

Global Partnership for Education



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Final Report
Submitted on behalf of the
Somaliland Education Sector Committee
(June 2013 – September 2017)

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1. ACRONYMS

ADRA	The Adventist Development and Relief Agency
ESA	Education Sector Analysis
ESC	Education Sector Committee
ESPIG	Education Sector Programme Implementation Grant
ESSP	Education Sector Strategic Plan
EU	European Union
GER	Gross Enrolment Rate
GPE	Global Partnership for Education
MoEHS	Ministry of Education and Higher Studies
NRC	Norwegian Refugee Council
NTTI	National Teacher Training Institute
QA	Quality Assurance
QAO	Quality Assurance Officer
QAS	Quality Assurance and Supervision
REO	Regional Education Officer
SCI	Save the Children International
UNICEF	United Nations Children’s Fund
USAID	U.S. Agency for International Development

2. PROGRAMME SUMMARY

Donor name:	Global Partnership for Education
Assisted country:	Somaliland
PBA reference:	SM130321
Total contribution:	US\$ 4,494,000.00
Programmable amount:	US\$ 4,200,050.17
Funds utilised*:	US\$ 4,466,274.84
Balance of funds	US\$ 27,725.16 including US\$ 25,530.26 in commitments
Period covered by report:	June 2013 – September 2017
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* This figure is provisional. Official expenditure figures will be provided by the UNICEF Comptroller after closure of accounts

3. EXECUTIVE SUMMARY

The Somaliland programme commenced in June 2013 for three years originally ending in June 2016. However, throughout the life span of the grant a number of no-cost extensions were requested and approved to ensure full implementation of the Global Partnership for Education (GPE) programme. The grant expired on 30 September 2017.

At programme onset, significant time was dedicated to lay solid foundations to engender smooth implementation that would support the key priorities of the sector and the achievement of results as laid out in the Programme Document. With this in mind, the programme began with the recruitment of an external consultant to establish the work plan in collaboration with the Ministry of Education and Higher Studies (MoEHS) and the Education Sector Committee (ESC).

During the same timeframe, the system to pay incentives and salaries was meticulously mapped out to facilitate smooth implementation of activities related to Component 1. While mechanisms to pay on a monthly basis were explored, in the end teacher, head teachers and Regional Education Officers (REO) received timely payments on a quarterly basis for the full programme duration. This ensured full verification of the lists of Ministry personnel and the maintenance of fiduciary responsibilities. The end of programme evaluation confirmed that incentives to teachers was a big motivation factor and was crucial for the quality imperative, as the Ministry does not have enough funds to pay all its teachers, and this then became a key pillar and the most important part of the GPE programme. The Ministry is unable to carry out its original commitments, such as taking over the payment of teacher incentives, because government funds are inadequate. However, the government has made commitments to increase its allocation to Education, to about 8 per cent of the national budget to help MoEHS bridge some of these gaps.

Under the Quality Assurance and Supervision (QAS) component, over the course of the programme 1,199 schools benefited from supervision. A QAS database was funded by the European Union (EU) - *Horumarinta Elmiga* programme to provide support by installing a database software at the Ministry and training the data entry team to support improved QAS supported with GPE funds by UNICEF. In addition, quality assurance (QA) officers along with key Ministry staff benefited from training on school supervision. To support QA activities, two vehicles were purchased to support the MoEHS in their role to supervise schools. This ensured that communities in the remote and far to reach rural areas were covered by the Ministry for supervisory support, which was previously not possible due to resources constraints, and challenges of the department to cover especially these rural schools.

Progress under the third component on teacher training systems, specifically on the establishment of the National Teacher Training Institute (NTTI) has been achieved. Construction of the teacher training institute is a joint collaboration between the MoEHS, Save the Children International (SCI) and UNICEF. In addition, GPE funds supported a Joint Summer Teacher Training programme which targeted and supported the training of 166 rural teachers.

Under Component 4, the ‘Educational Leadership and Management’ certificate course for 53 senior female teachers was highly successful. All of the 53 female teachers who started the programme, passed the evaluations and examinations and successfully graduated in December 2016. There was zero attrition throughout the programme. All trainees received an accredited certificate and the MoEHS has promised to take affirmative action to deploy them as head teachers or deputy head teachers. Presently only 13 per cent of this cohort are head teachers.

The end of programme evaluation validated the results and approach, including the strengths of the participatory processes. The Ministry was fully involved in the planning and implementation of the GPE programme using the Ministry’s own internal systems, procedures and staff. As a result, the capacity of the Ministry staff was significantly strengthened, which ensured improved harmonization and alignment under the Education Sector Strategic Plan (ESSP).

