

# **Girls' Education South Sudan (GESS): Endline County and Payam Education Managers Survey**

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# 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 evidence, lessons learned to inform future programmes and other contexts. The KER programme 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 Schools' Attendance Monitoring System (SSSAMS), twice yearly through Longitudinal Qualitative Survey (LQS), yearly through the School Sample Survey, and then has set piece Baseline (2014), Midline (2016), and Endline (2018) survey waves.

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## List of Abbreviations

<b>BoG</b>	Board of Governors
<b>CAD</b>	County Administration Department
<b>CED</b>	County Education Department
<b>CES</b>	(former) Central Equatoria State
<b>CG</b>	Capitation Grant
<b>CT</b>	Cash Transfer
<b>DFID</b>	UK Department for International Development
<b>EES</b>	(former) Eastern Equatoria State
<b>ETMC</b>	Education Transfers Monitoring Committee
<b>GESS</b>	Girls' Education South Sudan programme
<b>GRSS</b>	Government of the Republic of South Sudan
<b>GUN</b>	Greater Upper Nile
<b>IDP</b>	Internally Displaced Person
<b>JGL</b>	(former) Jonglei State
<b>KER</b>	Knowledge, Evidence and Research
<b>LKS</b>	(former) Lakes State
<b>MoGEI</b>	Ministry of General Education and Instruction
<b>NBG</b>	(former) Northern Bahr el Ghazal State
<b>PEO</b>	Payam Education Office
<b>PES</b>	Payam Education Supervisor
<b>PLE</b>	Primary Leaving Examination
<b>SCE</b>	Secondary Certificate Examination



<b>SMC</b>	School Management Committee
<b>SMoGEI</b>	State Ministry of General Education and Instruction
<b>SSSAMS (SAMS)</b>	South Sudan Schools' Attendance Monitoring System
<b>UNS</b>	(former) Upper Nile State
<b>UTY</b>	(former) Unity State
<b>WBG</b>	(former) Western Bahr el Ghazal State
<b>WES</b>	(former) Western Equatoria State
<b>WRP</b>	(former) Warrap State

# Executive Summary

As a result of decades of civil war, South Sudan today faces huge challenges in developing its low educational base. The GESS programme aims to transform a generation of South Sudanese girls by increasing access to quality education. One of the strategic objectives of MoGEI is to eliminate barriers to girls' education and promote gender equality throughout the education system.

The purpose of the County and Payam survey is to gather information regarding the operations and capacities of County Education Departments (CEDs) and Payam Education Offices (PEOs), 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 MoGEI. Understanding more about how County and Payam officials work with schools is key to planning the transition to an impactful GESS2, and to the medium and long-term sustainability of the education system.

Research for the overall Programme has taken place in three phases: Baseline (2014), Midline (2016), and Endline (2018). This report summarises the findings from the Endline County and Payam survey. For the sake of comparability, the structure of the Endline survey remains very similar to that of the Baseline, incorporating recommendations and additions developed through discussions with MoGEI.

## Methodology

The County and Payam Education Manager surveys involved quantitative data collection through interviews conducted by travelling researchers, 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 20 County Education Officials from 15 Counties and 24 Payam Education Officials from 24 Payams were surveyed.

## Key Findings

- The vast majority of interviewed officials reported positive changes. 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.
- 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 – this is likely due to individuals being drawn to State positions as the country shifted to a 28 and then a 32 State system. 5% of County officials held a Bachelor's in education at Endline,

down from 19% at the Midline. This decline is not seen in Payams (whose boundaries have remained relatively constant), where qualification levels amongst officials have improved since the Midline. In Payams, 12% of officials have a Bachelor's degree (compared to 6% at Midline), 38% have a teaching diploma (compared to 18% at Midline), and a further 12% have a teaching certificate.

- There were large discrepancies between the number of schools reported by County and Payam officials and the number of active schools appearing on SSSAMS, which is usually higher than the number stated by officials in both County and Payam districts. If officials think there are fewer schools than there are, they are likely to be failing to support some properly.
- Access to mobile phone handsets has increased to 100% in County offices and is at a similar level in Payam offices (79% down from 84% at the Midline). Those with smartphones (10% at County, 5% at Payam) can therefore access SSSAMS and any apps developed to aid their work. The availability of computers and internet facilities still remains low in County and Payam offices.
  - In PEOs, access to computers has decreased from 28% in the Midline to 20% at Endline, while at County level access to computers remains at 20%.
  - There is little access to Internet in Payam offices, with 92% of Payam staff reporting no access to the Internet. In County offices it has decreased to just 5% from 10% at the Midline.
- Only 35% of County officials report that their County office has access to a bank account - the same result as in the 2016 Midline.
- All Payam staff reported that some form of action would be taken if an inappropriate relationship was to develop between a teacher and a student. 50% reported that the case would be referred to the Payam or Country Education Office, an increase from 31% at Midline. A further 29% of Payam staff reported that the case would be dealt by school management, and 12% stated that the incident would be referred to the police.
- Staff disagreed over the consequences for a pupil involved in a relationship with a teacher. The most common response among Payam staff (42%) was that the pupil would be asked to leave the school. 34% noted the student would continue at the school with extra support. Most officers are clearly not familiar with what the Government of the Republic of South Sudan (GRSS) teacher code of conduct has to say on the subject.
- There has been a fall in both the frequency of school visits and the average number of schools visited by local education authorities. County staff reported visiting an average of 15.7 schools/year for an official inspection in 2017, down from 18.4 in 2015 and 26.9 in 2013. School visits by Payam officials have also decreased, with a significantly larger proportion visiting schools under their supervision 0-1 times over the course of a year than at the Baseline and Midline. 8% of Payam officials had not visited any schools 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 Head Teachers in the School Sample Survey.

- When asked to give their opinions of the GESS (and IMPACT<sup>i</sup>) State Anchors, 45% of County staff gave negative opinions. These were primarily due to a perceived lack of support and the CEDs not being visited by State Anchors. 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.

## Key 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 focused on schools, and has not been used to finance general County and Payam Education Office operations. The Financial Year (FY) 2018/19 GRSS budget for education is now 8.6% of national spending, up from 3.8% in FY 2017/18. Increased funding in FY18/19 has been allocated for local education authorities, this funding will be vital to improve the work of the County and Payam offices.
- Roles and responsibilities of County and Payam officials need to be very clearly communicated. Currently there is a large gap between the job descriptions of the CEDs and PEOs officials, perceived role of CEDs and PEOs, and the duties they are currently carrying out.
- CEDs and PEOs should consult SAMS as they sign off Pupil Admission Registers (PARs) so they keep track of which schools in their area are not reporting to SAMS. The offices should be sufficiently resourced for this purpose with Internet access either via phones or computers.
- 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 they make. This could be via standardised forms which must be completed when conducting school visits. An app can be designed for this purpose for use on CED and PEO officials' smartphones. There should be a minimum number of visits to each school in a year, and any deviation from this minimum number of visits should be justified to the State Ministry of General Education and Instruction (SMoGEI).
- 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 whistleblowing 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 student/teacher relationships in the instance of a student being over 18.

<sup>i</sup> IMPACT is a programme funded by the European Union to pay incentives to primary school teachers across South Sudan. IMPACT is also using same partners (State Anchors) to support operations on the ground.

- Investment in computer and Internet technology is required to enable County and Payam offices to better support their schools. As the GRSS local education authorities budget is being increased for FY 2018/19, more government funds should be available for this purpose.

# 1. Background

## 1.1 The GESS programme in South Sudan

The Girls' Education South Sudan (GESS) programme seeks to transform the lives of a generation of children in South Sudan – especially girls – through education.

GESS is an initiative of MoGEI and funded by UK aid. MoGEI leads the GESS programme, supported by implementing partners who provide technical advice. At State and County level the State Ministries of General Education and Instruction (SMoGEI) take the lead in programme implementation, supported by partner NGOs, or 'GESS State Anchors'. Implementing partners include Mott MacDonald/Cambridge Education (lead), BBC Media Action, Charlie Goldsmith Associates and Winrock International.

GESS is a practical programme that implements activities that tackle financial, cultural and quality barriers to education for the girl child, while boys will also benefit from an improved learning environment.

The activities are structured along three main outputs:

1. Enhanced household and community awareness and empowerment for supporting girls' education through radio programmes and community outreach.
2. Effective partnerships between the Government of the Republic of South Sudan (GRSS) and local organisations to deliver a community-based school improvement programme which will include:
  - a. Cash Transfers to girls and their families;
  - b. Capitation Grants to schools;
  - c. Provision of practical support to schools, teachers and education managers to improve the quality of education.
3. Knowledge, Evidence and Research (KER) - increased knowledge and evidence of what works to promote girls' education in South Sudan.

The GESS programme was designed in 2012, shortly after South Sudan gained independence, and was officially launched in April 2013. The Programme is monitored and evaluated on the basis of several tools, including the County and Payam Education Managers Survey.

## 1.2 An update on the South Sudanese context since the Baseline and Midline Reports

The security and economic situation in South Sudan has deteriorated significantly since the Baseline. Despite this, enrolment has increased by 800,000 over the last five years;

however, up to 2.4 million South Sudanese children are still not in schools within the country.<sup>ii</sup>

The context in which GESS operates has deteriorated since 2014, as the dynamics of the conflict that broke out in December 2013 have shifted, and the economy has collapsed. Fighting was initially concentrated in the Greater Upper Nile region, but later spread to areas that had previously been relatively stable, in particular the Equatorias and former Western Bahr el Ghazal (WBG) State. This resulted in mass displacement both within South Sudan and into bordering countries, making it increasingly difficult for schools to function. The implementation of the Agreement on the Resolution of the Conflict in South Sudan (ARCISS), signed by both parties to the conflict in August 2015, has faced numerous obstacles, the most significant being the fighting that erupted in Juba in July 2016, and the intensification of the conflict elsewhere. In July 2018, the number of South Sudanese seeking refuge in neighbouring countries stood at 2.47 million, with an additional 1.74 million Internally Displaced Persons (IDPs).<sup>iii</sup>

This deterioration in the security and humanitarian situation has taken place against a backdrop of economic collapse. The fall in oil production has severely eroded the Government of South Sudan's chief source of revenue; meanwhile inflation has accelerated, with the effective South Sudanese Pound (SSP):USD exchange rate increasing from 4.61:1 in September 2014 to 76:1 in September 2016, and beyond 300:1 in early 2018. This has had a strongly negative impact on education delivery as a whole, eroding the value of teachers' salaries and affecting the ability of schools to execute their budgets.

While the education sector has continued to operate, its ability to do so effectively has been hampered by the challenging security and economic context. As at August 2018, there were over 4,000 schools open in South Sudan, with 1,705,433 pupils enrolled, taught by around 40,000 full-time teachers, according to data on the SAMS ([www.sssams.org](http://www.sssams.org) - the near real-time management information system developed as part of GESS). However, UNESCO estimates that between 2.2 and 2.4 million children are still out of school in South Sudan, a number that is likely to rise.<sup>iv</sup>

A new peace agreement was signed in August 2018 and oil production is set to start again with the support of Sudan. It remains to be seen how the context of the country will change as the GESS programme comes to an end and GESS2 begins.

<sup>ii</sup> [https://www.unicef.org/southsudan/media\\_21715.html](https://www.unicef.org/southsudan/media_21715.html)

<sup>iii</sup> Figures taken from OCHA's South Sudan Humanitarian Bulletin, July 15 2018, available at: [https://reliefweb.int/sites/reliefweb.int/files/resources/20180716\\_OCHA\\_SouthSudan\\_Humanitarian\\_Bulletin%2036.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/20180716_OCHA_SouthSudan_Humanitarian_Bulletin%2036.pdf)

<sup>iv</sup> Global Initiative on Out of School Children: South Sudan Country Study, UNESCO 2018, available at: <http://unesdoc.unesco.org/images/0026/002653/265399e.pdf>

## 2. Purpose of Survey & Methodology

### 2.1 GESS Knowledge, Evidence & Research Objectives

The KER sub-output of the GESS programme seeks to generate knowledge and evidence about education in South Sudan, and what works to get girls in school, staying in school, and learning in school.

The research is focused on:

- Whether the Programme is achieving expected outcomes
- How outcomes are being achieved
- Wider areas of interest about what's happening in schools

The overall GESS research is based on the following two overarching questions, which have been developed from the outcome of the Programme:

- Has there been a change in enrolment and retention for girls and boys from Primary 5 to Primary 8 and from Senior 1 to Senior 4, and which aspects of the Programme contributed towards this?
- Has there been a change in the quality of education, as demonstrated by improved learning for Primary 5 to Primary 8 and Senior 1 to Senior 4? What changes in the learning and teaching environment have contributed to this?

The overall objectives of the GESS project surveys are:

- To monitor changes currently occurring in schools, particularly changes related to the GESS programme;
- To identify aspects of the GESS programme contributing towards changes in the enrolment rate among girls and boys Primary 5 to Primary 8 and Senior 1 to Senior 4;
- To identify aspects of the GESS programme that will contribute toward the future measurement of girls' and boys' retention rates between Primary 5 and Primary 8 and Senior 1 and Senior 4.

The overall KER component of GESS seeks to:

- Develop National and State capacity for research and use of evidence;
- Develop knowledge about the impact of project interventions;
- Develop broader information about what works in girls' education;
- Incorporate process monitoring into learning about successes and failures in design and implementation, protect against doing harm and monitor value for money;
- Inform policymaking: budget priorities and targeted support.



The Programme outcomes are directly concerned with improvements in enrolment, retention, and learning. Alongside the County and Payam Survey, three other areas of research were developed to enquire more in-depth information about relationships, activities, and processes linking programme interventions to the outcomes were proposed. These are school and classroom practices, educational choices by households and girls, and management capacity and structures.

Complementary to the County and Payam survey:

- A detailed School Sample Survey, incorporating interviews with learners, Head Teachers, teachers and representatives of school governing bodies in addition to lesson observations and building assessments was carried out in June – September 2018. The purpose of the survey was to build a picture of the state of schools in South Sudan and understand the educational experiences of pupils – in particular girls – teachers, and managers. The survey, which incorporated questions from the pilot School Sample Survey, also looked at the impact and effectiveness of Capitation Grants (CGs) and Cash Transfers (CTs), as well as the use of Daily Attendance Registers (DARs)
- In-depth Household Surveys were conducted throughout June - September 2018, using a subset of schools selected for the School Sample Survey to obtain a detailed picture of the sensitive and complex nature of household decisions about money, gender dynamics and power structures, as well as the experience of pupils and their households in and out of school. The Household Survey Report provides contextual background that will help inform future changes in education patterns by providing details of household level decisions that affect enrolment and retention of girls in schools.
- A Learning Assessment was conducted in the same timeframe. The Assessment is a series of numeracy and literacy tests given to male and female pupils in P5, P8, and S2. The results of these tests, and how they compare to the original Baseline results, are presented in a separate report.

## 3 Methodology

### 3.1 Sampling Strategy

For consistency, and to allow like-for-like comparison with the Baseline and Midline findings, the Endline methodology continued to use the former ten State system for the purposes of sampling, to achieve practical national coverage.

The County and Payam Education Managers Surveys involved quantitative data collection by interviews conducted by travelling researchers, 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 20 County Education Officials from 15 Counties and 24 Payam Education Officials from 24 Payams were surveyed.

