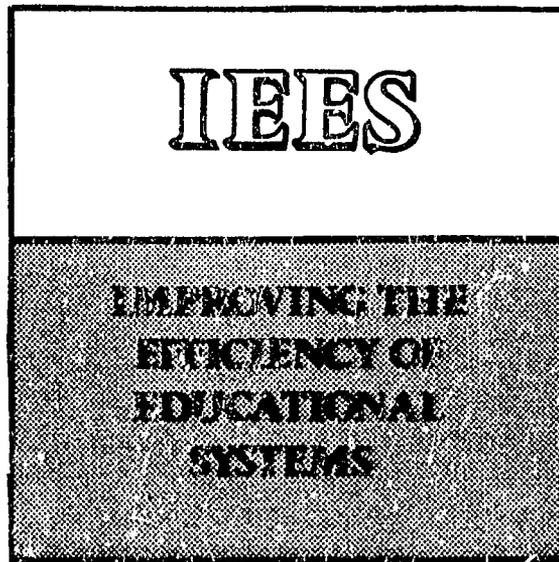


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SOMALIA COUNTRY PLAN
1985-1986

July 1985



Florida State University
Howard University
Institute for International Research
State University of New York at Albany

Agency for International Development
Contract No. DPE-5823-C-00-4013-00

Improving the Efficiency of Educational Systems (IEES) is an initiative funded in 1984 by the Agency for International Development (AID). The principal goals of the IEES project are to help developing countries improve the performance of their educational systems and strengthen their capabilities for educational planning, management, and research. To achieve these goals, a consortium of U.S. institutions has been formed to work collaboratively with selected host governments and USAID Missions over the next ten years. The consortium consists of Florida State University (prime contractor), Howard University, the Institute for International Research, and the State University of New York at Albany.

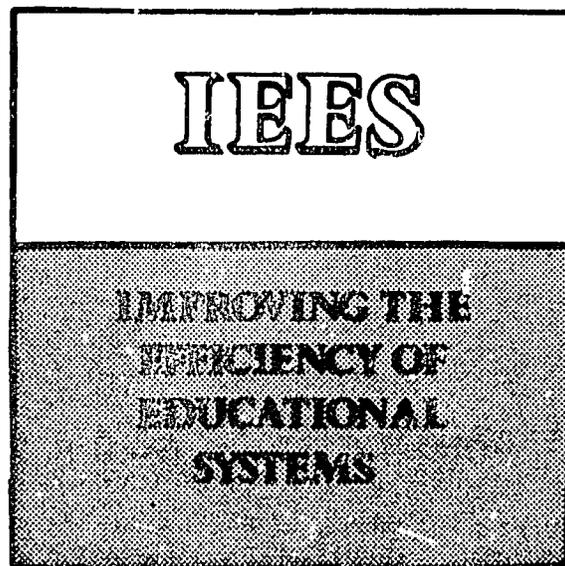
There are currently nine countries participating in the IEES initiative. Five are in Africa: Botswana, Liberia, Niger, Somalia, and Zimbabwe. Other countries involved with the project are Haiti, Indonesia, Nepal, and North Yemen.

Documents published by IEES are produced to promote improved educational practice, planning, and research within participating countries. All publications generated by project activities are held in the IEES Educational Efficiency Clearinghouse at Florida State University. Requests for project documents should be addressed to:

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SOMALIA COUNTRY PLAN: 1985-86

Improving the Efficiency of Educational Systems Project (IEES)

1.0 Introduction

Somalia has been the country in which the IEES project has been most active to date. Including pre-contract activities the following tasks will have been performed in Somalia by October, 1985 (dates are inclusive from task initiation to report publication):

1. Education and Human Resource Sector Assessment (June, 1983 - February, 1984).
2. Somali Civil Service Study (February, 1984 - June, 1984) and participation in Civil Service Symposium (August, 1984).
3. Preparation of Somalia Management Training and Administrative Development (SOMTAD) project paper (July-August, 1984 and February, 1985).
4. Conduct of Educational Management Workshop for Ministry of Education (MOE) officials and secondary school principals (February, 1985).
5. Placement of Dr. M. Berger as resident technical advisor (RTA) for the IEES project (May, 1985).
6. Conduct of Computer Skills Workshop for management and planning in the MOE, the Ministry of Labor and Social Affairs (MLSA), and the Ministry of National Planning (MNP)--(June, 1985).
7. Special research and development activity to identify opportunities for quality enhancement within existing resource limitations.

As this list indicates the IEES project has established a record of success in Somalia related to the joint IEES goals of capacity development and increased system efficiency. The results of the Civil Service Study (which was itself a response, in part, to the findings of the EHR Assessment) are

continuing to guide the Government of the Somali Democratic Republic (GSDR) policies in the areas of personnel, administrative organization, and private sector development.

1.1 Purpose of the Country Plan

The country plan is designed to represent a consensus of views among the participants in the IEES project. In addition to host country government representatives, the participants also include USAID personnel (mission and Washington staff), major EHR sector donors, private sector representatives, and personnel of the IEES project. The central objective of the country plan is to identify and justify the priority activities for IEES assistance for the coming year. The criteria used will combine long- and short-term components. The long-term criteria will relate to the congruence of IEES activity with Somalia's national development plan and the goal of establishing self-reliant structures for EHR planning and implementation. In the short-run (an individual project year) every effort will be made to design activities that are mutually supportive and build on the success and lessons learned in earlier efforts.

The ultimate criterion for all project activities is improvement in the efficiency of resource utilization in education. This criterion will be applied at the macroeducational (national and regional planning) as well as at the microeducational (school and classroom) level. The development of local institutional capacity is a corollary criterion derived from that of increased systematic

efficiency. Institutional development, per se, is not an IEES goal; however, institutional development that promotes the Somali capacity to promote increased EHR efficiency will be a major means to project success.

A critical aspect of the country plan process will be the involvement of GSDR and donor representatives in the identification of strategic opportunities and of specific project activities. Every effort should be made to facilitate increased donor coordination and to increase the government's ability to manage donor assistance effectively.

Other aspects of the Somali country plan process are as follows:

- (1) The plan will clarify the interrelationships among all of the proposed IEES activities in Somalia. This will include proposed activities related to collaborative research, training for capacity building, networking for improved communications, and knowledge building. These proposed activities will all focus on the major goals of the IEES project within an overall and integrated strategy that addresses these goals.
- (2) The plan will focus on the development of institutional capacities for making more efficient use of educational resources, based on the assumption that the real value of these resources in Somalia will not increase significantly in the short-term. Any improvements in the EHR sector, therefore, are expected to be the result of improved efficiencies in use and allocation rather than from increased resources.
- (3) The plan will select and describe activities that address priority IEES objectives, within the context of the overall rationales that relate these activities to the IEES objectives. Thus, specific activities will not represent individual or institutional interests of staff or GSDR researchers, nor will they represent any donor-specific interests. Rather, they will flow from an integrated approach to the overall project goals of increasing efficiency and capacity building in Somalia.

- (4) The acceptance, effectiveness, and efficiency of the proposed long-term and short-term IEES activities will be enhanced by having them closely coordinated with GSDR plans and priorities, as well as those of major donors, based on information in the EHR Sector Assessment and subsequent reports and studies.

1.2 The IEES Consortium

The IEES project is coordinated by the staff of the Learning Services Institute of Florida State University. Participating institutions include the State University of New York at Albany, Howard University, and the Institute for International Research; support institutions include Syracuse University and Pennsylvania State University. Management responsibility is vested in the Executive Management Committee consisting of the Project Principal Investigator, Director, and Deputy Director (all from Florida State University), and the Institutional Coordinators from each of the participating institutions.

The resources available from the consortium are primarily technical assistance services for planning, research, and training activities. Resources also exist for the procurement of local consulting services and for some equipment acquisition.

The project is coordinated for the U.S. Agency for International Development by the cognizant technical officer in Washington, D.C. (located in the Education Office of the Science and Technology Division) and the USAID-Somalia Education Officer. Coordination of IEES activities for the GSDR is conducted through the Ministry of National Planning in Cooperation with representatives of the Ministry of Education and the Ministry of Labour and Social Affairs. The Permanent

Secretaries (or their designated representatives) of these ministries constitute the Somali IEES counterpart management committee.

2.0 EHR Conditions in Somalia

In this section an attempt will be made to establish a context for IEES activities in Somalia in terms of the current status and plans of the EHR system. The major sources for the information presented here is the EHR Assessment Report (February, 1984) and the Somali Civil Service Study (September, 1984), where appropriate data and interpretations have been modified or updated to reflect changing conditions.

2.1 Historical and Social Setting

Somalis share a common ethnicity and culture, characterized by a single language, adherence to the Islamic faith, and a lifestyle and values derived from nomadism. Situated in the strategic Horn of Africa, Somalis have engaged for centuries in trade and exchange with the Arabian Peninsula. Climate and the unpredictable availability of water have helped create the ingenuity, drive, and pragmatism of the Somali people. The country comprises 628,000 square kilometers, mostly semi-arid, and has a 2,720 kilometer (1,700 miles) coastline, the longest in Africa. The northern part of the country is hilly, from 900 to 2,100 meters in places, while the central and southern areas are flat. Most cultivation occurs in the south between the Shebelle and Juba rivers.

While 60 percent of the nearly 5.0 million Somali people are nomadic and semi-nomadic pastoralists, it is important to note that this lifestyle pervades Somali life. Nomads and the settled population are closely linked, since most individuals living in towns and cities also have immediate and extended family members living as nomads in the interior, and commonly invest with them in joint livestock herds. An estimated additional 20 percent of the population combine semi-pastoral livestock production with small farming. Rough estimates place the country's total number of sheep, goats, camels, and cattle at 35 million, or about seven head per capita. The country is believed to have the largest camel herd in the world, and camels have traditionally been the most prized form of wealth in Somalia. For centuries nomads engaged in a large, monetarized exchange network across the Gulf of Aden and thus developed a large remittance economy.

Although Somalis have been united ethnically, the country was not united as a single state until independence in 1960. Even then it functioned as two separate entities; one, the former Italian colony and trust territory in the south, and the other, the former British protectorate in the north. There were separate administrative, legal, education, communication, currency, and accounting systems. There was little formal economic contact between the two regions and the educated elite did not share a common language or intellectual orientation. More effective integration began to be achieved by the mid-1960's, but these two institutional legacies still influence aspects of the education and training sector,

particularly regarding issues of language and civil service administration. After the new government took power in 1969, the country set upon a course of scientific socialism and proceeded with several reforms and campaigns to develop the nation's human resources. In 1972 a Latin script was chosen for the Somali language, which previously had existed only in oral form, enabling educational expansion and administrative unification. Between 1973 and 1975 massive nationwide campaigns were undertaken to instill literacy in the new Somali script. Unfortunately, the country's resources were severely strained by the extreme drought of 1974-75, renewed border conflicts in the Ogaden, political realignments, and a lesser drought in 1974-75. By 1980 Somalia had 1.5 million refugees, of whom some 450,000 to 700,000 remain in various resettlement camps, assisted by the U.N. A new Somali Constitution was approved by a referendum in 1979; a National Assembly was created and members elected. The important role to be played in the national development by an emerging private commercial sector is being recognized.

