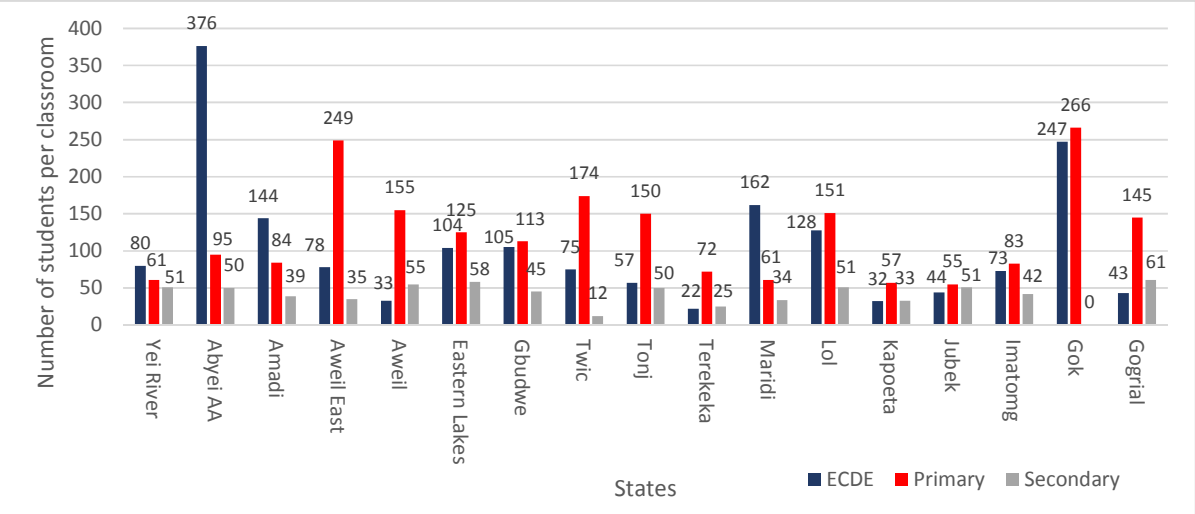
Source : MoGEI and IIEP-UNESCO, 2017. Authors' computation.

In the 2017 ECA one quarter of schools were characterized as "open air," or having a roof only, with less than half of schools (40%) considered to be permanent structures. Less than one third of schools in the former GUN states were considered as having a permanent structure compared to

53% of schools in the former Greater Equatoria and 38% in the former Greater Bahr el Ghazal states.

The MoGEI has set national targets to mitigate congestion in the classroom with the GESP goal of not more than 70 students in one primary classroom or 53 students in one secondary classroom (MoGEI, 2017). However, these targets have yet to be realized as 2016 EMIS data shows that, in half of the states where data were available, the pupil-classroom ratio (PCR) exceeded 100:1 with Gok (Lakes) and Aweil East (Northern Bahr el Ghazal) registering PCRs above 200:1 (see Figure 45). In only four states (Yei River and Jubek (Central Equatoria), Maridi (Western Equatoria) and Kapoeta (Eastern Equatoria) were PCRs below the minimum range for primary schools.[72] Abyei Administrative Area registered significant PCRs above 300:1 for pre-primary school with only four states (Aweil, Tonj (former Warrap), Terekeka (former Central Equatoria) and Imatong (former Eastern Equatoria) with PCRs below the national target for pre-primary. It is likely that PCRs were significantly higher in the former GUN states where data collection was not done in 2016 due to insecurity.

FIGURE 45. PUPIL-CLASSROOM RATIO BY EDUCATION LEVEL IN AVAILABLE STATES, 2016



Source: EMIS State Booklets, 2016. Authors' computation.

All students studying in incomplete schools, schools with extremely poor infrastructure, and in areas with high PCRs are at serious risk of not being able to continue their education.

Supply-side barrier 8: Poor nutrition and hunger

As schools can play an important role in feeding children and promoting good nutrition, hunger and nutrition are included here as a supply-side barrier. Children exposed to conflict, as is the case in South Sudan, are likely to have higher levels of malnutrition or "lower height-for-age outcomes." According to the Integrated Food Security Phase Classification for South Sudan, by September 2017, at least six million people in the country were experiencing extreme levels of food insecurity with school-aged children exceptionally at risk.[73] If left unchecked these high levels of malnutrition

[72] Pupil-Classroom Ratios (PCRs) are assessed based on permanent, semi-permanent, open air, roof only and tent structures
[73] UNICEF. (2017). Integrated Food Security Phase Classification, Republic of South Sudan –September 2017-March 2018 Findings.

will affect the cognitive development of children, increasing the potential to dropout in early grades (UNESCO, 2016).

A 2017 survey conducted by the World Food Programme's Food Security and Nutrition Monitoring Systems (FSNMS) estimated that out of the nine assessed former states, eight showed global acute malnutrition rates above the emergency threshold of 15% (up from seven of ten in 2016).[74] The findings suggest that the situation in South Sudan is worsening when measured against the 2010 Multiple Indicator Cluster Survey (MICS) findings, which reported that 28% of children under five years old were moderately or severely underweight, 31% were severely or moderately stunted, and 22% were severely or moderately wasted, with children in rural areas more likely to be stunted than children in urban areas.

Other health issues in South Sudan also put children at risk of being out of school. For example, between 2016 and 2017, over 20,000 cases of cholera were reported nationwide with 22% of reported cases affecting children under five and 30% affecting children and youth between five and 17-years-old.[75]

The 2017 ECA found that almost 80% of assessed counties faced food insecurity, and less than half of children who attended school brought a meal to school. Lack of food was considered the main reason for both non-attendance and dropping out of school for boys; however, according to the 2017 ECA, just 30% of students had access to school feeding programmes with percentages as low as 5% in the former Unity state.

The MoGEI plans to update the National School Feeding Policy Guidelines and Strategic Framework for South Sudan to begin to address these wide-spread issues, which affect all OOSC profiles, particularly boys and girls living in remote areas and those affected by conflict.

Supply-side barrier 9: Lack of support services for children with disabilities

The protracted conflict, coupled with economic decline, have played a role in increasing the magnitude of people with disabilities in South Sudan, yet schools remain largely unequipped to be able to cater to those with disabilities. Many supply- and demand-side barriers are heightened for children with disabilities in South Sudan, who face challenges in accessing education due to distances to school, the severity of their impairments, family finances, accessibility within school environments, insecurity, and teachers' qualifications.

Learning materials to support the visually impaired, such as Braille, and audio recordings for those affected with hearing impairments are only accessible in urban locations and mainly at secondary and higher level of education. There are also few professionals with the requisite skill sets – for example, Sign Language – to support learning in schools.[76]

While the GoSS has committed to safeguarding the Right to Education for all citizens, including those with disabilities, in reality schools are able to offer little support. This, combined with demand-side barriers such as the social stigma attached to some disabilities, leave children with disabilities at risk of being excluded form education, both within and outside the system.

[74] UN OCHA. (2018). Humanitarian Needs Overview, 2018.
[75] World Health Organization (WHO). (2017). Cholera Situation and Response Updates, Republic of South Sudan, October 2017.
[76] Coalition of Organizations of Persons with Disabilities. (2016). South Sudan Universal Periodic Review (UPR) Report.

Supply-side barrier 10: Unsafe Schools

There are clear associations between the ongoing conflict and the destruction of learning spaces, and almost one quarter of primary schools were partially destroyed in 2016 (in the six former states with available data in 2016), as shown in Table 8. In Aweil East and Lol (former Northern Bahr el Ghazal), 12% and 13% of primary schools, respectively, were completely destroyed. Amadi (former Western Equatoria) was notable for even higher incidences of destruction to primary schools at 18%. The higher levels of destruction in some parts of the country have been linked more to violent confrontations between armed groups and less to intercommunal clashes, which are also common occurrences in parts of the country.[77]

TABLE 8. PERCENTAGE OF DESTROYED PRIMARY SCHOOLS BY STATE, 2016

Name of the Former State	State	Total Schools	% Schools not destroyed	% Schools partially destroyed	% Schools completely destroyed	% Unknown
Northern Bahr el Ghazal	Aweil	289	58%	20%	7%	15%
	Aweil East	234	39%	25%	12%	24%
	Lol	156	55%	22%	13%	10%
Warrap	Abyei AA	27	48%	41%	7%	4%
	Gogrial	250	62%	24%	5%	9%
	Tonj	207	65%	12%	1%	23%
	Twic	158	60%	33%	1%	6%
Lakes	Eastern Lakes	106	62%	12%	6%	20%
	Gok	98	64%	18%	6%	11%
	Western Lakes	169	54%	25%	3%	18%
Western Equatoria	Amadi	108	28%	44%	18%	11%
	Gbudwe	161	61%	26%	4%	9%
	Maridi	62	52%	24%	6%	18%
Central Equatoria	Jubek	215	70%	24%	1%	5%
	Terekeka	31	61%	26%	10%	3%
	Yei River	321	64%	21%	3%	12%
Eastern Equatoria	Imatong	232	55%	27%	4%	14%
	Kapoeta	74	51%	41%	5%	3%
TOTAL		2898	57%	24%	6%	13%

Source: EMIS, 2016.

According to the ECA, in 2017 one third of functional schools were attacked. The former Greater Bahr el Ghazal registered the highest proportion of attached schools as 42% of schools came under attack at least once after the start of 2017, compared to 11% in 2016; in Greater Equatoria, attacks on schools increased from 13% in 2016 to 25% in 2017. In the former GUN states, the trend was reversed with 18% of schools being attacked in 2017, compared to 63% in 2016.

[77] The GOSS declared a state of emergency in Gogrial and Tonj states (former Warrap) mainly related to inter-communal conflicts and cattle raiding, Wau (former Western Bahr el Ghazal) and Aweil East (former Northern Bahr el Ghazal) mainly related to opposition activities in these areas.

The nature of school attacks in 2017 included looting and theft (26%), attacks on education personnel (6%), and some occupation by armed groups (2%). The use of schools for military recruitment and incidences of arson were found to be limited occurrences.

Schools are meant to be havens of safety, and children are likely to not attend or, if in attendance, unlikely to learn if they feel unsafe. The many children living in conflict-affected areas are most likely to be impacted by this supply-side barrier; girls are also particularly vulnerable to unsafe schools.

