



Ministry of Education
& Higher Education

Republic of Somaliland

Global Partnership for Education
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Final

FOREWORD

We aim to strengthen our Education Sector and provide every child in Somaliland quality education, with well-prepared teachers using an effective curriculum. Our vision for the development of the education system in Somaliland is grounded in the following premise:

Every child in Somaliland living in every region has the right to a quality education. Providing quality education that caters to students' needs should be a primary objective, from early childhood education through to further and higher education.

The importance of quality teaching for quality education cannot be underestimated. To achieve this, teachers at all levels of education must be trained appropriately. Teachers should continue their professional development through a period of induction into the profession with the support of supervisors and mentors and should have access throughout their careers to high quality continuous professional development and learning.

The teaching and learning environment should be designed in such a way that it supports teachers and all education officials in their missions to educate our children.

Quality education nurtures human talent and creativity and will contribute to the personal and professional development of the individual person, as well as to the social, cultural, moral, economic, political and environmental development of society at large. We know that quality education promotes peace, solidarity, inclusion, a commitment to a sustainable environment, and international and intercultural understanding.

The Ministry of Education & Higher Education appreciates the assistance of the Global Partnership for Education for improving the quality of education in Somaliland through support to teachers. The Ministry in turn commits itself to sustaining payments to teachers when the GPE grant ends.

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ACRONYMS

ABE	Alternative Basic Education
AET	African Educational Trust
CBO	Community Based Organisation
CEC	Community Education Committees
CfBT	Centre for British Teachers
EFA	Education for All
EMIS	Education Information Management System
ESC	Education Sector Committee
ESDP	Education Sector Development Programme
ESSP	Education Sector Strategic Plan
DFID	Department for International Development
FGM/C	Female Genital Mutilation/Cutting
GER	Gross Enrolment Ratio
GPE	Global Partnership for Education
GPI	Gender Parity Index
ICDSEA	Integrated Capacity Development for Somali Education Administrations
INEE	Inter-Agency Network for Emergency Education
INGO	International Non-Governmental Organisation
IQS	Integrated Quranic Schools
LNGO	Local Non-Governmental Organisation
MoEHE	Ministry of Education & Higher Education
MDGs	Millennium Development Goals
NDP	National Development Plan
NER	Net Enrolment Rate
PTR	Pupil Teacher Ratio
QASS	Quality Assurance and Standards Service
QAO	Quality Assurance Officer
REO	Regional Education Officer
SC	Save the Children
TTI	Teacher Training Institute
UNESCO	United Nations Education Science Culture Organization
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Aid Agency

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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 Somaliland. 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 2012-2014. The appointment of a President in Mogadishu in September 2012 and the advent of a new federal government are both viewed as positive. The President outlined his vision for the country in the “Six Pillar Plan” which highlights the restoration of basic services including provision of education. The process of moving towards achieving the Education for All goals, with full technical and financial support from GPE, began 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 Somaliland. 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 Somaliland Ministry of Education & Higher Education (MoEHE). Indeed, the Minister of Education herself, with the Director General of Education, participated in the selection of priority activities for the GPE Programme.

In 2012, the Somaliland MoEHE embarked on a participative, consultative process with the objective of developing an Education Sector Strategic Plan (ESSP). This process aimed to ensure that the ESSP (2012-2016) was a joint initiative, incorporating the many stakeholders nationwide, reflecting the aspirations of Somaliland and its people, and ‘owned’ by the community, district, regional and national-level citizens, teachers and managers who would share the responsibility for its successful implementation. The process culminated in a national education consultation conference in July 2012 where the ESSP was validated and endorsed. With support from GPE, the ESSP will go through a Plan Appraisal Process under the Plan Development Grant in January 2013.

¹ A Programme 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 this implementation plan every effort has been made to consult with key education stakeholders at every level. In addition, the plan is fully aligned with the Somaliland ESSP. This ambitious plan not only reflects the priorities of the Somaliland government but also highlights the emergent leadership of the Ministry of Education in the focus area of strengthening teacher training and teacher management systems to highlight *quality* in education.

The GPE Programme in Somaliland will result in:

- Teacher Salary Payment System developed for improved predictability of teacher salary payments;
- 300 (150 females) teachers receive salary payments and are registered on the government payroll system;
- 900 Head Teachers receive small incentive payments in recognition of their additional responsibilities for School Management;
- 13 Regional Education Officers receive incentive payments in recognition of their additional duties and responsibilities for the effective management of education service delivery;
- A Quality Assurance Framework operationalised at the local level;
- Two Primary Teacher Training Institutes established under the auspices of the MoEHE;
- Teacher Training Framework: Teacher Training Policy and Minimum Standards developed and endorsed;
- Teacher Profile Database developed;
- 50 female teachers mentored by female Head Teachers in a school-based leadership skills programme before being deployed as Head Teachers.

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 some of the gaps between the financial and technical requirements relative to existing and upcoming programmes in Somaliland.

The Education Sector Committee in Somaliland will play a vital role in coordinating and monitoring these efforts.

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 Somaliland.

2 PROGRAMME CONTEXT

2.1 National Context

2.1.1 Socio-Economic and Political Challenges

Somaliland is situated in the north-west of Somalia. Since its unilateral declaration of independence in 1991², it has remained stable with functioning institutions and a peaceful transfer of power through democratic elections in 2010. Apart from evidence of improved governance, the government of Somaliland has shown a willingness to strengthen its internal financial systems through introducing robust and transparent Public Financial Management systems.

Many of Somaliland's 2.3 million³ inhabitants are nomadic pastoralists. Crop production is considered as a complement to the dominant economic activity of livestock production. A significant segment of the population along the coast still relies on fishing as a livelihood. The major cause of food insecurity in Somaliland continues to be recurring droughts, prolonged dry seasons and failed rains. This has drastically decreased livestock numbers over the years. Other risks to human development include inflation, chronic water shortages and environmental degradation. An estimated 160,000 people are currently in need of assistance.⁴ A large number of the population relies on remittances (money sent from extended family working overseas) in the Somali Diaspora. Remittances make up an estimated 25 percent of household income.

Relative stability in Somaliland within the last decade has made Somaliland a safe haven for internally displaced people (IDPs) fleeing the civil war and recurring insecurity in southern and central Somalia. Most IDPs are concentrated in makeshift camps in the cities and larger towns of Somaliland. Currently, Somaliland hosts about 94,000 IDPs, refugees and asylum seekers.⁵ IDPs and returnees live in very poor conditions – often in urban areas with inadequate water and sanitation and lacking income opportunities and access to basic social services.

Somaliland has a longstanding border dispute with Puntland over the eastern side of Sool and Sanaag regions. While access to these regions remains challenging, most of Somaliland is accessible.

2.1.2 National Development Plans

With assistance from the United Nations Development Group (UNDG) and the World Bank (WB), Somaliland 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). Somaliland had a section in the programme document. The RDP was

² As a former British protectorate, Somaliland achieved full independence on 26th June 1960. Shortly afterwards it united with Somalia (the former Italian Protectorate) to create the Republic of Somalia. Following a civil war that devastated the entire country, the central government of Somalia collapsed and Somaliland restored its own independence on 18th May 1991. In spite of the acknowledgement of its stability and progress by the international community, its sovereign state has yet to be recognised internationally.

³ Projected population figures based on the UNDP Household Survey 2005 with an annual increase of 3.14 percent. It should be noted that these figures have been contested with some government sources suggesting a population estimated at 3.4 million.

⁴ OCHA, 2012. *Somaliland Humanitarian Dashboard*, October 2012

⁵ OCHA, 2012. *Somaliland Humanitarian Snapshot*, October 2012

essentially a fundraising framework which outlined priorities, actions and outcomes over the five-year period while highlighting three key priority pillars:

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

The Somaliland government viewed the RDP as a short-term UN-led humanitarian recovery plan. In 2011 the Ministry of National Planning and Development began the process of developing its own longer-term economic National Development Plan (2012-2016) building on the vision articulated in the national Vision 2030. The five-year NDP addresses the structural and institutional challenges Somaliland faces in order to achieve the national aspiration stated by the vision. Its aim is to create an enabling environment that is conducive to employment generation, human resource development, technological advancement, effective and efficient governance, economic competitiveness and a higher standard of living. This requires increased and sustained Government investment in infrastructure, production, social services, institutional capacity building, as well as legal and policy reforms.⁶

The achievement of these goals will be pursued in cooperation with the international community and the private sector. The government will also seek to engage the Somaliland Diaspora which is already an important source of assistance, investment and technical expertise.

The government of Somaliland is realistic in recognising the many challenges that will need to be overcome in order to achieve the goals set out in the NDP (2012-2016). These include a lack of human and institutional capacity; insufficient statistical data; inadequate capacity to coordinate the multitude of programmes and activities carried out by donor-funded international agencies and local NGOs as well as a massive shortfall in funds to meet the financial requirements of the plan.

On the other hand, the relative stability and potential for economic growth suggests that there are also many opportunities to be seized. Among them is a growing realization among communities of the need to take ownership of their problems and seek local solutions in order to develop. There are already many successful development projects including schools, health facilities and roads initiated by local communities and supported by the Somali Diaspora. Secondly, the global call for aid effectiveness has highlighted the need for harmonisation among development partners and alignment with national plans and policies. As a result, the international community has expressed commitment to not only supporting the national development plan but also to aligning their programmes with its priorities.

2.2 Education Sector

The development of education in Somaliland can be traced back to the pre-colonial period where it had its roots in the traditional Dugsi or Quranic schools that provided basic Islamic education. The Quranic School still forms an important component of community education and culture in Somaliland. The western-style education introduced by the colonial administration was designed to meet the low-level technical needs of the British administration and consequently was neither relevant nor accessible for the majority of people.

