PUNTLAND STATE OF SOMALIA

Ministry of Education

Global Partnership for Education
Programme Document 2013-2016

Final
FOREWORD

Puntland takes pride in the progress towards the objectives of Education for All (EFA) as well as the Millennium Development Goals for education. Our National Constitution stipulates education as a human right, and continuous efforts are made towards adopting policies and interventions aimed at providing equal opportunities to education. As a paramount aspiration, the Government is committed to providing free and compulsory primary education for all boys and girls in Puntland.

Development of the five-year Education Sector Strategic Plan in 2012 is a step towards fulfilling our constitutional obligation and a road map for the education sector. It is the first of its kind since the Ministry of Education was established in 2000. We have come a long way since then, taking big steps that have provided direction for the development of the country. The increase in access to primary education has been particularly remarkable, reflecting the combined impact of improved capacity of education administrations, limited yet steady increase in the national budget, and greater flows of external aid for education.

Our success so far argues well for the future. It is, however, only a start. The Government is challenged with securing the basic infrastructure, facilities and resources for providing 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.

The development of Puntland is dependent on the availability of highly skilled manpower. As a basis, getting children off to the right start, ensuring that they are learning, and creating an environment that encourages skills development are some of the many responsibilities posed to the Ministry of Education.

Despite our progress in the school enrolment, the results of Measuring Learning Achievement (MLA) examinations revealed that shockingly low proportions of primary-graders can read a simple sentence with ease. With so many students not learning, higher enrolment rates will not necessarily translate into productive gains for the economic and social growth of Puntland.

In order to enhance the learning standards and the outcomes of schooling, it is important that ‘quality’ of education deserves a special emphasis. Provision of an effective teaching and learning comes with inter-connected elements; from policy-level reforms to provision of adequate environment within a classroom.

To improve the quality of education, Puntland will focus on teachers. The ministry envisions securing teacher salaries as one of the fundamental ways to sustaining and attracting more teachers into schools for our children. Nevertheless, current financial capacity at the Ministry looks dim in striving alone. It is clear that the Government of Puntland’s resources will not be sufficient to register enough teachers under the government payroll. Therefore, the Ministry appreciates the technical and financial assistance from the Global Partnership for Education in overcoming the issue through the collaborative effort in the coming three years. Such collaboration is not only helpful but essential to secure durable progress in Puntland’s education development.

HON ABDI FARAH SAEED
MINISTER FOR EDUCATION
PUNTLAND
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>ABE</td>
<td>Alternative Basic Education</td>
</tr>
<tr>
<td>AET</td>
<td>African Educational Trust</td>
</tr>
<tr>
<td>CBO</td>
<td>Community Based Organisation</td>
</tr>
<tr>
<td>CEC</td>
<td>Community Education Committees</td>
</tr>
<tr>
<td>CfBT</td>
<td>Centre for British Teachers</td>
</tr>
<tr>
<td>EFA</td>
<td>Education for All</td>
</tr>
<tr>
<td>EMIS</td>
<td>Education Information Management System</td>
</tr>
<tr>
<td>ESC</td>
<td>Education Sector Committee</td>
</tr>
<tr>
<td>ESDP</td>
<td>Education Sector Development Programme</td>
</tr>
<tr>
<td>ESSP</td>
<td>Education Sector Strategic Plan</td>
</tr>
<tr>
<td>DFID</td>
<td>Department for International Development</td>
</tr>
<tr>
<td>FGM/C</td>
<td>Female Genital Mutilation/Cutting</td>
</tr>
<tr>
<td>GER</td>
<td>Gross Enrolment Rate</td>
</tr>
<tr>
<td>GPE</td>
<td>Global Partnership for Education</td>
</tr>
<tr>
<td>GPI</td>
<td>Gender Parity Index</td>
</tr>
<tr>
<td>ICDSEA</td>
<td>Integrated Capacity Development for Somali Education Administrations</td>
</tr>
<tr>
<td>IDPs</td>
<td>Internally Displaced People</td>
</tr>
<tr>
<td>INEE</td>
<td>Inter-Agency Network for Emergency Education</td>
</tr>
<tr>
<td>INGO</td>
<td>International Non-Governmental Organisation</td>
</tr>
<tr>
<td>IQS</td>
<td>Integrated Quranic Schools</td>
</tr>
<tr>
<td>LNGO</td>
<td>Local Non-Governmental Organisation</td>
</tr>
<tr>
<td>MoE</td>
<td>Ministry of Education</td>
</tr>
<tr>
<td>MDGs</td>
<td>Millennium Development Goals</td>
</tr>
<tr>
<td>NDP</td>
<td>National Development Plan</td>
</tr>
<tr>
<td>NER</td>
<td>Net Enrolment Rate</td>
</tr>
<tr>
<td>PTR</td>
<td>Pupil Teacher Ratio</td>
</tr>
<tr>
<td>REO</td>
<td>Regional Education Officer</td>
</tr>
<tr>
<td>SCFUK</td>
<td>Save the Children UK</td>
</tr>
<tr>
<td>SCOTT</td>
<td>Strengthening Capacity of Teacher Training</td>
</tr>
<tr>
<td>TTI</td>
<td>Teacher Training Institute</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Education Science Culture Organization</td>
</tr>
<tr>
<td>UNDAS</td>
<td>United Nations Development Assistance Strategy</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>USAID</td>
<td>United States Aid Agency</td>
</tr>
</tbody>
</table>
# TABLE OF CONTENTS

1 INTRODUCTION .................................................................................................................. 1
   1.1 The GPE Process ........................................................................................................... 1

2 PROGRAMME CONTEXT ................................................................................................... 3
   2.1 National Context .......................................................................................................... 3
   2.2 Socio-Economic and Political Challenges ................................................................. 3
   2.3 National Development Plans ....................................................................................... 3
   2.4 Education Sector ......................................................................................................... 5
      2.4.1 Access and Quality ............................................................................................... 5
      2.4.2 Gender .................................................................................................................. 7
      2.4.3 Teachers ............................................................................................................... 8
      2.4.4 Education Administration .................................................................................... 10
      2.4.5 Education Sector Budget .................................................................................... 10
      2.4.6 Education Sector Strategic Plan .......................................................................... 11
      2.4.7 Education Sector Coordination .......................................................................... 13
      2.4.8 Education Sector Development Partners ............................................................. 13

3 PROGRAMME RATIONALE AND KEY SUCCESS FACTORS .......................................... 15
   3.1 Programme Rationale ................................................................................................. 15
   3.2 Key Success Factors .................................................................................................... 15

4 PROGRAMME COMPONENTS .......................................................................................... 17
   4.1 Component 1: Teacher Salary Payment System ......................................................... 17
   4.2 Component 2: Female Teachers Trained and Deployed to Pastoralist Areas ............. 21

5 PROGRAMME IMPLEMENTATION ................................................................................... 25

6 RISKS AND MITIGATION STRATEGIES ........................................................................ 26

7 MANAGEMENT .................................................................................................................. 28

8 MONITORING AND EVALUATION STRATEGY .............................................................. 31

References ............................................................................................................................. 34

Annex 1: Implementation Plan ............................................................................................. 35
Annex 2: Results Framework ................................................................................................. 36
Annex 3: Budget (USD) .......................................................................................................... 39
Annex 4: MoE Letter of Commitment ................................................................................... 40
1 INTRODUCTION

1.1 The GPE Process

Education is a fundamental right for all children, even those living in conflict affected countries. The Global Partnership for Education (GPE) aims to facilitate access to financial and technical support so that governments of developing country partners can elaborate equitable, quality education programmes and the best strategies to get all children into school and learning. GPE has recently expanded its membership to include countries like Somalia which have federal systems of government. In July 2012, the Transitional Federal Government (TFG) formally applied for GPE membership on behalf of itself, the semi-autonomous State of Puntland and the self-declared independent Republic of Somalia. Membership was endorsed and the GPE informed Somalia of an indicative allocation of USD14.5 million for Somalia under the Programme Implementation Grant for the period 2013-2014. The advent of a new federal government and the appointment of a President in Mogadishu in September 2012 are both viewed as positive. The President has outlined his vision for the country in the “Six Pillar Plan” which highlights the restoration of basic services including the provision of quality education. Since then, the process of moving towards achieving the Education for All goals with full technical and financial support from GPE has begun in earnest.1

The Ministries of Education in all three regions of Somalia are expected to deliver activities aimed at accomplishing goals that are independent from each other, while being mutually-agreed among their local Education Sector Committees and focused on context-specific results. Individual implementation plans will be developed and presented in three separate Programme Documents with a common goal of scaling-up the education service delivery for the whole of Somalia.

This Programme Document provides an overview of the GPE process as it has evolved in Puntland. It also presents a comprehensive three-year implementation plan that is fully aligned with the national Education Sector Strategic Plan 2012-2016 (ESSP) that has been developed during this process and demonstrates ownership by the Puntland Ministry of Education (MoE).

In 2012, the Puntland MoE embarked on a participative, consultative process with the objective of developing an Education Sector Strategic Plan (ESSP). This three-phased process aimed to ensure that the ESSP (2012-2016) was a joint initiative, incorporating the many stakeholders nationwide. The first phase initiated consultation at the grassroots level among the beneficiaries of education services and included students, parents and community members as well as head teachers, teachers, Regional Education Officers and District Education Officers. The second phase focused on consultation within the Ministry of Education at central level and intra-ministerial dialogue as well as extensive discussions with a range of civil society organisations and private institutions outside of the education sector. In order to ensure that the opinions of the regional politicians were incorporated, the third and final phase involved consultation with parliamentary members and local politicians.

1 A Program Implementation Grant provides funding for three-year programmes that support the implementation of an Education Sector Plan. Through this grant, GPE supports countries as they work towards the Education for All goals as well as in consideration of the Global Partnership’s own priorities and objectives.
In the development of the GPE implementation plan every effort has been made to consult with key education stakeholders at all levels. In addition, the plan is fully aligned with the Puntland ESSP. This ambitious plan not only reflects the priorities of the Puntland government but also highlights the emergent leadership of the Ministry of Education in the focus areas of strengthening teacher management systems and delivery of equitable quality education pastoralists who make up a large segment of the population in Puntland.

The GPE Programme in Puntland will result in:

- A framework for a Teacher Salary Payment system developed with improved predictability of its payment;
- 870 additional primary school teachers receiving salary payments of USD60 per month
- 60 female primary teachers, in pastoralist areas, receiving in-service training and salary payments of USD60 per month.

The GPE Programme will be implemented in close coordination with other donor programmes to avoid any duplication of effort or resources as well as maximising the impact on the ground.

GPE funding is expected to fill-in the financial and technical requirements relative to existing and upcoming programmes in Puntland.

The Education Sector Committee in Puntland will function as a vital role in coordinating the effort as well as to facilitate the risk management in the delivery of activities.

UNICEF will act as the Managing Entity (ME) of the GPE Programme.

The European Union (EU) has been endorsed as the Coordinating Agency for the GPE Programme in Puntland.
2 PROGRAMME CONTEXT

2.1 National Context

2.2 Socio-Economic and Political Challenges

The Puntland State of Somalia was formed as an autonomous regional administration on 5th May, 1998. It remains committed to being an integral part of a united Somalia. The population is estimated at 1.6 million\(^2\), of which 70 percent is below the age of 30. Puntland has a relatively young population, with all the opportunities and challenges this brings.

Puntland represents a country in post-conflict recovery. Civil war from 1989 -1992 had a direct and devastating impact on the economy and physical infrastructure of Puntland and affected the lives of all Puntlanders. With the exception of the border conflict with Somaliland over the disputed regions of Sool and Sanaag, and the threats of piracy on its coast line, most of Puntland remains relatively stable and peaceful. The continuing civil war in South and Central Somalia has led to a massive influx of Somalis from these regions which impacts negatively on the State’s fragile socio-economic recovery. It is reported that Puntland has some 142,600 internally displaced people\(^3\). In spite of this, Puntland has made notable progress towards enabling the establishment of basic political and administrative institutions, social and educational services, an active civil society and a growing private sector.

