



RESEARCH BRIEF

No. 13 - 2018

COUNTY AND PAYAM EDUCATION MANAGERS SURVEY: ENDLINE



Knowledge, Evidence and Research

The **Knowledge, Evidence and Research (KER)** component of the **Girls' Education South Sudan (GESS)** programme aims to generate increased knowledge and evidence for policymakers of what works to promote girls' education in South Sudan, about programmatic causality and impact, and to provide lessons learned to inform future programmes and other contexts. The KER develops an evidence base for the project interventions, linking inputs to outcomes and impacts, and gathers broader information about what works in girls' education. The Programme gathers data continuously through the South Sudan School's Attendance Monitoring System (SSSAMS), twice yearly through Longitudinal Qualitative Survey, yearly through School Sample Survey, and then has set piece Baseline (2014), Midline (2016), and Endline (2018) survey waves.



Methodology

The County and Payam Education Managers surveys involved quantitative data collection by interviews conducted by trained enumerators, using smartphones and Open Data Kit (ODK) open source software to record responses. Research was conducted in all ten former States between March and June 2018. A total of 21 County Education Officials from 15 Counties and 24 Payam Education Officials from 24 Payams were surveyed.



County and Payam Education Managers Survey Objectives

The purpose of the County and Payam Education Managers Survey is to gather information on the operations and capacities of County Education Departments and Payam Education Offices, and to build a picture of their relationship with schools under their supervision and their interactions with the GESS programme. This information will help the work of GESS and the Ministry of General Education & Instruction (MoGEI). Understanding more about how County and Payam officials work with schools is key to embedding the work of GESS, and to the sustainability of the education system as a whole.

Executive summary:

- Since the 2014 Baseline, the wider context in which the South Sudanese education system operates has deteriorated, with hundreds of thousands of people displaced, rising food insecurity and increasing financial pressure on households and schools.¹
- Insecurity and economic collapse have compounded the pre-existing barriers to education for girls and boys, of family poverty and unequal access to education.
- The highest qualifications reported by County officials has decreased over the course of GESS, this same phenomenon is not seen in the Payam data where teaching qualifications have increased among officials since the Midline. This is likely due to the successive redivision of States and Counties in South Sudan; many previously County officials have become State officials. Conversely, Payam boundaries have remained relatively

¹ South Sudan Humanitarian Bulletin Issue 6, 16 July 2018, UNOCHA

constant over the same period.

- Officials are supporting schools with fewer resources at their disposal. Despite this, a higher proportion than at the Midline now indicate that they believe schools under their supervision have improved. Many interviewed officials attribute this improvement to the interventions of GESS and IMPACT, in particular with respect to the Capitation Grants, which have been improving school facilities, and the Cash Transfers and IMPACT Teacher Incentives which have been transforming community attitudes to education.



Key findings

County and Payam officials believe schools have changed for the better since the Baseline in 2014.

The vast majority of interviewed officials reported positive change. 85% of County officials and 83% of Payam officials said schools under their supervision have improved since the Baseline. Similarly, 80% of County officials and 88% of Payam officials have noted an increase in enrolment in their areas since 2014. When asked to identify what has caused these improvements, 75% of interviewees specifically mentioned GESS and/or IMPACT, or responded with Cash Transfer/Teacher Incentive or equivalent specific programme term.

Gender diversity is a concern. County officials have less qualifications, Payam officials have more.

100% of interviewed County officials, and 96% of interviewed Payam officials were male. This demonstrates an overwhelming lack of gender diversity at this level of public administration.

Qualifications held by County officials have decreased further since the Midline, having already been reported as falling from the Baseline. 5% of County officials held a Bachelor's in education, down from 19% at the Midline. This is not seen in Payams where qualification levels amongst officials have improved since the Midline. In Payams, 12% of officials have a Bachelor's degree (6% at Midline), 38% have a teaching diploma (18% at Midline), and a further 12% have a teaching certificate. This is likely due to the changes to States and Counties in the last five years - previous County officials now work at State level leaving a gap in staffing at the newly formed Counties. Conversely, Payam boundaries and administration have remained relatively constant over the same period.