2.2 Fiscal and Management Capacity

The statistics of the formal economy suggest that Somalis are among the world's poorest people. However, the effects of the nonmonetary trading sector, the monetary but unmeasured commercial sector, and the earnings remissions by Somalis working abroad, all have led to a higher standard of living than the nominal figures indicate. Since GDP measures only the monetary and easily measured economic activity that takes place

within Somalia, it underestimates the country's true economic condition.

Seven major issues concern the Somali economy:

- 1) external dependence -- upon relatively inelastic demand for its exports, for food imports, for development assistance;
- 2) internal disincentives -- manifest in the lack of capital for private investment, restraints on permits and licenses, and a largely undifferentiated pay system for public employment, and which contribute to a "brain drain;"
- 3) potential overutilization of rangeland;
- 4) underexploitation of farming, forestry, and fishing;
- 5) environmental fragility;
- 6) the role of the private sector -- and how to develop a more mixed public/private system within the scope of the precepts of scientific socialism;
- 7) the planning of human resource development -- divisible into considerations of management, quality, and quantity.

The essential characteristic of the Somali economy is the potential for economic variability. While government cannot adequately control some determinants of economic performance (i.e., external dependence and environmental fragility) its challenge is to structure a supportive administrative base, with a clear and positive incentive system, and to incorporate adaptive planning at both the macroeconomic and subsector levels.

The analysis of Somalia's fiscal capacity points to the conclusion that the country has an opportunity between 1985 and 1990 because of the temporary decline in social demand pressures on formal education relative to the system's present level of expansion. This has resulted from a variety of

political, educational policy, and socio-economic factors which have effected an unusual pattern of successive age cohorts in primary and secondary grades. This period will permit programs to improve quality, to expand access to underserved segments of the population, and to institute a more demand-oriented planning of educational programs. The major constraints that government faces will be for capital costs, technical expertise, and management design and implementation. There is an immediate need for donor support of project development activities. With a coordinated program of donor assistance and government policy changes as indicated in the Civil Service Study, the education and training systems can develop to meet the needs of the next decade.

The GSDR has identified the shortage of skilled labor and personnel with technical and managerial skills as the major constraint impeding progress in most sectors. The current skill level of teachers constitutes a specific constraint in the education and training sector. These constraints are compounded by limited financial resources, an inadequate system of wage incentives, inadequacies in organizational infrastructure, problems associated with language fragmentation, and lack of equipment, spare parts, and proper maintenance. None of these constraints need prove insurmountable, however.

With government's resources allocated to system maintenance, quality improvement, and extended access particularly at the primary school level, there will be few if any new funds available for EHR development activities. The

debt service problem of government is also a constraint in that it would be ill advised to finance EHR development programs through conventional loans. This means that donors will have to provide concessionary loans or grants to cover the capital and initial operating expenditures of EHR projects. Government will have to be prepared to absorb the recurrent costs for EHR activities after the development project has ended.

The major constraints on efficient administration emerge from three sources. The first is the lack of adequate managerial training among individuals in the public and private sectors. The second source is the incentive system within which the manager operates. The recruitment, promotion, and salary systems of the public sector are not sufficiently related to a merit or performance basis. This often results in lack of explicit goal definitions for managerial units, unclear criteria against which performance may be assessed, and less than optimal effort invested by mid-level staff in their managerial tasks. The third source of constraint on management is the low level of information technology. Low-cost, high capacity micro-processing equipment would greatly alleviate this constraint.

Language fragmentation within the educational and training sector and the lack of a coherent, long-term language policy place great strain on human, financial and material resources. While Koranic education uses Arabic, primary and general secondary schools use the Somali language. Most vocational and technical education is conducted in English. The majority of the faculties of the National University use Italian as the

medium of instruction. However, Lafolle College of Education, which prepares secondary teachers who will work in Somali, uses English. This complex pattern of language use results in a loss of learning time and increased expense because of the periodic need for students to develop new language skills prior to successive levels of education or training. The language situation also results in instructional inefficiency from lack of language fluency, a weak fit between language of instruction and further work or study, and the limited availability of means for teaching the various languages.

2.4 National Goals, Development Priorities, and EHR Implementation Strategies

Four broad development goals are stated in the Five Year Development Plan (FYP), 1982-1986:

- accelerate growth in production leading to increases in per capita incomes;
- reduce urban/rural disparities in income and access to services to discourage urban migration and unemployment;
- reverse cropland and rangeland deterioration to improve productivity; and
- increase self-reliance and popular participation in the development effort.

These goals expand on those emphasized since the 1969 Revolution; namely, to:

- increase the standard of living to the highest possible level;
- provide opportunities for gainful employment for the entire labor force; and
- create a society based on social justice and individual freedom within a socialist framework.

To realize its broad national goals, government has set the following development objectives for education during the Five Year Plan:

- a. continue the process of democratization and expansion of educational opportunities through compulsory, universal, and free primary education (classes 1-8);
- b. improve the content of educational programs;
- c. increase the effectiveness of the educational process in developing intellectual abilities, attitudes, and values and in improving practical skills;
- d. diversify post-primary education, paying attention to expansion of technical and vocational education to cope with the critical demand for middle-level manpower;
- e. expand adult education programs with emphasis on making them functional and strengthen follow-up programs to sustain results;
- f. strengthen the teaching and popularization of the Arabic language;
- g. expand facilities for higher education and research; and
- h. provide training and research facilities for Somali planners.

Among the specific targets proposed by 1986 are:

- enrollment of 52 percent of 6 year olds in primary school, with total primary enrollment reaching 440,000;
- enrollment of 80 percent of 110,000 students, completing Grade Eight, in general secondary (24 percent), technical secondary (14 percent), and vocational training (42 percent);
- enrollment of 25 percent of secondary school leavers in university by expanding university facilities;
- improve primary and secondary teacher training by improving methods and establishing primary teacher training centers in five regions;
- establish a curriculum development center;
- produce all primary and secondary school textbooks locally;

- establish seven regional adult education centers and ten literacy follow-up centers;
- establish family life extension centers in rural areas of all districts and set up family life teacher training centers in 16 locations; and strengthen Arabic language teaching in all education institutions and teacher training programs.

The target enrollment projections envisioned during the preparation of the FYP are now seen as unrealistic for the original time frame, and revisions are suggested in line with more current data on enrollment patterns.

2.5 Overview of EHR Subsectors

2.5.1 Koranic Education

The Koranic schools constitute a parallel rather than a part of the official schooling system since they are not supervised directly by government and the teachers do not receive formal training. The schools' manifest function is to inculcate in children a value system based upon the principles of Islam. Their key latent functions are to introduce children to formal education, the Arabic language, and written script. It is estimated that there are 5,480 Koranic schools in Somalia, about seven times the number of official schools with elementary grades. Students who attend the Koranic schools begin at the age of 4 or 5 and may continue until the age of 14. Although girls are not encouraged to attend, the actual proportion of female students exceeds one-third of the student population. Girls are usually dissuaded from continuing in the Koranic school after the age of 9 or 10. Students spend approximately two years studying at the Koranic school before joining primary school and then continue to attend on a divided

daily schedule thereafter. Only ten percent of the Koranic teachers, mostly semi-itinerant religious men, have completed primary school and few are fluent in Arabic.

The principal challenge confronting the Koranic schools is to realize their educational potential in basic skills training. Although the Koranic schools nominally fall under the purview of the Ministry of Education and the Ministry of Justice and Religious Affairs, the communities actually establish the schools through private initiative and are responsible for their management. Government has no official plans or projects with regard to Koranic education.

2.5.2 Pre-Primary and Primary Education

The primary schooling system is composed of an optional two years of kindergarten for children of ages four or five, followed by a compulsory four years of elementary school and four years of intermediate school. In practice, pre-primary schools are rare. Enrollments in the elementary grades totaled 152,429 in 1981-82 with females accounting for 34 percent. One third of the elementary-level teachers are female. The student/teacher ratio in the elementary grades in 1981-82 was 35:1 with an average class size of 37:1. Enrollments in the intermediate grades totaled 87,487 in 1981-82 of whom 39 percent were females. Twenty-eight percent of the teachers at this level are women. The student/teacher ratio in the intermediate grades is very low at 22:1 with an average class size of 32:1.

Low utilization of teachers is combined, in rural areas, especially, with low use rates for facilities. Eleven percent of all elementary classrooms were unoccupied in 1981-82. The class/teacher ratio and classroom use rate is relatively high in urban areas. The problem of incomplete schools--without full four-year cycles (47 percent at the elementary level and 68 percent at the intermediate level)--is both a cause and a result of student attrition. The practice of teacher assignment by class rather than by number of students contributes to the problem but is difficult to alter without having teachers better prepared and supplied with materials to handle greater class and age diversity.

Relatively few of the children of nomadic families (nomads represent about 60 percent of the population) attend school. Including repetition in Grade Eight, there are 57 students in that grade for every 1,000 who begin the primary cycle. Of these, 259 may be expected to pass the Grade Eight leaving examination at current participation and pass rates. Currently, the primary system must provide 12.4 student years of education for every student in Grade Eight. An average of 17.1 years of primary schooling are required to produce a single student who passes the Grade Eight leaving examination. It presently costs So.Sh. 416 (US \$28) per primary student per year, and So.Sh. 7,097 (US \$470) per primary graduate.

Potential excess capacity will characterize the primary system in the short-term future. Partially because of events mentioned earlier (i.e., the 1973-74 literacy campaign, the 1974-75 drought, the 1975-76 school reforms, the 1977-78 border

dispute, and the subsequent school reforms in 1980-81) and because of the decline in student preparation and instructional quality, there have been dramatic enrollment declines in primary schooling. From 1980-81 to 1981-82, elementary grade enrollments nationally fell by 19,565 with Grade One enrollments alone declining by 12,302. Intermediate grade enrollments also suffered an overall decline from 99,710 to 87,487. Unlike the case in elementary education, the enrollment decline in intermediate education was coincident with an increase in the total number of teachers. At the same time, 11 percent of all elementary classrooms were unoccupied in 1981-82, many of these in pastoral areas.

This short-term situation of excess capacity offers an unusual opportunity for the system to focus on improvement of primary school quality for several years. Improvement in teacher and instructional quality is vital, and a necessary precondition to the system addressing the enormous problem of extending access to children of the pastoral population.

The major emphasis of the Ministry of Education in administering the primary and secondary schools is to improve access "through compulsory, universal, and free primary education" and to improve program content. The principal challenge confronting the government is to focus initially on quality improvement and then on expanding access. The key question in regard to access is whether the formal schools are the most appropriate or exclusive educational vehicle for the nomadic population or whether various nonformal education approaches might be more suitable, at least in the near term.

The major constraints under which the primary system operates are poor teacher quality, inadequate quantity and quality of textbooks, inadequate planning and management data, and uncertain resource availability. Poor teacher quality, particularly apparent in newer teachers, is coupled with a salary and assignment policy that induces low teacher morale and motivation.

