LIBYA MINISTRY OF EDUCATION HUMAN AND INSTITUTIONAL CAPACITY ASSESSMENT

FINAL REPORT

August 2019

ACRONYMS

ADT	Assessment Design Templates
AT	Assessment Team
A&F	Administration and Financial Affairs Department
CAPNAM	Capacity Needs Assessment Methodology
CCTV	Closed-Circuit Television
CD	Compact Disc
CFO	Chief Financial Officer
DPS	Department of Planning and Strategy
ECD	Early Childhood Development
EMIS	Education Management Information System
FGD	Focus Group Discussion
FTE	Full-Time Equivalency
GESL	Global Education Software Licensing
GIS	Geographic Information System
GNA	Government of National Accord
HICA	Human and Institutional Capacity Assessment
HICD	Human and Institutional Capacity Development
HR	Human Resources
HRD	Human Resource Development
HRM	Human Resource Management
HQ	Headquarters
ICT	Information and Communications Technology
IDC	Information and Documentation Center
ISP	Internet Service Provider
IT	Information Technology
KPI	Key Performance Indicator
LTT	Libya Telecomm & Technology Public ISP.
LYD	Libyan Dinar
MEERS	Middle East Education Research, Training, and Support
MENA	Middle East and North Africa
MIS	Management Information System
MOE	Ministry of Education
MOF	Ministry of Finance
MOL	Ministry of Labor
MOP	Ministry of Planning
M&E	Monitoring and Evaluation
OECD	Organization for Economic Co-operation and Development
OPM	Office of the Prime Minister
PC	Personal Computer
PESTLE	Political, Economic, Social, Technological, Legal, and Environmental Analysis
PFM	Public Financial Management
PM	Prime Minister
PSS	Psycho-Social Support
QA	Quality Assurance

RM&E	Research, Monitoring, and Evaluation
SAI	Supreme Audit Institution (Libyan Audit Bureau)
SABER	Systems Approach to Better Education Results
SDG	Sustainable Development Goal
SI	Social Impact
SIS	School Inspection and Supervision
SM&E	Statistics, Monitoring and Evaluation
SMART	Specific, Measurable, Achievable, Relevant, Results-oriented and Time-related
SOP	Standard Operating Procedure
SOW	Scope of Work
SPP	Strategic Planning and Policy
SPSS	Statistical Package for the Social Sciences
SWOT	Strengths, Weaknesses, Opportunities, and Threats Analysis
TVET	Technical and Vocational Education and Training
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
US	United States
USAID	United States Agency for International Development
USD	United States Dollar
USG	United States Government

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EXECUTIVE SUMMARY

This report contains the findings, conclusions, and recommendations from a human and institutional capacity assessment (HICA) of the Libya Ministry of Education (MOE) funded by the United States Agency for International Development (USAID) Middle East Education Research, Training, and Support (MEERS) project and conducted by Social Impact, Inc (SI). The purpose of the assessment is to support the Minister of Education, Dr. Othman Abduljalil Mohamed, and his senior staff in re-structuring the education system in Libya based on international standards and norms. While many aspects of the MOE need significant improvement, the Minister identified six priority areas on which this assessment focuses: Strategic Planning and Policy (SPP), School Inspection and Supervision (SIS), Human Resources (HR), Financial Management, Statistics, Monitoring, and Evaluation (SM&E), and Information and Communications Technology (ICT).

LIBYA'S EDUCATION SYSTEM

The chronic nature of conflict in Libya and the resulting government instability presents perhaps the largest challenge to the education system and MOE's efforts at reform. Indeed, the human and institutional capacities and practices at the MOE today, as well as the general condition of the school system, reflect a layering of institutional practices inherited from both the former Qaddafi system of patronage and from the following period of divided government and civil conflict.

Currently, there are approximately 1.6 million primary and secondary pupils attending around 4,400 schools in Libya. Libya has a teacher corps of 450,000 individuals, 237,000 of which are labeled as "active"—meaning they are currently assigned to a classroom—while the remaining 163,000 teachers are on "stand-by" and not teaching at all. All teachers receive salaries and "active" teachers receive a bonus. The corps is 90 percent female, however of the roughly 4,400 head teachers, only 10 percent are female. While numbers for out-of-school children remain contested, the United Nations Children's Fund (UNICEF) cites 300,000 as an estimate of children whose education has been affected by the current crisis.

In April of 2017, Dr. Othman was appointed Minister of Education and set about an ambitious reform agenda. His efforts focused on addressing the severely bloated teacher corps and cheating in the administration of exams, establishing a HR Department, improving the use of educational technology and e-learning, increasing the number of women in leadership positions, and other institutional reforms detailed more thoroughly in the sections below. Even with these reforms, much work remains in bringing the Libyan education system up to international standards. In response, Dr. Othman engaged with USAID in August of 2018 to design a package of technical assistance to improve the capacities of his Ministry.

METHODS

In November of 2018, Dr. Andrew Epstein from SI met with Dr. Othman to begin determining the focus and methods of the assessment. A Scope of Work (SOW) was developed and revised between then and early 2019. The assessment team (AT) was assembled in March 2019 including experts in one or more of the six assessment focus areas. The AT conducted one week of stakeholder consultations in Tripoli in April 2019. The AT used those consultations to design and conduct the following assessment from May through July 2019. The overall assessment methodology is drawn from the USAID Human and Institutional Capacity Development (HICD) Handbook, the United Nations Development Program (UNDP) HICD Guide, and the United Nations Educational, Scientific, and Cultural Organization (UNESCO) Capacity Needs Assessment Methodology (CAPNAM) for Planning and Managing Education. The six assessment focus areas were each broken down into three indicator sub-sets covering institutional, human, and infrastructural capacities. Individual indicators are listed in Annex C.

The assessment involved three different data collection methods:

- **Semi-structured Interviews and Group Interviews:** The AT developed semi-structured interview protocols that inquire about the institutional, human, and

infrastructural capacities in each of the six focus areas. In all, the AT interviewed 80 participants individually and/or in groups in person and/or remotely through video and voice conferencing. Assessment participants are listed in Annex A and Annex G. Data collection instruments and protocols are contained in Annex E.

- **Policy, Document, and Literature Reviews:** The AT collected or inquired about numerous policy documents pertaining to standard operating procedures (SOPs), decision trees, job descriptions, hiring and promotion, short- and long-term strategic planning, budget narratives, inspection and audit tools, as well as relevant grey and academic literatures.

- **Budget, Financial, and Statistical Data Analysis:** In some cases, raw or semi-digested data sets were available that required some degree of computation and analysis. This included the 2019 budget and other education statistics.

To analyze the data, the AT developed Assessment Design Templates (ADT) for each of the six focus areas and corresponding indicators based on a model from the UNESCO CAPNAM framework (see Annex B for an example). For each indicator, the AT developed a list of data and sources needed to assess the capacity of the MOE to meet the indicator and then used these lists to plan data collection activities. The AT then used the ADTs to summarize which data and sources they successfully accessed, and which they had yet to access, in addition to findings to date.

ASSESSMENT CONCLUSIONS AND RECOMMENDATIONS

The summary conclusions and recommendations for each of the six focus areas summarized below are in numerous cases based on incomplete or imperfect data. This is a result of the AT's inability to collect data in Tripoli due to a change in security conditions following stakeholder consultations. Although the AT is confident in the veracity of the findings and conclusions, there remains much data remaining to collect, which is outlined in the *Summary Further Data Needs* section. The recommendations in this paper are thus initial, requiring further deliberation with Ministry officials.

STRATEGIC PLANNING & POLICY

The MOE lacks a collaboratively developed strategic plan, that would normally include vision and mission statements with specific goals and associated performance indicators. A long-term strategic plan will steer subsequent rationalization, modernization, and reform efforts. It will dictate organizational structure, align Ministry priorities across departments, challenge staff, and provide a framework for tracking progress. Potential solutions include:

- There are a number of viable pathways for improved service delivery by the MOE that can be considered at this stage. However, all of them appear to branch off from one starting point. That is, a medium-term, consensus building, and awareness raising project to assist the MOE achieve the significant goal of a 10-year (but possible five-year) strategic plan, that incorporates the demands of the Sustainable Development Goal (SDG) 4, meets the needs of a broad cross-section of stakeholders, empowers those outside the MOE headquarters (HQ), and shifts the collective mindset from process to outcomes.

- The organizational structure of the MOE can subsequently be rationalized to reduce the span of control, introduce a functional organizational design, change organizational behavior and improve service delivery. Eventually position descriptions for use with selection, staff appraisal and promotions can then be developed and put to use.

- Operational plans in all areas, including ICT, HR, school inspections, and monitoring and evaluation (M&E), and renewal of other processes and procedures can flow from the articulated strategic plan.

SCHOOL SUPERVISION & INSPECTION

The MOE currently attempts to assess each teacher four times per year, regardless of past performance or their head teacher's assessment. These assessments are almost exclusively

inspection- and control-oriented and are not about support or professional development. Since the AT was unable to visit field offices or talk to more than one inspector and regional office manager, it is not known the extent to which inspection services are functioning properly. The frequency of school physical and operational inspections is unknown. However, from what we were able to learn about the current system, potential solutions include:

- Hold a seminar and workshop whereby all parties of the MOE involved in quality monitoring and assurance could outline their process and procedures, and allow for responsibilities and accountabilities to be mapped, matched and allocated.

- Seek external assistance in reforming the school inspection system, improving its credibility and aligning its practice more closely to an international model. How that, or something like it, could be accomplished is a matter for further research.

- Seminars and workshops should be incorporated into a cross-cutting communication plan developed by the MOE, and that something like an ongoing series of "town halls" could be instituted at different levels in the organization and around different functions and issues in the MOE HQ itself to promote cross-ministry communication.

HUMAN RESOURCES

There is currently overlap and duplication between the various departments and units involved in HR processes and a lack of clarity about the remit of the HR Department. Effective joint working across the MOE is over dependent on informal networks. There is a desire to improve teacher and worker performance and a number of good initiatives appear to have been started, however, there is a lack of an overall strategy and individual initiatives have stalled or had unintended consequences. Additionally, the pay and bonus system is not meeting the objectives of fairness and motivation. There is not enough attention to the challenges of people management in the MOE. Potential solutions include:

- If the MOE's purpose is to improve educational outcomes of pupils in Libya, improving the performance of teachers must be among the most important objectives. Introducing national professional standards for teachers as the basis of licensing, quality assurance (QA), and performance improvement would be a major step forward. Such standards could also be introduced for head teachers.

- The MOE should develop a shared HR Strategy which identifies immediate actions in the context of medium and longer term changes and which addresses the regulatory framework underpinning employment rights; improvements to data about worker numbers and deployment; a robust job classification scheme underpinning revised pay arrangements; recruitment/promotion based on evidence of performance; links between individual and corporate objectives; and a focus on improving the selection, skills and training of those with management responsibilities.

- The MOE must have clarity about who deals with the various aspects of the HR system. The proposed HR strategy which is developed to strengthen performance and to support the MOE's overall objectives should define who is responsible for delivering the different components of the strategy.

FINANCIAL MANAGEMENT

The Administration and Financial Affairs Department (A&F) and Department of Planning and Strategy (DPS) play essential roles in financial management, which may be disproportional to ongoing decentralization efforts. Exchange of information appears to be a technical problem to a great extent, especially with regional offices which are located far from the capital. Dual treatment of operational and development expenditures at every level hamper fiscal discipline, efficiency in resource allocation, and transparency.

No records or analysis are made of spending incurred by each department. There is a complete disconnect between financial management and performance. In various segments of the finance function (particularly in Regional offices and schools), capacity in public financial management (PFM) as well as more general disciplines (such as computer skills) is low. Potential solutions include:

- Since there is little guidance/legislation about how the Head Office should liaise with Regional offices and commissions/centers/institutes, there is room for improvement through designing a more consultative process and communication and reporting procedures.

- Dual treatment of operational and development expenditures is a country-wide challenge that could be tackled only from the center (Ministry of Finance [MOF], Ministry of Planning [MOP], and Office of the Prime Minister [OPM]). Nevertheless, MOE could improve the issue by requiring A&F and DPS to work more closely, exchange information, and prepare joint summary tables for MOE's own purposes.

- MOE would also benefit by starting to record which segment of the MOE incurred what expense. Acquisitions from the Assets warehouse would be an appropriate place to start. Performance monitoring is an area where the MOE could introduce improvements even if there were no corresponding initiative at the level of central ministries

- Capacity building should be carried out in various disciplines of PFM (especially with Regional offices and schools but also in other segments of the sector), as well as in more general disciplines such as computer skills. Where possible, this would be done in cooperation with MOF, MOP, and other relevant central bodies to ensure what is taught aligns with what these agencies demand from line ministries.

STATISTICS, MONITORING, AND EVALUATION (SM&E)

Although resources are dedicated to data collection, there remains a dearth of SM&E data and a lack of clarity within the MOE on departmental roles and responsibilities within SM&E. There are few well defined indicators against which performance throughout the system is measured. At present, most indicators are based on inputs rather than outcomes. Performance information and finance are not linked and there is also a disconnect between information about education sector performance and staff performance. Infrastructure of the function (funds, accommodation, transportation, equipment, and access to the Internet) is incapable of supporting efficient SM&E. The software and hardware that is present is either outdated or has gone unused. Potential solutions include:

- A central department such as the DPS, which depends on information from others and must disseminate its plans to others, should be provided effective access to the Internet.

- It is necessary to take detailed stock of roles and responsibilities in SM&E. Joint decisions should be reached how this could be restructured to avoid overlaps and omissions in the process. Once mandates are clear, written rules and procedures for effective SM&E should be developed and buy-in secured among all relevant parties. This process should be undertaken in collaboration with the MOP and the OPM to ensure MOE's efforts are aligned with those of the government in general. Mechanisms for reporting and data-exchange should be agreed and, if necessary, legal basis formed. Steps, standards, timing, and accountability should be defined, along with a clear communication system to ensure continuous follow up.

- Indicators focusing on inputs should be complemented by output and outcome indicators, so that performance and achievements can be measured.

- Once there is an agreed methodology, clear links should be established between strategic planning and SM&E.

- Financial management should be linked to performance information and performance management.

- Link performance about the education sector and employees' performance and investigate how individual staff and departments contribute to achievement of sector-wide goals.

- MOE should work toward building the capacity of its relevant staff in SM&E and other relevant disciplines (e.g. project management, statistics, basic computer skills and Education Management Information System (EMIS) and other relevant databases). Outside advice on best practices could also be considered (e.g. through experts from Libya or abroad, specialized institutions from Libya or abroad, or international development partners, who might be particularly useful in establishing links with similar institutions and functions abroad, in facilitating study tours or twinning projects).

INFORMATION AND COMMUNICATION TECHNOLOGY

The current computing, communications, and networking power available to the MOE and its affiliated departments, centers, and schools falls severely short in providing the ICT ecosystem necessary to enable teachers and staff to carry out their duties properly, and for pupils to gain "information literacy" and an education that meets international standards. ICT planning and management functions are atomized, uncoordinated, and suffer from inefficiencies and cross purposes. ICT functions are severely understaffed making for slow or non-existent technology support, equipment repair or replacement, upgrades, or staff training. There is little to no management or policy oversight with regards to ICT use, cyber security, procurement and contracting, public-private partnerships, or coordination with national ICT policy. Potential solutions include:

- Re-examine current initiatives to digitize curricula and move to interactive learning. Consider reallocating budget and energy toward increasing access to up-to-date ICT tools that support better quality teaching and learning, especially by promoting information literacy.

- The Minister and senior officials should collaboratively prepare a clear strategy for digital transformation at the MOE that addresses both the basic ICT ecosystem needs and charts a medium- and longer-term course toward a more prominent role for ICT in teaching and learning.

- The Minister and senior officials should develop policies, procedures, and standards that regulate ICT-based teaching and learning materials and approaches, equipment and network use, cyber security, data protection and storage, digital information and document life cycles, procurement and contracting, public-private partnerships, and links with national ICT policy to ensure access, equity, and transparency.

- Clarify Information and Documentation Center (IDC) functions and provide the necessary tools and staff levels for it to act as a central ICT planning and coordination mechanism for the MOE.

- Conduct regular needs assessments and monitor use of ICT assets (especially in classrooms) to engage in continuous improvement and data-driven reform.

- Enable the IDC to provide adequate technology support and ICT training to MOE staff, and build capacity in Regional offices to provide in-service training to teachers in the use of ICT for teaching and learning.

NEXT STEPS

Further Assessment

Although the AT had intended to conduct data collection at the MOE in Tripoli, the outbreak of military violence in late April and on-going security issues prevented the team from returning, and thus the team engaged in remote and Tunis-based data collection activities instead. This limited the data and information the AT was able to collect and use for the assessment. This means that further

assessment work remains. The relationships with MOE officials nurtured by the AT throughout this activity are important to maintain and are key to increasing the likelihood that recommended solutions are implemented successfully. The following are three further steps this assessment should take should there be support for it:

1. **Further Assessment Activities:** The remaining data collection needs and activities are outlined in the Further Data Needs summary section below. The manner and timeframe in which further data is collected will be determined by conditions in Libya and Tunis, the availability of individuals and outstanding data, and the priorities of USAID/Libya.

2. **Collaborative Solutions Design Package:** A collaborative, formal solutions design package that details specific actions the MOE can take to address the capacity gaps cited in this report is needed. The solutions will be based on the potential solutions proposed in this report and developed further in direct collaboration with the MOE officials in order to increase buy-in and the likelihood of implementation.

3. **Solutions Implementation Support:** In order to ensure that MOE officials have the support and tools to implement a solutions package, ongoing support to selected staff and departments in the MOE is needed, and, ideally spending some time in Tripoli as well as in Field Offices in this step. The nature and approach to the support activities would be detailed in a solutions design package with security conditions in Tripoli a factor in approach.

Key Areas for Immediate Technical Assistance

The following are suggestions by the AT to potential donors and partners of the Libya MOE on areas of immediate need and mutual interest:

A. Inclusive & collaborative long-term strategic planning and cross-ministry mission alignment.

B. Training, equipment, and resources as well as written procedures and reporting frameworks for school inspectors and supervisors that shift focus away from compliance and toward support.

C. Comprehensive, on-site, and on-going technical assistance for continued improvement, implementation, and management of the EMIS eco-system (including the human, procedural, hardware, and software aspects), integrate it with financial and payroll systems, and produce reports for the purpose of public transparency, data-driven decision making, and performance-based planning.

D. Legal and technical assistance in labor relations and HR (specific to public education systems) for devising short-, medium-, and long-term strategies to repurpose and retrain the existing MOE workforce in collaboration with teachers and the teacher's and civil service unions and set it on course toward a shared vision of reform.

E. Include MOE A&F and DPS staff in existing and future donor-funded PFM activities.

F. Technical assistance in PFM, particularly around a more unified approach to budgeting as well as the introduction of performance-based budgeting, and around the capacity of the finance function to justify their budget request more thoroughly and convincingly in order to obtain the resources they require.

Provide technical assistance to universities to design, implement, and manage degree programs in public administration, human resources development (HRD), and M&E.

INTRODUCTION

This report contains the findings, conclusions, and recommendations resulting from a human and institutional capacity assessment (HICA) of the Libya Ministry of Education (MOE) funded by the United States Agency for International Development (USAID) Middle East Education Research, Training, and Support (MEERS) project. The purpose of the assessment is to support the Minister of Education, Dr. Othman Abduljalil Mohamed, and his senior staff in re-structuring the education system in Libya based on international standards and norms. While many aspects of the MOE are in need of significant improvement, the Minister identified six priority areas on which this assessment focuses: Strategic Planning and Policy (SPP), School Inspection and Supervision (SIS), Human Resources (HR), Financial Management, Statistics, Monitoring, and Evaluation (SM&E), and Information and Communications Technology (ICT).

The assessment formally launched in March 2019. Social Impact (SI) assembled a five-person assessment team (AT) including experts in one or more of the six assessment focus areas. Subsequently, the AT conducted one week of stakeholder consultations in Tripoli in April 2019. The AT used these consultations to design and then conduct the assessment from May through July 2019, utilizing a combination of archival and document reviews, remote voice and video conferences, and in-person interviews with relevant MOE staff as the primary data collection methods. Although the AT had intended to conduct data collection in Tripoli, the outbreak of military violence in late April and on-going security issues prevented the AT from returning, and thus the AT engaged in remote and Tunis-based data collection activities instead.

First, this report presents background to the origins of this activity and the state of the education system in Libya before providing details on the design and methods of the assessment. Six chapters follow, one for each of the six focus areas, in which the authors present findings, conclusions, and recommendations, as well as identify information and data that has yet to be collected. The overall conclusions, recommendations, and data still needed are each summarized from all six focus areas to conclude the main body of the report.

BACKGROUND

Libyan Education Minister Dr. Othman and United States Government (USG) Libyan Embassy Staff met in summer 2018. The Minister was accompanied by four of his department heads. During the meeting, the Minister and his team outlined the challenges facing Libya's education sector and its primary assistance needs, which are wide ranging and include strategic planning and communications, HR development and management, school supervision and inspection, ICT infrastructure, and financial management. The Minister stressed that the success of Libya's next generation, and hence the future of the nation, hinges on key education sector reforms that cannot wait for stabilization to occur. In response to this initial meeting, a second meeting took place in Tunis on November 13 and 14, 2018 to finalize the six main topics of inquiry for the HICA as well as an illustrative timeline and team structure.

Dr. Othman is eager to deliver on key education reforms critical to Libya's future and expressed his desire to launch an HICA of the MOE. Given the security and stability context and many challenges that the Libyan MOE is facing, the AT conducted the HICA to identify and prioritize strategic starting points that will close the gap between the MOE's ambitions and reality, as well as strengthen the delivery of education services in Libya. The HICA assesses the current state of the education system and recommends practical steps for moving forward on the identified priority issues.

Stakeholder Consultations & The Education System in Libya

The AT conducted stakeholder consultations in Tripoli from March 4 to 7, 2019, including 32 interviews and discussion forums totaling 72 individuals from several departments in the MOE, as well as other public, private, and international partners. The purpose of these consultations was to meaningfully involve MOE officials in the design and focus of the capacity assessment as well as gather basic information about the state of the education system in Libya. Stakeholders were interviewed individually or in small groups and were asked about their perceptions of which capacities and functions of the MOE require the most attention, and the best approach for assessing capacity needs. Annex A contains a list of consulted individuals. Since the MOE does not have much reliable or accessible data, the following descriptive data is based on interviews with MOE officials, review of internal documents, and publicly available data.

The purported efficacy of the Qaddafi era education sector, with its Green Book studies[1], prohibition on teaching English, non-participation in internationally recognized learning assessment, and experiments with narrowly streamed vocational schools appears to have been largely exaggerated. While education was free and compulsory and enrolment rates were some of the highest in the region, with no gender disparity, actual learning achievement is more difficult to determine. Since 2011, enrollment rates have remained high but attendance rates have fluctuated due to the security situation. Education quality remains a concern.

Over the last nine years, schooling has been periodically suspended; schools have been damaged or destroyed; the movements of IDPs, migrants and refugees have caused overcrowding in some schools and crashed attendance in others; buildings have been commandeered as militia quarters and evacuation centers; and routes to and from school and MOE offices and institutions have become unsafe. Schooling this year has only recently recommenced after a suspension of classes for more than two months due to a fresh outbreak of fighting. The chronic nature of conflict in Libya and the resulting government instability presents perhaps the largest challenge to the MOE's efforts at reform. Indeed, the human and institutional capacities and practices at the MOE reflect a layering of those inherited from the Qaddafi system of patronage and those necessary to survive civil war.