About 60 percent of the Puntland population consists of nomadic pastoralists. The main sources of livelihood are livestock and agriculture, including the production of frankincense and fishery. It is estimated that livestock exports contribute to around 80 percent of foreign exchange earnings, and 40 percent of the gross domestic product. While it is heavily dependent on the livestock sector; it is fragile even at the best of times, due to the semi-arid and arid climatic conditions.

The gross domestic product (GDP) was recently estimated by the Ministry of Planning as USD428\(^4\) while per capita incomes range from USD150 to USD300 per annum across the regions with high inequalities. Remittances from the Diaspora contribute significantly to household incomes and provide substantial funding for small businesses and basic service provision including education. It is estimated that between 5 and 20 percent of households receive remittances.\(^5\)

2.3 National Development Plans

With assistance from the United Nations Development Group (UNDG) and the World Bank (WB), Puntland was party to a comprehensive survey called the Somali Joint Needs Assessment (JNA) carried out in 2005-2006. This formed the basis for the preparation of a comprehensive five-year programme (2008-2012) called the Reconstruction and Development Programme (RDP). Puntland had a section in the programme document. The RDP was essentially a fundraising framework which outlined priorities, actions and outcomes over the five-year period while highlighting three key priority pillars:

---

\(^2\) Projected population figures based on data derived from the United Nations Development Programme Household Survey, 2006 with an annual increase of 3.14 percent


1. Deepening peace, improving security and establishing good governance
2. Investing in people through improved social services
3. Creating an enabling environment for private-sector-led growth to expand employment and reduce poverty

Puntland’s first Five Year Development Plan (FYDP) was developed in 2007 and is still referred to as the national plan. It presents national development priorities for all sectors and establishes clear targets and development goals for their effective implementation. Notably, emphasis is placed on ensuring that priority education outcomes were in line with human development goals.

The broad strategies outlined in the national FYDP comprise formulating policies and strategies and aim to build the capacities of government, institutions, and human resources to:

- Create an enabling environment for growth and development.
- Ensure a free enterprise economy, with the role of government shifting towards facilitation and regulation.
- Encourage free trade and export led growth.
- Enable the leading sectors (livestock, fisheries, trade, and commerce) to propel growth.
- Aim toward poverty reduction, the achievement of the MDGs, and employment generation.
- Facilitate and build infrastructure (human and physical) and improve connectivity.
- Promote gender equity and human rights, especially for the vulnerable populations.

Besides identifying major development challenges, the FYDP outlines priority education outcomes which endeavour to enhance human resource development through ensuring free primary education for school-aged children and reducing unemployment among the youth.

Other key documents include: Vision 2020, the Poverty Reduction Strategy and the Public Sector Improvement and Reform Programme provide the focus into the long-term future. Since the nation was consulted in different forums during their preparation, they represent the true aspirations of the Puntland people. Also taken into consideration were the Education for All goals, the Millennium Development Goals, international and regional conventions, treaties and protocols. In addition, nationwide consultations have been completed to revise the Policy Paper and Education Act drafts for early enactment.

Besides the national development plan, the rights of all men, women, boys and girls in Puntland to a quality education are enshrined in a series of legal frameworks which form an important backdrop to the Global Partnership for Education (GPE) programme.

The **Transitional Constitution of the Puntland Regional Government**, drafted in 2002, is a comprehensive document outlining the political and governance structures of the state as well as the rights of citizens, including specific reference to women and children’s rights.

The **Puntland Education Policy Paper**, enacted in 2005 and revised in 2010, recognises education as a joint enterprise between communities, civil society, the private sector and parents as stakeholders. The role of the government is defined in terms of establishing measures and incentives to encourage the active involvement of all stakeholders in the provision of equitable educational services. It also recognises the role of the private sector to provide resources while
the government provides the regulatory framework to encourage such investment. The government highlights its commitment to improving the provision of education for girls as well as expanding access to quality education for nomads and other disadvantaged groups. The overall objective of the policy is to promote education equity, quality, relevancy, efficiency and sustainability.

First drafted in 2010, the Puntland Education Act has since undergone several revisions mainly to streamline it with other legal frameworks and ensure that its contents were gender sensitive in keeping with the gender provisions set out in other education policies. The Act has been passed by the Cabinet and will now be executed through the new Sector Strategic Plan Meeting. The objectives of the Act will however demand a significant increase in sector resourcing.

The Education Sector Strategic Plan (2012-2016) is a sector road map. Its sector-wide approach guides the Education Sector’s implementation strategy. The ESSP informs the development of this programme document and will be discussed at length in Section: 2.4.6.

2.4 Education Sector

The education sector in Puntland is composed of state and non-state actors operating across three tiers. Since its inception in 1998 the overall goal of the Puntland Ministry of Education has been to prepare capable citizens who contribute to economic development for a healthy working nation and a quality holistic education system.

Mainly due to budgetary constraints, state service delivery remains a relatively small function of delivery with the sector dominated by non-state delivery. Weak aid management; irregular reporting and the fact that many schools continue to work outside of the service delivery footprint of the Ministry of Education (MoE) have added to this challenge.

The government of Puntland fully recognizes Education as a joint enterprise between itself, communities, civil-society, the private sector and parents and strives to put in place measures and incentives designed to encourage the active involvement of these stakeholders in the provision of educational services.

2.4.1 Access and Quality

The Puntland Primary School Census Report (2011-2012) indicates a Gross Enrolment Rate (GER) of 41 percent - 46 percent boys and 37 percent girls. The overall enrolment for Puntland stands at 91,451, which corresponds to a remarkable increase of 42 percent from 2006 and demonstrates a major increase in the demand for education.

In order to gauge the extent of coverage in a given level of education of children who officially belong in it, the Net Enrolment Rate (NER) for Puntland was calculated using the same data together with the UNDP population estimates for 2011. The NER for Puntland stands at 37 percent, with 41 percent for boys and 33 percent for girls.

The Gender Parity Index (GPI) was 0.77, an improvement on 2006, although gender inequities are still evident at all levels across the education sector. Rural schools have the least number of

---

girls enrolled due to cultural practices which result in boy preference and the lack of female teachers to act as positive role models.

Puntland has a total of 535 formal primary schools. Out of the 491 schools that fall under the authority of the MoE, 250 (61 percent) are in rural areas. This bias in school distribution reflects the dominant needs of the large pastoralist segment of the population. In spite of this, current enrolment figures show that only 42 percent of primary students are enrolled in rural schools. The vast majority of students are in fact found to be concentrated in urban areas demonstrating that schools in urban areas play a major role in education service provision. Low uptake of services in rural areas suggests that the education system is failing to meet the needs of pastoralist communities particularly in terms of the provision of quality education that is relevant to their nomadic lifestyle.

Alongside formal primary schools, many school-aged children in Puntland are found to be learning in non-formal education settings known as Primary Alternative Education (PAE) centres. The two categories of educational facilities included the 2011 School Census were Alternative Basic Education (ABE) schools and Integrated Quranic Schools (IQS) schools. Only 69 PAE centres (58 ABE and 11 IQS) compared with the 303 accounted for in the 2006/7 UNICEF Primary Education Survey. This indicates a considerable reduction in the number of Alternative Education facilities which may be due to a relative increase in the number of formal primary schools. On the other hand, the ratio of students in the Primary Formal Education sector to students in the PAE Sector in 2012 remains the same as it was in 2006/2007 at 5:1, suggesting that alternative basic education still has an important role to play in the education system in Puntland. Parental choices indicate that many families still require flexibility in educational provision. The need to cater for household economic arrangements which often include direct or indirect contributions from school-aged children, especially girls, continues to influence decisions about whether or not children are enrolled in and more importantly, stay in school.

The majority of students enrolled in IQS and ABE schools were found to be boys with girls making up only 42 percent of the total number of students. Notably though, the Gender Parity Index (GPI) in the PAE schools stands at 0.85 indicating that more girls attend PAE centres than they do the formal primary schools where the GPI is 0.77.

In terms of the rural/urban distribution of schools, the largest number of PAE centres was found in Bari (24) and Nugal (12) regions. The distribution of ABE centres indicates that they are largely limited to urban settings reflecting the focus on meeting the needs of children in urban IDP settlements. Of the students attending alternative primary education facilities, only 24 percent of children were recorded as attending schools in rural areas while 76 percent attended classes in urban settings. Girls in particular favoured attendance in urban PAE centres which provide flexible and accelerated forms of education.

In spite of the significant progress made in expanding access to primary education over the last five years, the goal of achieving universal primary education for all children in Puntland remains a pipedream. Based on the analysis of the MoE enrolment figures for 2011/2012 academic and

---

7 ABE schools are mainly supported by two international NGOs (INGOs), the Norwegian Refugee Council (NRC) and Save the Children while IQSs are mainly community based. IQS are traditional Quranic Education schools where Quranic Education is taught together with basic literacy and numeracy.
projected population figures for the 6-13 age group\textsuperscript{11}, the number of out-of-school primary school aged children (age 6-13 years) in Puntland is estimated to be in the region of 119,111 (65,871 females). Given that the bulk of the population of Puntland live in rural-based pastoralist communities, it is very likely that many of these out-of-school children live in remote, under-served communities.

There is no doubt that Puntland faces several challenges in ensuring that schools offer all children an education of adequate quality. Too many schools fail to meet even the most basic of ‘Child-Friendly’ school standards of safe, clean and healthy environments. Availability of textbooks as well as other teaching and learning supplies has increased significantly through inputs from UNICEF and UNESCO in the past few years but the majority of teachers are untrained in using and maintaining those resources.

One of the most direct reflections of quality in an education system is the level of learning outcomes among its learners. The MoE in Puntland has begun to regularly conduct examinations at the end of Grade 8 to assess achievements against the learning objectives outlined in the curricula, and thus the learners’ readiness to proceed to secondary schools. In addition to the formal Grade 8 examinations, in 2011 a student learning assessment approach was introduced. A Monitoring Learning Achievement (MLA) assessment for Grade 4 children, with a focus on the acquisition of key competencies in basic literacy and numeracy was conducted. The 2011 MLA results, particularly the numeracy ones, were very poor; revealing that half of the children in Grade 4 were innumerate\textsuperscript{12}. Without any remedial action these children have little chance of catching up let alone thriving and are at high risk of dropping out of a system that has failed them. Highest drop-out rates are found between lower and upper primary school with only 3 out of 10 learners continuing to upper primary school.\textsuperscript{13}

One of the objectives of the MLA exercise was for MoE staff, especially those with inspection and quality assurance functions, to be closely involved in identifying weaknesses in the area of student learning achievement. This vital information can then be used to inform teacher training activities, thus linking the key areas of teacher training and quality assurance at school level.

### 2.4.2 Gender

Being female, poor and living in a country that is affected by conflict are three of the most pervasive reasons for children being out of school.\textsuperscript{14} Puntland’s primary enrolment gender parity index, which stands at 0.77,\textsuperscript{15} goes some way to reflect this. While boys still constitute the largest percentage of the total primary school learners in Puntland (57 percent), it is worth noting that the number of girls enrolled has increased by 54 percent since 2006.\textsuperscript{16}

On the other hand, there are some worrying trends which are of concern for both policy makers and planners in Puntland. The lowest percentage of girls’ enrolment is found to be in Upper Primary and the proportion of girls’ declines gradually from Grade 1 to Grade 8, indicating high dropout rates. Between Grade 5 and Grade 8, there is an average yearly dropout of 22 percent

\textsuperscript{11} UNDP Projected Population Data, 2012
\textsuperscript{12} AET, 2012. Report on 2011 Monitoring Learning Achievements (MLA) in Grade 4 in Puntland and Somaliland
\textsuperscript{14} Ministry of Education Puntland, 2012. Primary School Census Statistics Year Book 2011/2012
\textsuperscript{15} Puntland EMIS School Census Data, 2012
for girls between these two consecutive grades\textsuperscript{17}. While boys are also found to drop out in these grades (17 percent), for reasons that are common to both sexes, including the pressure of having to find gainful employment in support of their families, girls may have additional reasons for dropping out at this point which often marks the onset of puberty. Gender-sensitive strategies required to address this issue include: separate female sanitation facilities; sanitary kits; and recruitment of female teachers.