The major activity planned for primary education in the Five Year Plan is the construction of 2,662 new classrooms to meet the goal of 52 percent participation for the age six cohort. Correspondingly, the FYP envisioned the hiring of 5,101 new teachers as well as other personnel. Achievement of this goal may have to be delayed in light of the pressing need to improve quality throughout the primary system. The expansion may not be as urgent as originally anticipated, given dramatically revised enrollment projections. Efforts are also planned to improve primary teacher training at both the pre-service and in-service levels (the former by establishing five regional training centers), to promote activities of the Curriculum Development Center, and to provide resource materials to rural classrooms.

2.5.3 General Secondary Education

General secondary education is the academically-oriented four-year program which follows primary education and leads, for a minority of the graduates, to the National University. Students who complete Grade Eight may take the Primary School Leaving Examination. They then have

four schooling options: general secondary education, two-year vocational education, three- or four-year technical education, or primary teacher training. In 1982, 69 percent of those who passed the primary school exam chose general secondary.

General secondary education consists of a program (Grades 9 through 12) covering science, math, humanities, and languages (Somali, English, and Arabic for Religion). The medium of instruction is Somali. After completion, students may take the General Secondary School Leaving Examination. Those who pass (about 93 percent) are required to spend the following year in National Service before receiving their secondary school leaving certificate. They are then eligible to sit for the University Entrance Exam.

Enrollments in general secondary schools totaled 44,860 in 1981-82, of whom 32 percent were females. The recent surge in enrollments will peak in 1983-84 (at a level higher than the last four years combined) and decline thereafter, through 1990. The student/teacher ratio in 1981-82 was 22:1, while the student/class ratio rose to 50:1. The high student/class ratio results from assignment of teachers by classes rather than by numbers of students and from other problems of distribution. General secondary teachers are drawn from three sources: 47 percent are permanent teachers employed by the MOE, 29 percent are secondary school graduates in their year of National Service, and 6 percent are expatriates. Another 18 percent are part-time instructors. This means that nearly one of every three teachers has not completed a teacher training program and is teaching close to the highest grade level he or she has just completed.

For every 100 students who begin general secondary school, 71 graduate. It presently costs an estimated So.Sh. 1,068 (US \$71) per general secondary student per year, or about 2.6 times primary school cost per student. Of the 1981-82 general secondary enrollees (44,860), there were a total of 3,946 boarding students (9 percent). The average annual cost per boarding student is So.Sh. 3,353, equivalent to the cost of educating 12.4 primary students per year. The rate of return to general secondary education is much lower than for other levels.

The FYP strategy calls for increased diversification of secondary education with the goal of reducing the percentage of primary school graduates entering general secondary from a current 69 percent to only 30 percent, with 17.5 percent to enter technical schools, and 52.5 percent to enter vocational schools (including primary teacher training). This strategy would require a tremendous increase in expenditures for equipment and staff and does not appear realizable given the present financial and human resource constraints. The slow and irregular decrease in total secondary school students over the decade may allow for a more dramatic increase in the proportion, if not the absolute number, of students who go into vocational and technical education. A more modest goal of decline in general secondary enrollments to 60 percent of all Eighth Grade graduates seems attainable. The FYP projected the need for 17 new general secondary schools by 1986; 25 were under construction in 1983. At the same time, the secondary classroom occupancy rate dropped from 89 percent in 1980-81 to 84 percent in 1981-82, largely because of a lack of furniture

or instructional materials. The FYP also calls for the improvement of secondary teacher training, and this program was extended from two to three years in 1983-84.

The chief constraints within general secondary education are inadequately trained teachers and the lack of instructional materials and equipment. The severity of these constraints is magnified by a series of historical circumstances which result in students over the next five years entering secondary school with considerably weaker academic background than typifies Somali secondary students. Future educational development at the secondary level may not require increased levels of expenditure. Rather, the projected decline in enrollment indicates the possibility of excess capacity in general secondary education during the remainder of this decade.

2.5.4 Vocational and Technical Education

Vocational education refers to two-year, post-primary school programs, of which there are 12, oriented toward craft skill development. Technical education refers to three- and four-year, post-primary school programs, of which there are 19. These programs involve both academic and occupational training and are aimed toward higher level technical skills training. The MOE oversees vocational and technical schooling but often shares costs for certain two- and three-year institutions with other ministries. Technical training also comprises various organized activities and schemes sponsored by larger firms within business and industry. The technical school graduate may apply for University admission, while the vocational,

business and industry graduate cannot. In 1981-82, 12,754 students were enrolled in vocational and technical programs. To attend either type of school, students must place in the upper part of the class on the Primary School Leaving Exam. Women account for 52 percent of the enrollees in vocational schools and 13 percent of those in technical schools. Enrollment patterns differ between technical and vocational schools. All but one of the technical schools increased enrollment between 1980-81 and 1981-82, by an average of 20 percent. While aggregate enrollment in the two-year vocational schools increased, nearly all of that increase can be attributed to the opening of four new institutions. Six of the eight schools existing at that time experienced a decline in enrollment totalling about 11 percent of their 1980-81 enrollment. Once enrolled, however, students have a low rate of attrition. The current average student/teacher ratio for technical schools is 18:1, and the annual costs per student average So.Sh. 1,562 (US \$103). For 1981-82 the student/teacher ratio in vocational schools was 14:1 for an estimated annual cost per student of So.Sh. 1,805 (US \$119). Were the ratio a more reasonable 22:1, these costs would drop to So.Sh. 1,301 (US \$86) per student. The vocational and technical education unit costs relative to those for general secondary (So.Sh. 1,068) would be even higher were it not for (a) the low and undifferentiated pay system which does not reflect the higher potential market value of vocational and technical instructors, (b) the inability to include the depreciation costs on equipment, and (c) the failure to factor in the highest salaries paid to expatriate staff.

Individual schools have responsibility for developing their own curricula, and (a) instruction usually is not based on systematic occupational or task analysis, (b) those developing the curricula (i.e., the teachers) have little employment experience in their trade, (c) programs of the same name vary widely in content, and (d) performance standards are not uniform across schools. Most schools are without adequate equipment in good repair, and students generally need more opportunity to practice their skills. There are no unified school examinations for particular trades. The external inefficiency problem of weak instructional links with labor demand and occupational skill requirements is coupled with an internal inefficiency regarding instructional effectiveness. The language of instruction for vocational and technical schooling is English, and students' fluency with it is limited since no English instruction is provided until the student is about to enter the program.

Coordination among the various training and certification programs has yet to be developed. Although trade tests have been developed by the Ministry of Labor, these are not used by the schools. Major donor support for vocational and technical education has come from the Federal Republic of Germany, the World Bank, North Korea, UNESCO, and ILO. Several foreign companies have operated as private donors for on-the-job training tied to their business.

Government's goal is to diversify post-primary education with an emphasis on the expansion of vocational and technical education. The FYP recommends that 42 percent of primary

school graduates enroll in vocational education and 14 percent in technical secondary education, which would represent a massive shift from the current attendance pattern. The percent choosing vocational school would have to more than double the 1980-81 level, while the percent going to general secondary school would be cut in half. The Plan calls for opening 10 new vocational schools and 16 new technical schools which would require over 1,500 new teachers and other personnel. These plans may be ambitious for the term of the FYP (1982-1986) given current enrollment patterns and financial and human resource constraints.

2.5.5 Teacher Education

Most primary and secondary teachers are graduates of one of the three government-sponsored teacher training institutions--Halane Primary Teacher Training Institute (a post-primary two-year program), Lafole College of Education (a two-year National University program, soon to be three years, for preparing secondary teachers), and the Technical Teacher Training College (offering two- and three-year post-secondary programs). Each of the institutions operates independently, although the Ministry of Education is involved with administration of Halane and the Technical College. The Ministry of Culture and Higher Education oversees Lafole since it is part of the National University. Of the 10,021 primary and secondary teachers in 1981-82, 18 percent were recent secondary school graduates completing their year of National Service. These teachers receive only a month of teacher

training before being assigned to a school. An additional one percent of the primary and secondary teachers are expatriates teaching at the secondary level.

For the next few years and based on the assessment of Vocational and Technical Education, Somalia is not faced with pressure to provide a large number of new teachers to meet an expanding formal educational system as is the case in many countries. In 1981-82, there were 8,371 primary teachers serving 239,916 students for a student/teacher ratio of 29:1. The 1,894 FTE general secondary teachers served 44,860 students for a student/teacher ratio of 24:1, although class size averaged 52 students because some teachers did not have full class schedules and because of the problems in teacher distribution. As a result of system expansion which has already taken place at the primary and secondary levels, the major issue is not teacher supply but teacher preparation and performance. This is now the focus of government's training efforts.

All three teacher training institutions must deal with students who do not have adequate prerequisite skills. For those programs instructing in English (i.e., Lafole College and the Technical Teacher Training College), lack of English fluency is the most serious deficiency. Students also lack sufficient content background. This is not surprising considering that teachers often instruct at a level very close to their own highest level of educational attainment--eighth grade teachers have only two years of education beyond eighth grade, twelfth grade teachers have only two years beyond that

of their students. Once teachers enter the classroom, they frequently are constrained by the inadequate quantity and quality of instructional materials, assignment to remote primary schools without an optimal support structure, large classes at the secondary level, and poorly prepared students spanning a wide range of ages.

Enrollment in 1982-83 at Halane totaled 2,609 students, just over half of whom were females. New enrollees are projected at 1,500 annually. Lafole enrolled a total of 1,014 students in 1982-83, but plans to accept 500 annually. About half of these had recently completed their year of National Service and passed the University Entrance Exam, and about half were graduates of Halane PTTI who had taught for at least three years and passed a Teacher's Evaluation Exam. The student/faculty (FTE) ratio at Lafole is very low at 8:1. The Technical Teacher Training College (TTTC) graduated 83 students in 1982-83. The number is expected to increase to 260 annually once the new TTTC campus is completed and fully operational. Limited in-service training opportunities also exist. During the 1983 school vacation (July to November), over 600 headmasters and regional inspectors were slated to attend two-month planning and management courses. Also in 1982-83, 200 teachers in Mogadishu received a part-time, eight-month course in Arabic and social science, sponsored by the Arab League. Greater supervision of schools and teachers is needed to monitor teacher presence and performance and to provide instructional support, especially in remote areas.

The annual cost per student at Halane PTTI is So.Sh. 3,559 (US \$236) with 74 percent of this for boarding expenses. Total annual expenditure per student at Lafole is So.Sh. 15,351 (US \$1,016), of which 59 percent is for boarding. Since many students extend their program beyond two years, the estimated cost per graduate is So.Sh. 66,521 (US \$4,403).