FIGURE 1 NUMBER AND LOCATION OF COUNTRY EDUCATION DEPARTMENT INTERVIEWS CONDUCTED

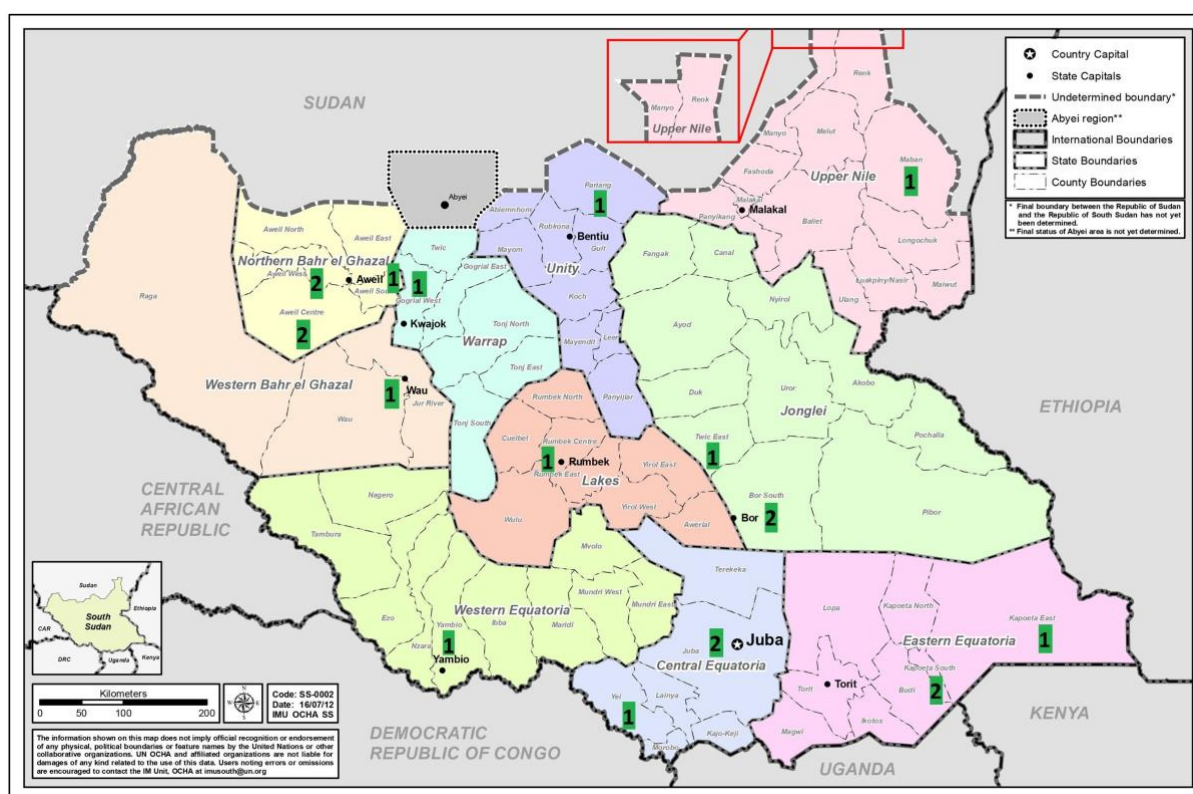


TABLE 1 TOTAL NUMBER OF INTERVIEWS CONDUCTED WITH COUNTY EDUCATION OFFICIALS DISAGGREGATED BY STATE

State	County	Number of surveys
CES	Juba	2
	Yei River	1

EES	Kapoeta East	1
	Kapoeta South	2
JGL	Bor	2
	Twic East	1
LKS	Rumbek Centre	1
NBG	Aweil Centre	2
	Aweil Town	1
	Aweil West	2
UNS	Maban	1
UTY	Ruweng	1
WBG	Wau	1
WES	Yambio	1
WRP	Gogrial West	1

FIGURE 2 NUMBER AND LOCATION OF PAYAM EDUCATION INTERVIEWS CONDUCTED

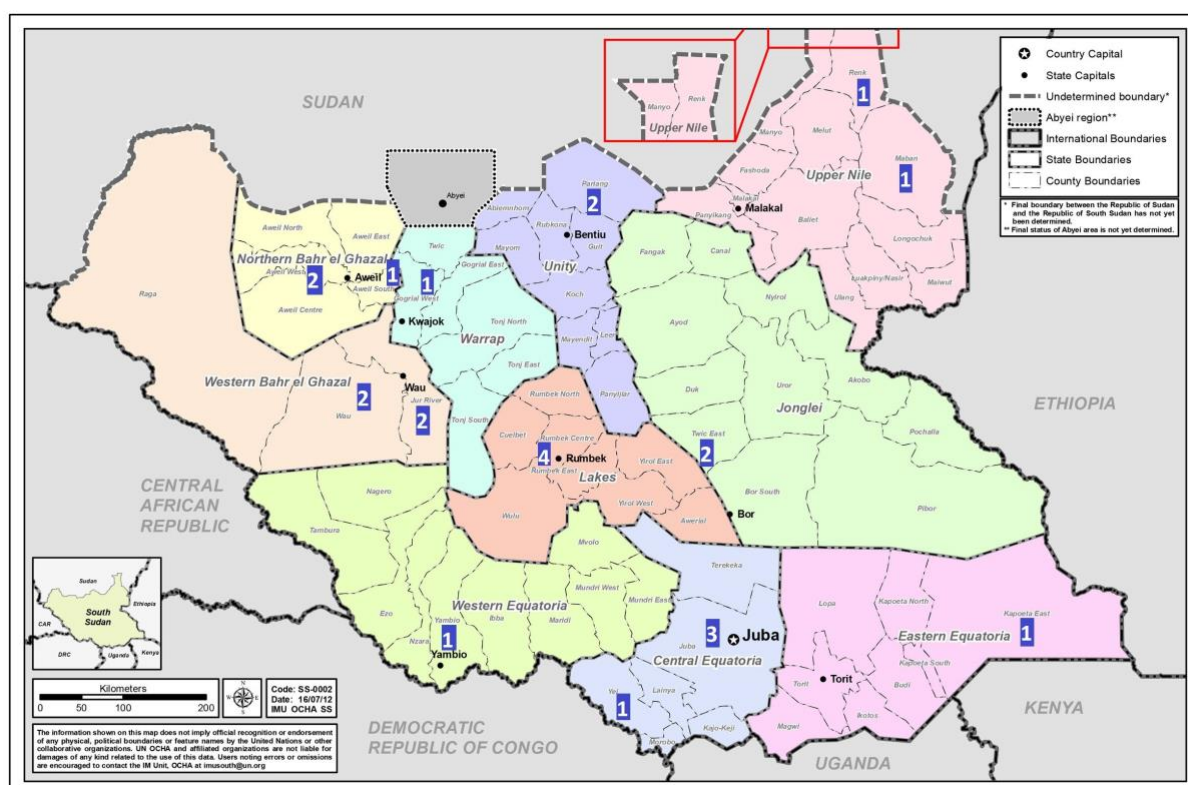


TABLE 2 TOTAL NUMBER OF INTERVIEWS CONDUCTED WITH PAYAM EDUCATION OFFICIALS DISAGGREGATED BY STATE AND COUNTY

State	County	Payam	Number of Surveys
EES	Kapoeta East	Narus	1
NBG	Aweil West	Ayat Centre	1
	Aweil Town	Aweil Town East	1
	Aweil West	GomJuer Centre	1
UTY	Ruweng	YIDA	1
CES	Juba	Juba	1
	Juba	Kator	1
	Yei River	Yei	1
	Juba	Munuki	1
WES	Yambio	Yambio	1

LKS	Rumbek Centre	Matangai	1
	Rumbek Centre	Rumbek Town	1
	Yirol East	Malek	1
	Rumbek Centre	Amongping	1
WBG	Jur River	Udici	1
	Wau	Baggari	1
	Wau	Wau South	1
	Jur River	Kuajieno	1
WRP	Gogrial West	Raiu	1
JGL	Twic East	Ajuong	1
	Twic East	Kangor	1
	Duk	Panyang	1
UNS	Maban	Banishiew	1
	Renk	Renk	1

### 3.2 Quantitative Surveys

Data was collected in all ten former States, with fieldwork conducted by CGA staff, who began data collection in March and concluded in June. Enumerators used Huawei smartphones to record survey data in order to minimise time and data entry errors, as well as ODK open source software. Smartphones were provided by CGA with funding from GESS. Once collected, data was uploaded to the online platform Formhub.

The County survey aimed to collect information on the following areas:

- Roles and responsibilities of County Education Departments;
- Administrative and financial systems, including data on schools and personnel;
- Communication channels between County and Payams, County Education Departments and SMOGEIs;
- How County officials understand National and State policies, plans, strategies and processes, and how these relate to their job;

- Procedures in place and being used for inspection and supervision of schools; and
- Perceptions of the enablers and challenges for children (especially for girls) and schools in access to and delivery of quality education.

The Payam survey aimed to capture information on the following areas:

- Education, roles and responsibilities at the Payam offices;
- Administrative and financial aspects of the Payam offices, including data on schools and personnel;
- Communication channels between Payams and schools, and Payam and County Education Offices;
- Ways in which Payam officials responsible for education understand National and State policies, plans, strategies, and processes, and how these relate to their job;
- Procedures in place and being used for inspection and supervision of schools; and
- Perceptions of enablers and challenges for children (especially girls) and schools in access to and delivery of quality education.

### **3.3 Limitations**

There is still significant insecurity in South Sudan, and as a result there have been difficulties in accessibility of some areas and thus conducting interviews. This insecurity has been a direct consequence of the conflict in 2013 and 2016 and the ongoing instability in many areas, which also limited the Midline report. Although enumerators did try to address this by arranging alternative meeting points for interviews, the overall possible number of interviews was reduced.

A small number of surveys had to be removed from the data. State Education Officers who assisted in carrying out the surveys were directed not to interview County interviewees as they are the direct line manager and thus could heavily influence the interviewees answers. In the minority of instances where this occurred the interview was not included in the analysis.

A general note of caution should be used when interpreting responses from County and Payam officials. As questions were asked relating to the effectiveness and efficiency of officials' work, and relating to knowledge of and adherence to their duties, it is possible that some respondents were inclined to give responses that showed themselves and their offices in the best light, at the expense of accuracy. This has been accounted for in analysis but is an important consideration to bear in mind.

Overall the sample size of the survey does limit its generalisability. The limitations in gathering a wider sample size means that the survey results should be used as a means of providing a summary overview of the issues and concerns of County and Payam managers, and a solid baseline for future research and analysis.

## 4. Findings

### 4.1 Characteristics and background of County and Payam Officials

County and Payam officials remain overwhelmingly male, and most officials are on full-time contracts. County staff report higher levels of remuneration than those at Payam level, but reported remuneration levels remain well below the international poverty line of \$1.9 per day.

As at the Baseline in 2014 and the Midline in 2016, women were almost completely unrepresented in the cohort of County and Payam staff surveyed. All of the County officials interviewed for the study were male (n=20), along with 96% of the respondents at Payam level (n=23). The one female represented in the Payam survey was from Juba Payam in Juba.

A large majority of the respondents at both levels were on permanent full-time contracts: 90% (n=18) of County officials and 96% (n=23) of Payam officials. Only one County official was on a permanent part-time contract, which is one more than at the Midline, whereas no Payam officials were on a permanent part-time contract, which is less than at the Midline.

85% of the County officials (n=17) surveyed were either County Education Directors or Deputy Education Directors, and 71% of the Payam staff interviewed (n=17) were either Payam Education Supervisors or Assistant Payam Education Supervisors. Senior Inspectors of Planning, Budgeting and Administration, Senior Inspectors of Schools and Senior Inspectors of Gender, Equity and Inclusive Education were also represented.

The highest number of Payam staff (25%, n=6) reported being on grade 7 of the salary scale with an average monthly salary of SSP 1,534, and grade 2 and 8 were the lowest (4% each, n=1); no one reported being on grades 1, 5, 6, 11, 13, and 15-17. 17% of Payam officials (n=4) reported being on grade 14, the second highest number in the survey, with an average monthly salary of SSP 822.3.

The approximate USD:SSP market exchange rate in March and April 2018, when most of the research was carried out, was 1:240, meaning that those at grade 7 would be paid US \$6.40 dollars per month. The four officials on grade 14 earn an average monthly salary equivalent to just US\$3.43.

County staff reported higher levels of remuneration, with only one respondent stating they were lower than grade 10 on the salary scale. The highest proportion of officials reported being on either grade 5 or grade 7, with both groups at 25% (n=5). Those in grade 5 had an average monthly salary of SSP 3,014 or US \$12.60, and those in grade 7 had an average monthly salary of SSP 2,610 or US \$10.90.

#### 4.1.1 Qualifications, Skills, and Training

English and Juba Arabic are the most commonly-spoken languages.

The majority of the County and Payam officials surveyed speak English and Arabic, although a higher proportion of County staff reported speaking Classical Arabic, whilst Juba Arabic was more commonly spoken amongst Payam officials. At Payam level, 96% (n=23) of respondents spoke English, 67% (n=16) spoke Juba Arabic and 46% (n=11) spoke Classical Arabic. Of the County officials surveyed, 30% (n=6) reported speaking Classical Arabic, 80% (n=16) spoke Juba Arabic, and 95% (n=19) reported speaking English.

Of those who spoke English, the language of the South Sudan curriculum above Primary 3, their confidence in their ability was high: 79% of County officials who spoke English (n=15) and 78% of Payam officials (n=18) said their reading and writing skills in English were either good or very good. County officials' assessment of their abilities was unchanged since the Midline, when 79% also considered their English skills to be either good or very good, but at the Payam level confidence appears to have decreased, as 82% gave this appraisal in 2016; however, this is more likely due to the limited sample size.

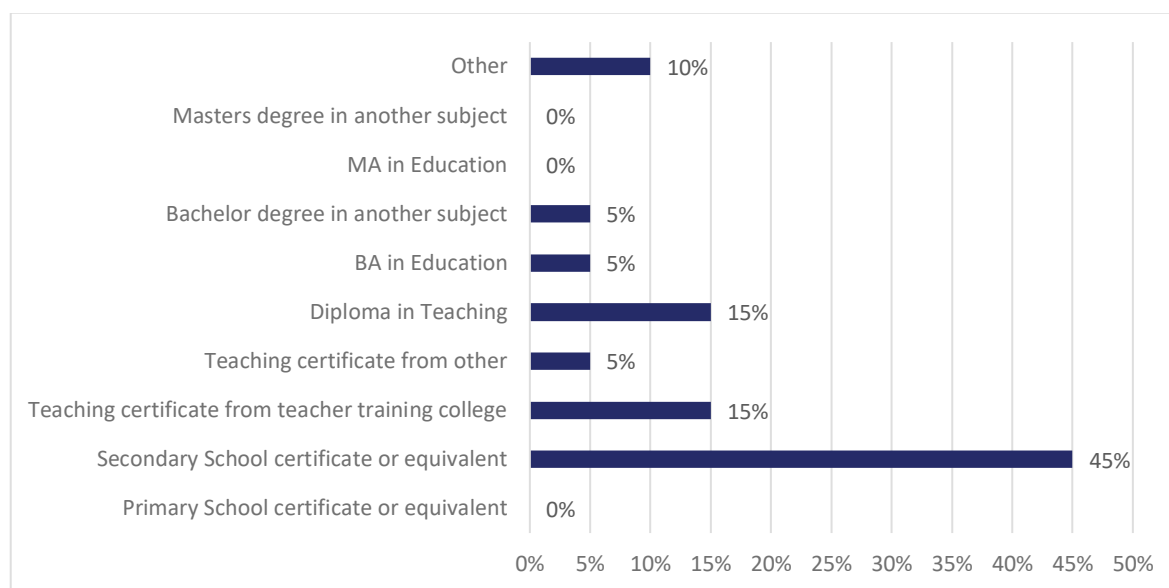
Officials from across South Sudan were interviewed, and this diversity was reflected in the range of mother tongue languages spoken, including Acholi, Dinka, Kakwa, Bari, Mabanese, Zande, Luo, Balanda, Ngatpueny, Toposa, Latoko and Lahkyo.

Dinka was the most prevalent mother tongue language amongst those surveyed, named by 50% (n=10) of County staff and 50% (n=12) of Payam officials, but no officials at either level identified Nuer as their mother tongue, despite its status as one of the largest ethnic groups in South Sudan. This is accounted for by the small sample sizes in Unity and Upper Nile, where research was restricted due to insecurity concerns.

Qualification levels of County and Payam officials have dropped considerably since the Midline.