Sustainability is the greatest challenge of the ESSP as the Somaliland Government is experiencing decreased revenue collections and a devastating drought. The 2017 elections also drain resources and education will suffer. As indicated above, the government is committed to increasing its funding to education however, it is important that this burden is shared by all stakeholders, including donors, the United Nations, Non-Governmental Organizations (NGOs), local government, private companies, communities and the diaspora, for fulfilling the rights of the children in Somaliland who would otherwise be denied access to education.

4. RESULTS and ACHIEVEMENTS

Overall Objective

Improve the Ministry of Education’s capacity to deliver quality education for all in Somaliland

The Government in Somaliland faces a number of barriers to ensure that children can fulfil their right to education. Among these barriers are basic infrastructure, facilities and resources to provide effective education services. A substantial portion of children do not have access to educational facilities due to lack of space, insufficient teachers and prohibitive school fees. Nevertheless, as per below, the Gross Enrolment Rate (GER) has steadily improved.

Years	GER	% girls
2012-2013	43.50%	37%
2013-2014	43.60%	40%
2014-2015	43.30%	42.3%
2015-2016	46.50%	44.2%

While an unsubstantiated assumption, the steady increase in GER could be partially be attributed to the increased number of teachers receiving consistent and timely incentives; the number of teachers and head teachers who received incentive payments during the lifespan of the GPE grant increased to 297 and 849 respectively. REOs also received incentives and they are instrumental in support of the education system.

Gender disparities remain a significant issue with large gender gaps, including among teachers and in leadership roles. Despite 53 female teachers completing requisite head teacher training, a staggering 13 per cent of these female teachers have been promoted to head teacher roles. The table below shows the percentage of female teachers among all primary school teachers.

Year	Female	Male	Total	Female %
2012-2013	736	4,831	5,567	13.22%
2013-2014	1,541	6,364	7,905	19.49%
2014-2015	1,088	6,498	7,586	14.34%
2015-2016	1194	6,625	7,819	15.27%

When there are less female teachers in a school, there are typically less female students in the classroom. While the number of female students has grown over the years, the proportion of girls dropping out of schools has also increased. As of 2015/2016, the Grade 5 drop-out rate for girls is at 0.8 per cent compared to the Grade 1 drop-out rate at 10.4 per cent. It is paramount that the MoEHS fulfills its commitment to place the female teachers who benefited from the training as head teachers in addition to recruiting and training female teachers in order to approach gender parity in the work force. Increasing the number of female teachers will also likely increase the number of girls who attend and stay in school with greater number of female role models present in the classroom.

As of 2015/2016, only 40.1 per cent of all primary school teachers are qualified, therefore to improve the quality of education, more trained and qualified teachers are needed. The GPE evaluation also underpins that quality education cannot be attained without motivated and qualified teachers. In paying monthly incentives to about 300 teachers, GPE assisted the government towards ensuring the education rights of its children, with motivated teachers in the classrooms.

In order to respond to the above issues, the programme comprised of four components, detailed below contributing to the overall objective of the programme. The results realised under these four components are provided as follows:

4.1 Component 1: MoEHS Incentive and Top-up Payments

GPE funding will support the MOEHS's efforts to provide more predictable salary payments to an increased number of teachers in primary schools.

The evaluation report revealed that there were many positive aspects of the GPE teacher incentives scheme. Teachers were selected through a transparent process using equity criteria. A committee (GPE working group) was set up in the second year of the programme to screen and verify the lists of teachers submitted by the REOs every quarter before payment was authorised. Although the process of setting up transparent procedures caused delays at the start of the programme, once up and running, the system worked well resulting in a strengthened capacity of the Ministry with greater accountability. All incentives were paid and received so in this sense the programme was successful and the intended results were achieved in this component – despite these initial delays, especially, as the programme was regarded as “high risk” in view of the large amounts of cash to be paid to the teachers and head teachers. By the end of the programme, 94 per cent of the target for head teachers was achieved and 98 per cent of the target for teachers was achieved. The target for REOs was fully reached.

Incentive Payments for Primary School Teachers

At the start of the programme, the foundation steps were laid to set up the system to pay incentives and top-up payments throughout the grant timeframe. During the first reporting period, these foundation elements were established including setting up the payment modality through an electronic system (ZAAD) which enabled every head teacher to receive payments via his/her mobile phone. During this time teachers were recruited to be eligible to receive payments. To unify the process and engender impartiality, terms of reference were created and teachers who were not registered on the government payroll were encouraged to apply. In total 600 teachers applied. Out of the total number of teachers who applied and the teachers who were already registered with the MoEHS and met the criteria, 300 teachers (150 male; 150 female) were selected to receive payments of US\$ 100 per month. Throughout the programme, the number of teachers paid fluctuated with changes with teachers, with the lowest cohort as 295 (110 female) teachers paid.