2.5.6 Higher Education

Higher education is provided chiefly at the Somali National University which is under the direction of the Ministry of Culture and Higher Education. Three additional institutions offer post-secondary education: the Technical Teacher Training College; the Somali Institute of Development Administration and Management (SIDAM) which is under the auspices of the Ministry of Labour and Social Affairs and offers management courses for mid-level government personnel; and the Institute of Statistical and Applied Economics (ISAE) of the Ministry of National Planning which offers a two-year, part-time course of study. The National University formally began operations in 1968 with undergraduate programs in law, economics, and education. A joint program between Somalia and Italy for higher education was initiated in 1963 and has continued since. For the 1981-83 period, Italian support equalled 57,520 million Lire or approximately So.Sh. 579.3 million (US \$38.34 million), with instructional and research assistance to the Faculties of Agriculture, Chemistry, Geology, Engineering, Medicine, and Veterinary Science. Beginning in 1983, the Faculties of Economics and Law also received

funding. Additionally, Italy provided 2,120 million Lira (So.Sh. 21.35 million; US \$1.41 million) over the period 1980-1983 for training in Italy. Other donor support for the University has come primarily from the EEC for construction of a new campus in Mogadishu.

SNU currently has twelve faculties, most of which conduct four-year undergraduate programs. There have been a total of 5,769 graduates, 10 percent of whom were women, since the first degrees were offered in 1971. More than one-half (3,425 or 59 percent) of the graduates have been from the Lafole Faculty of Education which prepares secondary teachers. The next largest faculty in terms of total number of graduates is Political Science (394), followed by Veterinary Science (390) and Medicine (340). Students are admitted to the NUS on the basis of the University Entrance Examination taken after completing the year of National Service. In 1983, 3,600 candidates took the exam and 1,540 were invited to one of the faculties of the University. At the time of the exam, students indicate their first two preferences for faculty of study. Those with the highest are given the first choices of assignment. Medicine students have the highest average exam scores. Students with low scores may be offered remaining places in a faculty not of their choice, often in the Faculty of Education. In the eleven faculties for which data are available, 74 percent (297) of the 420 full-time instructors are Somali. Italian staff are concentrated in the Faculties of Medicine, Industrial Chemistry, Veterinary Science, Engineering, and Agriculture. Other expatriate staff are concentrated in the Faculty of

Education. No Somali yet holds the rank of professor, and only seven hold the rank of assistant professor. Women constitute ten percent of the full-time instructional staff and four percent of the part-time personnel.

Italian is the language of instruction in seven of the faculties. Education uses English; Political Science uses Somali; and Language offers course work in English, Italian, French, and Arabic. Somali is used as a supplementary language of instruction in the Faculties of Economics and Law. Because Italian is not taught in secondary schools, few students have competency in Italian when entering one of the Italian-language faculties and must, therefore, take a preliminary semester of language study. A second pre-academic semester has been proposed for students to enable further language instruction and the development of basic skills. A critical issue for the University is to decide on a coherent long-term language policy. While the use of Somali will increase as materials are developed in that language, it is important that competency in one or more of the external languages be maintained since Somali-language materials will not be available to replace totally the use of foreign language materials. This is especially true in the scientific and technical faculties.

No statistical basis exists for evaluating the University's external efficiency in meeting national development and manpower requirements. There is a need for tracer studies to determine the types of work that graduates find and to assess the relationship between their acquired skills and the demands of their occupations.

Data concerning the University's internal efficiency are not conclusive and, given the young history of the institution, only point to areas of potential concern. For those faculties for which comparable cost and enrollment data were available, the government's annual instructional cost per student varied from So.Sh. 1,743 (US \$115) for Veterinary Science to So.Sh. 7,383 (US \$489) for Industrial Chemistry. When Italian donor subsidies are included in the instructional costs, the average annual student cost varied from So.Sh. 2,475 (US \$164) for Journalism to So.Sh. 36,730 (US \$2,431) for Industrial Chemistry. Total costs per graduate (government plus donor funds) ranged from So.Sh. 16,537 (US \$1,095) in law to So.Sh. 307,200 (US \$20,334) in Industrial Chemistry. A striking characteristic of staffing at NUS is the very low ratio of students to instructional staff. Excluding Political Science, the student/staff ratios in 1983 ranged from 2.3:1 in Industrial Chemistry to 10.7:1 in Journalism. The average for the eleven faculties was 57:1. The class/teacher ratio tends to be much larger, however, as lectures are delivered by more senior faculty with probationary and junior staff assisting. Student attrition is another indicator of potential internal efficiency with the Faculties of Geology, Engineering, Economics, Agriculture, and Education graduating fewer than 60 percent of their original intake. A contributing factor may be that the NUS normally does not allow students to change their faculty after entering the University.

Because of the increases in the size of the Grade Twelve graduating class, the proportion of secondary school graduates

who can find a place in the University has declined. There were 1,280 places for new entrants in July, 1983. Of these, 300 of the 600 places in Education are reserved for experienced teachers, and all 70 in Political Science are for government personnel. This leaves 910 student places for the estimated 3,840 secondary graduates from July, 1982 (who have completed one year of National Service), enough for only 24 percent of the graduates. This compares with a proportion of 34 percent for the July, 1981 secondary graduates. Assuming the 1983 intake levels are maintained, the intake proportions for the next two cohorts will drop to 17 percent in 1984 and to 6.5 percent in 1985. (The 1984 secondary school graduating class is expected to be the largest for the decade.) Present projections point to an average NUS access rate for secondary graduates of about 13 percent for the 1986-1991 period. These access rates pose two critical issues. First, what number of students can be absorbed by the University without serious loss of quality and, once educated, can be absorbed by the economy without resort to guaranteed government employment? Second, what other education, training, and employment alternatives can be generated to absorb the large number of secondary school graduates who will not be able to continue their schooling at the National University?

Access problems exist with respect to gender and urban versus rural location. Female students constitute 30 percent of the Twelfth Grade class from which the July, 1983 entrants were drawn, but only 18 percent of the University admissions. The fact that female students are most highly represented in

the Faculties of Language, Journalism, Medicine, and Economics indicates that the meritocratic admissions process is assuring that capable women can gain access to the preferred programs. Concerning urban/rural disparity, 59 percent of all University students were from secondary schools in Mogadishu and its environs. Only improvement in the quality of primary and secondary education nationwide will alter this imbalance.

The principal challenge for higher education is to formulate long-term policies to address the issues of efficiency, equity, finance, and staff development. Government's plans for the subsector currently focus on two goals: to expand the SNU by increasing enrollment in several faculties and eventually opening a new facility in the North; and to expand university intake to 25 percent of secondary school graduates. These goals will not be achieved in the FYP, 1982-86, because of limited resources and competing activities which merit higher priority.

3.0 Current and Planned Activities

One goal of the IEES activities in Somalia is to encourage donor cooperation and coordination, both in our planning of IEES project activities and in our technical assistance work in the Ministry of Education. This section identifies the principal donors and their activities in the EHR sector.

Donor activity in the EHR sector in Somalia is characterized by only a small number of major projects, but a large number of small scale and relatively uncoordinated activities. Donor activities appear to be driven more by the particular priorities of the donor than by any plan within the Ministry. The largest donor project is the Fourth Education Project funded by the World Bank.

WORLD BANK/IDA PROJECT

The Fourth Education Project is a five year (1981-86) program designed (a) to improve the quality and efficiency of teaching in primary and secondary schools by upgrading facilities and (b) to provide facilities and technical assistance to train managers, accountants, and office workers. The project consists of five main components.:

1. Primary teacher training resource centers - These centers offer in-service summer courses for primary school teachers. The summer program is developed by the Teacher Training Department of the MOE and directed by the regional education officers. The purpose is to improve the content and pedagogical skills of primary teachers.
2. General Secondary Schools - IDA funds supported the construction of four new schools and the addition of science laboratories to ten other schools. In addition to construction, funds supported the purchase of science laboratory equipment and furniture.
3. Lafole College of Education - Lafole is one of twelve faculties of the Somali National University and is Somalia's

only secondary teacher training college. IDA funds provided two person years of short-term technical assistance in college administration, furniture, audio-visual equipment, library materials, and a Somali language textbook project.

4. Somali Institute for Development Administration and Management (SIDAM). - The project supported creation of a secretarial and accounting program at SIDAM and development of a Master's program in public administration, currently offered as a joint program between SIDAM and California State University at Fresno.

5. Targeted evaluation studies - Funds were provided to support studies of vocational/technical education, (b) nomadic education, and (c) the Somali Civil Service. In several cases, these studies were completed by other donors without utilizing the IDA funds (USAID supported the Civil Service Study; GTZ completed the vocational/technical education study).

Negotiations are currently underway for the Fifth Education Project. At present, it is expected that it will continue support in the same areas as the Fourth Project.

AFRICAN DEVELOPMENT BANK

Negotiations are currently underway for a \$15 million loan to support education. In its present draft, the proposed loan is to support capital construction, furnishing, and equipment for schools. Additionally, the Inspectorate and the national examination system would be strengthened through the provision of vehicles and equipment. The loan would not provide technical assistance for program development. Current

disagreements between ADB and GSDR over the focus and terms of the loan may delay final loan approval.

UNICEF

During 1985, UNICEF provided \$31,500 in assistance to the MOE to support in-service teacher education through summer workshops in three regions, a Somali language textbook writing project at Lafole, and materials development at the curriculum development center. In addition, UNICEF has supported staff development for rural literacy and contributed to the support of the National Adult Education Center.

UNESCO

Limited assistance in the form of technical advisors and equipment has been provided to the Technical Teacher's Training college in Mogadishu.

World Population Organization

The WPO supports a population education project, located in the Ministry of Education that focuses on curriculum design and the distribution of those materials to the schools.

World Food Program

The WFP assists the MOE with a food distribution program for secondary schools.

DVV and GTZ

German support has been primarily in Adult education and vocational/technical education. Over the last 15 years, West Germany has funded the National Adult Education Center in Mogadishu and, more recently, is supporting the operation of the first two regional adult education centers.

GTZ has supported the development and implementation of a national trade testing system and the development and operation of the technical training school at Burau. It also supported a subsector analysis of the vocational/technical education system; the report of this analysis is to be released in late summer, 1985.

DANITA

Two fulltime technical advisors are provided to the Curriculum Development Center by DANITA.

USAID

USAID funds a Family Health/Family Planning project by supporting curriculum development in health related areas. The project currently provides six person months per year in technical assistance in the curriculum development center.

British Council

The British Council provides two fulltime technical advisors in English language instruction to the CDC.

Italian Government

The Italian Government provides support to two technical schools in settlement areas.

Arab League

The Arab League provides support for Arab language teachers in general secondary schools.

Egyptian Government

The Egyptian Government provides all faculty for four "all Arab language" secondary schools in Somalia. Additionally, they subsidize Arabic language teachers at the secondary level.

4.0 Rationale for IEES Activities

4.1 Target Opportunities

The two goals of the IEES project in Somalia are to assist the GSDR (1) to increase its capacity to plan, develop, deliver and monitor quality programs in the area of education and human resources development, and (2) to improve both the internal and external efficiency of its educational system. The specific needs of Somalia within these two areas were identified through the EHR Sector Assessment, conducted in the summer of 1983, and the Civil Service Study, conducted in the spring of 1984. The major problems identified include:

1. The limited management capacity of government personnel across all ministries to plan and direct human resources development activities;
2. The lack of current, reliable, and appropriate data on which to base decisions;
3. The low quality of instruction students receive;
4. The limited relevance of schooling to employment and general adult responsibilities; and,
5. The differential access to schooling among urban and rural families.

