

# Global Partnership for Education



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

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## 1. ACRONYMS

<b>BoQ</b>	Bill of Quantities
<b>CfBT</b>	Centre for British Teachers
<b>DANIDA</b>	Danish International Development Agency
<b>DEO</b>	District Education Officer
<b>EAC</b>	Educate a Child
<b>EMIS</b>	Education Management Information System
<b>ESA</b>	Education Sector Analysis
<b>ESC</b>	Education Sector Committee
<b>ELENA</b>	Elmidoon Enhanc Action
<b>ESPIG</b>	Education Sector Programme Implementation Grant
<b>ESSP</b>	Education Sector Strategic Plan
<b>EU</b>	European Union
<b>FGS</b>	Federal Government of Somalia
<b>GER</b>	Gross Enrolment Rate
<b>GPE</b>	Global Partnership for Education
<b>IDPs</b>	Internally Displaced Persons
<b>IOM</b>	International Office of Migration
<b>JRES</b>	Joint Review of the Education Sector
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MOECHE</b>	Ministry of Education, Culture and Higher Education
<b>MoHDPS</b>	Ministry of Human Development and Public Services
<b>NGOs</b>	Non-Governmental Organization
<b>PFM</b>	Public Financial Management
<b>REO</b>	Regional Education Officer
<b>SCOTT</b>	Strengthening Capacity of Teacher Training
<b>SCOTTPS</b>	Strengthened Capacity of Teacher Training in Primary and Secondary Education
<b>TA</b>	Technical Advisor
<b>TIMS</b>	Teacher Information Management System
<b>UNICEF</b>	United Nations Children's Fund
<b>USAID</b>	U.S. Agency for International Development
<b>WB</b>	World Bank

## 2. PROGRAMME SUMMARY

<b>Donor name:</b>	<b>Global Partnership for Education</b>
<b>Assisted country:</b>	<b>Somalia (Central South Regions)</b>
<b>PBA reference:</b>	<b>SC/14/0001</b>
Total contribution:	US\$ \$7,365,600 (including 8% Agency Fee)
Programmable amount:	US\$ 6,819,920.99
Funds utilised*:	US\$ 6,819,925.08
Balance of funds	US\$ -4.09
<b>Period covered by report:</b>	<b>1 January 2014 - 31 December 2017</b>
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\* This figure is provisional. Official expenditure figures will be provided by the UNICEF Comptroller after closure of accounts

## 3. EXECUTIVE SUMMARY

The Global Partnership for Education (GPE) programme was implemented between September 2013 – December 2017<sup>1</sup> in South Central Somalia, with activities starting in January 2014. The overall objective of the programme was to strengthen the capacity of the Ministry of Education, Culture and Higher Education (MOECHE)<sup>2</sup> to increase access and improve the delivery of quality education in South Central Somalia. In 2016, a no-cost extension was approved to reprogramme a number of activities, with completion of the grant in December 2017.

The GPE programme began with the approval for Accelerated Funding. The focus of these funds included two components: (1) Accelerated teacher training for newly recruited teachers; and (2) Incentive payments for newly recruited teachers. Under the Accelerated Funding Grant, a total of 1,169 teachers benefitted from teacher trainings. In 2013, the first teacher training was conducted, which supported 906 teachers over a 15-day accelerated pre-service training. The second training took place in 2017 and benefitted 263 teachers. The drafting of the Teacher Policy was finalized in consultation with education stakeholders.

Teacher incentives comprised of over 60% of the total allocation and through this grant, 1,285 teachers, six deputy head teachers and 53 head teachers received incentives. In addition, around 150 schools benefitted from school monitoring and supervision after the reprogramming in 2016.

<sup>1</sup> Original end date for the grant was December 2016 and was extended to December 2017 upon approval of a 12 month no-cost extension.

<sup>2</sup> Called the Ministry of Human Development and Public Services (MoHDPS) at the time of the proposal

The MoE, with the World Bank, planned on developing a biometric teacher profile database to link to the Public Financial Management system (PFM). In order to build synergies among partners, the allocated funds for this activity were transferred to the Federal Ministry of Education, Culture and Higher Education (MoECHE) as teacher incentives, to avoid duplication of efforts as the World Bank, in collaboration with the Government, had undertaken a similar initiative to establish a Civil Servant Database covering all sectors.

The other key component of the programme was institutional strengthening and support to the Regional Education Officers (REOs). To support decentralization, four REO offices benefitted from rehabilitation and an REO Technical Advisor (TA) was hired to support the MOECHE and all the REOs. The REO TA supported REOs and District Education Officers (DEO) in their role to support schools, and REO training materials were revised to better align with the policies and procedures of the MOECHE. Following the revision of materials, 24 participants including REOs, supervisors and key personnel from MOE are attended a 5-day training, and these materials will be available for use by the Ministry and the partners for training purposes in the future. The topics chosen to support the REO’s training include Leadership, Administration and Management in school; School Development Plan; Conflict Management and Resolution; School Resource Mobilization and Management; Management of the School Curriculum; Gender Equality in Education and Mainstreaming; Monitoring and Evaluation of School Programmes; and Team building and Group Dynamics.