5.3 Demand-side barriers

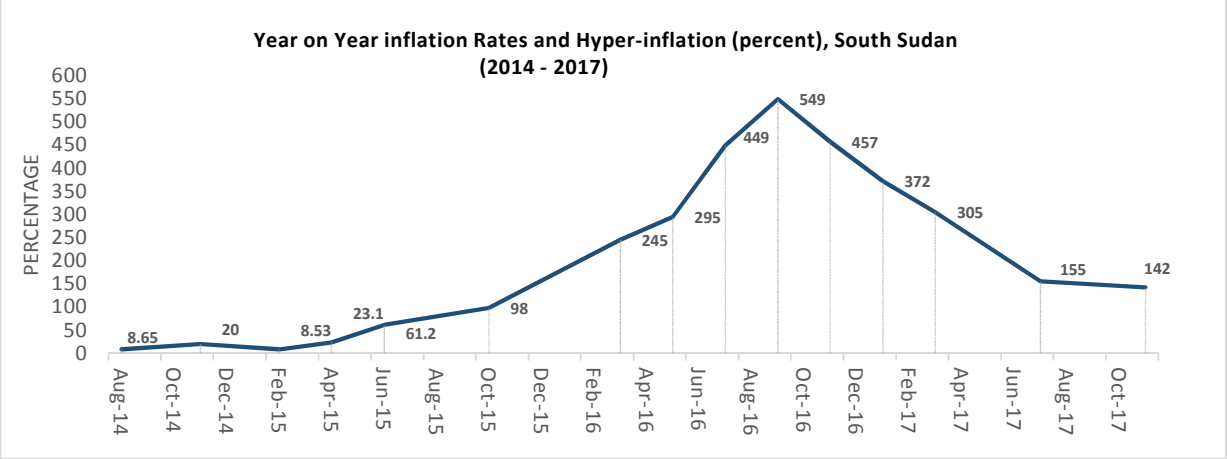
For children in South Sudan, demand-side barriers to participation in education often centre around financial issues – tied to the general economic decline of the country and heightened by emergencies – as well as socio-cultural beliefs and practices, such as child and early marriage. For policies and programmes that hope to attract children to school to be successful, they need to be tailored in such a way as to break through these key demand-side barriers.

Demand-side barrier 1: Opportunity costs and support for household subsistence

The GoSS does not provide safety nets to protect households against economic shocks and, while the expansion of education can drive social and economic transformation, this potential is not currently being realized in South Sudan. As mentioned in the section on country context, the oil industry dominates South Sudan's economy with less than 20% of the national GDP generated by alternative forms of income. In recent years, the economy has been devastated by the global drop in the price of oil as well as the drop in national oil production.

As shown below, the national Consumer Price Index (CPI) increased by 142% from November 2016 to November 2017 while a scenario of high inflation or hyperinflation prevailed from 2014 to 2017, as shown in Figure 46. From 2011 to 2016, the government gross debt has also increased steadily with estimations that this will continue to be the case through 2020, decreasing the availability of funds to allocate to social sectors, including education.

FIGURE 46. YEAR ON YEAR INFLATION TRENDS, 2014-2017



SOURCE: SOUTH SUDAN NBS, 2017. AUTHORS' COMPUTATION.

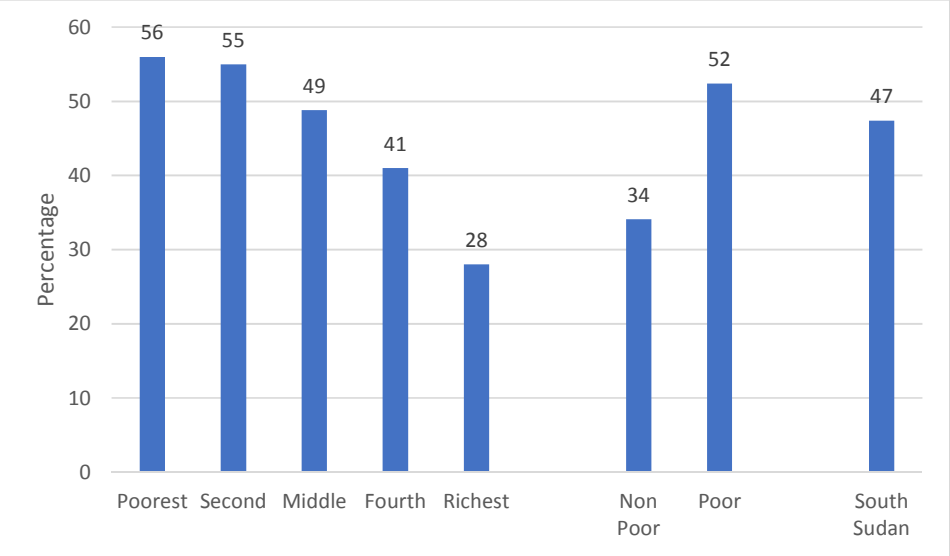
In this economic climate, households struggle to make ends, and family poverty levels contribute to school drop-out as school fees become over burdensome and children must contribute to their families' subsistence. In Greater Equatoria, where the production of food for household consumption is less common, head teachers reported that school fees was a major reason for

dropout; in the former GUN states, drop-out was attributed to food insecurity and cattle herding, which are also linked to economics (ECA, 2017).

The 2016 HFS registered poverty levels at 70% in urban areas in six out of the ten former states where data were collected. The results also revealed that poverty in urban and rural areas affected 66% of households in 2015 – an increase from 51% in 2009 and 57% in 2014. Amongst the poorest urban households, poverty levels increased by more than half in the course of just one year, from 28% in 2015 to 62% in 2016. In 2015, half of the population in urban areas were living below the international poverty line (compared to 25% in 2009). Rates of rural poverty in 2015 were even higher at 68% of all households.

Due to a higher reliance on monetary transactions in urban areas than rural areas, urban poverty is more likely to force children into engaging in income-generation activities, rather than attending school, to augment household income. Future surveys at the household level across all areas in South Sudan would be useful to further inform the relationship between schooling patterns and urban and rural poverty levels. Available data show that more than half (56%) of primary school-aged children from the poorest households, or wealth quintiles, were out of school compared to 28% of children in the richest households and 34% of children in non-poor households (a rate of exclusion that is far lower than the average of OOSC in South Sudan at 47.4%) (World Bank, 2015). The high levels of primary-aged children that are out of school in poor households, as depicted in Figure 47, indicates that many children are missing out on the opportunity to acquire the knowledge and skills needed for decent work and are likely to have lower levels of literacy throughout their lives.

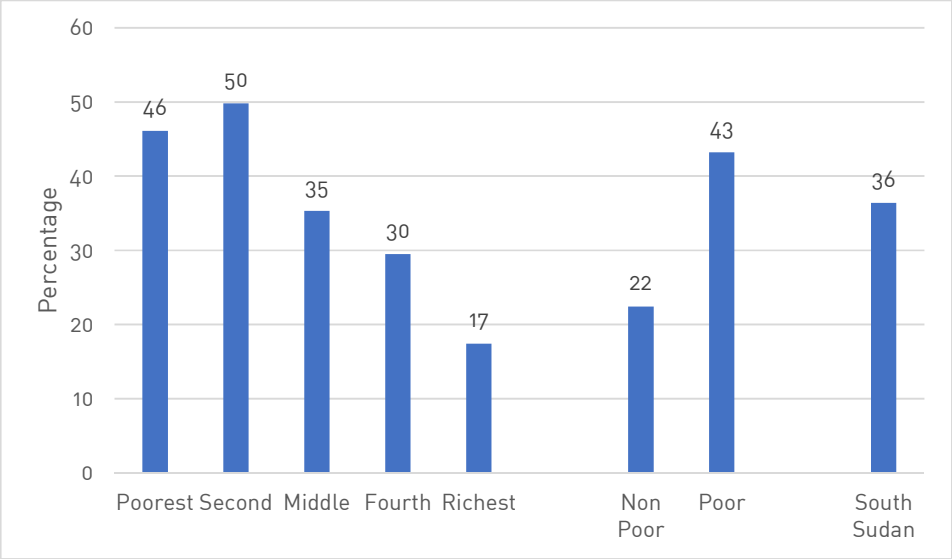
FIGURE 47. PERCENTAGE OF OUT-OF-SCHOOL PRIMARY SCHOOL-AGED CHILDREN IN SOUTH SUDAN BY POVERTY STATUS



Source: HFS, 2015. Authors' computation.

There are similar patterns associated with poverty for secondary school-aged children. While at the national level, 46% of secondary school-aged children from the poorest wealth quintiles are out of school, only 17% of secondary school-aged children from the richest households are out of school, which is 28 percentage points lower than secondary school-aged children from poor families (see Figure 48).

FIGURE 48. PERCENTAGE OF OOSC SECONDARY SCHOOL-AGED CHILDREN IN SOUTH SUDAN BY POVERTY STATUS



Source: HFS, 2015. Authors' computation.

All OOSC profiles are likely to be affected by the economic decline of the country and resulting rise in poverty levels, particularly boys and girls living in rural areas and others from the poorest wealth quintile.

Demand-side barrier 2: Psychological Trauma

Up to 900,000 South Sudanese children are afflicted with psychological trauma as a result of witnessing violence or experiencing it directly during attacks on schools or similar violent incidents. At least 16,000 children are estimated to be unaccompanied in a context of massive internal displacement.[78]

These negative experiences, which have been further highlighted in the country context and at-risk profile sections, on the psyche of school-aged children have the potential to affect performance in education as well as to discourage regular school attendance altogether. Children residing in conflict-affected areas and children from internally displaced or refugee families are most likely to be impacted by psychological trauma.

Demand-side barrier 3: Socio-cultural traditions - pregnancy, marriage, and domestic responsibilities

In addition to the socio-cultural factors mentioned under supply-side barrier 3 where domestic chores and the cost of education for girls is an issue, child, early, and forced marriage is also a challenge in South Sudan. While a national penal code is in place to protect children against child and forced marriage, the reality is that customary laws, anchored in South Sudanese traditional society, remain firmly in practice, and the practices of child and forced marriage are widespread. These traditional laws differ from one community to another and may promote "reconciliation" between families, which can extend to encouraging child or forced marriages of school-aged girls to avoid "dishonour" to the family. Child and early marriages are also encouraged by deep-seated traditions that promote wealth acquisition through payment of "bride price." In recent years, the

[78] UNICEF. (2017). Childhood Under Attack: The staggering impact of South Sudan's crisis on children.

escalating economic crisis, paired with weak enforcement of laws, have led many families to force early marriages to guarantee family income.

The 2017 ECA found that child and early marriage, domestic responsibilities, and pregnancy are key drivers of drop out from primary school for girls (compared to cattle rearing, the cost to education, and hunger for boys).[79] Apart from keeping girls from acquiring an education, the consequences of child and early marriage on school age girls can be physically and psychologically devastating. Early pregnancies are associated not only with a higher likelihood of dropping out of school, but also with health complications, including depression, debilitating conditions such as obstetric fistula in physically underdeveloped girls, and the risk of death. Globally, health problems during pregnancy and delivery are the second leading causes of death in girls, ages 15 to 19, with girls between 10 and 14 years old having a five-fold chance of dying during childbirth than women between 20 and 24 years old.[80] In South Sudan, at least 60,000 women and girls are afflicted with obstetric fistula due to child marriages and adolescent pregnancies.[81]

Despite their prevalence and impact, child and forced marriages remain informal and largely unregistered in South Sudan, creating a vacuum for accurate national data. Of the OOSC profiles, child and early marriage and pregnancy as well as domestic work most affect girls of school age, preventing them from pursuing education.

Demand-side barrier 4: Pastoralist traditions

Within pastoralist communities and traditional "cattle camp" settings, boys as young as three- or four-years-old are socialized into cattle herding; by the age of 15, they will typically be "initiated" into adulthood. Education in this context can seem disruptive to cultural "rites of passage," particularly when it has the potential to delay marriage – and by extension, the social capital inherent in the acquisition of more cows and ability to pay bride price. Opportunities to participate in school may also be affected by household composition; for example, if other children are present to take charge of herding cattle than it is more likely than some children in the family might attend school.