Currently, there are approximately 1.6 million primary and secondary pupils attending around 4,400 schools in Libya. Libya has a teacher corps of 450,000 individuals, 237,000 of which are labeled as

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[1] The Green Book sets out the political philosophy of Libyan leader Muammar Qaddafi. The book was first published in 1975.

"active"—meaning they are currently assigned to a classroom—while the remaining 163,000 teachers are on "stand-by" and not teaching at all. All teachers receive salaries and "active" teachers receive a bonus. The corps is 90 percent female, however of the roughly 4,400 head teachers, only 10 percent are female.

While numbers for out-of-school children remain contested, the United Nations Children's Fund (UNICEF) cites 200,000 to 300,000 as a yearly estimate of children whose education has been affected by the crisis. A priority concern for this cohort is psychosocial support – psychological first aid, individual counselling, organized play and art therapy, and sport and recreation – to enhance resilience, coping skills and overall wellbeing. In order to provide support to the whole student body, the Minister has recently established psychosocial support positions in each school.

The severely bloated teacher corps has one paid teacher for every four pupils, but in actual classrooms the average ratio is between 1:36 and 1:43. These figures reflect a legacy of the Gaddafi era where civil service jobs, especially for teachers, were created and filled without regard to need or qualifications. Another 250,000 individuals are employed in the higher education system as well as at the MOE, and approximately 20,000 new teachers graduate from teacher training programs every year. In the past, these cohorts have been added to the paid teacher workforce whether they were needed or not, although the MOE is now working to restrict teacher recruitment to focus on shortage areas. Ten percent of the entire population of Libya (6.5 million) are employed by the MOE and this is fast increasing; it has, in effect, become a de facto social security system. The average teacher salary is approximately 900 Libyan Dinar (LYD) or about $640 United States Dollars (USD) per month.

The approved 2019 budget for the MOE is 8.6 billion LYD or about 6.1 billion USD, accounting for just under 20 percent of the total federal budget.[2] According to budget documents and interviews, 90 percent of the MOE budget goes to salaries, leaving very little for operating costs and even less for development, which includes capital repairs, replacing or updating curriculum materials, and in-service training. According to interviews, no new schools have been built since 1990 and about 20 percent of existing school buildings are in dire need of repairs or improvements. Most schools have major equipment and material needs including furniture, teaching materials, books, and computers and software. Schools that have computer labs contain computers that are over ten years old and suffer from lack of use and/or are unable to run current Internet and software programs.

It should be noted that Libya is divided between the United Nations (UN)-backed government located in Tripoli in the west, protected by a coalition of militias; while to the east in Benghazi, Field Marshal Khalifa Haftar has his own militias. He at present controls almost two-thirds of the country, including the major oilfields, and his forces are attacking Tripoli. Despite this, teachers and regional office staff in the east are still are paid through the MOE and the UN-backed government treasury. Senior Officials have reported that these Regional offices, however, are not considered under MOE control.

Schooling in Libya is compulsory only through Grade 9. Approximately 30 percent of pupils do not continue their schooling beyond this level. Schools are managed through 83 regional offices where school supervisors and inspectors are based.[3] Country-wide, there are approximately 180 private primary and secondary schools, 21 public universities, 17 private universities, and about 600 technical training colleges, however this HICA does not examine capacities specific to private schooling or post-secondary education. The MOE had previously been three separate ministries—basic education, higher education, and technical and vocational education—but were combined into one ministry in 2017.

Recent Initiatives in Libya's Education System

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[2] GNA, Decision of the Secretary of the Presidency Council of the Government of National Accord Nr. 375/2019 Adopting Financial Appropriations for Fiscal Year 2019 (2019)
[3] 21 of the 81 regional offices are located in the eastern part of the country and not under the direct control of the MOE.

In April of 2017, Dr. Othman was appointed Minister of Education and set about an ambitious reform agenda. A close examination of this agenda was not the purpose of this assessment and so there is no comment regarding how successful the reform agenda has been. However, it is important to note the context in which this assessment is taking place, and the Minister's willingness to subject the MOE to a tough and thorough capacity assessment. The Minister enacted the following initiatives over the last two years:

- English language teaching commencement moved to Grade 1 from Grade 5.
- Improved management of reserve and inactive teachers.
- Improved provision of psycho-social support (PSS) for students affected by conflict.
- Establishment of the MOE headquarters (HQ) HR department.
- Delegation of authority and expertise to regional offices and authorities.
- UNICEF – MOE Education Management Information System (EMIS) project commenced.
- Extension of the teaching semester to 18 weeks.
- Establishment of a committee to address staff and teacher absenteeism.
- Introduction of new measures to address cheating and collusion in national-level exams.
- Establishment of an anti-corruption and transparency office.
- Introduction of measures to address the low-level of female representation in management in schools and departments.
- Establishment of the Women's Empowerment and Support Unit.
- Rationalisation of the number of textbooks used to support teaching and learning.
- Reduction in compulsory homework loads for pupils particularly in early learning years.
- Ensuring emphasis is placed on interactive-learning, including e-learning, in new curriculum.
- Building relations with international partners, including the United States (US), United Kingdom (UK), UNICEF, and the United Nations Educational, Scientific, and Cultural Organization (UNESCO) aimed at cooperation to improve education based on international standards in Libya.
- Improving licencing standards for private schools.

The stakeholder consultations also yielded some initial findings for each of the six focus areas of this assessment, which are summarized below:

1. **SPP:** The human, institutional, and infrastructural capacity for the MOE to align education policy and reform with national priorities and utilize data to design and implement continuous improvement efforts is present but is poorly developed and ineffectively communicated. There is no approved long-term strategic plan, and many MOE staff are not aware of any long-term strategy document.

2. **SIS:** The current human, institutional, and infrastructural capacity for the MOE and regional education offices to supervise, inspect, and support schools in Libya, including the ability to collect and report basic school data and statistics, and provide technical support to school staff and faculty, is very low. Those who were consulted described an inspection system that was ineffective in supporting teachers or administrators, or in providing effective linkage between schools and the MOE.

3. **HR:** The human, institutional, and infrastructural capacity for the MOE to rationalize, recruit, deploy, and retain qualified staff for the MOE, Regional Education Offices, and schools is mixed. The latter function is located in a separate department from HR, but both systems face a workforce that is not well trained, bloated, and difficult to reform because of political and legal hurdles.

4. **Financial Management:** The human, institutional, and infrastructural capacity for the MOE to plan, obtain, manage, and disburse funds to the education system in an efficient and transparent way is mixed. Staff perceive the financial system as functional, but there is little planning or budgeting against ministry goals or national objectives, and the Ministry of Finance (MOF) and Ministry of Planning (MOP) provide little support in training,

Management Information System (MIS), specialized/education-specific technical advice, and improvement through public financial management (PFM) reforms.

5. **SM&E:** The current human, institutional, and infrastructural capacity to collect and analyze school, staff, and pupil data on a continuous basis in order to inform policy and decision making at the school, municipal, and national levels remains low, but support is being provided by UNICEF to improve the EMIS. Infrastructure however is present but unused and monitoring and evaluation (M&E) activities are occasional at best.

6. **ICT:** The current human, institutional, and infrastructural capacity to 1) receive, store, and disseminate data on all aspects of the education system in Libya, and 2) provide access to the Internet and other learning technologies for all MOE staff, teachers, and pupils is perceived by most respondents as very low, even though the MOE leadership has very ambitious plans to expand access to e-learning technologies.

ASSESSMENT METHODOLOGY

The overall assessment methodology constitutes four phases and is drawn from both the USAID Human and Institutional Capacity Development (HICD) Handbook, the United Nations Development Program (UNDP) HICD Guide, and UNESCO Capacity Needs Assessment Methodology (CAPNAM) for Planning and Managing Education.

PHASE 1: STAKEHOLDER CONSULTATIONS

In the first phase, the AT conducted stakeholder consultations with MOE officials in Tripoli to meaningfully involve MOE officials in the design and focus of the HICA as well as gather basic information about the state of the education system in Libya. The AT completed this objective in April 2019. See the *Stakeholder Consultations* sub-section in the *Background* section above for details and outcomes.

PHASE 2: DATA COLLECTION

The second phase was a situational assessment of the human, institutional, and infrastructural capacities of the Libyan MOE and report on capacity gaps and needs in six focus areas: SPP, SIS, HR, Financial Management, SM&E, and ICT.

This phase of the assessment was originally scheduled to take place in Tripoli, but due to the security situation, the AT team shifted the assessment plan to include remote and Tunis-based activities. The second phase, which is ongoing, is comprised of five steps, outlined below:

1. **Remote Data Collection**: The AT hosted a video conference kick-off meeting with senior MOE officials, followed by subsequent interviews and focus group discussions (FGD) by video conference and Skype with 15 senior officials and staff from May 15 to June 12. The primary purpose of these remote interviews was to inform MOE officials of the data and documentation needs of the assessment and to prepare them for the next round of in-person interviews in Tunis. Annex E contains remote interview and FGD protocols for each of the six assessment focus areas.

2. **Tunis-based Data Collection**: The AT conducted in-person interviews with over 30 selected staff from the MOE, other ministries, and partner international institutions in Tunis from June 15-28. Annex G contains a list of participants in the Tunis interviews. Annex E contains in-person interview and FGD protocols for each of the six assessment focus areas.

3. **Report on Findings to Date:** Due to the security conditions in Libya, the AT was not able to gather all the necessary data and documents or interview all the officials required to complete the assessment. This report thus presents preliminary findings and details the additional information needed to complete the assessment, as well as initial recommendations where the data support them. Submission and acceptance of this report will conclude this step.

4. **Further Assessment Activities**: The remaining data collection needs and activities in this step are outlined in this report. Conditions in Libya and Tunisia, as well as the availability of individuals and outstanding data, will determine the manner and timeframe in which further data is collected.

PHASE 2 DATA SOURCES

Selecting data sources was a multi-step process that involved establishing a balance between actual data needs and deference to the Minister's insights about the personnel he believed would be most helpful to the assessment. Requests for data sources for Phase 2 have so far included the following:

MOE Staff[4]

- Minister of Education
- Deputy Minister of Education
- Director of Planning and Strategies
- Corporate Communication & International Affairs Advisor to Minister
- Chief Financial Officer (CFO)
- Deputy CFO
- Internal Auditor
- Financial Controller
- Media Manager
- Chief Information Officer
- Director of E-learning
- Director of HR
- Deputy Director of HR
- Director of Training and Education
- Senior Strategies Advisor
- Chairman of School Inspection
- Executive Assistant to the Minister
- Follow-Up Department staff
- Budget Section staff

MOE Regional Office and School Staff[5]

- Head Teacher
- School Inspector
- Regional Office Manager

MOE Liaison Staff from Other Ministries[6]

- MOP
- MOF
- Office of the Prime Minister (OPM)
- Libya Audit Bureau
- MOL

International Donors and Partner Institution Staff[7]

- British Embassy Tripoli
- British Council Libya
- UNESCO
- UNICEF
- World Bank

Primary Documents and Data Sources[8]

- MOE Organizational Chart – Official and Proposed
- Guideline for Evaluation of Teacher's Performance Skills 2018/2019
- MOE Action Plan (2019)
- MOE statistical and monitoring reports
- Government of National Accord (GNA), Decision of the Secretary of the Presidency Council of the Government of National Accord Nr. 375/2019 Adopting Financial Appropriations for Fiscal Year 2019 (2019)
- World Bank, Socialist People's Libyan Arab Jamahiriya - A Public Expenditure Review (2009)
- Loops, Pubic Education in Libya – Problems, Challenges and Solutions (2016)
- Law on State Financial System including Budget List
- Law on the Regulation of Labor Relations incl. Procedures
- Libya Vision 2020
- Libyan Education Reform Project – Education Can't Wait (2019)

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[4] See Annex A for further details.
[5] Ibid
[6] Ibid
[7] Ibid
[8] Ibid

Semi-structured Interviews and Group Interviews: The AT developed semi-structured interview protocols that inquire about the institutional, human, and infrastructural capacities in each of the six focus areas. The AT interviewed assessment participants individually and/or in groups. The AT did not design the group interviews to be FGDs, however the group dynamics often revealed both alignments and incongruities between officials and departments within the MOE concerning understandings of policy and procedures. Data collection instruments and protocols are contained in Annex E.

Policy, Document, and Literature Reviews: The AT collected or inquired about numerous policy documents pertaining to standard operating procedures (SOPs), decision trees, job descriptions, hiring and promotion, short- and long-term strategic planning, budget narratives, inspection and audit tools, as well as relevant grey and academic literatures. The AT measured documents against the corresponding capacity indicators (see the *Analytic Framework* section below) and international standards of good practice, which are cited in each of the six focus area findings sections below.

Budget, Financial, and Statistical Data Analysis: In some cases, raw or semi-digested data sets were available that required some degree of computation and analysis. This included the 2019 budget (originally, disaggregated by each administrative division and presented in monetary terms and not percentages).

PHASE 2 DATA ANALYSIS

The AT developed Assessment Design Templates (ADT) for each of the six focus areas based on a model from the UNESCO CAPNAM framework (see Annex B for an example). Each ADT was divided into three sub-templates covering institutional, human, and infrastructural capacities. Each sub-template was further divided into specific capacity indicators drawn from the overall analytic framework (see the *Analytic Framework* section below). For each indicator, the AT developed a list of data and sources needed to assess the capacity of the MOE to meet the indicator and then used these lists to plan data collection activities. The AT then used the ADTs to summarize which data and sources they successfully accessed, and which they had yet to access, as well as the findings to date.

Note: The third and fourth phases below have yet to be implemented. This report presents the findings from the first two phases only.

PHASE 3: SOLUTIONS DESIGN PACKAGE

The third phase will be to produce a solutions design package that details specific actions the MOE can take to address the capacity gaps cited in the final report. The solutions will be based on the final report recommendations and developed further in direct collaboration with the Minister and senior MOE officials in order to increase buy-in and the likelihood of implementation.

PHASE 4: SOLUTIONS IMPLEMENTATION SUPPORT

The fourth phase will be to provide ongoing support to the Libya MOE in implementing the capacity solutions detailed in the solutions design package. The nature and approach to the support activities will be detailed in the solutions design package with security conditions in Tripoli a factor in approach.

ANALYTIC FRAMEWORK

For each of the six focus areas, the human, institutional, and infrastructural capacities have been broken into indicators against which they will be assessed. The indicators were drawn from three sources—the USAID HICD Handbook, the UNDP HICD Guide, and the UNESCO CAPNAM—and then revised and expanded for context after stakeholder consultations were conducted in Tripoli

(see *Background* section above). Each set of indicators was expanded and revised in partnership with MOE staff prior to the implementation of the assessment. Figure 1 below illustrates the assessment framework. The individual indicators are presented at the beginning of each focus area chapter, as well as in Annex C.

Figure 1: Analytic Framework
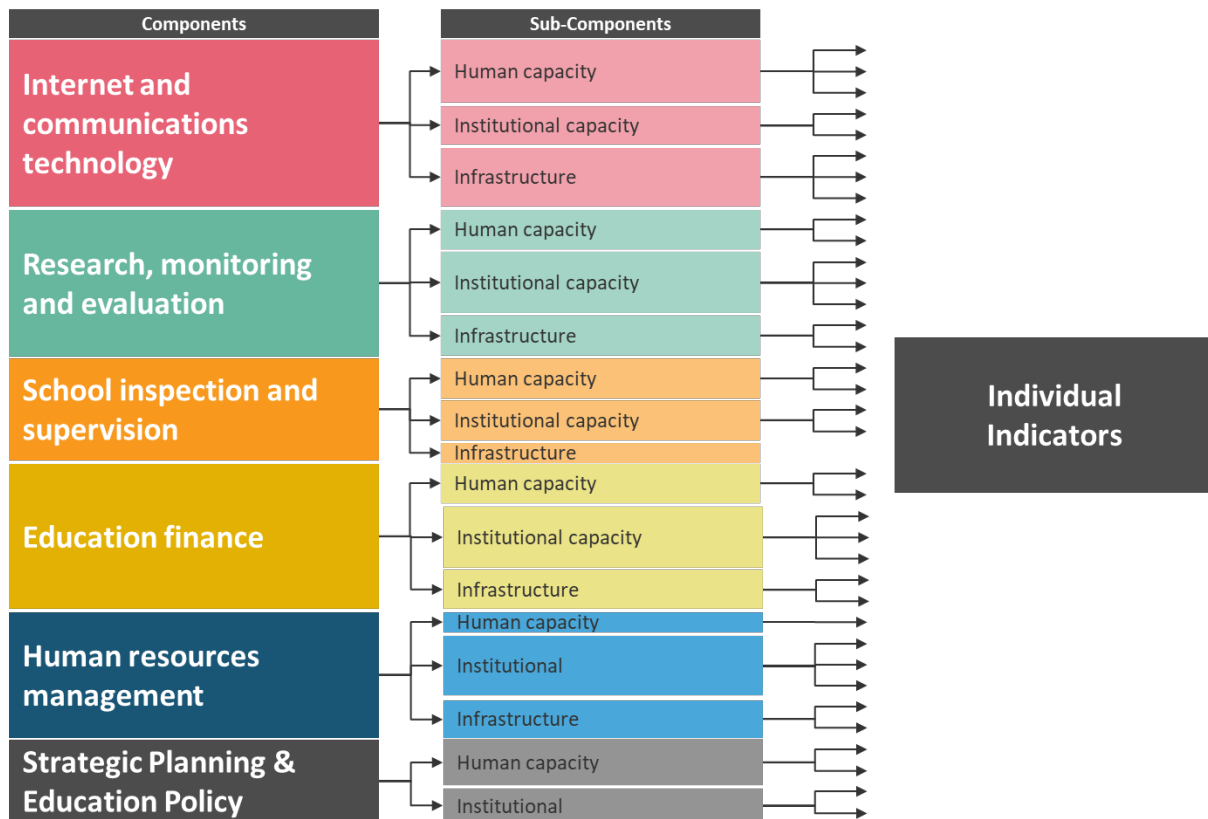
ASSESSMENT TEAM

Team Leader: Dr. Andrew Epstein, Technical Director, SI staff.
Field Team Leader, Strategic Planning and Inspection Expert: Dr. Mark Wall, SI Consultant.
Finance and M&E Expert: Ms. Naida Trkic-Izmirlija, SI Consultant.
ICT Expert: Mr. Abdulhakim Kamaily, SI Consultant.
HR Expert: Mr. Andrew Snowden, SI Consultant.

Short bios of the AT are contained in Annex D.

FINDINGS & CONCLUSIONS

The sections below present the findings to date for each of the six capacity focus areas. Each are further divided into sub-sections detailing international good practice for that focus area, findings-to-date concerning the degree to which institutional, human, and infrastructural indicators are met, data and information that remains to be collected to complete the assessment, and some comments regarding potential solutions in cases where enough data has been collected at this stage.

1. STRATEGIC PLANNING AND POLICY (SPP)

> *"There is a lack of a culture of planning and we are suffering as a result."* —MOE respondent, Tripoli, March 5, 2019

INTRODUCTION

SPP is one of the key focus areas identified for attention in the modernization and reform efforts of the MOE, Libya. In line with USAID guidelines on human and institutional capacity assessment and development the plans, strategies and policies of an organization serve to define the desired performance, essentially the theory against which actual performance can be researched, evaluated and improved.

SPP is examined in this report against the component areas of human, institutional and infrastructural capacities. Each is looked at in the light of a set of tailored indicators, developed through consultation, as shown in Table 1.

In order to establish an overall framework, the chapter begins with a short introduction to current thinking and practice in SPP. It then looks at the three component areas, commencing with the institutional and organizational (how things are done around here?) and cycles through the human (who does them?), and then the infrastructural (with what?). Overall strengths and weaknesses, further research needs, and solution focus areas are then discussed.

GOOD PRACTICE

Strategic planning and organizational policy ideally work hand in glove. The plan formulated after a series of exacting analyses (e.g., stakeholder, Strengths, Weaknesses, Opportunities, and Threats [SWOT] Analysis, and Political, Economic, Social, Technological, Legal, and Environmental [PESTLE] Analysis) and extended consultation, typically gives the organization a 10-year performance horizon, divvies up the work and clearly identifies the major milestones. It will set or confirm organizational strategy, determine organizational structure, and make concrete the avenues of organizational legitimacy. Policies elaborate on the plan parameters by articulating how things will be done to support the achievement of the vision, mission, goals, objectives and intended outcomes. They articulate the purposive course of action to be pursued in order to achieve the desired end.

Work, business and operational plans for departments, centers, and authorities cascade from the overarching strategic plan and conform to the organizational policies. These subordinate plans are much more detailed, clearly articulate key performance indicators (KPIs) against goals, articulate responsibilities, and set priorities for work across a one- to two-year timeframe. Work and business plans can cascade even further to a school and even individual level, and they will be instrumental in making staffing decisions, drafting position descriptions and establishing accountability processes.

INDICATOR FINDINGS

SPP research findings, based on document analysis, face-to-face and video link interviews and FGDs, are addressed under the three components mentioned above and shown in Table 1. Each of these is then broken down into a set of indicators that were used to frame interview questions and guide subsequent discussion and evaluation. ADTs were used to bring together multiple sources of data

for each indicator and will eventually be used to score and prioritize them (see *Phase 2 Data Analysis* section above). These are used as sub-headings in the section that follows.

Table 1: Strategic Planning and Policy Capacity Indicators

Component	Indicator
Institutional and Organizational Capacity – resting on the policies, procedures and practices used and accepted in the organization	Division of labor
	SOPs
	Organizational structure
	Business / operational plans
	National partners
	Development partners
Human Capacity – embodied in the staff and management personnel	Number and roles of staff
	Staff technical ability
	Leadership and culture
	Human resource management (HRM) and HRD
	HRD, education, training
Infrastructure and Infrastructural Capacity – materials, equipment and facilities	Offices and accommodation
	Equipment and materials
	ICT
	Data
	Finances

INSTITUTIONAL AND ORGANIZATIONAL CAPACITY

Division of Labor

While the vertical division of labor in the MOE is essentially two-tiered, the horizontal division is described as complicated and is further weakened by: poor communication processes, geographical dispersal across Tripoli in a large number of small offices, a constantly shifting / changing organizational structure, and almost non-existent ICT support and connectivity. Between the significant number of line and staff departments and quasi-independent centers and authorities that make up the MOE, there are gaps and overlaps in responsibilities, and friction or rub points in service delivery. There is a perception that departments operate in silos, lack common goals, and do not share information.

It is also evident that work across the organization is more a chain of isolated processes, rather than collaboration and collective effort towards the achievement of significant educational outcomes. This essentially Fordist assembly line-style problematic is either created, or at least compounded, by the fact that with 45 direct reports (plus 24 public universities and 69 regional offices) the minister's span of control is well above the maximum of 15 considered manageable. The division of labor in the Department of Planning and Strategy (DPS) itself is more standard with a manager and deputy manager and four line divisions covering the functions of indicators and monitoring, analysis and planning, projects and budget and quality assurance (QA) and development.

Standard Operating Procedures

Despite the existence of the DPS, there is currently no element in the MOE doing strategic planning, and subsequently no SOPs supporting that function. This was explained by some as a result of the uncertainty surrounding the civil war generally, and more specifically through the absence of strategic direction from the government, that could cascade down into education planning. On the other hand, the head of the department is working to set strategic goals in line with Sustainable Development Goal (SDG) 4 (Ensure inclusive and equitable quality education and promote lifelong learning for all) and has developed a 2019 action plan complete with vision, mission and ten detailed goals complete with allocated responsibilities and KPIs. Unfortunately, these do not appear to be

driving performance or reporting across the MOE and were reported as unknown by regional office managers and heads of school. No evidence of promulgation, dissemination or display of the plan was found, although it was discussed in a meeting with all department heads and was endorsed by the minister.