⁶ Ministry of National Planning and Development, 2012. *National Development Plan (2012-2016)*

Following Independence, educational opportunities began to expand. Mass literacy campaigns in mid-1970s stimulated the demand for education and increased school participation. However, in the mid-1980s, even before the outbreak of the civil war, educational development deteriorated and enrolment dropped off while literacy rates fell dramatically. By 1991, there were just 46 primary schools in operation.

Since then, educational provision has expanded rapidly in spite of the instability caused by the civil war. In the academic year 1995-1996 there were 159 primary schools and three secondary schools. By 2011 there were, including private schools, almost 1000 formal primary schools while by 2008 there were already 42 secondary schools.⁷ In addition, there were 69 formally recognised Alternative Basic Education (ABE) centres. These figures do not include the numerous private schools that have mushroomed over the last five years, particularly in the urban areas.

Growth in tertiary education has been equally significant. The first university, Amoud University, was launched in 1998. By 2011, there were 16 higher education institutions registered with the Ministry of Education with a total student population of about 15,000. Several of these universities have Teacher Education Colleges.

2.2.1 Access and Quality

The Somaliland Primary School Census Report (2011-2012) indicates a Gross Enrolment Rate (GER) of 44 percent - 50 percent boys and 38 percent girls.⁸ 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 Somaliland was calculated using the same data and the UNDP population estimates for 2011. The NER for Somaliland stands at 29 percent with 33 percent for boys and 26 percent for girls.⁹

Somaliland has a total of 965 schools (896 formal primary and 69 ABE schools).¹⁰ Within the formal primary group of schools, 452 (54 percent) are found in rural areas, compared to 387 in urban areas. An analysis of current enrolment figures show that only 30 percent of primary students are enrolled in rural schools. The vast majority of students are concentrated in urban areas demonstrating that schools in urban areas play a major role in education service provision while uptake of services in rural areas is very low. This may reflect inequities in resource allocation and the subsequent poor quality of education in rural areas which results in parents, at least those who can afford to do so, seeking education for their children in urban areas as well as the differences between nomadic and urban lifestyles.

Alongside formal primary schools, primary school-aged children were 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

⁷ UNESCO, 2008. *Survey of Secondary Schools in Somalia, 2008-2009*

⁸ MoEHE Somaliland. 2012. *Primary School Census Statistics Year Book 2011/2012*

⁹ Ibid.

¹⁰ Ibid.

Education (ABE) schools and Integrated Quranic Schools (IQS) schools.¹¹ The increase in the number of formal primary schools, which rose from 611 in 2006 to almost 1000 in 2011, has led to a notable decrease in the number of pupils attending PAE centres from 34,314 in 2006 to 13,292 in 2011. The ratio of students in the Primary Formal Education sector to students in the PAE Sector was 13:1, demonstrating an outstanding growth of the Primary Formal Education sector from 2006 when the ratio stood at 2:1.

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 Somaliland has remained a pipedream mainly due to the high cost of school fees that had to be borne by parents who could not afford to pay. Based on the analysis of the MoEHE enrolment figures for the 2011/2012 academic year and projected population figures for the 6-13 age group¹², the number of out-of-school children in Somaliland is estimated to be in the region of 285,164 (155,977 females)¹³.

The introduction of Fee Free Primary Education for all in 2011 may have changed the Somaliland education landscape forever, at least at the policy level. While in many ways this was seen as an auspicious development as school fees constituted a major barrier to educational access for many children, particularly for girls, in reality the Somaliland education system was ill-prepared in terms of human and financial resources for such a quantum leap. School fees have been a mainstay of school revenue for decades; providing a critical source of teacher salaries and basic functions such as water supply. Government and education sector actors alike have had to recognize the risk that this measure may result in a further decline in school quality as class sizes grow and supplies are stretched to accommodate the needs of more children. Mitigating measures, including innovative financing measures to bridge the funding gap are urgently needed to avoid a negative spiralling of teaching and learning standards.

There is no doubt that Somaliland 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, healthy environments. Availability of textbooks as well as other teaching and learning supplies has increased significantly through inputs from UNICEF and UNESCO and other education partners 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 amongst its learners. The MoEHE in Somaliland 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

¹¹ 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

¹² UNDP *Projected Population Data*, 2012

¹³ Estimated using UNDP Data 2012 School Census Enrolment Rates 2011

that half of the children in Grade 4 were innumerate.¹⁴ Without any remedial action these children have little chance of catching up and are at high risk of dropping out of the system. Data analysis of survival rates in primary schools would seem to confirm this hypothesis; only 47 percent of students enrolled in Grade 1 in 2006 were in Grade 6 in 2011.¹⁵

One of the objectives of the MLA is for MoEHE 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.

2.2.2 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 school¹⁶. Somaliland's primary enrolment gender parity index, which stands at 0.75,¹⁷ goes some way to reflect this. While boys still constitute the largest percentage of the total primary school learners in Somaliland (57 percent), it is worth noting that the number of girls enrolled has increased by 38.3 percent since 2006¹⁸.

On the other hand, there are some worrying trends that are of concern for both policy makers and planners in Somaliland. 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 15 percent for girls between these two grades.¹⁹ While boys are also found to drop out in these grades (10 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 Somaliland, the gender gap is particularly evident. Only 16 percent of the all teachers are female. With regards to teachers' qualifications, females represent only 14 percent of the qualified teachers' cohort. On a positive note, since 2006, there has been a 43 percent increase in the number of female teachers in the Somaliland education system reflecting the efforts to train and deploy female teachers but there is some way to go before the gender gap in the teaching profession is anywhere near where it should be.

¹⁴ AET, 2012. Report on 2011 Monitoring Learning Achievements (MLA) in Grade 4 in Puntland and Somaliland

¹⁵ MoEHE Somaliland. 2012. *Primary School Census Statistics Year Book 2011/2012*

¹⁶ UNESCO, 2011. EFA Global Monitoring Report, 2011. *The hidden crisis: Armed conflict and education*, Paris: UNESCO

¹⁷ Somaliland EMIS School Census Data, 2012

¹⁸ MoEHE Somaliland. 2012. *Primary School Census Statistics Year Book 2011/2012*

¹⁹ UNICEF, 2007. *Primary Education Survey, 2006-2007*

2.2.3 Teachers

According to the Primary School Census 2011-2012, Somaliland has 5,935 teachers (948 females). While the increase in the number of additional teachers since 2006 has been in proportion with the number of new operational schools, the introduction of Free Primary Education in 2011 created a massive short fall in the number of teachers required for the delivery of quality education for all. Recruitment, training and deployment of over 500 teachers annually is thought to be needed if the education system is to keep pace with the expected 25 percent annual increase in enrolment.

The number and distribution of teachers are important policy parameters in helping to determine the quality of education. While the average pupil-to-teacher ratio (PTR) is 33:1 there are some disquieting regional disparities with the highest PTR of 45:1 being in Togdheer region. Highly populated regions such as Maroodi Jee, Sanaag and Awdal have recorded PTRs of 36:1, 22:1 and 26:1 respectively.²⁰ A rural/urban analysis indicates that 37 percent of all teachers are found to be teaching in rural areas, while the vast majority of teachers (3,733) teach in urban settings. Viewed from a gender perspective, inequities across the rural/urban divide are even more evident with only 3 out of 10 female teachers found to be supporting learning in rural schools in Somaliland.

There is a clear relationship between learning outcomes and the level of qualifications held by the teaching force. In Somaliland a qualified teacher is defined as someone who has the basic academic requirements to teach but he or she has not yet undertaken 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.

Of the current teaching cadre in Somaliland, 51 percent have some form of academic qualifications but only 48 percent of these are certified to teach. This means that almost half the teaching force is currently teaching without even the minimum qualifications. The total number of qualified teachers is 3,045. Female teachers constitute only 14 percent of the qualified cohort and 13 percent of the certified teachers.

Teacher education in Somaliland (both primary and secondary) is located within the higher education institutions – namely the Universities that are independently run. There is currently no Teacher Training Institute that falls under the auspices of the MoEHE. Universities in close collaboration with the international development agencies and Ministry of Education and Higher Education department together manage teacher development programmes. While there are some pre-service teaching programmes the majority are in-service trainings for practicing teachers to update their pedagogical skills and ensure professional certification. There are also pre-service programmes that go on in selected universities.²¹ The monitoring of the teacher education currently being implemented by the teacher education unit within the MoEHE is ineffective and in need of a review. The myriad of teaching approaches currently available have often been found wanting. Individually they are limited in scope; often focussing on subject

²⁰ MoEHE Somaliland, 2012. *Somaliland School Census Report 2011-2012*

²¹ Currently there are 5 universities offering teacher education programmes: Amoud University, Hargeisa University, Burao University, Golis and Nugal University. The *Strengthening Capacity of Teacher Training in Somalia* (SCOTT) programme, funded by the EU and implemented by a consortium of INGOs, provides for Primary Teacher Training. Since 2009, the SCOTT in-service and pre-service programmes have trained 3,789 teachers (35 percent female).

matter rather than teaching methods and as a whole they lack cohesion. Urgent reform of teacher education is required with the view to ensuring that it is regarded as a lifelong professional development.²²

Adequate remuneration for teachers is one of the most serious challenges to education quality in Somaliland. Up until the introduction of the Free Primary Education in 2011, payments to teachers came from a variety of sources. These included funding from communities and parents which was primarily in the form of school fees; incentive payments from INGOs, LNGOs or UN agencies; and limited salaries paid by the MoEHE regional governments. A study conducted in 2009 noted that teacher 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.²³

2.2.4 Education Administration

Education management capacity has been recognized as a major weakness of the Somaliland 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 for Somali Education Administrations (ICDSEA) 2010-2013, the MoEHE has undertaken a series of 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 MoEHE 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 MoEHEs 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. The EU and other education sector stakeholders do however recognise the need to take a long term view on capacity building especially in post-conflict situations. Mindful of this, an EU programme 2013-2016, to be implemented by a consortium led by Save the Children (SC), has recently been launched in Somaliland 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 levels.²⁴

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, a School Census Survey was conducted in Somaliland by the MoEHE with technical support from UNICEF. Data from the School Census has been used to populate the EMIS in order to support education management functions, including the on-going development of evidenced-based policies. The MoEHE in Somaliland 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.