When children from pastoralist communities do attend school, they tend to be overage for their grade, increasing the risk of dropping out. They are also likely to face cultural and peer pressure to marry at an early age, and their labour-intensive duties in the camp may encourage a certain resistance to education. Furthermore, in cattle camps across South Sudan, school-aged children tend to migrate seasonally while engaging in cattle rearing duties. In most cattle camps across the country, children, ages 5 to 18, may work for more than 30 hours per week, which is significantly above the recommended International Labour Organization (ILO) threshold of 15 hours per week, marginalizing children from education, social, and economic advancement.[82]

In pastoralist communities, payment of the bride price is valued as "the primary benefit of keeping cattle" (Food and Agricultural Organization (FAO), 2016), so that girls are socialized at an early age to value domestic responsibilities over education as they prepare for marriage. Withholding girls

[79] South Sudan Education Cluster. (2017). Education Cluster Assessment, South Sudan.
[80] World Health Organization (WHO). (2011). Guidelines on Preventing Early Pregnancy and Poor Reproductive Outcomes Among Adolescents in Developing Countries; UN Women. (2013). Child Marriages: 39,000 Every Day – More than 140 million girls will marry between 2011 and 2020.
[81] UNFPA. (2017). Battling obstetric fistula: The fight begins at home. *South Sudan News*. Retrieved from http://southsudan.unfpa.org/en/news/battling-obstetric-fistula-fight-begins-home-5
[82] ILO. (2013). "Child Labour and Education in Pastoralist Communities in South Sudan."

from school to avoid delaying marriage is a common practice and girls are unlikely to return to school following childbirth.[83]

There are also other traditional communities in South Sudan where beliefs and practices are likely to pose a demand-side barrier to education, but data were not available – for example, on OOSC in fishing communities.

5.4 Barriers related to quality

Many of the supply-side barriers highlighting gaps in the services schools are able to provide also allude to issues of education quality. In South Sudan, major issues around teacher qualifications, teacher absenteeism, and the curriculum and language of instruction pose significant barriers to students being attracted to and staying in school.

Quality issue 1: Teacher qualifications

Quality teachers are perhaps the most important school-level input for ensuring that students learning, yet South Sudan has very few qualified teachers at all levels of the school system. According to the GESP, 2017-2022, none of the 3,148 ECDE teachers in the country have participated in specialised training, and 62% of primary teachers and 44% of secondary teachers are not qualified to the expected standard.[84] Of South Sudan's 36,858 teachers, only four percent have earned at least a secondary education certificate.[85]

The EMIS data (2016) show that just 16% of all teachers have completed two years of pre-service training and 9% of teachers possess a diploma; under 40% of primary and 70% of secondary school teachers have received any formal training, as depicted in Table 9.

TABLE 9. TEACHERS' PROFESSIONAL QUALIFICATIONS, BY LEVEL TAUGHT

School Type	Total	Untrained	Completed 4 years In-Service	Completed 2 years Pre-Service	Diploma	Unknown
AES	4,436	61%	9%	14%	2%	15%
ECDE	2,735	52%	9%	22%	6%	11%
PRI	26,327	58%	9%	17%	4%	13%
SEC	2,889	26%	8%	8%	50%	9%
TTI	54	4%	4%	9%	83%	0%
TVE	272	12%	39%	10%	13%	26%
UNI	623	0%	0%	0%	100%	0%
Total	37,336	54%	9%	16%	9%	13%

Source: EMIS, 2016. Authors' computation.

At the state level, the 2016 EMIS data reveal wider disparities. More than 70% of ECDE teachers in Maridi (Western Equatoria), Aweil East (Northern Bahr el Ghazal), Gok (Lakes), Tonj and Abyei AA (former Warrap) are untrained, with the largest percentage of untrained teachers (85%) registered in Abyei AA.

Over 60% of primary school teachers in Aweil East, Lol (Northern Bahr el Ghazal), Yei River (Central Equatoria), Kapoeta (Eastern Equatoria) and Gok are untrained as well as over half of secondary

[83] ILO. (2013). "Child Labour and Education in Pastoralist Communities in South Sudan."
[84] MoGEI (2017). General Education Strategic Plan, 2017-2022.
[85] UNESCO and UNICEF. (2018). Consultation with UNESCO and UNICEF Staff on Teacher Training Institutes, March to April 2018.

school teachers in Lol, Kapoeta, Gok and Aweil East – with Gok registering the highest percentage of untrained teachers at 75%.[86]

These low levels of trained teachers are the result of very few TTIs being operational due to the security and financial situation in the country. While six TTIs exist in South Sudan, only three are operational (in Maridi, Maper, and Rambur), with programmes that are heavily reliant on external, project-based partners.[87] Several TTIs have been attacked or destroyed during periods of conflict, so that the functional TTIs are located in perceived "safe zones," leaving some parts of the country – such as the former GUN states – with few to no teacher training options.

While the MoGEI is keen to develop the quality of teachers through the provision of capitation grants to TTIs, the institutes tend to be poorly equipped and lacking in suitably trained personnel. Country Education Centres (CECs) provide some opportunities for in-service training, but these are under-represented at the county level and also lack basic facilities and human resources.[88] Beyond training supply, few students enrolled in tertiary education opt to study education, further reducing the potential to expand the trained secondary school teacher workforce. Overall, interest in the teaching profession continues to wane under harsh economic realities and the unresolved insecurity in many parts of the country.

The quality-related barrier of untrained teachers affects all OOSC profiles, particularly those living in conflict-affected areas of the country.

Quality issue 2: Teacher absenteeism

Teacher motivation, effectiveness, and time spent on teaching are all jeopardized by the ongoing conflict in South Sudan. Teacher presence in schools improved slightly from 2016 to 2017 as the 2017 ECA found that 26% of primary school teachers were absent at the time of the assessment compared to 31% in 2016. [89] However, in Northern Bahr el Ghazal almost half (46%) of teachers were absent at the time of the 2017 assessment.

While insecurity leading to teacher absenteeism was found to be an ongoing problem in the 2017 assessment, this was further amplified by major issues with delayed or irregular teacher salary payments. By the end of 2017, government and non-government teachers had only received an average of four months' salary whereas payment for at least 10 months was due. There was some variation in this across former states; for example, government teachers in the former GUN states received just three months of salary for the year. In non-government schools in Greater Bahr el Ghazal one quarter of teachers received at least seven months of incentives – compared with 16% of teachers in non-government schools in the former GUN states and 58% of teachers in non-government schools in Greater Equatoria.

In schools where salaries were paid, 82% of government teachers and 75% of non-government teachers were found to be present. Where salaries were not awarded, teacher presence dropped by almost 9 percentage points (ECA, 2017).

[86] All figures on trained teachers at state level are published in individual EMIS state booklets for 2016.
[87] UNESCO and UNICEF. (2018). Consultation with UNESCO and UNICEF Staff on Teacher Training Institutes, March to April 2018.
[88] Less than 500 students were enrolled in education programmes in tertiary institutions in South Sudan in 2015 and just 20 Country Education Centres were available (UNESCO, 2016)
[89] Updated trends for secondary schools were not assessed during 2017 Education Cluster Assessment, South Sudan.

Even prior to the resurgence of conflict in 2016, almost 60% of primary school teachers had left the profession due to low teacher salaries and subsequent low levels of motivation (MoGEI and IIEP-UNESCO, 2017). Head teachers asserted that the timely remuneration of teaching staff remains a priority in order to address chronic teacher absenteeism.

This quality issue impacts all OOSC profiles, particularly those children living in hardship areas.

Quality issue 3: Curriculum and Language of Instruction

The first South Sudanese curriculum was adopted in 2005, and a new Curriculum Framework was launched in 2015 with a focus on building national cohesion through learning indigenous languages; promoting skills development and competency-based learning; and introducing new areas of focus, including pastoralist education, peace education, and TVET. The new curriculum places more emphasis on values such as justice, democracy, tolerance, respect, human rights, and gender equity. Mother tongue is the language of instruction during the first three grades of primary education with English as the official language of instruction beginning in the fourth grade of primary school. This provision for teaching in children's mother tongue aims to enhance school attendance and retention while reducing the alienation of children from their host communities (UNESCO, 2010).

In spite of these important steps, the new curriculum falls short of addressing the learning needs of children with disabilities and lacks the required teaching and learning materials, with teacher guides and textbooks yet to be printed.

The EMIS data (2016) indicate clear disparities in the use of English language, reporting that less than 75% of primary schools in the former states of Jonglei, Warrap, Unity, and Northern Bahr el Ghazal use English as the language of instruction, and less than 70% of schools use mother tongue in the first three grades of primary school. The EMIS data also show that close to 100% of all national primary grades and 86% of secondary schools were using the first South Sudanese curriculum. At least 25% of secondary schools in the former Upper Nile, Unity, and Northern Bahr el Ghazal states complement the curriculum with that of the Sudan and other countries; these former states also tend to have more teachers trained in the Arabic language with a shortage of teachers who are fluent in English (MoGEI and UNESCO-IIEP, 2016).

Curriculum and language of instruction issues affect all OOSC profiles, and the lack of specialized materials for children with disabilities further disadvantages these boys and girls.

5.5 Summary

Understanding the barriers facing OOSC children in South Sudan can, and should be, a step towards the development of tailored, innovative, cost-effective policies and programmes that meet the specific needs of each OOSC profile. Unless the key environmental, supply-, demand-, and quality-related barriers to education are removed – or at least greatly lessened – the many unique types of OOSC children in the country will remain excluded.

CHAPTER 6: POLICIES AND STRATEGIES FOR SUPPORTING OOSC

This chapter maps the legal and policy frameworks and education sector plans that are in place to guide South Sudan's response to the OOSC crisis. It shows how implementation of the policy and strategic priorities contained within the NGEP, 2017-2017, and GESP, 2017-2022, can begin to meet the needs of the OOSC profiles described in the preceding chapters.

6.1 Legal Framework

The **Transitional Constitution of the Republic of South Sudan (GoRSS, 2011)** provides the overall legal framework for policy development, including the right to education for every citizen. Article 29 guarantees access to education for all citizens without discrimination based on religion; race and ethnicity; health status, including HIV/AIDS; and gender or disability. The Constitution stipulates that education will be promoted at all levels of government and that free and compulsory primary-level education will be provided as well as free illiteracy eradication programmes.

Accompanied by The Child Act of 2008, the **General Education Act (2012)** provides the broad legal framework for the general education system and child protection. The Act stipulates that the general education system in South Sudan will be directed towards meeting the following goals:

a) Eradicate illiteracy, improve employability of young people and adults, and promote lifelong learning for all citizens;
b) Provide equitable access to learning opportunities for all citizens to redress the past inequalities in education provision;
c) Achieve equity and promote gender equality and the advancement of the status of women;
d) Contribute to the personal development of each learner and to the moral, social, cultural, political, and economic development of the nation;
e) Promote national unity and cohesion;
f) Enhance the quality of education and encourage a culture of innovation and continuous school improvement and effectiveness; and
g) Develop and promote a general scientific approach in education.

Of particular relevance to the issue of OOSC is the Government's commitment to the AES, which provides opportunities for "learners who have missed their formal education in the basic education system, and those who have never joined basic education" (GoRSS, 2012). The MoGEI and its stakeholders are legally bound to implement these laws and promote quality education for the benefit of all the citizens, from children to youth to adults.