The appearance of a lack of cooperation across government (especially between education, finance, planning and labor ministries) needs to be addressed before strategic planning for education can flourish. However, the MOE itself lacks a culture of planning, is not well coordinated or connected, and is yet to securely link its outputs with labor

> **Libyan MOE Vision:**
>
> To ensure the provision of a quality and equitable education system that is:
> 1. Compatible with international standards; and
> 2. Contributes to the economic, social and political development of Libyan society.

market requirements. Much of this is due to poor data, no Internet connectivity, and a paper-based system. However, organizational structure, staff selection, and lack of training and staff development are also identified as causal.

Organizational Structure

The DPS of MOE is ostensibly responsible for the SPP function and is staffed with 32 personnel across four divisions as shown in Figure 2. It, like many of the departments and centers, reports directly to the Minister but does not seem to enjoy any particular advantage from that as reflected in the comment: "the decision makers do not sit with plans." Given the two-tiered organizational structure of the MOE, the department also lacks any authority in its efforts to establish strategic planning as a SOP in education. The Minister's intercession is usually required to ensure all parties cooperate in planning and reporting efforts.

Figure 2: SPP Department
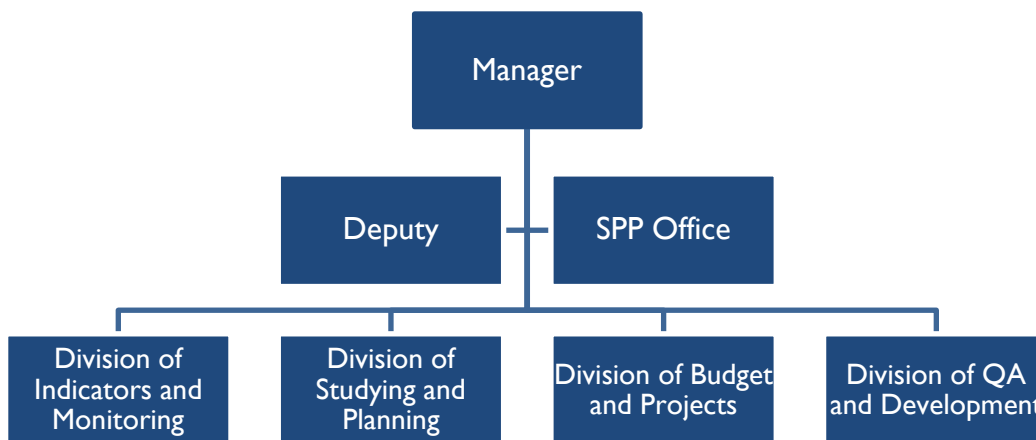
Recently a ministerial decree called for the establishment of planning officer positions in all regional offices. This has yet to be fully implemented and position descriptions for the work are being prepared. The intention is to strengthen the data and planning links between the regional offices, their supported schools, and the MOE. This link will be further supported under ICT plans for an EMIS system that is currently at the very early test-bed stage. This UNICEF funded initiative is discussed further in both the SM&E (Section 5) and ICT (Section 6) sections of this report.

Business and Operational Plans

Typically, business and operational plans for departments are derived from organization-wide and overarching strategic plans and objectives including vision and mission statements. In the absence of an overarching plan, some ministry departments have developed stand-alone plans that do more to articulate process and even wish-lists than set output and outcome objectives. There is also a perception that planning, and the associated M&E against developed indicators, can, as one respondent noted, 'turn around and bite you'.

The DPS does not have its own business plan. However, it has prepared a number of discussion papers and documents that would be easily developed into one. As things stand, the department is more into coping than planning. Developing work arounds, managing urgent or crisis tasks and the inherent difficulties in raising and pursuing new ideas means that system improvement is limited. Delayed projects include development of Ministry HQ position descriptions, training on quality management in administrative systems (ISO 2009), and awareness raising on the 2019 MOE Action Plan. Requests for schools to begin developing their own plans have largely gone unanswered and may be premature and even inappropriate at this stage.

National Partners

MOE is a super ministry in Libya with 650,000 employees and over 2.2 million early childhood development (ECD), primary, secondary and tertiary (Technical and Vocational Education and Training [TVET] and higher education) students in a population of just 6.5 million. Despite that, it is not at all clear that the government has set national goals for education or clearly articulated its public policy in the field of education. Given current political and security concerns that omission is understandable. However, the lack of cooperation with national partners particularly the MOF, MOP, Ministry of Youth and Sports, and Ministry of Labor (MOL) is less comprehensible. These ministries have not responded to requests from MOE for copies of their strategic plans. Significant cooperation with the MOE responsible for social welfare, the Ministry of Social Affairs, is also indicated if the welfare burden of the massive teacher reserve workforce continues to be placed on the education budget.

Enabling legislation in relation to education was not examined in any depth in this research. Nevertheless, it appears that the existing laws lack coherence, are partially past their use by date, and that aspects are inappropriate, restrictive and impose unnecessary limitations on the MOE.

Development Partners

Cooperation with the Libyan National Commission for UNESCO (also ALESCO and ISESCO) is ensured via the mechanism of the National Committee for Education, Culture and Sciences, established under the MOE, chaired by the Minister, and led by an academic staff member of a public university (i.e. part of the MOE). UNESCO has provided some training to the head of the DPS and is to be pursued for further opportunities. As mentioned above, UNICEF is also cooperating by funding the development of the EMIS system now at the test-bed stage. Other than the USAID HICA, there is no other system-level development partner or international donor working in the arena of SPP.

HUMAN CAPACITY

Number and Roles of Staff

There are, as already mentioned, 32 staff members in the DPS. The director is an engineer by profession, an academic staff member of the MOE, and a recent appointment. His four division heads include a new recruit from the Information and Documentation Center (IDC) who was the lead on the EMIS project and now heads the Budget and Projects Division. Staff numbers are considered adequate and position descriptions are under development. Division heads meet with the director every Sunday (the beginning of the working week) and report on progress against the ministry-level action plan.

Planning positions in the 69 regional offices controlled from the West are being established. The aim of these is to improve the passage of planning information between the regions, their supported schools, and the department.

Staff Technical Ability

Just seven of the DPS's staff are assessed as effective in their roles. Most respondents agreed that technical ability and proper training has not been a focus of human resourcing. There is a consensus that staff across the MOE are rather more adept at doing what they are specifically told to do rather than capable of being delegated responsibility for a specific output and outcome. Some attribute this to the demands of the previous regime and the dangers of lateral and free thinking. Others point to an education system that encourages rote learning regardless of the topic and does not address higher order educational objectives such as analyzing, evaluating and creating.

Leadership and Culture

The organizational culture was generally described as negative with staff not interested in improving performance, salary taken as a given, the large cohort of salaried reserve / inactive teachers acting as a general disincentive, and the disciplinary process perceived as underpowered and even pointless. In the face of what appear to be ineffective rules and regulations regarding performance and attendance, a culture of impunity reigns and absenteeism, usually running at 30 percent, can be as high as 50 percent of staff at the end of the week. Something of the difficulties to be faced here comes across in the attempt to test and assess teacher competency that failed in light of the eventual refusal of staff to participate.

As a wider organizational issue, it appears that new policies and reform initiatives seem to be generated from the top down and largely bog down, falter and eventually die off as they progress through the organization. At the same time, multiple incremental reforms propagated by decree complicate an already confusing set of regulations when deeper reform is probably more appropriate.

Human Resource Management

Human Resource Management (HRM) is treated separately in this report as one of the six major themes researched under the MOE HICA project. However, it is important to note that the topic is relatively new to MOE and the organization does not have a central HRM department that caters to all staff and employees of the MOE. At the same time the function is not taught in higher education in Libya.

HRM was not considered to be an issue for the DPS more because it was a mystery how recruitment, selection, remuneration and the like were conducted than because these and other related issues, such as discipline, were not problematic. It was however apparent that the MOE committee, established to combat chronic absenteeism, was being observed with interest by MOE heads.

Human Resource Development

With recruitment and selection out of the hands of the department, and discipline and dismissal seemingly out of everybody's hands, remedial training becomes the only available remedy. Like most departments, the DPS has a long list of training and capacity development needs and is looking for long-term training in educational planning and management, and specialist training in EMIS, and education simulations, projections, predictions, and strategic planning. They are also requesting technical assistance to develop the ministry-level 2020–2030 strategic plan.

Offices and Accommodation

As mentioned above, the offices of the MOE are scattered across Tripoli and traffic congestion makes movement between them time consuming and even unpredictable. The department currently occupies a small and inadequate space with 25 desks in a three-story building shared with the totally unrelated Department of Natural Science, Research and Technology. The building needs minor maintenance including painting and deep cleaning and water, sanitation, and hygiene, and air conditioning upgrades. A back-up generator is available, and lighting and security are described as good although the closed-circuit television (CCTV) system is unserviceable. The building does not have signage. A contract is in place for daily cleaning and tea/coffee service.

Equipment and Materials

Equipment and material allocations were described as adequate, and the shortage of desks and chairs is ameliorated by high absenteeism. The director and four heads of division have their own offices and the general reception area houses the three department secretaries. A staff room is available. Consumables are procured centrally. A number of air conditioning units are unserviceable. The issue of staff cars, buses and transport generally for official work purposes is seen as problematic.

Information and Communication Technology

Every department desk is furnished with a desktop, stand-alone computer and the director also has a ministry laptop. While 50 percent of the computers are unserviceable, none are networked, and the local wireless network is also not in working order. With the exception of the director's personal modem, data moves about in the office via paper, compact disc (CD), USB drive or mobile phone apps such as Viber, WhatsApp, and Facebook.

Data

The gathering, availability, quality and analysis of data is described as the main problem facing SPP efforts in the MOE. At the same time, some confusion in the overlaps and gaps in and between the three major MOE ICT/EMIS projects need to be overcome if this situation is to be easily resolved. As ICT is dealt with in detail in a separate section of this report it is not pursued further here other than to note that connectivity is a major issue to be addressed in efforts to modernize the MOE.

Mobile phone usage and Facebook membership in Libya is extremely high, and most users have a SIM card for each of the two major networks resulting in a country-wide total of 6 million users. It is apparent throughout the MOE that individuals are using their private phones and personal accounts to do ministry business.

Data in use in this report and across the MOE is a mix of old hard data, new soft data, best estimates and even educated guesses. Facts as supposedly concrete as numbers of schools vary and teacher numbers (active and reserve) vary wildly from source to source. The East-West government and education management divide does not help matters here.

Finances

The DPS has no discretionary budget allocation for use in its own operations and no payroll budget functions. It does however manage the MOE's development budget. This is extremely limited and has reduced by 80 percent in the last five years to now represent just two percent of the total budget for 2019. This responsibility is discussed in detail in the Financial Management section below.

2. SCHOOL INSPECTION AND SUPERVISION (SIS)

> "*Neither the individual inspector nor the teacher see inspections as developmental.*" – MOE respondent, Tripoli, 17 June 2019

INTRODUCTION

SIS is identified as a priority for attention in the modernization and reform efforts of the MOE, Libya. This capability is evaluated here via the component areas of human, institutional and infrastructural capacities and the focus is on the Department of Pedagogical Inspection in the MOE. Each component is looked at against a framework of tailored indicators, developed through consultation, as shown in Table 2 below.

In order to establish a benchmark of sorts, the section begins with a short summary of current international thinking on and practice in school inspections. It then looks at the three component areas, commencing with the institutional and organizational (how are things done around here?) and cycles through the human (who does them?) and then the infrastructural (with what?). Overall strengths and weaknesses, further research needs, and solution focus areas are then discussed.

GOOD PRACTICE

There is an ongoing turn against top-down, centrally run, bureaucratic styles of school inspections; and strictly test-based, quantitative and judgmental school evaluations in the literature (see www.schoolinspections.eu). School inspection services have maximum value if they improve performance in schools and contribute to the educational experience of students. A risk-based approach means that good schools – based on standardized test results, self-evaluation, and annual reports – are subject to short inspections, while weak and failing schools are given the attention and assistance, they require to improve teaching, learning and administration. In other words, school inspection becomes school support on an as needed basis.

Development of modern self-evaluation tools and common inspection frameworks depends on agreement around a set of key judgements on school quality. These, usually derived from the mission, goals and strategies of the organization, are commonly grouped around:

- student learning outcomes and student personal development;
- safeguarding of student's welfare, health and safety; and
- school leadership, management and governance effectiveness.

It is now not unusual for inspection services to be more developmental than judgmental and localized rather than centralized. It is also common for remedial support to be organized through school-to-school networks or pairing, and for heads of neighboring schools to be involved in school-to-school inspections and lateral support programs. Regional networking produces economies of scale and allows for the sharing of expertise and resources.

INDICATOR FINDINGS

As shown in Table 2, the SIS theme is examined through the component lenses of organizational, human and infrastructural capacity. Each of these is further broken down into a taxonomy of indicators that have been used to frame research questions explored via document examination, face-to-face interviews, video conferences and forum discussions. Indicator findings are discussed in this section.

Table 2: School Inspection & Supervision Capacity Indicators

Component	Indicator
Institutional and Organizational Capacity – resting on the policies, procedures and practices used and accepted in the organization	SOPs
	Division of labor
	Organizational structure
	Work plans
	Links to regional offices, schools and other departments
	Development partners
Human Capacity – embodied in the staff and management personnel	Number and roles of staff
	Technical ability
	Leadership and culture
	HRM
	HRD, education, and training
Infrastructure and Infrastructural Capacity – materials, equipment and facilities used	Offices & accommodation
	Equipment & materials
	ICT
	Transport and travel
	Finances

INSTITUTIONAL AND ORGANIZATIONAL CAPACITY

Division of Labor

School inspection services are typically aimed at school excellence and accountability. With that in mind, it is tentatively concluded here that the MOE does not have such a service. Instead, it has a pedagogical inspection authority that was until recently a line department of the MOE. The authority has a chairperson heading a small Tripoli-based HQ and 32 country-wide offices, each of which has two to five inspection units under their control. With a total of 100 inspection units in the field, the authority is the only government service that operates across Libya: East, West and South.

Each of the 100 inspection units has 50 to 100 inspectors, grouped into subject specific task teams, covering the curriculum of the fixed number of schools they support. Units are led by a senior coordinator. As an example of the workflow, an Inspector, who used to be a basic / primary school English language teacher, will assess the performance of primary school English teachers teaching English, in the schools her unit supports.

Standard Operating Procedures

The SOPs of the authority are clearly communicated, well documented and incredibly prescriptive even mechanistic. In a school year of two 18-week semesters, an inspector will attend the classroom and observe the teaching practice of their allocated 40 teachers, four times, for about 45 minutes each time. The first visit in the year is typically general and mainly concentrated on guiding teaching along the lines of the textbook (which seems to represent the full extent of efforts to document the curriculum). In the rural and remote south an inspector's teacher load can be reduced to 20 or so due to the tyranny of distance and travel difficulties.

Table 3: Excerpt of the Teacher Performance Assessment Form

No	Skill	Description	Rating				
			5	4	3	2	1
1	Teacher's physical appearance						
2	Preparing learners for class and lesson preparation						
3	Clarity of lesson objectives						
4	Teaching strategies and relevance to the lesson						
5	Use of teaching resources and techniques						
6	Varying illustrative and appropriate examples						
7	Logical development of lesson content						
8	Teacher moves and interacts with learners						
9	Consideration for learners' individual differences						
10	Learners' engagement						
11	Using the text book and the workbook						
12	The ability to speak in a clear and accurate language						
13	Class time management						
14	Using a variety of examples appropriate for the lesson topic						
15	Classroom management and control						
16	Evaluating (verifying lesson objectives are met) and assessment of learners' level of achievement						

Proformas and process steps are very well detailed and there has been a move away from using those in a 'traditional' assessment, that teachers used to anticipate with fear, to what is now described as the supervision of teaching performance. Unfortunately, this has resulted in reports as shown at Table 3 that observers see as a collection of "compliments." The inspection is based on classroom observation, adherence to the prescriptions of the subject textbook, subject knowledge questions by the inspector to the pupils, examination of the teacher's lesson preparation notes, examination of pupils' homework and workbooks, and scrutiny of test results. Inspections are described as 'technical' to distinguish them from the 'administrative' assessment of teachers by heads of school.

Assessments are tallied into an overall rating using a typical five-point Likert scale ranging from 1 as weak or poor, to 5 as excellent. General comments and instructions to improve are discussed, and included in the report, and the results are seen by the teacher concerned and her head teacher. Records of the inspection are held at the school. Annual summary reports, not seen by the teacher, make their way to the respective regional office and the appropriate curriculum center in due course.

A weak performance rating, which is rarely given, results in a warning, and continued performance at this level can result in the teacher being replaced from the general reserve. 'Excellent' is typically awarded to 5 to 10 teachers of the 40 'being assessed by the inspector and the remaining majority receive a rating of 'very good.'" The link between reporting and remuneration / promotion is explored in the chapter addressing HR. Head teachers are not currently inspected / assessed by the authority.

The entire inspection and reporting process is paper-based and has only recently been revised to move from purely quantitative assessment, to a mixed-mode numerical and qualitative report. Inspectors now complete a maximum of three inspections per day, inspect for four days per week, and use the fifth day for office and administrative work.

Something of the lock-step relentlessness of the whole process is envisaged in the realization that an inspector working in the subject area of computer sciences, can conduct an inspection of teaching practice, with the aim of improving that, in a school that has no ICT.

Organizational Structure

The Pedagogical Inspection Authority's 32 offices in the country are *not* collocated with regional offices or other MOE centers or schools. As mentioned above and shown in Figure 3, each office has

two to five units under their control and each unit, of 50 to 100 inspectors, will have a number of subject teams led by a senior subject coordinator.

Figure 3: Inspection Office Organizational Chart
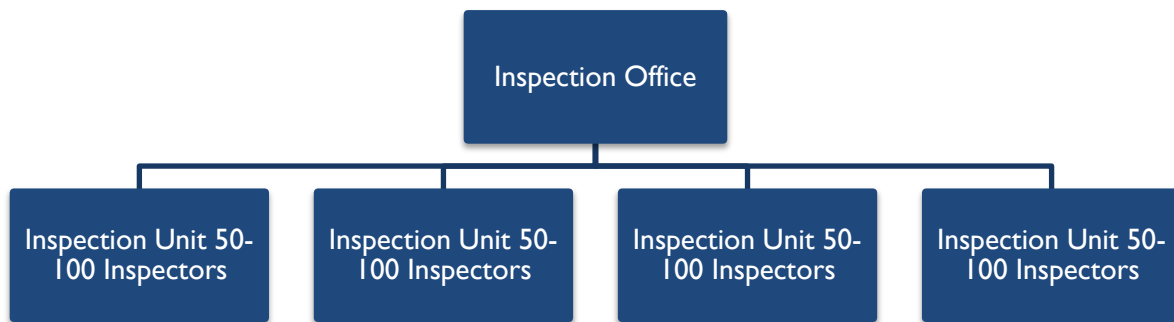
The recent shift in designation from a line department to an authority is designed to improve the status and independence of the whole inspection organization. Appropriate funding is approved but not yet liquidated (released). Likewise, establishment positions for administrative inspectors have been added to units but are not yet operationalized.

Work Plans

Departments, authorities and centers of the MOE do not typically have work or operational/business plans, that flow from a central strategic plan, and set SMART (specific, measurable, achievable, relevant, time-based) performance indicators against which management can be held accountable. Nevertheless, most do have some documentation around workflow and process and the inspection authority is no exception.

At the level of individual inspector, work plans are mainly a process of timetabling a visit schedule of no more than 12 visits per week, three per day, to cover 80 inspections (40 teachers and two visits each), in an 18-week semester, less exam time. This is repeated for each semester. Inspections are carried out as a matter of rote and are not reduced or increased based on risk.

Links to Regional Offices, Schools and Other Departments

As discussed above, each unit of the authority is charged with inspections of teachers in a fixed number of schools. These schools are under the direction of regional offices and inspection reports are passed to staff there on a regular and at least annual basis.

Links between the authority and the Follow-Up and Performance Evaluation Office and the National Center for Ensuring Quality and the Certification of Education and Vocational Institutions are not clear at this stage of the research. Similarly, links to the Educational Curricula and Research Center need to be clarified. The General Center for Training and Education Development is responsible for the training of inspectors, and this is discussed in below.

Development Partners

There appear to be no development partners, with the exception of USAID via this research project, working with the Pedagogical Inspection Authority at this time. British Embassy Tripoli have spoken with the MOE on the topic of school inspection services and the Minister himself has expressed an interest in the UK model of inspections, but no programming has taken place.

The executive of the authority is well aware of more modern inspection protocols and even self-assessment procedures. However, there is a good degree of skepticism regarding the introduction of less traditional methods given current attitudes, and what was described as the 'social mindset'. The scope here for a self-fulfilling prophesy was not explored.

HUMAN CAPACITY

Number and Roles of Staff

Of the nearly 8,000 staff of the inspection service 7,360 are inspectors and each of these is an ex-teacher with at least ten, but usually more years of teaching experience. Inspectors assess teachers in their own subject area, and there are no generalist teachers, even at the lower basic / primary level where a competent teacher could range across the curriculum. This rigid specialization is partly a function of pre-service training in subject specific faculties of education, where the subject matter, such as Arabic, is taught but usually not the pedagogy of that subject (the art and science of teaching it).

There are 420 staff in the 32 authority offices throughout Libya and approximately 40 in the HQ in Tripoli. Approximately 40 percent of inspectors are female with most of those serving in the big coastal cities where they are more or less anchored to direct family and kin.

Staff Technical Ability

Inspectors are recruited to the Pedagogical Inspection Authority from the ranks of teachers in the MOE: basic/primary teachers with fifteen years of experience in their subject area, and secondary teachers with ten years. Candidates are recommended by their own inspector, sit for an exam on their specialist subject and educational psychology, but do not appear to then do any initial training in their new role. Selection criteria are shown in Table 4 alongside criteria for an alternative school inspection service drawn from the literature.

Table 4: Comparative Selection Criteria for School Inspectors

Pedagogical Inspection Authority	Alternative School Inspection Service
Knowledge of subject textbook / curriculum	Qualitative and quantitative research skills
Knowledge of subject learning objectives	Knowledge of educational policy and practice
Ability to assess learning	Office, ICT and Base skills
Knowledge of educational techniques and technologies	Understanding of the professional needs of teachers and administrators
Knowledge of applicable laws and regulations	Understanding of the educational needs and experiences of pupils and their families
Ability to use expert subject knowledge to assess teacher performance	Training and experience in pedagogy, curriculum and educational leadership
	Leadership skills and application to continual professional development
	Advanced community relations, problem solving and communication skills

It is reasonable to note that just as there is a body of knowledge related to teaching per se, that is distinct from the body of knowledge related to a subject such as Arabic, there is also a body of knowledge related to school inspections and teacher assessment that is itself discrete. This does not appear to be currently acknowledged.

It is also difficult to maintain the argument that a head teacher's assessment of a teacher on her staff is reasonably limited to administrative matters only. And that any 'technical' matters related to teaching practice can only be assessed by an inspector with extensive experience in the same subject area as the teacher being assessed. Teaching and learning are not that subject specific.

Taken together, these two points may make the assumptions relating to the recruitment of inspectors as outline above, particularly the rigid fixation on time served in teaching a particular subject, untenable. Either way, it would seem to indicate that a competency profile / job analysis, including stakeholder study, is in order.

Leadership and Culture

Inspectors traditionally enjoyed more social status than teachers and received better remuneration. Teaching bonuses have eroded the later if not the earlier point, however a recent 40 percent pay

rise (promised but unfunded) should restore the wage relativities at least. Because of their individual case and teacher load, inspectors are less likely to absent themselves from work and enjoy the independence of operations their role gives them.