The number of teachers who received incentives for each year of the GPE programme is provided below.

Year 1		Year 2		Year 3	
Female	Male	Female	Male	Female	Male
130	170	120	176	119	175

Throughout the evolution of this component, one striking element is the decrease in the number of female teachers who benefited from incentives. The aim at the beginning of the programme was to support 50 per cent female and 50 per cent male teachers, yet this was not upheld. The working group charged with supporting this process worked out ways to address the factors causing the high turnover of female teachers, especially in rural schools. However, these female staff were often replaced with men, who were more willing to work in these remote and rural areas.

Top-up Payments for Head Teachers

Once systems were in place to select head teachers, pay incentives and monitor payments, these teachers received US\$ 25 per month. While the target for payment of head teachers was 900 at the start of the programme only 795 head teachers were selected. Despite not reaching the target of 900, the final payment of incentives approached the target with 849 head teachers paid. Out of the total teachers paid, the number of female head teachers was staggeringly low. Initially, 23 female head teachers benefited from this top-up – 4 per cent of the entire cohort – which rose to 28 female head teachers (3.2 per cent). Throughout implementation, payments were made through an electronic mobile phone system to every head teacher. On a quarterly basis, the MoEHS submitted a list of head teachers to UNICEF. The next step in the payment of incentives was verification of lists submitted by the MoEHS. Following verification, the payment was released to MoEHS and payments issued through the electronic system. At the time of writing the report, incentive payments have been completed and no further payments will be made with GPE funding.

A breakdown of payments to head teachers by year is provided below:

Year 1		Year 2		Year 3	
Female	Male	Female	Male	Female	Male
23	814	24	807	28	821

Incentive Payments for Regional Education Officers

Payments of US\$ 100 per month were issued to REOs to support decentralization of education administration roles and responsibilities which in turn supported the Joint Programme on Local Governance and Service Delivery. Implementation of payments for REOs coincided with payments to teachers and head teachers. At the onset, 13 REOs received incentives. In early 2015, the division of the populous Marrodi Jeex Region into Maroodi Jeex East and Marooi Jeex West resulted in an increase of an additional REO supported by GPE, bringing the total to 14 (all male). No further deviations took place related to this activity until the end of the programme.

4.2 Component 2: Quality Assurance and Supervision

GPE funding will assist MoEHS in the development of an effective system for school supervision for primary and secondary education and provide additional support needed in establishing Minimum Standards for Primary and Secondary education and its operationalization at regional, district and school levels.

The GPE programme enhanced the development of an effective system for school supervision for primary and secondary education, as well as the establishment of strong linkages at regional, district and school levels. Tests were conducted for 72 Quality Assurance Officers (QAO) to gauge their levels of competency; 48 were found to be fully competent. Intensive training in supervision tools and minimum standards was then given to the 72 QAOs and 14 REOs and a supervision workplan was developed. The Adventist Development and Relief Agency (ADRA) contributed financially to one of the trainings. School visits funds were harmonised with other partners like ADRA and SCI resulting in joint visits to 629 schools. Two double cabin vehicles were purchased to assist with school visits.

Minimum Standards for Primary and Secondary education were established and operationalised at regional, district and school levels with 902 school monitoring visits successfully conducted by 72 QAOs, 14 REOs and 15 central Ministry of Education officers. The target of all public primary and secondary schools (953) was almost met. The strengths, weaknesses and gaps in the schools were identified and their performance was checked against the standards. The main challenge was the sub-optimal feedback from QAOs, REOs, Community Education Committees and head teachers. A lesson learned is to ensure that subsequent supervisions are preceded by more advocacy to ensure that benefits of the exercise are understood.

Development of a Quality Assurance Framework and Monitoring Tool

A fundamental step in implementing QA activities was to formulate a National Quality Assurance Framework, in order to harmonize QA works of education partners. This initiative was funded by the EU and led by SCI. This framework was applied in the implementation of QA activities within this component.