²² MoEHE Somaliland, 2012. *Education Sector Strategic Plan, 2012-2016*

²³ Goldsmith, C. 2009. *Review of the current status of remuneration for teachers and other education employees in Somalia*. African Education Trust

²⁴ European Union, 2012. *EU: Engagement in Somaliland*, 2012. Brochure

2.2.5 Education Sector Budget

A lack of financial capacity continues to hamper the development and delivery of equitable quality education in Somaliland. Without its own revenue source the MoEHE depends on appropriations from the Ministry of Finance. Although there has been steady increase over the last three years, the Somaliland national budget allocation currently stands at 8 percent which is significantly lower than that of the average allocation of 20 percent for other African countries.

UNESCO EFA Global Monitoring Report highlights the large mismatch between aid and Education for All financing requirements. Somalia faces particularly large financing gaps as it receives less than USD10 per-pupil aid per year. In addition, aid volatility and unpredictability of aid undermines stable planning.²⁵

The consolidated budget for Somaliland MoEHE is USD8.8 million for the 2012 financial year. This affirms the fact that the allocations to the Education Sector have continued to grow from USD2.3 million, USD2.4 million, and USD6.2 million in 2009, 2010, and 2011, respectively. While this may seem a modest amount, this positive trend is commendable. A significant percentage of the 2012 budget is expected to cover personnel costs at 67 percent to help meet the needs of Fee Free primary education. This is a notable improvement of 90 percent from the 2011 budget allocation, while school expenses have increased by 24 percent.

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. An analysis undertaken on behalf of the Ministry of Planning indicates that to date external resources have not been effectively invested to produce the expected results. Typically, support from development partners has come in the form of project implementation funding. While these initiatives do address critical needs in the system, they are essentially pre-packaged interventions linked to specific sources and interventions. Education development partners are therefore requested to align their support with the crucial elements and priorities in the ESSP.

To reach the targets set out in the ESSP, the Somaliland 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 be critical. While efforts continue to overcome regulatory (fiduciary based) obstacles that prevent formal implementation of sector budget support, the MoEHE has suggested that the education partners consider a more targeted approach that paves the way for external resources being channelled directly to the MoEHE.

2.2.6 Education Sector Strategic Plan

The Education Sector Strategic Plan (ESSP) is anchored in the National Constitution of Somaliland. It is informed by National Development Plan, past relevant policy and strategy papers, the Somaliland Education Act (2007), and the introduction of the Fee Free Primary Education Policy endorsed in 2011.

The ESSP is fully consistent with and strives to embody the United Nations Declaration of Human Rights (1948); the Jomtien and Dakar Declarations of Education for All (1990 and 2000);

²⁵ UNESCO, 2011. EFA Global Monitoring Report, 2011. *The hidden crisis: Armed conflict and education*, Paris: UNESCO

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).

In 2012, with support from EU funds, Somaliland underwent a consultative process with the Education Sector Committee in three phases. The first phase was at central level both within the MoEHE and other institutions beyond the Education Sector. The second phase included discussions and exchange of opinions with the direct beneficiaries of education services, including head teachers, teachers, students, parents, local community groups, Regional Education Officers, District Education Officers and other Education officials. The third phase of consultation was in the form of a National Education Consultation Conference held in July 2012 where approximately 200 participants exchanged knowledge on individual sub-topics that made up the draft ESSP through group discussions.

The underlying objective of the ESSP is to contribute to the development of a responsive, well-structured and cohesive education system enabling all Somalilanders; children, women and men equally to fully participate in relevant education offerings and make significant progress to their personal and societal development.

The Somaliland Education Sector Strategic Plan 2012-2016 has identified broad education policy objectives. The GPE Programme is aligned with all of these objectives but in consultation with the MoEHE, has chosen to focus on the key result areas highlighted below:

- **Free Primary Education for all Somaliland children with at least 75 percent of each cohort commencing Grade 1 in 2016 successfully completing Grade 8;**
- **Trained teachers: Numbers of newly trained teachers keeping pace with increasing enrolment on basis of 45:1. In- and pre- service training programmes will ensure that all teachers are qualified and accredited;**
- Teaching and learning resources (relevant curriculum, schools and classroom construction and learning materials) in step with expanding enrolment and national development priorities including equity and access;
- **Trained, competent and equipped supervision teams in each regional education office are becoming a reality. Assessment and examination systems ensure compliance with international quality standards to facilitate recognition and accreditation;**
- **Application of a (holistic) SWAp approach to a decentralised, flexible education planning, management and delivery system capable of cost effective use of government and donor resources;**
- Organisational capacity and resources to respond quickly to emergency situations;
- With community and private sectors, expansion of quality secondary, vocational and tertiary enrolment to achieve at least 40 percent participation rate;
- **Ministry with capacity to regulate and assure quality private and community-led educational provision (all sub sectors);**
- Well resourced, coherent and effective language policy resulting in accredited functional literacy skills in Somali and English for all MOEHE staff, pupils, trainees and teachers;
- **MoEHE with capacity to plan and manage reform programme; and**
- **Gender mainstreaming in education and other cross-cutting interventions such as HIV/AIDS and environmental education integrated and strengthened into the 5-year plan.**

The highest priority for 2012-16 is the delivery of good-quality primary education to as many children of school-going age as possible. This involves sufficient classrooms and properly-maintained school facilities including water and sanitation, appropriate learning materials and, with reference to the GPE support areas, *well-motivated teachers and effective supervision*.²⁶

The process of developing the Education Sector Strategy Plan in 2012 has assisted the MoEHE in Somaliland 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, strategies along with intended outputs and outcomes, while indicating the preferred routes to their cost-effective achievement.

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 MoEHE. For its part, the MoEHE 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 Somaliland's educational needs and priorities.

2.2.7 Education Sector Coordination

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

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 Somaliland. 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, are still prohibited from entering 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 MoEHE officials from one or more MoEHEs. 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

²⁶ MoEHE Somaliland, 2012. *Education Sector Strategic Plan, 2012-2016*

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 Somaliland, this function has recently been integrated into the Education Sector; as the Education In Emergency Working Group under the ESC.

2.2.8 Education Sector Development Partners

External funding from international donors for the Education Sector remains vital for Somaliland. Key donors like the EU, DFID, USAID and the Government of the Netherlands, 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 which aims to reach some 40,885 children in primary and secondary education in Somaliland. The ESDP II focus on capacity building at regional and district level will ensure continuity of the efforts made to support the central level institutional strengthening of the MoEHE through the previous EU programme *Integrated Capacity Development of the Somali Education Administrations* 2011-2013. USAID's new programme is expected to focus on access and capacity building of the MoEHE in the area of secondary education which complement 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 in Somaliland. It is expected to start in the second quarter of 2013.

UNICEF continues to support the MoEHE-led programme for children in remote pastoralist areas of Somaliland. The *Basic Education for Children in Pastoralist Areas* programme aims to reach 4,000 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 300,000 out-of school children and youth in Somaliland.

3 PROGRAMME RATIONALE AND KEY SUCCESS FACTORS

3.1 Programme Rationale

The development of the GPE Programme in Somaliland has been informed by the GPE principles and therefore the programmes 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 the current donor programmes.

The GPE Programme is divided into four Components. Each of the four Components contributes to the overall goal of the programme which is to: *Improve the MoEHE's capacity to deliver quality education for all in Somaliland.*

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: MoEHE Salaries and Incentive Payments

Outcome 2: Teacher Management Systems Strengthened

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

Sub-Outcome 1.2: *School Management strengthened through professionally motivated Head Teachers*

Sub-Outcome 1.3: *Regional management and delivery of education services improved through professionally motivated REOs*

Component 2: Quality Assurance and Supervision

Outcome 1: *Effective implementation of MoEHE Quality Assurance Framework at the local level for improved learning outcomes*

Component 3: Teacher Training Systems

Outcome 2: Teacher Training Systems Strengthened

Sub-Outcome 1.1: *Access to quality Teacher Training increased*

Sub-Outcome 1.2: *MoEHE regulation of Teacher Training improved*

Sub-Outcome 1.3: *Teacher Training accountability strengthened through a Teacher Profile Database*

Component 4: Gender Equity in School Management Systems

Outcome 1: Improved Gender-Equity at School Management level results in increased equitable access for girls to quality basic education

The *Outputs* of the GPE Programme are:

- Teacher Salary Payment System developed for improved predictability of teacher salary payments;
- 300 (150 females) teachers receive salary payments and are registered on the government payroll system;
- 900 Head Teachers receive small incentive payments in recognition of their additional responsibilities for School Management;
- 13 Regional Education Officers receive incentive payments in recognition of their additional duties and responsibilities for the effective management of education service delivery;
- A Quality Assurance Framework operationalised at the local level;
- Two Primary Teacher Training Institutes established under the auspices of the MoEHE;
- Teacher Training Framework: Teacher Training Policy and Minimum Standards developed and endorsed;
- Teacher Profile Database developed;
- 50 female teachers mentored by female Head Teachers in a school-based leadership skills programme before being deployed as Head Teachers.