There is much evidence to suggest that under-representation of girls and women in the education sector is exacerbated by socio-cultural and economic factors. Poverty forces many girls to drop out of school to work outside or inside the home perpetuating large families; poor community health; high infant, child and maternal mortality rates; household malnutrition; and Gender Based Violence including Female Genital Mutilation/Cutting (FGM/C) and child marriage.

Within the teaching cohort in Puntland, the gender gap is particularly evident. There are only 534 female teachers, accounting for only 13\% of all teachers in Puntland. Regional disparities indicate that female teachers are found in more developed areas like Nugal which has 18 percent females while remote pastoralist regions like Sanaag have only 12 percent.

\textbf{2.4.3 Teachers}

According to the Primary School Census 2011-2012, Puntland has 5,093 teachers (920 females). Of these, 4,173 (534 females) are formal primary school teachers while 920 teach in alternative primary education centres such as the Accelerated Basic Education (ABE) programmes and Integrate Quranic Schools (IQS). The teacher cohort recorded in 2006 was 2,187\textsuperscript{18}, indicating a growth rate around 91\% for both female and male teachers.

The number and distribution of teachers are important policy parameters in helping to determine the quality of education. A rural/urban analysis of the Primary School Census data shows a fairly balanced distribution of teachers throughout Puntland with 48 percent of the total number of teachers found to be teaching in rural areas, while 52 percent are in urban settings. Only the most remote regions were the total number of teachers in the rural setting found to significantly exceed those in urban areas.

From a gender perspective, the Puntland Primary School Census 2011 data indicates a less than positive trend. Currently, 87 percent of teachers in Puntland were found to be males. This confirms that the gender imbalance in the teaching cohort has not improved since 2006 when it was found to be 82 percent but has regressed. Disaggregated by region, the largest population of female teachers was found in the more densely populated regions while very few female teachers were found in the remote regions of Ayn (13 percent) and Sool (6 percent) which are mainly populated by pastoralist communities.

The Pupil Teacher Ratio (PTR) in 2007 was 30:1.\textsuperscript{19} Data collected during the Primary School Census in 2011 suggests an overly optimistic PTR of 25:1 but there were major disparities between urban and rural areas. This trend has been confirmed during the recent Teacher

\textsuperscript{17} UNICEF, 2007. Primary Education Survey, 2006-2007
\textsuperscript{18} Ibid.
\textsuperscript{19} Ibid.
Simulation exercise which was conducted under the GPE Plan Development Grant. Projected PTRs in the Simulation Model are much higher in Puntland than previous data sets have suggested. This is an issue of major concern for the MoE which sees these projections as a much better reflection of the reality on the ground where overcrowding in classrooms compromises learning outcomes, especially in urban schools.

In addition, there is a strong possibility that during the Primary School Census in 2011, some teachers in urban schools were counted twice. This happened because many teachers in these areas teach in two or more schools during different sessions of the day. It is anticipated that the Pupil Teacher Ratio will change significantly once data has been collected for the new Teacher Management Information System which requires each teacher to be physically present with their identification documents. The establishment of this system will result in all teachers being formally registered with the MoE which will allow for improved teacher management.

Provision of adequate remuneration for teachers is one of the most serious challenges to education quality in Puntland and to establishing a well-motivated professional teaching force. Funding for teachers’ salaries continues to come from a variety of sources. These include funding from communities and parents which is primarily in the form of school fees; incentive payments from INGOs, LNGOs or UN agencies; and limited salaries paid by the MoE regional governments. A study conducted in 2009 noted that teachers’ salaries were well below subsistence levels and highlighted the need to rationalised teacher salaries according to their qualification as well as the need to establish a teacher salary payment system.20

There is a clear relationship between learning outcomes and the level of qualifications held by the teaching force. In Puntland a qualified teacher is defined as someone who has the basic academic requirements to teach, but he or she has not yet under taken any specific teacher training. A certified teacher is a professional teacher who has also undertaken at least two years of teacher training. Unqualified teachers may have experience in the classroom but they are not academically qualified to teach, nor are they trained as teachers.

The Puntland Primary School Census (2011-2012) indicates a total of 4,115 (530 females) qualified teachers. With a participation level of only 13 percent, female teachers are found to be grossly under-represented in the qualified teachers’ cohort. In addition, only 636 teachers (18 percent females) were found to have completed at least two years of teacher training which qualifies them as certified teachers. This means that 49 percent of teachers are still unqualified. A further 58 teachers were recorded as unqualified, representing 1 percent of the total number of teachers in Puntland. Relative to other regions of Somalia this data would seem to be good indicator of the existence of a fairly educated but under qualified work force.

Further analysis of completion rates and learning outcomes in primary schools suggests that teacher education in Puntland is not always relevant for the largest segment of the population; the nomadic pastoralists. It requires reform, coordination and standardisation. Teacher education in Puntland (both primary and secondary) is located within two higher education institutions; the University of East Africa and Garowe Teacher Training College. Some progress has been made, namely through the EU-funded SCOTTPS project, to ensure that an improved and harmonised Teacher Training curriculum for teachers working in pastoralist areas is in place.

2.4.4 Education Administration

Education management capacity has been recognized as a major weakness of the Puntland education system. Much progress has been made in recent years due to a renewed sector focus on institutional development and systems reform.

Under the EU-funded Integrated Capacity Development of Somali Education Administrations (ICDSEA) 2010-2013, the MoE in Puntland has undertaken a series capacity assessments and appropriate reforms with the overall objective of developing a structured education and training system, meeting the principles of a sector wide approach. The purpose of the programme is to increase the capacity of the MoE to enable them to more effectively manage, plan for and deliver formal and non-formal educational services in an equitable and efficient manner. Qualified personnel from the Somali Diaspora were recruited and mandated to build local capacity within the MoEs at central, regional and district administration levels. The success of this approach has been widely recognised and strong impact level results are predicted at central and regional level in the final evaluation. Mindful of this, an EU programme 2012-2015, to be implemented by a consortium made up of NGOs has recently been launched in Puntland with the view to building on the gains achieved under ICDSEA 2010-2013. It is aimed at further strengthening the education administrative capacities at regional, district and community level.21

Effective management and coordination of education sector development programmes requires well-informed planners and decision makers, and regular monitoring of programmes using data and information. In 2011, for the first time since 2006, the School Census Survey was conducted in Puntland under the leadership of the MoE, with technical support from UNICEF. Data from the School Census have been used to populate the EMIS in order to support education management functions, including the on-going development of evidenced-based policies. The MoE is committed to establishing a sector-wide EMIS that serves the needs of education sector managers at all levels, as well as those of development partners, school communities, public sector colleagues and higher education institutions. The data collected for Primary School Census has already been utilized in the development of the Sector Strategic Plan 2012-2016.

2.4.5 Education Sector Budget

A lack of financial capacity continues to hamper the development and delivery of equitable quality education in Puntland. Without its own revenue source the Puntland Ministry of Education (MoE) depends on appropriations from the Ministry of Finance; contributions from parents and communities in the form of fees; and support from the diaspora and the development partners.

In the financial year 2012 the total Puntland Government Budget was USD 55,175,429. The proportion of the national budget allocated for education has increased from 2 percent in 2011 to 3.6 percent in 2012. On-going advocacy for a more significant increase in the education budget has resulted in a pledge by the Puntland government to increase the education budget to 8 percent in 2013. Although this would more than double the current allocation it is still falls short of the projected amount required to implement the Education Sector Strategic Plan 2012-2016.

Payment of teachers’ salaries is usually the biggest item of recurrent expenditure in any education sector budget. However, in Puntland only 18 percent of the 4,173 formal primary school teachers are actually on the government payroll. The greatest burden of paying teachers’ salaries still lies with parents and communities. In an effort to remedy this situation the MoE has

added 150 new teachers to the government payroll for each of the last three years. In addition, an annual increment of USD20 has been added to their salaries. Current salaries of primary and secondary school teachers on the government payroll are USD57 and USD73 respectively.

The EFA Global Monitoring Report (2011) highlights the large mismatch between aid and Education for All financing requirements. Puntland faces particularly large financing gaps but receives less than USD10 per-pupil aid per year. In addition, aid volatility and unpredictability of aid undermines stable planning. External funding for the Education Sector remains vital for Puntland. The European Union, USAID, DFID, UN agencies, some bilateral donors and NGOs (using funds from donor agencies) and communities, along with supporters from the Somali Diaspora, provide the bulk of sector funding. The ambitious planning scenarios in the Education Sector Strategy Plan will no doubt require significant external support. It is also clear that the rules of the game have changed and Education Sector development partners are explicitly required to align their support with MoE priorities in the ESSP.

To reach the targets set out in the ESSP 2012-2016, the Puntland government will need to review and stimulate new avenues of resource mobilisation among the Somali Diaspora and to encourage public private partnerships by engaging with the private sector. Improvements in Public Financial Management will also be critical. While efforts continue to overcome regulatory (fiduciary-based) obstacles that prevent formal implementation of sector budget support, the MoE has suggested that the education partners consider a more targeted approach that paves the way for external resources being channelled directly to the MoE.

2.4.6 Education Sector Strategic Plan

The Puntland Education Sector Strategic Plan (ESSP) 2012-2016 is informed by the legal obligations set out in the 2010 Puntland Education Policy Paper (PEPP) as well as by the outcomes of an extensive consultation with key stakeholders in education.

Taking a sector-wide approach the ESSP 2012-2016 recognises the role of education and training in the economic development of Puntland. It provides a road map to guide the Ministry of Education as it strives to achieve its overall strategic objective of education for all irrespective of background, gender or ability.

The ESSP 2012-2016 is in line with the international agreements that Puntland is signatory to including: the United Nations Declaration of Human Rights (1948), the Jomtien and Dakar Declarations of Education for All (1990 and 2000), the UN standard rules on equalization of opportunities for persons with disabilities (1993); the Salamanca statement and framework for action on Special Educational Needs (1994); and the Millennium Development Goals (MDG).

Under the sub-sector Primary Education, the MoE sets out its strategic objectives reflecting the strategic vision of guaranteeing the universal provision of primary education:

‘progressive access to all in the context of a broad, enriching and learner-centred curriculum that encompasses spiritual, cultural and intellectual values and adaptive attitudes to life based on Islamic principles and ethics.’

---

The GPE Programme in Puntland is fully aligned with all of these objectives but in consultation with the MoE, has chosen to focus on the key result areas highlighted below:

- progressively guarantee access to all to free primary education, targeting a gross enrolment rate (GER) of 60 percent from the current 44 percent and raising girl child enrolment from the current 40 percent to 50 percent by 2016, with free education introduced up to class 4 over the same period;
- implement strategies, such as school feeding schemes and child-friendly spaces for girls and children with special needs, to incentivize enrolment and completion;
- contribute to improving quality by developing a National Curriculum Policy Framework that identifies appropriate outcomes at the primary level and the means by which they can be achieved for all, including children with learning difficulties;
- ensure that all learning facilities and materials, including manuals for teachers and assessment tools, are harmonized with the curriculum and equitably provided;
- ensure that adequate instructional time is provided in all subject areas with a progressive emphasis on bilingual teaching and learning (Somali and English);
- build sufficient classrooms to match the increasing demand for access;
- increase the supply of primary school teachers to match the increasing demand;
- ensure over the period 2012 to 2016 that all teachers in primary education are adequately trained and qualified in improved pedagogical practices and appropriately remunerated;
- empower communities to promote the value of education and make schools accountable for their performance; and
- strengthen the monitoring and evaluation of primary education outcomes by appointing and training more quality assurance staff and budgeting for their operations.