#### 4. RESULTS and ACHIEVEMENTS

##### Overall Objective

The overall programme objective was to strengthen the capacity of the Ministry of Education, Culture and Higher Education (MoECHE) to increase access and improve the delivery of quality education for all in South Central Somalia. To achieve this objective, the GPE-funded programme was divided into five key Components. Each Component contributed to the overall goal of the programme.

##### Overall status of implementation at the end of the grant

Overall status of Programme implementation	
Rating from Previous Reporting Period <sup>3</sup>	Rating for Current Reporting Period/ Final Report
<input type="checkbox"/> Highly Satisfactory (HS) <input type="checkbox"/> Satisfactory (S) <input checked="" type="checkbox"/> Moderately Satisfactory (MS) <input type="checkbox"/> Moderately Unsatisfactory (MU) <input type="checkbox"/> Unsatisfactory (U) <input type="checkbox"/> Highly Unsatisfactory (HU)	<input type="checkbox"/> Highly Satisfactory (HS) <input checked="" type="checkbox"/> Satisfactory (S) <input type="checkbox"/> Moderately Satisfactory (MS) <input type="checkbox"/> Moderately Unsatisfactory (MU) <input type="checkbox"/> Unsatisfactory (U) <input type="checkbox"/> Highly Unsatisfactory (HU)

Across Somalia, access to education is the lowest in the Federal Government of Somalia (FGS). The current data indicate that the national enrolment rate in primary education of the eligible official primary school-age population is about of 32% (GER). This is generally low, and is attributed to poor and/or inadequate access to educational facilities due to a lack of space, insufficient teachers, and prohibitive school fees. In 2015, the Gross Enrolment Rate (GER) was 21.8% (JRES 2015) and in 2016 it rose to 22.1% (19.7% female) (ESA 2016). In collaboration with the newly formed MOECHE, efforts were made to rebuild the education system in South Central Somalia to ensure the provision of public education services.

<sup>3</sup> This does not apply for a new Programme

Overall, UNICEF encountered several challenges in programme implementation. Payments for teacher incentives through local banks were delayed due to a lack of infrastructure to support payments. To mitigate this challenge, UNICEF worked with the MOECHE and partners to strengthen their systems so as to effectively take on the management of teacher incentives, which were transferred to the MOECHE. While the number of teachers receiving incentives steadily increased during the grant period, continuity of payments and the reduction of burden of paying teachers (so that costs would not be borne by families) was not fully resolved at the close of the grant. In addition, teacher incentive payments could not be made during the no-cost extension period, and thus, payments were made until August 2017 using surpluses from certain budget line items from the grant. Through reprogramming, an additional month's salary was paid to the teachers in December 2017.

In addition, the rehabilitation of REO offices was also delayed due to quality and reliability concerns of assessments conducted by the MOECHE. UNICEF contracted an external party to conduct a final technical assessment of the offices. Furthermore, the REO training for Officers was delayed due to inadequate content in the draft training manual developed by UNICEF's implementing partner. To address this issue, UNICEF hired a consultant to improve and revise the materials in order to successfully conduct the training.

During the implementation of the grant, there were shifts of some programmatic activities in line with priorities of the MOECHE. A no-cost extension was granted due to delays in implementation, so that unutilized funds could be reprogrammed for other activities. All the reprogrammed activities were completed during the implementation of the grants or were near completion. UNICEF worked closely with the MOECHE to address any issues, challenges, and opportunities that arose during implementation of the GPE programme.

Despite these challenges, UNICEF made significant gains in the quality and accessibility to education services in South Central Somalia. At the start of the grant period, there were no teachers on the Government payroll, however, through the grant, a total of 1,285 teachers, six deputy head teachers and 53 head teachers received incentives (1,135 male, 209 female) received payments. In addition, due diligence was carried out to ensure accountability.

Following a final technical assessment, the rehabilitation of four REO offices was undertaken, which is now almost completed, awaiting the defect liability period of the construction contracts. Further details are provided below per component.

The GPE grant similarly supported other recurring costs including REO officers and inspectors. It also supported the salary payments of a GPE Consultant and a REO Technical Advisor (TA). All personnel supported under this grant, were instrumental in providing critical support to the education system. Promoting gender balance among the REOs was challenging, as this role required staff to be based in remote locations. Currently, the project recruited one female REO while the remaining are male. The gender balance is expected to improve once the offices/accommodation in the field locations are made available.

There were two cycles of teacher trainings which were generously supported by GPE funding. A total of 1,169 teachers were trained on child centred methodologies and a new curriculum was put in place and implemented in in South Central Somalia. This standardization will significantly improve quality control as currently, schools are implementing different curricula (Kenyan, Somali, and Saudi etc.) across the regions.

#### 4.1. Progress per component/sub-component

Progress is reported below against the proposed targets. A detailed comparative analysis of planned versus achieved targets is outlined in the Results Framework.