3.2 Key Success Factors

The government of Somaliland 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 MoEHE.

The MoEHE 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 Somaliland.

Communities in Somaliland 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, under a predictable payroll system, are motivated to improve their professional teaching competencies and provide quality teaching. A new cohort of female teachers is mentored to take up leadership roles in the education sector.

The MoEHE remains 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 Somaliland.

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 are described and key outputs are defined.

4.1 Component 1: MoEHE Salaries and Incentive Payments

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 Somaliland where it can easily become a major barrier to rebuilding the education system.²⁷

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.²⁸ 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.²⁹

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.³⁰ Therefore, 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. In fact, development aid has already played a very significant part in supporting teacher salaries in Somaliland.³¹

In 2011, Somaliland introduced fee free education at primary and intermediate levels and at the same time doubled teachers' salaries from USD50 to USD100. However, these major decisions have overstretched the budgetary capacity of the MoEHE to sustain and deliver quality public

²⁷ INEE, *Guidance Notes on Teacher Compensation in Fragile States, Situations of Displacement and Post-Crisis Recovery*. 2009. INEE: Geneva

²⁸ Buckland, P. 2005. *Reshaping the Future: Education and post-conflict reconstruction*. Washington DC: World Bank

²⁹ Sommers, M. 2005. *Islands of education: schooling, civil war and the southern Sudanese*; Paris : IIEP: UNESCO

³⁰ Goldsmith, C. 2009. *Review of the current status of remuneration for teachers and other education employees in Somalia*. African Education Trust

³¹ DANIDA contributed to the payment of teacher salaries for a number of years prior to 2011

education services. Of a total of 6,157 formal primary teachers, currently only 3,541 (58 percent) teachers are registered under the government payroll. All teachers, irrespective of their rank and/or years of experience, or responsibilities, are given a blanket payment of USD100 per month. This situation combined with the unpredictability of salary payments, has perpetuated create a systemic problem among teachers consisting of attrition, absenteeism and demotivation. Unless this situation is addressed it will result in a further deterioration of learning outcomes for children.

Given the issues around of weak capacity at national and regional levels, it is hardly surprising that at the school level there are few local mechanisms for accountability. These are required if real outcomes for children are to be measured. The GPE Programme does not focus on building the capacity of Community Education Committees (CECs) per se, but aims to complement other donor programmes which aim to do this through provision of School Management Training programmes which will include the watch-dog role of CEC members as well as incentives of mini-grants to implement School Management Plans.³²

Programme Response

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

The GPE Programme will adhere to the following principles on teacher remuneration³³:

- 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 payment of salaries for 300 (150 females) teachers thus increasing the number of teachers on the government payroll from 3,541 to 3,841. The 300 new teachers were recruited by the MoEHE in 2012. The Ministry is committed to continue recruiting new teachers each year in-line with the ESSP target of between 300-500 new teachers per year. This should result in an additional increase in the number of teachers on the payroll of up to 4,441. The Ministry is also committed to sustaining the 300 GPE funded teachers on the payroll after 2015. This means that the percentage of teachers on the government payroll will increase from the current 58 percent to 63 percent by 2016.

In addition, the GPE Programme will provide financial inputs over the period of the programme to support a more graduated payment scale for selected categories of MoEHE staff in key positions with special responsibilities. This will take the form of small top-up payments which are given in addition to the blanket USD100 that is currently paid monthly to all professional staff regardless of their position. The two categories are: Head Teachers and Regional Education Officers. The ESSP states that Head Teachers should be paid an extra USD50 per month. However, budgetary constraints have not allowed the MoEHE to do so yet. Under the GPE Programme, all Head Teachers will receive a top-up payment of USD25 per month. The

³² EU funded ESDP II will support capacity building of CECs as will the Go-2-School Initiative with the aim of strengthening local management and accountability systems.

³³ INEE,2009.*Guidance Notes on Teacher Compensation in Fragile States, Situations of Displacement and Post-Crisis Recovery*.INEE: Geneva

MoEHE prefers to take an equitable approach whereby all Head Teachers will receive only half of the prescribed amount rather than only half of them receiving the full USD50. While the ESSP does not prescribe an amount for the 13 REOs, the MoEHE wishes to recognise the major expansion of their roles and increased responsibilities following the introduction of Free Primary Education. In addition, the planned introduction of Supervisory visits to schools in their regions will again increase their workload. The incentive payment will assist in motivating them to contribute to the achievement of the overall outcomes of the GPE Programme.

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

Table 1: GPE Contributions to MoEHE Incentive Payments

Academic Year/Data		2012/13	2013/14	2014/15	2015/16
1	Number of Formal Primary Students	212,398	225,142	238,650	252,969
2	Population aged 6-13	483,138	498,309	513,955	530,094
3	Gross Enrolment Rate	44.0%	45.2%	46.4%	47.7%
4	Pupil Teacher Ratio	34:1	34:1	33:1	33:1
5	Number of Formal Primary Teachers*	6,157	6,457	6,757	7,057
GPE Contribution Teachers (USD)					
1	Total number of Formal Primary Teachers on Payroll	3,541	3,841	4,141	4,441
2	MoEHE supported Teachers (%)	57.5	59.5	61.3	62.9
3	Number of MoEHE supported Teachers	3,541	3,541	3,841	4,241
4	Number of GPE supported Teachers	0	300	300	300
5	Incentive Payments (per month x12)	100.00	100.00	100.00	100.00
6	Annual Amount Required	0.00	360,000.00	360,000.00	360,000.00
	Total GPE Contribution for Teachers	1,080,000.00			
GPE Contribution to Head Teachers (USD)					
1	Number of Head Teachers**	840	860	880	900
2	Incentive Payments (per month x12)	25.00	25.00	25.00	25.00
3	Annual Amount Required	252,000.00	258,000.00	264,000.00	270,000.00
	Total GPE Contribution for Head Teachers	792,000.00			
GPE Contribution to REOs (USD)					
1	Number of REOs supported	13	13	13	13
2	Incentive Payments (per month x12)	100.00	100.00	100.00	100.00
3	Annual Amount Required	15,600.00	15,600.00	15,600.00	15,600.00
	Total GPE Contribution for REOs	46,800.00			
Annual Totals			633,600.00	639,600.00	645,600.00
Total GPE Contribution (USD)		1,918,800.00			

Notes:

* Figures reflect ESSP teacher recruitment projections of 500 additional teachers annually. Actual recruitment in 2012 was 300 additional teachers.

** MoEHE anticipates that 60 new schools (20 per year) will be established during the 2013-2016 period.

Outputs

- A framework for a Teacher Salary Payment system developed with improved predictability of its payment;
- 300 (150 females) teachers receive incentive payments and are registered under the government payroll system;

- 900 Head Teachers receive small top-up payments in recognition of their additional responsibilities over and above those of a classroom teacher; and
- 13 Regional Education Officers receive small top-up payments in recognition of their additional duties and responsibilities for effective management of education service delivery.

Sustainability Plans

The MoEHE began with supporting 1,500 teachers with the help of INGOs and donors. This number has steadily increased over the years indicating the willingness of the ministry to take responsibility for the payment of all teachers' salaries. A comprehensive plan within a Medium-Term Financial Framework will be required if all teachers are to be added to the MoEHE payroll. In the interim, the MoEHE is fully committed to sustaining payment to the 300 new teachers who will be supported through the GPE Programme after 2015. It is also committed to building the capacity of local accountability mechanisms, such as the CECs which will ensure that teachers are paid in a timely manner and that teacher absenteeism is reduced through monitoring and advocacy. As referenced earlier, several other donor-funded education programmes are focusing on strengthening CEC capacity to manage education at school level.

A key element of this will be empowering CEC members to call teachers with patterns of absenteeism into account. They will also work with the REOs to ensure that barriers to teacher productivity, such as being paid very late, are mitigated and do not result in teacher attrition or poor teaching/learning outcomes. The EU funded programme and G-2-S programme will focus on strengthening the accountability and watchdog/advocacy roles of the CECs around issues such as teacher absenteeism over the GPE programme period.

4.2 Component 2: Quality Assurance and Supervision

Review and Situation Analysis

Quality assurance and supervision in education are often low on the list of priorities for transitional states. Other major concerns such as access and procurement of learning materials tend to take priority. Somaliland is no exception.

Recommendations made in the 2011 report on the status and capacity of the regional inspectorate in four regions of Somaliland,³⁴ called for the MoEHE to reinvigorate the management and supervision of quality of education at all levels. It also suggested the need for the strengthening linkages between central and regional levels. The report highlighted several institutional weaknesses including the lack of comprehensive feedback mechanisms that should assess the findings and recommendations of regional level inspectors and provide remedial support. Written inspection reports were not the norm and were being substituted for by telephone conversations and anecdotal information. Clearly critical information about schools' performance was being lost instead of being fed into the EMIS where review should lead to remedial action and revised planning. A lack of common standards and instruments has further hindered the process of establishing an objective and transparent system for improving and maintaining standards of education in primary and secondary schools.

³⁴ Barack Dinda M. Jakanyawaka, 2011. *Assessment of the Somaliland Inspectorate of the Regional Inspectorate Department. MoEHE:Somaliland*

From a Human Resource perspective, the 2011 report on the status of the regional inspectorate, pointed out that methods of recruitment and deployment of inspectors were very weak. There was evidence of clan based and political patronage which compromised the quality of the inspectorate's outputs. Some inspectors not only lacked any academic background, they also had no teaching experience. On the supply side: poor working environment; lack of transport; and salaries that are equivalent to that received by the classroom teachers they are inspecting, provided little incentive for school inspectors to produce high-end reports which could lead to informed judgments and enhanced learning in schools.