GPE funds contributed to the development of a QA monitoring tool 'A Comprehensive Quality Assurance Checklist for Schools'. This was developed in line with basic quality standards for education institutions and finalised in December 2013. It provides a broad list of items to be used in supervision and QA in education delivery complementing the school

inspectors' handbook and school supervision guidelines. During supervisory visits, school QA officers and other education officers are required to use the checklist in order to achieve uniformity in coverage and assessment of quality education service being provided.

Following the development of this tool, further support was provided to operationalise the minimum standards for primary education at regional, district and school levels. Intensive training was provided to 72 officers (11 female; 61 male) and 14 REOs on the minimum standards, checklists and tools. During the training, a supervision work plan was also developed and used as a basis to undertake school supervision.

Supervisory Visits to Formal Primary Schools

Cumulatively, 1,199 schools benefited from formal supervisory visits. The cumulative results over the life of the programme are close to the target per year. Following the first supervisory exercise, it was apparent that this target was ambitious in this context and a number of challenges were encountered both during and following the first exercise in which 902 schools were visited by 72 QAOs, 14 REOs and 15 central ministry officials over the course of two months. In order to analyse the data, additional technical assistance was required to support the Ministry. In a bid to collectively solve the issue, the ESC recommended that the EU-funded *Horumarinta Elmiga*¹ programme provide support by installing a database software at the Ministry and training the data entry team. The data entry process, funded by GPE was followed by an analysis and a report which served as a baseline for future supervisory activities. This report was shared with all stakeholders in the ESC.

Learning from this exercise, a considerably more modest number of schools were visited in the following supervision activity. The total number of schools visited during the second round was 297. Akin to the previous exercise, supervisors assessed teachers' knowledge of the subjects they teach, classroom instruction, teachers' planning and preparation, how teachers engaged learners in the classroom, classroom management, and lastly how teachers assessed, monitored and evaluated student learning.

As detailed in Component 3 below, the reduction in number of supervisory visits resulted in a surplus in this budget line. In May 2016, the ESC endorsed the use of the surplus funds to support a joint Summer Teacher Training Initiative.

Qualification Assessment of Regional Supervisors

To ensure credibility and quality of school supervision, a qualification assessment and examination was conducted for all regional supervisions in the first year of the programme. The aim of this exercise was to identify qualified supervisors who would be able to deliver appropriate monitoring and supervision of schools and teachers. The assessment found that approximately 60 supervisors were qualified to carry out supervision activities in the targeted schools. These supervisors along with 12 other Ministry personnel were trained in the use of supervision tools through GPE support.

Procurement of Two Vehicles for Supervision

In order to assist the MoEHS to conduct supervisory visits throughout the school year, two Hilux Double Cabin 6 seater vehicles were imported to Somaliland. The vehicles were used throughout the duration of the grant to conduct visits to schools and will continue to be used to support by the Ministry for supervision and support to schools, and the rural remote district and regional offices, to support education programmes across the country.

4.3 Component 2: Teacher Training Systems

GPE funding will assist the MoEHS in: 1) Establishment of National Teacher Training Institutions, 2) Development of Teacher Training Framework, Policy and Standards, including development of the Teacher Profile Database.

The establishment of a National Teacher Training Institute (NTTI) was fraught with challenges in implementation, including shifts in vision. A series of no-cost extensions were requested primarily or exclusively in order to ensure that the component related to construction of this essential institution would be realised. The NTTI is now fully constructed and will be the teacher training institute for teachers in Somaliland.

¹ Loosely translated as "Education Progression", *Horumarinta Elmiga*, is implemented by a consortium led by SCI.

This component also supported summer training for 166 rural teachers. In May 2016 the ESC endorsed a MoEHS-led training, supported by other ESC members, resulting in 749 teachers in total benefitting from summer teacher training.

Teacher Training Institute

Throughout the life of the programme, a number of delays and setbacks were encountered in relation to construction of the NTTI. At the onset, the decision to construct one instead of two teacher training institutions was taken. The rationale was that one institution would reduce the burden on the MoEHS to supervise training in separate institutions and would enable construction of one comprehensive institute. The start of the project was also delayed due to land-related issue as the land originally planned for the institute was unavailable. In the end, a plot of Government land close to Hargeisa was secured to construct the NTTI.

While work was under way to secure the plot of land, the MoEHS decided to partner with UNHABITAT to construct the NTTI, as deemed more cost-effective than local construction companies and able to meet solid construction minimum standards. However, this relation was dissolved in 2016 due to a series of delays on the part of UNHABITAT and general dissatisfaction by the Ministry with their work. Thereafter, the MoEHS took up the management of the construction; building on the work completed by UNHABITAT the design of the NTTI was finalized and a task force, composed of the Vice Minister of MoEHS, MoEHS consultant engineer, UNICEF, SCI, Department of Planning and the Technical Assistant of Planning MoEHS, was established to oversee the process.