It is important to note that at the start of the programme and during the first reporting period a considerable amount of time was dedicated to establishing a work plan for the Ministry and UNICEF in addition to creating requisite systems to implement various activities. These foundational steps were essential for successful implementation, yet this consumed valuable implementation time. It was important to ensure that sufficient controls and systems were in place, as the federal government, and the Ministry had not yet not established full control over the education system, which caused delays in implementation of activities and the need for reprogramming of funds. The reprogramming also allowed for significant improvements in program implementation.

##### 4.1.1 Component 1: Teacher Training Systems

**Outcome 1:** Increased number of teachers with access to quality assured, government-regulated teacher training.

**Output 1.2:** 1,000 (40 per cent females) new primary school teachers selected in a fair and equitable manner and trained in child-centred methodologies in a 15-day Accelerated Teaching Programme.

##### *Teacher Recruitment*

With contribution from the Accelerated Fund, recruitment of teachers was initiated to support activities under the Go-2-School Initiative<sup>4</sup> launched by the ministry in September 2013, which coincided with the start of the academic year. The objective of this programme was to enroll at least one million additional children and youth in schools (quarter of the total number of out-of-school children and youth in 2013) so they could stay in school until completion of age-appropriate and culturally-appropriate basic education This would be done through the requisite construction of learning spaces; provision of teaching learning materials; teacher recruitment, training and deployment. Therefore, to realize this target, the recruitment of teachers was the first step to enrolling students in schools and staying in school.

At the start of the initiative, 906 teachers were recruited from eight regions out of the eleven regions in Central South Somalia. Three regions, namely Galmudug, Bakool and Middle Juba were not included. However, Galmudug was included a year later, while the other two regions were not accessible due to security reasons. The initial recruitment target was 1,000 teachers, however there was an insufficient number of teachers who passed the assessment, which was part of the selection criteria. Therefore, only 90% of the planned target was reached. Teachers recruited under the GPE, benefited from an accelerated training and teacher incentives. The table below provides a summary of the teachers' recruitment.

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<sup>4</sup> The Go-2-School Initiative was a government initiative for the restoration of basic education in Somalia. The programme addressed the low enrolment rates and key sector policy objectives of the government.

## Summary of the Teacher Recruitment

Number of Examination Candidates					Successful Candidates			
Region	Male	Female	Total	% Female	Male	Female	Total	% Female
Mudug	130	29	159	18	84	16	100	16
Hiraan	234	11	245	5	54	11	65	17
Lower Shabelle	53	15	68	22	34	13	47	28
Middle Shabelle	74	37	111	33	64	23	87	26
Gedo	81	10	91	11	71	9	80	11
Benadir	323	72	395	18	264	49	313	16
Bay	100	43	143	30	61	23	84	27
Lower Juba	202	18	220	8	124	6	130	5
<b>Total</b>	<b>1,197</b>	<b>235</b>	<b>1,432</b>	<b>16</b>	<b>672</b>	<b>150</b>	<b>906</b>	<b>17</b>

### Teacher Training

In 2013, the successful 906 candidates underwent a 15-day accelerated pre-service teacher training and received certificates upon completion. Through this activity, the Ministry harmonized teacher trainings offered by other organizations/agencies to develop a complete training package, entitled “*Strengthened Capacity of Teacher Training in Primary and Secondary Education*” (SCOTTPS), which was funded by the European Union (EU). SCOTTPS includes ready-made intensive course modules. For the teachers recruited under the GPE programme, participants were trained in the pedagogy for active and inclusive learning; specific teaching, planning, and learning skills for large classes; multi-grade teaching and learning; effective use of teaching and learning materials; and assessment and evaluation methodologies. A second 15-day teacher training took place in 2017, led by the MOECHE for 263 teachers (34 female) from different regions.

### Total number of Teachers trained throughout the GPE programme

Total number of teachers trained				
Region	Male	Female	Total	% Female
Galgadud	112	8	120	10
Mudug	84	16	100	16
Hiraan	54	11	65	17
Lower Shabelle	34	13	47	28
Middle Shabelle	64	23	87	26
Gedo	71	9	80	11
Benadir	264	49	313	16
Bay	61	23	84	27
Lower Juba	124	6	130	5
NGO Teachers	112	31	143	44
<b>Total</b>	<b>980</b>	<b>187</b>	<b>1169</b>	<b>16</b>

### Teacher Training Policy

UNICEF faced several challenges and delays in developing the Teacher Training Policy, including the absence of a focal point in the ministry when work was set to begin. Through the grant period, there was continuous change in key ministry personnel, who were essential in driving this process. To address these challenges, a teacher training TA was brought to the ministry in 2015 to support this activity along with teacher training activities through the DANIDA programme. The policy has been drafted and the ministry finalized the Teacher education and training policy in 2017 through a consultative process, which included: (1) reviewing and

refining the policy outline; (2) conducting consultations with Regional Education Authorities; (3) organizing a technical stakeholders meetings; (4) reflecting the inputs, into the document and organizing a validation workshop.

#### 4.1.2 Component 2: Teacher Management Systems

**Outcome 1:** Increased number of teachers in government-supported schools benefit from predictable salary payments.

**Output 1.1:** Teacher Salary Payment System developed and operationalized for improved predictability of teacher salary payments.