Capacity building programmes for the inspectorate in Somaliland have been agency-driven. In the absence of an overarching guide in the form of an ESSP, they were often based on the donor programme objectives without due regard to internationally accepted inspection standards and guidelines. A lack of clear strategies coming from the central MoEHE has not helped.³⁵ Perhaps most poignant is the MoEHE's own acknowledgement that quality assurance services have been irregular and rarely reach the very institutions they should be targeting.³⁶ In other words, the system fails to have any impact at the school level.

In spite of this rather dismal picture, the government of Somaliland has since taken steps in the right direction by recognising the importance of quality as a key determinant of the impact of education on economic growth. The Education Sector Development Plan, 2012-2016 (ESSP) goes as far as acknowledging that education quality and the setting of standards from which quality can be measured, are as important as access to education.³⁷

Under the capacity building programme ICDSEA (2010-2013), structural reforms have included support to the process of re-structuring of the former Department of Inspection. The structure of the newly formed Department of Quality Assurance and Standards Service (QASS) reflects a major change in both orientation and focus. The QASS aims to contribute towards achieving the MoEHE's strategic goal of "Improving the relevance and quality of education".³⁸ This will be accomplished by promoting sustainable improvements in standards, quality and achievement for all children in Somaliland's schools through first-hand evaluation (inspection) and providing high quality professional advice on remedial action (support). The powers of the QASS to inspect schools and services are set out in the Somaliland Education Act 2007 and the revised Draft Somaliland National Education Policy of 2012.

In addition to these structural changes, the process of developing the Minimum Standards for Primary and Secondary education has opened the way for the MoEHE to introduce new approaches to achieving the targets set out in the ESSP. The Minimum Standards are expected to be endorsed early in 2013 by the MoEHE. The next phase will be operationalization of these norms and standards. Implementing these standards through the new QASS structures at regional and district level will require further multi-year support to ensure that the current momentum and vision for quality assurance and supervision are not lost in the process of decentralisation.

GPE Programme Response

³⁵ Ibid.

³⁶ MoEHE Somaliland, 2012. *Education Sector Strategic Plan, 2012-16*

³⁷ MoEHE Somaliland, 2012. *Education Sector Strategic Plan, 2012-16*

³⁸ MoEHE Somaliland, 2012. *Education Sector Strategic Plan, 2012-16*

Given the challenges and opportunities outlined above, it is clear that the development of an effective system for school supervision for primary and secondary education requires further support and technical guidance for improved implementation at regional and district level, particularly in the process of providing more responsibilities for the Community Education Committees (CECs). More specifically, the GPE Programme will build on the current efforts being made by the MoEHE in the area of establishing Minimum Standards for Primary and Secondary education. The programme will provide the MoEHE with the additional support needed in operationalising the standards at regional, district and school levels.

One of the operational areas where financial support is most needed by the MoEHE is that of organising Supervisory School visits. The QASS has requested assistance to enable the Quality Assurance Officers (QAOs) to visit 1000 formal primary schools twice per year. This will require the provision of transport (vehicles and other related costs such as fuel costs for inspection and mentoring activities); computers and office supplies for the QAOs. The visits will be closely monitored and reports will be filed and the requisite remedial action will need to be taken by all parties identified as being responsible. The QASS will take serious measures if QAOs do not comply with this procedure and payments of any daily subsistence allowances will be withheld. There are at present 89 QAOs in Somaliland and of these, only 15 are females.

To ensure that schools in remote areas are covered, the MoEHE has requested funds to buy two vehicles which will be used for School Supervisory visits and other monitoring visits.

Outputs

- Quality Assurance Framework operationalised at the local level.

Sustainability Plans

The MoEHE has already expressed a strong commitment to improve the quality of education in formal primary schools. Steps have been taken to restructure the QASS and to recruit and train capable QAOs. The Ministry intends to build on this by advocating for a larger proportion of the National Budget to be given to Education in order to maintain minimum standards of teaching and learning. In the interim, GPE funding will be used to support the operationalization of the standards through the introduction of Supervisory visits to schools. The MoEHE is committed to taking over the cost of these critically important school visits. The purchase of two vehicles for use during the School Supervisory visits, as well as other monitoring activities, will enable the QAOs appointed to schools in remote areas of Somaliland to fulfil their commitments of visiting twice per year.

4.3 Component 3: Teacher Training Systems

Review and Situation Analysis

Along with structures, supplies and curricula, a sufficient supply of appropriately qualified teachers (in equitable numbers of males and females) are critical for the sustained provision of equitable quality education. An expanding education system, like Somaliland, that lacks the resources to train and deploy additional teachers will typically accommodate the expanding student enrolment rates by increasing the number of students in the classroom. This in turn will have a negative impact on student learning outcomes and the overall quality of the education system.

The implementation of a Fee Free Primary School Policy in 2011 by the government of Somaliland has generated an urgent need for an equitable expansion of the teaching force to meet the needs of the expected additional 12 percent annual increase in enrolment. Left unresolved, this situation will undoubtedly result in higher pupil-to-teacher ratios (PTRs) in Somaliland. While the average PTR of 31:1 in 2011 was an improvement on the 2006 ratio of 36:1, there is little room for complacency as indicated by regional disparities where in Sool and Togdheer the PTRs are 35:1 and 45:1 respectively. The MoEHE is eager to emphasise the enormous diversity between urban and rural areas in terms of PTR, reflecting both the urban drift for improved services and the low uptake of services in pastoralist areas.

Higher PTRs will have a negative impact on the quality of education provided, especially among untrained teachers, and subsequently on student learning outcomes. Given that only 16 percent of the teaching force is made up of female teachers, there is an additional need to seek gender equitable solutions. A comprehensive strategy, which addresses the recruitment, training and deployment of more teachers, especially females, in Somaliland is therefore imperative.

Under the Teacher Training Systems Component, the GPE Programme will support the MoEHE in two key strategic areas:

1. Establishment of National Teacher Training Institutions
2. Development of Teacher Training Framework, Policy and Standards

These areas will be addressed as sub-components; each with its own outputs. While individually each sub-component addresses critical needs within the teacher education system, collectively they contribute to the overall goal of strengthening MoEHE capacity to deliver equitable quality education for all in Somaliland.

Sub-Component 3.1: National Teacher Training Institutions

GPE Programme Response

In line with the Education Sector Strategy Plan (2012-2016), the Ministry of Education of Somaliland has requested the GPE Programme to support the construction and furnishing of two National Teacher Training Institutes (NTTIs). The NTTIs will be built using the MoE's contract and tendering systems which is already well established enough to build up to 20 new schools per year. Currently, in Somaliland, there are no NTTIs and teacher education comes under the auspices of the Universities that have Colleges of Education.

The MoEHE is unable to regulate the quality of teacher training provided by the University Colleges of Education. The MoEHE does not have the authority to change or contribute to the course contents nor can it influence the modes of training used to train the teachers enrolled in those institutions. In other words, the MoEHE has no way of improving the standards of teacher training. Yet, the teachers being trained in local universities are found to lack the knowledge of basic teaching competencies and a standardized teacher training programme is virtually non-existent.

By supporting the establishment of state-owned NTTIs, the GPE Programme will enable the MOEHE to design, develop and implement effective teacher training programmes specifically tailored to the evolving needs of primary school teachers in Somaliland.

As their contribution, the MOEHE pledges to donate either land for construction or provide existing institutions for rehabilitation. The NTTIs will be equitably distributed and used throughout the year for both pre-service and in-service training programmes. Moreover, the MOEHE is willing to identify demonstration schools where all teachers can practice their teaching skills. The MoEHE is fully committed to providing staff to run quality pre- and in-service teacher training courses as well as other administrative and management skills required to operationalise the NTTIs. It is anticipated that the NTTIs will attract interest and support from other donor programmes that have also prioritised teacher training and professional development. This will be promoted as a collaborative effort which aims to harmonise the current myriad of teacher training programmes and bring them under the MoEHE's leadership.

Outputs:

- Two (2) Primary School Teacher Training Institutes established under the auspices of the MoEHE.

Sustainability Plans

The MoEHE is seeking to address the issue of the poor quality of teaching through establishing itself as the credible provider of quality Teacher Training in Somaliland. The opportunity afforded by the GPE Programme to establish two Ministry-led Teacher Training Institutes (TTIs) at a Regional level is very timely as the Ministry is eager to take control of the fragmented delivery and under-par quality of Teaching Training. The establishment of the TTIs is not seen as an end in itself but rather an opportunity to replace the current, largely theoretical-based and ad hoc training provided by many of the alternative TTIs, with a more practical, child-centred classroom-based teaching methodology. The MoEHE has shown its level of commitment to this process by its willingness to engage in cost sharing through the provision of land for the TTIs. It will also establish model schools in each of the regions so that teacher trainees are able to experience good teaching/learning environments for themselves. Other private TTIs, funded by individual donors, will be expected to follow Teacher Training Regulations as set out in the Policy and Minimum Standards thus sustaining the MoEHE's lead in the area of Teacher Training.

Sub-Component 3.2: Teacher Training Framework: Policy and Minimum Standards

GPE Programme Response

Many teachers in Somaliland lack the basic teaching competency and necessary proficiencies to teach effectively. Although there are pockets of schools where teachers perform well, the majority of in-service teachers fail to improve their professional teaching skills due to lack of opportunities and motivation. An effective Teacher Training programme is required to meet the growing demands for improved standards in both primary and secondary schools in Somaliland.

The ESSP (2012-2016) recognises that while the development partners have made a major contribution to the development of Teacher Training programmes, they have not always been aligned with the MoEHE priorities, nor has any attempt been made to harmonise the types of training offered.