The NTTI was implemented in collaboration with SCI, through the MoEHS. Initially, there were some administrative details to be sorted with SCI to ensure payments would be staggered and made throughout the implementation once specific milestones were completed. This contributed to delay in commencing construction works.

The MoEHS recruited a firm to undertake construction of the NTTI. A call for proposals from qualified constructions companies was launched by the Ministry in Quarter 2 of 2016, calling on qualified firms to submit their proposals. In total, 25 firms applied and were screened through a prequalification process. Out of the total number of submissions, five firms met the pre-qualification criteria and were invited to submit tenders and Bills of Quantity for the full scope of the works. Four submitted the requisite applications. Since the pre-qualification process was a technical assessment, the remaining contractors were assessed based on their financial submission. Caalin Construction Company was awarded the contract to build the NTTI.



Cumulatively, a number of events and factors contributed to delays in this component, resulting in a number of requests to GPE to extend the grant to ensure work could be successfully completed prior to grant expiration. In consideration of the numerous delays which plagued NTTI construction, UNICEF implemented various measures to support timely completion of this activity including splitting final payment so that more money would be available for the construction firm to purchase supplies and increase the number of supervisory visits from an external engineering firm. This additional oversight allowed closer monitoring and created a system to flag issues as they arose.

The NTTI, adjacent picture, was completed in August 2017 and final inspection took place in September 2017.

Teacher Profile Database

The Teacher Profile Database was successfully completed and continues to be used by the MoEHS. The database hosts the profiles of 5,150 teaching staff and 1,200 non-teaching staff. Inclusion of non-teaching staff was prudent to ensure the Ministry has up-to-date employee information of all its staff. Through the ACCESS-based database, the Ministry can cross-check teacher information that is available through the Education Management Information System.

Creation of the database was a collective effort from inception to completion. During the design phase, documentation related to the establishment of the database in Puntland was shared. Lessons learned from Puntland on the category of information stored, process for gathering information, storage was valuable and incorporated into the development of the database in Somaliland. A local information technology firm was contracted to develop the database. Support in the form of procurement of all the IT equipment necessary to the development of the teacher profile database was also received from the EU-funded *Horumarinta Elmiga* Programme and the Norwegian Refugee Council (NRC).

Once the database was designed and tested, 76 data collectors and supervisors were trained on collection of information and subsequently data to populate the database collected and inputted, operationalising the database. The database houses information on:

- Teacher profile (profile picture, name, gender, title, school name, region, district, phone number, unique ID, qualifications, trainings, year of commencement of service, working time, civil servant staff level, salary)
- Non-teaching staff
- Reports (available based on teachers name, gender, regions, salary, etc.)

Teacher Training

On May 30 2016 the ESC endorsed the request to use US\$ 100,000 from Component 2 for a Summer Teacher Training. Funds were available in Component 2 due to a reduction in planned QA activities. The reallocation of funds did not result in a major budget change.

This Ministry-led training was jointly funded by other education sector partners, namely UNESCO, ADRA, NRC, Care and the *Horumarinta Elmiga* Consortium. While the number of qualified teachers is increasing in Somaliland, rural areas remain disproportionately disadvantaged. To address the problem of fewer qualified teachers in rural areas and as part of the MoEHS strategy to improve rural and nomadic education, the Ministry established a development programme for rural teachers to better equip them with improved pedagogy and teaching skills. This phase of the training focused on core academic areas - Maths, English, Social Studies, Arabic and Islamic studies and modern teaching methodology. A total of 166 teachers were trained using GPE funds out of 749 teachers selected to participate in this joint training.

Teacher Training Policy

The Teacher Training Policy and Minimum Standards was not developed because the National Education Policy Review, a fundamental pre-requisite, did not take place. To a large extent, senior management staff changes within the MoEHS impacted implementation of this sub-component. With the completion of the new ESSP, it is expected that direction related to policy and minimum standards and the vision for what is needed will be more clearly articulated setting the foundation to continue this work in coming years. The surplus for this activity was reallocated to NTTI construction.

4.4 Component 2: Gender Equity in School Management Systems

The GPE programme will support an innovative approach initiated by the MoEHS to encourage female teachers to take up leadership positions in schools. This intervention is under the expectation that it will contribute in providing positive, professional role models for girls, as well as encourage gender-sensitive policies and strategies that will result in increasing girl-friendly schools.