Roles and responsibilities are not clear to County officials.

Officials were presented with a list of County Education Department (CED) responsibilities. Some officials identified just 1-3 of these responsibilities as something their CED had

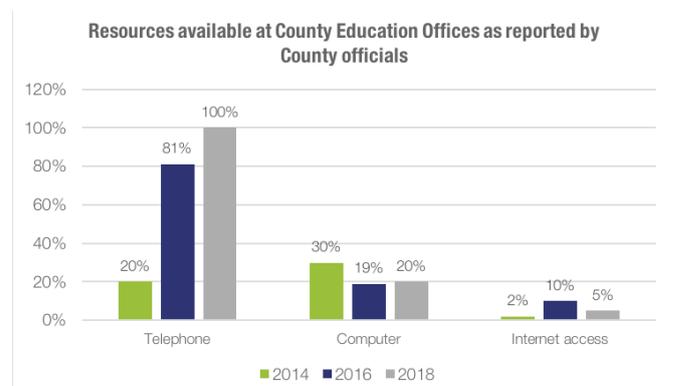
to carry out. Others identified all 18 listed responsibilities as falling under the purview of their CED. This indicates a large discrepancy in each CED's understanding of their role and what duties they are tasked with carrying out.

County officials were asked 'Who informs the Payam Education Office (PEOs) about education policy?'. 45% of officials said MoGEI, 40% said State Anchors², with the rest saying either Head Teachers and/or community chiefs. No County officials said that CEDs inform PEOs about education policy.

County and Payam officials were asked to state the number of Primary and Secondary schools operating in their area disaggregated into government, community, faith based or private proprietor. 45% of County officials and 17% of Payam officials could not give this full disaggregation. The largest gap in knowledge occurring for Secondary schools. We compared the number of schools that officials claimed were in their area against data from SSSAMS. There were large discrepancies between the number of schools stated by County and Payam officials and the number of active schools on SSSAMS, which is usually higher than the number stated by officials in both County and Payam districts.

Limited fixed technology access due to re-division of States and Counties. Proportion of offices with access to bank accounts has not changed over the last two years.

Access to appropriate technology has decreased overall from the Midline. The availability of computers and internet facilities still remain low in County and Payam offices. In PEOs access to computers has decreased from 28% in the Midline to 20% as of this year, at County level access to computers remains 20%. There is still very little access to internet in Payam offices, with 92% of Payam staff reporting no access to the internet. In County offices, internet access has decreased to just 5% from 10% at the Midline. It is a more positive picture with respect to telephones; at Payam level telephone access has decreased from 84% to 79%, while at County level it has increased from 81% to a full 100%.



Only 35% of County officials report that their County has access to a bank account (the same result as in the 2016 Midline). These are primarily used to pay salaries and exam

² State Anchors are partner NGOs implementing GESS activities in the various States.

fees. No movement on this statistic in the two years is indicative of the poor economic situation in the country; not having access to operational funds severely limits the work that CEDs are able to carry out.

Child protection measures are either not in place or inconsistent across Counties and Payams.

All Payam staff reported that some form of action would be taken if an inappropriate relationship was to develop between a teacher and a learner - 50% reported that the case would be referred to the Payam or Country Education Office, an increase when compared to the Midline which recorded 31%. While a further 29% of Payam staff reported the case would be dealt by school management and an additional 12% noted the incident would be referred to the police.

Staff disagreed over the consequences to a learner involved in a relationship with a teacher. The most common response among Payam staff (42%) was that the learner would be asked to leave the school. 34% noted the learner would continue at the school with extra support.

Reported school visits by officials have continued to decline.