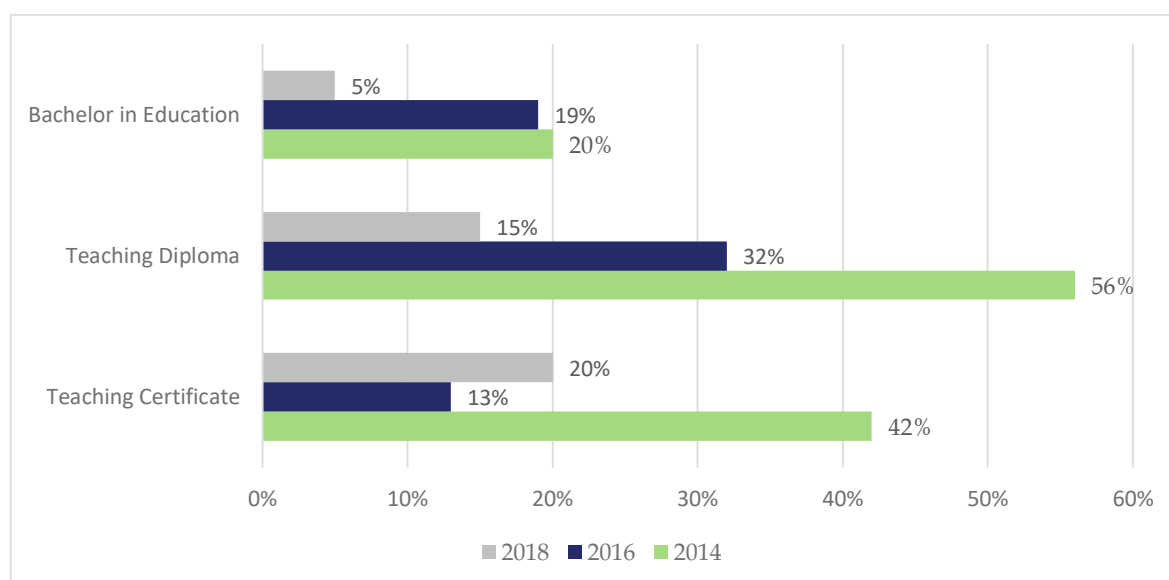
FIGURE 3 HIGHEST QUALIFICATION HELD BY COUNTY OFFICIALS



All the officials surveyed had a background in teaching; County officials tended to have taught at a higher level, but the Payam officials tended to have taught for slightly longer on average. Qualification levels amongst County and Payam staff have dropped since the Midline, with only 15% of County officials (n=3) holding a Teaching Diploma compared to 32% in 2016.

The two County officials who cited 'Other' as their highest qualification both had Diplomas in Public Administration.

FIGURE 4 HIGHEST QUALIFICATION HELD BY COUNTY OFFICIALS: COMPARISON BETWEEN 2014, 2016, AND 2018

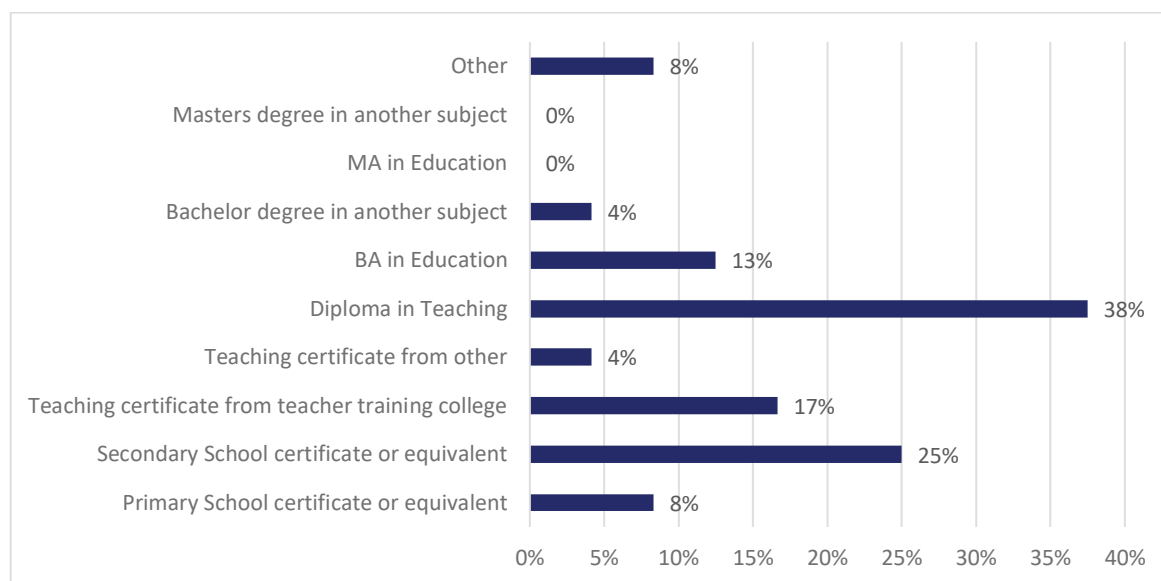


Amongst County staff, a secondary school certificate was most commonly cited as the highest qualification held, listed by 45% of respondents (n=9), in contrast to the Midline,

when 64% held a teaching certificate or a Bachelor in Education; in the Endline this had fallen to 40%. The most commonly reported highest qualification of Payam officials was a Diploma in Teaching at 38% (n=9), and 72% (n=17) had either a teaching certificate or a Bachelor in Education.

Of the two Payam officials who cited 'Other' as their highest qualification, one had a Diploma in Theology, the other said they had completed three years of a university degree but not graduated.

FIGURE 5 HIGHEST QUALIFICATION HELD BY PAYAM OFFICIALS



The economic crisis has led some higher-qualified public sector staff to move away from public sector jobs in favour of better-remunerated NGO roles. In addition, the creation of 32 States has also led to a more porous administrative hierarchy in which formerly County level staff have moved up to fill roles in State offices.

In general, there was a higher reported uptake of training among County and Payam staff than at the Midline.

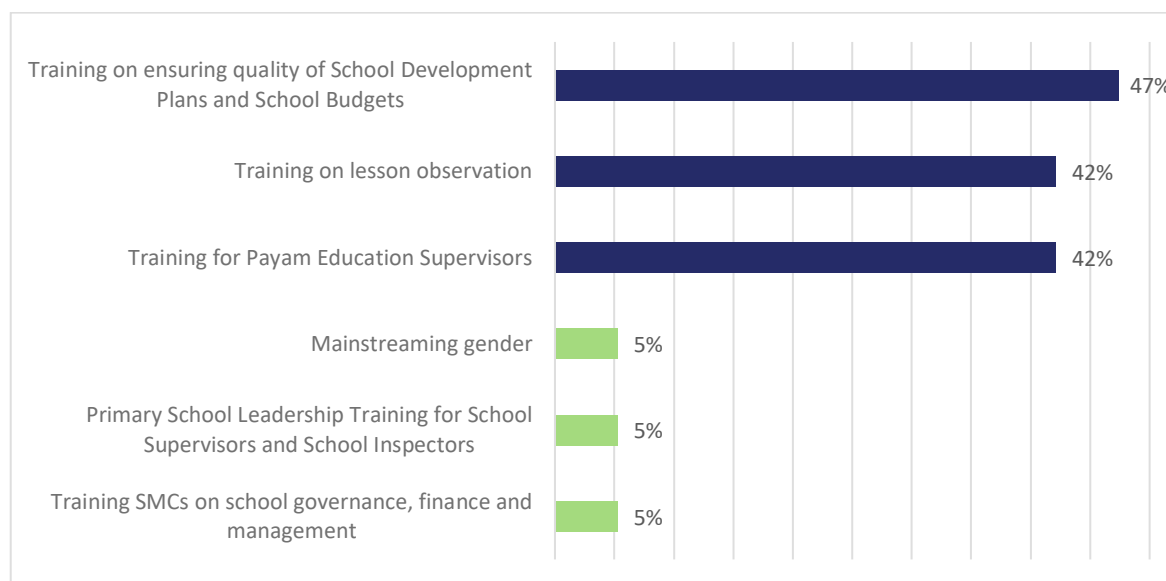
Payam staff reported participating in an average of 8.5 training days in 2017, a rise from the 6.7 days of training attended in 2015, as reported in the Midline. Given that more training initiatives have been developed as part of GESS over the course of the Programme, this is encouraging to see.

School Development Plans and Budgets (SDP/Bs) were the most common topics of trainings attended by Payam staff: 47% (n=9) said they had participated in training on how to provide feedback to schools on these documents, and 42% (n=8) reported having had training on lesson observation. The third most common topic was training for Payam Education Supervisors, also at 42%.

A relatively low proportion of Payam officials reported having had training in how to support CG and CT processes, both at 16% (n=3), suggesting weaker engagement with the GESS programme.

The lowest-reported trainings attended by the surveyed Payam officials were on mainstreaming gender, primary school leadership training for supervisors and inspectors, and training School Management Committees (SMCs) on school governance, finance, and management, all at 5% (n=1).

FIGURE 6 MOST AND LEAST COMMON TOPICS OF TRAINING ATTENDED BY PAYAM OFFICIALS



County staff also reported that they had participated in more days of professional training in 2017 than in 2015. At the Midline, County officials said they had taken part in an average of 2.6 days of professional training in the previous year, whereas the average response to the same question at the Endline was 4.05 days.

The most common topic of professional training attended by County officials during 2017 was training on financial management at 50% (n=8). No County staff said they had received training on how to support boys at school or training on gender-responsive pedagogy. Mainstreaming gender and how to support girls at school were also very low at 6% (n=1) and 13% (n=2), respectively, suggesting a need to increase the frequency of gender-focused training.

75% of the County officials surveyed (n=15) had been formally accredited as school inspectors, a slight rise from 71% at the Midline.

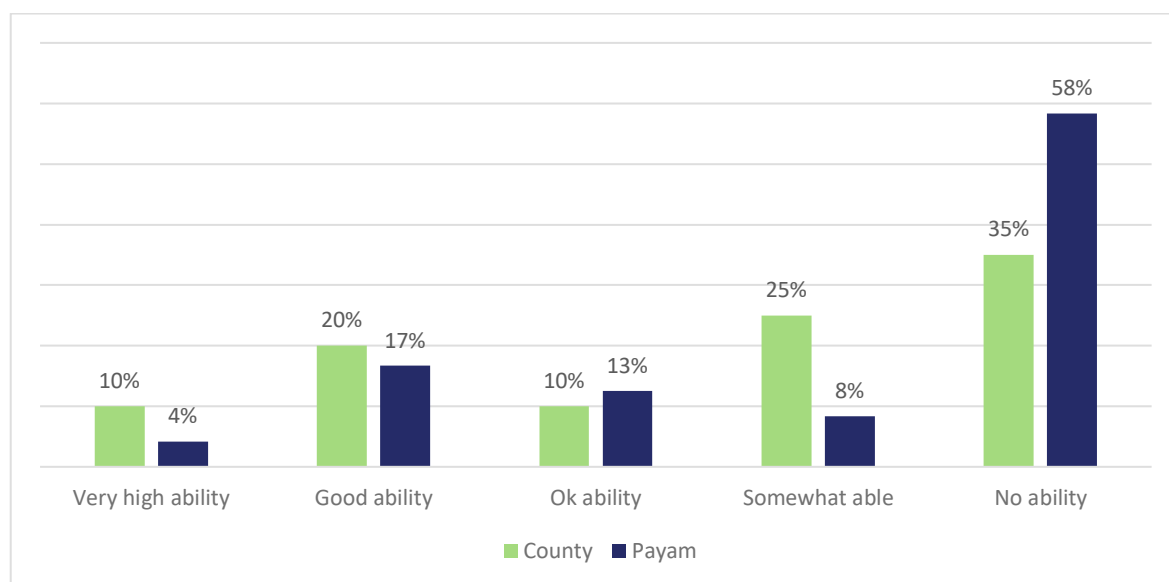
Reported confidence in computer skills of Payam and County staff had decreased, but confidence in mobile phone skills has improved.

Payam officials are less confident on average in their computer skills than at the Midline. The proportion of Payam officials who said that they could use a computer has fallen from

52% at Midline to just 42% (n=10) at the Endline. Of those who reported having some computer skills, 21% (n=5) considered themselves to be either good or very good, compared to 51% in 2016.

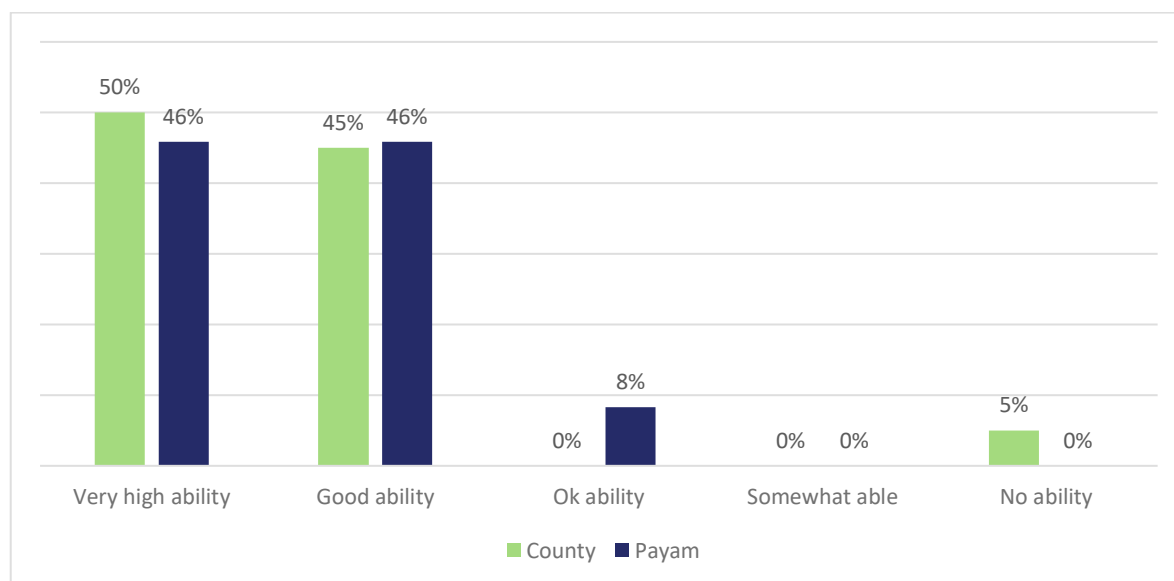
The proportion of County staff who reported that they could use a computer has also fallen since the Midline from 70% to 65% (n=13), and of those that could, just 30% (n=6) considered themselves to be good or very good, down from 50% in 2016.

FIGURE 7 SELF-REPORTED ABILITY IN COMPUTER USAGE



On the other hand, County and Payam officials' self-reported mobile phone skills have improved since the Midline. 92% of Payam staff (n=22) rated their mobile phone skills as good or very good, compared to 76% in 2016, an opinion shared by 95% (n=19) of County staff, up from 90% at the Midline.

FIGURE 8 SELF-REPORTED ABILITY IN MOBILE PHONE USAGE



## 4.1.2 Education Sector Experience

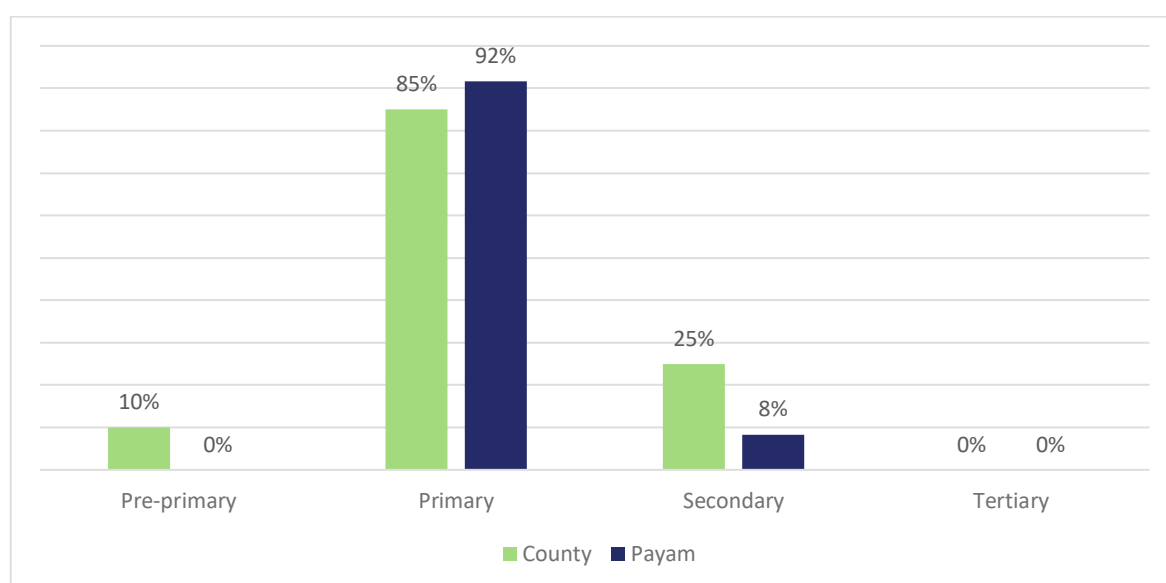
As at the Midline, almost all officials surveyed had a background in teaching; more County officials had taught at secondary level.