**Output 1.2:** Teacher Profile Database developed and populated with the professional details of all government registered teachers.

**Output 1.3:** Selected primary school teachers receive incentive payments for 36 months: US\$ 100 for 1,301 (20 per cent females) primary school teachers; US\$ 130 for 101 Deputy Head teachers; and US\$ 150 for 133 Head Teachers.

In August 2017, funds allocated for Output 1.2 were reprogrammed to the teacher incentives activity to avoid duplication with an initiative by the World Bank and the Government to establish a Civil Servant Database, which would cover all sectors, not only education.

##### *Incentives for Teachers: classroom, deputy-head and head teachers*

In September 2013 until August 2017, teachers benefitted from incentives as part of the Accelerated Fund, with US\$100, US\$130, and US\$150 paid to formal primary teachers, deputy head teachers and head teachers respectively. The remaining funds from the GPE grant under teacher incentives (approximately US\$107,000) were shifted to the MoE to pay 1,051 teachers (including 59 Head and Deputy Head Teachers) for three months. UNICEF allocated funds to pay teachers until the end of the year in December. The MOECHE contributed to pay 33 teachers. This amount covered all regions except Banadir.

Teacher incentives represented over 60% of the total GPE budget. All efforts were made during the reprogramming exercise in 2016 to fund this activity until the end of the programme without compromising achievement of results in other components.

In addition to the 906 newly recruited teachers who were trained under the Accelerated Fund, 433 teachers formerly supported by NGOs also received incentives during the same time frame. Out of the 433 teachers previously supported by other sources, 300 regular teachers and 18 head teachers in Bay, Hiraan, Lower Shabelle and Middle Shabelle regions were funded through the DANIDA Programme, which helped to maintain continuity in incentive payments for these teachers.

##### **Number of teachers who received incentives supported by GPE:**

Year 1			Year 2			Year 3			Year 4		
Female	Male	TOTAL	Female	Male	TOTAL	Female	Male	TOTAL	Female	Male	TOTAL
226	1161	1387	206	1,101	1,307	216	1,001	1217	216	1069	1285

##### **Number of deputy head and head teachers who received incentives supported by GPE:**

Year 1			Year 2			Year 3			Year 4		
Female	Male	TOTAL									
7	40	47	7	48	55	8	47	55	8	51	59

Throughout the programme, efforts to improve on both the efficiency of payments and to further strengthen financial risk mitigation measures were a continuous feature of implementation. In late 2014, UNICEF updated the payment process, which was revised again in 2016. This revision included accountabilities for both the MOECHE and UNICEF. A workflow of the “Upgraded Payment Procedure” is attached. See Annex 1 with the - Teachers Payroll Process Chart Narrative Process.

One risk mitigation measure which was a constant feature of the risk mitigation procedures irrespective of the payment modality, were verification calls conducted by UNICEF staff on a sample of teachers (classroom, deputy head and head) present on the lists submitted by the MOECHE. Following submission of the full payment request by the ministry, UNICEF contacted teachers in the payroll to confirm identity, school in which they were teaching, and to confirm they received the previous incentive payments. While there were delays in payment of teachers, these initial steps in the reforms, ensured that by the end of the grant, teachers received their payments on a timely basis, owing to the streamlining of the process, of payment of teacher incentives. These systems changes are considered a vital measure to ensure greater financial oversight in management of teacher payments.

#### *School Monitoring*

With a small allocation from the reprogramming exercise in 2016, the Quality Assurance Department of the MOECHE provided much needed supervision and support to 150 schools.

### **4.1.3 Component 3: School Infrastructure**

**Outcome 1:** Increased access to quality education through improved teaching/learning environments.

**Output 1.1:** Additional classrooms and/or school facilities (including sanitation, recreation, sports, staff rooms).

As previously reported, this component was originally included in the programme in light of the high number of out-of-school children, especially in central and southern Somalia. The budget was relatively small given that it was planned to complement other donor programmes funding school/classroom construction (e.g. Danish International Development Agency (DANIDA), Educate a Child (EAC), Turkish funding, etc.).

However, since funding towards school infrastructure seemed sufficient, the MOECHE and the ESC agreed to prioritize the teacher component rather than the infrastructure. As a result, the budget originally allocated to this component was redistributed as part of the reprogramming in 2016.

### **4.1.4 Component 4: Institutional Strengthening at Regional Level**

**Outcome 1:** Improved delivery and support of basic education services for children and youth by Regional Education Officers.

**Output 1.1:** 11 Regional Education Offices established and fully functioning as regional hubs for improved education service delivery.

**Output 1.2:** 7 Regional Education Officers receive predictable salaries.

#### *Regional Education Officer (REO) recruitment*

At the onset of the grant, an additional seven Regional Education Officers (REOs) were recruited through a competitive process led by the ministry. The recruitment was competitive so as to identify the best talent. In total, 90 applications were received and 37 candidates were shortlisted and invited to write a test as part of the recruitment process. Following interviews, seven candidates were selected to be REOs in Banaadir, Middle Shabelle, Galgaduud, Bakool and Lower Jubba. These new recruits started in January 2014 and added to the five existing REOs, creating a workforce of 12 REOs in total.