As the MoEHE moves towards establishing itself as a recognised provider of high quality teacher training, it is more important than ever that the provision of teacher training is harmonized. Under the GPE Programme this sub-component will aim to complement the results under Sub-Component 2: Development of a Teacher Training Framework. Within this Framework the MoEHE will be able to develop Minimum Standards for teacher training which will be made available to all Teacher Training providers together with guidelines and nationally-defined outcome indicators. Ultimately, the development of a Teacher Training Policy will provide the necessary legal framework for the provision and regulation of teaching training in Somaliland. In order to respond to these needs, GPE will support the MoEHE both technically and financially in the development of a comprehensive Teacher Training Framework.

Development of the Teacher Training Policy and Minimum Standards will take place over 6 months through a consultative process. It will be necessary to hold workshops to ensure full participation and ownership. Costs have been revised and where possible workshops will be held in cost free venues at a regional level. Two local consultants will be employed for 45 days each. The documents will be developed over a period of 6 months and will require intermittent inputs from the consultants.

Outputs:

- Teacher Training Framework with Minimum Standards and Policy developed.

Sustainability Plans

The critical ingredients in the sustainable development of the Teacher Training Policy and Minimum Standards are ownership and commitment on the part of those responsible for their implementation. To ensure that the Regional and Education Officers are fully engaged in the process of developing these key documents, the MoEHE has factored in three consultative workshops over a period of six months. Two local consultants will facilitate the process intermittently but the emphasis is on nurturing ownership and commitment among the Education Officials who will have the tasks of involving TTIs, Head Teachers and teachers at district and school level in the consultations as well as monitoring the implementation of the Policy and Minimum Standards for Teacher Training. In addition, the legal framework of the Policy will significantly strengthen the ministry's regulatory role in the sub-sector of Teacher Training which to date is non-existent.

Sub-Component 3.3: Teacher Profile Database

GPE Programme Response

The MoEHE recognises the need for an efficient teaching force that is properly remunerated and supported professionally. Inherent weaknesses in the current Teacher Management System such as lack of data and a formal teacher registration system continue to hamper attempts to achieve this. The MoEHE has therefore requested assistance in establishing a Teacher Profile Database and a registration process through which all teachers will be registered. The database will carry photographs of individual teachers as well as a record of verified Diplomas and Certificates along with their personal information. It is expected that this will be achieved through hiring an ICT expert locally to document each teacher's profile in a database system and store them. The system will need to be updated regularly to reflect new teachers as well as those who retire; are promoted, or deployed to perform non-teaching duties within the Ministry, as well as those who may be terminated, die or leave to start work outside the teaching sector.

This activity will not be conducted in isolation as GPE funds will be used to supplement the systems development activities that are planned under the EU funded ESDPII.

Outputs:

- Teacher Profile Database developed.

Sustainability Plans

The MoEHE is committed to increasing the efficiency of its Teacher Management System. Through the development of a Teacher Profile Database, the Ministry will increase levels of accountability among teachers and decrease the opportunities for exploitation and corruption. Through rooting out a number of 'ghost' teachers on the payroll, the Ministry will be able to direct the salaries to other teachers who are not yet on the government payroll. Working together with support from several development partners on this task will also improve levels of coordination and harmonisation within the Education Sector.

4.4 Component 4: Gender Equity in School Management Systems

Review and Situation Analysis

The current number of Head Teachers in Somaliland is 840, but of these, only 15 are females. While there has been a slow but steady increase over the last few years in the number of female classroom teachers, gender inequity at the school management level persists for a variety of reasons including lack of opportunities. The MoEHE is committed to increasing the number of female Head Teachers because of the positive multiplying effects of this strategy across the education system. With only 15 percent of all teachers being female, it is hoped that having females in management positions will provide the much needed role models that will attract more female secondary school graduates into the teaching profession. Furthermore, having a female Head Teacher who will be protective of girls is believed to positively impact parental choice with regards to sending their daughters to school. The current Minister of Education and Higher Education is female and is eager to promote gender equity across the system as is the Gender Unit which has been strengthened during the EU funded ICDSEA Programme (2010-2013).

GPE Programme Response

The GPE Programme will support an innovative approach initiated by the MoEHE to encourage female teachers to take up leadership positions in school. This type of affirmative action will not only provide positive, professional role models for girls but it is also more likely that gender-sensitive policies and strategies will be promoted in schools under female leadership. This will result in more girl-friendly schools that will actively seek to encourage girls to enrol and complete a full cycle of primary education. It is hoped that this will go some way to reduce the high drop-out rates for girls in the upper primary school grades and lead to an increase in the number of girls transitioning to lower secondary school.

Fifty qualified primary female teachers will be identified and enrolled in a school-based mentorship programme where they will be mentored by high-performing female and male Head Teachers in school leadership and management skills. They will also be required to participate in a workshop every six months to consolidate their knowledge and share their school-level experiences. Once trained, they will be deployed to schools when suitable vacancies for Head Teachers arise and will be supported in their roles as Head Teachers.

The creation of such a talent pool of young female Head Teachers will provide positive role models and act as an incentive for other female teachers who may be then consider taking-up leadership positions in schools as well as encouraging secondary school female graduates to join the teaching profession. The greatest impact is expected to be on parental choices with regard to sending their daughter to schools. In Somali culture, parents would by prefer to have a female Head Teacher for girls.

Outputs:

- 50 female teachers selected and mentored by successful Head Teachers in a school-based leadership skills programme in preparation for deployment as Head Teachers once vacancies arise.

Sustainability Plans

The MoEHE is committed to addressing the issue of gender inequities throughout the education system. While working on other bottom-up strategies to encourage more female secondary school graduates to train as teachers, the Ministry is convinced that a more strategic top-down approach is also necessary. The GPE funded programme will attempt to re-dress the gender-imbalance at school management level. This will not be done in isolation but will dovetail with gender sensitive reforms within the Teacher Training System, including a gender-informed Teacher Training Policy. This will go some way to ensure that policy and practice reinforce each other positively. Not only will the mentoring programme itself be monitored to ensure that the cohort of potential female Head Teachers are well prepared for their roles as Head Teachers but the Ministry is committed to follow-up with on-going support once they have been deployed as Head Teachers. The development and costing of a Teacher Retention Strategy will guide this effort.

5 PROGRAMME IMPLEMENTATION

The GPE Programme in Somaliland is designed to be an integral part of the MoEHE'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 1-4 will be conducted by the MoEHE using their own established systems. MoEHE financial systems will be used and further developed for the payment of teacher salaries (including those the 300 GPE funded teachers), as well as incentives for 900 Head Teachers and 13 Regional Education Officers. The Ministry will use its established contract and procurement systems to ensure that the Teacher Training Institutions are built and furnished to a high standard in a timely manner. Teacher Training systems, currently being reformed, will provide a regulatory framework necessary for enforcing a national Teacher Training Curriculum and Minimum Standards in the new TTIs and other tertiary institutions offering teacher training. Quality Assurance Systems under the re-structured Quality Assurance and Standards Services (QASS), will be used to roll-out the School Supervisory programme which includes two visits by Quality Assurance Officers (QAOs) per year to all formal primary schools in Somaliland.

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 Somaliland will be implemented through partnerships that bring together the MoEHE, 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 MoEHE, 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 Somaliland GPE Programme provides details of the timeframe for implementing the activities and responsible parties (Annex 1).

6 RISKS AND MITIGATION STRATEGIES

During the development of the Education Sector Strategic Plan 2012-2016 in Somaliland a risk assessment emanating from a set of real time assumptions was conducted. The broader risks that are relevant to the successful implementation of the GPE Programme have been set out in the table below alongside the specific Programme Risks together with the requisite mitigation strategies.

Risk Description		Mitigation Strategy
A	Broader Environment Risks	
1	Major disasters (natural and man-made) of sudden onset disrupt programme implementation.	Disaster Management and Preparedness Planning continue to be a priority area for Educational Planning Department. Contingency plans are regularly revised and updated.
2	Outbreak of conflict or political unrest results in limited access and imposed restrictions on programme management and monitoring.	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.
3	Parents and communities lose confidence in the government's commitment to provide equitable quality education	The supply of equitable quality education (including deployment of qualified and motivated teachers) keeps pace with the demand.
4	Development Partners fail to support a harmonised and co-ordinated education sector led by the MoE; resorting instead to a fragmented, project donor-led approach.	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.
5	The Somali Diaspora become disillusioned with the lack of progress in the education sector and withdraw their assistance to the MoE.	The MoE maintains a strong partnership with the Somali Diaspora; calling on them for both technical expertise and financial support.