There has been a fall in both the frequency of school visits and average number of schools visited by local education authorities. County staff reported visiting an average of 15.7 schools for an official inspection in 2017, down from 18.4 in 2015 and 26.9 in 2013. The frequency of self-reported school visits by Payam officials has also decreased, with a significantly larger proportion visiting schools under their supervision 0-1 times than at the Baseline and Midline. 8% of Payam officials did not visit any school in 2017 and 2018. As at the Baseline, the majority of Payam officials visited schools 2-3 times in 2015. This correlates with information provided by Teachers in the School Sample Survey.

It is highly likely these stated number of visits are a fair reflection of the official's work; this is especially true since the individuals interviewed have given information that put them in an unfavourable light (number of schools being visited is very low). CEDs and PEOs haven't had operational grants from Government of Republic of South Sudan (GRSS) which is likely causing this low rate of school visits.

The majority of officials have a positive impression of the GESS programme though most would like to receive more support.

When asked to explain their opinions of the GESS State Anchors 45% of County staff stated a lack of support and requested more frequent visits. 75% of County officials had a positive opinion of GESS overall, with most saying the value the community ascribes to education has risen. Negative

opinions derived from some CEDs wanting more direct support from GESS.

Recommendations

- If County and Payam officials are to supervise schools, they need to be paid a viable wage, and have operational funding to do so. Donor funding has been focused on schools, and has not been used to finance general County and Payam education office operations. The GRSS 2018/2019 Financial Year (FY) budget for education is now 8.6% of national budget allocation, up from 3.8% in FY 2017/2018, and a higher proportion of funding should therefore be allocated to sub-national government offices.
- Roles and responsibilities of County and Payam officials need to be very clearly communicated. Currently there is a large gap between the role of the CEDs and PEOs, officials perceived role of CEDs and PEOs, and duties they are currently carrying out.
- CEDs and PEOs should consult SSSAMS as they sign off Pupil Attendance Registers so they keep track of which schools in their area are not reporting. The offices should be sufficiently resourced for this purpose.
- Policy dissemination plans should be created and tracked. CEDs need to be aware of their responsibilities for sharing policies and notices with PEOs and their communities.
- Record keeping should be improved so officials are able to evidence their work and the decisions made. This can be via standardised forms which must be completed when conducting school visits. An app can be designed for this purpose if smart phone technology is funded for CEDs and PEOs. There should be a minimum number of visits to each school in a year, any deviation from this minimum number of visits should be justified to the State Ministry of Education.
- Retaining trained staff in County offices should be a priority to ensure the authority of CEDs is backed up with quality and specialist knowledge.
- A national child protection policy needs to be communicated to all CEDs and PEOs. This should include whistle blowing procedures and have clear lines of investigation/reporting for any incidents raised. CEDs and PEOs should all be informed of the consequences of either child abuse or learner/teacher relationships in the instance of a learner being over 18.
- Investment in computer and internet technology is required to enable County and Payam offices to better support their schools. As the GRSS education budget is being increased for FY 2018/2019 more government funds should be available for this purpose.

Full reports will soon be available on our website:
www.girlseducationsouthsudan.org

INSPIRE

EDUCATE

TRANSFORM



AIM

Girls' Education South Sudan (GESS) is a programme that will transform the lives of a generation of children in South Sudan – especially girls – through education. South Sudan, the newest country in the world, has some of the lowest educational indicators, with education of girls being among the lowest. Very few girls who begin Primary education continue to Secondary school; in 2017, 138,578 girls started Primary school, but only 3,816 completed Secondary school. GESS is determined to change this, so that all girls can go to school, stay in school and achieve in school.

MANAGEMENT

Girls' Education South Sudan (GESS) is an initiative of the Ministry of General Education and Instruction (MoGEI), Government of the Republic of South Sudan, funded by UK aid from the UK government, and the Government of the Republic of South Sudan. In order to realise its strategic objectives of eliminating barriers to girls' education and promoting gender equality throughout the education system, MoGEI is supported by a consortium, led by Cambridge Education, and including BBC Media Action, Charlie Goldsmith Associates and Winrock International.

The Programme began in April 2013, and will last until September 2018.



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