The recruitment of the additional REOs supports decentralization of the roles and responsibilities of education administrators, which in turn supports the Ministry at the central level to improve and expand administration of education in FGS. The REOs are tasked with school supervision, teacher monitoring, student assessments and reporting, amongst other tasks.

#### *REO Salary Payments*

Appointments for the newly recruited REOs began in January 2014 in line with the Education Sector Program Implementation Grant (ESPIG). Throughout the programme, each of the seven REOs received US\$ 700 per month. The geographical locations as described above remained constant and the support the REOs provided was invaluable. The REO's supervised regions and reported on their visits to the REO TA. Reports on activities of both REOs and the supervisors were submitted through REO TA to MoE/UNICEF which provided valuable information to MoE and UNICEF on the state of education.

#### *Supervisor Incentive Payments*

As reported in the first progress report, cost savings related to the payment of teacher incentives was reprogrammed<sup>5</sup> to support enhanced supervision. Insufficient numbers of education administrators in FGS was, and continues to be, problematic. In efforts to address this need, five supervisors were hired from the pool of candidates who applied to be REOs. The Supervisors are assigned to work on the following five regions and districts: North of Mogadishu (Hodan, Hawlwadaag, Warta Nabadda and Deyniile Districts), West of Mogadishu (Hamarjajab, Waaberi, Wadajir, Dharkinley and Kahda Districts), Center of Mogadishu (Boondheere, Abdiiziiz, Shangaani, Hamarwayne Districts), East of Mogadishu (Yaqshid, Kaaraan, Shibis, Huriwaa Districts) and Middle Shabelle. Of the five, one is a female who covers East Banadir region. Nevertheless, the number of Supervisors is insufficient to cover all regions in Central South Somalia.

Appointment of the five supervisors began in January 2014 and continued until the end of the programme. The additional support at the school level of both the REOs and Supervisors was to ensure that both the REOs and Supervisors are more effective and knowledgeable in leading the delivery of holistic quality education service. As a result, the REOs and supervisors were responsible for enforcing MOECHE standards and policies; monitoring enrolment which improved the performance and attendance by pupils and teachers; and the implementation of the curriculum.

#### *REO Technical Advisor (TA)*

The recruitment of the REO TA was delayed as clarification on roles and responsibilities was needed before proceeding. Due to shifts in key ministry staff, additional time was needed to agree on the type of support the TA would provide to the ministry. When initial discussions began, the administration at that time envisaged the TA to play a coordination role rather than provide technical advice on regional/district level activities. As the REO TA was deemed critical to support decentralization activities, the end result was to hire another TA who would focus on decentralization rather than coordination.

The recruitment process began in mid-2015 which entailed a written examination along with an interview to select the best candidate for this position. In September 2015, the position was filled and the REO TA was based out of Mogadishu. The TA has worked to support the ministry in implementation of this component.

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<sup>5</sup> At the time of programme development, it was planned for teacher incentives to be delivered through ten NGOs. However it was later agreed that MOE would pay monthly incentives directly to teachers which resulted in a cost saving of \$380,640. This saving was reprogrammed in part to support supervision and monitoring by the MOE and the recruitment and payment of salaries for five MoE Supervisors.

The TA provided mentoring to the REOs until December 2017. He supported the REOs in the implementation of quality assurance guidelines, strategies, planning, budgeting, supervision and inspection, systems and tools. Besides, the TA piggy-backed on other MoECHE activities that involve the REOs, especially the regular ESC meetings that are held in Mogadishu every month. The TA had meetings with the REOs for planning, providing feedback, mentoring and monitoring. The TA also piggy-backed on the earlier CfBT supported activities under the EU funded Elmidoon Enhamc Action (ELENA) project designed to deliver education and training, 11 regions of Somalia (Banadir, Galmudug, Mudug, Bay, Bakool, Lower Shabelle, Middle Shabelle, Lower Jubba, Galgadud, Gedo and Hiraaan).

The TA also supported the capacity strengthening of REOs. The TA provided leadership to the REO's, monitored and coordinated the activities of the REOs. He has been involved in supporting the materials development for the REO training as well as planning and arranging of the training in close liaison with UNICEF. He has been documenting and reporting on the progress related to the REO's which provided critical and timely information.

### *REO Training*

In the final year of the ESPIG, Ministry led REO training took place. An external consultant was hired to review and revise the existing REO training materials. Once the materials were better aligned with Ministry Policy and Procedure for REOs, a 5-day training took place. REO's Supervisors and some selected MOECHE staff participated in the training. REOs received training on leadership and management, conflict resolution, school resource mobilisation, management of school curriculum, gender equality in education and monitoring and evaluation of school programmes. This training strengthened their capacities in their role as REOs and to ultimately provide greater support and supervision to teachers with the end goal of improving the quality of education in FGS.

### *REO Office Rehabilitation*

This activity encountered a number of delays throughout the programme. While it was apparent that work needed to be done to rehabilitate existing structures, a number of factors impeded progress on this activity. In 2015 preliminary assessments were completed by an engineer hired by MOECHS. While the report was clear that work needed to be done, the report was not technically sound enough to proceed with hiring contractors to undertake the work. The assessment found that most of the existing buildings were significantly damaged and in disrepair due to the civil war. Additionally, some of the REO buildings were being used for other purposes. Internally Displaced Persons (IDPs) were residing in the buildings and one building was being used as a clinic.