The issues of educational quality and relevance to employment are related in that it remains uncertain whether the present school curriculum is appropriate or not since neither teacher skills nor support materials allow for the full implementation of the curriculum in the majority of classrooms.

Based on the findings of the sector assessment, the most appropriate opportunities for IEES assistance appear to be in three areas:

1. Improved management of education and human resources development, particularly in the Ministry of Education, but also in the Manpower Planning Unit of the MLSA and the Human Resources Unit of the MNP.
2. Improved resource allocation procedures.
3. Quality enhancement at all levels of the education system, but particularly targeted toward the primary and secondary levels.

The rationale for selecting these areas are discussed below:

1. Improved Management of EHR Development: The management problems experienced by the MOE stem from three sources: (a) the rapid growth of the education system, (b) the lack of management training of Ministry personnel, and (c) the lack of reliable information on which to base decisions.

The MOE is the largest civilian ministry in Somalia, employing nearly half of all civil servants. The rapid growth of the Ministry, from 2,900 employees in 1969 to 22,650 in 1983, resulted in the promotion of individuals with little or no management training into administrative positions of considerable responsibility at all levels of the educational system. This lack of trained administrators inhibited development of an effective management system within the Ministry even as the rapid growth of the system posed more complex problems of coordination and information flow.

The need for the development of more effective management structures is recognized by the leadership within the Ministry. However, continuing impediments to developing an

effective management system are (a) the lack of reliable, current, and appropriate data about the current status and trends in education enrollments, resources, and national labor supply and demand, and (b) the lack of personnel trained in the appropriate types of analysis to assist in the formulation and evaluation of policy alternatives in response to the trends identified.

2. Improved Resource Allocation Procedures: The opportunity for IEES to assist the MOE to improve its resource allocation procedures is particularly critical given the continued economic problems facing the country. Statistics of the formal sector suggest that Somalis are among the world's poorest people. The economic circumstances of the country have become even more difficult since the sector assessment due to the decline of livestock exports, difficulties experienced with the international balance of trade and of payments, and a recent series of devaluations. Due to the development of competing demands for national resources, a slower rate of growth in the demand for education, and a low rate of growth in the national GDP, education can expect to receive a smaller share of national resources over the next ten years. Continued development in education will require more effective use of existing levels of resources.

3. Quality Enhancement: One of government's educational priorities over the last five years has been to expand educational opportunity. In accommodating this emphasis on expansion, schools have sometimes declined in educational quality. However, the pressures for system expansion will soon

be met; enrollments are predicted to decline over the next eight years. The prospect of declining enrollments provides an opportunity for renewed attention to improving educational quality. Some of the resources previously used for capital expansion and increased numbers of teachers might now be redirected toward quality improvement. Indeed, the sector assessment concluded that the principal challenge confronting government is to improve the quality of education at all levels.

Quality enhancement of primary education should begin immediately. Participation rates have dropped even since the sector assessment. At the secondary level, the prospect for quality improvement in the short-term is limited, given the poor preparation of both the students and the teachers who will be in the secondary schools over the next five years, although the provision of adequate instructional materials will certainly help. The sector assessment suggests that a longer term program of quality enhancement would provide both an opportunity for better planning and stronger student/teacher capital with which to work.

An IEES focus in these three areas--improved management of EHR development, improved resource allocation procedures, and quality enhancement of primary and secondary education--are consistent with the priorities of the GSDR and complementary with the activities of USAID/Somalia and other major donors.

Since completion of the sector assessment, much of the attention of GSDR has been directed to improving the effectiveness of the civil service. With joint support from AID/Washington and USAID/Somalia, the Ministry of Labour and

Social Affairs (MLSA) sponsored a civil service study. The technical assistance team, coordinated for MLSA by IEES project personnel from SUNY-Albany, completed its report in July, 1984. The study was the basis of a three day symposium (September 25-27) on civil service development attended by senior government personnel and representatives of the private sector. The general recommendations of the study were accepted and MLSA was given the responsibility to coordinate implementation of the study recommendations.

GSDR response to the study has been very positive and has resulted already in a series of changes in civil service structure and operation. Specifically, GSDR has begun the process of reducing the size of the civil service by discontinuing the policy of guaranteed employment for secondary school graduates and by offering incentives to currently employed personnel to leave government employment.

Additionally, GSDR is restructuring selected ministries and adopting a Permanent Secretary model of organization as suggested in the civil service study.

To support civil service reform, USAID/Somalia, working with GSDR, has initiated planning for a major management training project directed at middle and upper level managers in civilian ministries, parastatal organizations, and the private sector. The Somali Management, Training and Development (SOMTAD) Project involves masters level academic training for qualified personnel from the public and private sector and direct technical assistance to selected Ministries through the assignment of Operations Experts (OPEX) to work with the Permanent Secretaries in those ministries.

IEES work with the Ministry of Education complements the SOMTAD project in two ways. First, IEES will assist GSDR and USAID/Somalia in the design and preparation for the SOMTAD project. This has already occurred through IEES supervision of the Civil Service Study and participation in writing the SOMTAD project paper. Second, while senior managers in the MOE can apply for positions in the SOMTAD sponsored masters program, the MOE is not scheduled to receive direct technical assistance, due to the limitations on SOMTAD resources. IEES will provide technical assistance to the MOE similar to that provided by SOMTAD to other ministries. This assistance will play a particularly important role in overall civil service reform, since half of the civil service is employed in the MOE.

This section identified three areas of opportunity for IEES activities. The next section discusses seven more specific objectives of the long term IEES work in Somalia and from that suggests a detailed plan for second year activities.

4.2 Objectives

The objectives for IEES work in Somalia are developed within the three areas of opportunity identified earlier. It is anticipated that these objectives will be further elaborated and that additional objectives will emerge from continued IEES work in Somalia. This will occur both because of rapid economic and social changes underway in the country and because of new understandings that project personnel develop with continued work in Somalia.

A. Improved Management of EHR Development

Objective 1: To improve the capacity of the Planning Department of the MOE for research, planning, implementation and evaluation activities and to use the Planning Division as the focal point for planning and delivering training to other departments within the Ministry.

Initial activities will concentrate on training central ministry personnel in six areas:

1. personnel administration and supervision skills;
2. organizational and management skills;
3. data analysis and interpretation related to policy formulation;
4. budgeting, cost accounting, and financial management;
5. personnel and program evaluation; and
6. workshop design and the delivery of short-term training.

As central ministry personnel are trained in these areas, the focus of training will shift to regional and eventually to school level administrators. However, training for these groups will be designed by central ministry staff working with IEES consultants. This shift of responsibility for the delivery of training moves IEES into a more collaborative role with Ministry officials and recognizes that the delivery of instruction at the regional and local level should be in Somali.

Objective 2: To assist the MOE personnel to design and implement a management information system to help coordinate teacher assignments during a time of declining enrollments and population shifts among regions.

The sector assessment projects a decline in student enrollments over the next decade and suggests that the reduced pressures for expansion offer an opportunity to focus on improving educational quality. However, effective use of the excess capacity within the educational system depends on the MOE being able to locate and utilize these resources. A system to help the Ministry to monitor teacher supply and teacher assignment and project teacher demand by geographical and content area would be an important contribution to national educational planning. The system can help the MOE anticipate teacher shortages in particular geographical or content areas with enough time to prepare teachers to meet these needs. The IEES will help in the design, training, and implementation of a computer based management information system that will allow more effective coordination of the national teacher corps.

B. Improved Resource Allocation

Objective 3: To assist the MOE to design and implement a system to distribute educational materials more effectively to schools.

The Curriculum Development Center (CDC) of the MOE has received donor assistance in the development and translation of educational materials for use in the public schools. However, production and distribution of these materials continue to pose a problem, as many students are still without instructional materials. One form of assistance to the MOE will be an activity to design a materials distribution plan that might

serve as the basis for a larger donor project in materials distribution.

Objective 4: To assist MOE personnel in planning and implementing a coordinated program of donor assistance so that the impact of donor assistance is cumulative and consistent with the long-term development plans of the GSDR and the MOE.

The sector assessment observed that the history of donor assistance to Somalia has been directed more often by the priorities of the donor agency than the real needs of the country. IEES activities will address the need for greater coordination in donor assistance to the MOE through the work of the RTA with ministry officials. Working together and with the Ministry of National Planning, they will develop a donor plan to share with prospective donor agencies. The IEES RTA will assist MOE personnel (1) in designing a long term plan for the coordination of donor assistance, and (2) in helping MOE personnel collect, analyze, and provide the information donor agencies request as part of their planning and funding justifications.

C. Quality Enhancement

Objective 5: Assist the MOE to identify, design, and implement specific interventions to improve the quality of in-service and pre-service teacher education.

A principal finding of the sector assessment was the need for improved educational quality at all levels of education.

The assessment suggests that efforts to improve the efficiency of Somali education should focus on quality improvement before extension of access. In particular, the assessment encouraged special attention to both in-service and pre-service teacher education.

A particular opportunity to assist in strengthening primary teacher training is posed by two recent efforts by the MOE to upgrade the quality of primary education. First, in 1985, the government determined that only secondary school leavers will be hired as primary school teachers. Secondly, the MOE has plans to construct five regional primary teacher training schools. The first one (in Hargessa) will begin operation in 1985 (in temporary quarters if the new facilities are not ready). During the second year of the project, IEES will support a teacher education study designed to identify specific interventions to assist pre- and in-service teacher education. Particular attention will be given to using these pre-service teacher training schools as a means of supporting in-service teacher education.

The study will identify opportunities and a strategy for improving quality in primary education within existing resource levels. The emphasis of the study will be on providing specific program recommendations (a) for improving in-service teacher education; (b) for expanding in-service teacher education opportunities; and (c) for encouraging the retention of particularly effective teachers. It is anticipated that the final report of the study team will formulate a strategy for responding to the primary recommendations emerging from the study.

While formulation of particular quality improvement activities await the results of this study, it is anticipated that activities may include in-service workshops and efforts to reduce attrition of effective teachers. Emphasis will be on developing the capacity of the MOE to continue this training beyond the life of the IEES project.

The in-service workshops will be designed to introduce new teaching methods and strategies as well as new content and materials. They provide one mechanism by which unqualified and/or weak teachers can upgrade their skills.

Another intervention that may be considered is a program to encourage the retention of particularly effective teachers and utilization of their skills in in-service training. Initially, the retention effort may be concerned with identifying ways to improve the compensation system, consistent with general recommendations of the Civil Service Study. Eventually this effort may involve the design of a differentiated staffing plan and/or a master teacher program within the schools. A project to retain and utilize effective teachers would draw on and link IEES activities relating to the development of a personnel information system (described earlier), training of the Inspectorate, and the in-service training activities described above.