Risk Description		Mitigation Strategy
B	Programme Specific Risks	
1	The MoE may not be able to sustain payment of the 300 teacher salaries funded through GPE Programme after 2015 due to lack of budgetary support.	The MoE will develop a resource mobilisation strategy that will focus on a diverse range of funding sources at the same time as lobbying the Ministry of Finance to increase the national budget allocation to the education sector.
2	Weak education information systems will mean that the cohort of 300 teachers will not be tracked for monitoring purposes and there will be no accountability mechanism in place to monitor teacher presence and/or timely payment of salaries	Lessons learned from the first MoEHE-led School Census in 2011 will be rigorously applied to the design of the annual exercise from 2013. Technical support provided through other education programmes will continue to strengthen the EMIS in terms of data collection and analysis. In addition, the development of a Teacher Profile Database will provide the information needed to triangulate the Census and regular EMIS data. CEC School Management Training will include monitoring of teacher absenteeism and payment of government salaries at the school level.
3	The establishment of National Teacher Training Institutes under the management of the MoEHE will fail to materialise due to building issues and/or will fall short of expectations due to the Ministry's failure to plan/recruit for HR needs.	The MoEHE has a vast amount of experience in managing local building contracts (20 schools per year) and has already identified the sites. HR capacity will be rallied through a systematic recruitment/transfer of Teacher Training staff.
4	The MoEHE will not use the opportunity provided to assert their legal mandate under the TT Policy to regulate the quality of TT provided in other TTIs.	MoE regulation of all Teacher Training Institutions will be strengthened through the development of the Teacher Training Policy and Minimum Standards. Other development partners, coordinated through an ESC Working Group, will continue to support reform in TT in-line with the Policy at the institutional level to ensure quality pre-service training including the use of child-centred methodologies.
5	The MoE fails to deploy the mentored female teachers as Head Teachers after their participation in the programme.	The MoEHE will adopt an affirmative action plan to ensure that mentored female teachers who are willing to take on the role of HTs are given priority. A gender-sensitive Teacher Retention Strategy will be developed with technical assistance from the Gender Unit and the ESC Gender Working Group
6	The QASS fails to fulfil their quota of making 6,000 School Supervisory visits over the programme period with few or no reports written and no remedial follow-ups conducted.	A reformed QASS is committed to providing the School Supervisory visits and has already recruited and begun training the QAOs in quality assurance issues. Payments will be tied to reports and remedial action plans. The REOs will be motivated through their incentives and will compete with each other to ensure that all schools are visited and follow-up is done.

7 PROGRAMME MANAGEMENT

The GPE Programme in Somaliland 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 consortium under ESPD II. It will comprise of:

Chair: Director General of Education, MoEHE

Members:

1. Director of Teacher Training, MoEHE
2. Director of Quality Assurance and Standards Service (QASS)
3. UNICEF, Managing Entity
4. EU, Coordinating Agency
5. Donor Representative(s)
6. ESC Coordinator
7. ESC Representatives - INGO and LNGO/CBO
8. Teacher Training Institution/University Representatives
9. 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 basis and then on a quarterly basis.

For the interim, while key Education Sector donors remain Nairobi-based, the ESC meetings in Nairobi will be the primary platform for coordination among donors in Nairobi.

The overall aim of each ESC will be to harmonize efforts and monitor the progress and milestones of the GPE Programme.

Technical Working Groups

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

Rather than establish new TWGs, the MoEHE prefers to take the opportunity to strengthen and expand the briefs of those already in existence. Terms of reference may need to be reviewed and adapted. The meetings will normally take place monthly, but more frequently if necessary.

Managing Entity

UNICEF will act as the Managing Entity (ME) for the GPE Programme, as endorsed by the Somaliland ESC. 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 MoEHE, the ESC, the ME (UNICEF) and the GPE Secretariat. While UNICEF will work with the MOEHE 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 MoEHE 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 MoEHE 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 results reporting at the country as well as the global programme level. UNICEF will make full use of its applications to enhance management and monitoring of the programme.

Financial Management

UNICEF will utilize its well-established Enterprise Resource Planning (ERP) which supports all financial transactions. This system enables UNICEF to track all grants disbursements. Reports on financial utilization are also generated from the ERP. The system prevents disbursements if a partner has not provided accounting reports as scheduled and alerts 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 four 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 (Annex 2). 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 Somaliland over the last 3 years in establishing a stable and credible 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 MoEHE-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 Somaliland. 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.³⁹ 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. During the GPE Programme period, it is expected that the MLA will be conducted annually and will expand in coverage.

³⁹ AET, 2012. Report on 2011 Monitoring Learning Achievements (MLA) in Grade 4 in Puntland and Somaliland

To complement the MLA, the GPE Programme will support the implementation of regular School Supervisory Visits. These will be monitored through meta-analysis of the QAO school reports and remedial action plans implemented.

In addition the GPE Programme will provide supplementary funding for the development and utilisation of a Teacher Profile Database which will provide more accurate baseline data for the measuring of 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 ESC and relevant 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 the 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 Steering 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

Effective Knowledge Management will enable all GPE Programme stakeholders to benefit from innovations, lessons learned and best practice as well as help to 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, including human interest stories, to all parties at regional, district and school level with a focus on the intended and unintended changes among the direct and indirect beneficiaries as a result of inputs from the programme.

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Annex 1: Implementation Plan

[illegible]

Annex 1: Implementation Plan (cont'd)

[illegible]

Annex 2: Results Framework

RESULTS FRAMEWORK: GPE PROGRAMME (2013-2016) SOMALILAND					
GOAL			INDICATORS		
Improve the MoEHE’s capacity to deliver quality education for all in Somaliland.			GER; PTR; MLA (Grade 4) & Grade 8 exam results; Completion/Survival Rates; Transition Rates; Teacher Attrition Rates		
Component 1: MoEHE Salaries and Incentive Payments					
OUTCOME 1: Teacher Management Systems Strengthened					
Sub-Outcome 1.1: Improved predictability of MoEHE Teacher Salary Payments with sustainable outcomes					
Outcome Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.1.1 Teacher Attrition Rates	Baseline to be established in 2013 (T) (M) (F)	2015/16 (T) (M) (F)	MoEHE Teacher Registers; Annual Primary School Census; EMIS	National	MoEHE; MoF
1.1.2 Pupil Teacher Ratios	2012 MoEHE Data 34:1	2015/16 33:1	Primary School Census 2015/16		
1.1.3 Percentage of National Budget allocated to Education (including teacher salaries)	2012: 8%	2016: 12%	MoEHE Financial Reports		

Output 1.1: 300 (150 females) new teachers receive salaries of USD100 per month					
Output Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.1.1 Number of total and new teachers on government payroll	MoEHE Reports 2013 (T) 3,541 (M) (F)	2015/16 (T) 3,841 (M) 150 additional (F) 150 additional	MoEHE Financial Reports 2015/16; Annual Primary School Census; EMIS	National	MoEHE; MoF
1.1.2 Average number of days teachers are present in school (Teacher Cohort)	Baseline to be established in 2013 (T) (M) (F)	2015/16 (T) (M) (F)	MoEHE Teacher Registers; CEC Reports; EMIS	School/Community	CECs; DEOs; REOs
1.1.3 Percentage of teachers paid on time, as monitored by CECs (Teacher Cohort)	Baseline to be established for 2013	2015/16	CEC Reports:		
Sub-Outcome 1. 2: School Management strengthened through professionally motivated Head Teachers					
Outcome Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.2.1 Number of CECs implementing School Management Plans	Baseline to be established in 2013 CECs: 0	2015/16 CECs: 400	MoEHE Reports 2015/16; EMIS	Regional; District; Schools	DEOs; REOs; CECs

Output 1.2: 900 Head Teachers receive incentive payments of USD25 per month					
Output Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.2.1 Number of total and new HTs receiving salaries plus incentives	MoEHE Financial Reports 2012/13 (T) Salary only: 840 (T) Salary + incentive (0)	2015/16 (T) Salary only: 0 (T) Salary + incentive: 900	MoEHE Financial Reports 2015/16 Teachers interviews pre-post activity implementation	National	MoEHE; MoF
1.2.2 Percentage of HTs who have completed training courses in School Management -	Baseline to be established in 2013 (T) (M) (F)	2015/2016 (T) 85% (M) (F)	MoEHE HR Reports 2015/16		
Sub-Outcome 1.3: Regional management and delivery of education services improved through professionally motivated REOs					
Outcome Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.3.1 Effectiveness of Service Delivery in Schools - (Composite Proxy Indicators: new classrooms; textbooks per pupil; new teachers; learning outcomes)	Baseline to be established in 2013	% increase in all selected areas	Primary School Census 2015/16; EMIS; CEC Reports		

Output 1.3: 13 Regional Education Officers receive incentive payments of USD100 per month					
Output Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.3.1 Number of REOs receiving incentive payments	MoEHE Reports 2013 (T) 0 (M) 0 (F) 0	2015/16 (T) 13 (100%) (M) (F)	MoEHE Financial Reports 2015/16	National Regional	
1.3.2 Number of REOs' with job descriptions that include monitoring of teacher absenteeism	Baseline to be established in 2013 (T) (M) (F)	2015/16 (T) 13 (100%) (M) (F)	MoEHE HR Reports 2015/16	National	
1.3.3 Number of monitoring visits conducted by REOs in selected schools to monitor teachers' absenteeism	Baseline to be established in 2013. (T) 13 (100%) (M) (F)	2015/16 (T) 13 (100%) (M) (F)	MoEHE Reports 2015/16; CEC Reports	School Level	

Component 2: Quality Assurance and Supervision					
Outcome 1: Effective implementation of MoEHE Quality Assurance Framework at the local level for improved learning outcomes					
Outcome Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.1 Percentage of schools, in selected districts, with improved learning outcomes at Grade 4 level	Baseline to be established in 2013	2015/16 50%	MLA Results 2014, 2015; 2016	National; Regional	MoEHE Directorate for Assessment and Examinations
1.2 Number of additional enrolments in Form 1 (Proxy indicator for number of children transitioning from Upper Primary School to Lower Secondary)	2012: (T) 11,607 (M) (F)	2015/16 (T) Additional 5,000 (M) 2,750 (F) 2,250	Primary and Secondary School Census 2015/16	National; Regional	MoEHE Directorate of Primary Schools
Output 1.1: 89 Quality Assurance Officers (QAOs) receive training in Quality Assurance and School Supervision					
Output Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.1.1 Number of Quality Assurance Officers trained and competent to implement QASS standards and procedures	Baseline to be established in 2013 (T) 0 (M) 0 (F) 0	2015/16 (T) 89 (M) 74 (F) 15	MoEHE Reports; QASS Training Reports 2013/14;	Regional	QASS; REOs; DEOs
Output 1.2: 1000 Primary Schools each receive two School Supervisory visits per year and benefit from subsequent remedial follow-up action					
Output Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.2.1 Number and frequency of primary schools visited by QAOs per year	Baseline to be established in 2013	2015/16	QASS Reports 2015/16	Regional; Schools	QASS; CECs; REOs; DEOs