Out of the initial Offices selected for the first assessment, 7 were listed for rehabilitation works, the remaining required new construction and were thus not included in the list of offices slotted to be rehabilitated following the reprogramming exercise in 2016. A construction firm was hired in 2017 to undertake a technical assessment of these 7 offices. A number of delays were encountered which in turn delayed implementation of this activity. For security reasons and to ensure the MOECHE participated in the assessments, coordination with key MOECHE was needed which created delays. In the end, all 7 offices were assessed and the damages to the infrastructure was far greater than anticipated thus the costs to fully rehabilitate all 7 buildings far exceeded what would be possible with the existing budget.

Four offices were ultimately selected for rehabilitation works. It is important to note that the estimates to undertake the rehabilitations and to provide engineering supervision exceeded the allocation in the GPE budget and UNICEF supported with additional resources from its core funds. The REOs selected for

rehabilitation/construction were identified by MOECHE and UNICEF based on the needs assessments and available funding. The initial cost budgeted was very low and therefore, sites were selected based on the funding available. After the technical assessment was carried out, it was found that the condition of REO offices varied from one to the other. Some needed total demolition because of the way they were damaged, others had no structure and had totally collapsed, and some others needed major rehabilitation. Based on the technical assessment carried out by DESCON, the BoQ and technical supervision cost estimates, it became necessary to reduce the number of REO offices to 4 and carry out rehabilitation in order to effectively utilise the available funds.

The outcome of the rehabilitation works was that contracts were issued to contractors awarded the REO Office rehabilitation. The construction was completed during the grant period. A third-party consultant selected for supervision of the construction.

## 5. LESSONS LEARNED

- The Development Partners can deliver better results by policy advocacy and influence the government to allocate more funds from the National Education Budget to the education sector, when the partners take a concerted effort. The ESSP pledges to increase in funding to the education sector, but fund increase is insufficient for sustaining reforms, or to address the persistent challenge of teacher payment. The Ministry should be in a position to pay its teachers – if the government wants to get on a path of sustainability of Education Sector. As a mitigation measure both GPE and UNICEF funds were used, however this is not sustainable in the long-term, and thus, should remain the Ministry of Education prerogative, as well as the most important aspect for advocacy. In any future GPE programmes, this type of advocacy should continue.
- The construction budget did not include costs of assessment, supervision, and possible inflation costs. As such, for the REO rehabilitation, these costs were not factored in, which caused a lot of financial challenges. UNICEF covered some of these costs through its core resources, especially for those works that had already been started.
- Teacher training needs to be better regulated and standardized with stipulations on the minimum requirements. At the moment, teachers are trained by different agencies and the length of training/content of training are determined by the agency. Agencies also use different entities like universities, consultants and their own staff to carry out training for teachers. In general, only 20.1 percent of teachers are trained, this affects the quality of education being delivered in the schools.
- Delays in teacher incentives should have been factored in the beginning of the GPE programme as a potential risk to the programme, since there were no established systems in place. The question that arises is whether the delays could have been avoided if the incentives were given through an NGO which was the initial idea.

## 6. CHALLENGES

### *Frequent shifts in the cadre at the Ministry of Education*

Since the GPE programme commenced, the landscape of the education sector evolved considerably. Throughout the implementation, the Ministers of Education changed five times. With each change in leadership, delays were encountered in a number of activities or planned activities were halted as they were no longer deemed a priority for the new administration. In addition, shifts in senior personnel resulted in a cascade of changes in technical staff who tended to be the drivers for implementation and were integral for achieving results. Of particular consequence was the reprogramming exercise. Discussions on reprogramming

began in 2015, however due to political changes which prohibited swift completion of these discussion which were completed in the final quarter of 2016 and a request submitted to GPE close to the end of 2016.

Below is a table of changes in senior ministry staff:

Name	Position	Date of end of service
Dr. Marian Qasim	Minister of Education	January 2013
Isse Mohamed Ahmed Gurase	Minister of Education	December 2014
Hon. Khadar Bashir-Ali	Minister of Education	June 2016
Hon. Abdulkhadir Abdi Hashi	Minister of Education	March 2017
Mohamed Abdulkadir Nur	Director General	September 2017

### *Security context*

Throughout the implementation of the ESIPG grant, the security situation deteriorated with a number of direct attacks on education - specifically the Ministry of Education and UNICEF. In fact, education continues to remain a target in Central South Somalia. The MOECHE was directly attacked twice in 2015 leaving 20 people dead. Amongst the deceased were several Ministry personnel including a Communications Officer, Finance Officer, Bay Regional Education Officer, and the Head of Security. The attack of 2015 also injured the Director General of Higher Education, Galmudug Regional Education Officer, and EMIS Officer.