At the global level, the **Transforming our World: The 2030 Agenda for Sustainable Development**, which was adopted by all nations at the 70th UN General Assembly in New York in September 2015, suggests that all UN Member States implement the Sustainable Development Goals (SDGs). Based on the 2030 Agenda, the African Union developed **The AU Agenda 2063** and the AU **Continental Education Strategy for Africa, 2016-2025**. Therefore, the MoGEI, the state Ministries, County Education Departments, and the other stakeholders have a "legal duty to implement SDG 4 and contribute to achievement of the other SDGs by 2030" (MoGEI, 2017).

6.2 The National General Education Policy (NGEP), 2017-2027

The above legal framework underpins the draft **National General Education Policy (NGEP), 2017-2027** (that is, in turn, the foundation for the medium-term National General Education Strategic Plan (GESP 2017-2022)). The NGEP, 2017-2027, aims to contribute towards achievement of the strategic goals of the **South Sudan Vision 2040**, to "build an educated and informed nation" through

education, which will help enable South Sudan to make the transition from an oil-dependent economy to a knowledge-based economy. The NGEP mission strongly aligns with SDG 4 on education to "provide equitable access to quality lifelong learning opportunities for all people of South Sudan."

The NGEP's principles underpin policy reforms to address the challenge of OOSC in South Sudan:

(a) Primary education shall be free and accessible to all citizens in South Sudan without discrimination on the basis of sex, race, and ethnicity, health status including HIV/AIDS, gender or disability;
(b) Education shall foster the development of South Sudan through integration, peace, self-reliance, patriotism, respect and tolerance for other cultures, traditions, religions, opinions, and beliefs;
(c) Education shall promote gender equity throughout the primary, secondary, and other institutions of learning; and
(d) Education shall inculcate in the individual awareness and respect for life, human dignity in general and human rights in particular, especially child rights.

The NGEP includes several priority policy reforms to address the barriers and bottlenecks faced by OOSC, as presented under the OOSCI analytical framework: Enabling Environment, Supply-side Barriers, Demand-side Barriers, and Barriers related to Quality. In Table 10, below, these policy priorities have been paired with the associated OOSC profile(s), where "all groups" indicates the following at-risk profiles: children residing in conflict-affected areas, boys and girls in rural and remote areas, girls facing child and early marriage, overage children, children attending schools with an incomplete cycle, child labourers, children with disabilities, children from pastoralist communities, children of IDPs or refugees, and street children.

TABLE 10. MAP OF OOSCI DOMAINS, NGEP POLICY PRIORITIES, AND TARGETED OOSC PROFILES

OOSCI Domain	NGEP Policy Priorities	OOSC Profile Targeted
Enabling Environment	1. Develop strong **coordination and partnerships on peace education** with line ministries, commissions, and development partners.	All groups
	2. Develop consensus and allocate **funds for development and promotion of education focused on the hard-to-reach areas** in the states, counties, payams and communities.	All groups
	3. Develop a **system for donor harmonization** to improve coordination between development partners and government agencies.	All groups
	4. Promote **strong collaboration and networking** among state ministries, NGOs and the South Sudan Relief and Rehabilitation Commission, **to provide accelerated and alternative learning opportunities** immediately after emergencies.	Children residing in conflict-affected areas; children of IDPs or refugees
	5. **Institutionalize and develop capacity of EMIS, SSSAMS and any other e-governance data systems** at national, states and counties.	All groups
Supply-side Barriers	1. Encourage the private sector, the community and voluntary sector to **expand their early childhood development and education (ECDE) provision**.	All groups, particularly boys and girls living in rural and remote areas
	2. **Increase access to ECDE** as preparation for schooling and to provide needed psychosocial support for children who have experienced conflict directly and whose parents have also experienced years of conflict.	All groups, particularly children residing in conflict-affected areas and children of IDPs and refugees
	3. Work with partners (including the Education Cluster) to **bring approximately 300,000 children in the conflict-affected areas to local primary schools** by reconstructing classrooms and providing	All groups, particularly children residing in conflict-affected areas

	an adequate number of primary teachers in conflict-affected areas as a matter of priority.	
	4. Work with the World Food Programme, to use the provision in the Letter of Understanding (LOU) on **food-for-work as an incentive for local communities in the Counties to construct classrooms** using locally available materials; when resources become available, these community schools will become government schools.	All groups, particularly boys and girls living in rural and remote areas and children residing in conflict-affected areas
	5. Work together with local communities in the Counties to **establish safe learning spaces that are located within the community** to reduce the distance travelled to school.	Boys and girls living in rural and remote areas; children residing in conflict-affected areas; children with disabilities
	6. **Increase the number of primary schools that offer all eight grades,** ensuring there is at least one such primary school in each Payam within the next five years	Boys and girls living in rural and remote areas; children attending schools with incomplete cycles; overage children
	7. Ensure that there is **at least one full secondary school (S1-S4) in each County** within the next five years by using all the available resources including the 'Constituency Development Fund' (CDF) and block grants to construct and/or upgrade new schools; by advocating with national and state governments for the use of these funds, especially in disadvantaged Counties and, as the government education budget increases, by allocating funds for construction of additional secondary schools.	All groups, particularly boys and girls living in rural and remote areas, children residing in conflict-affected areas; girls facing child and early marriage
	8. Ensure that secondary education consists of two broad categories of schools: **Academic schools and technical and vocational education and training (TVET) schools**.	All groups, particularly child labourers
	9. **Reduce gender disparities in teacher recruitment, training, promotion and deployment.**	Girls facing child and early marriage
	10. Students who join **the National Education Service** shall be considered as Volunteer Teachers and shall be trained and deployed to schools in the Counties by the state Ministries of Education.	All groups
	11. Develop **policies and set national standards for teacher recruitment, management, training and deployment.**	All groups
	12. **Develop, print and distribute textbooks to secondary schools;** update, print and distribute **primary textbooks;** and develop, print and distribute appropriate **learning resources for ECD centers.**	All groups
Demand-side Barriers	1. Ensure **educational continuity for IDPs and mainstreaming refugee education** into the national system, to maintain gains in access and to restore schooling in communities where education has been disrupted by conflict.	Children of IDPs and refugees
	2. **Promote the Alternative Education Systems (AES),** especially Accelerated Learning Programme (ALP), Community Girls' Schools (CGS) and the Pastoralist Education Programme (PEP), which are essential for the government's commitment to providing (formal or non-formal) primary education for all children in the country and provide a pathway to enter (or re-enter) the formal system.	Children residing in conflict-affected areas; children attending schools with incomplete cycles; children from pastoralist communities
	3. **Implement the Pastoralist Education Programme (PEP)** to meet the needs of the pastoralist communities, especially the livelihoods curriculum for pastoralist communities targeting children, youth and adults where children will learn in their mother tongue through P4 level and then transition to formal schools beginning with P5 and encourage out-of-school youth in these communities to attend the ALP programme.	Children from pastoralist communities; boys and girls in rural and remote areas

	4. Promote **equal access for boys and girls in education** and support education for the girl child through cash transfers and school capitation grants.	Girls facing child and early marriage; child labourers
	5. Encourage **Girls' Education Clubs** (GEM) to take part in awareness and advocacy events to attract and retain girls at the secondary level and continue with the programme of cash transfers for girls throughout the secondary cycle.	Girls facing child and early marriage
	6. Further develop, finalise and implement the draft **Inclusive Education Policy, 2015.**	Children with disabilities
	7. Invest the necessary resources in **promoting adult literacy and reducing illiteracy** in the country from 73% to below 40% within the next 10 years.	All groups, particularly overage children and street children
Barriers related to Quality	1. Establish a **unified secular National Curriculum** for Public and Private schools in the Republic of South Sudan.	All groups
	2. In consultation with the Ministry of Public Service, Labour and Human Resource Development, **ensure all categories of teachers, meet the minimum quality standards** to teach in schools in the Republic of South Sudan.	All groups

The NGEP notes that the challenges facing the government are "many and significant," of these, and at the top of the list of priorities driving the policy reforms, is the challenge of OOSC. With that said, several OOSC profiles remain under-represented in the policy reform framework, notably child soldiers, child labourers, and street children.

6.3 The General Education Strategic Plan, 2017-2022

The General Education Strategic Plan (GESP), 2017-2022, includes priorities, goals, and expected outcomes for the next five years, assuming that the country stabilizes economically and that peace is achieved. The MoGEI, therefore, plans to "provide quality education for all, including IDPs and refugees, by developing effective and implementable programmes that enable learners to acquire the necessary knowledge, skills and attitudes to compete in the labour market nationally and internationally regardless of sex, religious affiliation, disability, political affiliations, cultural background, age, race, or ethnicity" (MoGEI, 2017).

The GESP consists of two main components:

1. A **Transitional Education Plan (TEP)** for the first two years (2017-2018), which takes account of the current financial and political crisis and is, therefore, limited in scope with a few key priorities (MoGEI, 2017). These include maintaining the gains in enrolment that have been achieved in many parts of the country and improving access through the provision of learning spaces and qualified teachers in all areas of the country, especially those areas where education has been severely disrupted by conflict; improving teacher quality; implementing the new curriculum; and providing alternative education modalities for children and youth who have so far been denied their right to education.[90]
2. A full **Strategic Plan** to guide both the MoGEI and its partners if/when more financial resources are available and the situation stabilizes so that all parts of the country are accessible. This Strategic Plan comprises four priority programmes: (1) Access and Equity; (2) Quality; (3) Management; and (4) TVET.

Associated with the GESP is a **Monitoring and Evaluation (M&E) Strategy (2017)** and a **Monitoring and Evaluation Programme for Education,** to be launched in 2018 (MoGEI, 2017). The priorities of

[90] These alternative modalities will either serve as a pathway back to the formal system or will enable learners to develop basic literacy skills or gain access to technical and vocational education and training opportunities.

the GESP are also consistent with those of international and regional agreements, such as the Convention on the Rights of the Child (CRC),[91] the Sustainable Development Goals (SDGs), and the African Union's Continental Education Strategy for Africa (CESA 2016-2025) (MoGEI, 2017). A table mapping the GESP to international and regional frameworks is included in Annex B.

Priority strategies from the GESP, which follow from the priority policy reforms in the NGEP, are presented Table 11, aligned as per the OOSCI domains and where "all groups" encompasses the same profiles as above.