In addition, the MoE recognises the need for innovative strategies to ensure that all children have access to quality education. These includes alternative approaches to formal primary education such as accelerated basic education (ABE) that will be required for disadvantaged segments of the population such as pastoral nomadic communities and those living in remote hard to reach areas of Puntland.

The GPE supported process of developing the Education Sector Strategy Plan in 2012 has assisted the MoE in Puntland in establishing ownership and responsibility for the development of the Education Sector as a whole. The ESSP provides clear guidelines for the coming 5-year period while defining roles and responsibilities for all stakeholders. It speaks specifically to donors and their implementing partners by establishing clear parameters within which implementation arrangements need to be specified. It sets out the objectives, priorities and strategies along with intended outputs and outcomes, while indicating the preferred routes to their cost-effective achievement.

In terms of education financing, the MoE recognises the enormous funding gap and acknowledges its reliance on the support of donors and local and international agencies. In the interest of effective aid coordination and sector harmonization, all donor-supported interventions will be required to detail their own aims and objectives in relation to ESSP objectives. They will also need to specify their implementing and monitoring arrangements; ensuring that they are consistent with those of MoE. For its part, the MoE will, through its annual plans and review
mechanisms, provide transparent updates on its contributions to ESSP progress and achievements. The ESSP will serve as a platform and partnership tool for all stakeholders to align and harmonise their intervention strategies according to Puntland’s educational needs and priorities.

2.4.7 Education Sector Coordination

The Education Sector Committee (ESC), chaired by the MoE (co-chaired by UNICEF), is the main decision making body for sector coordination in Puntland. The Committee is comprised of implementing partners, including local NGOs; CSOs; international NGOs (Save the Children UK, Care, CfBT, AET, Islamic Relief, Diakonia, ADRA, Norwegian Refugee Council); multilaterals (UNICEF, UNESCO and WFP); and donors who have a vested interest in the Education Sector (EU, DFID, USAID).

Monthly ESC meetings, led by the MoE, have played a key role in building close relationships among all members in an effort to promote harmonisation and alignment, thus contributing to the overall effectiveness of education services in Puntland. Key information impacting the sector is shared and discussed and integrated into the decision-making process with the view to increasing sector coherence and synergies.

Due to on-going security constraints, some development partners, mainly donors, have travel restriction in place for Somalia. To cater for this, a regular ESC meeting continues to be held at the Nairobi-level and is led by two co-chairs (currently UNICEF and African Education Trust). The Nairobi-based ESC meets monthly with occasional participation by MoEs officials from one or more MoE. Meeting minutes are regularly shared between the Somali and Nairobi-based ESCs to establish coherence and coordination. In addition, a website acts as a portal for sharing information and documentation. Based inside Somalia, the overall ESC Coordinator (a Somali Diaspora Education Specialist) is mandated to strengthen the linkages between Nairobi, the regional ESCs and the ministries.

The original function of the Education Cluster, established in 2006, was to meet the ever-growing needs of emergency education due to conflict and natural disasters (floods, drought and famine) in all regions of Somalia. In Puntland this function has recently been integrated into the Education Sector; transforming the Education Cluster into the Humanitarian Working Group under the ESC.

2.4.8 Education Sector Development Partners

External funding from international donors for the Education Sector remains vital for Puntland. Key donors such as the EU, DFID, USAID and the Governments of the Netherlands and Norway, have remained fully engaged in the Somali education sector. Each one of them is at the beginning of their multi-year funding cycle and are therefore, well positioned to complement the GPE Programme over the coming three years.

Multi-year, predictable funding is being provided through a new phase of EU support through the Education Sector Development Programme II (EDSP II) which aims to reach some 24,100 children in primary and secondary education in Puntland. The EDSP II focuses on basic and

23 In Puntland, the ESDP II programme will be implemented through a consortium of NGOs led by CARE
alternative education; secondary education; teacher training; vocation training and capacity building at the regional and district level. The capacity building component will ensure continuity of the efforts already made to support the central level institutional strengthening of the MoE through the previous EU programme *Integrated Capacity Development of the Somali Education Administrations 2010-2013*. USAID’s new programme is expected to focus on access and capacity building of the MoE in the area of secondary education which complements the EU and GPE funded programmes. DFID’s Girls’ Education Challenge will fund sustainable expansion of opportunities for girls in both basic and secondary education. This programme is expected to start in the second quarter of 2013.

UNICEF continues to support the MoE-led programme for children in remote pastoralist areas of Puntland. The *Basic Education for Children in Pastoralist Areas* programme aims to reach 3,200 marginalised out-of-school children through diverse approaches to education. The programme includes support to teachers as well as strengthening their capacity to deliver education through flexible methods such as interactive audio instruction.

The shift in the political situation in the Central Southern region of Somalia under the Somali Federal Government is beginning to open up opportunities for joint planning and fundraising as seen in the *Go-2-School Initiative (2013-2015)* which aims to increase sustainable access to a range of educational opportunities for up to 200,000 out-of-school children and youth in Puntland.
3 PROGRAMME RATIONALE AND KEY SUCCESS FACTORS

3.1 Programme Rationale

The development of the GPE Programme in Puntland has been informed by the GPE principles and therefore the programme aims to:

- Be in alignment with the Education Sector Strategic Plan;
- Develop capacities for the formulation and implementation of policies, strategies and legal frameworks related to children;
- Develop human and institutional capacities to enable the education system to deliver on its obligations towards children; and
- Focus on coordination and enhanced synergies; complementing and filling in the gaps in current donor programmes.

The GPE Programme is divided into two Components. Each of the Components contributes to the overall goal of the programme which is to: *Improve the MoE’s capacity to deliver quality education for all in Puntland.*

The objectives of each component are classified as *Outcomes* (and sub-outcomes where appropriate) and *Outputs*. Each of these is associated with specific indicators and data sources as outlined in the Results Framework (Annex 2).

The specific *Outcomes* under each of the programme Components are as follows:

**Component 1: MoE Salary Payments**

*Outcome 1: Teacher Management Systems Strengthened*

*Sub-Outcome 1.1: Improved predictability for MoEHE Teacher Salary Payments with sustainable outcomes*

**Component 2: Female Teachers Trained and Deployed to Pastoralist Areas**

*Outcome 1: Improved equitable outcomes for girls’ education in pastoralist areas*

The *Outputs* of the GPE Programme in will be:

- A framework for a Teacher Salary Payment system developed with improved predictability of its payment;
- 870 additional primary teachers receiving salary payments of USD60 per month;
- 60 female primary teachers, in pastoralist areas, receiving in-service training and salary payments of USD60 per month.

3.2 Key Success Factors

The government of Puntland continues to prioritise education as being a critical component of the National Development Plan; vital in promoting equitable economic prosperity, peace and stability. This macro level commitment will be reflected favourably in the annual education
budget allocated to the MoE. More specifically, the Puntland government will honour its pledge to increase the allocation from the National Budget to 8 percent in 2013.

The MoE remains fully committed to educational reform and institutional capacity development at central, regional and district level and continues to work towards the provision of truly free and equitable quality education provision throughout Puntland.

Communities in Puntland maintain their willingness to take responsibility for ensuring that all children have access to quality education and be prepared to call into account the teachers and government officials who are responsible for service delivery.

Teachers are willing to respond to the challenges of teaching in Puntland and are motivated to improve their professional teaching competencies under a fair and graduated payroll system. A new cohort of female teachers is able and willing to take up leadership roles in the education sector.

The MoE is committed to securing additional funding from a variety sources including the private sector.

The donor community maintains its commitment to promoting harmonisation and coordination in the education sector and alignment with the national and education priorities of Puntland.
4 PROGRAMME COMPONENTS

This section of the Programme Document presents the key components of the GPE Programme. A situation analysis is provided for each component in order to elaborate on the key education sector challenges that the GPE Programme will address. Programmatic responses and defined Outputs provide the details of GPE Programme.

The key components of the GPE Programme in Puntland are:

**Component 1**: Teacher Salary Payment System;

**Component 2**: Female Teachers Trained and Deployed to Pastoralist Areas

4.1 Component 1: Teacher Salary Payment System

Review and Situation Analysis

An effective and efficient teacher salary system is one of the most important elements of a high quality education system. Establishing and maintaining an effective teacher salary system is not easy in any country, let alone in a conflict affected country like Puntland where it can easily become a major barrier to rebuilding the education system.\(^{24}\)

An education system’s inability to provide support for teacher salaries and recruit additional teachers to meet the needs of increasing student enrolments, will inevitably have a negative impact on the overall quality of the learning environment and student learning outcomes. If teachers are paid late, paid an insufficient amount or not paid at all, this will directly impact on their motivation, morale and presence in the classroom. In addition, the lack of an effective salary system both denies young people their right to education and hinders the ‘peace dividend’ that can come with the quick restoration of equitable access to education after a period of instability.\(^{25}\) The converse is also true, whereby, an education system’s ability to pay its teachers well and on time is closely linked with positive results such as teacher recruitment, retention, satisfaction and morale, as well as class size; factors that have themselves been connected with education quality.\(^{26}\)

In fragile and conflict affected states, teachers in the public service sector often make up what has been referred to as a ‘supermajority’ of the overall national education budget – often reaching or exceeding 80 percent.\(^{27}\) Thus effective teacher salary systems are even more critical in these contexts than in other low-income settings. For this reason external funders, including aid agencies and non-governmental organisations (NGOs), are increasingly paying attention to the problem of teacher salaries. Their role in supporting teacher salaries in fragile and conflict affected states can be crucial.

---


During the process of developing an Education Sector Strategic Plan for the period 2012-2016, the Puntland Ministry of Education (MoE) identified fair remuneration of all teachers as one its highest priorities. Under the GPE Programme the MoE aims to make substantial progress towards establish a sustainable teacher salary system which will result in a well-motivated teaching force as just one of the factors that will lead to improved quality teaching and learning outcomes.

Currently in Puntland the burden of teacher salaries is placed on the CECs where the core funding source for schools and teachers are the school fees collected from families and communities. Some schools also derive part of their income from the Somali diaspora or international/local NGOs. The Ministry guideline for school fees at primary school is USD7 per month but in reality fees vary from school to school. The allocation of the school budget towards teacher salaries is between 80-90 percent. The high number of out-of-school children in the 6-13 years age group\textsuperscript{28} suggests that this financial obligation is prohibiting the majority of poor and vulnerable children from accessing education.

Another source of funding for teacher support comes from a range of INGOs and multilateral organisations. While funds are beginning to be channelled through the MoE, improving both coordination and transparency in the sector, these time-bound project-based funds do not provide any element of long-term sustainability needed to establish a professional teaching force. Project funds are usually tied to the specific outcomes of individual organisations and are not part of a broader sustainable solution to the issue of teacher remuneration.

The MoE Puntland Primary School Census 2011 indicates that there are currently 4,173 formal primary school teachers in Puntland. In the financial year 2012 the total Puntland Government Budget was USD 55,175,429. The Ministry of Education received an allocation of 3.6 percent (USD 1,977,949) of which USD729,657 (37 percent) was spent on Primary Teacher salaries. This is a significant increase on the 2 percent allocated in 2011. In spite of efforts by the MoE to add 150 new primary teachers to the payroll each year for the last three years, only 18 percent (754) of primary teachers are currently on the government payroll\textsuperscript{29}. Teachers on the payroll receive an incentive from the MoE for 12 months per year. Selection of these teachers is based on recommendations made by Head Teachers and in collaboration with the MoE district and regional officials.

Taking inflation into account, the MoE plans provide an annual increment of USD20 to all teachers on the government payroll. However, the current budgetary constraints have not allowed this to happen. In the interest of maintaining equity among teachers, it was decided not to increase the GPE funded salaries each year. Although USD60 is paid by the MoE for each teacher, Bank Charges of USD3 are deducted from each salary which results in teachers receiving USD57 per month.