Some inspectors see their role as that of a 'policeman' and struggle with new teaching methods and procedures including group and experiential learning. Some teachers have even complained that inspectors will criticize café style room layout and demand desks in rows instead.

Human Resource Management

HRM, with the exception of recruitment and selection, is largely out of the hands of the authority. Staff performance appraisals and reporting is mainly based on compliments with all inspectors ranked as excellent. Inspectors came across from teaching at a salary level (degree = level 8 on entry to teaching and progress is effectively lock step every four years) and retain that as new inspectors. There is no job weight to salary level fixed relationship.

Selection, appraisal, remuneration, continuing professional development, remedial training and performance monitoring all require attention. Anecdotes on inspectors holding grudges against specific teachers, operating with closed minds, and performing their duties fatalistically were recorded. Bracket creep in assessments, whereby most teachers are rated very good or excellent, points to a serious problem in the whole process. This must influence the morale of the inspectors with one noting: "honestly, [what we do] is not useful in its current shape."

Human Resource Development

While the authority does run short training courses and workshops, facilitated by experienced inspectors, the General Center for Training and Education Development is primarily responsible for inspector training. Identified training needs include: knowledge of modern teaching and learning strategies, and techniques in supporting teaching and learning. Changing the practice of inspectors from monitoring for control, to monitoring for support is also acknowledged as a development goal but does not appear to feature in any existing training program.

The General Center for Training and Education Development currently runs short, typically five-day courses for a limited number of inspectors in: modern teaching strategies, English language teaching (new curriculum reflecting the move of English language teaching down to Grade 1 from Grade 5/6), teacher training, national curriculum, and test design skills. Actual inspection, performance coaching and developmental counselling courses do not appear to be offered. The Center has only 28 trainers (and also runs teacher in-service and remedial training) but does operate out of a number of sites and has used trainers that are ex-inspectors.

INFRASTRUCTURE AND INFRASTRUCTURAL CAPACITY

Offices and Accommodation

The authority occupies 135 offices across Libya. All are described as in need of work and maintenance and none have been purpose built specifically for government offices or are considered fit for purpose with most being old school classrooms rather than offices. Power and water supplies cab be intermittent even in Tripoli.

Equipment and Materials

Inspectors do not use any specialist equipment in their teacher assessment role. Basic office equipment is supplied, there are a few isolated air conditioning units and the Tripoli HQ has a backup generator.

Information and Communication Technology

The ICT picture in the authority is dire. The Tripoli-based HQ has four computers for 40 staff, and the 32 country-wide offices have one computer each as do the 100 sub-units. None of these is

networked and equipment is at least five years old. Data transfer is by paper, CD or personal phone app. There are occasional issues of phone cards.

Paper-based reporting is hampered by poor postal services and costs with some reports taking one month, one-way, by national post. There is an extremely limited budget for couriers.

Transport and Travel

Inspectors use their own vehicles for travel and sometimes receive a fuel allowance of 150 LYD per month. Fuel costs are however minimal at 10-15 US cents per liter. Inspections are carried out during the day and no overnight stays are required as offices and units are deployed across the country and in relative proximity to their supported schools. In the remote south, travel is by four-wheel drive only. Security concerns frequently interrupt inspections in some areas.

Finances

As already mentioned, the authority was recently changed over from a line department. Unfortunately, funding has not yet flowed however legislation is in place. The intention behind the move was to improve the status of the organization, relieve the command and control burden on the MOE HQ, expand operational flexibility, and bring administration and finance support in house to radically improve responsiveness.

At the same time, a pay rise of 40 percent was approved for inspectors, to bring wage relativities back to standard, in light of teacher session bonuses for actual teaching. This is currently unfunded but will assist in restoring the status and position of inspectors relative to active teachers and will assist in recruitment.

3. HUMAN RESOURCES (HR)

> *"We have enough workers. But not enough with the skills we need or with good motivation"* – MOE respondent, Tunis, June 2019

INTRODUCTION

The start point for this review of how the senior officers, workers and teachers in the MOE are selected, deployed, managed and developed is the World Bank's "Systems Approach to Better Education Results" (SABER). This approach is based on considerable international evidence, including across Middle East and North Africa (MENA) countries, that there are a set of actions in the development, deployment and management of teachers that, if pursued effectively, has shown to have very positive effects on student learning.

It is argued that these actions, if followed for other Ministry workers in professional, administrative, technical and managerial roles, will also result in improved quality of work. Therefore, in this chapter the MOE's HRM is compared with the SABER model. Due to the inability of the team to travel to Tripoli and many MOE officials and staff to travel to Tunis, the findings in this section of the report are extremely provisional since much of the data, for example on teachers and their deployment, is incomplete. Key individuals have yet to be interviewed. This is very important since, as will be discussed later in the chapter, responsibility for the MOE's HR processes is dispersed across a number of departments and offices both within the MOE but also across the wider government.

Further, the small number of senior officers from the MOE that were interviewed had differing views of how HR processes – such as appointments, performance assessment and performance improvement – actually work in the MOE, suggesting the processes themselves are unclear or poorly documented or, more likely, are not followed in practice. It should also be noted that the focus of this chapter is on the basic and secondary government school system. There was no attempt to review TVET, higher education, or the private school sector.

The chapter first looks at the organizational and institutional arrangements for HRM in the MOE, comparing with the World Bank's SABER good practice approach, before assessing the capacity and capability of the various Ministry functions with a role in HRM and development. Finally, a few comments on the infrastructure underpinning the HR functions are provided.

GOOD PRACTICE

The World Bank's SABER approach suggests the following actions should be key features in the design and functioning of HR systems:

- Ensuring that the expectations and job requirements of teachers/workers are very clear.
- Ensuring that pay, grading and promotion arrangements are clear and are attractive enough to attract good people into teaching/government service as a career.
- Ensuring there is good pre-service training for teachers (in particular), that provides them with actual teaching experience and prepares them well for the classroom. This could also apply to education managers including head teachers.
- Ensuring that teachers and other workers are deployed where they are needed, that the best teachers are distributed around the country, even in less popular postings, and that shortage subject areas are addressed.
- Ensuring that head teachers are well selected and well trained and have the authority to select, develop and sanction teachers. This should also apply to heads of Ministry units and departments.
- Ensuring that the performance of individual teachers is monitored, and that pupil progress is linked to teacher performance and is discussed within the school. Likewise, the performance of other workers should be monitored.
- Ensuring that there is effective in-service training and updating of skills and job knowledge, including subject/curriculum knowledge.
- Ensuring that teachers and other workers feel motivated in their roles (which is a combination of the above factors – plus reducing those factors that can demotivate teachers and other workers).

Therefore, those functions in the MOE that influence the above factors have been assessed and those factors are addressed in sequence in this chapter.

INDICATOR FINDINGS

As shown in Table 5 below, the HR focus area is examined through the component lenses of organizational, human and infrastructural capacity. Each of these is further broken down into a taxonomy of indicators that have been used to frame research questions explored via document examination, face-to-face interviews, video conferences and forum discussions. Findings for each indicator are discussed in this section.

Table 5: Human Resource Capacity Indicators

Component	Indicator
Institutional and Organizational Capacity – resting on the policies, procedures and practices used and accepted in the organization	Expectations and job requirements
	Pay and grading structures
	Staff recruitment and appointments
	Pre-service training and preparation
	Deployment and distribution
	Effective leadership
	Managing performance
	In-service training
	Staff motivation
Human Capacity – embodied in the staff and management personnel	Responsibilities within the HR system
	Qualifications/ skills of HR staff
	Management of HR staff
Infrastructure and Infrastructural Capacity – materials, equipment and facilities used	Facilities and equipment
	HRM information systems and records
	Office space and location

Expectations and Job Requirements

For teachers, role requirements are poorly described, and it has been argued that many new teachers have little idea of what to expect in their role even if they have studied in Education programs at university. There are moves to introduce licensing and standards for teachers which may improve this situation by clarifying what teachers should know and be able to do.
For other Ministry workers, there have been very few job descriptions although there are plans to introduce job descriptions for all positions.

Pay and Grading Structures

For teachers and for workers in the MOE, and indeed for public sector workers across Libya, pay arrangements are set out in a series of documents including the Labor Code. While interviewees gave varying interpretations of the structures, it appears there are 14 main pay grades.
An individual, on entry to the public service, will be placed on a specific grade dependent on qualifications. For example, diploma holders will be placed on Grade 7; bachelor's degree holders on Grade 8; master's degree holders on Grade 9.

For each grade there is a base salary level and then up to ten small increments (bonuses) by which the salary is increased annually within a grade. After four years (five years at the higher-grade levels) an individual might be considered for promotion to the next higher grade, but they must have performed at least at the "very good" level over each of those four years as recorded in their annual competence report (appraisal report). There is the possibility of an accelerated promotion, earlier than the four years, where the individual's performance has been "excellent" over the previous five years and they have served at least two years in their current grade. It is only possible to achieve two such accelerated promotions in a career.

If an individual takes on a supervisory role as a head of unit or head of department/school, it appears that they stay on their current grade. There were some suggestions that additional payments might be made in these circumstances, but this was unclear. It was suggested that; for example, Grade 11 might be appropriate for heads of unit, and Grade 12 for heads of department, but that normally appointees would already be at those grades, or higher, because of the mix of qualifications and experience that were required for appointment to those positions. It was suggested that sometimes individuals from lower grades might be appointed to supervisory positions and then have their grade increased but this would only be on a temporary basis. However, it was also suggested that there has been a head teacher who remained on Grade 7 and that head teachers get bonuses to take on the role. These different accounts of the payments system suggest the system might be inconsistent and/or poorly understood and implemented.

The basic salary for the grade is supplemented by a system of bonuses, which can be considerable. For example, an individual might receive the equivalent of up to three months' pay for distinguished service although a payment equivalent to a months' pay appears more usual. There is also a system of overtime payments which might be paid for superior performance or completing a specific project as much as working extra hours. There are also extra allowances for activities such as committee membership.

The basic pay of those in public service is very low overall and it appears that bonuses and promotions are used to satisfy demands for higher pay – but aimed at those who are actually working or attending and actually performing well. A flaw in these arrangements is that nearly all workers are rated as "very good," because this is necessary for the four-yearly promotion. Supervisors feel under pressure to award this rating in the annual competence report. Indeed, individuals routinely complain if they are not promoted and it has been argued that even poorly performing staff receive promotions and performance bonuses, because of weak or compliant supervisors. It was suggested that bonuses for exceptional performance may be paid to as many as 50 percent of workers although there are some groups, such as school inspectors, where such payments are apparently uncommon.

An interesting feature of the pay arrangements is that job "weight" – the level of complexity, responsibility and accountability of a position – is not the key feature in determining salary. An individual might have a basic qualification and no analytic or interpretative skills but be promoted over time to a senior pay level. This senior pay level will itself make someone eligible for a position of responsibility. It appears that different governments over a long period have chosen to privilege experience and qualifications (or personal connections) over skills and job performance in deciding who to pay more highly. The pool of Grade 12 staff from whom the government normally selects it heads of departments is made up of workers who have served their time but may not have the managerial or technical skills that a job demands.

Departments will also have workers on a range of different grades who will be used on similar tasks. There has been no "establishment" which sets out the different roles required to deliver the remit of a unit or department and which sets out the duties of the role and the levels of qualification and skills required to deliver the role. Instead, heads of department have a number of workers whose grade depends on their age rather than their skills, who are often generalists and can be used interchangeably.

For schools, there appears to be legislation that sets out the senior roles required in a school, of head teacher, deputy, heads of subject, etc. These vary depending on the size and level of school. These positions are filled on the basis of experience and seniority rather than on a skill set that might include, for example, superior subject knowledge or leadership skills (see below). A further issue is that, over time, adjustments have been made to the pay system to resolve problems with particular groups of workers and these have had unintended consequences for other groups. Basic salary increases for doctors and university academics have led to other professionals pressing for higher pay.

For teachers, for example, the situation where a large pool of inactive, reserve teachers have been paid at the same level as active teachers has been addressed by paying active teachers' additional payments for sessions actually taught. This has improved the morale of active teachers but has led to claims from inspectors that they needed additional payments to reflect their seniority over teachers. Additional payments for inspectors have therefore been approved, in principle at least, but there are now representations on behalf of head teachers and other workers to be paid additionally for similar reasons. An increase for one group has knock on effects for others. Indeed, the long-standing policy of recruiting and paying as teachers any graduate who applied to be a teacher, even if they were not needed or used, might be socially beneficial but causes significant tensions in the pay system.

The public sector wide payment system poses problems for the government in that it fails effectively to reward additional effort, extra responsibilities or superior performance. In other MENA countries, such as Tunisia and Egypt, there have been efforts to radically overhaul systems that were similar to the Libyan system and move toward a structure where higher salaries are associated with jobs of greater responsibility. Changing the pay system which covers most of the employees in Libya would be really challenging in normal circumstances, let alone at a time of civil strife.

Staff Recruitment and Appointments

Individuals are recruited into the public service, applying initially to the MOL which decides where to place them. There appears to be a generalist career track and a finance career track for those with financial qualifications. The MOL might allocate individuals to the MOE, initially referring them to the Employee Affairs unit of the Administration and Financial Affairs Department (A&F), which would deploy the individuals into a particular department. This might happen, it was suggested, even if there was no vacancy in that department. The position for teachers is different and is set out later in this section.

Heads of Department have authority to transfer staff between units in their departments. Transfers between departments or appointments into vacancies must be endorsed by the Employee Affairs unit. An individual may ask to be considered for a new position or a head of department might

request a named individual to fill a position, but staff movements are controlled by the Employee Affairs unit which will make recommendations/present names to the Minister.

In a number of interviews about HR processes, it was suggested that it is important to have a high profile and be known to senior officers if individuals are to be considered for appointments. However, views were expressed that appointments should be more open and transparent and should follow competitive processes that involve potential candidates being tested and interviewed. A number of respondents suggested that the proposal to relocate responsibility for appointments to the newly formed HR Department was in order to modernize arrangements for appointments.

For teachers, there used to be an obligation on regional offices to accept any graduate, in Education but also other disciplines, who asked to be a teacher and add them to the payroll. These teachers remained in a reserve pool until an active teaching vacancy was available. It was suggested that many candidates were content to stay in the reserve and not have to work. Indeed, they had the option to reject particular opportunities for active teaching as unsuitable.

For a long period, there was no financial incentive to actually teach since the basic salaries of active and reserve teachers were similar even though it appears that bonuses and promotions were only available to active teachers. Recently the Minister and Government approved new arrangements whereby additional payments are made for actual sessions taught. For a full-time teacher, this might equate to the equivalent of an additional 70 percent of salary. It is reported that this has considerably increased the morale of active teachers. It should be noted that many teachers choose part-time roles and the sessional payments will reflect this. This research was unable to determine the extent of part-time working but there appear to be efforts to ensure that the sessional payments made reflect the work undertaken and are also in line with the numbers of classes needed in schools. It was less clear who had responsibility for this.

A head teacher may recommend that a teacher be added to the active roster or be given sessions – or not. These recommendations will be made to the regional office. There can be open competition between teachers with hours required for specific subjects in a particular school being posted on Facebook; but there are claims that head teachers can be guilty of favoritism. Where there is competition, there is a legal provision that "seniority" is the determining factor, but some respondents suggested that "seniority" can be open to interpretation and may not be the teacher with the longer service or longer active experience. The Follow Up and Performance Review Department considers complaints from those who have not been given sessions and will review whether the head or regional office has ignored the seniority principle.

Pre-service Training and Preparation

There are not university courses that specifically prepare individuals for public service careers even in the financial and accounting areas where courses are very general. Indeed, many recruits into public service administrative positions come from engineering and other subjects that might build individuals intellectually but do not prepare them for administrative roles.

For teacher roles, there is wide concern that universities are not preparing graduates with the right skills, especially in Education Faculties. Many graduates are joining the teaching workforce with no classroom skills and little knowledge, other than from their own experience at school, of what teaching involves or should involve. It does not appear that undergraduate course work includes teaching placements in schools, which SABER suggests is critical to future effectiveness as a teacher. It was reported that there are recent efforts to introduce a set of standards for teachers, setting out the role and expectations, and efforts to work with the universities to improve the education curriculum correspondingly. There was also mention of the introduction of licensing for teachers, but it was unclear how this project is being led and whether this is being linked to teacher standards to develop a framework that joins all stages of the teacher lifecycle.

Deployment and Distribution

Many respondents spoke of having too many workers in their departments overall although too few with the necessary skills or the right attitude or work ethic. This reflects reports from the World Bank and other agencies of problems of overstaffing and underperformance across the whole Libyan public service.

Some respondents said they were comfortable if underperformers were absent from work since supervisors could get the required jobs done by good staff. Others suggested that a shortage of well performing staff made it difficult for them to get projects completed in a timely way.

Within the MOE, the HR Department has been tasked with putting together a position list of the jobs needed in a department if it is to fulfil the remit set out in the 'Interior Design' document which sets out the function of each department in the MOE. This has involved HR sitting down with individual heads of department. This was a complex and challenging project in an environment where heads are used to thinking in terms of individuals available for work, rather than the jobs to be done, in reviewing the shape of their department. Additionally, this was a new project for the HR Department whose members had little experience of such exercises.

It appears that the exercise to put together the position list for the MOE is revealing that most departments claim to require more staff to carry out their allotted functions. HR has asked whether there are staff who are surplus to the needs of the department but has been told that shortages are the problem. Given the claims that overstaffing is an issue, it may be that the views of heads of departments are influenced by the poor quality of some of their existing workers.

Turning to teacher numbers and deployment, the position of reserve teachers is being addressed. The existence of this large pool of underutilized workers is a social policy decision for the Government but has amounted to 56 percent of the education budget. There is a new Department for the General Reserve within the MOE which has been given the challenge of managing this group and trying to redeploy individuals outside teaching if this can be achieved. Currently, given teacher recruitment is the responsibility of regional offices and teacher data is incomplete, there is not a comprehensive overview of the deployment of teachers. But there is a strong view that, despite the size of the reserve, teacher shortages exist, especially in the South and in unpopular areas.

Teachers appear to want to teach in the school nearest to their family and community and do not pursue opportunities beyond their local area. Efforts to get teachers to relocate, including a doubling of salary, have had mixed success. There are also issues of shortages in particular subject areas. Math, Science, English Language and Arabic Language are given as examples where it is hard to find teachers despite the excess of teachers overall. The MOE is now trying to recruit new teachers only where they are prepared to teach shortage subjects and is putting on programs for teachers from the reserve to retrain in shortage subjects.

Effective Leadership

The SABER methodology stresses that the setting of clear expectations, good preparation, selective appointments and good in-service training are essential for school heads to be effective. SABER also points to the importance of giving school leaders powers to be pedagogic leaders and to be responsible for the quality of teaching in their schools. This should include powers to recruit and dismiss teachers. Indeed, the Training Center within the MOE believes that good heads can make a significant difference to the quality of teaching in their schools by releasing staff for in-service training, encouraging staff to train and encouraging staff to be trainers. It is argued that the same conditions make a difference to the quality of those in supervisory positions in regional offices and the MOE HQ.

Currently, the roles of head teachers in Libya appear to be viewed as administrative roles. Heads of school are responsible for the school infrastructure and for teacher and pupil behavior but appear to be less responsible for pupil performance and outcomes. Only recently, has greater responsibility for the selection of teachers been given to heads, who now are required to recommend teachers for active positions.

There have been good efforts to train head teachers. In 2018, over 500 were trained, mostly in new pedagogic developments. Teachers were reporting that their head teachers were responding negatively when the teachers wanted to apply new pedagogic methodologies and to move away from rote learning and associated classroom layouts. Many head teachers – and longer serving teachers – it was suggested, believed that the old methods were the best ways of passing on knowledge. The training program for head teachers sought to address this issue but did not address leadership or management issues because these are not seen as important for heads.

Currently, there is an exercise to refresh the head teacher workforce by, in effect, getting heads to apply for their own jobs. Respondents had mixed information on this process and on how capabilities are being assessed although it seemed that heads are being assessed against current expectations rather than in anticipation of a greater leadership role. Also, it was not clear whether the Minister's public commitment to having more female heads (there are 90 percent male head teachers against 10 percent of the teacher workforce) was a factor in the refresh exercise. Interestingly, it was reported that in one region, only five heads applied for 75 "vacant" positions and in 70 schools the existing heads had to be reappointed, whatever their performance.

Indeed, the lack of attractiveness of head teacher roles was mentioned. The pay levels might now be below active teachers; and pressures from local families and communities for pupils to succeed, even where they are struggling academically, puts great pressure on head teachers, as does the difficult job of managing teacher and pupil behaviors. Excellent teachers and educators do not want to be appointed as head teachers.

In central departments, there appears to be no training for managers. It is assumed that their lengthy experience in public service will equip them with the knowledge needed to understand their roles, the tasks they should undertake and the procedures they must follow. People management skills do not appear to be a consideration when appointments are made. For example, academics with limited management experience but good qualifications, and strong analytic and organizational skills might be appointed to senior roles where people management is the greatest challenge.

Again, heads of department claimed that the rewards for taking on positions of greater responsibility were small and many suggested that they were undertaking such roles out of a sense of civic duty. Heads felt they had little power in the processes to recruit staff or to sanction them when they were underperforming. The Finance and Administration Department supplied new staff and were asked to move poor staff somewhere else. Respondents tended to see poor performers as a problem to be tolerated rather than a challenge for their management skills. There appeared to be no training in using the annual competence reports effectively or in using disciplinary processes.

Managing Performance

There was a general view that performance was variable among teachers and other workers and absence levels could be high. It was suggested by a number of respondents that supervisors allocate tasks to the willing and those whose attendance is good, and that bad performers are ignored – or transferred – rather than dealt with. The high numbers of employees (or reserve teachers), it was claimed, makes this possible. There was little discussion of the responsibilities of supervisors to manage their workers/teachers and to optimize the performance of underachievers although respondents made the point that having a lot of underperforming workers is blocking opportunities for good workers or potentially good workers.

The annual competence assessment report completed by supervisors and checked by a more senior manager gives an opportunity for supervisors to rate workers or teachers. However, whether for cultural reasons or through lack of training or confidence, these assessments are not seen as fully reliable. The form is intended to be confidential to the assessor and not shared with the employee, but employees appear to usually find out their ratings since consistent scores of very good or excellent are required if the employee is to get their four-year promotion.

There were indications that 85 percent of teachers are typically rated as very good or higher and that nearly all workers at HQ receive ratings of at least 80 percent which is in the very good range.

If employees are not assessed as very good, which becomes evident if they do not receive their four-yearly promotion, they routinely complain. Supervisors are therefore under pressure to score highly even where they are not comfortable with levels of attendance or performance. Even though there is a 'quality control' mechanism whereby the supervisor's own supervisor checks and amends the rating before it is finalized, the normal practice of assessing generously is continued. While reluctance to be critical and to be honest about underperformance is an issue in all organizations world-wide, the reluctance to criticize seems more pronounced in Libya. The current social conflict adds to pressure on supervisors to be generous in their ratings.

There appear to be few other tools available to supervisors to manage poor performance. There is a discipline code for bad behaviors and a Disciplinary Committee to which serious cases of misconduct might be referred, but those procedures are rarely pursued even where absence is clearly problematic and exceeds maximum allowable limits. Given that 70 percent of pupils report violent behavior from teachers (UNICEF Draft Country Program 2018), and very few teachers are disciplined, conduct management is a huge challenge.