Second Female Leadership Training

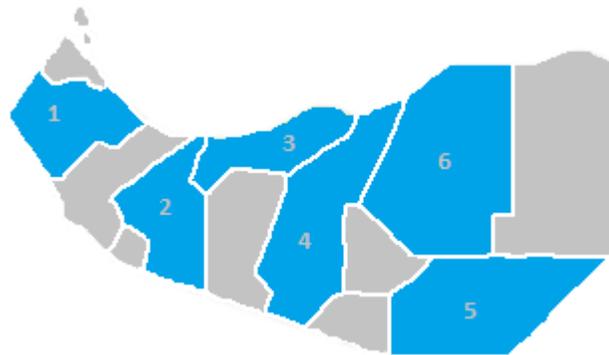
In order to ensure a non-partial selection process, the MoEHS invited qualified female teachers to apply for the training. A total of 115 applications from female teachers eager to increase their leadership capacity and become head teachers were received. All applications were carefully reviewed and the most qualified 53 teachers were selected with 17 teachers placed on the waiting list in the event a selected teacher was unable to participate. All the 53 teachers who started the training in 2015 graduated in 2016. The success of this initiative was shared on UNICEF Somalia's website as well as an excerpt on the GPE website.

The training, developed in partnership with four local universities (Amoud, Hargeisa, Burao and Nugaal), was offered throughout Somaliland, diminishing the barrier of travelling to attend training. The training was conducted in two phases, which ran for a period of nine months each with an eight-week break in-between semesters. The first phase (Semester I and II) ran from March to November 2015 and the second (Semester III and IV) from March to November

2016. Both were equally successful. A graduation ceremony took place in December 2016 to celebrate the achievements of all the female teachers who successfully completed this training. Regional allocation breakdown is provided below:

Regional Allocation of Female Teachers

	Region	Allocation
1	Awdal	8
2	MaroodiJeex	15
3	Sahil	7
4	Togdheer	7
5	Sool	7
6	Sanaag	9
	Total	53



The course material, developed by the MoEHS with support from UNICEF to ensure gender mainstreaming, drew heavily from the two-year MoEHS Head Teacher Training Series Modules diploma certificate course to serve as a head teacher management knowledge progression. Course evaluation was conducted based on the following criteria:

- Attendance – high
- Microteaching presentations
- Assignments
- Mid-Exam
- Role Play
- Final Exam

All the trainees are working for the MoEHS in various capacities. A total of 7 out of the cohort of 53 female teachers have been appointed as head teachers – only 30 per cent of the teachers trained. However, 12 are supervisors and 11 are deputy-head teachers while the remaining 23 who graduated from the training continue to be teachers.

UNICEF remains committed to continue to advocate for placement of female head teachers as new positions become available. In light of the senior staff turnover within the MoEHS, there remains a strong need for continued and sustained advocacy to ensure that the commitment to deploy the female teachers as head teachers and deputy head teachers. To ensure the commitments made by previous administrations to all the female teachers who participated in this training are honored, these female teachers collectively visited the Ministry to make the appeal.

5. LESSONS LEARNED

GPE implementation involves thinking long-term, and making difficult choices that need to take into account the need to strike a balance between access to education services and the quality of those education services; sequencing and prioritising programmes to achieve medium and long term goals; and ensuring that planning and implementation are equitable and are driven by the different needs between and within the gender, location and social economic status.

The following are key lessons drawn from the Evaluation Report for the GPE programme:

- The Education Sector Programme Implementation Grant (ESPIG) can be a vehicle for partnership and coordination – building on results already achieved and bringing partners and funding sources together towards implementation of the ESSP – under the guidance of an inclusive ESC and relevant working groups. Functioning multi-partnered ESCs and working groups are valuable channels for strengthening the education sector and providing direction and stability especially during times when senior officials (Minister or Director ~~General~~General) change as has happened several times during this programme.
- As in the private sector, education managers need higher salaries than regular teachers to motivate them into carrying out their extra duties and responsibilities. Top-up incentives can attract head teachers to less desirable rural areas and can even be used for buying essential items for the school.

- School supervision should be preceded by advocacy to ensure that the benefits of the exercise are understood. The number of indicators used in supervision should be minimised, to reduce volume of data to a manageable level.
- A teacher profile database should be regularly corrected and updated to be effective and useful. This requires regular monitoring and funding.
- Increasing the number of female head teachers is achievable through additional support and training opportunities, coupled with advocacy at the ministerial level to ensure women are provided equal opportunities.
- UNICEF can add value to a programme in many ways: (a) co-financing using its own funds; (b) experienced staff in education and other sectors (such as supply for NTTI construction); (c) works closely on the ground with Ministries, putting them in the driving seat for capacity building; (d) trusted partner from long track record in a country even during emergencies; (e) strong advocacy at all levels; (f) innovations and lessons learned from global operations.