All of the County officials (n=20) and Payam officials (n=24) had teaching experience. Of these, a lower proportion of County officials reported having worked as a Head Teacher: 80% (n=16), compared to 83% of Payam staff (n=20). County officials reported having held Head Teacher posts for slightly longer than Payam staff, at an average of 8.2 years compared to 6.6, indicating that individuals who had reached more senior positions in the civil service had longer experience at higher levels of teaching.

In terms of overall teaching experience, Payam staff reported having had slightly longer careers than County staff, at 18.6 years compared to 18.5, including one Payam official who reported having taught for 43 years, as had one County official.

The overwhelming majority of Payam staff who had previously worked as teachers had taught in primary schools, at 92% (n=22), while 8% (n=2) had taught at secondary level, and none had taught at tertiary level. A higher proportion of County officials reported having taught at higher levels, with 25% (n=5) having worked in secondary schools.

FIGURE 9 LEVELS OF EDUCATION AT WHICH COUNTY AND PAYAM OFFICIALS REPORTED HAVING TAUGHT



A significantly higher proportion of the County officials interviewed in 2018 reported having worked as a Payam Education Supervisor (PES), Assistant PES or Deputy Assistant PES than at the Midline: 95% (n=19) as opposed to 45% in 2016.

## 4.2 Administrative and Financial Systems

### 4.2.1 Personnel

As at the Midline, County Education Departments have more staff than Payam Education Offices, very few of whom are female.

According to County officials, there was an average of nine members of staff in CEDs, compared to an average of 6.3 staff members per PEO, as reported by Payam staff. By international standards this is an extremely high ratio of officials to schools and teachers administered, which this makes the low level of school visiting more disappointing. Some outliers have been removed from the County survey, with 65 staff members claimed to be in Bor County, 189 in Maban, and 873 in the Juba office; the officials claiming these higher numbers were likely to have been including teachers in their count of education staff.

Female representation as reported by County and Payam staff was slightly higher than the evidence presented by the genders of the respondents themselves, but nevertheless low. According to County staff, there was an average of 2.7 women per CED (discounting the 500 women that were reported to be working in the Juba office). At Payam level the reported average is 2.5 female staff members.

According to the County officials surveyed, there were an average of 3.9 school inspectors in each office (n=70), 20% of whom were female. In Payam offices, the average reported number of supervisors was 3.2, and the majority of Payam officials (50%, n=11) said none of the inspectors in their offices were female.

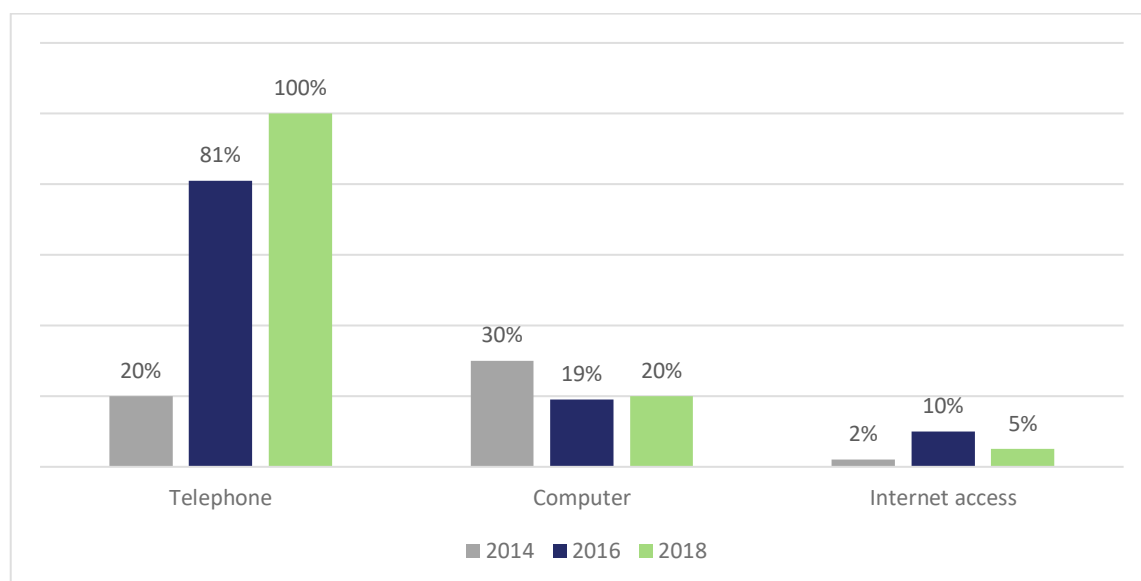
### 4.2.2 Office Equipment

Access to appropriate technology in County offices has increased over the last two years, although availability of computers and internet facilities remains low, and Payam offices reported reduced access.

There has been an increase in resources available to CEDs since the Midline, particularly telephones, which were accessible to all offices in the Endline, rising from 81% in the Midline, though only 10% (n=2) were smartphones and 80% (n=16) were basic phones. However, access to phones in PEOs decreased since the Midline, from 84% to 79% (n=19). All phones referred to here were personal phones rather than office-issued phones.

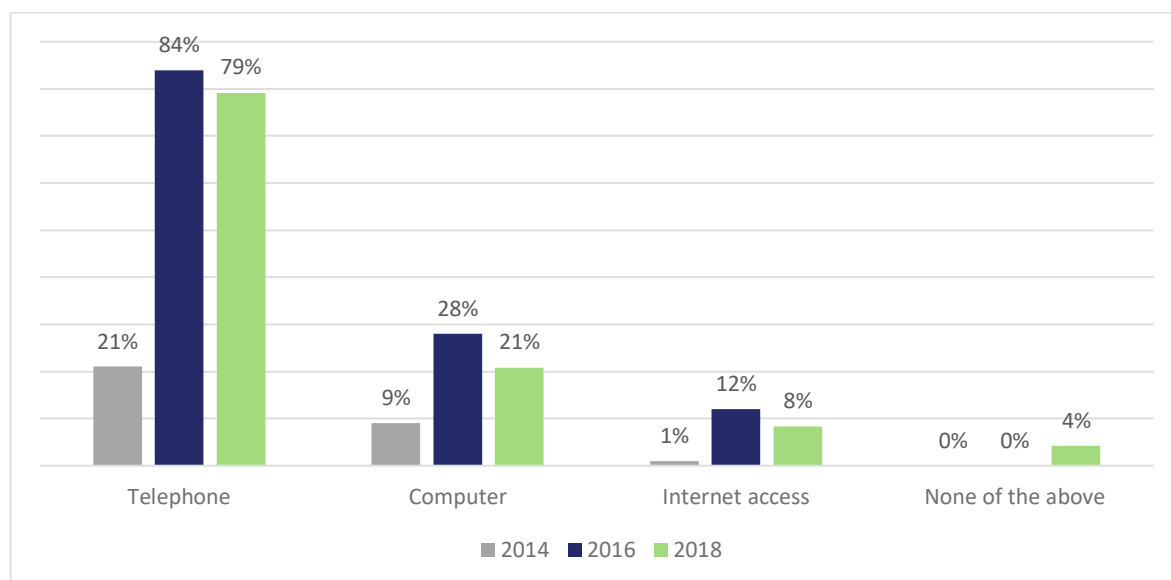
Surprisingly, computers were reported to be slightly more prevalent at Payam than County level, though access to computers has fallen in Payam offices from 28% to 21% (n=5), whereas it has increased in County offices from 19% to 20% (n=4).

FIGURE 10 RESOURCES AVAILABLE AT COUNTY EDUCATION OFFICES AS REPORTED BY COUNTY OFFICIALS, COMPARING 2014, 2016, AND 2018



Internet connectivity remains low, and has actually worsened since the Midline. The Endline research found that 5% of County staff (n=1) reported having access to the Internet in their offices, down from 10% in 2016, and the proportion of Payam staff with access has fallen from 12% at the Midline to 8% (n=2).

FIGURE 11 RESOURCES AVAILABLE AT PAYAM EDUCATION OFFICES AS REPORTED BY PAYAM OFFICIALS, COMPARING 2014, 2016, AND 2018



## 4.2.3 Financial Equipment

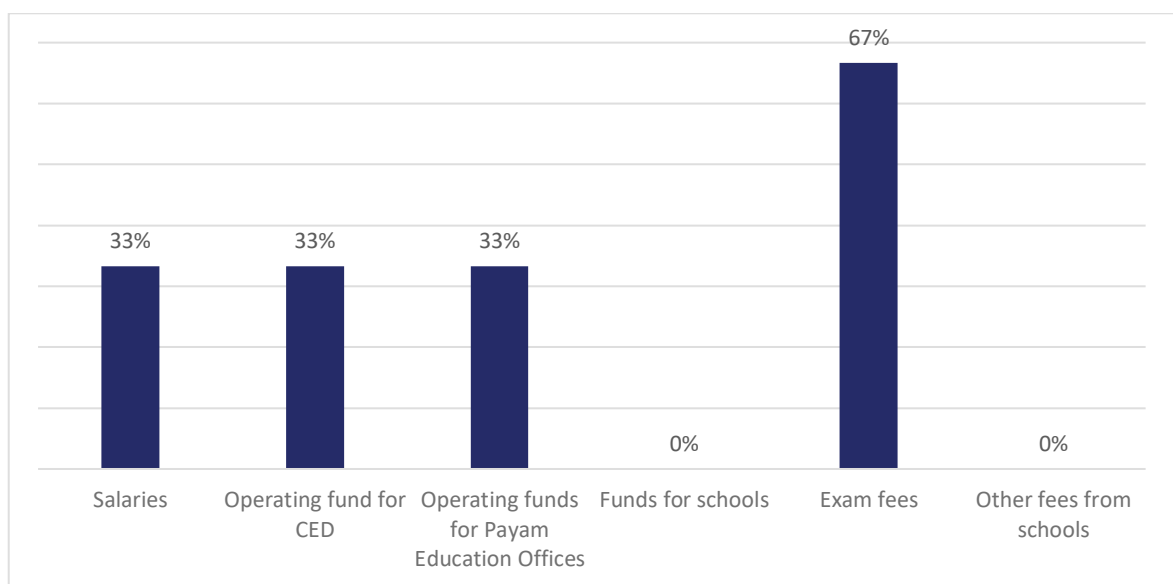
There was a significant decrease in the proportion of County Education Offices with bank accounts since the Midline.

According to respondents at County level, there has been a marked decrease in the use of bank accounts since 2016. Only 15% (n=3) reported that their CED had a bank account, compared to 35% in 2014.

The decrease is much less marked at Payam level, where numbers were lower to start with: 8% of Payam officials report having access to a Bank Account (n=2), compared to 10% in 2016.

Of the CEDs with bank accounts, the funds most commonly transferred through them are exam fees, as reported by 67% (n=2). The third office reporting having a bank account used it for processing salaries, operating funds for the CED, and operating funds for PEOs.

FIGURE 12 TYPE OF FUNDS TRANSFERRED THROUGH CED BANK ACCOUNTS, AS REPORTED BY COUNTY OFFICIALS

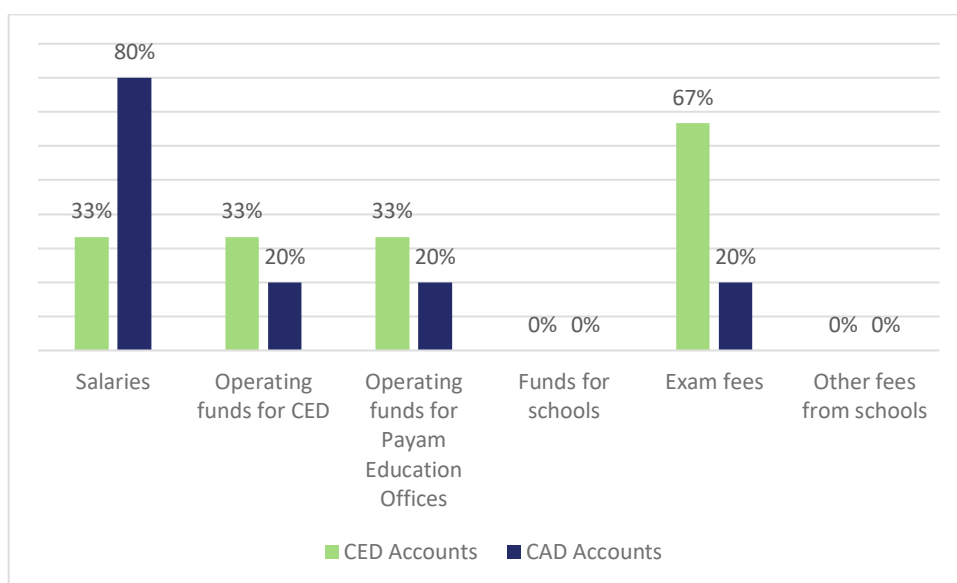


Responding to a recommendation in the Baseline study, the research also investigated whether CEDs banked using the County Administration Department (CAD) accounts, intended to function as “single treasuries” for Counties. Of the County officials surveyed, 21% (n=5) reported that the County Administration had a bank account, a marginally higher proportion than those who said the CED had access to an account. Of the CEDs that banked with the County Administration Department, 40% also had their own bank account (n=2).

The uses of these accounts are notably different: it emerged that County Administration Accounts are more commonly used to process salaries, while exam fees and County Operating Transfers tend to go through CED accounts where they exist.



FIGURE 13 COMPARISON BETWEEN TYPE OF FUNDS TRANSFERRED THROUGH COUNTY EDUCATION BANK ACCOUNTS AND COUNTY ADMINISTRATION BANK ACCOUNTS, AS REPORTED BY COUNTY OFFICIALS



## 4.3 Procedures in Place for the Inspection and Supervision of Schools

### 4.3.1 Types of schools

Government schools remain the most widespread type of school; responses of County officials suggest limited knowledge of the types of schools in their County.

According to both County and Payam officials, government schools are in the majority. County-level respondents reported an average of 18.7 government primary schools in their County, compared to 5.2 community schools, 4.5 faith based schools and 10.5 schools that were privately owned. County officials reported an average 1.56 government secondary schools in their Counties, an increase of 0.5 schools when compared to 2016.

Respondents who reported that there were no government-run secondary schools in their County included those from Juba County and Bor. However, SSSAMS data from each of these Counties shows that government-run secondary schools submitted budgets to GESS in 2018, indicating that they exist and were operating in 2018.

Government-run schools were nevertheless the most widespread type of secondary schools, according to County officials. On average, respondents reported an average of 0.55 community-run schools, 1 faith-based school and 1.4 privately owned schools per County surveyed.