For instances of poor or under-performance, there does not appear to be a formal process for addressing such weaknesses. Even when supervisors are keen to address poor performance, there is no procedure to help them. Where inspectors identify underperforming teachers through formal inspections, the head teacher or the regional office may not act. Many supervisors, of course, try to be effective and use the various bonus schemes to reward good performance and, by denying bonuses to poorer performers, signal to them that they must improve if they are to share the extra benefits. But other supervisors give performance bonuses to poor performers, being unable, for a range of reasons, to withstand pressures to reward them.

For teachers, the problems with underperformance, with poor subject knowledge and poor classroom skills, have become so acute that there was recently an exercise to reassess all teachers. A large cohort of 65,000 teachers were given an oral test, a multiple-choice questionnaire and a short essay to assess their subject knowledge. The results were very disappointing with many teachers appearing to have a poor grasp of the subject they were teaching. It was intended that remedial training be provided for those who performed badly but the unions appealed the assessment exercise and the courts ruled in favor of the unions.

Therefore, it is now for head teachers to work with inspectors to determine which teachers are weak and to recommend training, but this remains an inconsistent approach. It is also the case that head and regional offices have the opportunity to ensure those teachers who are paid extra for actual teaching are the better teachers, but it is unclear whether this opportunity has been taken up and some teachers will claim that seniority gives them the right to be active, whatever their actual performance.

In-service Training

There is a staff training unit within the HR Department, created to strengthen the in-service training for workers in the MOE HQ and the regional offices. In 2018, 300 workers attended 45 different training courses arranged by the training unit. Participants appeared to have valued their attendance and there are pre- and post-course questionnaires which suggest trainees are learning from the courses. However, respondents had mixed views about the value of these events.

The courses are developed from suggestions from heads of departments, but heads don't always respond to invitations from the HR Department to suggest training course that would be beneficial for their workers. Also, there were views expressed that training is seen as a reward for good performers rather than a help to those who would benefit from additional skills. There was no evidence that departmental training plans were developed.

There does not appear to be an MOE-wide drive to agree on training priorities and no efforts to develop a culture in which continuous training and skills updating is seen as important for all workers. There is a view that, because training was seen as an entitlement when it involved fully expensed overseas qualifications, locally delivered short courses compare unfavorably. For the

teaching workforce, there is a structure of Training Centers around the country which provide well regarded in-service skills updating. However, there are similar issues to other Ministry workers. Training is a voluntary activity. Whether or not weaker teachers are asked to attend Center programs depends on head teachers in conjunction with inspectors.

Staff Motivation

Respondents talked of low morale among both workers and teachers, with poor pay being seen as a significant issue. While the bonus system could motivate, many workers see poorly performing or poorly attending staff being paid more than them.

Supervisors themselves spoke of the limited material benefits of taking on senior roles. Some supervisors argued they had good tools for motivating employees. The recent Excellent Worker Scheme, developed by the HR Department and through which outstanding workers received commendations from the Minister at a formal ceremony, was commended. Some supervisors argued that praise was a good motivating tool. Teachers might be motivated by being asked to be trainers. However, the motivation of workers often depends on management skills which may not be widely distributed across the MOE.

HUMAN CAPACITIES

Responsibilities within the HR System

It should be noted that many of the HR processes followed by the MOE are public sector wide (salary structure, performance appraisal, performance management etc.) and therefore the MOE's ability to change or improve these processes unilaterally is limited. However, many of the issues are not the processes themselves; but their implementation, and here the MOE has more opportunities to improve. There are a number of departments in the MOE with roles covering HR matters both in the HQ and in the regional offices. These include a newly formed HR Department, the Employee Affairs unit within the Finance and Administration Department and the Follow-up and Performance Review Department. The latter two departments have officers in the regional offices. There are Employee Affairs Committees with oversight responsibilities for appointments, promotions and bonus payments, operating at both regional office and HQ levels. These committees are supported by the Employee Affairs units and, ultimately, these committees advise the Minister and Deputy Minister.

The HR Department was established in 2017, with a remit that initially included suggesting how appointments, transfer, assignment and secondment could work better; determining the actual staffing needs of the MOE in conjunction with line departments; proposing improvements to its organizational structure; looking at how to improve employee motivation and incentives; strengthening training for Ministry staff and maintaining employee records.

In the event, the focus of the new HR department, with a team of just 12, has been on training and on the immense effort to rationalize the MOE's staffing structure. Appointments, promotions, etc. continue to be administered by the Employee Affairs unit which also continues to oversee other HR matters such as monitoring performance reviews, maintaining employee files, recording annual leave taken against entitlements, etc. Monitoring the 'health' of HR in the MOE – absence, turnover, grievances, worker complaints – is the responsibility of the Follow-up and Performance Review Department.

The training unit within the HR Department is proud of the programs it offers and its ability to operate with comparatively few resources. It borrows trainers from inside and outside the MOE and tries to organize training sessions in conjunction with other ministries. The feedback it gets from heads of department is favorable, although respondents in conversation were less positive. The HR Department wants more resources to improve its training provision but has shown good capacity to make-do with limited resources. The development of a position structure for the MOE is consuming HR department effort and is taking longer than the Minister wants. It appears that HR can call upon

specialist consultancies or academics from within Libya to support this work but is constrained by finances.

In an effort to improve employee motivation, the HR department wants to make appointment processes more transparent and to have open competition between candidates based on testing and interviews. However, Finance and Administration is yet to hand over this role and the 2018 regulations covering the functions of Ministry departments are less clear that recruitment etc. will move to HR. It appears that there is nervousness about handing over to the new HR Department such an ambitious program of change. The oversight of HRM and deployment in relation to teachers is more complex. There may be an agenda to change these arrangements but that was unclearly articulated.

For in-service training, the training centers appear to play an excellent role. There is a full-time team of trainers distributed among local centers and feedback on provision is positive, even though the full-time training team is of mixed ability. This team is supported by a growing network of local trainers, practicing teachers who are seen as real experts and enthusiasts in the teaching of their subject.

Qualifications and Skills of HR Staff

The HR Department has senior staff with commendable commitment and high motivation. The small team supporting them is of mixed ability and commitment. There appear to be very few people, if any, with HR skills, experience and qualifications in the MOE. It should be noted that universities are just beginning to offer post-graduate courses in HR. Certainly, there is a need for additional resource and specialist skills if the Department is fully to take on the expanded role that has been proposed. Also, there must be a clear articulation of the relationship between the HR Department, Finance and Administration and the Follow-Up and Performance Review Department if the HR Department is to be effective.

Currently, HR processes for teachers are the responsibility of regional office teams who are functionally aligned with the Employee Affairs unit. However, the regional offices are seen as having mixed effectiveness and further work is needed on this area. Interviews with regional offices and the Employee Affairs unit are required before more meaningful conclusions can be drawn on the human resource capacity of the MOE to manage its HR functions.

Management of HR Staff

The Director of the HR Department and the Director of the Teacher Training Centers were impressive, but it would be helpful to better understand the roles of other officers involved in HR before making firm statements on the management of staff involved in HR processes.

INFRASTRUCTURAL CAPACITY

Facilities and Equipment

The facilities and equipment provided for the HR Department are poor, with limited space and two computers shared between 12 staff. The records they hold are on software provided by one of the team members.

MIS and Records

Most of the records held by the HR Department are paper-based. They do not have access to the records maintained by the Employee Affairs unit other than via specific requests. They do not get to see the annual employee assessments in order to identify training needs.

The data on workers and on teachers is generally poor and decisions seem to be made on the basis of anecdote. The SI team variously heard that 90 percent of teachers are female but also that 70 percent are female. When teacher numbers are quoted, it is unclear whether the figures are headcount or full-time equivalent. This is significant given the high number of active teachers who are

part-time, and it has implications for pupil to teacher ratios which are, internationally, based on full-time equivalency (FTE) rather than headcount. The limited data means that important analysis cannot be undertaken. For example, it is unclear whether a disproportionate number of male teachers are getting active jobs to the detriment of female teachers. It is also difficult to plan future teacher deployment without an accurate understanding of the age profile of the current workforce. However, interviews with Employee Affairs and ICT are required before more meaningful conclusions can be drawn on the records and systems available to the MOE to enable it to manage its HR functions.

Office Space and Location

The HR Department appears well located, close to the Deputy Minister and to the central Employee Affairs Unit. However, there is an office for the Director which is used as a general meeting and interview room by HR staff and other senior officers in the building, and a single open plan office for the other HR Department staff. There is no designated space for training activities. The facilities of other units and those in regional offices involved in HR processes were not reviewed. Therefore, given it is unclear what the role of the HR Department is to be going forward and whether, for example it requires interview space, and given the space and facilities of other units were not reviewed, it would be premature to comment further.

4.   FINANCIAL MANAGEMENT

> *"Situation of the Administration and Finance Department has been very unstable over the past couple of years and they always operate as if the country were in an immediate crisis."* --MOE respondent, June 2019
>
> "*The approach taken by MOE staff responsible for finance is equally conventional as their topic, finance.*" --MOE respondent, June 2019
>
> *"We discover financial irregularities and in return, we are sanctioned by the responsible department."* --MOE respondent, June 2019

INTRODUCTION

Financial management is another area that MOE leadership considered important to be assessed for possible improvements and potential interventions. In this assessment, we define financial management as effective administration of funds collected and spent, mobilization of revenue, allocation of funds across various activities, and expenditure and accounting for funds spent. The finance function within the MOE is tasked with managing the MOE's financial assets by planning, budgeting, auditing, accounting for, and controlling them to facilitate efficient operations. It is also tasked with personnel payroll and producing financial statements. The finance function, however, cannot be equated with the finance department, for some tasks might be the responsibility of other organizational units.

Accordingly, the AT conducted interviews and FGDs with all units of the MOE that deal with finance. These include but are not limited to: (i) MOE strategic management, (ii) A&F, (iii) DPS, (iv) Financial Controller for MOE, (v) Internal Audit Department, (vi) Follow-Up Department, (vii) selected institutions affiliated with MOE (e.g. Education Inspections Service, General Center for Training and Education Development, or the IDC), (viii) selected Regional offices, and (ix) selected schools.

This chapter presents the international best practices that formed the benchmark for this assessment, followed by assessment findings based on interviews and FGDs held, and evidence collected from document review.

GOOD PRACTICE

Every country, sub-national entity, and ministry is different in terms of its formal structure, culture, and informal practices. It would therefore be impossible to formulate an approach to financial management that fits all. However, decades of research point toward a path that can promote fiscal discipline, strategic allocation of resources and efficient service delivery – applying the right mix of people, structure, processes, and systems.[9]

For financial management to be effective, staff must know the scope of their work, as well as the work of their departments and ministries. People with the right skills and qualifications must be attracted, recruited, and retained. It is not only individuals that matter, but they must also collectively have the right mix of expertise. Transparency should be imperative and an environment conducive to accountability should be nurtured. There must also be an effective framework for control and audit. Finally, financial information of high quality and accuracy must be available and must be used frequently and effectively.

INDICATOR FINDINGS

In accordance with the methodology underlying this assessment, focus was put on three areas of capacity – institutional and organizational capacity, human capacity, and infrastructure and infrastructural capacity. Indicators used to conduct this assessment are presented in Table 6 below.

Table 6: Financial Management Capacity Indicators

Component	Indicator
Institutional and Organizational Capacity – resting on the policies, procedures and practices used and accepted in the organization	Organizational structure
	Collaboration with Internal and External Audit
	Written guidance and procedures for the function
	Related institutions and their demarcation
	Policies for funding/annual budget
	Advice and technical assistance by MOF and MOP
	Technical assistance and capacity building initiatives
	Central finance function and devolution
	Communication and reporting rules
	Ownership
	Accountability
Human Capacity – embodied in the staff and management personnel	Leadership of MOE finance function
	Staffing of the finance function
	Knowledge and skills of staff
	Placement of staff
	In-service training of staff
	Staff motivation
	Staff stability / turnover
	Staff are informed
Infrastructure and Infrastructural Capacity – materials, equipment and facilities used	Financial resources
	Accommodation of the finance function
	Equipment and supplies/materials
	Transportation
	Specialized financial software
	Form and structure for budget preparation, adoption and execution
	New spending initiatives and savings
	Fund allocation mechanism per region and per school
	Financial administration
	Budget execution, management and reporting
	Timeliness and flexibility of spending
	New spending initiatives and savings
	Timeliness
	Revenues

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[9] ICAEW, Public finances in practice – Insights from senior European public finance professionals (2017). pp. 5-16.

INSTITUTIONAL AND ORGANIZATIONAL CAPACITY

Most financial management-related tasks within the MOE are carried out by the five segments within the MOE Head Office illustrated in Figure 4 below:

Figure 4: Finance Function Segments[10]

MOE Head Office Segments	Financial Management-Related Tasks
A&F Department (22 staff working on finance)	• Payroll • Costs of goods and services • Students abroad • Storage of valuable assets • Purchasing and warehousing of supplies, furniture, equipment etc. • Final accounts
DPS (5 staff working on finance)	• QA, to help MoE and affiliated institutions enhance their operations, improve performance, rationalize costs and optimize resources • Development budget (coordination of project proposals)
Internal Audit Department (7 staff working on finance)	• Payroll audit • Contracts audit • Budget • Support staff
Financial Controller (5 staff working on finance)	• Supervision of MoE finances and financial management (payments and accounting) • Banking affairs of MoE • Check and consolidation of final accounts • Periodic review of receipts and expenditure, and reporting
Regional offices (10-15 finance staff on average)	• Payroll of Regional Office and schools • Accounting (incl. costs of goods and services of Regional Office and schools) • Administration of schools' infrastructure needs • Finance (incl. expenditure requests, execution reports and liaison with A&F Department) • Financial Controller

The A&F deals with salaries and operational expenses, while DPS focuses on the development budget and subsidies for graduate students and students studying abroad.[11] Deliverables by and procedures of these two departments are supervised by a Financial Controller.[12] Like other ministries in Libya, the MOE has an Internal Audit Department and a Follow-Up Department, who are respectively responsible for designing control systems and mitigating financial risks and following up on financial irregularities detected within the MOE or Regional offices. There appear to be no

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[10] The term *"finance function"* used throughout this report refers to this entire group.

[11] This division mirrors the split of the budget in two – current and development budget – and that of budget-related tasks between MOF and MOP. Such an approach to separate preparation, adoption, execution and reporting of the budget is not specific to MOE and is applied throughout the entire government of Libya.

[12] As per Article 18 of the Law on the Governmental Financial System (last amended in 1986), each ministry shall have a financial controller and a sufficient number of assistants appointed by MOF among its own staff for a period of four years. These shall be responsible for maintaining accounting records in accordance with the provisions of this Law and the regulations issued thereunder and shall take necessary measures to prevent waste of government funds, public stocks, and other valuables (and report any loss as soon as it is discovered). The Controller shall submit to MOF Under-Secretary a monthly report about his work.

major objections to this set-up and although there is a new organizational structure on its way, no changes to this organization are foreseen.

Education liaisons with Regional offices and their staff do not have an umbrella department with the MOE. Instead, their finance and planning staff liaise with finance and planning staff in the Head Office of the MOE.[13,14] As a result, multiple problems arise in the collaboration between relevant Head Office departments and Regional offices. Because A&F and DPS serve many departments and a large workforce, they do not always react in a timely fashion to the financial needs of Regional offices and schools. Secondly, Regional offices submit their budget requests and proposals for projects to relevant departments in the Head Office, who collate that information and forward it to MOF and MOP. However, these two departments often "rationalize" (i.e. reduce) requests submitted by Regional offices, usually without the consent of Regional offices, and often repeat that process once final budget ceilings are issued (with proportional reduction made across all regions, regardless region's justification).[15] This allows cuts to be made where it is most unfavorable for regions. Finally, there are significant problems with communication of information and reports. Due to frequent power cuts (especially in the summer), poor computer skills in Regional offices, and sub-optimal Internet coverage (due to interference), exchange of information and reports can be tedious if not impossible. Instead, files are hand-delivered to the Head Office by regional staff or are shared through social networks using mobile phones.[16]

Schools have very limited financial responsibilities and are usually staffed with only one accountant, acting as the Financial Supervisor. Traditionally, they administered the payroll of school staff, while goods (materials, supplies, furniture and equipment) were provided by the Head Office. However, over the last two years of decentralization, numerous Regional offices have been selected to be pilots by the MOF, where responsibility for managing schools' operational budget (general cleanliness, school activity needs/requirements, office supplies and exam requirements, light and urgent maintenance, transportation and workforce allowance) was transferred. Although such an approach facilitates more timely and targeted interventions in schools, many Head Teachers are still hesitant to oversee funds, either due to a lack of training or fear of being accused of corruption. Where that is the case, the Regional Office is still in charge of operational expenses and manages maintenance using local agencies.

On the other hand, institutions that are affiliated with MOE (different services, agencies, commissions, centers, institutes, academies, and universities) have a higher degree of administrative and financial independence from the Head Office. They mirror the structure of the Head Office and have their own A&F and DPS, as well as a Financial Controller.

All control and management of spending lies with A&F or the DPS at every stage of the budget cycle. Despite decentralization of financial management, MOE departments, Regional offices, and schools are provided their funds almost automatically, without targeting or prioritization. Also, since most of the operational budget is received in the form of assets rather than funds from which assets could be purchased, no re-direction is possible and resources that are needed cannot be acquired.

In their work, A&F and DPS receive little to no support from the MOF or MOP. Budget instructions are issued once a year, detailing the legislative basis and forms that must be returned. However, they are void of methodology or prioritization methods, which would be helpful, especially when cuts are

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[13] Affairs of and cooperation with Regional offices are set out in the Law on Government Affairs / Labor Code (No. 12, of 2010). Procedural details are further defined in the Executive List (decree). Ministry of Local Government was formed recently, and the interviewees suspect that this ministry might be in the process of drafting a law updating and outlining in more detail the responsibilities of Regional offices.

[14] Regional Office staff are officially employees of Regional offices and are under direct supervision of regional Education Liaisons.

[15] The same is true for their management of budget requests submitted by other departments at the Head Office and also, to some extent, those of institutions affiliated with MOE.

[16] Couriering mail is frequently not an option due to a Regional offices' backlog in settling courier service bills. Regular postal service does not appear to be an alternative, however, due to its lengthiness and poor reliability.

made. Also, MOF and MOP do not use their chance to build the capacity of MOE finance staff. Finally, neither MOF nor MOP have designated liaisons for the education sector.

Finally, how the financial management function operations are conducted is not entirely regulated or monitored. The Budget List (1973) shares procedural details on how the Law on the Governmental Financial System is to be implemented, including a detailed budget calendar. The annual budget law, officially called "Validation/ Confirmation of Financial Arrangements for the fiscal year," provides general guidance on how much can be spent on salaries, operational expenses, development budgets, and subsidies.[17] The budget instructions and budget ceilings provided by the MOF and MOP define individual expenditure categories and the preparation of budget requests. However, there is very little written guidance and procedures about how to implement this. Accordingly, there is very little ownership and/or accountability. Apart from performance appraisals of individuals, there is no reporting about accountability or the internal performance of management systems.

HUMAN CAPACITY

The right quantity and quality of staff is a very important pre-condition for effective financial management. MOE has sufficient staff who are well-educated, experienced, and motivated. MOE leadership has equipped the finance function with experienced managers, most of whom have been selected for their positions in the past year or two but had relevant previous experience. They hold relevant university degrees, up to the PhD level. All appear very dedicated. Even though public sector pays lower salaries than the private sector, managers are motivated materially (by being paid overtime bonuses, mobile phone top-ups, or driving ministry vehicles, or by having jobs that are secure) or immaterially (by being engaged in reforming the sector and feeling have jobs they are good at). They feel their departments offer a positive work environment, despite heavy workload.

Managers consider the number of staff satisfactory. A&F has 22 staff working on finance tasks and DPS has five staff working on development budget and QA. The Financial Controller is supported by four Assistant Controllers. Internal Audit has 8 staff with financial responsibilities. The Follow-Up Department has total of 24 staff, who look into decisions and reports, and investigate different segments of the MOE. Regional offices have an estimated number of 10-15 staff on average, working on finance, which the A&F considers sufficient.

Typically, these staff have a degree in accounting or business management (with the exception of DPS staff, most of whom are engineers). While their degrees appear to have prepared them well for traditional finance tasks, their knowledge of the education sector, budget analysis, modern budget practices, development project budgeting, the legal basis for their operations, forecasting techniques, computer-based modelling, and general computer skills is very limited, particularly in DPS. Consequently, activities beyond financial administration (e.g. prioritizing, programming/ forecasting, analysis etc.) are outside the skillset of most finance staff. Combined with nonexistent specialization among staff with similar jobs, the finance function is limited to financial administration (as opposed to financial management) and routine tasks only.

Because no specialized training courses are organized by the Human Resource Department of MOE, managers rely on their own guidance, on staff sharing their knowledge with their peers (reportedly, most staff are keen to share their knowledge), and on induction trainings; A&F, for instance, organizes induction trainings for its new recruits, who spend one week in each unit of their sub-department to become familiar with the context of their own work. There are no specific scopes of work for departments or individual job descriptions. However, staff seem to be informed about what is expected of them through their managers and also through the Governmental Financial Description for MOE (a document describing what each segment of the MOE finance function is responsible for) and the Law on Government Affairs / Labor Code (No. 12 of 2010), which describes the public service and responsibilities for different positions in the public sector.

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[17] The budget is considered a confidential document. Individual ministries are sent a letter by MOF with their approved budget, with no information about other ministries' budgets nor total figures.

There is no systematic provision of feedback by managers on performance of individual staff. Managers complete the Annual Competence Report for each employee, which covers the manager's impression of the staff, interaction and collaboration with peers, and attendance. Repeated positive scoring in this report enables the employee to be promoted into higher-ranked and higher-paid jobs. However, findings of this report are confidential and are not shared with staff, allowing for repeatedly poor scoring in specific areas that could be improved otherwise. Also, for outstanding achievements, managers can reward their staff with extra salaries and/or paid leave. An award of such benefits is subject to approval by the Minister and the A&F, who must first approve funds. Managers agreed that employees would ideally receive feedback after the Annual Performance Report but have not said if they ever tried to give their staff such feedback.

Financial staff appear knowledgeable about their assignments and about the context (MOE, regions, departments, inter-departmental) and meaning of their work, and can and do replace each other when needed. Generalization appears to be a common phenomenon in the public sector of Libya and is considered necessary, efficient, and desirable. It may be due to this that finance managers within MOE believe most of their staff are well-placed. There has been very limited turnover among finance staff. Reportedly, only a handful have left over the last decade, which is a low figure, especially considering that staff are appointed to their position by the MOL rather than assigned by employee or manager choice. However, their supervisor and the Administrative Unit of the A&F are key in transfers and if they do not support a transfer, the employee may be "locked-in" their job, which may have detrimental effects on motivation.

INFRASTRUCTURE AND INFRASTRUCTURAL CAPACITY

Timely and Adequate Resources, Facilities, and Equipment

Assessing objectively whether the finance function has adequate resources to carry out its duties effectively would require a forensic analysis in Tripoli. Since this team was not able to travel to Tripoli frequently enough to collect detailed evidence (about actual spending, assets, and performance, at functional or departmental level), an assessment of the finance function's infrastructure and capacity was based mainly on opinions of staff interviewed.

The only cost center for operational expenses in the Head Office of MOE is the A&F. Therefore, no figures are produced for expenditures and assets anywhere in the MOE.[18] The general opinion expressed by finance managers and confirmed by other interviewees is that there are sufficient funds for salaries, and that these for the most part are paid in a timely manner. The situation with other salary-related expenditures (allowances, mobile phone top-ups and fuel consumption cards) and with operational expenditures (supplies, equipment and furniture) is less optimal, particularly in the DPS, while the A&F faces no problems (possibly due to the fact that the A&F is the one facilitating allocations). Typically, the A&F receives all funds it requests and spends almost everything (usually, a very small portion of operational expenses remains unspent). DPS, on the other hand, typically inflates its operational budget request to make sure it receives funds it requires.