6. CHALLENGES

At the onset of the programme, a number of activities were delayed, for example payment of incentives and salaries for MoEHS staff. Delays are attributed to creation of systems to support implementation and achievement of intended results. As delays occurred throughout the life of the grant, UNICEF and the MoEHS worked together, at times with support from the ESC, to find workable solutions to ensure that activities would be completed as planned but with revised timelines or modifications of parameters to better meet with capacities and scope.

One of the activities that was particularly delayed was the construction of the NTTI. Challenges and delays encountered with the construction have been reported in detail in sections above, however it is also important to note that the numerous staff changes in the Ministry of Education that occurred in the course of the programme and summarised below also negatively impacted on the timeliness of programme implementation as guidance and action on a number of key priorities was delayed during these transition periods.

Name	Position	Date of end of service
Zam Abdi Adan	Minister	June 2014
Farah Mohamoud Geedole	Minister	September 2015
Mohamed Hassan Ibrahim	Director General	September 2015
Abib Ahmed Ali	Director General	October 2016
Abdi Ali Jama	Director General	June 2017

In addition, there were transitions within UNICEF with the Education Specialist responsible for the GPE portfolio leaving in June 2016 to take up a position with another UNICEF Country Office as well as a change in the position of Chief of Education for the Country Office. Colleagues in the Zonal Office in Hargeisa were instrumental in maintaining the work related to GPE while new management was recruited.

7. MONITORING and EVALUATION

The GPE programme was monitored by UNICEF on two levels; through on-the-ground monitoring by field-based staff in the Hargeisa office, as well as through frequent visits by the Nairobi staff, including by the Programme Manager and the Chief of Education.

Monitoring

Monitoring was further strengthened through the following activities:

- Establishment of Minimum Standards for Primary and Secondary education which was used to at regional, district and school levels during the monitoring visits.
- Implementing a series of QA activities, using the National Quality Assurance Framework. A qualification assessment and examination was conducted for all regional supervisions in the first year of the programme to identify qualified supervisors who would deliver appropriate monitoring and supervision of schools and teachers.
- The development of a QA monitoring tool with 'A Comprehensive QA Checklist for Schools' used in supervision and QA in education delivery complementing the school inspectors' handbook and school supervision guidelines.

- Procurement of two vehicles to support monitoring by the Ministry. These vehicles will continue to be used for supervision and to support education programmes across Somaliland.
- Establishment of partnerships, specifically through the *Horumarinta Elmiga* programme, managed by SCI, to monitor the implementation and monitoring of the NTTI works.
- The Joint Education Sector Review in August 2016 to support the Education Sector Analysis (ESA)/ESSP processes.
- The ESC was used to promote closer communication and joint monitoring activities amongst ESC members, the private sector and Somali diaspora.

Evaluation

A final programme evaluation was conducted in September 2017 by an independent consultant, and supported by the MoEHS and UNICEF, with full cooperation and support from the ESC.

The evaluation took the form of a desk review of GPE documents, reports and education sector materials; interviews of the Ministry of Education officials and key partners of the ESC in Nairobi and in Somaliland, as well as a field visit to Borama in Somaliland. Three types of questions were asked. (i) Strategic questions of a general nature mainly concerning impact and sustainability were asked to senior managers (ii) Technical questions around the four components of the programme, related to the output or outcome (iii) Questions for direct beneficiaries i.e. teachers, head teachers and REOs, concerning their opinions on the programme and the difference it made to them. A summary of the key findings are included in the Executive Summary of the report below. The full report will be submitted to GPE after review by the ESC and the endorsement by the Government.

Executive Summary – GPE Evaluation Report

The GPE programme focused on quality education and was in line with the Somaliland ESSP 2012-2016 which states that “The highest priority for 2012-2016 is the delivery of good-quality primary education to as many of the age-group as possible.” This involves “sufficient competent and well-motivated teachers” and “effective supervision”.

The component activities of the GPE programme were the highest priority of the MoEHS because they were originally selected by a committee of senior Ministry officials, including the then Minister herself and the then Director General. The programme was therefore of great relevance and importance ensuring that the MoEHS was committed to delivering results. The current Minister was met during this consultancy and he reaffirmed that these activities are still a top priority for the Ministry.