The education system in Puntland is in need of a sustainable teacher payment mechanism that will allow teachers to be paid a predictable salary on a regular basis. This will go some way to creating an incentive for teachers to perform well in the classroom and to remain in the teaching force. The GPE Programme is expected to build on the work already completed by the MoE under the GPE Programme Development Grant through the development of robust and

\textsuperscript{28} UNDP Data (2005) was used in a population projection (3.14 percent annual increase) for 2012. Data suggests that almost 60,000 children (6-13 years) have never been to school in Puntland.

\textsuperscript{29} Colquhoun, H. 2012. Teacher Salary Simulation Model, Ministry of Education: Puntland
sustainable teacher registration mechanism which will enable the MoE to register teachers in an efficient manner as the first step towards putting them on the payroll in a phased approach.

Under the Programme Development grant the MoE initiated the process of developing a database to register teachers' personal and professional information. The establishment of Teacher Profiles as part of a comprehensive Teacher Management System is a necessary preliminary step for including all teachers under on government payroll. As such the database will include information such as unique Teaching Profession Numbers (TPN); an up-to-date teachers' grading that reflects their qualifications; salary payments pegged for each teaching qualification category; professional diploma/graduate information as well as scanned copies of diplomas, certificates and testimonials.

In addition to the database, under the Plan Development Grant, the MoE engaged an expert in Teacher Salary Systems to develop a Teacher Salary Simulation Model. Linked to the development of the Education Sector Strategic Plan 2012-2016 the Teacher Salary Simulation exercise was intended to estimate the costs of supporting teachers over the ESSP period. The simulation model was also expected to calculate the potential funding gap between the costs and resources available and explore alternative strategic options for financing teacher salaries.

**GPE Programme Response**

GPE funding will assist the MoE in Puntland in their effort to provide a sustainable solution to the issue of inefficiencies in the current system for teacher remuneration by providing the necessary technical input for developing a salary payment mechanism.

The GPE Programme will adhere to the following principles on teacher remuneration\(^\text{30}\):

- Recognise and respect that government and education authorities have the principal responsibility for ensuring teachers are compensated;
- Develop an appropriate system for the identification and payment of teachers that is equitable, graduated and sustainable; and
- Identify appropriate systems for financial controls and payment mechanisms.

The GPE Programme will support the Ministry of Education in the development of a teacher salary payment framework which will improve the predictability of MoE’s payments to teachers. In addition, it will provide multi-year funding to sustain and incrementally increase the number of formal primary school teachers on the government payroll. The MoE has indicated that it will use the GPE funds to target support to teachers in remote areas and pastoral communities. This strategy will increase the number of teachers retained in rural and pastoralist areas resulting in increased enrolments and improved quality of educational provision.

The government of Puntland is committed to annually increasing the number of additional teachers on the MoE’s payroll at a rate of 200 teachers each year. This is in addition to the 870 GPE funded teachers who will be supported with monthly salary payments of USD60 (USD3 will be deducted for bank charges) over the programme period. In Year 1 the GPE funds will support 330 teachers while in each of the Years 2 and 3 an additional 270 will be supported making a total of 870 over the three years. This will fill a gap in the MoE’s need to support teachers while they advocate for a larger allocation of the National Budget. This means that by

2016 some 1,470 additional teachers will have been added to the payroll. This will represent 39 percent of all formal primary school teachers – a 21 percent increase on the current figure. This figure will increase by a further 60 teachers under Component 2 (Table 2).

Table 1 below provides an overview of these figures and payments together with a summary of the changing education context (projected education indicators) in which they will be paid.

**Table 1: GPE Programme Contribution to Teachers' Salary Payments**

<table>
<thead>
<tr>
<th>Academic Year/Data</th>
<th>2012/13</th>
<th>2013/14</th>
<th>2014/15</th>
<th>2015/16</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Number of Formal Primary Students</td>
<td>102,627</td>
<td>111,632</td>
<td>121,096</td>
<td>131,040</td>
</tr>
<tr>
<td>2 Population aged 6-13</td>
<td>234,056</td>
<td>241,311</td>
<td>248,792</td>
<td>256,504</td>
</tr>
<tr>
<td>3 Gross Enrolment Rate</td>
<td>41.0</td>
<td>44.0</td>
<td>46.0</td>
<td>48.7</td>
</tr>
<tr>
<td>4 Pupil Teacher Ratio</td>
<td>25.1</td>
<td>27.1</td>
<td>30.1</td>
<td>32.1</td>
</tr>
<tr>
<td>5 Number of Primary Teachers</td>
<td>4,173</td>
<td>4,703</td>
<td>5,173</td>
<td>5,643</td>
</tr>
</tbody>
</table>

**GPE Contribution to Teacher Salary Payments (USD)**

| 1 Number of Primary Teachers                    | 4,173    | 4,703    | 5,173    | 5,643    |
| 2 Percentage of Teachers on MoE Payroll (%)     | 0        | 27       | 34       | 39       |
| 3 Number of Teachers on MoE Payroll (200 + 870 GPE teachers) | 754     | 1,284    | 1,754    | 2,224    |
| 4 Number of GPE Supported Teachers              | 0        | 330      | 600      | 870      |
| 5 Incentive Payments (x12 per year)             | 50.00    | 60.00    | 60.00    | 60.00    |
| 6 Total Annual Amount Required                  | 0.00     | 237,600.00 | 432,000.00 | 626,400.00 |

*Total GPE Contribution (USD) 1,296,000.00

**Outputs:**

- A framework for a Teacher Salary Payment system developed with improved predictability of its payment;
- 870 additional primary teachers receive salary payments for the period 2012-2016 as part of a sustainable plan for teacher remuneration

**Sustainability Plans**

The Ministry of Education is willing to take on payments of the GPE funded teachers after the expiration of the GPE Programme in 2016. The Minister of Education has made this clear in the Letter of Commitment (Annex 4) signed by the honourable Minister of Education. Beyond the pledge made by the government to increase the National Budget allocation for Education from USD3.5 million to USD8 million by 2013, the MoE cannot guarantee that their willingness will translate into actual incorporation of all 870 teachers on the government payroll. The pledge itself is a clear indication of the government’s commitment to shifting the burden of paying for education away from parents and communities. This is reinforced by the Education Sector Strategic Plan which clearly states that the MoE is intent on removing this barrier to access for all children as soon as possible. Although, mainly due to budgetary constraints, the idea of universal free primary education in Puntland may still be aspirational, it remains a high priority for the MoE.
4.2 Component 2: Female Teachers Trained and Deployed to Pastoralist Areas

Review and Situation Analysis

The Education Sector Strategic Plan 2012-2016 highlights the needs of children and youth in pastoralist communities and those living in remote under-served rural locations. While efforts have been made to address the needs of these communities, the provision of quality education is hampered by the insufficient number of teachers, particularly females, with the appropriate level of professional skills and competencies needed to meet the specific learning needs of pastoralist children.

It is estimated that 65 percent of the Somali populations are pastoralists. Findings from a recent study which aimed to assess the needs of Somali pastoralists suggests that the demand for education has increased over a generation with some 22 percent of parents acknowledging that children in the 6-17 age group had been exposed to some form of formal education. In addition, 44 percent of parents reported that one or more of their children had attended a traditional Quranic school at some time. Yet, only 2 percent of parents reported that any of their children had attended a mobile school or any form of alternative basic education course. The most cited reasons for low enrolment included unavailability of schools in remote areas and the poor quality of teaching due to lack of professional training.

Reliance on mobile livestock requires pastoral nomads to change locations throughout the year. This is particularly true during the dry season and droughts when consistent attendance at a stationary primary school becomes impossible for pastoralist children. Besides which, these children share responsibility for caring for their families’ animals, and their daily activities conflict with standard school hours. In addition, pastoralist families have among the lowest household incomes so costs of schooling – fees, uniforms books – are in themselves prohibitive. The low relevance of the national primary school curricula to the nomadic way of life is also cited as a reason for low attendance. The national shortage of female teachers (13 percent of the teaching cohort) is intensified at the regional level, especially in remote pastoralist areas. The absence of women teachers contributes to low enrolment and drops-outs among girls while a lack of positive role models merely serves to reinforce harmful cultural practices such as child marriages and female genital mutilation/cutting (FGM/C) as well as other gender inequalities.

Over the last 3 years the Puntland MoE has supported a number of initiatives for pastoralist children and youth which have attempted to improve the quality of education and address gender inequalities. Although successful as stand-alone pilots, none of these projects have proved sufficient in scope to reach a large percentage of that population nor have they managed to cater for the differences between pastoralist communities.

One such programme was Flexible Approaches to Basic Education (FABE), supported by UNICEF and implemented by AET, came under the Non Formal Education Directorate within the MoE. FABE utilized a flexible and mobile approach to schooling intended to provide pastoralist communities with access to an education that meets their needs and interests. Over the course of two years, more than 5,000 children between the ages of 8-14 years living in 150 nomadic

---

communities across all three regions of Somalia benefitted from the programme. In Puntland, the formal primary curriculum was used along with an initial focus on basic literacy and numeracy programme. Examinations were administered to all students and verified that the majority had achieved functional levels of literacy and numeracy. Teachers, including a number of females, were recruited from within the communities and trained in child-centred methodologies.

Another education programme funded by UNICEF and implemented by Adeso, the Pastoralist Youth Leadership Programme (PYL), catered to the needs of nomadic and semi-pastoralist communities in Sanaag, which is primarily a pastoralist region in the disputed territory between Somaliland and Puntland. Adopting a dual approach using mobile schools and trained community-based teachers who moved with nomadic pastoralists, as well as fixed education centres in semi-pastoralist communities, the programme provided appropriate alternative education with links into the formal education system. Three mobile schools were established, providing incentives and school materials (pack camels, chalkboards and solar lamps) to six mobile school teachers. In addition to reaching 170 (66 female) school age children, the mobile schools were also able to reach 40 adults (6 female) who benefit from basic literacy and numeracy classes. Ten semi-pastoralist schools were identified and supported through training and teacher incentives in the Sanaag region to reach an average of 75 primary school-aged children from pastoralist communities. These small scale inputs illustrated both the challenges and opportunities that present themselves in providing cost effective models of education for pastoralist communities.

Currently in Puntland, the MoE is collaborating with Save the Children and local NGOs to implement a project in Karkaar region to improve access to basic education for some 3,200 (50 percent females) marginalised out-of-school children (including pastoralist children) through innovative approaches to service delivery. So far an additional 558 (44 percent females) learners have enrolled in 11 supported Alternative Basic Education (ABE) schools distributed throughout the remote areas of Karkaar region. 42 teachers (12 females) at the centres have been introduced to Interactive Audio Instruction, using MP3 lifeline radios, to improve the quality of the teaching and learning that goes on in these remote schools. One of the main constraints experienced so far has been the shortage of qualified teachers, particularly females in these remote communities. Although still in its early stages, the project’s application of technology assisted education demonstrates enormous potential as a means of overcoming the challenges faced by the MoE in scaling up education service delivery in remote pastoralist areas.

Following the success of these pilot programmes, the MoE has expressed an interest in scaling up these and other sustainable models of alternative education for children in pastoralist communities. The idea being to focus on specific salient features of these pilots such as flexible timetables, mobile schools as well as the recruitment, training and support for teachers, particularly female teachers, from within the pastoralist communities. The challenge of finding female pastoralists with enough education to meet the minimum qualifications for teacher training continues to be addressed, albeit in a minimal way, through programmes such as the UNICEF funded Basic Education for Pastoralist Children (2011-2013).

---

32
GPE Programme Response

Under the GPE Programme Plan Grant phase, the MoE led an assessment on the status and specific needs of male and female teachers in remote rural areas and pastoralist communities leading to a more nuanced understanding and programmatic responses to the issues of teacher recruitment and retention in rural and pastoral communities.