TABLE 11. MAP OF OOSCI DOMAINS, GESP PRIORITY STRATEGIES, AND TARGETED OOSC PROFILES

OOSCI Domain	GESP Priority Strategies	OOSC Profiles Targeted
Enabling Environment	1. Mobilize political will and capacity to **make education conflict sensitive**.	All groups
	2. **Lobby for increased of budget allocation to education** in accordance with the provisions of the General Education Act, 2012 to at least 10% of the annual budget; **lobby for increased donor support.**	All groups
	3. **Increase access to education through promotion of partnerships** in education.	All groups
	4. Develop strategy to **strengthen Education in Emergencies responses**.	Children residing in conflict-affected areas; children of IDPs and refugees
	5. Continue to **strengthen the EMIS** and the annual school survey process.	All groups
	6. **Strengthen ECDE policy framework** to guide efforts of public and non-government providers.	All groups, particularly boys and girls in rural and remote areas
	7. Increase **access to ECDE through provision of learning spaces, teachers and caregivers**.	All groups, particularly children residing in conflict-affected areas; children of IDPs and refugees
	8. Advocate with state ministries for the **redeployment of teachers to under-served areas** within their states and for them to **mobilize communities to construct classrooms, teacher housing and low-cost boarding schools for girls**.	All groups, particularly children residing in conflict-affected areas
Supply-side Barriers	1. Implement the **food-for-work programme** to assist with community-constructed classrooms and for school feeding and school garden programmes for primary and secondary schools.	All groups, particularly boys and girls living in rural and remote areas; children residing in conflict-affected areas
	2. **Provide secondary school opportunities**, with a focus on under-served counties.	All groups, particularly boys and girls living in rural and remote areas; children residing in conflict-affected areas, girls facing child and early marriage
	3. Increase and **improve access to TVET**, with a focus on equity.	All groups, particularly child labourers
	4. Recruit volunteer teachers through the **National Education Service** to provide additional staffing, especially in overcrowded classrooms or classrooms with unqualified teachers; Develop short pedagogical training for volunteer teachers.	All groups

[91] The alignment of the GESP with the CRC can clearly be seen through the normative directives the CRC gives, which are taken care of through the various components of the GESP priorities. Only 28 (1) (c) does not fall within the mandate of the Ministry of General Education and Instruction; this normative directive falls within the mandate of the Ministry of Higher Education, Science and Technology.

	5. **Review and update teacher deployment policy** including review, design and implementation of allowances for hard-to-reach or hardship areas.	All groups
	6. **Develop textbooks for P1-P4 in English and in three national languages for P1-P3**, through the use of existing GPE funds; secure funding for development of textbooks for other grades and for the printing and distribution of textbooks; Reprint and distribute textbooks and TLM to schools in conflict-affected areas as they reopen.	All groups
Demand-side Barriers	1. Maintain/restore **primary education for children affected by conflict** (IDPs and refugees).	Children of IDPs and refugees
	2. Work to secure funding and **scale up AES programmes, strengthen existing centres and establish new learning spaces** (CGS)/ALP, TLS (PEP).	Children residing in conflict-affected areas; children attending schools with an incomplete cycle; overage children; children from pastoralist communities
	3. Strengthen the **Pastoralist Education Programme** (PEP).	Children from pastoralist communities; boys and girls in rural and remote areas
	4. Strengthen **Girls Education in South Sudan** (GESS).	Girls facing child and early marriage; child labourers
	5. Improve **access to secondary school for girls**.	Girls facing child and early marriage
	6. Promote **Inclusive Education**.	Children with disabilities
	7. Strengthen **Basic Adult Literacy Progamme**/Functional Adult Literacy	All groups, particularly overage children; street children
Barriers relate to Quality	1. **Implement revised curriculum** (GESP).	All groups
	2. **Upgrade teacher qualifications** through an official national teacher certification system (GESP).	All groups

While the above strategies address many of the barriers and bottlenecks to education identified in this study, there is no specific strategy within the GESP to address the barrier of distance from home to school. There is also no strategy for tacking the issue of incomplete schools at primary level, although there is one on secondary level.

A comprehensive table mapping the alignment of NGEP policy priorities, GESP strategies, and OOSC profiles is included in Annex C of this report.

6.5 Other related policies

The National School Feeding Programme

The National School Feeding Programme (NSFP) aims to increase access and improve the quality of education in South Sudan through enhanced nutrition, gender equality, and other socio-economic benefits and is aligned to the national Poverty Reduction Strategy and the GESP, 2017-2022. The **National School Feeding Policy Guidelines** (MoGEI/WFP, 2017) promote:

- **Access to education for all South Sudanese children,** encouraging school enrolment, attendance, completion, and promotion through the provision of school meals;
- **Improved nutrition and health among the learners**, alleviating hunger in school and enhancing nutrition to improve children's health and academic performance;
- **Gender equity,** using school feedings to contribute to equity by targeting the most vulnerable children, who are often girls;
- **Capacity development,** promoting participation in school resource management and infrastructural projects development through the Parent Teacher Associations (PTAs); and
- **A culture that appreciates South Sudan's agriculture**, encouraging a shift in attitudes to agriculture through interventions such as school gardens and a curriculum that promotes agricultural awareness.

The NSFP applies to all children of school-age in all states in the country, including children in public pre-primary, primary (P1-P8), secondary (S1-S4), community self-help schools, AES centers, learners enrolled in National Teachers Training Institutes. Through the NSFP, school children are provided on-site meals; for children attending school for a minimum number of days, "Take Home Rations" are also provided. [92]

The NSFP is currently implemented by the World Food Programme (WFP) and its partner organizations with plans underway for transition to a formal National School Feeding Programme, fully owned and implemented by the MoGEI (with support from additional partners). The NSFP is also moving towards greater decentralization, which will place more responsibility on state and county levels, drawing on the strengths of existing community-based institutions, such as PTAs, school management committees, and village chiefs. Partnerships are a critical aspect of NSFP implementation, requiring strong horizontal and vertical coordination under the overall supervision of the MoGEI.[93]

The National Inclusive Education Policy

In the absence of comprehensive legislative or policy documents that set out the framework for inclusive education, the MoEST (former MoGEI), Norwegian Agency for Development Cooperation (Norad), Strømme Foundation, and the Light for The World have collaborated on a position paper, which is intended to lay the groundwork for the development of a National Inclusive Education Policy in South Sudan.

The paper proposes a vision for inclusive education wherein all general education is inclusive and barriers to all learners' success are removed. During the consultation process, a technical committee identified the following policy priority areas:

1. **Institute a multi-sectoral advisory committee** to address gaps in the education programmes and service provision of inclusive education;
2. **Develop and/or improve inclusive legislative frameworks at the school, county, state and national levels**, which are aligned with the aspirations of the current legislations guiding the education system in South Sudan, and adopt regional and international guidelines that promote inclusive education;
3. **Challenge negative attitudes towards children and persons with disabilities through awareness-raising campaigns** on electronic media and include a related module in the social studies part of the curriculum;
4. **Set clear expectations and provide support for whole-school and whole-system approaches to maximize learners' achievements,** introducing a comprehensive multi-level (school, county, state and national) educational support framework that "departs from the medical view of special needs education and embraces the social dimensions of disability" (MoEST, 2014); and
5. In the longer term, **develop a robust learning needs-assessment**, to provide learners in need of additional support with appropriate inclusive education programmes, services, placements and service delivery models.

[92] The eligibility of private schools may be assessed on a case-by case basis, taking into account student population, needs and education indicators especially in the early years of the development of the country.

[93] Programme partners include other line ministries (e.g. Ministry of Finance, Commerce and Economic Planning, Ministry of Culture Youth and Sports, Ministry of Water Resources and Irrigation, Ministry of Housing and Physical Planning, Ministry of Roads and Bridges, Ministry of Information and Broadcasting); Department/Unit of School Feeding, Department for Instruction, Department of Planning, Department of Education Management Information System, in the MoGEI; state Education Offices; County superintendents and Chief Education Officers; School Principals and Head Teachers.

The recommendations included in the following chapter take their cue from the existing policies and plans outlined here, suggesting a way forward for the GoSS and its partners to accelerate efforts towards ensuring all children in South Sudan can access the education and skills training needed for them to live well and contribute positively to their communities and the nation at large.

CHAPTER 7: RECOMMENDATIONS

Children of primary school age living in fragile and conflict-affected situations are nearly three times more likely to be out of school than children in other parts of the developing world (World Bank, 2011). In South Sudan, these children – who are out of school or in danger of dropping out – are not those who are "hard to reach"; rather, they are the *majority of children*, country-wide. Indeed, South Sudan has made strides in addressing OOSC (even before the conflict); however, the country is in danger in having the current OOSC status quo becoming a systematic norm. As is the case for many conflict-affected countries, South Sudan's children are at risk of becoming the young nation's "lost generation."

Despite the 2015 peace agreement and the formation of the Transitional Government of National Unity in 2016, the "resurgence of violence in December 2013 reversed many of the gains made in education service delivery since 2005, and further exacerbated the vulnerability of large swathes of the population" (MoGEI, 2017). Global experience shows that many countries emerge from armed conflict, only to slip back into cycles of violence.

Timely support from the international community can help to mitigate this risk, yet South Sudan has a history of fragmented development support. As in other sectors, almost all aid currently channelled to the education sector is project-based, with a large share of the transfer taking place through non-government organizations.

Progress in education has also been undermined by a lack of coherent government-led policy or a strategic framework. The national medium-term GESP, 2017-2022, begins to fill this gap, offering the MoGEI and its development partners a framework within which to identify and address national education sector priorities, specifically the challenge of OOSC. The GESP is grounded in an education sector analysis and points the way forward for a plan that includes preparedness, prevention, and risk mitigation measures to strengthen the resilience of the education system. However, the economic and financial constraints facing the MoGEI, which have made even paying staff salaries difficult, make implementation of the GESP a challenge and prioritization a necessity.

Although the country had challenges with extending access to education in rural and remote areas, poverty, and socio-cultural dynamics that existed before the conflict, the sheer magnitude of the still-growing OOSC crisis in South Sudan and its critical ramifications for the country's human resource development make it critical that investment in reaching and protecting OOSC is prioritized and accelerated by the GoSS and its partners towards an economically-stable and peaceful future for the nation. To guarantee education for all, South Sudan's OOSC must be put at the centre of peace processes, humanitarian responses, and development efforts.

The recommendations offered below are embedded in the existing strategic vision for education in South Sudan. They are informed by the policy reforms articulated by the NGEP, 2017-2027, framework and the priority strategies and related programmes identified in the GESP, 2017-2022. The recommendations also draw on South Sudan's "National Education 2030 Roadmap," which tailors the SDG 4 target strategies to the national context, many of which were then incorporated into the GESP.

The recommendations are both aspirational and pragmatic; they assume a shared long-term commitment to building the education system's resilience, but they also recognize that the MoGEI and development partners need to balance ambition with realism, focusing on putting planned strategies into action. In South Sudan's current context, nearly everything appears to be a priority,

and the challenge is to map out those strategies that are *most* relevant for increasing children's access, participation, and completion of learning in formal and non-formal settings. The determination of priority strategies must also be based on practically to help ensure the likelihood that they can, and will, be implemented.

As a starting place for getting OOSC back into school, data collection and analysis must be strengthened, particularly to fill in the data gaps across multiple demographic profiles and locations, including, the identification of children living in conflict-affected and remote areas and those who have been displaced by insecurity, children with disabilities, child labourers, and street children. It is only once these children are known and their reasons for exclusion fully understood that targeted, contextual interventions can be put into place.

Children will only come back to school if they have schools that are functional, with adequate, safe facilities, textbooks and learning materials, and trained teachers who can meet the learning needs of diverse student populations. It will take communities, the government, and humanitarian and development partners working together through a multi-sectoral, integrated approach to reach these children, ensure they are protected, and provide learning opportunities that are close to home and relevant for their lives, including skills development that will allow them to productively join the workforce.

As in preceding sections of this report, the recommendations have been categorized under the four domains of the OOSCI analytical framework with the aim of accelerating efforts towards creating an enabling environment and addressing supply, demand, and educational quality issues so that all children in South Sudan can participate in education.