The consideration of teacher training needs necessarily must include vocational and technical teacher training. Members of the Vocational and Technical Education Department of the MOE are encouraged to participate in relevant project training activities. Other activities in the areas of

vocational and technical education will be considered in the activities of future years.

Objective 6: To assist the MOE Inspectorate design a systematic procedure for encouraging and monitoring instructional quality and help train the Inspectorate in the use of that system.

During the rapid expansion of the educational system the priority was on recruiting sufficient numbers of teachers rather than on monitoring the instructional quality of those that were hired. The tapering off of enrollments offers the opportunity to encourage weak teachers to take additional training. To take advantage of this opportunity, the Inspectorate needs assistance in clarifying the criteria on which teachers will be evaluated and help in designing and implementing a meaningful teacher evaluation system. This evaluation system needs to be tied to some mechanism to assist teachers found to be ineffective to either improve their instructional and/or content skills, or alternatively, to leave teaching.

While primary and secondary leavers examinations are centrally developed and administered, examinations used at the completion of other grades or at intermediate points in the school year are locally developed. However, teachers receive virtually no training in test construction or interpretation and the tests they develop provide little basis for diagnosing students' instructional problems.

Objective 7: To assist the MOE to review and evaluate the school examinations currently in use and provide training to ministry officials, headmasters, and teachers in the concepts and appropriate practices of educational measurement.

The sector assessment observed that both primary and secondary education is characterized by high retention and progression rates, among the highest in Africa. These rates suggest either that students are very well prepared or that they are held to low standards of performance. However, the concern expressed by both government and private employers suggest the high pass rate is more likely a function of test characteristics than an accurate statement about student preparation. If the test does not discriminate among students who do and do not perform at an acceptable level, the test or testing procedure contributes to an educational inefficiency, as students are graduated without having acquired the skills they need.

While primary and secondary leavers examinations are centrally developed and administered, examinations used at the ends of other grades or at intermediate points in the school year are locally developed. However, teachers receive virtually no training in test construction or interpretation and the tests they develop provide little basis for diagnosing students' instructional problems.

The IEES project will assist the MOE to improve student testing systems at both the national and local level. The first phase of activity will concentrate on training selected

ministry staff in basic concepts in measurement. The training workshops will be used to examine the adequacy of the current tests. Based on this analysis, further workshops would be designed as collaborative efforts to revise and improve the national test. As ministry personnel develop further expertise and experience in test construction, administration, and analysis, IEES and these ministry personnel will work together to design and deliver in-service training in test development for local school teachers.

These objectives will be addressed through three types of activities over the life of the project: (1) training activities to provide appropriate Somali personnel with necessary background and skills to examine and respond to the issues of educational improvement; (2) research and development activities to further define relevant issues and formulate appropriate interventions; and (3) implementation activities in which IEES supports MOE efforts to initiate new or revised programs in the areas identified for improvement.

The detailed activities for Year Two continue IEES work to achieve the seven objectives described above. During the second year of IEES, specific project activities will be of three types: (1) training, directed primarily at central ministry staff; (2) research and development activities, as the basis for formulating more specific interventions; and (3) generic project activities designed to parallel those taking place in other countries.

Detailed Plan for Year Two Activities

Training Activities

1. Management Training Workshop for Ministry Personnel
(1 pm)

An IEES consultant will assist the Planning Department of the Ministry of Education to design a one-week workshop in basic management skills and strategies. The consultant will conduct a task analysis of management skills needed by central ministry staff, assist in the design of appropriate instruction, and help in the preparation of instructional materials for the workshop. While MOE staff will conduct the workshop, the IEES consultant will assist in the formative evaluation and redesign as needed. This strategy gives MOE staff experience in designing and delivering a workshop that can later be adopted for use with regional MOE staff. It also yields a workshop curriculum that is systematically developed, well documented, and has instructional materials prepared. It is expected that MOE staff will be able to repeat the workshop in the future with a reduced level of IEES support.

2. Computer Applications Workshop in Personnel Management Systems (1 pm)

This training session will extend the computer training initiated in Year One of the project. Attention will be given to the design and implementation of a

computerized personnel management system that can help the MOE monitor teacher supply and demand and coordinate teacher assignments during a time of enrollment decline and population shifts. This workshop will be coordinated with the work of the Futures Group in Somalia, which is funded by AID to develop a population forecasting model for use in the MOE.

3. Student Assessment/Test Design Workshop

This workshop will be designed for central ministry staff concerned with assessment of student achievement at both the national and local level. The workshop will cover basic concepts in measurement, testing, and grading and basic strategies for improving assessment systems. It is anticipated that central ministry personnel involved in this workshop will also participate in a subsequent research and development effort to examine the adequacy of the national testing system as a later activity under IEES.

4. Supervisor Workshop for the Inspectorate

This workshop will provide training in supervision skills for the central ministry Inspectorate. Workshop activities will focus on (1) clarifying and examining the criteria, standards, and indicators of school and teacher effectiveness; (2) procedures for the design and implementation of systematic evaluation and monitoring systems; and (3) strategy for encouraging in-service teacher development.

Research and Development Activities

Research and development activities during Year Two will identify opportunities and strategy to improve instructional quality. Two studies are planned.

1. Assessment of In-Service Teacher Education Needs (2 pm)

The emphasis of this study will be to identify and evaluate alternative strategies for in-service teacher education and to develop recommendations for a set of specific interventions. This assessment should specify training and curriculum development and program implementation strategy associated with the recommended course(s) of action. These become the basis of program implementation activities scheduled for later in the project.

2. Design of An Educational Materials Distribution System (2 pm)

IEES personnel will work collaboratively with the MOE staff to design procedures for the efficient and cost-effective distribution of educational materials to primary and secondary schools. This design activity will form the basis of an MOE proposal that might be implemented with MOE funds or which could be shared with donors who may have the resources and be willing to consider funding a well designed plan.

3. Development of Somali Language Dictionary of Technical Terms in Economics (2 pm)

Somali has only recently become established in written form (1972), and is only now developing the capability of serving the demands of the emerging technological sector. The Somali National Academy has official responsibility for language

policy development, but is not adequately staffed to undertake the task. The State Printing Agency is not able to produce adequate numbers of basic texts in Somali for primary and secondary schools. These problems contribute to the present conflict between the need to use Somali for technical purposes (educational, ministerial and commercial) and the lack of standard terminology and usage.

The problem is most immediate at the Somali National University (SNU), where the decision is to use Somali for undergraduate and English for graduate study. Italian is currently used in some faculties, but most undergraduates do not possess the requisite competence in Italian to benefit from instruction and most Somali faculty members lecture and carry on discussions in Somali. Of immediate concern is the need to develop and standardize a Somali language technical capacity. IEES will assist the MOE and the National Academy to develop this capacity by assisting the National Academy and the Economics Faculty of the SNU to develop a Somali Dictionary of Technical Terms (SDTT) in economics. The objectives of this activity are: (1) to produce a pilot Somali Dictionary of Technical Terms (SDTT) in an area of identified priority, and (2) to create the capacity for producing additional SDTTs on an ongoing basis to establish Somali language technical capacity. This SDTT in economics will have immediate use in both Economics Faculty of SNU, the MLSA, and the MOE. The procedure used to develop the dictionary will be documented in a manner that encourages its repeated use in developing technical dictionaries in other content areas.

Generic Project Activities

1. Sector Assessment Update (3 pm)

In Year Two of the project, IEES will conduct a study to update the Sector Assessment completed in the summer of 1982. The update serves three purposes. These are:

- (a) to document the impact of recent changes in the economic, social, and political environment of Somalia on key subsectors of the educational system;
- (b) to determine the impact of current MOE, IEES, and other donor initiatives on the educational system; and
- (c) to identify newly emerging opportunities for IEES assistance.

The update will concentrate on selected subsectors of particular relevance to IEES work. These are expected to include: (a) economic and financial analysis of Somali education and human resource development, (b) primary education, (c) general secondary education, (d) teacher education and training, and (e) non-formal education with particular attention to media instruction.

2. Annual Plan Development

The formulation of specific Year Three activities will be completed toward the end of Year Two. This third annual plan will draw from the findings and recommendations of the research, development, and training activities conducted in the first two years of the project. In Year Three the emphasis of project activities will shift from research and problem identification toward program design and implementation. Training will continue to be a priority, but the emphasis will

become more focused toward supporting specific project implementation activities.

3. Resident Technical Advisor

The RTA has responsibilities across all the activities previously described. The RTA will:

- a. support and provide direction to IEES personnel while they are in Somalia;
- b. provide field coordination of IEES activities in Somalia;
- c. serve as liaison between the project and USAID/Somalia, the MOE, other government agencies, and donor groups;
- d. provide continuing assistance and continuity to the MOE efforts to develop and use appropriate data bases in planning;
- e. help MOE plan for and coordinate donor assistance; and
- f. serve as a member of all IEES study teams while they are working in Somalia.

A summary and proposed schedule of Year Two activities is presented in Figure 6 and discussed in section 5.3. These activities are part of a larger strategy for country development described in the next section.

Strategies

The long term IEES strategy for Somalia will consist of three stages. These stages are organized by chronological sequence but it is anticipated that simultaneous activities will occur in more than one stage. In Stage I intensive training activities will be conducted with the goal of enhancing the institutional capacity of the central

administrative units of the Ministry of Education. The primary counterpart unit for the IEES project will be the Planning Department but training opportunities will also be provided for staff in the areas of teacher training, curriculum development, and primary and secondary school administration and supervision. The training provided will include both management training and training in specific technical skills. These activities were begun in Year One of the project and will continue through the life of the project with specific training opportunities identified each year on the basis of the IEES annual plan for Somalia.

Stage II will continue the emphasis on institutional capacity development but there will be a shift from formal training to collaborative on-the-job activities. The three major areas anticipated for collaborative exercises are planning, research, and development (including field experimentation) and project design and implementation. In each of these exercises one or more technical personnel from the IEES project will work with an MOE team of professionals under the direction of a senior MOE staff member. Project design work will include both those project activities for which GSDR funds are allocated and those for which external donor support will be sought.

Based on the results of Stage II activities, IEES will assist, as deemed appropriate by the MOE, in the implementation of projects and other planned modifications in the educational system. In Stage III the forms of activity will be on the classroom and the school and the ability to affect the internal

utilization of resources and the external relevance of the educational product. Some of the possible areas for Stage III involvement are in-service teacher training, curriculum development and instructional materials development, dissemination, and utilization, and the examination of alternative instructional technologies, e.g., radio instruction.

5.0 Proposed IEES Activities

The previous section described three areas of opportunity and, within these, identified seven objectives for IEES work in Somalia. Activities to achieve these objectives are developed within a three phase strategy, moving from research and training to program implementation. This section relates the proposed IEES activities back to the two overall project goals--building the capacity and improving the efficiency of education. Secondly, a general five year plan of activities is described and a detailed schedule for the first year activities is presented. Lastly, the manner in which IEES work in Somalia is to be evaluated is discussed.