In terms of office accommodation, A&F seems to be in a favorable position, while DPS has staff who do not have desks. Also, their building and offices appear in poor shape and are located far from MOE HQ. On average, their offices have four desks each (and even more staff, as some staff do not have desks). The Follow-Up Department has offices hosting between 5 and 22 staff, which significantly disturbs their work-flow. Because the total size of their office seems sufficient (200m²), re-modelling could be a solution, however, necessary funds have repeatedly not been granted.

Although not all staff have adequate equipment, that budget category is usually not a major obstacle. However, in a year like 2019, in which no funds have been allotted to MOE to date (July), MOE warehouses run out of supplies, furniture, and equipment quickly, threatening staff's productivity and

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[18] To convey a general idea of proportions though, figures for the approved 2019 budget for MOE Head Office, Regional offices, commissions/centers/research institutes, and universities are provided in
 disaggregated by salaries, operational expenses and revenues.

efficient financial management. Vehicles are available to managers (used solely by them, including outside of work or office hours), however fuel expenses are covered insufficiently and infrequently, forcing staff to use their own resources to keep Ministry's operations running.

The financial function has several MIS at its disposal – for payroll, for signing checks, for final accounts, and for admin affairs (vacations, promotions and recruitment) – which are not inter-linked. MOE leadership (Minister and his Deputy) can access them to conduct checks. Central ministries (such as MOP, MOF and MOL) are not linked to these systems and receive submissions in paper, which is time-consuming, prone to mistakes, and discourages analysis and comparison.

Budget as a Tool for Prioritization and Effective Decision-Making

MOE's budget, with its existing classification and time horizon, hampers the ability of MOE to manage its finances effectively. The budget is split into operational and development components with no clear relationship between them and with no connection to performance.

Existing budget classification is based on traditional, economic line-items and divides the budget into operational and development components, which are planned, approved, managed and reported on separately and are not presented jointly).[19] It also has a time horizon of one year and a very narrow administrative perspective (Head Office, Regional offices, individual centers, individual universities) with no organizational/departmental division. Likewise, it has no functional or program-oriented division, which would align budgetary activities with specific government policy objectives, supported by performance objectives and indicators.[20] These practices make transparency, effective planning, reporting, and accountability nearly impossible.[21] The classification is, though, imposed by central bodies and while talks about improvements to this classification have been on-going for more than a decade, no tangible progress has been made.

Capacity to Plan, Execute and Report Spending Effectively

The budget is planned based on instructions and forms received from MOF and MOP. These instructions are received at the beginning of the second half of the fiscal year and provide MOE and other line ministries with guidance about how to plan their expenditures and the underlying legal basis. Once received, the Financial Committee of MOE (consisting of the A&F, the Internal Audit Department and the Financial Controller) drafts guidelines for rationalizing spending, which are forwarded to each department, Regional Office, and commission/center/institute along with operational and development budget tables to be filled in.

Preparation of the Budget's Chapter 1 – "Salaries and Salary-Related Expenditures" – is largely an administrative task. Regional offices (for regional and school staff), the Payroll Unit of the A&F (for the Head Office) and individual commissions/centers/institutes compile their joint request for funds. These funds are usually approved as requested, for they represent a contractual obligation. Once

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[19] As per Law on the Governmental Financial System and the Budget List, the budget is planned and approved against main categories and is executed against second-level sub-categories (e.g. "Salaries" – "Overtime bonuses").

[20] A pre-condition for MOE having such perspective would be that it has a formulated strategic plan (or at least, a national policy for education), which these programs and indicators would be based on.

[21] Lack of medium-term budgeting and the practice of dual budgeting in a continuously changing institutional environment (Libya has been entering and exiting numerous crises over the past decade, which resulted in uncertain funding, the Minister of Education changed several times, and there were even mergers of relevant ministries which resulted in the current MOE) discourages integrated programming of current and capital expenditures. Accordingly, it is not surprising that there are instances of multiple teachers teaching in one classroom, that there are teachers and classrooms without teaching materials, that some pupils are taught in schools that do not have basic infrastructure (windows and doors, functioning walls and roofs, electricity, sewerage and toilets) etc. Dual budgeting can also lead to misclassification (for instance, when maintenance costs are classified as development budget expenditure, while they should be part of operational expenses, which results in a huge number of unnecessarily small projects) and waste (because it can duplicate funding of the same activity, especially if reporting systems are weak) and only an integrated analysis of both types of expenditures can identify an optimal mix of expenditures toward similar social outputs and outcomes. However, despite the fact that there seems to be world-wide acceptance that unified budgeting is superior (World Bank; *Socialist People's Libyan Arab Jamahiriya - A Public Expenditure Review*, 2009), a country might still have powerful reasons preventing budget unification (e.g. obstacles to a swift merging of both budgets, political reasons or institutional rivalry).

approved, MOE forwards to MOF a list of all employees and their salaries, which MOF checks against other Ministries' lists to prevent fraud. Salaries for Regional offices (including schools) are approved as one figure, allowing for some flexibility for re-distribution among regions and within sub-categories. Expenditures from this chapter are allotted, cashed, and paid monthly.

Preparation of Chapter 2 – operational expenditures – is based on a combination of real needs and a formula. A&F asks all MOE departments to submit their needs (in form of quantities, rather than monetary terms) and compiles and "rationalizes" those figures subsequently. Typically, an increment is added on top of last year's expenditure to account for inflation. Regional offices base their request for schools on the number of pupils in each school, number of classrooms, and its size. Commissions/centers/institutes submit their request, too. Once a budget is approved, the Purchasing Committee of MOE collects quotes and selects a vendor. Then A&F prepares purchase orders and forwards them to Internal Audit and the Financial Controller, procurement is done, and the warehouse filled. This expenditure category is, together with development expenditures, mostly discretionary and is the first to be cut when revenues are low. Accordingly, it is often under-funded or paid late, which is detrimental to relationships with vendors. Allotments are made quarterly, but their cashing is dependent on Treasury's liquidity.

Preparation of Chapter 3 – development budget – is led by the DPS of MOE. Once the DPS receives Budget Instructions from MOP (which is around the same time the MOF sends their similarly structured instructions), guidelines and forms are forwarded to MOE departments, commissions/centers/institutes and Regional offices.[22] Typically, Regional offices do not have an easy time completing these because of poor budget preparation and the lack of financial and computer skills, resulting in late or incomplete submissions. Nevertheless, they contact all schools to carry out a survey of their needs and that information is used to complete the request they submit to the DPS.[23] Except by Regional offices, development budget funds are received by the MOE Head Office, TVET Authority, Education Facilities Authority, National Science Technology and Research Institute, General Center for Training and Development of Education, National Center for Quality Assurance and Accreditation, universities (individually), and the Education Curriculum Development Center (allocation to the latter is based on pupils' numbers). Once the development budget is approved, MOE opens bank accounts for projects that require separate accounts. Some projects are paid through escrow accounts provided the service has been delivered completely. DPS is obliged to report regularly to MOP on all development projects and their degree of completion.

Preparation of Chapter 4 – subsidies for graduate students and students abroad – is similar to that of Chapter 1, with the difference that it is prepared by DPS. Estimates are prepared based on the number of students abroad who have yet to obtain their degrees. Following the budget approval, tuition fees are transferred into Central Bank accounts of embassies of the countries the students study in. In addition to tuition, the students are paid living expenses and medical insurance, plane tickets, books, and equipment (computers). These subsidies are one line in the budget and MOE allocates from within it. Allotments take place quarterly, and every third month the MOE sends a list with names and figures to the MOF Treasury as soon as it has been validated by the Libya Audit Bureau and Commission of Administrative Supervision.

Once the budget request has been completed and submitted, the MOF Budget Department, Treasury Department, and HR Department review requests. Next, budget hearings are held, after which MOF finalizes ceilings and notifies ministries accordingly.[24] MOP follows a very similar procedure for the development budget. A&F and DPS then adjust the financial plans they received

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[22] The development budget includes building and maintenance of schools, universities etc., stipends, facilitation of teaching activities through equipment and furniture, printing and distribution of school books, supplies such as blackboards and chalk.

[23] Name of the school, state of facility (needs maintenance or not), water available (yes/no), interrupted maintenance projects (yes/no), sports facilities exist (yes/no), technical situation (needs maintenance etc.), theatre exists (yes/no), technical state (needs maintenance/not), lab science exists (yes/no), computer lab exists (yes/no).

[24] Like other ministries, MOE is represented by its Deputy Minister, A&F Department, and its Financial Controller in budget hearings.

from other MOE departments (i.e. "rationalize" them) and notify respective departments accordingly. Respondents interviewed in this assessment reported that they are successful in meeting all their deadlines.

Expenditure composition is relatively stable because most of Chapters 1 and 4 are based on contractual obligations and virements between budget chapters are administratively difficult and time-consuming. Levels of actual expenditure can differ significantly from approved budget though, especially when spending is rationalized mid-year due to lower-than-expected revenue inflow or unexpected expenditures (e.g. during security crises). For an example, see Table 7 below.

Table 7: Budget Reliability[25]

		Expenditure 2018						
	Approved		**Allotted**		**Cashed**		**Spent**	
Chapter 2	61 billion	(100 percent)	31 billion	(50.21 percent)	30 billion	(50.07 percent)	30 billion	(48.54 percent)
Chapter 3	200 billion	(100 percent)	171 billion	(85.44 percent)	107 billion	(53.26 percent)	81 billion	(40.48 percent)

Overspending, on the other hand, is nearly impossible and, like other ministries, MOE is not allowed to incur a deficit. Balance of spending against each expenditure category is updated daily by the Financial Controller's staff and is reconciled with bank statements at the end of each month. As soon as MOE approaches shortage of funds in a category, the Financial Controller notifies the Minister of Education. Payment orders are issued (by the Minister or CFO) only after the Financial Controller confirmed that funds are available. Following the payment order, the Financial Controller issues a payment permit and subsequently the cheque is released.

Cash is managed equally tightly. All cash disbursements require multiple signatures and any balance that has not been cleared by the end of the year is deducted from responsible person's salary. At the end of the year, a Financial Committee from MOF visits all ministries to close their books, so that ministries end the year with a zero balance. Since budget execution is not recorded at the level of individual departments, there is no information how much each department spent, and all expenditure is considered general expenditure. MOE's General Warehouse of Assets serves all departments with supplies, equipment, and furniture, and although there is an annual inventory of what was spent and what remains, no one records or analyses what each department spent. Expenditures incurred under the budget line for Regional offices are not tracked down to the school level. Although each Regional Office has an Accountability Cabinet that prepares reports and analyses for MOF, these reports are not forwarded to the MOE Head Office nor does the Head Office request them.

Finally, the MOE vote raises revenues, albeit a relatively small amount. It is expected to raise 12 million LYD in revenues in 2019. That represents 0.14 percent of its total expenditures estimated for the same period. The majority of that (77 percent) is raised by the Libyan Academy and different universities, followed by education commissions/centers and research institutes, National Agency for VET and the Quality Assurance Center and Accreditation of Educational and Training Institutions (for respective shares, see Annex F).

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[25] Source: MOE DPS (2019)

5. STATISTICS, MONITORING AND EVALUATION (SM&E)

> *"Staff are typically expected to perform routine tasks and are usually good at that. Problems arise though as soon as any analysis or 'thinking out of the box' is required."* –MOE respondent, June 2019
>
> *"Only super-committed staff could find the Follow-Up Department a fun working environment."* –MOE respondent, June 2019

INTRODUCTION

The area of education SM&E is another area identified by MOE management as high-priority to focus on in this HICA.

For this assessment, we shall define SM&E as the process that helps the MOE improve its performance and achieve the results it is obliged to reach by existing Libyan legislation. It promotes transparency, accountability, and delivery of the promises made to the people of Libya. It provides an overview of the MOE's performance, an analysis of money spent, and targets achieved, and an explanation of where poor performance occurred. It establishes the link between past, present, and future actions, with the goal of improving current and future management of outputs, outcomes, and impact.

The SM&E function at MOE is not equated with a specific department. Instead, it is implemented across departments and networks within the MOE, Regional offices, and affiliated institutions who have a role in requesting, collecting, analyzing, or disseminating education statistics, monitoring data, and performance information with the aim of developing data-driven, effective, and transparent work mechanisms to ensure better service delivery to citizens.

SM&E is most effective when tailored to meet the following objectives:

- Support sectoral, national and sub-national planning;
- Support budgetary decision-making (via performance-based budgeting);
- Design and evaluate new policies and programs;
- Assist stakeholders in management and decision-making;
- Strengthen accountability;
- Set performance targets and indicators;
- Measure "leakage" of government funds and minimize corruption; and
- Facilitate civil society oversight of government performance.

During this assessment, interviews and FGDs were held with all units of MOE that deal with SM&E. These include: (i) MOE strategic management, (ii) DPS, (iii) IDC, (iv) Follow-Up Department, (v) selected institutions affiliated with MOE, (vii) selected Regional offices, and (viii) selected schools.

This chapter starts with what is considered good practices in statistics, research, and monitoring. It continues with findings and conclusions from this assessment, grouped in three sections - institutional and organizational, human, and infrastructural capacity. Finally, recommendations and suggestions for further research are provided, following findings and conclusions from the aforementioned section.

GOOD PRACTICE

Good practices in education SM&E are essential to knowing if the education system is meeting its goals and objectives. The MOE should attract, recruit, and retain people with the right skills and qualifications. Staff should embody the right mix of expertise. Transparency and accountability should be promoted. Controls and audit should in place. Finally, quality data should be produced, available, and used frequently and effectively.

For SM&E to be relevant and effective:

- The process should be linked to work plans of the MOE and its vision, policies, and strategies;
- Focus should be on efficiency and cost-effectiveness;
- Progress should be monitored in a participative manner;
- Experts should be consulted;
- Results should be disseminated widely;
- Data should be collected from multiple sources; and
- Data should be used to bring about improvement.

It often happens that analysis is limited to quantitative analysis (i.e. calculation of totals, averages and percentages, and statistical tests), while qualitative analysis, (i.e. identification of categories and data) is neglected. However, qualitative analysis can extend to interpreting findings (in relation to the research question) and to analyzing unexpected or unintended results, making it a very powerful tool. Finally, credibility, validity, reliability, external validation, and independent evaluation are key practices in successful SM&E systems.[26]

INDICATOR FINDINGS

This section summarizes the assessment's main findings and compares them with the above-mentioned best practices. Like other chapters of this report, documents, interviews (face-to-face or remote) and FGDs were used to arrive at these findings.[27] In line with the methodology underlying this assessment, focus was put on three areas of capacity – institutional and organizational capacity, human capacity, and infrastructure and infrastructural capacity. Indicators evaluated for each are presented below, in Table 8.

Table 8: Indicators for SM&E

Component	Indicator
Institutional and Organizational Capacity – resting on the policies, procedures and practices used and accepted in the organization	Leadership of the SM&E function
	Staffing of the SM&E function
	Staff stability and turnover
	Knowledge and skills of staff
	Placement of staff
	In-service training of staff
	Staff motivation
	Staff are informed
Human Capacity – embodied in the staff and management personnel	Organizational structure
	Written guidance and procedures for the function
	Related institutions and their demarcation
	Advice and technical assistance provided by other institutions
	Technical assistance and capacity building initiatives
	Central SM&E function and devolution
	Communication and reporting rules
	Accountability

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[26] The discipline of SM&E draws on a broad range of methods and technical fields, including performance indicators, logical framework, surveys, rapid appraisal or participatory methods, public expenditure tracking surveys, cost-benefit and cost effectiveness analysis, impact evaluation, strategic planning, and performance-based budgeting.

[27] Interviews and FGDs were held with and evidence was obtained from: (i) MOE strategic management; (ii) DPS, (iii) Information and Documentation Centre, (iv) Follow-Up Department, (v) Selected institutions affiliated with MOE, (vii) selected Regional offices and (viii) selected schools.

Infrastructure and Infrastructural Capacity – materials, equipment and facilities used	Financial resources
	Accommodation of the SM&E function
	Transportation
	Equipment and supplies/materials
	Specialized SM&E software
	Format, scope and depth of SM&E
	Control and audit
	Timeliness

INSTITUTIONAL AND ORGANIZATIONAL CAPACITY

Most tasks and activities relating to SM&E in the education sector of Libya are carried out by the four segments within the sector illustrated in Figure 5 below:[28]

Figure 5: SM&E Function Segments in the MOE

MOE Head Office Segments	Statistics, Monitoring, and Evaluation Tasks
DPS (11staff working on SM&E)	• Indicators, Monitoring and Analysis • Analysis and preparation of reports • QA • Plans and Studies
IDC (41 staff working on SM&E)	• Information Technology (IT) department for support of SM&E staff (but also MOE in general) • Research and development • Data and information • Statistical data analysis • Reporting and electronic manuals • Produces every year the Annual Report on Education Statistics
Follow-Up Department (24 staff working on SM&E)	• Office and administration units of MOE, higher education, general education, private sector education, organisations, centers, authorities • Decisions and report-making • Complaints • Investigations
Regional offices (1 staff on average, usually IT specialist)	• Receive forms • Liaise with schools for collection of SM&E data • Check and clean data submitted by schools • Compile data about schools • Liase with IDC

The above segments request, collect, process, analyze, and report information in a variety of ways, and sometimes not at all. Education statistics are supposed to be collected from pre-primary, primary, and secondary schools, TVET institutions, and universities. Information is collected about individual staff performance and from all departments, research centers, and teaching institutions. However, at present, such information is not considered when preparing or justifying budget requests or producing annual reports.

In terms of the hierarchy and the organizational structure of MOE's SM&E function, managers and staff interviewed described it as fairly functional. The collection and processing of data was until recently solely a job of the DPS. With IDC taking over parts of that, the situation seems to have improved.

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[28] The term "SM&E function" used throughout this report refers to this group.

There is a lack of clarity in MOE about who does what in SM&E. For instance, there is lack of clarity in the division of tasks between the Planning and the Follow-Up Department (both assume they have the same role in monitoring of the performance of MOE's Annual Plan) but first efforts toward solving that have already started.[29] Similar confusion exists in the use of MIS. The MOE is involved in the procurement and operationalization of at least two major MIS (EMIS and the MIS discussed under the National E-Learning Project, often referred to as Global Education Software Licensing [GESL]) and the ongoing Libyan Education Reform Project, which may possibly result in a third system. This is in addition to statistics already collected and prepared using Microsoft Excel and analyze using Statistical Package for the Social Sciences (SPSS). No one monitors if and how much duplication or omissions exist between these programs.

Each MIS is regarded separately and there appear to be no considerations about linking them or at least having them on platforms that can communicate. Accordingly, there appears to be no clear separation of duties among staff involved. Also, there seems be no long-term perspective with respect to their financing nor is there programming or a timeline assigned to it. Therefore, MOE leadership, IDC and the DPS should undertake a thorough review of the different MIS used for education SM&E.

There are very few written guidelines or procedures for SM&E at the MOE. IDC is the segment that is regulated best. Under the OPM, IDC regulates how to collect data, share them with government bodies, store them, and when and how to disseminate them. These regulations define also how and when Regional offices must share information and with whom. This is a general law and applies to the entire public service. However, many departments are not aware of its existence (even departments within this function) and most likely, neither are those who are supposed to (but often fail to) submit data.

Little is regulated in the area of SM&E communication and reporting. In fact, most regulation is done in form of a letter from the Minister or a letter from one department to another. For instance, two months ago, the Minister informed all Regional Office via letter what their duties and responsibilities are. Existing procedures for information exchange at MOE are tedious and time-consuming. Infrastructural problems, such as connectivity and lack of IT skills, make this problem only bigger.

When asked about sector performance reports, which MOE would in theory need to prepare for MOP, interviewees explained that there is no such requirement. There is no direct communication between the MOP and the DPS of MOE about SM&E.[30] The only external body DPS occasionally collaborates with is the Libya Audit Bureau. The Follow-Up Department also has no external counterparts when it comes to SM&E. IDC liaises with the Bureau of Census and Statistics, occasionally with MOP (on demand and when specific indicators are needed), and with the National Information and Documentation Authority, who also request some indicators occasionally.[31] When needed, IDC request technical advice from these institutions.

Most data used by the MOE is collected using the EMIS, however this system is not fully functional. The first phase of EMIS is almost finished and during this stage, the system was piloted in ten Regional offices across Libya. They provided data against more than 30 indicators in 2018, focusing on gross and net admission, transition, net and gross enrolment, promotion, repetition, graduates, school staff, principals, and conditions of school buildings. This was disaggregated by gender, geographical location (region and urban/rural) and school type (private/public). It is envisaged that such data would continue being gathered annually. A user manual is also being developed. In the second phase, problems detected in the first phase should be resolved and around 60 new indicators added, including around 15 financial or budget indicators. EMIS managed by MOE is supposed to

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[29] Their participation in this assessment exercise has unrevealed this problem and first discussions between the two departments about possible solutions have already taken place.
[30] Manger of the DPS admitted that the department could benefit from information exchange with MOP, MOF, and MOL and envisaged meeting them soon.
[31] The Bureau provides IDC with population numbers, which IDC needs for its analyses and reports.

capture pre-primary, primary, and secondary school data through Regional offices. It is not known to what extent this is carried out as planned, nor how accurate the data is.

No specific steps have been taken toward incorporating TVET or universities in the EMIS system. Practically, the procedure is intended to work as follows: Schools, which have staff who have been trained accordingly by Regional Office Operators, are provided CDs with electronic forms that they fill in using their stand-alone computers and return to their Regional Office. After initial cleaning, Regional offices upload this information using IDC's platform. IDC does a second round of cleaning and enters the data in EMIS. When EMIS detects outliers, it flags relevant entries and IDC follows up with Regional offices, who consult schools if needed. The AT has not confirmed the extent to which this procedure is followed.

The MOE is currently implementing a second system, albeit with very limited success. That is the Libyan National e-Learning Project, with support of an Ireland-based company called GESL Ltd. The project has five modules: (i) Data Center and Student Information System (combination of student information statistics and student-level analytics), (ii) Enhanced interactive e-books, (iii) Tablet computers and laptops, (iv) Teacher training, and (v) Project management, research, and evaluation. The project is praised as offering innovative education solutions. It was initially contracted in 2007 and roll-out started in 2008. In 2009-2010, a second contract was signed (58 million USD). With the start of the Libyan revolution in 2011, force majeure was declared, and it was not until 2013 that the project re-started. In 2014, a third roll-out commenced but there has been extremely little progress since.

Finally, information is also collected though Microsoft Excel tables and spreadsheets. Kindergartens, schools and universities are obliged to provide IDC (and ultimately, the DPS) with: (i) control information – total number of schools, classes, and students disaggregated by gender, (ii) observations – by region: number of schools, and classes and students disaggregated by gender and by grade and (iii) by school: region, school name, type of school (governmental vs. private), type of school (girls, boys or combined), study period (morning or evening classes or combined), education level, enrolment, no. of classes, students disaggregated by gender and by grade, and contact details of School Principals or School Documentation Officers. In addition to these statistical sheets, DPS also collects information about infrastructural conditions of schools as part of the development budget preparation.

Very few procedures exist in written form and DPS is currently engaged in improving MOE's organizational structure, developing job descriptions, SOPs, and allocating tasks among departments. Sector performance indicators are developed by DPS, but it is not known how. They recognize that the indicators are basic and require improvement. The IDC mentioned that they find existing forms for data collection useful. However, since EMIS covers only part of the sector, no integrated data exist nor are they prepared separately.