7.1 Recommendations to create an enabling environment

The large scale of the OOSC crisis in South Sudan as well as the diversity of these children's profiles present a daunting challenge that requires multi-faceted, multi-sectoral solutions that will allow the education system to continue operating while putting in place longer-term, integrated measures to increase access, equity, and quality. To this end, recommendations include:

1**. Strengthen Education Management Information Systems and the use of data for decision-making,** developing and implementing a national strategy for education statistics. The GoSS and development partners have already identified strengthening the collection, analysis, and use of data as an urgent and priority need (particularly to address the OOSC crisis) as this will allow the MoGEI to make informed decisions and timely adjustments to education delivery. As each state has unique needs and challenge, a decentralized EMIS at the state-level is needed to ensure data is accurately captured based on the context. Building government capacities in all aspects of data for policy-making and planning will be required to build the data-rich foundation that is needed to inform and monitor targeted interventions for OOSC.

2. **Conduct profile mapping of OOSC.** Each state and each population in South Sudan faces unique and complex challenges in enrolling and keeping children in school that require targeted state-level interventions to address; as a next step the MoGEI, working with UNESCO and other partners, needs to further develop detailed OOSC profiles including but not limited to specific demographics and socio-economic and cultural barriers for such groups as but not limited to IDPs, street children, girls, children with disabilities and pastoralists. With contextualized mapping of the profiles at-risk in becoming or currently out of school, targeted interventions will be more successful.

3. **Facilitate a multi-sectoral response to the OOSC crisis through the establishment of an OOSC Inter-Ministerial Steering Committee**. This Committee would focus on an integrated approach to targeting and protecting OOSC profiles, particularly those that are not explicitly recognized in the GESP, for example, street children, child labourers, and child soldiers. The Steering Committee should be comprised of line ministries in charge of education as well as other associated ministries, such as the Ministry of Interior, Agriculture and Food Security, Defence and Veteran's Affairs, Labour, Gender and Social Welfare Internal Affairs, Social Affairs and Child Protection Services.

4. **Organize advocacy campaigns through teachers, communities and PTAs, and education partnerships** (for example, with faith-based organizations, NGOs, and private education providers) **to break through key, identified barriers to learning** using community outreach meetings and available mass media (for example, community radio) **and to enrol children in school at the appropriate age.**

5. In accordance with the provisions of the General Education Act (2012) and in line with the 2015 Incheon Declaration, **advocate for an increase in the 2019 education budget allocation to at least 10% of the annual budget***;* with donor support, continue to drive towards the internationally-recognized benchmark of at least 15-20% of total public expenditure allocated to education.

6. **Strengthen access to education by an Act of Parliament,** linked with peace agreement that explicitly highlights the need for OOSC to be enrolled in school, regardless of their gender or disability status. In tandem, **orient state Ministries on the requirements of the General Education Act (2012) and their responsibilities to enforce compulsory primary education and engage communities to help reach out to children and monitor their enrolment**.

7. **Mobilize political will (including those who are party to the conflict/demobilization) to make education conflict-sensitive**. This may include, but not be limited to:

- implementing peace and citizenship education through the new curriculum;
- rehabilitating schools occupied by armed forces or IDPs as "zones for peace"; and
- utilizing schools and youth centres in targeted post-conflict districts as hubs for conflict prevention, peace-building, and nation building, based on the concept of safe- and child-friendly schools and in line with regional and global frameworks.

7.2 Recommendations to address supply-side barriers

Given the immense deficit in physical infrastructure and the associated large up-front capital costs, cost-effective, contextualized interventions are required to address the numerous supply-side barriers to learning in South Sudan. Partnerships are also crucial in ensuring resources are available to implement targeted solutions in areas such as the provision of incentives for girls' education and teacher training. According to county officials and head teachers, in addition to the rehabilitation and construction of school infrastructure, priority inputs needed are school meals, teaching and learning materials, and the timely payment of teacher salaries (ECA, 2017). Recommendations to break through the supply-side barriers to education therefore include:

1. Conduct a **comprehensive assessment of the status of education facilities** to guide the construction and rehabilitation of classrooms and teacher housing, particularly in remote areas and areas affected by conflict. Based on an analysis of EMIS data and the above assessment results, **identify schools with an incomplete primary or secondary school cycle and prioritize classroom construction and teacher recruitment and deployment** for those schools.

2. Ensure the **timely payment of salaries** to all active ministry staff including teachers

3**. Increase the number of qualified teachers by reactivating three to five TTIs** in collaboration with development partners, with an emphasis on attracting and retaining female teachers. Improving the functionality and sustainability of TTIs will be an important means of ensuring schools are staffed with qualified teachers who are able to provide quality education, thus motivating children to enrol in school and facilitating their progression through the system.

4**. Review and update teacher deployment processes and procedures**, including the use of additional incentives for teachers serving in hard-to-reach or hardship areas.

5**. Implement the food-for-work/school feeding policy**, encouraging active PTAs, community-constructed classrooms, school feeding, and school garden interventions for primary and secondary schools – particularly those located in remote and conflict-affected areas.

6**. Strengthen the Pastoralist Education Programme (PEP) and other AES programmes,** with emphasis on providing opportunities for non-formal TVET (including income-generation) and formal post-basic TVET.

7**. Develop textbooks for P1-P4 in English and in three national languages for P1-P3;** secure funding for the development, printing, and distribution of textbooks for other grades, prioritizing the distribution to schools as they reopen in conflict-affected areas.

8. Advocate at national and state levels for the **use of the "Constituency Development Fund" (CDF-GoRSS) and block grants to construct secondary schools and to improve the teaching and learning environment in existing schools**, particularly those located in under-served counties.

9**. Draft, validate, and disseminate an ECDE policy,** with a focus on the inclusion of ECDE classrooms in primary schools and the construction of adequately-staffed satellite centres, or "model centres," in line with minimum standards.

7.3 Recommendations to address demand-side barriers

The demand-side barriers faced by South Sudan's OOSC are often connected to deeply-entrenched socio-cultural attitudes and practices and household poverty further heightened in some areas of the country by conflict and insecurity.. Addressing the resulting inequities in school enrolment and retention will require both immediate interventions, such as targeted incentives, as well as policy reforms at many levels of the system. A comprehensive and coherent response to the demand-side dimensions of exclusion will furthermore require humanitarian and development partners to work together and in harmonization with the government's efforts. Recommendations to begin to overcome key demand-side barriers, include:

1. **Design and implement unconditional or conditional cash transfer programmes for targeted groups of students or communities** to address the major hurdle to education posed by household poverty. With at least 66% of South Sudan's population living below the poverty line (World Bank, 2017), many families are unable to afford or prioritize education for their children. Cash grants, both conditional and unconditional, have been shown (in countries such as Kenya, India, and throughout Latin America) to be an effective incentive, leading to the increased enrolment and retention of students, particularly for secondary school-aged girls.

2. Strengthen **multi-sectoral collaboration between development partners and the government to adopt an integrated approach to reaching children of IDPs and refugee children,** addressing

children's interconnected health, protection, and educational needs – the latter with an emphasis on literacy and skills development towards income-generation.

3. **Revitalize the Basic/Functional Adult Literacy programme** to provide relevant learning opportunities for adults; for one, through the creation of "lifelong learning" centres that support parents' engagement in their children's education and include interventions that promote and measure behaviour change.

4. Conduct an **evaluation of AES/ALP, identifying "multiple pathways" for transition between formal and non-formal learning opportunities,** as a means towards securing funding for improved programming and targeted expansion with a strong focus on post-basic TVET.

5. Strengthen **coordination between development partners to ensure synergies** are built amongst different interventions for maximum impact, with a focus on interventions that simultaneously address supply-side and demand-side constraints to OOSC's access and retention with measures to also target girls and boys who are at risk of dropping out.

6. **Promote inclusive education** through the establishment of one "model school" in each county and payam that is adequately equipped with inclusive learning materials and assistive learning devices and is staffed with trained teachers.

7.4 Recommendations to improve education quality

Increasing enrolment in the face of acute shortages of qualified teachers, poor infrastructure, and limited access to textbooks poses a threat to education quality that can only be overcome through efforts to enhance the quality of teaching and learning in classrooms through teacher training, a robust curriculum, and sufficient learning materials. As such, the recommendations towards improved quality include:

1. Ensure the revised curriculum includes a focus **on competency-based skills development for overage children** (and is able to meet other needs specific to OOSC); in tandem, **finalize pilot testing and begin implementation of the revised curriculum.**

2. Continue the **roll-out of teacher training on the revised curriculum** for head teachers, teachers, and supervisors.

3. Explore **new technology-based options for cost-effective in-service training,** for example on-line/offline e-learning modules aligned with the teacher development curricula.

4. Provide **induction/in-service training and support services for volunteer teachers** who have been recruited through the National Education Service to provide additional staffing in overcrowded classrooms.

The millions of OOSC in South Sudan have the right to receive an education that will allow them to live decent lives, breaking cycles of poverty and violence. Education has the potential to fuel the social and economic transformation of South Sudan into a peaceful and prosperous nation. The country's future rests, quite literally, on ensuring that the children and youth of today are equipped with the knowledge, skills, and competencies to be the productive and peaceable citizens of tomorrow.

This is an undertaking that will require the concerted and accelerated efforts of the government, international partners, and local communities to overcome the many inter-connected barriers

keeping children and youth from school at present. Only through committed action from the government and its partners, with sufficient financial and human resources, will *all* girls and boys in South Sudan – regardless of the geography in which they live, or the socio-economic status of their family, or the presence of any disabilities – be able to benefit from inclusive, equitable, and quality education.