### 4.3.2 Accessing Schools

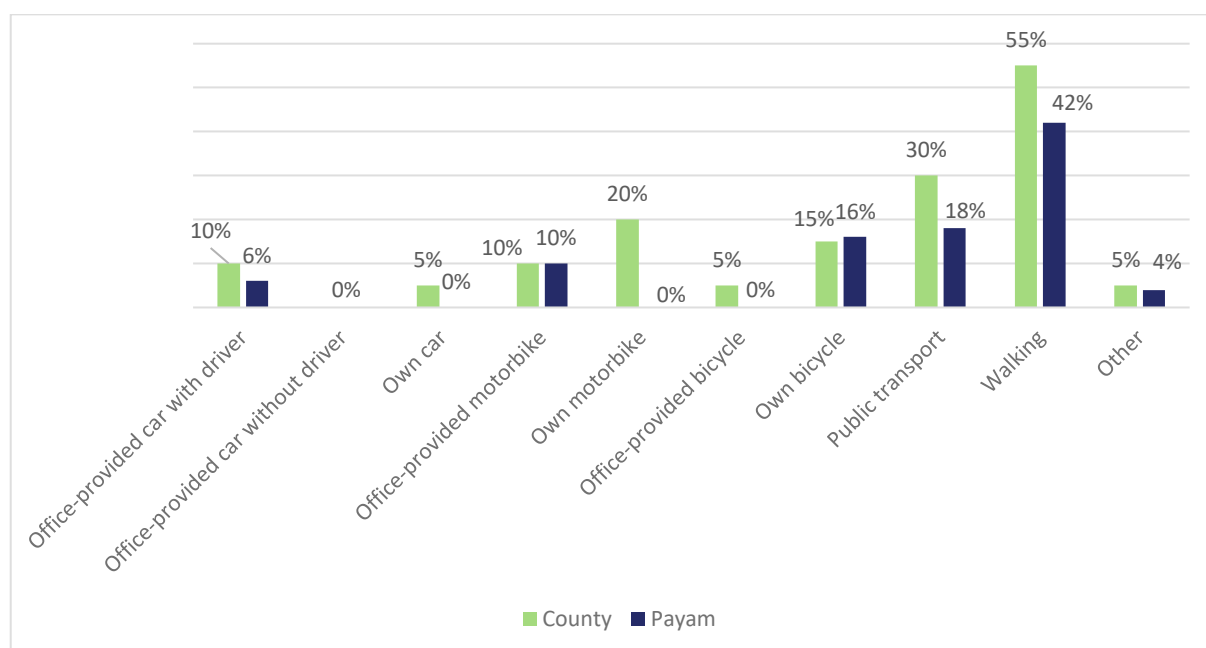
On average, the number of schools supervised by each Payam official has increased since 2014. Respondents reported being responsible for an average of 14.8 primary schools in 2018, compared to 10.8 at the Midline. They also reported being responsible for an average of 0.9 secondary schools, an increase of 0.5 when compared to the Midline.

Payam officials report longer distances to cover to get to their furthest school than County staff. Since Payams are subsets of Counties this highly unlikely result may be due to Payam officials misunderstanding the question or not being able to accurately estimate distances to schools. The furthest schools from PEOs are reported to be an average of 25.5km from their offices, whereas County officials report having to travel an average of 20.6km to the most distant school from the office. County staff said the closest school they were required to visit was an average of 4.35km from their office, while Payam staff said the closest school to their office was an average of 1.8km away.

The most common mode of transport used by Payam officials to visit schools was to walk, cited by 42% of respondents (n=10). 18% of Payam officials note that they use public transport (n=5), with an additional 16% using their own bicycles (n=4). No respondents reported using their own car, and only two said they were able to use an office-provided car, either with or without a driver.

Access to transportation for County staff has decreased. 55% stated that they walk when visiting schools (n=11), 30% take public transport (n=6) and only 10% (n=2) are able to take cars with drivers provided by their office. This represents a decline from 2016, when 45% of respondents cited using an office provided car (n=14). 55% of County staff said they visit schools on foot (n=11).

FIGURE 14 MODES OF TRANSPORT USED BY COUNTY AND PAYAM OFFICIALS TO VISIT SCHOOLS



Access to office-provided motorbikes has dropped at both County and Payam level from 32% in 2016 to 10% in 2018, and from 38% to 10% respectively.

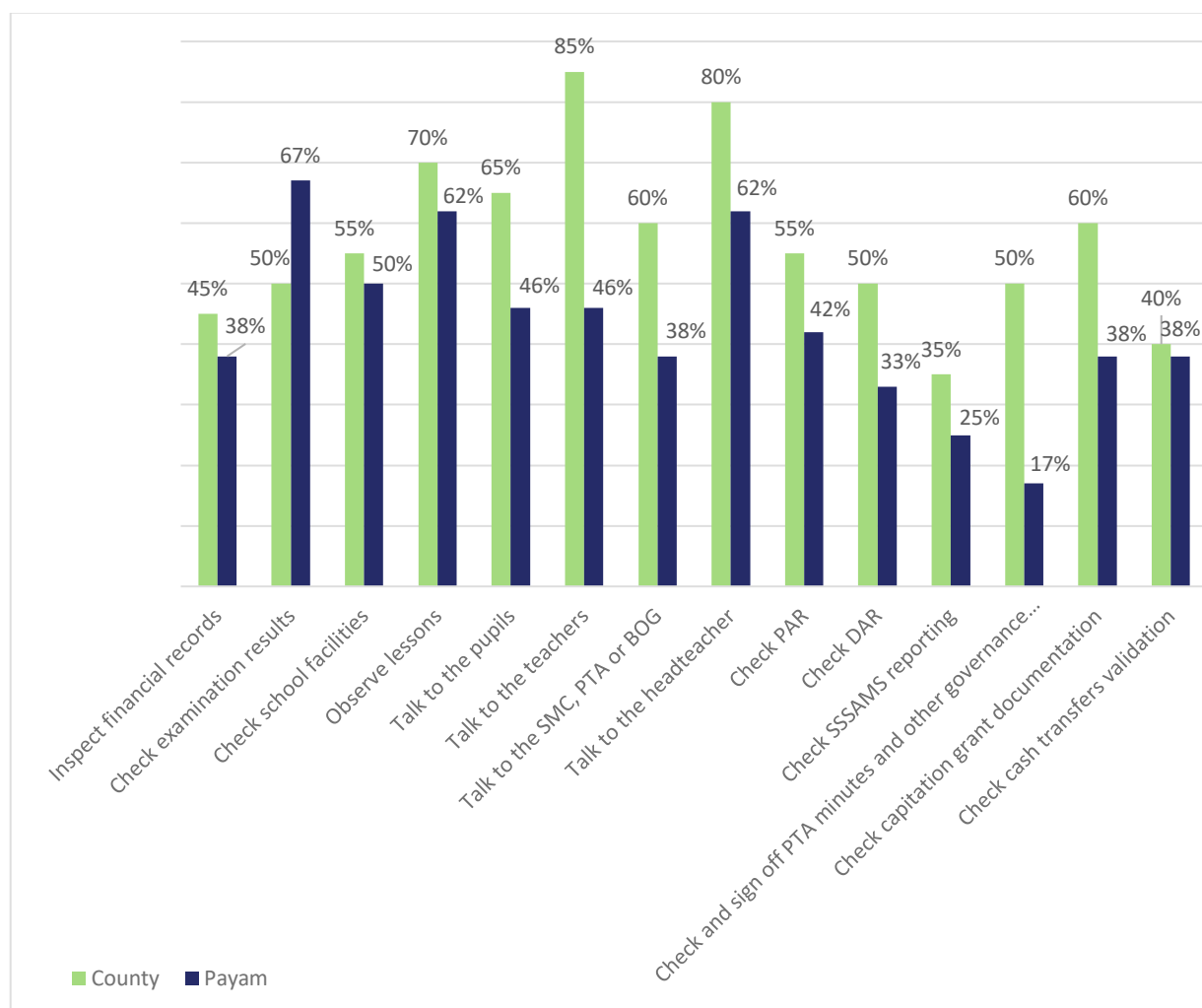
### **4.3.3 Duties During School Visits**

The average number of reported school visits has declined when compared to the Midline.

There has been a fall in both the frequency of school visits and the 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 over the course of 2017 than at the Baseline and Midline. 8% of Payam officials have not visited any schools in 2017 and 2018. As at the Midline, the majority of Payam officials visited schools 2-3 times in 2017. This correlates with information provided by Head Teachers in the School Sample Survey.

It is likely that the stated number of visits is a fair reflection of the official's work, given that the low number of visits cited by the individuals interviewed puts them in a less favourable light. CEDs and PEOs have not been receiving operational grants from GRSS which is likely causing this low rate of school visits, due to the lack of an operating budget.

FIGURE 15 ACTIVITIES CARRIED OUT BY COUNTRY AND PAYAM OFFICIALS ON SCHOOL VISITS



The activity most commonly carried out by Payam staff was checking examination results (67%). This was closely followed by talking to the Head Teacher and observing classes, both 62%. For County officials the most common task was talking with teachers (85%) and Head Teachers (80%). For both County and Payam staff there is less emphasis on checking or inspecting written records.

There has been a slight decrease in Payam staff undertaking inspection duties compared to County officials, and they were less likely to check school records (apart from examination results), included DARs and PARs than their counterparts at County level, again emphasising the importance of embedding these practices through GESS trainings and other interactions between the Programme and subnational education officials.

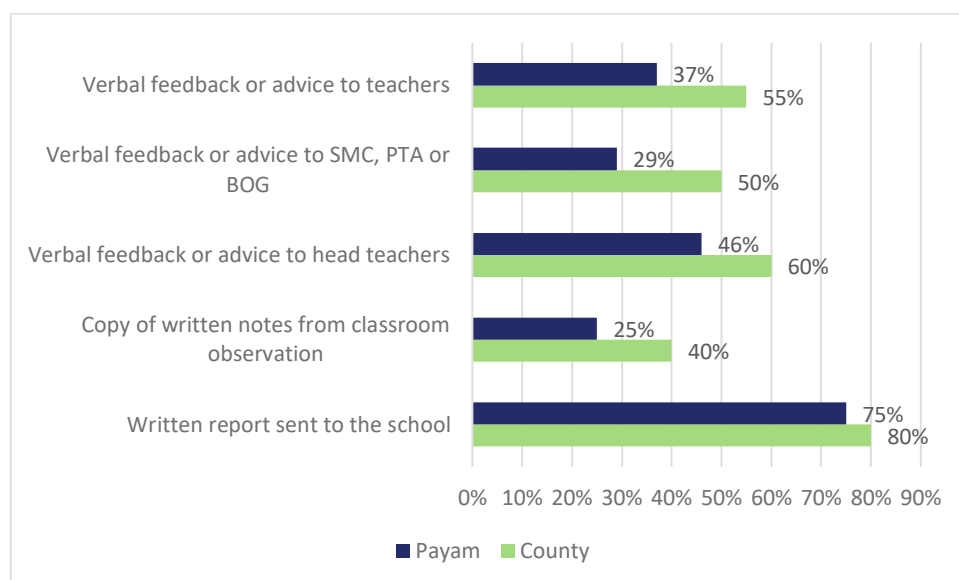
The findings indicate that both County and Payam staff are less proactive in carrying out inspection duties during school visits than at the Baseline and Midline, or alternatively that they are more honest when reporting which activities they perform, as lower responses were registered across the board. For example, in 2014, the most commonly-performed duty by County officials – talking to teachers – was cited by 95% of respondents, compared

to 77% in 2016 and 85% in 2018, while 98% of Payam staff in 2014 said they talked to the Head Teacher during visits, compared to 63% in 2016 and 62% in 2018.

There is an increasing reported use of written feedback after school visits relative to 2016, although verbal feedback is still common; almost all officials report providing some kind of feedback to schools after visits

At the Midline, ‘written’ was the most common feedback method, with 77% of County staff and 63% of Payam officials communicating with schools in this way. According to the Endline research the single most popular mode of feedback amongst both County and Payam officials is still the written report, now cited by 80% (n=16) and 75% (n=18), respectively. This suggests that further progress has been made in formalising reporting methods after school inspections, increasing the likelihood that the findings of the inspection visits will result in some form of action taken by the school.

FIGURE 16 TYPES OF FEEDBACK PROVIDED TO SCHOOLS AFTER INSPECTION VISITS, AS REPORTED BY COUNTY AND PAYAM STAFF



#### 4.3.4 Involvement with Schools

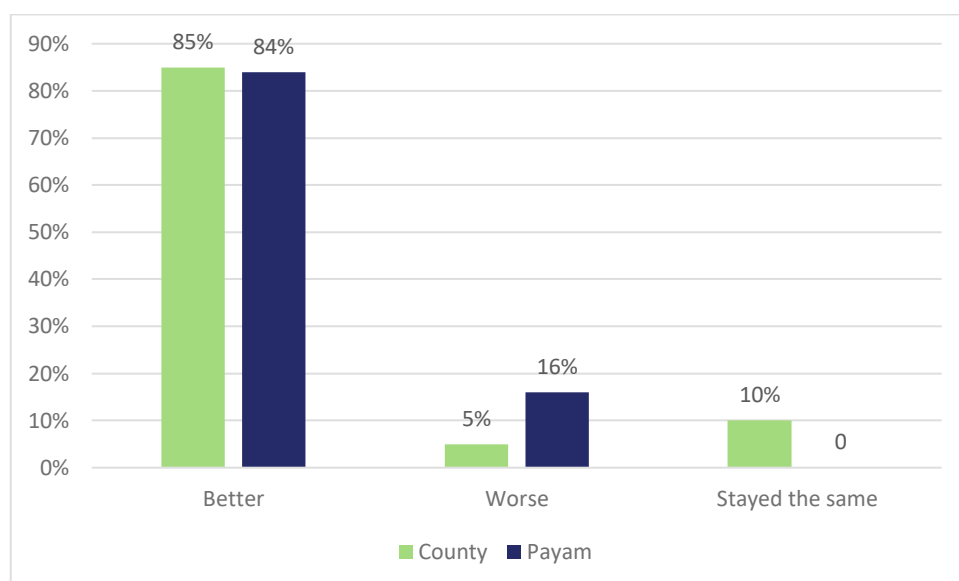
The majority of County and Payam staff are positive about changes to schools since 2014 and report that enrolment has increased. This is commonly attributed to GESS interventions.

The majority of both County and Payam staff believe that the schools they are involved with have improved since 2014. 84% of the Payam staff officials surveyed (n=20) said they thought schools have gotten better since 2014, this was the same response rate recorded in the Midline in 2016. 85% of County officials thought schools had gotten better since 2014.

Among County and Payam staff who believed the schools in their remit have changed for the better since 2014, GESS and IMPACT interventions were the most common explanations given for these improvements in schools, cited by 53% (n=9) and 65% (n=13), respectively. CGs were specifically mentioned by 35% (n=6) and 20% (n=4) of the County and Payam staff who thought schools had improved.

Nearly half of the Payam officials (46%, n=11) who thought their schools had improved also attributed it to the impact of GESS interventions, with a number of respondents also mentioning the impact of CGs on the school environment and the encouragement to girls provided by CTs.

FIGURE 17 PROPORTIONS OF COUNTY AND PAYAM STAFF REPORTING THAT SCHOOLS UNDER THEIR SUPERVISION WERE BETTER, WORSE, OR THE SAME SINCE 2014



Most County and Payam staff state that enrolment in their areas has gone up since 2014, corroborating the trend reported in SSSAMS data. 80% of County officials said they thought local enrolment had increased (n=16), while the remaining 20% thought it had dropped. Payam staff were even more positive: 92% (n=22) reported that enrolment had increased since 2014, and 8% (n=2) thought it had dropped.

Payam officials who thought enrolment had improved attributed the increase directly to GESS, at 76% (n=16) and IMPACT, at 38% (n=8). While a proportion of these referred to the Programme in general, some were more specific about which intervention they believed had contributed to the improvement.

Of those who linked the growth in enrolment to GESS, six mentioned the impact of CGs and 14 mentioned CTs.

Amongst County officials, GESS interventions were also the most common reason given for the increase in enrolment since 2014, with 63% (n=10) attributing the increase to GESS. 25% (n=4) specifically mentioned IMPACT. Respondents noted that CTs have increased the

retention of girls.

Respondents also referred to an increase in community awareness of the importance of sending children (especially girls) to school, which may be linked to Community Mobilisation activities of the Social and Behavioural Change Communication component of GESS, including the “Our School” radio programme.