The MoE will select 60 additional female teachers who are already working in remote pastoralist areas or who would be willing to be deployed to these areas. Each teacher will be paid USD57 per month. USD3 will be deducted as bank charges. The MoE is committed to sustaining payment to these teachers. Together with the 870 teachers being funded under Component 1, they will contribute to the overall 40 percent of all primary teachers on the MoE payroll by 2016.

These female teachers will also be enrolled in an in-service Teacher Training modular distance course at one of the regional TTIs depending nearest to where they are teaching. Face-to-face instruction will be given once a year at the TTI in August during the school holiday. The TTIs will provide each teacher with the support/mentoring to complete the course successfully over a three year period. The course will be tailored to meet the needs of female teachers working in pastoralist communities with the emphasis on flexible timetables, multi-grade teaching and the use of simple technologies such as radios for Interactive Audio Instruction.

Table 2: GPE Programme Contribution to Female Teachers’ Salary Payments

<table>
<thead>
<tr>
<th>Academic Year/Data</th>
<th>2012/13</th>
<th>2013/14</th>
<th>2014/15</th>
<th>2015/16</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Number of Formal Primary Students</td>
<td>102,627</td>
<td>111,632</td>
<td>121,096</td>
<td>131,040</td>
</tr>
<tr>
<td>2 Population aged 6-13</td>
<td>234,056</td>
<td>241,311</td>
<td>248,792</td>
<td>256,504</td>
</tr>
<tr>
<td>3 Gross Enrolment Rate</td>
<td>41.0</td>
<td>44.0</td>
<td>46.0</td>
<td>48.7</td>
</tr>
<tr>
<td>4 Pupil Teacher Ratio</td>
<td>25:1</td>
<td>27:1</td>
<td>30:1</td>
<td>32:1</td>
</tr>
<tr>
<td>5 Number of Primary Teachers</td>
<td>4,173</td>
<td>4,703</td>
<td>5,173</td>
<td>5,643</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>GPE Contribution to FeTeacher Incentive Payments (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Number of Primary Teachers</td>
</tr>
<tr>
<td>2 Percentage of Teachers on MoE Payroll (%)</td>
</tr>
<tr>
<td>3 Number of Teachers on MoE Payroll (200 + 870 GPE teachers)</td>
</tr>
<tr>
<td>4 Number of GPE Supported Teachers (each year)</td>
</tr>
<tr>
<td>5 Number of GPE Female Teachers (each year)</td>
</tr>
<tr>
<td>6 Incentive Payments (x12 per year)</td>
</tr>
<tr>
<td>7 Total Annual Amount Required</td>
</tr>
</tbody>
</table>

| Total GPE Contribution (USD) | 129,600.00 |

 Outputs:

- 60 female teachers, in pastoralist areas, receiving in-service training and salary payments of USD60 per month.

Sustainability Plans

The MoE is committed to continue payment of salaries to the 60 female teachers after 2016. (Component 1 and the Letter of Commitment, Annex 4). The Ministry is also aware that to retain these teachers other incentives and support systems are necessary. For this reason, the in-service training course for this group of teachers is critical as they will be facing many challenges working in pastoralist areas. Apart from the professional support they will receive from the TTIs,
they will also be encouraged to network with each other. The TTIs will be requested to implement a tracking programme which will allow them to maintain contact and provide support to former students after the GPE Programme has ended. In addition, the MoE will develop a gender-sensitive Teacher Retention Strategy which will be implemented with support from the Gender Unit in the MoE. Strategies will then be adopted to ensure that female teachers working in remote pastoralist communities remain motivated and professionally supported.
5 PROGRAMME IMPLEMENTATION

The GPE Programme in Puntland is designed to be an integral part of the MoE’s own programme, reflecting the ministry’s priorities as set out in the Education Sector Strategic Plan (2012-2016). Multi-year funding and a level of confidence in the management systems of the ministry means that the GPE Programme will be moving away from the fragmented project-based approach that has hampered sustainable development in the Education Sector in Somaliland.

Implementation of all activities in Components 1 and 2 will be conducted by the MoE using their own established systems. The MoE’s reformed financial systems will be used and further developed for the payment of teacher salaries during the programme period. This will include the 870 GPE funded teachers as well as the 60 female teachers who are either already working in remote pastoralist areas or are willing to be deployed.

The MoE does not have its own Teacher Training Institutes (TTIs) and therefore relies heavily on privately run TTIs such as Garowe Teacher Training College (GTC) in Garowe and the East African University in Bosasso. In-service training courses provided by both of these institutions will be utilised in the training component for the 60 female teachers in support of their deployment to pastoralist areas.

On the management side, UNICEF, as the ME, will use its own financial systems and management procedures to ensure full transparency of financial transactions. UNICEF will also be responsible for the establishment of effective monitoring and reporting systems. These will be aligned with the agreed output/outcome targets set out in the Results Framework (Annex 2).

Due to the inherent institutional weaknesses of the Education System in Puntland, UNICEF will also take on a capacity building role. This will entail the zonal level Education Officers working closely with the Ministry staff on a day-to-day basis to build technical skills in key areas of programme management as well as overseeing the monitoring of programme implementation. This aspect of UNICEF’s role will assist in increasing the sustainability of both the strategic and pragmatic gains made during the programme. This role justifies the need for highly skilled staff to be involved in the programme at a technical level even though the programme is led by the MoEHE using their own systems. UNICEF is well qualified to take on these roles as it has over 20 years of operational experience in Somalia at the sector level working with governments, local authorities and NGO partners to reach all areas in Somalia.

The GPE Programme in Puntland will be implemented through partnerships that bring together the MoE, UN agencies, INGOs, LNGOS and other non-state actors. The programme will draw on national and international expertise through the engagement of individual consultants and relevant academic and research institutions. It is expected that the MoE, regional/district-level administrations, as well as local organisations involved with the programme will enhance their technical and their operational capacities during the programme period and this will contribute to the sustainability of the programme outcomes.

A detailed 3-year Implementation Plan for the Puntland GPE Programme provides details of the timeframe for implementing these activities and identifies the responsible parties (Annex 1).
### 6 RISKS AND MITIGATION STRATEGIES

During the development of the Education Sector Strategic Plan 2012-2016 in Puntland an outcomes-based approach was adopted. The process involved a risk assessment emanating from a set of real time assumptions. The risks that are relevant to the successful implementation of GPE Programme have been set out in the table below together with the requisite mitigation strategies.

<table>
<thead>
<tr>
<th>Risk Description</th>
<th>Mitigation Strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>A Broader Risks</strong></td>
<td></td>
</tr>
<tr>
<td>1 Major disasters (natural and man-made) of sudden onset disrupt programme implementation.</td>
<td>Disaster Management and Preparedness Planning continue to be a priority area for Educational Planning Department. Contingency plans are regularly revised and updated.</td>
</tr>
<tr>
<td>2 Outbreak of conflict or political unrest results in limited access and imposed restrictions on programme management and monitoring.</td>
<td>Commitments to the peace-building process continue to be taken seriously by all parties. Contingency plans for effective monitoring through trusted partners and/or third party monitoring organisations are developed.</td>
</tr>
<tr>
<td>3 Parents and communities lose confidence in the government’s commitment to provide equitable quality education</td>
<td>The supply of equitable quality education (including deployment of qualified and motivated teachers) keeps pace with the demand.</td>
</tr>
<tr>
<td>4 Development Partners fail to support a harmonised and co-ordinated education sector led by the MoE; resorting instead to a fragmented donor-led project approach.</td>
<td>The Education Sector Committee leadership re-commits to the principles of aid effectiveness as set out in its terms of reference and remain aligned with the ESSP 2012-2016.</td>
</tr>
<tr>
<td>5 The Somali Diaspora become disillusioned with the lack of progress in the education sector withdrawing their assistance to the MoE.</td>
<td>The MoE maintains a strong partnership with the Somali Diaspora; calling on them for both technical expertise and financial support.</td>
</tr>
<tr>
<td>B</td>
<td>Programme Specific Risks</td>
</tr>
<tr>
<td>---</td>
<td>----------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>1</td>
<td>The MoE may not be able to sustain payment of the 870 teacher salaries funded through GPE Programme after 2015 due to lack of budgetary support.</td>
</tr>
<tr>
<td>2</td>
<td>Double counting of teachers in urban schools (evidence of this during the 2011 Primary School Census) may continue to cast doubt on the accuracy of EMIS data – particularly the Pupil Teacher Ratio. This could impact the efficacy of monitoring and evaluation within the GPE Programme.</td>
</tr>
<tr>
<td>3</td>
<td>The MoE fails to retain the additional female teachers once deployed to pastoralist areas.</td>
</tr>
<tr>
<td>4</td>
<td>The government of Puntland is unable to honour its pledge of allocating 8 percent of the National Budget to the Education Sector.</td>
</tr>
</tbody>
</table>
7 MANAGEMENT

The GPE Programme in Puntland will be managed through the following structures:

Ministerial Management

In an effort to further promote sector coordination and harmonisation, the GPE Programme will be managed through a Steering Committee (SC) that oversees several education programmes, including the new EU programme EDSP II. It will comprise of:

Chair: Director General of Education, MoE

Members:

1. Director of Teacher Training, MoE
2. EU, Coordinating Agency
3. Donor Representative(s)
4. ESC Coordinator
5. ESC Representatives - INGO and LNGO/CBO
6. Teacher Training Institution/University Representatives
7. Executive Secretary: UNICEF (ME)

Terms of reference will be adapted to integrate the GPE Programme. The Steering Committee will meet monthly for the first six months of the programme and quarterly thereafter.

The Steering Committee will provide progress updates to the local Education Sector Committee (ESC) initially on a monthly and then on a quarterly basis.

For the interim, while key Education Sector donors remain Nairobi-based, the ESC meetings will be the primary platform for coordination among donors in Nairobi. The ESCs will not only aim to harmonize efforts overall, but to also monitor the progress and milestones of the GPE Programme.

Technical Working Groups

Technical Working Groups (TWGs) in Puntland for each programme component will be strengthened or established if necessary: Teacher Salary Payments; Teacher Training. Membership will comprise of: MoE appointed officials from central and regional levels; GPE Programme Coordinator and relevant INGO/LNGO representatives. The TWGs will be chaired by an appointed MoE official with support from an elected co-chair.

The purpose of the TWGs will be to ensure ownership of activities on the ground as well as to cater for the regional needs of the Programme. Terms of reference will be developed. The meetings will take place monthly.
Managing Entity
UNICEF will act as the Managing Entity (ME) for the GPE Programme, as endorsed by the ESC in Puntland. In this role UNICEF will be responsible for grant application preparation, negotiating fund transfer arrangements, fiduciary management, programme implementation and monitoring, and reporting to the GPE Board.

Coordinating Agency
The EU has been appointed as the Coordinating Agency (CA) for the GPE Programme in Somalia. While the CA roles and responsibilities are very different from those of the ME, a high level of cooperation and collaboration between the two agencies will be required due to the complexity of the working environment in Somalia.

The CA will serve as a communications link between the MoE, the ESC, the ME (UNICEF) and the GPE Secretariat. While UNICEF will work the MOE to develop progress reports, the EU as the CA will receive and monitor the reports before sending them on to GPE. The CA will also be member of the Steering Committee. Having a donor such as the EU, who is actively engaged in the implementation of on-going programmes in Somaliland, is perceived as being a major advantage for the GPE Programme.

Human Resources
UNICEF will appoint a Senior Programme Manager to manage the GPE Programme. The Programme Manager will fall under the supervision of the UNICEF Chief of Education, in line with UNICEF management practices. Administrative support will be provided by a Programme Assistant.

At the regional level, the UNICEF zonal section Chief of Education will manage the programme and interact with the MoE and ESC at a strategic level, while the day to day implementation will be coordinated by a national Education Officer responsible for working closely with the relevant technical staff at the MoE to build local capacity as well as supporting implementation and conduct routine monitoring.