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ANNEXES

Annex A. Data tables

TABLE 12. FIVE TO SEVENTEEN YEARS OLD POPULATION PROJECTIONS

Age	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
5	296,936	268,062	186,666	254,747	357,445	379,567	434,039	447,186	457,193	463,451	477,304
6	299,543	295,879	267,108	186,002	253,841	356,175	378,218	432,496	445,597	455,568	461,804
7	249,139	298,637	294,984	266,300	185,439	253,074	355,098	377,075	431,189	444,250	454,191
8	299,410	248,459	297,821	294,178	265,573	184,933	252,382	354,128	376,046	430,012	443,037
9	240,125	298,678	247,851	297,093	293,459	264,923	184,480	251,765	353,263	375,126	428,960
10	289,800	239,582	298,003	247,291	296,422	292,796	264,325	184,064	251,196	352,465	374,279
11	219,431	289,244	239,123	297,431	246,817	295,853	292,234	263,817	183,711	250,715	351,789
12	308,339	219,011	288,691	238,665	296,862	246,345	295,287	291,675	263,313	183,359	250,235
13	137,947	307,714	218,568	288,106	238,182	296,261	245,846	294,689	291,084	262,780	182,988
14	259,060	137,636	307,019	218,074	287,455	237,644	295,592	245,290	294,023	290,427	262,186
15	166,577	258,364	137,266	306,194	217,488	286,683	237,005	294,797	244,631	293,234	289,646
16	186,744	166,128	257,667	136,895	305,367	216,901	285,909	236,366	294,002	243,971	292,442
17	214,929	186,150	165,599	256,846	136,460	304,395	216,210	284,999	235,613	293,066	243,194
Total	3,167,980	3,213,544	3,206,366	3,287,822	3,380,810	3,615,550	3,736,625	3,958,347	4,120,861	4,338,424	4,512,055

Source: National Bureau of Statistics, 2009

TABLE 13. ESTIMATES OF PRIMARY SCHOOL AGE OUT OF SCHOOL CHILDREN

State	Total enrolments of five years old in pre-primary and primary school			Rates of out of school children			Number of out of school children		
	M	F	Total	M	F	Total	M	F	Total
Central Equatoria	9238	9224	18462	68%	67%	67%	19301	18574	37875
Eastern Equatoria	4771	4190	8961	82%	85%	84%	22108	23408	45516
Jonglei	-	-	-	-	-	-	-	-	-
Lakes	3807	2360	6167	83%	89%	86%	18047	19310	37357
Northern Bahr El Ghazal	8827	6803	15630	49%	63%	57%	8584	11725	20310
Unity	-	-	-	-	-	-	-	-	-
Upper Nile	-	-	-	-	-	-	-	-	-
Warrap	7252	4929	12181	71%	80%	75%	17402	19587	36989
Western Bahr El Ghazal	-	-	-	-	-	-	-	-	-
Western Equatoria	4267	4058	8325	66%	68%	67%	8327	8652	16980

Source: EMIS,2016

TABLE 14. PERCENTAGE OF PRIMARY SCHOOL AGE CHILDREN OUT OF SCHOOL, BY STATE, SEX AND ZONE OF RESIDENCE

State	Rural		Urban		Total	
	Male	Female	Male	Female	Rural	Urban
Northern Bahr El Ghazal	48.3	60.9	46.3	57.0	55.2	51.7
Western Bahr El Ghazal	45.1	49.8	35.4	34.5	47.6	34.9
Lakes	61.3	77.3	30.7	50.4	69.5	39.1
Western Equatoria	33.1	29.7	15.5	24.0	31.4	20.1
Central Equatoria	34.2	33.7	23.6	26.8	33.9	25.4
Eastern Equatoria	56.1	53.2	25.0	21.0	54.7	22.9

Source: High Frequency Survey, 2015

TABLE 15. PERCENTAGE OF SECONDARY SCHOOL AGE CHILDREN OUT OF SCHOOL, BY STATE, SEX AND ZONE OF RESIDENCE

State	Rural		Urban		Total	
	Male	Female	Male	Female	Rural	Urban
Northern Bahr El Ghazal	36.8	45.3	26.1	32.5	41.2	30.1
Western Bahr El Ghazal	25.9	48.2	27.0	26.6	38.0	26.8
Lakes	39.7	69.5	6.4	23.4	55.1	17.3
Western Equatoria	23.7	15.4	11.9	15.8	19.5	13.6
Central Equatoria	22.5	28.4	16.6	25.2	25.1	20.9
Eastern Equatoria	41.9	63.9	19.7	4.5	51.9	13.7

Source: High Frequency Survey, 2015

TABLE 16.PERCENTAGE OF OUT-OF-SCHOOL CHILDREN BY SCHOOL EXPOSURE, BY AGE GROUP AND SEX

	Dimension 2 (primary age)			Dimension 3 (Secondary school age)		
	Male	Female	Total	Male	Female	Total
Dropped out	4.3	5.0	4.7	7.9	12.4	10.1
Never attended	25.4	27.9	26.7	10.8	9.3	10.1

Source: High Frequency Survey, 2015

TABLE 17. PERCENTAGE OF PRIMARY SCHOOL AGE CHILDREN OUT OF SCHOOL, BY ZONE OF RESIDENCE, AGE, SEX AND OTHER CHARACTERISTICS

	Rural			Urban		
Age	**Male**	**Female**	**Total**	**Male**	**Female**	**Total**
6	76.0	76.3	76.2	63.7	65.2	64.5
7	57.3	63.3	60.1	56.3	46.7	51.2
8	46.5	51.3	48.9	32.9	34.3	33.7
9	44.2	50.7	47.8	24.7	21.4	23.0
10	39.4	45.6	42.6	14.4	23.7	19.5
11	23.6	24.6	24.2	9.8	22.4	15.5
12	30.3	45.3	37.3	14.9	14.3	14.6
13	28.0	30.9	29.6	13.7	20.6	17.3
Poor						
NonPoor	35.3	37.6	36.4	24.4	25.9	25.2
Poor	51.7	56.8	54.3	34.1	38.5	36.4
Wealth index quintiles						
Porest	51.6	62.3	56.9	45.8	42.0	44.3
Second	55.1	57.2	56.2	38.3	43.9	41.4
Middle	50.1	52.0	51.2	30.2	36.5	33.7
Fourth	48.2	40.7	44.6	20.0	30.4	25.3
Richest	22.2	37.0	29.0	26.1	22.2	24.1
State						
Northern Bahr El Ghazal	48.3	60.9	55.2	46.3	57.0	51.7
Western Bahr El Ghazal	45.1	49.8	47.6	35.4	34.5	34.9
Lakes	61.3	77.3	69.5	30.7	50.4	39.1
Western Equatoria	33.1	29.7	31.4	15.5	24.0	20.1

Central Equatoria	34.2	33.7	33.9	23.6	26.8	25.4
Eastern Equatoria	56.1	53.2	54.7	25.0	21.0	22.9
Child labour status						
Not of working age	57.8	61.5	59.6	44.9	43.1	44.0
Of working age, child labourer	45.8	46.8	46.3	15.7	31.7	22.2
Of working age, Not child labourer	26.5	36.6	31.6	13.3	19.0	16.2
Total	47.3	52.4	49.9	29.7	32.9	31.4

Source: High Frequency Survey, 2015

TABLE 18. PERCENTAGE OF SECONDARY SCHOOL AGE CHILDREN OUT OF SCHOOL, BY ZONE OF RESIDENCE, AGE, SEX AND OTHER CHARACTERISTICS

	Rural			Urban		
Age	**Male**	**Female**	**Total**	**Male**	**Female**	**Total**
14	30.2	34.8	32.3	15.6	16.9	16.3
15	41.6	49.2	45.2	15.3	22.8	19.0
16	25.3	51.4	38.7	15.5	24.5	19.9
17	32.3	52.3	42.7	28.6	24.0	26.4
Income status						
Non-Poor	15.8	34.1	25.0	14.9	15.9	15.4
Poor	40.2	51.8	45.8	22.3	29.6	25.7
Wealth index quintiles						
Poorest	40.0	54.5	47.8	26.7	19.5	23.4
Second	44.9	60.4	51.4	25.5	37.8	31.5
Middle	35.2	42.1	38.4	23.0	23.3	23.2
Fourth	22.1	42.3	32.6	17.1	23.7	20.6
Richest	12.5	25.8	19.3	11.4	13.8	12.7

State						
Northern Bahr El Ghazal	36.8	45.3	41.2	26.1	32.5	30.1
10Western Bahr El Ghazal	25.9	48.2	38.0	27.0	26.6	26.8
Lakes	39.7	69.5	55.1	6.4	23.4	17.3
Western Equatoria	23.7	15.4	19.5	11.9	15.8	13.6
Central Equatoria	22.5	28.4	25.1	16.6	25.2	20.9
Eastern Equatoria	41.9	63.9	51.9	19.7	4.5	13.7
Child labour status						
Of working age, child labourer	47.8	55.9	51.7	34.6	28.4	31.7
Of working age, Not child labourer	23.0	40.9	31.8	14.1	20.1	17.1
Total	33.2	46.9	39.9	18.7	21.8	20.2

Source: High Frequency Survey, 2015

TABLE 19. ESTIMATE OF OUT OF SCHOOL CHILDREN OF PRIMARY AND SECONDARY SCHOOL AGE (6-17 YEARS OLD)

Scenario description	2015	2016	2017	2018	2019	2020
OOSC situation as in six States only: Lakes, Northern Bahr el Ghazal, Western Bahr el Ghazal, Western Equatoria, Central Equatoria, Eastern Equatoria	14,39,065	14,72,645	15,69,027	16,40,955	17,35,554	18,15,417
Assuming 60% of children (6-17 years old) in Jonglei, Upper Nile, Unity, and Warrap are OOSC	16,95,137	17,32,020	18,41,165	19,20,950	20,29,454	21,14,863
Assuming 75% children (6-17 years old) in Jonglei, Upper Nile, Unity, and Warrap are OOSC	19,30,338	19,71,837	20,94,793	21,83,366	23,04,949	23,99,180
Assuming 85% of children (6-17 years old) in Jonglei, Upper Nile, Unity, and Warrap are OOSC	20,87,139	21,31,715	22,63,879	23,58,311	24,88,613	25,88,725
Assuming all schools are closed in Jonglei, Upper Nile, Unity, and Warrap	23,22,341	23,71,532	25,17,507	26,20,727	27,64,108	28,73,042

TABLE 20. PERCENTAGE OF OUT-OF-SCHOOL PRIMARY-AGED (10-13) CHILDREN WHO ARE INVOLVED IN CHILD LABOUR, BY ZONE OF RESIDENCE, INDIVIDUAL AND HOUSEHOLD CHARACTERISTICS IN URBAN AREAS

	Rural		Urban	
Age	**Child labourer**	**Not child labourer**	**Child labourer**	**Not child labourer**
10	34.7	65.3	11.9	88
11	28.6	71.3	5.2	94.8
12	43.1	56.9	14.1	85.9
13	50.2	49.8	21.1	78.9
Gender				
Male	42.7	57.3	13.8	86.2
Female	36.4	63.6	13.4	86.6
Income status				
Non-Poor	43.0	57.0	3.0	97.0
Poor	39.3	60.7	17.0	83.0
Wealth index quintiles				
Poorest	31.2	68.8	4.5	95.5
Second	44.0	56.0	29.5	70.5
Middle	42.8	57.2	19.9	80.2
Fourth	46.1	53.9	5.3	94.7
Richest	36.6	63.4	2.8	97.2
State				
Northern Bahr El Ghazal	14.3	85.7	22.3	77.7
Western Bahr El Ghazal	11.5	88.5	1.7	98.3
Lakes	25.4	74.6	25.8	74.2
Western Equatoria	24.3	75.7	0.0	100.0

Central Equatoria	45.6	54.4	15.4	84.6
Eastern Equatoria	75.7	24.3	52.7	47.3
Total	**39.2**	**60.8**	**13.6**	**86.4**

Source: High Frequency Survey, 2015

TABLE 21. PERCENTAGE OF PRIMARY- AGED CHILD LABOURERS (10-13) WHO ARE IN SCHOOL AND NOT IN SCHOOL, BY INDIVIDUAL AND HOUSEHOLD CHARACTERISTICS IN URBAN AREAS

	Rural		Urban	
Age	**Not in school**	**In school**	**Not in school**	**In school**
10	60.7	39.26	30.9	69.09
11	22.3	77.74	11.2	88.81
12	47.1	52.93	18.4	81.56
13	41.0	58.98	24.5	75.49
Gender				
Male	45.8	54.2	15.7	84.3
Female	46.7	53.3	31.7	68.3
Income status				
Non-Poor	43.5	56.5	3.2	96.8
Poor	46.9	53.1	33.5	66.5
Wealth index quintiles				
Poorest	53.1	46.9	13.1	86.9
Second	50.2	49.8	58.6	41.4
Middle	41.3	58.7	44.4	55.6
Fourth	42.8	57.2	4.7	95.3
Richest	36.1	63.9	2.8	97.2
State				
Northern Bahr El Ghazal	25.8	74.3	66.1	33.9