Respondents at both County and Payam level were also asked to articulate the biggest changes they had encountered in their work since 2014. Changes cited by County staff included the increase in enrolment, greater retention of girls due to CTs, and school construction and improvement funded by CGs. County officials also mentioned the introduction of IMPACT payments to teachers and operating grants, which have improved their working environment, and their own professional development, in part thanks to training in planning, and SDP/Bs. Some also mentioned that teachers in their Counties had been trained, resulting in higher standards.

Not all the changes mentioned were positive. County officials also referred to the impact of the economic crisis and the loss of teachers from the profession due to low remuneration.

Payam officials also mentioned the increase in enrolment, improvements to school facilities and retention of girls as a result of the payment of CTs. Some officials alluded to teachers being better trained, and one mentioned that the relationship between the PEOs and Head Teachers had improved.

Levels of demand at Payam Education Offices for school attendance records has dropped since the Baseline and Midline; monthly school reports are now the most in-demand document at Payam level. The majority of Payam officials are involved in helping schools with SDP/Bs and preparing them for inspections.

The most in-demand school administrative documents requested by Payam officials were reportedly SDP/Bs, which 96% (n=23) of the Payam-level respondents said they required schools to send. Payam staff reported being relatively strict about requiring PARs, cited by 83% of respondents (n=20) and school calendars, listed by 79% (n=19) of the Payam officials surveyed.

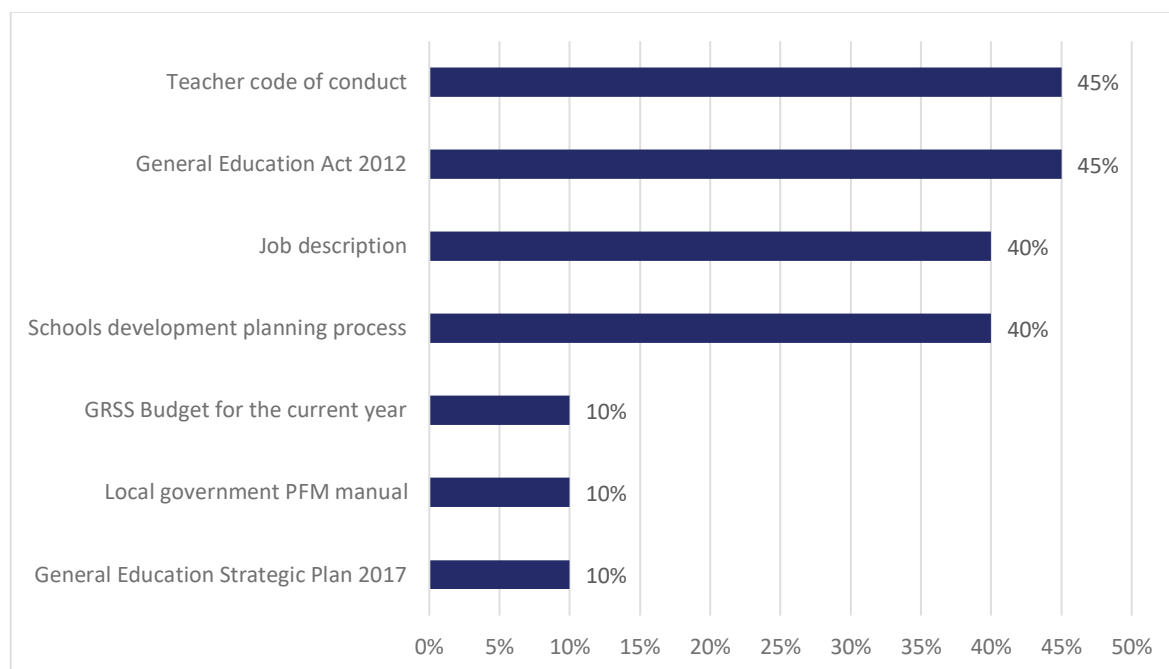
Since the Baseline, the focus on attendance records has dropped, a trend that is cause for some concern. In 2014, 83% of the Payam-level respondents said they required schools to send records of enrolment and drop-out, compared to 67% in 2016 and 46% (n=11) in 2018. The decline in demand for these records at Payam level should be noted and addressed in interactions between GESS State Anchors and PEOs.

## 4.4 National and State Policies, Plans, and Strategies in Place

### 4.4.1 Policy documents

There is a general decline in the retention of documents at County Education Offices.

FIGURE 18 MOST AND LEAST COMMONLY-HELD POLICY DOCUMENTS AT CED OFFICES, AS REPORTED BY COUNTY OFFICIALS



There has been a relative decline in the prevalence of documents retained relating to school inspection, which were amongst the least commonly-held documents at the Midline, as reported by County officials. In 2018, Teacher Code of Conduct were one of the two most frequently kept documents (reportedly held by 45% of those interviewed), followed by the General Education Act 2012, which 45% of County Education officials claimed to keep.

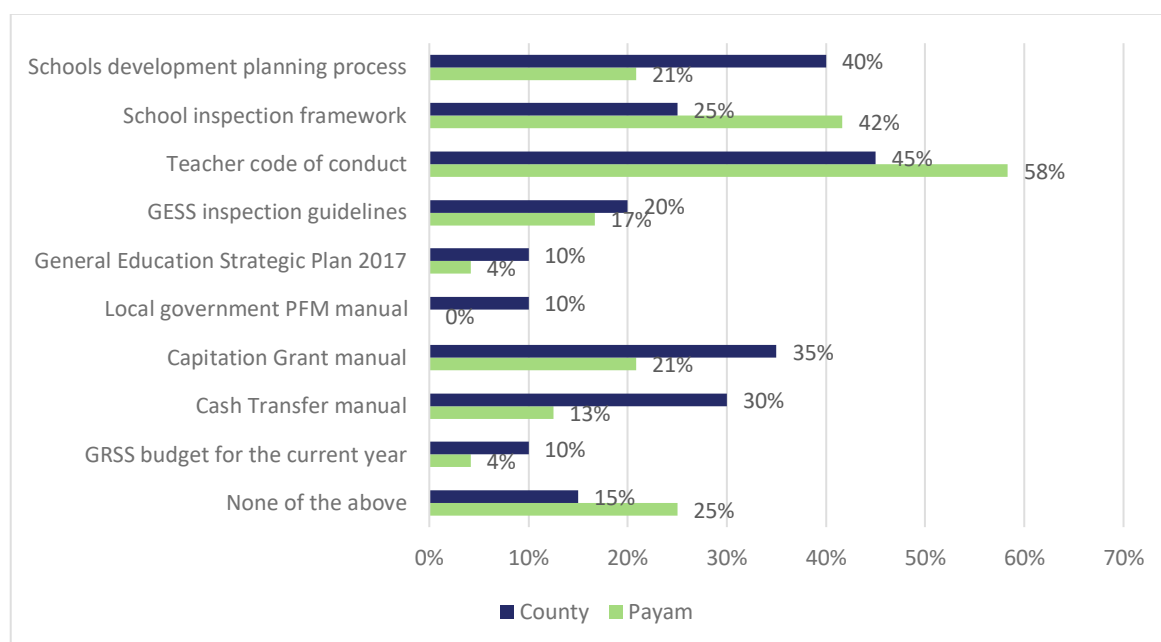
Although at the Endline the Teacher Code of Conduct was amongst the top three most commonly-held documents reported by County Education officials, the actual proportion claiming to keep a copy (45%) was lower than at the Midline (58%). This points to a general decline in the standard of record-keeping at County level, as well as suggesting a relative increase in the emphasis placed on school inspection, despite the drop in the average number of schools inspected in 2017 and 2018 compared to the Midline.

In 2018, County officials reported visiting an average of 15.7 schools in 2017, whereas at the Midline respondents said they had visited an average of 26.9 schools in 2015 and 11.1 in the first half of 2016. However, the drop in number of schools visited per year does not necessarily translate into a drop in inspection quality.



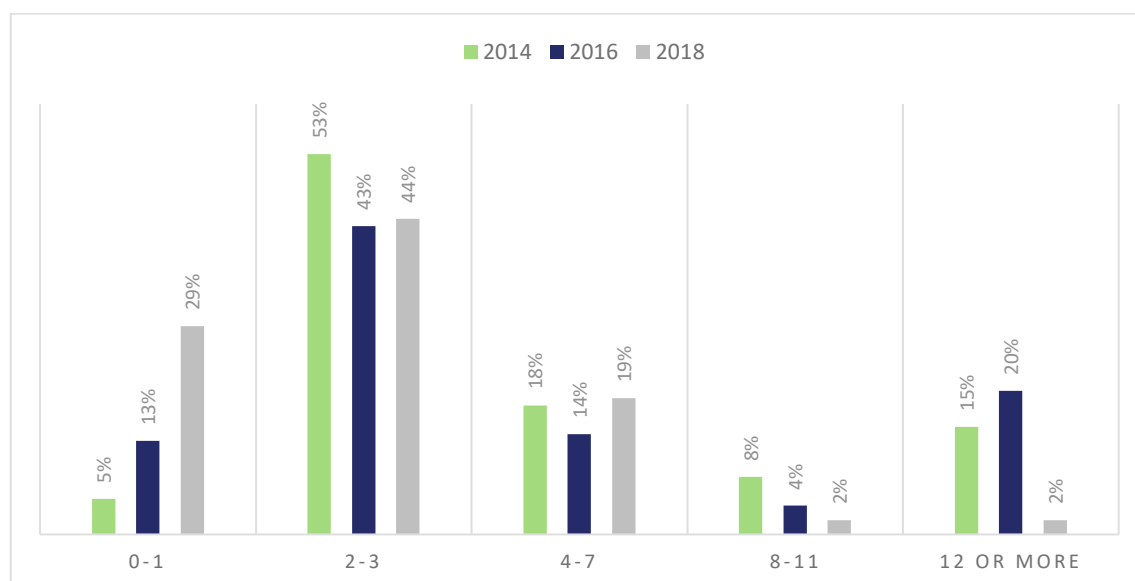
Within the general context of low record-keeping, the retention of GESS documents was relatively good, with 35% (n=7) of County staff reporting that they kept a copy of the CG manual and 30% (n=6) stating that a copy of the CT manual was held at their office. Record-keeping remains an area in which improvement is required. However, 75% of CED staff (n=15) were able to provide proof that they had copies of the documents on file, up from 42% in the Midline Study.

FIGURE 19 MOST AND LEAST COMMONLY-HELD DOCUMENTS AS REPORTED BY PAYAM EDUCATION OFFICIALS, AND COMPARISON WITH COUNTY EDUCATION OFFICES



There has been slight decline in documentation retention reported by Payam Education officials, with the exception of the School Inspection Framework, which was held by 42% of offices (n=10), compared to 27% at the Midline. This finding is accompanied by a slight drop in the average frequency of school visits, as reported by Payam Education officials.

FIGURE 20 AVERAGE REPORTED NUMBER OF VISITS MADE TO EACH SCHOOL IN THE PREVIOUS YEAR, AS REPORTED BY PAYAM EDUCATION OFFICIALS, COMPARING 2014, 2016 AND 2018



As discussed in section 4.3.3, above, there has been a fall in both the frequency of school visits and the 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 have not visited any schools 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 Head Teachers in the School Sample Survey.

It is highly likely that the stated number of visits is a fair reflection of the official's work, given that the low number of visits cited by the individuals interviewed puts them in a less favourable light. CEOs and PEDs have not been receiving operational grants from GRSS which is likely causing this low rate of school visits, due to the lack of an operating budget.

## 4.5 Communication between County and Payam offices

The relationship between County and Payam offices appeared to be broadly positive, although areas were identified for improvement. Ahead of school inspections, 87% (n=17) of County officials reported notifying the relevant PEOs, although this still leaves a small minority who reported not contacting their Payam counterparts in advance.

Payam staff gave a less positive assessment of the likelihood of County officials to notify them in advance of school visits; the proportion of Payam officials who said County staff informed them ahead of school visits (63%, n=15) was lower than the proportion of County staff who reported doing so.

According to their own assessment, the frequency with which County officials notify Payam staff in advance of school inspections has dropped slightly since the Baseline, when 89% reported doing so, but is more than at the Midline, when 66% reported doing so. The proportion of Payam staff who reported being notified in 2014 was also slightly higher, at 75%, and also in 2016, at 71%.

Three-quarters of County-level staff (n=15) reported that PEOs sent them information on schools ahead of school inspections. This was exactly the same proportion of Payam staff who claimed they did so: of the respondents who reported having received an inspection visit in either 2017 or 2018, 75% (n=18) said they sent information to Counties in advance.

When asked how often PEOs sent reports on school monitoring visits, the highest proportion of County officials (45%, n=9) said “always”, compared to 20% (n=4) who stated that they received reports “very often”, and 25% (n=5) who said Payam Offices sent reports “sometimes”.

This contrasted slightly with the assessment of Payam staff, 38% of whom (n=9) said they sent school progress reports on a monthly basis, and a different 38% (n=9) saying they sent progress reports on an annual basis.

FIGURE 21 FREQUENCY WITH WHICH PAYAM EDUCATION OFFICES SEND REPORTS ON SCHOOL MONITORING VISITS AS REPORTED BY COUNTY OFFICIALS

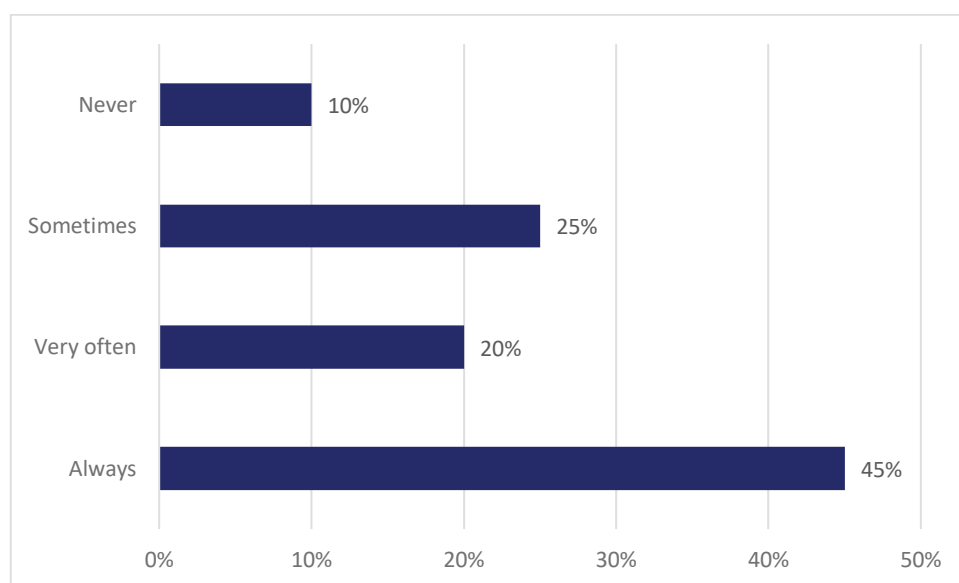
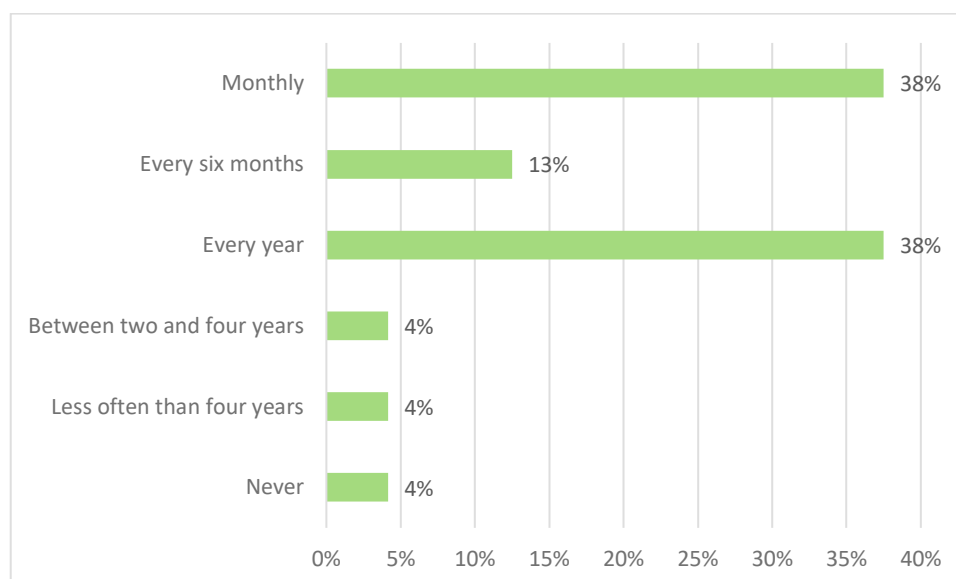