	(T) : 0 Number of School visited twice per year: 0	(T) : 6,000 Number of schools visited twice per year: 6,000			
1.2.2 Number of QA Reports and Remedial Action Plans per school per year	Baseline to be established in 2013 (T) QA Reports (T) Remedial Action Plans	2015/16 Cumulative for 3 years: (T) QA Reports - 6000 (T) Remedial Action Plans – 6,000	QASS Reports and Remedial Action Plans 2015/16		

Component 3: Teacher Training Systems					
Outcome 1: Teacher Training Systems Strengthened					
Sub-Outcome 1.1: Access to Quality Teacher Training increased					
Outcome Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.1.1 Percentage of certified teachers	Primary School Census 2011 (T) 48% (F) 13%	2015/16 (T) 63% (F) 26%	Primary School Census 2015/16; EMIS	National	MoEHE
Output 1.1: 2 Teacher Training Institutes (TTI) established under the auspices of the MoEHE					
Output Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.1.1 Number of MoEHE-led TTIs constructed and furnished	2012/13 (T) 0	2015/16 (T) 2	MoEHE Teacher Training Reports; EMIS	Selected Regions	MoEHE Directorate of TT; REOs
1.1.2 Number of teachers enrolled in MoEHE-led Teacher Training	2012/13 (T) 0 (M) 0 (F) 0	2015/16 (TBD) (T) (M) (F)	MoEHE Teacher Training Reports; EMIS		

Sub-Outcome 1.2: MoEHE Regulation of Teacher Training increased					
Outcome Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.2.1 Number of TTIs conducting TT with adherence to MoEHE regulations and guidelines	Baseline to be established in 2013	2015/16 (T) – All TTIs	MoEHE Teacher Training Reports 2014-2016	National	MoEHE
Output 1. 2. Teacher Training Framework					
Output Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.2.1 Teacher Training Policy and Minimum Standards developed and validated	Education Sector Strategic Plan 2012-2016 No TT Policy No TT Minimum Standards	2013/14 TT Policy: Validated and endorsed TT Minimum Standards: Validated and endorsed	Policy/Minimum Standards Documents	National	MOEHE
1.2.2 Number of TTIs implementing the TT Policy and Minimum Standards	Baseline to be established in 2013 (T) 0	2015/16 (T) – All TTIs	MoEHE Teacher Training Reports 2014-2016		MoEHE
Sub-Outcome 1.3: Teacher management and accountability systems strengthened through Teacher Registration					
Outcome Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.2.1 Number of new and total teachers registered with the MoEHE	2013 (T) - 0	2015/16 (T) - All teachers	MoEHE Teacher Training Reports 2014-2016	National	MoEHE

Output 1. 1 Teacher Profile Database					
Output Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.2.1 Number of teachers registered (with photos) on the Teacher Profile Database	Education Sector Strategic Plan 2012-2016 No Teacher Profile Database	2013/14 Database System endorsed and fully populated	Teacher Profiles	National	MOEHE
1.2.2 Number of ‘ghost-teachers’ traced and deleted from the MoEHE payroll	Baseline to be established in 2013	2015/16 (T) – All active teachers registered	MoEHE Teacher Training Reports 2014-2016		MoEHE
Component 4: Gender Equity in School Management Systems					
Outcome 1: Improved Gender-Equity at School Management level results in increased equitable access for girls in basic education					
Outcome Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.1 Number of total Female Head Teachers	2012 (T) 840 (F) 15	2015/16 (T) Additional 50	Primary School Census 2015/16; EMIS; MoEHE HT Appointment Letters	Selected Regions	MoEHE; Directorate of Teacher Training and Planning
1.2 Percentage of girls in primary schools	Primary School Census Survey 2011/EMIS (T) 43%	2015/16 (T) 47%	Primary School Census 2015/16; EMIS		MoEHE; Directorate of Planning

Output 1.1: 50 Female Teachers mentored (60 days over 2 years) by Female Head Teachers for deployment as Head Teachers					
Output Indicators	Baseline	Target	MOV	Geographical Focus	Implementing Partners
1.1.1 Number of female teachers enrolled in mentoring programme	Baseline to be established in 2013 (T) 0	2013/14 (T) 50	MoEHE HR Reports; EMIS	Selected Regions	MoEHE; Directorate of Teacher Training
1.1.2 Number of female teachers deployed as Head Teachers after participating in mentoring programme	Baseline to be established in 2013 (T) 0	2014/16 (T) 50	MoEHE HR Reports; EMIS; MoEHE HT Appointment Letters		

Annex 3: Budget (USD)

	COMPONENTS	Unit	Quantity	Unit Cost	Frequency	Est. Cost	% of Total
1	COMPONENT 1: MoEHE SALARES & INCENTIVE PAYMENTS						
1.1	Incentive Payments for 900 Head Teachers, Year 1	Person	860	25.00	12	258,000.00	52.7%
1.2	Incentive Payments for 900 Head Teachers, Year 2	Person	880	25.00	12	264,000.00	
1.3	Incentive Payments for 900 Head Teachers, Year 3	Person	900	25.00	12	270,000.00	
1.4	Incentive Payments for 13 REOs, Year 1	Person	13	100.00	12	15,600.00	
1.5	Incentive Payments for 13 REOs, Year 2	Person	13	100.00	12	15,600.00	
1.6	Incentive Payments for 13 REOs, Year 3	Person	13	100.00	12	15,600.00	
1.7	Salary Payments for 300 New Teachers (150 females) Year 1	Person	300	100.00	12	360,000.00	
1.8	Salary Payments for 300 New Teachers (150 females) Year 2	Person	300	100.00	12	360,000.00	
1.9	Salary Payments for 300 New Teachers (150 females) Year 3	Person	300	100.00	12	360,000.00	
	Sub-Total: Component 1					1,918,800.00	
2	COMPONENT 2: QUALITY ASSURANCE AND SUPERVISION						
2.1	Training Workshops for 89 Regional and District Education Officers (2 workshops @10,158.00 x 5 days)	Workshop	2	10,158.00	5	101,580.00	12.1%
2.2	Supervisory Visits to 1000 Primary Schools twice per year (2000 @ USD 50 x3 years)	School Visit	2,000	50.00	3	300,000.00	
2.3	Purchase of 2 vehicles for MoEHE monitoring and supervision (2 @ USD 19,000)	Vehicle	2	19,000.00	1	38,000.00	
	Sub-Total: Component 2					439,580.00	
3	COMPONENT 3 – TEACHER TRAINING SYSTEMS						
3.1	NATIONAL TEACHER TRAINING INSTITUTES						
3.1.1	Construction and Furnishing of Teacher Training Institutes (Unit Cost USD250,000 x2)	Construction	2	250,000.00	1	500,000.00	20.1%
3.2	TEACHER TRAINING FRAMEWORK, POLICY AND MINIMUM STANDARDS IMPLEMENTED						
3.2.1	Fees for 2 local Consultants to develop a Teacher Training Framework (2 @ USD 10,000 x45 days)	Person	2	111.11	45	9,999.90	
3.2.2	Workshops for 60 Regional/District Education Officers and Head Teachers (3 workshops @ USD5,000 per day x3 days)	Workshops	3	5,000.00	3	45,000.00	
3.2.3	Supplement EU (ESPD II) supported Teacher Profile Database	Database	1	177,707.07	1	177,707.07	
	Sub-Total:Component 3					732,706.97	
4	FEMALE HEAD TEACHER LEADERSHIP PROGRAMME						
4.1	Head Teacher Mentoring Programme for 50 Female Teachers (Incentives for 50 participating schools @ USD900 per school x2 years)	Programme	50	900.00	2	90,000.00	4.4%
4.2	Workshops for 50 Female Head Teachers (5 workshops @ USD4700 per day x3 days)	Workshop	5	4,700.00	3	70,500.00	
	Sub-Total: Component 4					160,500.00	
5	PROGRAMME MANAGEMENT						
5.1	HUMAN RESOURCES						
5.1.1	Senior Programme Manager (P4) - (Regional Cost: 33% x 3 years)	Person	1	64,786.59	3	194,359.77	8.7%
5.1.2	Education Officer (1 National Officer (NOC) per Region USD33,343.00 x 3 years)	Person	1	33,343.00	3	100,029.00	
5.1.3	Programme Assistant (Regional Cost: 33% of USD 23,895 x 3 years)	Person	1	7,885.35	3	23,656.05	
	Sub-Total: HR					318,044.82	
	Programme Cost, (Excl. M&E)					3,569,631.79	
5.2	MONITORING & EVALUATION (2% of Regional Programme Cost, Excl. M&E)					71,392.64	
5.2.1	Routine Programme Monitoring and Reporting	Activity	1			42,835.58	2.0%
5.2.2	Evaluations	Activity	1			14,278.53	
5.2.3	Knowledge Management	Activity	1			14,278.53	
	Sub-Total: M&E					71,392.64	
	Sub-Total:4 Programme Management					389,437.46	
	Total Programme Costs: 1-4					3,641,024.43	100.0%
6	UNICEF PROGRAMME SUPPORT COSTS (15%)					546,153.66	
	(Support costs include 4% for Capacity Building)						
	TOTAL GPE PROGRAMME					4,187,178.09	
	SOMALILAND GPE ALLOCATION					4,190,000.00	