HUMAN CAPACITY

The situation of SM&E leadership is similar to that of the finance function. Namely, all three managers overseeing different sub-functions of SM&E (Director of Planning, Director of Follow-Up Department and Director of the IDC) have joined only in the last three years. While they have relevant academic backgrounds and practical experience, none are specifically trained in SM&E.

Looking at quantity of staff involved, numbers seem sufficient and managers confirmed that they do not require additional staff to deliver their work. DPS has 11 staff working on SM&E (including indicators, analysis, plans and studies). Follow-Up Department has 24 staff altogether and all of them work on SM&E in the sense that they monitor, compile reports, deal with complains, and launch investigations. However, their performance-related work is focused on performance of individuals and whether they followed existing procedures for their position, rather than how they contribute to sector's performance. The IDC has the most staff dealing with SM&E. Out of 56 staff they employ, over 40 work on SM&E (around 15 in the IT Department, which offers support to staff working with EMIS, GESL, networking, etc.), 11 work on research and development (training of IDC staff, preparation of training proposals to be submitted to the HR Department, and distribution of staff).

Finally, their Statistics Department has 15 staff (data and information specialists, statisticians and a specialist for reporting and electronic manuals). Some of these staff are in trial period and are employed under temporary contracts.

The function appears to have sub-optimal infrastructure, which negatively effects operations. Consequently, many staff who seemed very skilled have left the department and those who remained do not appear to be well motivated or incentivized adequately nor may they be optimal for their jobs. For instance, turnover of staff working on SM&E has been relatively high (compared to staff working in the finance function, for instance). The number of staff who left the DPS in the last couple of years is less than a handful. In the Follow-Up Department though, eight staff left when a new manager came. The situation with IDC was equally volatile, as the Center suffered from interpersonal challenges among staff. IDC has a new manager though, who joined in April 2019 and is very eager to change the atmosphere in his organization.

While quantity of staff does not seem to be a problem, relevant managers and staff interviewed confirmed that quality is an issue. The DPS has repeatedly asked for specific training of their staff (which would be ideally organized for staff of Planning and IDC jointly) and although the Minister confirmed, no training has taken place to date. Areas in which they feel most training is needed is in projections, IT models, education sector, and programming and analysis of indicators.[32] The Follow-Up Department encounters the greatest problems in this respect. Their staff appear to not have the right qualifications and have reportedly not had relevant trainings. As a result, their work resembles that of a policeman or detective, and they are ill equipped when their work requires analysis or recommendations for solutions.

Placement of staff leaves room for improvement, as well. Given that managers and departments are assigned new staff, managers are often in the position that they have to re-assign staff among their units.[33] Accordingly, numerous transfers have taken place in the DPS over the last couple of years. Views about the situation with IDC do not differ much. In the Follow-Up Department, routine work is done, while there is a constant backlog in technical work. Staff are very familiar with simple, routine tasks and tend to stay in their position for about five to ten years. People in technical positions, on the other hand, require technical skills (which they often do not have – the MOL does not have mechanisms to make a thorough assessment of potential candidates), and only two to three months after they are recruited, staff are re-assigned to other positions. From Follow-Up Department's perspective, the main culprit for this is MOE's HR Department.

Trainings received are typically very general (e.g. English language courses, archiving and clerical work, leadership, and statistical methods). For the time being, the HR Department does not organize specialized trainings. National College for Training, a public institution operating under the umbrella of the MOL, organizes some trainings, however, they are for the entire public sector (and therefore, poorly targeted) and MOE can nominate only one participant per training.[34] Follow-Up Department had also prepared training proposals. Especially regional staff working on follow-up require training, however, no training has taken place. There is some training in IT, usually organized by local companies who provided MOE with particular software and who are obliged to train staff in using them.[35] However, they have never been trained in SM&E topics.

Motivation seems to be limited, too. For instance, the Manager of the DPS believes that only around 20 percent of his staff feel really motivated (by a fun environment, pay, promotions, praise letters, allowances, etc.).[36] IDC does not award allowances for extra work or other forms of recognition. Traditionally, in that Center, these were considered "perks for special people." IDC is not perceived as a fun working environment and bonuses are usually paid to staff for whom it is not clear if they

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[32] In absence of such training, the manager tries to cope by attracting skilled staff from other departments of the Ministry.
[33] Transfers between departments require a permission of A&F Department and MOL.
[34] According to managers interviewed, only A&F staff have attended this type of training.
[35] During interviews for this assessment, several Follow-Up Department staff were following a one-week course.
[36] If we look at motivation as distinguishing following levels: security and safety (most basic), incentives, affiliation, development, and life-work harmony (highest level), this would probably score 2 (employees are satisfied by compensation and benefits).

deserve it. The situation in the Follow-Up Department is similar ('only truly committed staff would find this a fun working environment').

Finally, SM&E staff are reportedly not well informed about what it is they should do. Manager of DPS highlighted that approved job descriptions exist, which managers could share but often do not.[37] Also, feedback is not systematic or given regularly and is only verbal.[38] Confusions arise, though, when there is no clear demarcation between departments. For example, both Planning and Follow-Up Department believe that monitoring of implementation of the MOE Annual Plan should be their responsibility. Very recently, the Follow-Up Department developed monthly forms for M&E (unclear if it is for individual performance or if there is a link to the Annual Plan) but they are still waiting approval. In the Follow-Up Department, weekly staff meetings are held, and the current manager is often considered as exercising more control and scrutiny than would be typically expected from a Follow-Up Manager. IDC does not have regular structured meetings and problems are confronted directly and immediately.

INFRASTRUCTURE AND INFRASTRUCTURAL CAPACITY

The SM&E function operates, for the most part, under very restricted funding. The DPS, like any other department within MOE, submits is budget request to the A&F. Because they are usually rewarded insufficient funds, DPS inflates its request. Salaries are paid regularly (for the previous month) but allowances are usually late.[39] Very basic materials, supplies, and furniture are granted but telephone top-ups, fuel consumption cards, and allowances are very difficult to obtain. The IDC is financially semi-independent; liaison with MOF takes place through MOE's A&F Department, however, budget allocation/appropriation is independent from the rest of the MOE. In 2018, the Center was allocated 4.5 million LYD from the development budget for geographic information systems (GIS) and archiving systems. For 2019, 2 million were requested, without a specific purpose (possibly to improve the infrastructure of their offices, for which they already have new plans). Regarding operational budget, appropriation appears sufficient, however, funds that are liquidated are much lower. Through virements, which are approved by MOF, they can transfer money from the development budget to operational budget though, in case they have pressing financing needs.

Premises used by the DPS appear to be in a relatively bad shape and the layout of those used by the Follow-Up Department appear to be designed inadequately, as already discussed in the financial management chapter. IDC seems satisfied with the location of their premises; however, their building is small, and the layout is inadequate – offices are very big with no divisions between; 57 staff of IDC work from four offices, which inhibits privacy and productivity.[40] While they would prefer being close to the DPS, that seems not crucial.

Like for most other interviewees, transportation was considered a problem. Although fuel allowance for managers is mandatory by law, it is often not paid. MOP has put a halt on procurement of cars for 2018 and 2019. However, MOE belongs to those ministries who have put away money to buy vehicles. The Follow-Up Department has recently received a vehicle for manager's use while Head Office staff working on inspections or those from Regional offices are provided fuel vouchers infrequently.[41] IDC do not have official vehicles and fuel vouchers are provided to engineers from IDC to visit Regional offices using their own cars. They are also provided telephone top-ups, however, like fuel vouchers, that does not happen regularly and is needs-based.

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[37] DPS mentioned that this department has been tasked with preparing job descriptions for the whole Ministry.
[38] The reason for that appears to be that critique is considered a negative thing for most Libyans and neither managers want to put themselves in that situation nor do staff request feedback. It was also mentioned that sometimes, surprisingly, archived appraisals are different from the ones produced.
[39] There is a backlog in paying allowances.
[40] While they would prefer being close to the DPS, it is not considered crucial; most of their information exchange is over the Internet.
[41] Independently from fuel cards, inspectors face the problem that they sometimes spend 3-4 days looking for a petrol station that sill has fuel, due to Libya's present problem with fuel supply.

Regarding equipment, only half of DPS staff have been provided personal computers (PCs). These are provided to those who are deemed most productive. No landline phones are provided, so only personal mobile phones are used. There are also no printers or copying machines. This department has no Internet connection although it was requested from both the IDC and the A&F. Supplies are also an issue as the Government Supplies Warehouse is currently empty and staff are forced to organize their supplies using their own sources.[42] The situation in the Follow-Up Department is similar. They have four copying machines, of which some are old and dysfunctional. Their 24 staff use four functioning computers; further two are broken and IT staff are not fixing them even though a formal request was put in. Accordingly, managers are forced use their private computers.

The key MIS used by the SM&E Department is EMIS. Typically, the DPS prepares questionnaires, which are shared with Regional offices in paper form, together with a CD with the same forms on it. Regional offices return the date using those CDs (usually by delivering it personally to the Head Office). Information on teachers, students, staff, and equipment is also collected directly from schools, universities, research centers, and departments every quarter (in Excel), but the submission rate is never perfect; schools typically have the most problems preparing and submitting this information.[43] MS Office is also the main software used by the Follow-Up Department. This department encounters significant problems with their regional colleagues though because many of them do not know how to use E-mail. Accordingly, most Follow-Up staff scan documents using their mobile phones and exchange them using applications such as Viber or WhatsApp. Finally, IDC also uses software – mainly EMIS, SPSS and Excel – and runs basic descriptive and statistical analysis with data they obtain.

6. INFORMATION & COMMUNICATIONS TECHNOLOGY (ICT)

INTRODUCTION

ICT has the potential to "bridge the knowledge gap" in terms of improving quality of education, increasing the quantity of quality educational opportunities, making knowledge building possible through borderless and boundless accessibility to resources and people, and reaching populations in remote areas to satisfy their basic right to education. ICT that effectively supports teaching, learning, and data-driven improvement is an indispensable feature of contemporary public education systems. The MOE in Libya is considered the sole sovereign body responsible for the provision of a "free education" to Libyan children. Comprising a large and divided geographical area of 1.8 million students and 450,000 teachers and staff, ICT systems are essential to deliver such a system. especially during the current war and pervious ones were almost 500 or more schools are totally damaged and cannot be used for teaching.

In this chapter, we address the services of the ICT sector in the MOE in Libya, as well as what the Ministry aspires to in terms of having a vision and a roadmap for digital transformation. The Minister of Education is deeply committed to this topic which he regards as one of his top priorities in the development of the Ministry and the reason for which he has asked us to conduct a thorough and comprehensive examination.

GOOD PRACTICE

As various ICTs become increasingly affordable, accessible, and interactive, their role at all levels of education is likely to be all the more significant in making educational outcomes relevant to the labor market and in fostering "information literacy." Information literacy is the sustaining force of a knowledge society. Information literacy is recognized as "a basic human right in the digital world" as it empowers individuals "in all walks of life to seek, evaluate, use, and create information effectively

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[42] Until the Central Bank starts liquidating money again.
[43] DPS suspects though that this process will be smoother with IDC, as IDC have a legal mandate to collect this data.

to achieve their personal, social, occupational, and educational goals."[44] This divide is not a " west – east or north–south, developed–developing" issue; it applies to all countries and is more a reflection of the extent to which education systems are—or are not—keeping up in the development of knowledge societies.[45] It is increasingly clear that a principal factor in stimulating economic growth is improvement in cognitive competencies and skills.[46] This is true for primary and secondary education as it is for higher and technical education.

An effective ICT "ecosystem" encompasses the policies, strategies, processes, information, technologies, applications, and stakeholders that work together to build a technology-enabled environment that supports the existence and growth of a knowledge-based society. A technology-enabled environment is characterized by the existence of a reliable and robust ICT infrastructure and a conducive "info-structure" system that ensures the effective flow of information, making ICT and information accessible and usable within the society (Zainab et al. 2002). The assessment focus will thus address the following topics:

- The use of ICT tools at the MOE
- The management of information and data
- Connectivity between institutions and people
- E-learning
- Strategic planning for ICT

According to the Asian Development Bank, effective educational ICT systems have the following characteristics:[47]

- Public awareness of the value of ICT and buy-in from teachers and staff;
- ICT planning and coordination is sector-wide;
- The ICT needs of teachers and schools are integrated into national ICT policy;
- Educational ICT is supported by effective and transparent public-private partnerships;
- Legal, regulatory, and monitoring systems are in place to ensure quality, equity, and transparency;
- The advantages and disadvantages of proprietary versus open source software are deeply analysed;
- Investment, replacement, recurrent, and associated costs are accounted for when planning and improving ICT systems; and
- ICT is not considered as a replacement of the teacher or classroom, but rather an effective teaching and learning tool, and thus is responsive to the needs of teachers and pupils.

The examination of ICT systems at the MOE was completed in three steps. The first step involved consulting with senior management in the ministry to get their input on their needs and vision to improve ICT tools. The second step involved interviewing the directors of the executive departments of the ministry and the heads of various units who are primary users of the information systems. Finally, the AT interviewed staff directly responsible for planning, procuring, implementing and managing ICT systems as well as some ICT contractors currently hired by the ministry. In all, 67 respondents from executive departments, including the Minister himself and his deputy, as well as two project managers approved by the Ministry and one contractor were interviewed.

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[44] UNESCO, 2008. Towards Information Literacy Indicators. Paris: UNESCO. Available: http://unesdoc.unesco.org/images/0015/001587/158723e.pdf
[45] Ibid.
[46] Asian Development Bank, 2008. Education and Skills. Strategies for Accelerated Development in Asia and the Pacific. Manila: ADB. Available: www.adb.org/Documents/Studies/ Education-Skills-Strategies-Development/Education-Skills-Strategies -Development.pdf
[47] Asian Development Bank, 2009. Good practice in information and communication technology for education. Mandaluyong City, Philippines. Available: https://www.adb.org/sites/default/files/publication/28625/good-practice-ict-education.pdf

INDICATOR FINDINGS

As in previous chapters, this chapter summarizes research findings based on an analysis of the documentary evidence, the interviews conducted, and working group discussions based on a set of institutional, human, and infrastructural indicators. These indicators were developed based on the good practice sources cited above. They are presented in Table 9 below:

Table 9: ICT Capacity Indicators

Component	Indicator
Institutional and Organizational Capacity – resting on the policies, procedures and practices used and accepted in the organization	Organizational structure of MOE
	Organizational structure of Information & Documentation Center.
	ICT Policy for Functional & Service Use.
	ICT Policy for Teaching & Education Use.
	ICT Policy for Media & Parents contact.
	Written guidance and procedures for the function
	Related institutions and their demarcation such CIT.
	Country Laws & Regulation for ICT.
	Advice and technical assistance by Government or internet service providers (ISPs)
	Technical assistance and capacity building initiatives
	Donor Support in ICT
	Workflow & Reporting tools.
	Ownership
	Accountability
Human Capacity – embodied in the staff and management personnel	Leadership of MOE in ICT Domain
	Staffing of the Information & Documentation Center
	Knowledge and skills of staff
	Placement of staff
	In-service training of staff
	Staff motivation
	Staff stability / turnover
	Staff are informed
Infrastructure and Infrastructural Capacity – materials, equipment and facilities used	Technology Needs & Usage
	Digital Transforming of the MOE Workflow
	Computerization Rate and Equipment Availabilities.
	Networks & Interconnectivities – VPN – Remote Login
	Specialized Software's for ERP – Office Automations – Exams – Teaching – Digital Curriculums – Labs
	Data Centers & Cloud Access
	Data Backup & Restore Strategy
	ICT Budget allocation mechanism per region and per school
	Actual spending in ICT

INSTITUTIONAL AND ORGANIZATIONAL CAPACITY

The first task of the AT was to determine how ICT is managed as a sector or system. The answer is the executive management unit called the IDC. The IDC is responsible for this area, which was established in mid-2018. It attempted to replace the old ICT departments in the ministry, which were numerous partially due to the Ministry having previously been three separate ministries. However, in practice we found that there are others who provide this service to the ministry. One is the IT team accompanying the contractor in charge of the examination management system, which was designed in 2006 and made operational since 2008. This system manages the examinations for Grades 9 and 12. There also smaller groups independent of the IDC working to support the following ICT applications:

1. Financial system software
2. Archiving system software
3. Payroll and bonus systems software
4. Statistical analysis software
5. Communication systems, telephones and mobile services
6. Internet connection systems

In effect, ICT activities within the MOE are currently managed across numerous bodies and staff, as illustrated by Figure 6 below:

Figure 6: ICT Management at the MOE in Practice
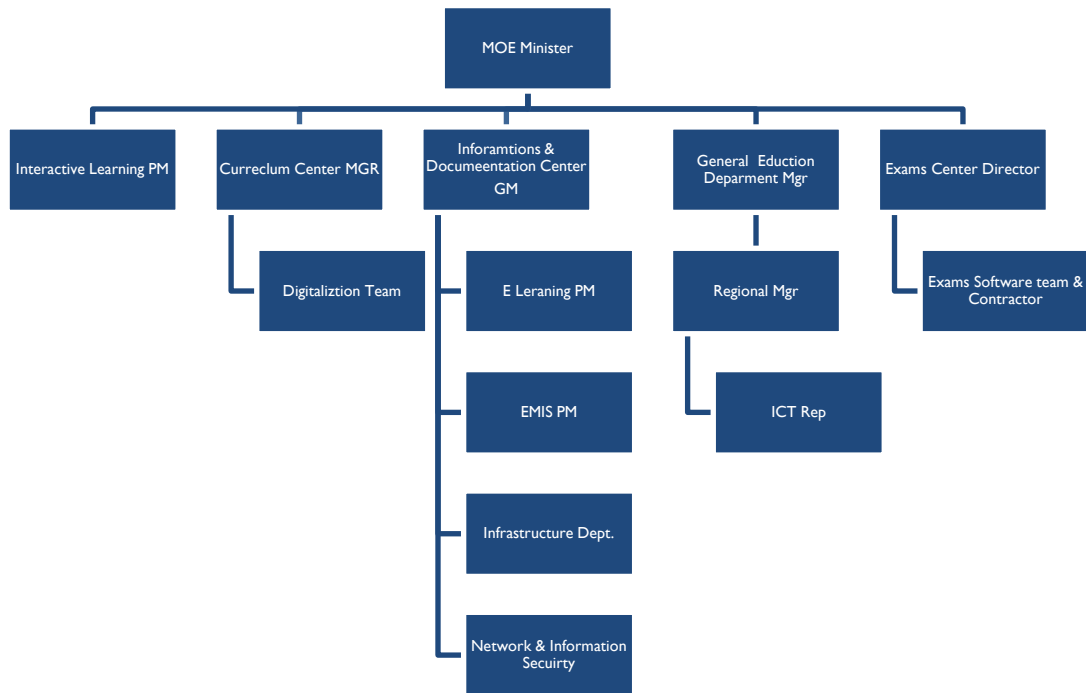
Although the IDC has recently been approved by the Government, its internal organization has not yet been fully established and approved. After gathering perspectives from numerous officials across the MOE, Figure 7 below describes how ICT services are requested and responded to according to the current business life cycle:

Figure 7: ICT Services Flow

User Define the Need on Functional Use

↓

ICT Transform that need to Gap Analysis if its Software or Database

↓

ICT State the Technical Specifications if its HW or Network

↓

Transfer the need to Proucment Section or Tender committee

↓

Contract Signed after seroius of offers and ameetings

↓

Delivery of services or Supply of Material

↓

Comminssing & Roll Out

↓

Warranty & End User Training

↓

Ownership of the software & Hardware by ICT

The AT worked tirelessly to find the appropriate documents that describe Libya's Vision for 2030 in the field of ICT and related laws and regulations governing IT activities in the country but were unable to obtain any of these documents. As a result, the MOE lacks important policies and written procedures that are standard for government ministries, including:

- Employment and service policy
- IT usage policy
- Requirements for facilities and classrooms
- Policies and materials for use of ICT in teaching and learning
- Requirements and policies for connecting institutions and staff
- Domain policy
- Information security standards and procedures
- Digital ownership, delivery, and usage standards of curricula
- Standardized reporting system for the MOE
- Long- and short-term ICT goals, objectives and performance indicators

The AT devoted part of the assessment to examining the Minister's vision—to move to an entirely e-learning platform—in response to the lack of a budget for the construction of nearly 1800 new schools that are needed, and for repairing 1200 schools, 682 of which were damaged during the recent armed conflicts in Libya. Many schools are currently occupied by refugees or different armed forces. The Minister emphasized that one of his most important priorities is to move towards an interactive e-learning program that allows the student to deal with the difficult physical circumstances surrounding them and helps the ministry cope with the scarcity of financial resources.

A working team was sent to visit Finland, Malta, Britain, and Norway to study models of interactive learning. The Ministers vision is to accelerate the implementation of e-learning platforms that can be accessed on portable learning equipment (tablets), as shown below.

However, when the AT contacted the staff of the Ministry's ICT team and the e-learning contractor, they insisted that there are several million dollars' worth of projects already signed in 2009, the scope of which is related to the digitalisation of the current content of the Libyan school curricula and textbooks, with the procurement of licenses provided already for the subjects of science and mathematics.

There is a lack of harmony between the vision of the ministry, its strategies, and the implementation of the IDC. Furthermore, there is a lack of focus on basic ICT infrastructure needs, possibly because of the sheer size and cost of addressing them, such as:

- Replacing old computers and updating hardware and software available to teachers and pupils
- Lack of high-speed Internet connection at most schools and the Ministry
- Outdated STEM and information literacy materials and equipment
- Lack of upkeep, repair, and replacement of ICT equipment and infrastructure
- Lack of teacher training in using ICT in the classroom

The IDC's vision of how data centres, schools, students, teachers, inspectors, and examiners communicate with each other and with the public is not articulated or managed, and most staff and teachers do not have access to email or shared management systems. Social media like Facebook is the de facto information dissemination practice.

For example, approximately 90,000 SIM cards were distributed by Al Madar Al Jadid Company (the main mobile operator in Libya) to all Grade 12 students in order to communicate with them through SMS about the details of the exams before and during the examination period, including the location of the examination site, their seat number, and completion instructions. Schools do not have the infrastructure or tools to communicate information to or gather data from teachers and students reliably and securely.

Since the Ministry cannot access all schools via the fibre-optic cable network (a map of the fiber optic network in Libya is in Annex H), mobile phone companies in Libya have been contacted in an attempt to collect all available information to determine the possible coverage range to connect the schools. It was agreed that, in the framework of a pilot, a total of 100 schools from the Western region would be divided equally between Al Madar, Al Jadeed, and Libyana to participate. The status of the pilot and it details are not known. The schools have been selected however and are included are listed in Annex I. The AT also attempted to assess the quality of Internet services provided by numerous ISPs in Libya to the MOE. They contacted to two public companies and a group of private sector companies but have yet to receive responses. The quality of Internet services, the capacity and the speed available to various parts of the country and to MOE remain unexamined.