The Ministry had only moved into the new three-story building, and had to return to the old ministry building (primary school premise) behind Villa Somalia. The loss of several Ministry staff contributed to already critical human resource shortages, reduced levels of productivity, and delays in overall implementation. The attacks raised concerns over the deliberate attack on the education sector. Furthermore, following the attack, the planned IOM MIDA programme, aimed at providing additional technical support in human resource management, administration and finance, was delayed to reassess the changed operational landscape. It was not until May 2017 that renovations were completed on the Ministry building and the Ministry moved back to their official office space.

### *Attack on UNICEF and other education personnel and facilities*

On 20 April 2015, a suicide attack against a UNICEF vehicle occurred outside of the FAO compound in Garowe, Puntland. Al-Shabaab accepted responsibility for the attack. Nine persons were affected by this incident. They included four UNICEF staff members, one of whom an education specialist, Ms Woki Muniyui, lost their lives; and five others were injured. Security personnel working in the nearby compounds sustained injuries. This fatal attack caused shock within the Ministry, UNICEF and partners in Puntland.

Later in September 2015, another attack on Villa Somalia affected the old building of MOECHE (Ministry staff had relocated to this old building following the April attack). The September blast on Villa Somalia, resulted in some minor damage to the school building, resulting in disrupting of work. These tragic events, was a major blow to the education sector as a whole, and this significantly affected programme implementation as these education personnel were responsible for managing and implementing the GPE programme.

In the months leading up to the elections in 2016, tensions increased. Attacks in Mogadishu were on the rise. These attacks impacted implementation and movements throughout the city and surrounding areas for both

the MOECHE and UNICEF. In July 2016, two attacks at the Mogadishu International Airport, which is home to many United Nations agencies, including the UNICEF office, took the lives of 11 people. There were a number of 'White City Alerts'<sup>6</sup> were declared at this time, which also contributed to delays in implementation.

In 2017, while Al Shabaab did not declare a formal Fatwa, however strong warnings were issued to all who used 'Western' Curriculum in schools. With this warning came the release of Al Shabaab curricula.<sup>7</sup>

Considering the context of Somalia, it is also noteworthy to mention the recently published report from the Global Coalition to Protect Education from Attacks. During the reporting period, Al-Shabaab, international forces, and the Somali National Army attacked more than 100 schools, killing and injuring students and teachers. However, rates of attacks on schools declined from the previous reporting period of 2009-2013 for Education under Attack 2014, and then rose again during 2015 and 2016.

## 7. MAJOR CHANGES TO THE PROGRAMME

During the implementation of the GPE grant, the need to shift almost 20 per cent of the original budget to the other priority areas identified by the Ministry became apparent. This required a formal request to GPE to allow for the reprogramming of the budget surpluses along with a no-cost extension for 12 months. The ESC was consulted on these strategic shifts, which were endorsed, and a formal request were submitted to GPE, which subsequently approved before the expiry of the grant duration in 2016.

In October 2016, in consultation with the MOECHE, the programme was revised to end in December 2017. This was in part due to a shift in Ministry priorities to move away from developing the teacher profile database in order to avoid duplication, as the same exercise was underway by the World Bank. The surplus funds was reallocated within the same component to teacher incentives. This savings supported 1,051 teachers incentives, after the allocated funds to pay teachers was exhausted.

The results matrix was revised to reflect what would be possible pertaining to Output 4 and the number of REO offices which could be rehabilitated. Considering the nature of the damage and rehabilitation needed, it was only possible to rehabilitate 4 offices with the funds available under GPE funding. A request for reprogramming was made through the ESC, and these changes were endorsed.

## 8. MONITORING AND EVALUATION

The programme was monitored by UNICEF on two levels; through on-the-ground monitoring by field-based staff, as well as through frequent visits to Mogadishu by the Chief of Education, and the Programme Manager and based in Nairobi. Furthermore, throughout programme implementation, UNICEF technical leadership was provided to the entire GPE implementation and monitoring. The UNICEF recruited GPE consultant was fully engaged in the process providing quality support at every stage of the process. Being the interface between the Ministry and UNICEF, the GPE consultant coordinated the different agencies and sections and disseminated information to the Education Sector Coordination group on a regular and timely basis.

The GPE programme benefited from the effective monitoring as indicated below:

- **Hiring consultants specifically to track the status of implementation:** With support from UNICEF, in 2014-2015 a consultant was hired specifically to strengthen monitoring of the GPE programme. The

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<sup>6</sup> This is an alert declared by UN Security which restricts movement of staff in the city, in addition to the number of staff who can be present within the office. For security reasons, there is a quota on the number of people who are allowed to report to the offices.

<sup>7</sup> In the map below, the political demarcation of FGS is illustrated: <http://www.bbc.com/news/world-africa-40580251>

national, Somali-speaking consultant was based out of Mogadishu, and spent a considerable amount of time in the field sites together with MOEHE, as well as UNICEF. The consultant was also constructive in improving communication between partners and in mitigating risks by enhancing monitoring of the status of each activity. A second consultant was hired in 2016 to back stop the Education Specialist responsible for GPE. This consultant was supported with UNICEF core funds for this function.