The Programme Manager will work closely with the UNICEF Communication Section for all matters related to project visibility, with the UNICEF Operations and Supply and Logistics Sections on all matters related to procurement and risk management, and with the Programme Coordination Unit to ensure appropriate use of funds and accurate reporting.

The UNICEF Planning, Monitoring and Evaluation Section (PM&E) will provide technical support for the monitoring of progress against the established targets as well as the various knowledge management initiatives and the final evaluation of the project. A specialist M&E Officer with expertise in Results-Based Management and Knowledge Management will work closely with the Programme Manager.

Performance Management Framework
UNICEF has recently put in place an extended monitoring and reporting platform VISION (Virtual Integrated System of Information). VISION provides an integrated performance management system (Programme Planning, Contributions, Finance and Administration, Human Resources and Supply Chain) and has the potential to improve reporting at the country level as well as the
global programme level. The GPE Programme will make full use of its applications to enhance the management and monitoring of the project.

**Financial Management**

UNICEF will utilize its well-established Enterprise Resource Planning (ERP) which supports all financial transactions. This system enables UNICEF to track the grants, commitments made against them as well as payments issued against these grants. Reports on financial utilization are also generated from the ERP. The ERP prevents disbursements if a partner has not provided accounting reports as scheduled; alerting programme staff who would then take remedial action.

UNICEF has an office of Internal Audit which conducts audits on a regular basis. UNICEF Somalia has been internally audited in 2008, 2009, 2012 and expect another audit in 2013. Recommendations are followed up on and usually closed within agreed time lines.
8 MONITORING AND EVALUATION STRATEGY

A Monitoring and Evaluation (M&E) Strategy is key to ensuring that the GPE Programme is on track to achieving its targets. This section of the Programme Document provides an overview of the key elements of the M&E Strategy.

Results Framework

The Results Framework (RF) is a critical element of the M&E Strategy. An outline of the RF is presented in Section 3: Programme Rationale and Critical Success Factors, while the RF itself is to be found in Annex 2.

The RF has been built around the two programme components and their objective which are classified as Outcomes (and Sub-Outcomes where appropriate) and Outputs. Each of these is logically linked to specific measurable indicators and appropriate data sources. A description of the data sources, and the challenges associated with them are provided below.

Data Sources

A variety of data sources will be used to track and verify progress. Although a paucity of reliable data systems – including collection and analysis against pre-determined targets - has been one of the key weaknesses of the Education Sector in Somalia as a whole, major progress has been made in Puntland over the last 3 years in establishing a stable and credibly EMIS. Data from the School Census has been used to populate the EMIS in order to support education management functions such as planning and the on-going development of evidenced-based policies. Routine data collection will also be a feature of the EMIS and will serve to provide the GPE Programme with a reliable source of national, regional and school level data.

The Ministry-led Primary School Census, conducted for the first time in 2011, has been instituted as an annual exercise; providing reliable updates for many of the indicators set out in the Results Framework for the GPE Programme. Regular implementation of the Primary School Census is expected to strengthen the capacity of the relevant Ministry departments in data collection and analysis, including a useful trend analysis, over the GPE Programme period.

UNICEF has secured funding to support a MoE-led Annual Primary School Census for the next three years.

Establishing any causal relationship between education reforms in the area of Teacher Management Systems and the delivery of quality education is very challenging in Puntland. Along with the annual Grade Examination Results, the Monitoring Learning Achievement (MLA) assessment (Grade 4) is one of the few ways available for measuring learning outcomes. The MLA was first conducted in 2011 focusing on the acquisition of key competencies in basic literacy and numeracy in selected districts. The 2011 MLA results, particularly the numeracy ones, were very poor; revealing that half of the children in Grade 4 were innumerate. Without any remedial action these children are at high risk of dropping out of a system. During the GPE Programme period, it is expected that the MLA will be conducted annually and will expand its coverage.

In addition, the GPE Programme will be able to utilise the Teacher Profile Database, developed under an earlier GPE grant, which will provide more accurate baseline data for measuring progress and impact of interventions in the area of Teacher Management.

Other data sources that will provide credible means of verifying progress include Ministry Reports; Minutes of Departmental Meetings; Letters of Appointment; Workshop Evaluation Reports; school site visits; and interviews with programme beneficiaries including teachers, Education Officials; learners and CEC members.

**Routine Monitoring and Reporting**

UNICEF, as ME, will take overall responsibility for the routine monitoring of the implementation of the GPE grant as well as scheduled reporting on progress in collaboration with the Ministry, to the Education Sector Committee and GPE Secretariat, via the EU as the CA. UNICEF will use its own monitoring systems. Technical support will be provided by the Planning, Monitoring and Evaluation Section (PM&E) at the national and Nairobi level to ensure that high quality reporting is provided in a timely fashion.

In-line with the standard GPE reporting processes, the ME will submit the following reports to the GPE Secretariat via the CA:

- Implementation Progress Reports: half-yearly and annually
- Financial Progress Reports: annually
- Programme Completion Report: end of programme (2016)

UNICEF and the EU will also meet with the GPE representative every six months to review overall progress. The ME is responsible for informing the GP Secretariat about any major delays or issues that might adversely affect the quality and timing of programme implementation.

**Programme Reviews**

The GPE Programme Steer Committee (see Programme Management) will meet monthly initially and thereafter on a quarterly basis to review progress reports (narrative and financial) and ensure alignment with the original purpose and objectives.

In collaboration with the MoEHE and ESC, UNICEF will support annual Joint Sector Reviews of the Education Sector which will include the GPE Programme.

**Evaluation**

The final Evaluation of the GPE Programme will lead to the development of Programme Completion Report which will be submitted on completion of the implementation of the programme. It will include a description of all deliverables related to the financial and technical execution of the grant and, if necessary, will include an explanation about any deviation from the original programme and/or incomplete deliverables.

**Knowledge Management**

An effective Knowledge Management system will enable all GPE Programme stakeholders to benefit from innovations, lessons learned and best practice as well as to help create valid institutional memory for the programme. UNICEF already has a Knowledge Management
system in place which will be utilized to generate and disseminate relevant information, on the intended and unintended changes among the direct and indirect beneficiaries as a result of inputs from the programme.
References


# Annex 1: Implementation Plan

## COMPONENT 1: PAYMENT OF TEACHER SALARIES

### 1.1 Payment of Teacher Salaries

<table>
<thead>
<tr>
<th>Year</th>
<th>Task Lead</th>
<th>Unit</th>
<th>Quantity</th>
<th>Unit Cost</th>
<th>Total Cost</th>
<th>Start</th>
<th>End</th>
<th>Duration (Days)</th>
<th>% Complete</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year 1</td>
<td>Ast. UNICEF</td>
<td>MoE</td>
<td>330</td>
<td>720.00</td>
<td>237,600.00</td>
<td>01/06/13</td>
<td>31/05/14</td>
<td>365</td>
<td>0%</td>
</tr>
<tr>
<td>Year 2</td>
<td>Ast. UNICEF</td>
<td>MoE</td>
<td>600</td>
<td>720.00</td>
<td>432,000.00</td>
<td>01/06/14</td>
<td>31/05/15</td>
<td>365</td>
<td>0%</td>
</tr>
<tr>
<td>Year 3</td>
<td>Ast. UNICEF</td>
<td>MoE</td>
<td>870</td>
<td>720.00</td>
<td>626,400.00</td>
<td>01/06/15</td>
<td>31/05/16</td>
<td>365</td>
<td>0%</td>
</tr>
</tbody>
</table>

## COMPONENT 2: FEMALE TEACHER TRAINING FOR DEPLOYMENT TO PASTORALIST AREAS

### 3.1 Payment of Female Teacher Salaries

<table>
<thead>
<tr>
<th>Year</th>
<th>Task Lead</th>
<th>Unit</th>
<th>Quantity</th>
<th>Unit Cost</th>
<th>Total Cost</th>
<th>Start</th>
<th>End</th>
<th>Duration (Days)</th>
<th>% Complete</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year 1</td>
<td>Ast. UNICEF</td>
<td>MoE</td>
<td>80</td>
<td>720.00</td>
<td>43,200.00</td>
<td>01/06/13</td>
<td>31/05/14</td>
<td>365</td>
<td>0%</td>
</tr>
<tr>
<td>Year 2</td>
<td>Ast. UNICEF</td>
<td>MoE</td>
<td>80</td>
<td>720.00</td>
<td>43,200.00</td>
<td>01/06/14</td>
<td>31/05/15</td>
<td>365</td>
<td>0%</td>
</tr>
<tr>
<td>Year 3</td>
<td>Ast. UNICEF</td>
<td>MoE</td>
<td>80</td>
<td>720.00</td>
<td>43,200.00</td>
<td>01/06/15</td>
<td>31/05/16</td>
<td>365</td>
<td>0%</td>
</tr>
</tbody>
</table>

### 3.2 Provide In-Service Teacher Training for 60 Female Teachers

<table>
<thead>
<tr>
<th>Year</th>
<th>Task Lead</th>
<th>Unit</th>
<th>Quantity</th>
<th>Unit Cost</th>
<th>Total Cost</th>
<th>Start</th>
<th>End</th>
<th>Duration (Days)</th>
<th>% Complete</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year 1</td>
<td>Ast. UNICEF</td>
<td>MoE</td>
<td>80</td>
<td>550.00</td>
<td>44,000.00</td>
<td>01/06/13</td>
<td>31/05/14</td>
<td>365</td>
<td>0%</td>
</tr>
<tr>
<td>Year 2</td>
<td>Ast. UNICEF</td>
<td>MoE</td>
<td>80</td>
<td>550.00</td>
<td>44,000.00</td>
<td>01/06/14</td>
<td>31/05/15</td>
<td>365</td>
<td>0%</td>
</tr>
<tr>
<td>Year 3</td>
<td>Ast. UNICEF</td>
<td>MoE</td>
<td>80</td>
<td>550.00</td>
<td>44,000.00</td>
<td>01/06/15</td>
<td>31/05/16</td>
<td>365</td>
<td>0%</td>
</tr>
</tbody>
</table>

## MONITORING AND EVALUATION

### 4.1 Conduct Annual Reviews and Reporting

<table>
<thead>
<tr>
<th>Task Lead</th>
<th>Unit</th>
<th>Start</th>
<th>End</th>
<th>% Complete</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNICEF</td>
<td>MoE</td>
<td>ESC</td>
<td>01/06/14</td>
<td>03/06/14</td>
</tr>
</tbody>
</table>

**Note:** The table above provides a detailed breakdown of the implementation plan, including activities, task leads, units, quantities, unit costs, total costs, dates, and % complete for each task. The duration of each task is also indicated. The project is planned to run from January 2013 to June 2016.
## Annex 2: Results Framework

### RESULTS FRAMEWORK: GPE PROGRAMME (2013-2016) PUNTLAND

<table>
<thead>
<tr>
<th>GOAL</th>
<th>INDICATORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improve the MoEs delivery of quality education for all in Puntland</td>
<td>GER; PTR; MLA (Grade 4) &amp; Grade 8 Exam Results; Completion/Survival Rates; Transition Rates; Teacher Attrition/Absenteeism Rates</td>
</tr>
</tbody>
</table>

### Component 1: MoE Teacher Salary Payments

#### OUTCOME 1: Teacher Management Systems Strengthened

**Sub-Outcome 1.1: Improved predictability of MoE Teacher Salary Payments with sustainable outcomes**

<table>
<thead>
<tr>
<th>Outcome Indicators</th>
<th>Baseline</th>
<th>Target</th>
<th>MOV</th>
<th>Geographical Focus</th>
<th>Implementing Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1.1 Teacher Attrition Rates</td>
<td>Baseline to be established in 2013 (T) (M) (F)</td>
<td>2015/16 (T) (M) (F)</td>
<td>MoE Teacher Registers; Annual Primary School Census; EMIS</td>
<td>National</td>
<td>MoE; MoF</td>
</tr>
<tr>
<td>1.1.2 Pupil Teacher Ratios</td>
<td>Primary School Census 2011 25:1</td>
<td>2015/16</td>
<td>Primary School Census 2015/16</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1.3 Percentage of National Budget allocated to Education (including teacher salaries)</td>
<td>2012: 3.5%</td>
<td>2016:</td>
<td>MoE Financial Reports</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Output 1.1: 870 (50% females) teachers receive salary payments of USD60 per month