Moreover, the ESSP specifically mentions the following points for expanding and raising the quality and outreach of education: “enhancing the institutional capacity of the Ministry”; “initiating/modernising teacher training programmes”; “expanding and enhancing opportunities for the full participation of girls and women across the education sector, fostering nationwide awareness and advocacy, and achieving gender mainstreaming to reduce disparities”. The GPE programme was instrumental in making significant progress in all the above.

The four major components of the GPE programme were all completed, albeit with caveats:

Salaries or top-ups were given to over 1,000 MoEHS staff over a 3-year period which improved motivation and performance but when the project ended the Ministry was unable to continue paying them.

Quality Assurance Officers were trained to organise a supervision exercise across the country but only one full supervision took place.

Construction of a National Teacher Training Institute (NTTI) was completed but it took over three years before the construction started and it currently lacks furniture.

Fifty-three female teachers were selected and successfully trained in education management but only 30 of them have obtained management positions after their course.

Most importantly, the major strength of the GPE programme was in the process and not just in the results. The Ministry were fully involved in the planning and implementation using their own internal systems, procedures and staff such as financial, gender and quality assurance. They were in the driving seat throughout the programme and as a result their capacities have been significantly strengthened in learning by doing.

The GPE programme has helped to establish a number of Departments in the central Ministry including Finance, Gender and QAS. As a result, MoEHS have become more transparent and efficient in handling finances and their financial staff are involved in the payments for all projects. The GPE programme has helped to upgrade the Gender Unit into a strong Gender Department which has developed an effective and operational gender strategy. The GPE programme has also capacitated the QAS Department who can now plan supervision exercises and generate their own reports.

The GPE programme has been a vehicle of partner coordination towards implementation of the ESSP. There are many examples of partners coming together to support the GPE programme and this has therefore improved harmonisation and alignment under the ESSP.

The GPE programme has also been a vehicle of inter-departmental coordination within the MoEHS. UNICEF has been helping, advising and mentoring each Department on an almost daily basis in the planning and implementation of the respective components of the GPE programme.

Sustainability is the greatest challenge faced by the programme. The Somaliland Government has been experiencing decreased revenue and devastating drought while the upcoming elections in 2017 are a drain on finite resources. At the present time the Ministry is unable to carry out its original commitments, such as taking over the payment of teacher incentives, because government funds are inadequate. The government should increase its allocation to Education, one of the biggest Ministries, to well over 8 per cent of the National Budget to help MoEHS bridge some of these gaps. This requires continued advocacy. The burden also needs to be shared by all stakeholders – including donors, the United Nations, NGOs, local government, private companies, communities and the diaspora – for fulfilling the rights of the children in Somaliland who would otherwise be denied access to education.

It is hoped that the gains made in the current programme just ending (GPE I) will be built on in the subsequent GPE-funded program (GPE II) and that the activities in GPE I will be continued and consolidated in GPE II incorporating the lessons learned.

8. KEY PARTNERSHIPS AND INTERAGENCY COLLABORATION

At the start of the programme, the EU was the Coordinating Agency, and from 2014 onwards as agreed with the GPE, the role shifted to the U.S. Agency for International Development (USAID). The status of GPE programme implementation remained a default item on ESC meeting agendas in both Hargeisa and Nairobi to ensure partners were kept up to date on activity status. Both the Ministry and UNICEF proactively communicated with partner organizations. Unlike some other donor programmes where the implementation of activities are outsourced to local/international organizations, the GPE Programme centred delivery on the Ministry.

Through the *Horumarinta Elmiga* programme, managed by SCI, partnerships were established particularly on implementation of Components 2 and 3. The initial partnership with UNHABITAT was dissolved in 2016, following the decision of the MoEHS surrounding NTTI works, implementation and monitoring.

Closer communication among and engagement with key partners regarding the next phase of the GPE programme, is evident. The ESC was engaged in the development and validation of the ESA and ESSP, which will build the foundation of the subsequent ESPIG. A Joint Education Sector Review took place in August 2016 to support the ESA/ESSP processes.

The MoEHS recognizes the importance of coordinating with other donor programmes and Ministry activities especially on teacher and school monitoring. Efforts will be made to promote closer communication and joint monitoring activities amongst ESC members, the private sector and Somali diaspora.

9. EXPRESSION OF THANKS

UNICEF expresses sincere gratitude to the GPE for the generous contribution which was utilised to provide much needed services to the children of Somaliland. UNICEF, in partnership with the Government of Somaliland and the ESC members, remains committed to deliver quality services to the most vulnerable communities in Somaliland.