Activities to build institutional capacity and improve efficiency overlap. Most activities contribute to both, though with different emphasis at different points in the project. Training activities are intended to improve the capabilities of individuals. As enough individuals within a department or unit are trained and these people organized within an effective management system, the cumulative impact is one of increased institutional capacity. Improved efficiency is achieved as new systems and programs which draw on the skills of these individuals are designed and implemented.

5.1 Capacity Building Activities

Capacity building activities are concentrated in the early part of the project and emphasize training of key personnel and the design of more effective administration systems. Four capacity building activities address needs in the Planning Department of the MOE. These include (1) management training for MOE staff; (2) management training for headmasters; (3) computer training; and (4) assistance in the coordination of donor assistance provided by the RTA. The identification and design of appropriate interventions to improve teacher training, institutional quality, and student testing in primary and secondary education represent capacity building activities that simultaneously address needs in the Departments of Teacher Training, Primary Education, Secondary Education, and Examinations. Capacity development activities with the Inspectorate include a supervision workshop and assistance in designing a system to monitor school and teacher quality. The capacity building activities of the RTA, while concentrated in the Planning Department, will address needs across the entire ministry.

5.2 Efficiency Improvement

Inefficiencies may be caused by ineffective people trying to implement otherwise effective strategies and programs or they may be due to ineffective design of the strategies and programs themselves, such that no one, however competent, would be likely to succeed. Efforts to improve the efficiency of the educational system in Somalia must be sensitive to differences

in efficiencies due to people versus those due to program design. To the extent that the inefficiencies are due to ineffective people, the capacity building activities of the IEES contribute directly to efficiency improvements as key people receive better training.

To the extent that the inefficiencies are due to poorly devised strategies and programs, efficiency will be improved through IEES help in designing and implementing new programs. Five program implementation activities are anticipated over the life of the project:

1. Assist the Department of Planning to design and implement a computer based personnel management system and an improved budgeting and forecasting system.
2. Assist the Departments of Primary Education, Secondary Education and Examinations to design and implement improved student tests.
3. Help the MOE to design and implement a materials distribution system.
4. Assist the Inspectorate to devise a system to monitor school quality.
5. Help the Department of Teacher Education develop and implement an in-service teacher education program.

Figure 5.1 summarizes the specific activities described in this country plan and uses a coding scheme to tie each activity to the target opportunity, objective, and strategy to which it relates. Additional activities will emerge and current plans will be modified as new information is available.

5.3 Schedule of Activities

5.3.a Five Year Plan

Figure 5.2 provides a five year plan for the work in Somalia. This general plan will be re-examined annually. Specific activities for each year will be developed in further detail in each year's annual plan. The arrows in Figure 5 help identify particularly important relationships among activities within and between years.

5.3.b Second Year Detailed Plan

The detailed schedule for year two activities is presented as Figure 5.3. The proposed activities include 12 person months of long term technical assistance and 14 person months of short-term technical assistance.

5.3.c Evaluation Milestones for Year Two Activities

Figure 5.4 presents both (1) short and long term outcomes of year two activities and (2) indicators of the achievement of those outcomes that serve as evaluation milestones for year two activities.

5.3.d Formative and Summative Evaluation

Efforts to evaluate the impact of external interventions to improve the institutional capacity and efficiency of a bureaucracy have had limited success. Even well designed, carefully implemented projects, when evaluated, fail to document the levels of effect that were expected.

One factor that might explain this outcome is the design of the evaluations relative to realistic project expectations. In the IEES project, even if the research is insightful, the recommendations sound, the participants in the training immediately apply their new knowledge and skills, and program implementation efforts are well received, the impact of the project will result only gradually. The desire for short-term measurable effects denies the complexity of the activities and fails to understand the nature of the project. The IEES is planned as a five year effort. The most important role of evaluation during the early phase of the project is to provide information to AID/Washington and IEES as the basis for modifying project design, emphasis, or operation.

Another factor which accounts for the failure to document effects is the lack of consensus about the criteria of improved institutional capacity or efficiency. Observers differ in what outcomes they believe are important to monitor or what amount of improvement is regarded as indicative of success.

A third factor affecting evaluation findings is that the activities conducted under IEES involve many actors and agencies, many of whom are influenced by incentive systems and external contingencies beyond the control of this project. The IEES evaluation must distinguish differences between problems indicative of a weakness in project design, those attributable to poor performance within an otherwise workable design, and the intervention of external factors beyond the issues of design or competence of implementation.

Evaluation is a systematic process designed to produce descriptions and judgments for decision-making. The evaluation of IEES activities will involve both internal and external evaluation activities. The external evaluation will be externally contracted directly by AID/Washington. IEES will assume responsibility for implementing internal evaluation procedures. Within Somalia, the IEES evaluation will address both formative and summative issues in project efficiency and effectiveness.

The principal recipients of the formative evaluation are the IEES project management and appropriate AID/Washington personnel. The project recognizes the legitimate interest of other groups in the evaluation results, including USAID/Somalia, GSDR, and other donor agencies. Distribution of evaluation findings of these groups will be through AID/Washington and project management personnel.

Two central questions focus the evaluation of the long-term (five year) effort:

1. To what extent do the technical assistance and training activities delivered through the project improve the knowledge, skill level, and professional capacity of individual participants.

2. To what extent do the technical assistance and training activities delivered through the project improve the institutional capacity and efficiency of the Somali Ministry of Education.

The first question deals with enhancing the capacity and efficiency of individuals. The second question concerns the

improved capacity and efficiency of institutions. Meaningful answers to these questions may exceed the time frame of the project. However, the evaluation should be designed to collect data that will be needed to address these issues.

The emphasis of project-initiated evaluation will be on formative evaluation directed at improving the on-going functions of the project. Formative evaluation activities will occur annually as part of annual plan development. IEES personnel will solicit the reactions, judgments, and suggestions of the GSDR, USAID/Somalia, and AID/Washington personnel as to the adequacy and impact of IEES activities in Somalia. In addition, a three person week formative evaluation activity will be conducted in year three of the project to systematically survey the reaction of key personnel in the GSDR, AID, and other donor agencies as to the appropriateness, efficiency, and impact of IEES activities in Somalia. The formative evaluation activities focus on (1) the extent to which the project is being implemented as planned, and (2) ways in which the design and/or implementation should be modified to increase the likelihood of project success.

At minimum, the formative evaluations will address the following issues:

- the relationship between IEES personnel and MOE staff;
- the integration of IEES personnel into Ministry activities;
- the appropriateness and adequacy of trainee selection procedures for IEES sponsored training workshops;
- the integration among IEES activities with Ministry programs;

- the relevance and effectiveness of the training delivered in IEES workshops;
- the relationship of IEES personnel with USAID/Somalia personnel;
- the adequacy of logistical support for field activities provided by IEES, USAID/Somalia, AID/Washington, and the GSDR;
- the receptivity of GSDR to recommendations arising from IEES R & D activities;
- the extent to which project design activities adequately anticipate issues in program implementation.

Two person months of project-sponsored summative evaluation are scheduled for early in the fifth year of the project to supplement AID/Washington sponsored external summative evaluation. The IEES summative evaluation will address: (1) whether the project should be continued into a second five year phase, and (2) what experiences in this project should inform the design of the follow-on project.

Annex

Activity Name: Management Training Workshop for MOE Personnel

Purpose: To improve the capability of the MOE Planning Department to conduct research, planning, project implementation, and evaluation activities.

Rationale and Description: This workshop is the second in a series of training activities designed to strengthen the capacity of the Planning Department to manage large scale development activities. Special emphasis will be on analyzing and using data in decision making.

Scope of Work: The consultant is responsible for assisting the Planning Department of the Somali Ministry of Education to design a two-week workshop to provide management training to central MOE personnel. The consultant will conduct a task analysis of management skills needed by secondary school headmasters, assist in the design of appropriate instruction, and help in the preparation of instructional materials for the workshop. The IEES consultant will assist in the formative evaluation and redesign as needed. At the end of the consultancy, the consultant will provide the IEES project with a copy of the workshop outline, a complete set of all materials developed for the workshop, and a trip report.

Schedule: November, 1985

Resources: Educational Planner/Management Specialist
1 person month

Outcomes: The short-term outcomes will be (1) the completion of training by ten MOE staff members as indicated by enrollment records and, (2) the submission of a complete syllabus and set of instructional materials used in the workshop to the MOE and the Project. The long-term outcome will be the development of improved management skills of the MOE staff. This will be assessed through interviews with (1) the MOE workshop participants and, (2) other key MOE and donor agency personnel in positions to observe the skill levels of the participants.

Activity Name: Supervision Workshop for the Inspectorate

Purpose: To assist the MOE Inspectorate in clarifying the criteria on which teachers and schools will be evaluated and to help in designing and implementing a meaningful teacher evaluation system.

Rationale and Description: This workshop is the first in a series of IEES activities designed to strengthen the MOE Inspectorate. This first activity will help MOE personnel clarify the role of the Inspectorate in the schools, the criteria they should use in teacher and school evaluation, and the issues that must be addressed in designing a more effective monitoring system. Results of this workshop will contribute directly to the design activity scheduled for year three.

Scope of Work: The consultant will design and conduct a three week workshop for the MOE inspectorate (both central and regional personnel). The workshop should address the role of the inspectorate in the schools, develop clarity regarding the criteria used in evaluating teachers and schools, and identify problems currently experienced by the Inspectors.

Schedule: January, 1986

Resources: Educational Evaluation/Supervision Specialist
1 person month

Outcomes: The short-term outcomes will be (1) the completion of training by eight MOE staff members as indicated by enrollment records and, (2) the submission of a complete syllabus and set of instructional materials used in the workshop to the MOE and the Project. The long-term outcome of this activity (in combination with other activities in this area) will be the participation of these personnel in the design and implementation of a new school monitoring system as indicated by a review of records.

Activity Name: Materials Distribution Study

Purpose: To assist the Curriculum Development Center of the MOE to design and implement a system to more effectively distribute educational materials to schools.

Rationale and Description: Production and distribution of materials already developed for use in the schools continues to pose a problem for CDC. The lack of instructional materials is a serious impediment to quality instruction in Somali schools.

Scope of Work: This study will examine the current system for producing and distributing educational materials to the schools and develop specific recommendations for improving that system.

Schedule: February-March, 1986

Resources: Two persons for one month each plus the assistance of the RTA.

Educational Materials Development Specialist
1 person month

Materials Production/Distribution Specialist
1 person month

Outcomes: The short-term outcomes will be a written report that (1) identifies current problems in the materials distribution system and (2) develops specific recommendations to improve the materials distribution system. The long-term outcomes of the activity (in combination with other activities in this area) is the implementation of a new materials distribution system, as evidenced by the distribution of materials in the schools.

Activity Name: In-Service Teacher Education/Quality Enhancement Study

Purpose: To assist the MOE to identify, design, and implement specific interventions to improve the quality of in-service and pre-service teacher education.

Rationale and Description: The sector assessment identified improved instruction as one of the highest priorities for educational development in Somalia. The assessment also found the low quality of teacher preparation to be a central part of the problem. This study will develop data-based recommendations for specific interventions to improve the quality of teacher preparation in both content and instructional methods.