FIGURE 22 FREQUENCY WITH WHICH PAYAM OFFICIALS REPORT SENDING SCHOOL PROGRESS REPORTS TO THE COUNTY EDUCATION DEPARTMENT



## 4.6 Challenges and Enabling Factors for the Delivery of and Access to Quality Education

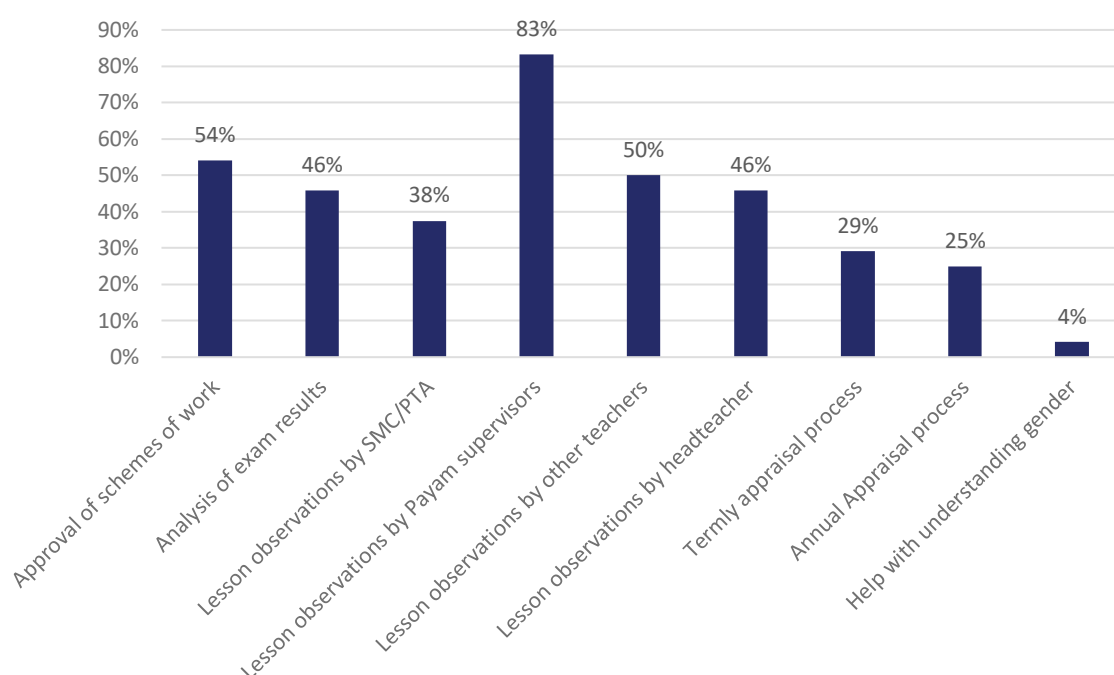
### 4.6.1 Means to improve quality teaching

Lesson observations are the most frequent activity conducted by Payam officials at schools.

According to Payam officials, lesson observations by PES are the most common means of support available to teachers (83%, n=20). This is consistent with the relatively high levels of involvement Payam staff report having with the schools under their supervision. Payam officials also reported that it was common for teachers to have their schemes of work approved, with 54% (n=13) citing this, and for teachers to have their lessons observed by other teachers (50%, n=12).

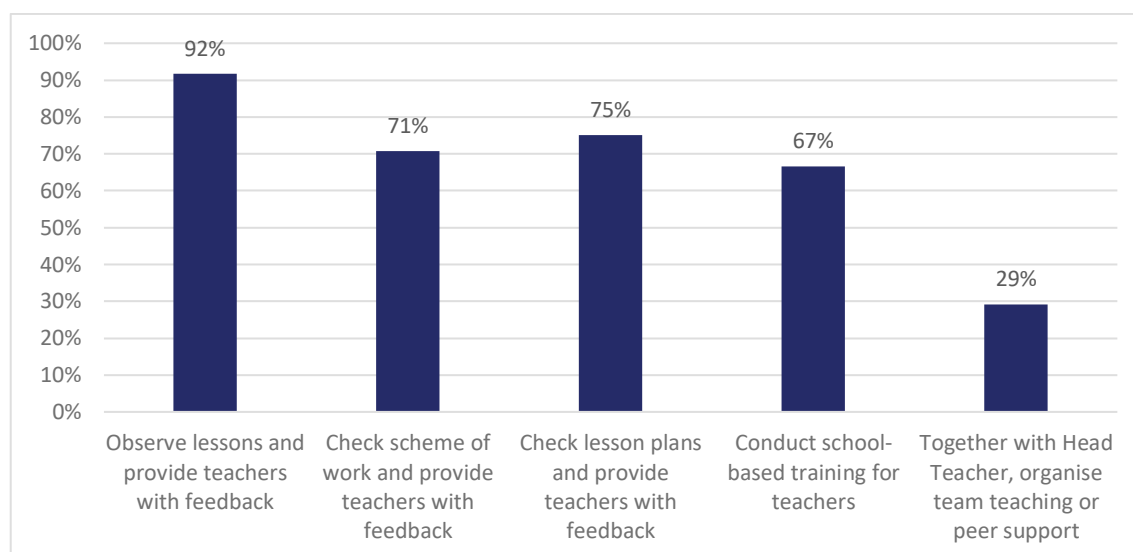
Appraisal processes were reportedly less common. 29% (n=7) of Payam respondents said that teachers were offered termly appraisals, while 25% cited annual appraisals as a support mechanism available to teachers.

FIGURE 23 MEANS OF SUPPORT OFFERED TO TEACHERS TO HELP THEM IMPROVE THEIR TEACHING



Lesson observations are the most common means of support by PES, cited by 92% (n=22) of respondents. Payam officials also reported that it was common for teachers to have their schemes of work and lesson plans approved by Payam staff, with 71% (n=17) and 75% (n=18) respectively citing these options. 67% (n=16) of PES report conducting school-based training. Team teaching and organising peer support were reportedly less common.

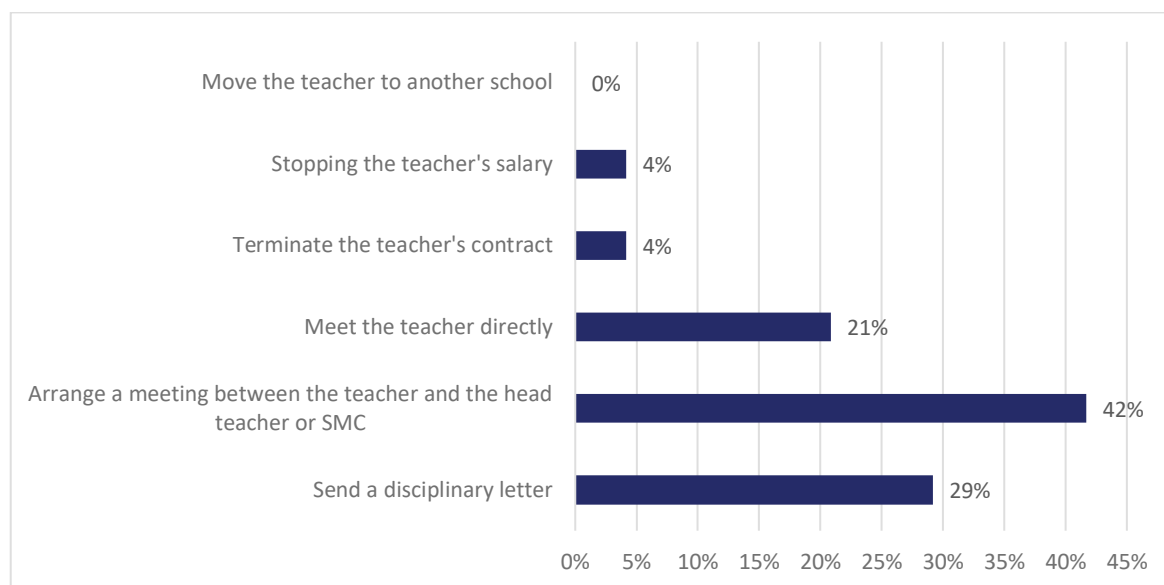
FIGURE 24 TYPES OF SUPPORT PAYAM OFFICIAL REPORT PROVIDING TO TEACHERS



The overwhelming majority of Payam officials reported that schools would inform the PEO if a teacher was absent for a long period (more than two weeks), at 96% (n=23).

Prolonged absences by teachers are most commonly addressed by holding a meeting with the teacher in question and the Head Teacher or SMC, according to Payam staff. 42% (n=10) said this would be the first action taken, while more punitive measures such as terminating the teacher's contract or stopping their salary were reported to be exceedingly rare (4%, n=1 in each case).

FIGURE 25 FIRST ACTION TAKEN IN RESPONSE TO PROLONGED TEACHER ABSENCE



#### 4.6.2 Protective Structures for Children

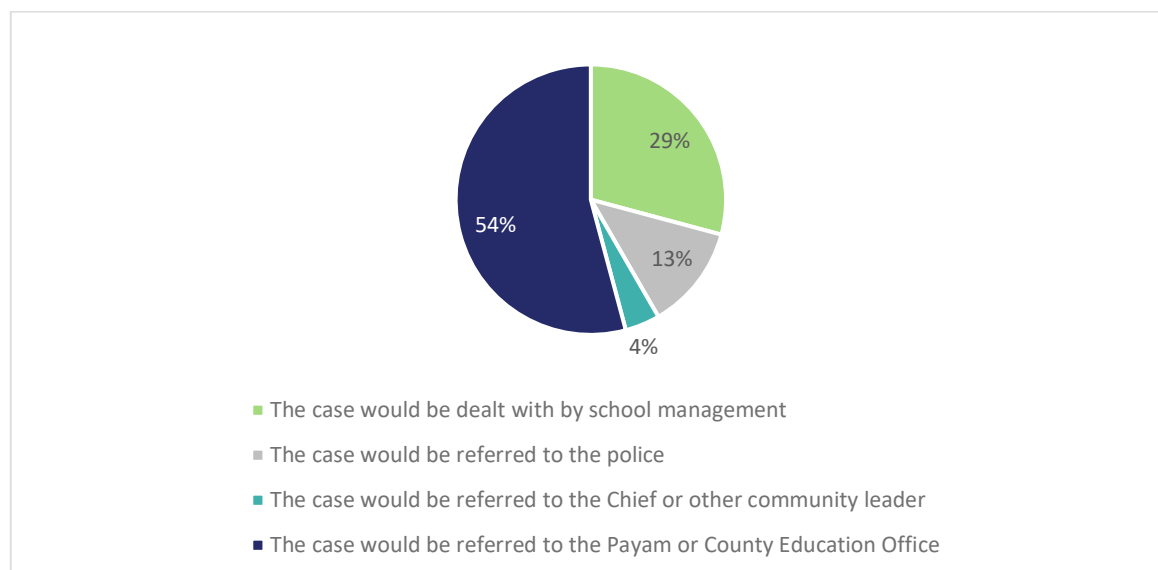
There were wide variety of responses when County and Payam staff were asked how student/teacher relationships would be dealt with.

There is a GRSS teacher code of conduct which is expected to be followed by teaching staff.

100% of the PES who responded to the question (n=24) said that some form of action would be taken if a teacher had an inappropriate relationship with a learner at their school although they disagreed on what that would be.

The most common response was that the issue would be dealt with by school management (58%, n=28). Just under a third of respondents said the case would be referred to the PEO or CED (31%, n=15), while involving community or State authority structures was reportedly much less likely: only 4% (n=2) said community leaders would be involved, and 6% (n=3) stated that the case would be reported to the police.

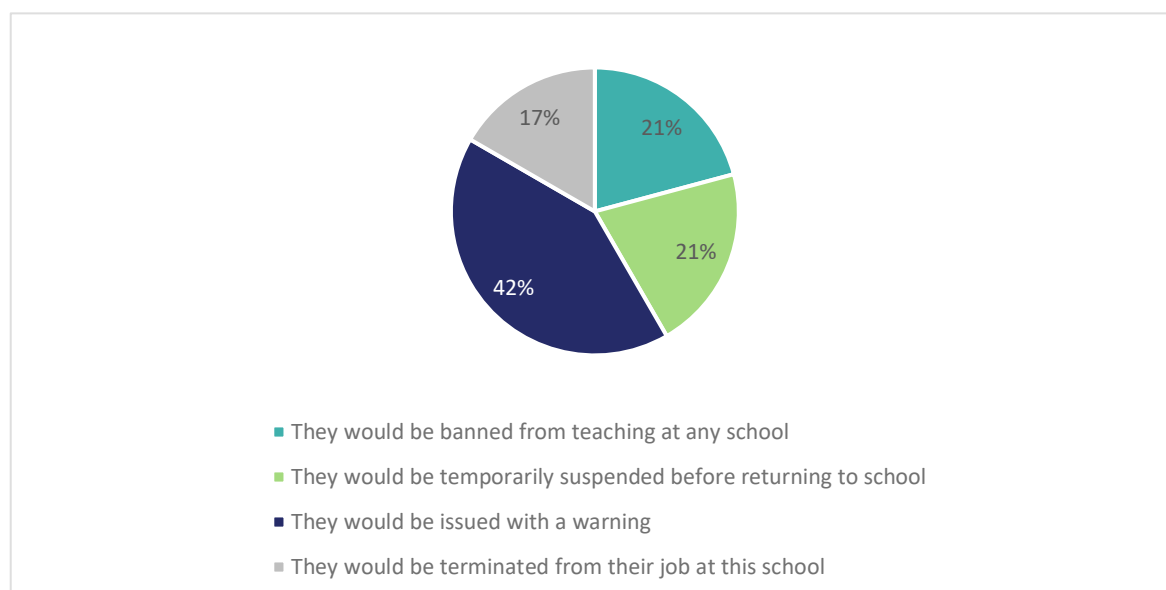
FIGURE 26 MOST LIKELY ACTION TAKEN IF A TEACHER HAD AN INAPPROPRIATE RELATIONSHIP WITH A STUDENT



When asked what would ultimately happen to the teacher, respondents were divided over the severity of the punishment, with the largest number of PES predicting that the teacher would be issued with a warning (42%, n=10). An equal number said that the teacher would receive an outright ban from the profession or would be temporarily suspended before returning to school (21%, n=5 for each case).

This wide variation in responses suggests that developing a set of standardised sector-wide protocols could be a worthwhile area of focus in the future.

FIGURE 27 ULTIMATE CONSEQUENCE FOR TEACHER INVOLVED IN INAPPROPRIATE RELATIONSHIP

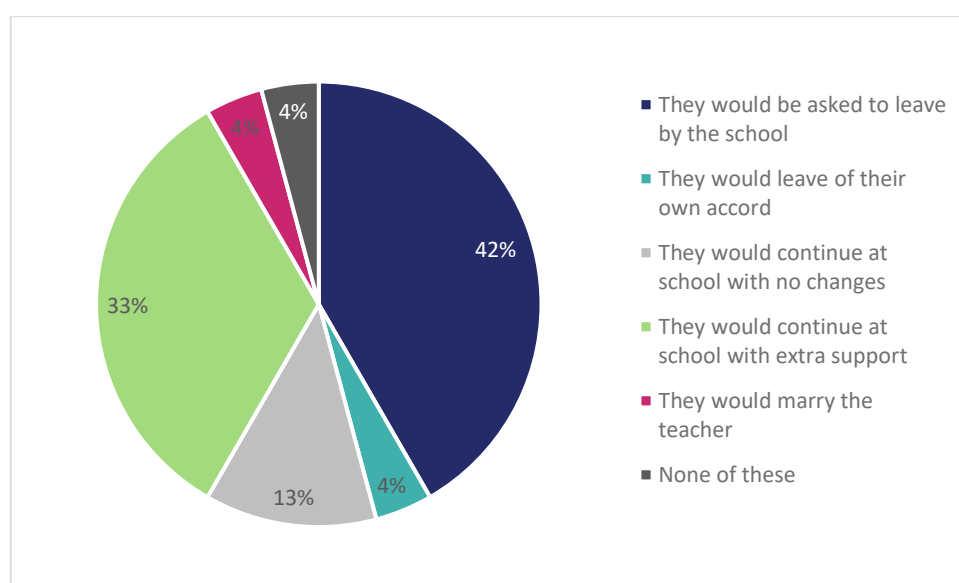


All respondents claimed that cases would be dealt with in the same way regardless of the teacher's gender.