- **MOECHE M&E Officer:** Increased monitoring from the Ministry enabling further validation of the results from the programme implementation.
- **Increased school monitoring trips to monitor teacher attendance:** This was done regularly to check on teacher attendance, and verification of teacher payments. In addition, after each teacher payment, there was a verification process to check that teachers had received payments and were in school.

## 9. KEY PARTNERSHIPS AND INTERAGENCY COLLABORATION

At the onset of the programme, the European Union served as the Coordinating Agency. The role was subsequently handed over to the U.S. Agency for International Development (USAID) from 2014 until the end of the programme in 2017. Throughout the duration of the programme, UNICEF collaborated closely with the designated Coordinating Agency and is grateful for all the contributions, support and active involvement. The status of the GPE programme implementation was a default agenda item during the monthly ESC meetings both in Mogadishu and in Nairobi and partners were kept up to date with the implementation and upcoming events related to GPE.

The MOECHE realizes the importance of coordinating with other donor programmes and the ministry activities especially on teacher and school monitoring. As has been done in the past, UNICEF will continue to advocate for strengthened communication, improved information sharing and joint monitoring of activities amongst ESC members with a view to strengthening overall sector coordination.

## 10. EXPRESSION OF THANKS

The MOEHE and UNICEF would like to extend gratitude to GPE for the generous contributions to the education sector and most importantly to the impact that these contributions had in the lives of children and teachers.

**TEACHERS PAYROLL PROCESS CHART  
NARRATIVE PROCESS**

School &amp; MoE

Officer	DUTIES	Action Assurance
SCHOOL HEAD TEACHER	1. Open and maintain on a daily basis a Teachers Attendance Register Book	CEC Chair to check
	2. At fortnightly intervals submit a report to REO on the Standard Teachers Attendance Report Form (STARF)	Report received by REO
	3. Make any other submissions to the DG on any issues affecting or relating to subordinate teachers for further action.	Report to DG
Director General (HQ)	4. Keep personal files of all teachers and maintain records of all occurrences affecting them. These include but are not limited to: <ul style="list-style-type: none"> <li>• All appointments &amp; Confirmations</li> <li>• Copies of qualifications</li> <li>• Records of leave</li> <li>• Annual Increments</li> <li>• Transfers</li> <li>• Trainings</li> <li>• Discipline/Terminations</li> <li>• Resignations</li> <li>• Retirements</li> <li>• End of Contract</li> <li>• Renewal of FTA/Contracts</li> </ul>	
	5. Receive STARF from schools, check and compile STARF and forward to Teacher Pay Unit (TPU)	STARF received by TPU
	6. Report all teachers occurrences to TPU by raising a Personnel Occurrence Form (POR) and forwarding with supporting documents	POR received by TPU & Teachers informed
	7. Return incomplete STARF back to the schools for amendments	

## Teacher Pay Unit

Officer	DUTIES	Action Assurance
SAO (Senior Admin Officer)	1. Received TARF and POR and enter in Inward Register and inform REO of date received	Inform REO of PORs received.
SAO	2. Record and Reconcile TARF with TPU data identifying any discrepancies	
SAO	3. Inform REO of discrepancies	
SAO	4. Check POR for completeness and inform REO of any incomplete data	Inform REO of any incomplete POR
SAO	5. Enter POR data into database (XL or SIEMIS)	
AO's	6. Check POR is properly authorized, has supporting documents, conforms to budget allocation, payroll listing and Teaching Service regulations and recommend action on POR	
AO's	7. Recommend any action arising out of TARF	
CAO/PEO	8. Confirm or reject recommendation on POR (or submit to TSC if function is not delegated) and inform REO	Registry record
CAO/PEO	9. Confirm or reject recommended actions on TARF and inform REO	
AO's	10. For approved POR & TARF actions raise the Salary Authority (SA) form, calculate entitlements and rates	
Director/CAO	11. Receive and check submissions and determine through initials on the forms that all process requirements have been actioned by respective staff	
Director/CAO	12. Check that the correct salaries rates and correct allowances rates were used. Check correctness of arithmetic calculations	
Director/CAO	13. Cross check the completeness of SA forms raised with their supporting documents with the Checklist agreed with MOF	
Director/CAO	14. SA form checked and signed	
SAO/PEO	15. Enter approved POR in authoritative Teacher database record (EMIS)	
SAO/PEO	16. Record, file in Registry and forward to DoF, MOEHS	

## DoF, MoE

	1. Receive SA forms with supporting documents from TPU (later TSD)	
	2. Check proper authorization and process on SA form and checklist	
	3. Check for completeness	

	4. Process	
	5. Produce Sacher by School and REO and forward to TPU	
	6. Produce Payroll summary of total staff and payments to be made by REOs to schools and forward to TPU.	

**TPU**

AOs	1. Receive payslips and forward to REOs	
Dir/CAO	2. Receive payroll summary and reconcile with TPU summary and report to DG	
Dir/CAO	3. Follow up with DOF on any outstanding differences	

**REOs**

	1. Receive payslips and forward to Schools	
	2. Check REOs summary and attend to any discrepancies	

**School**

	1. Receive Payslips and distribute to staff	
	2 Respond to any discrepancies	