Scope of Work: The study will assess current practices and future needs in teacher education. The consultant team will develop specific data-based recommendations (1) for improving the in-service and pre-service preparation of teachers, (2) for retaining particularly effective teachers, and (3) for assisting less effective teachers to improve their skills or to leave teaching.

Schedule: February-March, 1986

Resources: Two persons for one month each plus the assistance of the RTA

Teacher Training/Educational Planning Specialist
1 person month

Educational Economist/Manpower Planning Specialist
1 person month

Outcomes: The short-term outcomes will be a written analysis of the issues and a set of data-based recommendations to the long-term outcome of this activity, in combination with other project and government supported activities in this area, is the design and operation of an expanded teacher education program. The quantitative outcomes of the long-term effort will be evidenced both by teacher enrollment rates in in-service education and the number of training sites in operation. The qualitative outcomes will be determined through an evaluation of materials and instructional procedures employed and through interviews with appropriate personnel in the education system.

Activity Name: Annual Plan Development

Purpose: To identify and develop specific project activities for year three of IEES.

Rationale and Description: IEES project activities must be carefully aligned with the changing economic and social conditions of Somalia and the changing status of the education system. The Annual Plan Development will help assure that the general project activities identified in this country plan are designed and conducted in a way that is relevant to the needs of Somalia a year from now.

Scope of Work: The IEES consultant will collaborate with the MOE and USAID/Somalia to develop a specific plan of activities for year three of IEES.

Schedule: June, 1986

Resources: Two persons for one month plus the services of the RTA.

Educational Planner
1 person month

Education Policy Analyst
1 person month

Outcomes: A detailed annual plan approved by IEES, MOE, USAID/Somalia, and AID/Washington personnel.

Activity Name: Sector Assessment Update

Purpose: To update selected portions of the Education and Human Resources Sector Assessment (1982)

Rationale and Description: Relevant IEES sponsored project design and program implementation requires current information on both the status and trends affecting education and human resources development in Somalia. The economic and social circumstances of Somalia have changed rapidly since the EHR sector assessment conducted in 1982. The update activity will examine these changes and develop recommendations for continued development of the EHR sector.

Scope of Work: The update will extend and supplement the previous assessment in four areas: (1) Economic and Financial Analysis; (2) Primary Education; (3) Secondary Education; and (4) Teacher Training.

Schedule: April-May, 1986

Resources: 3 persons for one month each

Educational Planning Specialist
1 person month

Educational Evaluation Specialist
1 person month

Economist
1 person month

Plus the services of the RTA

Outcomes: The short-term outcome will be a written sector assessment update approved by IEES, GSDR, USAID/Somalia, and AID/Washington personnel. The long-term planning activities of GSDR and other donors, as evidenced by the referencing of the Update in Government and other donor reports.

Activity Name: Student Assessment/Test Design Workshop

Purpose: To assist the MOE to review and evaluate the school examinations currently in use and provide training to Ministry officials in the concepts and appropriate practices of educational measurement.

Rationale and Description : Both primary and secondary education in Somalia is characterized by extremely high pass rates. Evidence suggests, however, that these high pass rates are more likely a function of test characteristics than an accurate statement about student preparation. This workshop is the first of a series of activities to improve the current test and train Somali educators in the concepts and practice of test design, analysis, and interpretation.

Scope of Work: The consultant will design and conduct a 2 week training workshop that will (1) examine the adequacy of the current PSLE and SSLE examinations, (2) introduce participants to key concepts in test design, analysis, and interpretation, and (3) provide supervised practice in item writing. The consultant should use the workshop experience to develop a recommended strategy for subsequent test revision activities. It is anticipated the consultant will require considerable in-country preparation time prior to the beginning of the workshop.

Schedule: August, 1986

Resources: One person for two person months plus the services of the RTA.

Educational Evaluation/Testing Specialist
1 person month

Outcomes: The short-term outcomes include (1) the completion of training by 10 MOE staff members as indicated by enrollment records and, (2) the development and submission to the MOE instructional materials used in the workshop. The long term outcomes of this activity (in combination with other activities in this area) is the development and use of a new PSLE and SSLE by the MOE.

Figure 5.1

Relationship of Activities to Target Opportunities, Objectives, and Strategies of IEES Work in Somalia

<u>Department/Agency</u>	<u>Target Opportunity</u>	<u>Objective</u>	<u>Strategy</u>	<u>Description of Activities</u>
Dept. of Planning	1,2	1	1	Management training for MOE staff
	1,2	1	1,2	Management training for headmasters
	1,2	1,2	1	Computer workshop
	1,2	1,4	2	Coordination of Donor Assistance
	1,2	1,2	3	Personnel Management System
	1,2	1,2	3	Budgeting and Forecasting System
Teacher Training Dept.	3	5	2	Identify interventions to improve teacher education
	2,3	5	2	Design in-service teacher education system
	3	5	1	Train in-service teacher education trainers
	3	5	3	Implement in-service teacher education program
Primary Education Dept.	3	7	2	Identify interventions to improve instructional quality
	3	7	2	Analyze PSL Examination
	2,3	7	1	Training in test development
		7	3	Test improvement project
Secondary Education Dept.	3	7	2	Identify interventions to improve instructional quality
	3	7	2	Analyze SSL Examination
	3	7	1	Training in Test Development
	2,3	7	3	Test improvement project
Curriculum Development Center	1,2	3	2	Identify intervention to improve materials distribution
	1,2	3	2	Develop distribution procedures
	1,2	3	3	Implement materials distribution system
Inspectorate	1,2,3	6	1	Supervision workshop for Inspectorate
	1,2,3	6	2	Design of monitoring system
	1,2,3	6	3	Implementation of monitoring system

Figure 5.1
(cont.)

Coding Key

Target Opportunities

1. Improved management of EHR development
2. Improved resource allocation procedures
3. Quality enhancement

Objectives

1. Improve capacity of MOE Planning Department
2. Help design and implement a management information system
3. Devise system for distribution of educational materials
4. Coordinate donor assistance
5. Improve quality of teacher education
6. Design and implement monitoring system for use by Inspectorate
7. Improve school examinations

Strategies

1. Intensive training
2. R & D; collaborative on-the-job activities
3. Program implementation

Figure 5.2

Detailed Schedule of Year Two Activities

1985	Oct	RTA (continuing)	12 pm
	Nov	Management Training Workshop for MOE personnel	1 pm
	Dec	Development of Somali Dictionary of Technical Terms	1 pm
1986	Jan	Supervision Workshop for Inspectorate	1 pm
	Feb	Teacher Education Study	2 pm
		Materials Distribution Study	2 pm
	Mar		
	Apr	Sector Assessment Update	3 pm
	May		
	June	Annual Plan Development	2 pm
	July	Computer Workshop	1 pm
	Aug	Test Design Workshop	1 pm
	Sept		

Total

Long-term TA 12 pm

Short-term TA 14 pm

Figure 5.3
Five Year Plan for Work in Somalia

<u>COLLABORATING GROUP</u>	<u>PRE-PROJECT</u>	<u>YEAR 1</u>	<u>YEAR 2</u>	<u>YEAR 3</u>	<u>YEAR 4</u>	<u>YEAR 5</u>
MNP	Sector Assessment					
MLSA	Civil Serv Study	Civil Service Study Civil Service Symposium SOHTAD Project Paper				
MOE/Planning		Management Training For Headmasters	Management Training for MOE Personnel	Policy Analysis Workshop: Using Data for Decisions I	Policy Analysis Workshop: Using Data for Decisions II	Policy Analysis Workshop: Using Data for Decisions III
MOE/Planning; Teacher Training; Primary; Secondary			R&D Teacher Education Study	Design In-Service Teacher Education Project	Implement In-Service Teacher Education Project	Continued Support of In-Service Teacher Education Project
MOE/Planning		Computer Workshop I	Computer Workshop II	Computer Workshop III & IV	Computer Workshop V	Computer Workshop VI
MOE/Planning				Design of Personnel Management System	Implementation of Personnel Management System	Refine & Support Personnel Management System
MOE/Planning				Design of Budgeting/Forecasting System	Implementation of Budgeting/Forecasting System	Continued Support for Budgeting/Forecasting Sys
MOE/CDC			R&D Materials Distribution Study	Design Improved Materials Distribution Study	Implement Materials Distribution Study	Evaluate and Refine Materials Distribution Sys
MOE/Planning			R&D Quality Enhancement Study			
MOE/Exam; Prim; Secon			R&D Test Design Workshop	Advanced Test Design Workshop	Pilot Revised Test; Test Analysis	Implement New Tests
MOE/Inspectorate			Supervision Workshop w/Inspectorate	Design & Implement Monitoring System	Training in New Monitoring System	Continue Support for Monitoring System
SNU			Somalization Activity			
MOE			Sector Assessment Update		Sector Assessment Update	
MOE/Planning			Assist Coordination of Donor Activity (RTA)	Assist Coordination of Donor Activity	Assist Coordination of Donor Activity	Assist Coordination of Donor Activity
MOE/Planning				Coordination w/SOHTAD	Coordination w/SOHTAD	Coordination w/SOHTAD

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Figure 5.4

Evaluation Milestones for Year Two Activities

Year 2 Activity	Short-term Verifiable Outcome	Indicator of short-term Outcomes	Long-term Verifiable Outcome	Indicator of long-term Outcomes
<u>RESEARCH AND DEVELOPMENT</u>				
-Teacher Education Study	Data-based recommendation for In-Service Teacher Education Program	Final Report	Design and operation of in-service teacher education program	Document review; interviews with MOE personnel
-Materials Distribution Study	Specific recommendations for a materials distribution system	Final Report	Implementation of a materials distribution system	Improved availability of materials in schools
-Somalization Activity	Development of a Somali Dictionary of Technical Terms in Economics	Final product ready for printing	Somali Dictionary of Technical Terms is reproduced and made available commercially	Availability of SDTT in bookstores
<u>TRAINING</u>				
-Management Training for MOE staff	10 MOE staff trained in management skills	Enrollment records	Improved management skills of MOE staff	Interviews with MOE staff and donor agency personnel
-Test Design Workshop	10 MOE staff trained in test analysis and design	Enrollment records	Development of a new PSLE and SSLE	Use of examination in the schools
-Supervision Workshop for Inspectorate	8 MOE Inspectors trained in test analysis and design	Enrollment records	Design and implementation of a new school monitoring system	Record review
-Computer Workshop	10 MOE personnel trained in the use of the Wang Microcomputer	Enrollment records	Design and implementation of a computer based personnel information system	Record review
<u>OTHER ACTIVITIES</u>				
-RTA	RTA is successfully involved in above activities; provides coordination and support	Interviews with GSDR personnel, USAID/Somalia staff, and IEES personnel		
-Sector Assessment Workshop	Preparation of S.A. update report	GSDR accepts S.A. update as a GSDR report	Use of data from S.A. update in decision making	Citation rate in other reports; interviews with GSDR officials and other donor agencies
-Third Year Annual Plan development	Submission of plan to AID/ Washington	Acceptance of plan by AID/Washington		

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