Almost 67% of the Payam officials surveyed denied that any teachers in their schools had been accused of engaging in inappropriate relationships with students in the past year, with only 33% (n=8) stating that they were aware of any cases.

Payam officials were divided over what would happen to the pupil involved in a relationship with a teacher. The highest proportion (42%, n=10) said the pupil would be asked to leave the school, but this was followed by 33% (n=8) who predicted that the pupil would continue at the school with extra support.

FIGURE 28 ULTIMATE CONSEQUENCE FOR PUPIL INVOLVED IN INAPPROPRIATE RELATIONSHIP



The majority of Payam respondents (88%, n=21) did not think the outcome would be different if the pupil was a boy or a girl. Amongst those that did, one said that a girl would never leave the school because girls are always innocent in such relationships. Another said a girl would only leave if she was pregnant, while another official suggested punitive action would depend on the pupil's performance in school.

### 4.6.3 Support for School Management

SMCs and Parent Teacher Associations (PTAs) are the most common governance structures, and tend to be male-dominated.

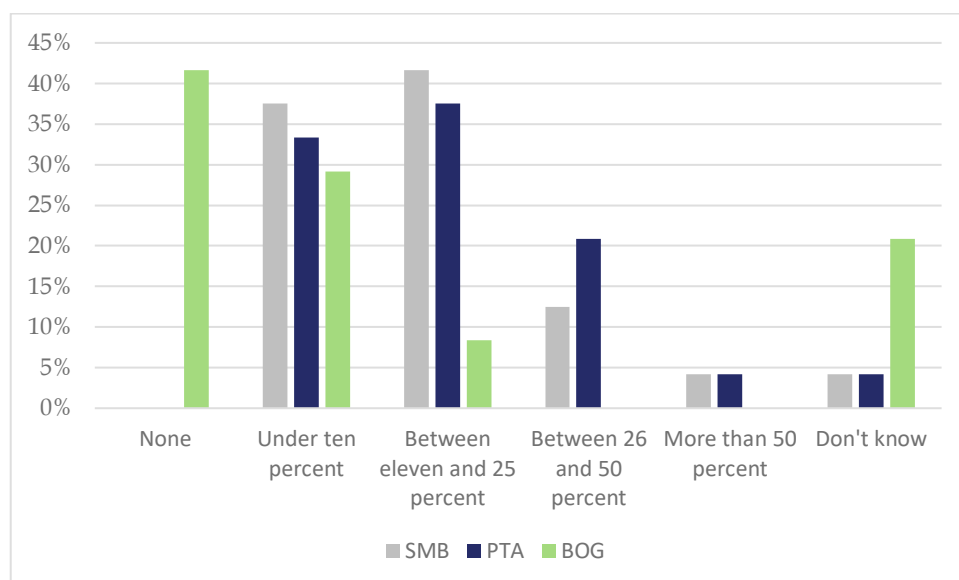
According to PES, an average of 16.1 schools in their Payam had a SMC, and 17.2 a PTA, while on average only 1.1 schools in each Payam were reported to have a Board of Governors (BoG). 63% (n=15) of the Payam officials surveyed said none of the schools in their Payam had a BoG or they did not know. As BoGs are primarily used as governance structures for secondary schools, this finding could be linked to the fact that there are much



fewer secondary schools than primaries, particularly at Payam level (as Payams are more likely to be rural, whereas secondary schools are more likely to be in towns).

According to Payam staff, women were very rarely in the majority on school governing bodies. They estimated that women most commonly made up between 11-25% of SMCs and PTAs, and most commonly no women are on BoGs: no Payam officials reported that women made up over half of the BoGs in their schools.

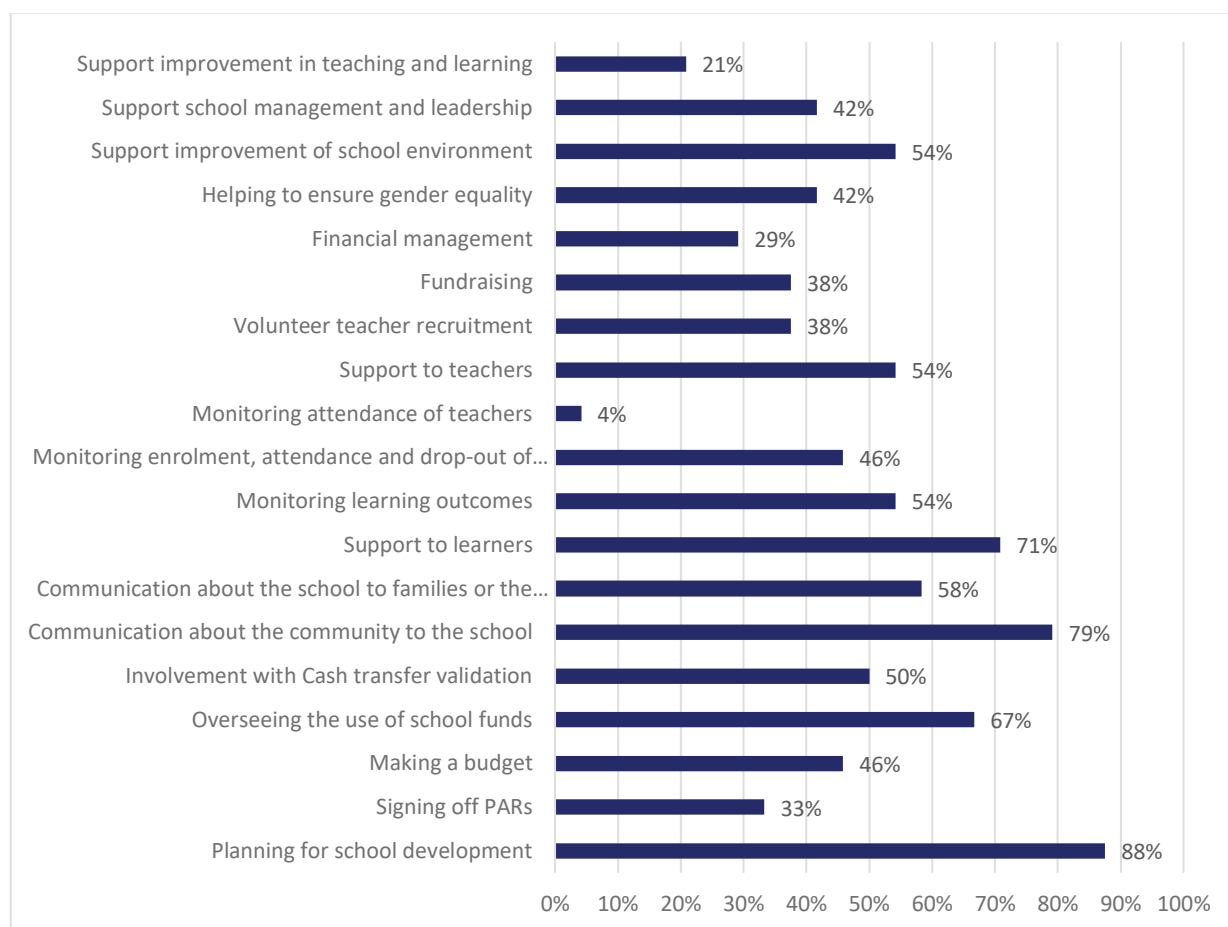
FIGURE 29 ESTIMATED PROPORTIONS OF WOMEN ON SCHOOL MANAGEMENT BODIES



A third of PESs (n=8) reported being personally involved with the managing bodies of any of the schools under their supervision. Payam staff saw the chief responsibility of school management bodies as planning for the development of the school, identified by 88% of respondents (n=21). The second most cited responsibility was communication to the community about the school (79%, n=19). Financial management was selected by only 29% (n=7).

Compared to the Baseline, a considerably lower proportion of Payam officials saw a role for school management bodies in monitoring attendance. In 2014, 80% of the respondents cited monitoring pupil attendance, enrolment and drop-out as one of the responsibilities of SMCs, PTAs and BoGs, dropping to under half in 2016 and 2018 (46% in both years).

FIGURE 30 RESPONSIBILITIES OF SMCS, PTAS AND BOGS, ACCORDING TO PAYAM OFFICIALS



#### 4.6.4 Financial Support Available to Schools

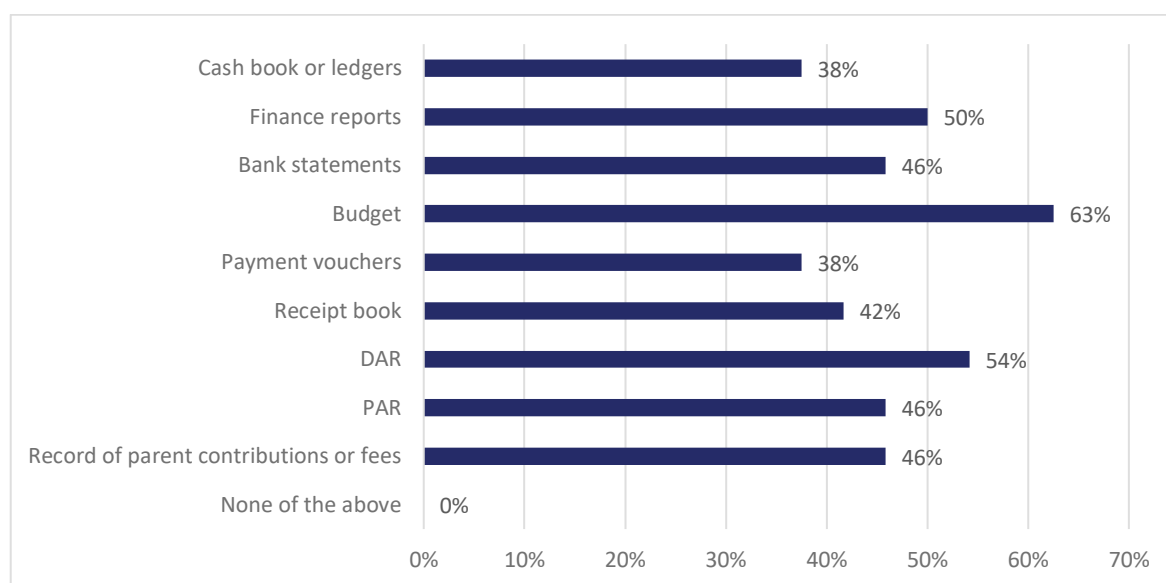
While there has been a small increase in Payam Education Offices supporting schools' financial management, there has been a decline in their awareness of their statutory duties in this area.

The Baseline study noted that the introduction of CGs had placed more funds directly in the hands of schools, entailing greater responsibilities for subnational education administrations to support school finances. As the CG system became more established, it was expected that the Midline and Endline results would indicate a marked improvement in terms of the level of support and engagement between PEOs and schools on financial matters.

The findings suggest that there has been a small increase in the degree to which PEOs are involved in supporting financial management at schools, but a worrying drop in their knowledge of their statutory duties in this area. The largest increase from the Baseline was in the proportion of Payam officials who say they approve school budgets: at 63% (n=15), this has almost doubled from the 33% who reported doing so in 2014, but dropped by 2 percentage points from the Midline.

Just under half of Payam officials reported approving PARs (46%, n=11), down from 65% at the Midline. The proportion who said they approved school bank statements has increased from 19% in 2014 to 42% in 2016 and to 46% (n=11) in 2018. Payam officials are now more commonly scrutinising records of school expenditure, with 42% (n=10) reporting that they approved school receipt books, up from 26% in 2014. 38% (n=9) reported checking payment vouchers, up from 27% at the Baseline but down from 46% at the Midline. Almost 40% of Payam staff reported checking school cash books or ledgers (38%, n=9). This is the same proportion as 2016, but it has risen from 30% in 2014.

FIGURE 31 PROPORTION OF PAYAM OFFICIALS WHO REPORT APPROVING SCHOOL FINANCIAL RECORDS



All officials surveyed reported being involved in approving at least one document, though the mainly static results since 2016 demonstrate that improvement is still needed.

Approximately half 54% (n=13) said they approved DARs, documents which are currently under-used. More work is needed to highlight to Payam officials the importance of ensuring that schools are recording pupil attendance on a daily basis.

The proportion of Payam officials involved in helping schools develop their budgets, 88% (n=21), is the same as the Baseline. Payam officials also displayed less knowledge of their statutory obligations than at the Baseline. Although more Payam officials reported approving school budgets than at the Baseline, their awareness of the obligation on them to do so has dropped: 66% (n=16) reported being required to do so, down from 80% in 2014. However 71% (n=17) knew that they were required to approve school accounts, up from 35% at the Midline.

13% (n=3) of officials surveyed reported that none of the schools in their Payam had bank accounts (8%, n=2, did not know), leaving a substantial majority who said they did.

## 5 Conclusions and Recommendations

### 5.1 Funding

County and Payam officials lack the funds to carry out their duties. Basic office resources like computers and internet are not available, which limits the work that officials can do.

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 County and Payam education office operations. The FY 2018/19 GRSS budget for education is now 8.6% of national spending, up from 3.8% in FY 2017/18. Increased funding in FY18/19 has been allocated for local education authorities. Sufficient funding will be vital to improve the work of the County and Payam offices.

### 5.2 Roles and Responsibilities

There are wide variations between the duties that officials from CEDs and PEOs think they are required to carry out. Some officials list a wide array of responsibilities that they say are required of them, while others list only one or two responsibilities. The result of this is a large difference in the operations of local education departments and fluctuations in the quality of service.

Some duties required of officials are not being carried out due to a lack of resources (see 5.1, above).

A majority of interviewed officials were not able to accurately state the number of active schools operating in the area. Officials should play more of a role in assisting with the SSSAMS enrolment and attendance reporting, which will raise their level of engagement with individual schools.

- Roles and responsibilities of County and Payam officials need to be very clearly communicated. Currently there is a large gap between the actual role of the CEDs and PEOs, officials' perceived role of CEDs and PEOs, and the duties they are currently carrying out.
- CEDs and PEOs should consult SSSAMS as they sign off PARs 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.

### **5.3 Record-keeping and Use of Technology**

Record-keeping of work and decisions needs to be improved. The work of County and Payam officials could be significantly more efficient with investment in mobiles and mobile app technology. School visits could be recorded straight onto phones and stored on a central office database.

- The importance of record-keeping of work and decisions should be reiterated to officials.
- As smartphone use by CEDs and PEOs increases, an app can be designed for standard school visits.
- There should be evidence of a minimum number of visits to each school in a year, and any deviation from this minimum number of visits should be justified to the SMOGEI.

### **5.4 Staffing**

There is a high turnover of staff in CEDs and PEOs, and some of these staff lack appropriate qualifications in education.

Some staff are unaware of child protection policies. As local government representatives it is the responsibility of CED and PEO officials to review any reported child protection incidents. Officials should also be aware to look out for signs of possible child protection issues that may be visible when conducting school visits.

- 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 whistleblowing procedures and have clear lines of investigation/reporting for any incidents raised.
- Staff should be further trained on how to use and monitor SSSAMS so they are able to track the schools in their area.
- In line with the GRSS' teacher code of conduct CEDs and PEOs should all be informed of the consequences of either child abuse or student/teacher relationships in the instance of a student being over 18.