<table>
<thead>
<tr>
<th>Output Indicators</th>
<th>Baseline</th>
<th>Target</th>
<th>MOV</th>
<th>Geographical Focus</th>
<th>Implementing Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1.1 Number of total and new teachers on MoE payroll</td>
<td>MoE Financial Reports 2013 (T) 754</td>
<td>2015/16 Additional 870 (+ 60 female teachers in pastoralist areas)</td>
<td>MoE Financial Reports 2015/16; Annual Primary School Census; EMIS</td>
<td>National</td>
<td>MoE; MoF</td>
</tr>
<tr>
<td>1.1.2 Average number of days teachers in cohort are present in school</td>
<td>Baseline to be established in 2013 (T)</td>
<td>2015/16 (T) 50% increase in number of days present</td>
<td>MoE Teacher Registers; CEC Reports; EMIS</td>
<td>School/Community</td>
<td>CECs; DEOs; REOs</td>
</tr>
<tr>
<td>1.1.3 Percentage of teachers in cohort paid on time, as monitored by CECs</td>
<td>Baseline to be established for 2013</td>
<td>2015/16 50% increase</td>
<td>CEC Reports: EMIS</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Component 2: Female Teachers Trained and Deployed to Pastoralist Areas

#### Outcome 1: Improved equitable outcomes for girls’ education in pastoralist areas

<table>
<thead>
<tr>
<th>Outcome Indicators</th>
<th>Baseline</th>
<th>Target</th>
<th>MOV</th>
<th>Geographical Focus</th>
<th>Implementing Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 Number of female teachers in remote pastoralist areas by region</td>
<td>Baseline to be established in 2013</td>
<td>2015/16 (F) Additional 60 females</td>
<td>Primary School Census 2015/16; EMIS</td>
<td>Selected Regions</td>
<td>MoE; Directorates of Teacher Training and Planning</td>
</tr>
<tr>
<td>1.2 Primary School Survival Rates, disaggregated by sex and location (pastoralist areas)</td>
<td>Baseline to be established in 2013 (T) (M) (F)</td>
<td>2015/16 (T) (M) (F)</td>
<td>Primary School Census 2015/16; EMIS</td>
<td>MoE; Directorate of Planning</td>
<td></td>
</tr>
<tr>
<td>1.3 Measuring Learning Achievements Results (Grade 4 Literacy and Numeracy) disaggregated by sex and location</td>
<td>MLA Results 2013 – to be released</td>
<td>MLA Results 2015/16 50% improvement in selected schools</td>
<td>MoE Assessment Reports</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### Output 1. 60 additional female teachers in pastoral areas receive in-service training and salary payments of USD 60 per month

<table>
<thead>
<tr>
<th>Output Indicators</th>
<th>Baseline</th>
<th>Target</th>
<th>MOV</th>
<th>Geographical Focus</th>
<th>Implementing Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1.1 Number of additional female teachers registered on the government payroll</td>
<td>Baseline to be established in 2013 (T) additional 60</td>
<td>2015/16 (T) additional 60</td>
<td>MoE Financial Reports; EMIS</td>
<td>Selected Regions</td>
<td>MoE; MoF</td>
</tr>
<tr>
<td>1.1.2 Number of additional female teachers graduating from in-service Teacher Training</td>
<td>Baseline to be established in 2013 (T) additional 60</td>
<td>2014/16 (T) additional 60</td>
<td>MoE Reports; EMIS</td>
<td>MoE; Directorate of Teacher Training;TTIs</td>
<td></td>
</tr>
<tr>
<td>1.1.3 Number of additional female teachers retained after deployment to pastoralist areas</td>
<td>Baseline to be established in 2013 (T) additional 60</td>
<td>2015/16 (T) additional 60</td>
<td>MoE Reports; EMIS</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

---

**Notes:**
- MOV: Measurable Output Variables
- Geographical Focus: Selected Regions
- Implementing Partners: MoE; MoF; MoE; Directorate of Teacher Training; TTIs
### Annex 3: Budget (USD)

<table>
<thead>
<tr>
<th>COMPONENTS</th>
<th>Unit</th>
<th>Quantity</th>
<th>Unit Cost USD</th>
<th>Frequency</th>
<th>Total Cost USD</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1 COMPONENT 1: TEACHER SALARY PAYMENT SYSTEM</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1 Salary Payments for Teachers, Year 1 (330 @ USD60 x12 month)</td>
<td>Person</td>
<td>330</td>
<td>60.00</td>
<td>12</td>
<td>237,600.00</td>
<td>71.0%</td>
</tr>
<tr>
<td>1.2 Salary Payments for Teachers, Year 2 (600 @ USD60 x12 month)</td>
<td>Person</td>
<td>600</td>
<td>60.00</td>
<td>12</td>
<td>432,000.00</td>
<td>71.0%</td>
</tr>
<tr>
<td>1.3 Salary Payments for Teachers, Year 3 (870 @ USD60 x12 month)</td>
<td>Person</td>
<td>870</td>
<td>60.00</td>
<td>12</td>
<td>626,400.00</td>
<td>71.0%</td>
</tr>
<tr>
<td><strong>Sub-Total: Component 1</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1,296,000.00</td>
<td></td>
</tr>
<tr>
<td><strong>2 COMPONENT 2: FEMALE TEACHERS SALARY PAYMENTS AND IN-SERVICE TRAINING</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1 Salaries</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1.1 Salary Payments for Female Teachers, Year 1 (60 @ USD60 x12 month)</td>
<td>Person</td>
<td>60</td>
<td>60.00</td>
<td>12</td>
<td>43,200.00</td>
<td>7.1%</td>
</tr>
<tr>
<td>2.1.2 Salary Payments for Female Teachers, Year 2 (60 @ USD60 x12 month)</td>
<td>Person</td>
<td>60</td>
<td>60.00</td>
<td>12</td>
<td>43,200.00</td>
<td>7.1%</td>
</tr>
<tr>
<td>2.1.3 Salary Payments for Female Teachers, Year 3 (60 @ USD60 x12 month)</td>
<td>Person</td>
<td>60</td>
<td>60.00</td>
<td>12</td>
<td>43,200.00</td>
<td>7.1%</td>
</tr>
<tr>
<td><strong>Sub-Total: 2.1</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>129,600.00</td>
<td></td>
</tr>
<tr>
<td>2.2 In-Service Teacher Training</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.2.1 Teacher Training for Female Teachers, Year 1</td>
<td>Person</td>
<td>60</td>
<td>550.00</td>
<td>1</td>
<td>33,000.00</td>
<td>5.4%</td>
</tr>
<tr>
<td>2.2.2 Teacher Training for Female Teachers, Year 2</td>
<td>Person</td>
<td>60</td>
<td>550.00</td>
<td>1</td>
<td>33,000.00</td>
<td>5.4%</td>
</tr>
<tr>
<td>2.2.3 Teacher Training for Female Teachers, Year 3</td>
<td>Person</td>
<td>60</td>
<td>550.00</td>
<td>1</td>
<td>33,000.00</td>
<td>5.4%</td>
</tr>
<tr>
<td><strong>Sub-Total: 2.2</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>99,000.00</td>
<td></td>
</tr>
<tr>
<td><strong>Sub-Total: Component 2</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>228,600.00</td>
<td></td>
</tr>
<tr>
<td><strong>3 PROGRAMME MANAGEMENT</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.1 HUMAN RESOURCES</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.1.1 Senior Programme Manager (P4) - (Regional Cost: 25% of USD196,323 x 3 years)</td>
<td>Person</td>
<td>1</td>
<td>49,080.75</td>
<td>3</td>
<td>147,242.25</td>
<td>14.5%</td>
</tr>
<tr>
<td>3.1.2 Education Officer (1 National Officer (NOC) per Region USD33,343.00 x 3 years)</td>
<td>Person</td>
<td>1</td>
<td>33,343.00</td>
<td>3</td>
<td>100,029.00</td>
<td>14.5%</td>
</tr>
<tr>
<td>3.1.3 Programme Assistant (Regional Cost: 25% of USD 23,895 x 3 years)</td>
<td>Person</td>
<td>1</td>
<td>5,973.75</td>
<td>3</td>
<td>17,921.25</td>
<td>14.5%</td>
</tr>
<tr>
<td><strong>Sub-Total: HR</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>265,192.50</td>
<td></td>
</tr>
<tr>
<td><strong>Programme Cost (Excl. M&amp;E)</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1,789,792.50</td>
<td></td>
</tr>
<tr>
<td><strong>3.2 MONITORING &amp; EVALUATION (2% of Regional Programme Cost, excl. M&amp;E)</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>35,795.85</td>
<td></td>
</tr>
<tr>
<td>3.2.1 Routine Programme Monitoring and Reporting</td>
<td>Lumpsum</td>
<td>1</td>
<td></td>
<td></td>
<td>21,477.51</td>
<td>2.0%</td>
</tr>
<tr>
<td>3.2.2 Evaluations</td>
<td>Lumpsum</td>
<td>1</td>
<td></td>
<td></td>
<td>7,159.17</td>
<td>2.0%</td>
</tr>
<tr>
<td>3.2.3 Knowledge Management</td>
<td>Lumpsum</td>
<td>1</td>
<td></td>
<td></td>
<td>7,159.17</td>
<td>2.0%</td>
</tr>
<tr>
<td><strong>Sub-Total: M&amp;E</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>35,795.85</td>
<td></td>
</tr>
<tr>
<td><strong>Sub-Total 3: Programme Management</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>300,988.35</td>
<td></td>
</tr>
<tr>
<td><strong>Total Programme Costs: 1-3</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1,825,588.35</td>
<td>100.0%</td>
</tr>
<tr>
<td><strong>4 UNICEF PROGRAMME SUPPORT COSTS (15%)</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>273,838.23</td>
<td></td>
</tr>
<tr>
<td>(Support costs include 4% for Capacity Building)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL GPE PROGRAMME</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2,099,426.60</td>
<td></td>
</tr>
</tbody>
</table>

**PUNTLAND GPE ALLOCATION**

2,100,000.00
Annex 4: MoE Letter of Commitment

Ref: W/W/W/B/239/2013

The Managing Entity
Global Partnership for Education
UNICEF Somalia Office
Nairobi

Date: 12/02/2013

RE: LETTER OF COMMITMENT

Our national Constitution stipulates that Puntland government shall endeavour to make education available to all, adopt policies aimed at ensuring that; Primary education is compulsory and available to all and it is the responsibility of the government to enforce participation. It is the government paramount priority that in accordance with EFA and the MDGs, all our children receives a high-quality education across all eight primary grades. As its paramount aspiration, the government is committed to providing free and compulsory primary education for all our children. As with all of the intended developments, this will occur on a planned basis as soon as circumstances allow.

To achieve the quality of and access to education at the primary levels and beyond, the government is committed to ensuring that teachers at all levels are competent, well-motivated, qualified and certified. It is believed that the MOE will, from its own budget, cover salaries and other recurrent costs – including the retention of all teachers including top up incentives and deployment to the position of responsibilities for female teachers who currently form 13% of the teaching cohort.

The government is further committed to revolutionise the capacities of the Puntland workforce to promote economic growth and alleviate poverty and this is can only be realised through government’s commitment to adequately train and properly remunerate their teaching force. In ensuring this the government has been employing 200 teachers annually and placing them on their payroll since 2009. A Salary increase has been witnessed twice at 85% and 49% respectively. The increase is therefore an indicator that the government shall sustain and continue with its obligation to provide quality education to the people of Puntland and further translates to the commitment that salary and other recurrent costs is catered for after the expiry of the GPE funding.