Western Bahr El Ghazal	54.8	45.2	25.0	75.0
Lakes	87.0	13.0	47.2	52.8
Western Equatoria	13.5	86.6	0.0	100.0
Central Equatoria	34.2	65.8	12.7	87.3
Eastern Equatoria	58.7	41.3	16.0	84.0
Total	46.3	53.7	22.2	77.8

Source: High Frequency Survey, 2015

Annex B. Comparison table of international/regional frameworks and the GESP

International/regional framework	GESP alignment
Sustainable Development Goal 4: Quality Education	
Target 4.1: ensure that all boys and girls complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes Target 4.2: ensure that all boys and girls have access to quality early childhood development, care and pre-primary education so that they are ready for primary education Target 4.6: ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy	The first three priority programmes 1: to increase access and equity 2: to improve quality 3: to improve management of the education system
Target 4.3: technical and vocational education Target 4.4: substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship	Addressed in priority programme 4: TVET
Target 4.7: ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development.	Implementation of the revised curriculum framework (component 1 of the quality priority programme) addresses the themes covered in target 4.7. The revised South Sudan curriculum and detailed syllabi for ECDE, AES, primary, and secondary education aim to produce good citizens who are active participants in society for the good of themselves and others.
Other Sustainable Development Goals	Implementation of the priorities of the GESP will also contribute to other SDGs, such as good health and well-being, gender equality, decent work and economic growth, reduced inequalities, climate change, and peace, justice and strong institutions.
CESA 2016-2025 strategic objectives	
1: to revitalize the teaching profession to ensure quality and relevance at all levels of education	Priority programme 2: Quality
2: to build, rehabilitate and preserve education infrastructure and develop policies that ensure a permanent, healthy and conducive learning environment in all sub-sectors and for all, so as to expand access to quality education	Priority programme 1: access and equity
3: to harness the capacity of ICT	Priority programme 3: Management, specifically through component 1 (human resource management), component 3 (communication, coordination and information management) Priority programme 4: TVET
4: to ensure acquisition of requisite knowledge and skills	Component 1 (implementation of the new curriculum) of the quality priority programme
5: accelerating processes leading to gender parity and equity	Priority program 1 ensuring access and equity Priority programme 3: Management, which includes strategies to increase the number of female educators Priority programme 4: TVET, which addresses gender equity within the TVET sub-sector for both learners and educators
6: launch of comprehensive and effective literacy campaigns	Priority programme 1: ensuring access and equity, especially through the Ministry's AES programmes

International/regional framework	GESP alignment
7: strengthening of Science and Math curricula 10: promotion of peace education and conflict prevention and resolution	Addressed through implementation of the revised curriculum, which is discussed in the quality priority programme
8: expanding TVET opportunities	Priority program 4: TVET
9: revitalization and expansion of tertiary education (primarily the mandate of the Ministry of Higher Education, Science and Technology)	Priority Programme 4: TVET Priority Programme 2: Quality with regard to teacher training
11: improving the management of the education system as well as the statistic tool 12: setting up a coalition of all education stakeholders	Priority program 3: Management

Annex C. Map of NESP policy reforms, GESP priority strategies, and OOSC profiles

1. Enabling Environment

Policy Reforms	Priority Strategies	Child Profiles
Develop strong coordination and partnership on peace education with line ministries, commissions and development partners	1.1. Mobilize political will and capacity to make education conflict sensitive	*All groups* (i.e. Children residing in conflict affected States Child soldiers Boys and Girls in rural and remote areas Girls facing child and early marriage Child laborers Children with disabilities Children from pastoralist communities Children of internally displaced or refugees families Street children)
Develop consensus and allocate funds for development and promotion of education focused on the hard-to-reach areas in the states, counties, payams and communities	1.2. Lobby for increased of budget allocation to education in accordance with the provisions of the General Education Act, 2012 to at least 10% of the annual budget; lobby for increased donor support	*All groups*
Develop a system for donor harmonization to improve coordination between development partners and government agencies	1.3. Increase access to education through promotion of partnerships in education.	*All groups*
Promote strong collaboration and networking among state ministries, NGOs and the South Sudan Relief and Rehabilitation Commission, to provide accelerated and alternative learning opportunities immediately after emergencies.	1.4. Develop strategy to strengthen Education in Emergencies responses	Children residing in conflict affected states Children of internally displaced or refugees families
Institutionalize and develop capacity of EMIS, SSSAMS and any other e-governance data systems at national, states and counties.	1.5. Continue to strengthen the EMIS and the annual school survey process	*All groups*

2. Supply-side strategies (General Education)

Policy Reforms	Priority Strategies	Child Profile
Encourage the private sector, the community and voluntary sector to expand their **early childhood development and education (ECDE)** provision	2.1. Strengthen ECDE policy framework to guide efforts of public and non-government providers	*All groups, particularly* Boys and Girls in rural and remote areas
Increase access to ECDE as preparation for schooling and to provide needed psychosocial support for children who have experienced conflict directly and whose parents have also experienced years of conflict	2.2. Increase access to ECDE through provision of learning spaces, teachers and caregivers	*All groups, particularly* Children residing in conflict affected states Children of internally displaced or refugees families
Work with partners (including the Education Cluster) to bring approximately 300,000 children in the conflict-affected areas to local **primary** schools by reconstructing classrooms and providing an adequate number of primary teachers in conflict-affected areas as a matter of priority	2.3. Advocate with state ministries for the redeployment of teachers to under-served areas within their states and for them to mobilize communities to construct classrooms, teacher housing and low-cost boarding schools for girls.	*All groups, particularly* Children residing in conflict affected states
Work with the World Food Programme, to use the provision in the Letter of Understanding (LOU) on food-for-work as an incentive for local communities in the counties to construct classrooms using locally available materials; when resources become available, these community schools will become government schools	2.4. Implement the WFP MoU related to food-for-work to assist with community-constructed classrooms and for school feeding and school garden programmes for primary and secondary schools)	*All groups, particularly* Boys and Girls in rural and remote areas Children residing in conflict affected states
Work together with local communities in the counties to establish safe learning spaces that are located within the community to reduce the distance travelled to school	*No specific strategy to address the barrier of distance from home to school*	'At risk' children in rural and remote areas Children residing in conflict affected states
Increase the number of primary schools that offer all eight grades, ensuring there is at least one such primary school in each Payam within the next five years	*No specific strategy for grade continuity (school provides all 8 grades) at primary; but there is at secondary level*	*All 'at risk' groups* Children attending schools with incomplete cycle Overage children

Policy Reforms	Priority Strategies	Child Profile
Ensure that there is at least one full **secondary** school (S1-S4) in each county within the next five years by using all the available resources including the 'Constituency Development Fund' (CDF) and block grants to construct and/or upgrade new schools; by advocating with national and state governments for the use of these funds, especially in disadvantaged counties and, as the government education budget increases, by allocating funds for construction of additional secondary schools	2.5. Provide secondary school opportunities, with a focus on under-served counties	*All groups, particularly* Boys and Girls in rural and remote areas Children residing in conflict affected states Girls facing child and early marriage
Ensure that secondary education consists of tw broad categories of schools: Academic school and **technical and vocational education an training (TVET) schools**.	2.6. Increase and improve access to TVET, with a focus on equity	*All groups, particularly* Child labourers
Reduce gender disparities in teacher recruitment, training, promotion and deployment	2.7. Attract and retain female teachers)	Girls facing child and early marriage
Students who join the National Education Service shall be considered as Volunteer Teachers and shall be trained and deployed to schools in the counties by the state Ministries of Education	2.8. Recruit volunteer teachers through the National Education Service to provide additional staffing, especially in overcrowded classrooms or classrooms with unqualified teachers; Develop short pedagogical training for volunteer teachers.	*All groups*
Develop policies and set national standards for teacher recruitment, management, training and deployment	2.9. Review and update teacher deployment policy including review, design and implementation of allowances for hard-to-reach or hardship areas	*All groups*
Develop, print and distribute textbooks to secondary schools; update, print and distribute primary textbooks; and develop, print and distribute appropriate learning resources for ECDE centers.	2.10. Develop textbooks for P1-P4 in English and in three national languages for P1-P3, through the use of existing GPE funds; secure funding for development of textbooks for other grades and for the printing and distribution of textbooks. Reprint and distribute textbooks and TLM to schools in conflict-affected areas as they reopen	*All groups*

3. Demand-side strategies

Policy Reforms	Priority Strategies	Child Profile
Ensure educational continuity for IDPs and mainstreaming refugee education into the national system, to maintain gains in access and to restore schooling in communities where education has been disrupted by conflict	3.1. Maintain/restore primary education for children affected by conflict (IDPs and refugees)	Children of internally displaced or refugee families
Promote the Alternative Education Systems (AES), especially Accelerated Learning Programme (ALP), Community Girls' Schools (CGS) and the Pastoralist Education Programme (PEP), which are essential for the government's commitment to providing (formal or non-formal) primary education for all children in the country and provide a pathway to enter (or re-enter) the formal system	3.2. Work to secure funding and scale up AES programmes Sustain and strengthen existing centres and establish new learning spaces (CGS)/ALP, TLS (PEP)	Children residing in conflict affected states Children attending schools with incomplete cycle Overage children Children from pastoralist communities
Implement the Pastoralist Education Programme (PEP) to meet the needs of the pastoralist communities, especially the livelihoods curriculum for pastoralist communities targeting children, youth and adults where children will learn in their mother tongue through P4 level and then transition to formal schools beginning with P5 and encourage out-of-school youth in these communities to attend the ALP programme	3.3. Strengthen pastoralist education programme	Children from pastoralist communities Boys and Girls in rural and remote areas
Promote equal access for boys and girls in education and support education for the girl child through cash transfers and school capitation grants	3.4. Strengthen GESS (Girls Education in South Sudan).	Girls facing child and early marriage Child labourers
Encourage Girls' education clubs (GEM) to take part in awareness and advocacy events to attract and retain girls at the secondary level	3.5. Improve access to secondary school for girls	Girls of facing child and early marriage

and continue with the programme of cash transfers for girls throughout the secondary cycle		
Further develop, finalise and implement ***The Draft Inclusive Education Policy, 2015***	3.6. Promote Inclusive Education	Children with disabilities
Invest the necessary resources in promoting adult literacy and reducing illiteracy in the country from 73% to below 40% within the next 10 years.	3.7. Strengthen Basic Adult Literacy Programme/Functional Adult Literacy	*All groups, particularly* Overage children Street children/youth

4. Strategies related to quality

Policy Reforms	Priority Strategies	Child Profile
Establish a unified secular National Curriculum for Public and Private schools in the Republic of South Sudan	4.1. Implement revised curriculum.	*All groups*
In consultation with the Ministry of Public Service, Labour and Human Resource Development ,ensure all categories of teachers, meet the minimum quality standards to teach in schools in the Republic of South Sudan	4.2. Upgrade teacher qualifications through an official national teacher certification system.	*All groups*


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