The AT met with a GESL contractor hired to develop and implement an educational student information system to be used in schools to track teacher and pupil information. The team was unable to establish if the ESIS design was complete or when it is scheduled be deployed. Below are

some screenshots taken from the student information management application package provided by the contractor.
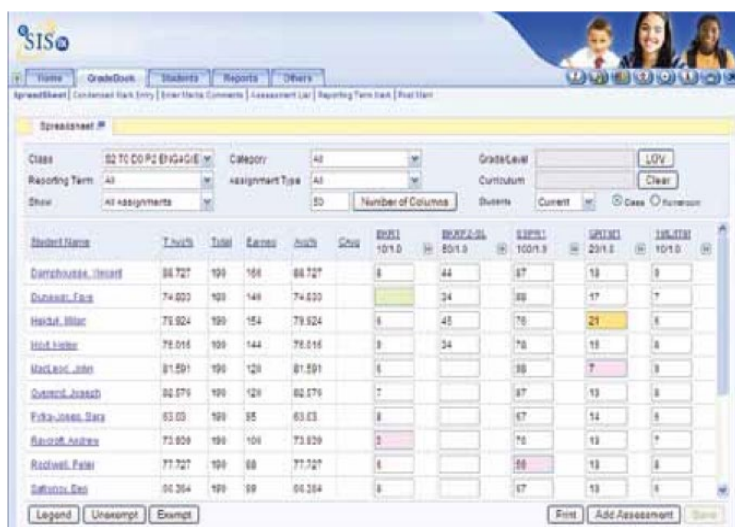
In the area of international assistance, UNICEF has invested in computer hardware and software for managing their EMIS. Although the UNICEF team reported that the Ministry is using EMIS, the AT was not were not able to establish the extent of use, data reliability, or the accuracy of the data collected. The AT observed what was described as the UNICEF computers for this purpose sitting in a room, unplugged, and gathering dust. Two other ICT initiatives in Libya are being carried out: the project D-Space by Google and a project to connect universities and training courses through UNESCO. UNSECO consultants were also reported to have provided technical assistance remote connectivity through meetings in Tunisia and Jordan.

In the AT's examination of past, current, and planned projects in the ICT area, the team also found that the IDC lacks a sequenced and integrated archive of projects, systems, and equipment, in addition to the lack of environments for development and testing and has little capacity for training.

HUMAN CAPACITIES

Staff responsibility and longevity are some of the main concerns we see at the IDC because of chronic government instability, multiple assignments, staff mobility, and a lack of clear goals, responsibilities, authority, and hierarchy. The IDC is one of the newly-established bodies at the ministry. Its capacity needs remain unclear. Most of the ICT management work is still being done by subsidiary bodies spread throughout the system as described in the previous section.

However, based on our interviews, there is a severe imbalance between work needs and staffing ratios. There are not enough technical staff to meet the workload needs, too many unskilled staff with little to do, while an extremely large about of resources are paid to outside contractors but whose scopes of work are not well defined or documented. This is a result of numerous human resource challenges throughout the Ministry including a lack of knowledge about what is required of the work force, poor hiring practices, ill-defined job functions and a lack of job descriptions and qualifications. However, the problem also stems from an acute lack of coordination, management, and common vision across the MOE, and the ICT sector is no exception.

In looking more closely at the IDC, there appear to be staff with differing degrees of expertise, statistical analysis and the requirements of providing immediate maintenance, however as stated above, there are not enough skilled staff to meet the workload demands. As for preventive maintenance and the necessary technical support for good system operations, this has not been specified yet in terms of service provision, quality and implementation rates. There is very little to no tech and maintenance support for ICT at the MOE.

The AT's attempt to assess the human capacity for ICT is not complete as there remains numerous staff yet to be interviewed, and their inability to conduct further research in Tripoli at the MOE offices further hampered these efforts.

INFRASTRUCTURAL CAPACITY

The AT has yet to obtain accurate information on the availability and conditions of equipment, the functionality and appropriateness of systems of national and local networks, or the capacity for upkeep and repair. The AT has also yet to interact directly with the numerous non-IDC groups of staff and their facilities located in other MOE departments, semi-autonomous centers, and affiliated institutions, such as universities. The perceptions of over 70 senior MOE officials on the MOE's infrastructural capacity in ICT are outlined in Table 10 below:

Table 10: Summary of Perceptions of Infrastructural Capacity in ICT

Item	Usage
Desktop Computers	Less than half of the need
Laptops	Not Available
Servers	Most needs not met
Network Materials	Not Fully Defined
Routers	Needs Upgrade
Internet Capacity	Needs and capacity unknown, requires needs assessment
Wireless Services	Limited
Operational Applications	Poor
Educational Applications	Not in use
Backup Systems	Poor
Cyber Security Systems	Poor
End Point Protections	Poor
Services Level Agreements with Suppliers	Poor

Thus, the information and data on the ICT sector collected for this assessment remains insufficient at this time. Further assessment activities are required to move the above findings beyond perceptions of staff.

SUMMARY CONCLUSIONS

Presented below are the general strengths and challenges discerned from the findings presented in the sections above. It should be noted that all participants in this assessment from the MOE and other Ministries and partner institutions presented as deeply committed to improving the education system in Libya. They face complex, dangerous, and fast changing conditions that make the social and institutional reform needed to align the system with international norms very difficult. The development and implementation of solutions will require patience and persistence.

STRENGTHS

STRATEGIC PLANNING & POLICY

Senior management within the DPS are aware of the importance of strategic planning and its relationship to questions of organizational structure, policy and performance M&E. Their efforts to date have however largely been marginalized as the MOE labors under the legacy effect of the previous political era and struggles with the pressures of the security situation.

SCHOOL SUPERVISION & INSPECTION

MOE have long recognized that school inspections is an area ripe for reform and modernization in Libya. The Minister has requested international assistance on a number of occasions, His key advisers and senior staff of the authority are similarly reform minded and can see that inspections can be more about support, development and QA that control and judgement. This is an area where an implementing partner can move immediately and make a significant difference in the quality of education in Libya.

HUMAN RESOURCES

There are excellent levels of commitment and motivation among those with senior roles in HR. There is keen support for the Minister and his desire to radically improve the performance of the education system. The HR processes and procedures are well documented, even if these are to be found in a range of different documents. The training documentation is very good. The HR Department has a clear plan of what it wants to achieve, even if its aspirations are not fully shared. The creation of the General Reserve Department to manage reserve teachers and other surplus workers is a wise move that allows other parts of the MOE to focus on the quality and performance of the smaller number of active teachers.

FINANCIAL MANAGEMENT

The finance function of MOE operates relatively well, given the challenging circumstances under which it operates: very large sector with a large budget, no financial MIS used, no plans/policies/performance information to underpin budget planning, budget allotments usually late, financial management becoming increasingly decentralized, budget disaggregated into operational and development with no link between, and very little support provided by relevant central ministries or donors.

The function appears to have enough staff and functions reasonably well despite limited operational resources and services. The function is usually on time with submitting its outputs to MOF and MOP. The A&F is well-respected among other segments in the sector and its decisions are usually regarded as experience-based.

STATISTICS, MONITORING, AND EVALUATION

SM&E is a discipline that is relatively new to MOE. Accordingly, MOE is still in the process of putting together a M&E system and training its staff in carrying out this activity. Nevertheless, some strengths are already visible, next to the challenges MOE faces. Findings and conclusions of this

assessment need to be treated with a reserve, due to the low number of informants, their background, the nature of this exercise, lack of triangulation and low volume of evidence provided.[48]

The SM&E function at MOE was only recently established only. Nevertheless, it has already some procedures, processes, staff and necessary organizational structures in place. Segments of the function are staffed with numbers of staff their managers find sufficient. While other resources may be sub-optimal, they are sufficient to deliver the existing volume and quality of SM&E.

Some legal basis for SM&E exists, namely regarding sharing and exchange of information. Policies and vision documents governing SM&E are still relatively limited (mainly Vision 2020 and SDGs), however, they do exist and represent a basis that MOE can build on. The education sector, as such, is relatively suitable for M&E and there is ample international comparisons MOE could draw best practices from. Finally, the function has very committed and capable managers and also support of MOE management, who are prepared to take this activity much further.

INFORMATION AND COMMUNICATION TECHNOLOGY

The minister and his senior officials are very committed to developing the ICT capabilities of the MOE, as well as teachers and pupils, and are very supportive of reform and innovation. Libyan youth and young adults are media savvy, and so there is currently public support for the use of ICT at all levels of schooling. In fact, investments in ICT have been made in the past, consistent with periods of government stability, and so public support has also been consistent.

Current staff at the IDC have the training and experience backgrounds required to carry out their technical responsibilities with proficiency. The number, quality, reliability, and affordability of services in the ICT sector is increasing, and so public-private partnerships remain viable solutions to ICT needs and challenges.

CHALLENGES

STRATEGIC PLANNING & POLICY

The MOE needs a strategic plan, complete with vision and mission statements, with specific goals and associated performance indicators, that can galvanize the HQ, the regional offices and the schools, and direct their collective best efforts towards learning, teaching and governance. The focus of effort needs to move from process orientation, position politics and keeping place. A strategic plan spanning ten, but possibly only five years, will steer subsequent rationalization, modernization and reform efforts. It will dictate organizational structure, concentrate effort, and challenge department, office, authority and school heads and their staff.

There is a commonly repeated idea that strategic planning is more important than having a strategic plan. The implication is that the process of planning, involving as it does extensive stakeholder analysis and consultation, is what is more important than having a strategic plan developed in isolation and sitting on a shelf unread by all but its authors.

SCHOOL SUPERVISION & INSPECTION

The MOE currently assesses each teacher four times per year, regardless of past performance or their head teacher's assessment. Of the three standard goals of inspection, namely control, improvement and cooperation, the lock-step process is widely seen as more about the former. The scope for expanding the work of the authority to contribute more realistically to improving teaching, learning and governance is huge.

With a dedicated staff of 8,000 working across the country, the authority is in prime position to assist drive reform and modernization in the MOE and across the 4,400 public schools in Libya. Any

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[48] As it was the case with finance-related documents, around one hundred pages of SM&E related documents written in Arabic were shared with the AT during June/July interviews, on top of those received prior. For efficiency reasons, interviewees and/or translator were requested to present their essence/relevance verbally to interviewers rather than having them fully translated.

such move will require commitment and significant effort. However, meeting the requirements of SDG 4 for quality education means that a more developmental and wholistic approach to inspections is critical.

HUMAN RESOURCES

There is currently overlap and duplication between the various departments and units involved in HR processes and a lack of clarity about the remit of the HR Department. Effective joint working across the MOE is over-dependent on informal networks.

There appears to be a desire to improve teacher and worker performance and a number of good initiatives appear to have been started but there appears to be a lack of an overall strategy and individual initiatives have stalled or had unintended consequences. The pay and bonus system are not meeting the objectives of fairness and motivation. There is not enough attention to the challenges of people management in the MOE. Data and procedures on teacher rationalization and deployment is poor, although much on this subject has yet to fully investigated by the AT.

FINANCIAL MANAGEMENT

This assessment has resulted in numerous findings relating to financial management and also many conclusions. Both should be accepted with reserve though, as: (i) the number of informants was very limited, (ii) mainly managers were interviewed (and their staff may have different views), (iii) this being an assessment exercise may have motivated interviewees to present the situation more favorably than it actually is, (v) no triangulation of information with central agencies such as MOF, MOP, OPM, Central Bank or Libya Audit Bureau was possible and (vi) many documents provided were limited in their scope and quality and/or were too large and complex to be translated in a timely manner.[49]

A&F and DPS play an essential role in financial management, which may be disproportional to ongoing decentralization efforts. Exchange of information appears to be a technical problem to a great extent, especially with Regional offices which are located far from the capital. Dual treatment of operational and development expenditures at every level hamper fiscal discipline, efficiency in allocation of resources, and transparency.

No records or analysis are made of spending incurred by each department. There is a disconnect between financial management and performance. In various segments of the finance function, capacity in PFM disciplines is relatively low, as well as related general disciplines, such as computer skills.

Generalization is the guiding rule in the finance function of the MOE and other ministries. Most finance managers at MOE believe that staff should be interchangeable in case some are absent from work for shorter or longer periods. Interviewees stated that MOF and MOP do not have specialized staff either, in form of sector liaisons, even though they have different staff covering different aspects and stages of budgeting.[50]

STATISTICS, MONITORING, AND EVALUATION

It will take time and resources to perfect SM&E to the point where the MOE will start to see clear benefits. For the time being, resources are dedicated, information is collected, but there is very little follow-up action. There is little clarity within MOE in regard to what role different MOE departments involved in SM&E have.

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[49] During interviews in June and July, almost a dozen finance-related documents were shared by counterparts, totaling over 500 pages written in Arabic. For efficiency reasons, counterparts and/or an interpreter were requested to present the essence/relevance of these documents to interviewers rather than having them translated in writing.

[50] In their opinion, this does not represent a problem, for 'budgeting is the same in any ministry', as put by the A&F and the Financial Controller.

There is little basis for good indicators at the national or sector-level. At present, most indicators used are based on inputs. Ideally, all indicators used should be comprehensive but also SMART.

Performance information and finance are currently not linked in any way. There is also disconnect between information about education sector performance and individuals' performance information. The M&E framework applied at MOE is in general very fragmented. Current infrastructure of the function (funds, accommodation, transportation, equipment, and access to the Internet) is not adequate to support efficient SM&E. The equipment that is present is either outdated or has gone unused.

INFORMATION AND COMMUNICATION TECHNOLOGY

The current computing, communications, and networking power available to the MOE and its affiliated departments, centers, and schools falls severely short in providing the ICT ecosystem necessary to enable teachers and staff to carry out their duties properly, and for pupils to gain "information literacy" and an education that meets international standards. ICT planning and management functions are atomized, uncoordinated, and suffer from inefficiencies and cross purposes.

ICT-related needs, data, and intelligence is not available, making planning and budgeting difficult. ICT functions are severely understaffed making for slow or non-existent tech support, equipment repair or replacement, upgrades, or staff training. There is little to no management or policy oversight with regards to ICT use, cyber security, procurement and contracting, public-private partnerships, or coordination with national ICT policy. Legal, regulatory, and monitoring systems are in not in place to ensure quality, equity, and transparency.

FURTHER DATA NEEDS

Research in all six project themes has been limited to what is possible to obtain remotely or in Tunis, with primarily Tripoli-based and ministry executive level officials, lacking much investigation of structures and staff in the regional offices and schools. Research validity and representativeness will be improved by continuing field work outside these limits. This may also improve levels of support for subsequent policy and procedural changes. The Tripoli population was described by one regional and remote representative, as much more "cosmopolitan, literate and rule of law conscious" than other, more traditional communities with strong patronage and kinship networks. The implications for policy reform are significant and require a better understanding before the proposed solutions presented in the next section are finalized.

Summaries of the data and information that should be obtained in the future to increase the accuracy, reliability, and thoroughness of this assessment are outlined below.

STRATEGIC PLANNING & POLICY

Further general research topics and questions are listed here and while each is a topic worthy of pursuit, some are more important than others. Others still would be overtaken, if the recommendation to develop a fully-fledged strategic plan, and subsequently restructure the MOE—according to the maxim that strategy dictates structure or form follows function—was put into effect.

- Research in all six project themes has been limited to Tripoli in general and ministry executive level staff mainly. Research validity and representativeness will be improved by field work outside these limits. This may also improve levels of support for subsequent policy and procedural changes. The Tripoli population was described, by one regional and remote representative, as much more 'cosmopolitan, literate and rule of law conscious' than other, more traditional communities with strong patronage and kinship networks. The implications for policy reform are significant.

- Research on teaching and learning in higher education relevant to educational administration, planning and performance monitoring should be undertaken, with the objective of identifying local academies that can train and develop new and existing ministry staff. Cooperation with the Bani Walid University in developing its new education management and planning degree is a possible pathway project stemming from this research.

- Regional offices, which to some extent replicate the organizational structure and functions of the MOE at a sub-national level, have significant influence on how education policy actually gets implemented. As such, it is vital that a purposeful sample of these are involved in the next stage of research. They will also be instrumental if, in future, the MOE moves to a more responsive and polycentric model of educational policy and planning.

- Research into the possibility of rationalizing what appears to be a plethora of single-page decrees, old laws and other atomized legislation into a new framework education act is indicated. Such an act would empower the minister to have drafted a set of more specific regulations relating to the establishment, maintenance and running of the MOE and all its departments, schools and institutions. Collected in one place these will be more easily understood and adhered to. There is also the opportunity to make the legislation more enabling than constraining.

- Mapping of the interrelationships in planning, monitoring and control across the MOE with particular attention to the Follow-Up and Performance Evaluation Office, the DPS, the IDC, regional offices, and, initially at least, the Departments of Basic and Secondary Education is required. Effort here would have to be coordinated with any further research under SM&E.

SCHOOL SUPERVISION & INSPECTION

Further research, particularly field work, direct observation and more broad-based consultation is required of Field Offices, their staff and resources, and the schools they supervise. Cooperation and communication across the various departments and offices, but especially between HQ and the Field Offices needs to be better understood. Proposals for further research include:

- Respondents recognized that there are apparent good, weak and failing schools in the country and agree that the characteristics of good schools: are good governance, good teaching and good resource husbandry. They also noted that good teaching involves a move away from lecturing, rote learning / memorization, and teacher-centric approaches; to more student-centric, group and experiential learning that might not be recognized as good practice by some inspectors. What inspectors do, think and know, and the manner in which they are managed requires further research before any risk-based, developmental and supportive school inspection services are proposed for use in Libya.

- A new head of the MOE National Center for Ensuring Quality and the Certification of Education and Vocational Institutions has recently been appointed from Tripoli University. As that person settles into his job, and begins to make his mark on the Center, further collaboration will be important. It is envisaged that quality criteria and the certification process would prove extremely useful in framing school inspection processes and procedures and that the authority and the Center should work closely together. Closer work with the Follow-Up and Performance Evaluation Office and The Educational Curricular and Research Center is also indicated. A network diagram of the complex relationships between these offices, the basic and secondary education departments, and the authority would prove useful in mapping areas of responsibility and lines of accountability. Duplication of effort, rub points, and gaps in service delivery could then be targeted.

- In all six themes explored in this report respondents have mostly been drawn from Tripoli and from the executive ranks of the MOE. It is therefore important for the quality of the research, and for the acceptance of any recommendations and subsequent programmatic interventions, that the research be and be seen to be more broadly-based. For school inspections, this will involve field work with inspection units, "ride-alongs" with inspectors, and closer liaison with schools and regional offices.

HUMAN RESOURCES

- There needs to be greater clarity on what is expected of the HR Department and how its activities articulate with other Ministry Departments and with regional offices. This may be a matter of interviewing a wider range of respondents, including importantly those in Employee Affairs and in ICT, but it may involve getting the departmental representatives together to achieve clarity.

- There needs to be clarity on who is leading the effort to put together job descriptions for the workers in the MOE (both Planning and HR see this as their responsibility) and what is the *purpose* of this exercise. Is it to enable a move towards making appointments that match the requirements of the different jobs? Or is the exercise intended to identify where there is under and over-staffing?

- On the pay structures, there is a need to engage with the MOL to better understand what changes a single Ministry can make or whether there is a government-wide interest in HR reform. A simpler model would see people being paid for the job they do and do away with the complex system of bonuses which is an invitation to patronage and has high transactional costs and risks. It would be helpful to understand whether there is an appetite to move in this direction.

- An Organization for Economic Co-operation and Development (OECD) report on public sector HR reform in MENA countries in 2010 (which did not include Libya) stressed the

importance of modernizing the regulatory framework for public sector employment; ensuring there is good data on worker distribution, skills and qualifications and understanding what future workforce numbers and profile are needed; to move to job classification based on skills and for progression and promotion to be linked to competence; to give greater authority to local managers; and to link performance management to pay. The experience of other MENA countries shows which parts of such reform are difficult to achieve, because of cultural resistance or skills shortages, but stresses the need for a long term, fully articulated strategy. It would be interesting to understand whether the Government wishes to move in this direction and whether agencies, such as the World Bank, are involved in discussions.

- There are significant benefits from introducing professional standards for teachers – a set of statements about what teachers should know, the skills and attributes they should possess, and how they should perform in the classroom and the school. This would form the basis of the proposed license and could be used in appointments, performance reviews, inspections, in-service training, and promotions. Discussion about standards appear to be at the development stage and there is a need to better understand current progress so that support might be offered.

- There are a number of initiatives around improving teacher performance, from the stalled effort to assess the subject knowledge and classroom skills of all serving teachers through to efforts to identify and reward those teachers who are actively teaching. It is unclear whether there is an underlying strategy underpinning these initiatives and it would be helpful to get key stakeholders together to better understand this. It would be helpful to understand who in the MOE *leads* on teacher performance – which is much more than training.

- There is a need to better understand who is responsible for reviewing active teacher payments and ensuring they correspond with the teaching sessions actually required and that there is a central record of the numbers of teachers working full- and part-time.

- The recent effort to refresh the head teacher cadre, and possibly the regional officer cadre, appears to have been unsuccessful. It would be valuable to understand how the MOE will review this initiative. SABER suggests that head teachers play a pivotal role in teacher effectiveness and pupil success. It would be useful to understand what plans there might be for redefining the role of head teachers, reviewing their pay and reward structure, improving their training, and reconsidering appointments to these key positions, especially given the Minister's concern to increase the number of female head teachers.

FINANCIAL MANAGEMENT

Below are some of the most pertinent questions that would need to be answered in order to fully complete this assessment:

- What are the plans and preparations for the decentralization of education finances?

- Understand better the problems exist with communication between HQ and Regional offices, in order to decrease the dependence of Regional offices on private arrangements for sharing information with the Head Office and allow Regional offices to play a more participatory role in budgeting.

- What indicators could MOE use that would be useful for budget purposes?

- Where, if any, are the opportunities to introduce performance-budgeting

- An assessment of training needs of the finance function staff is required, covering all areas likely to result in efficient PFM including: (i) requirements that would need to be met in order to organize such training (i.e. pre-conditions), (ii) funding modalities and the recommended source of funding, (iii) possible training providers, (iv) modalities to assure

quality and (iv) modalities to assure the knowledge and skills gained would be applied in the education sector.

STATISTICS, MONITORING & EVALUATION

- The strategic environment (relevant information and documents, such as national vision and goals, relevant international goals, the development program of MOP with Prime Minister's (PM) National Executive Plan, sector strategies and policies, etc.) should be reviewed and most important goals, objectives, outputs and outcomes for the education sector should be extrapolated. Efforts should be made to develop additional SMART goals, objectives, outputs and outcomes where needed. Targets should be extrapolated or formulated from this information; this will require involvement of the A&F Department and possibly also central bodies such as MOF. Finally, information should be sought about achievements of the Ministry in the past against each of these targets couple of years, looking at one year at a minimum or three, if possible.

- Thorough research should be made of infrastructural conditions of segments that are dependent on MOE budget and financial decisions of the Head Office, most notably, DPS, the Follow-Up Department, IDC, and the Regional offices' Planning and Follow-Up units.

- Further research is needed about the different MIS's the MOE uses or has considered using for SM&E purposes. Specifically, thorough analysis is needed of the scope of need, the technical requirements, staff needed, required training, and the associated costs. While this assessment covered the SM&E generally, more details, more data, and more evidence is needed.

INFORMATION & COMMUNICATION TECHNOLOGY

Additional interviews and meetings remain to get a fuller picture of the ICT ecosystem at the MOE, as many individuals were not available during the assessment time-period, and many ICT-related initiatives lacked available information. A fuller picture would allow the AT to more accurately assess capacities and prescribe solutions to what is currently a very disjointed, uncoordinated, and direction-less sector given the very large sums of money being spent on ICT solutions. Information remains to be collected from:

- Director-General of the IDC,
- IT managers at educational bodies, entities and institutions, as well as affiliated universities,
- Managers of projects contracted by the MOE,
- Project managers who are contractors,
- Representatives of the Communications Regulatory Authority and its affiliated bodies,
- Representatives of the Information Regulatory Authority,
- The designer and preparer of Libya's 2030 vision in the field of education and the field of IT,
- Technical Committee of the draft law on electronic transactions in Libya,
- Specialists at DPS who oversee statistical indicators,
- Service providers for educational institutions, and
- General Administration of the Information Security and Safety Authority.

POTENTIAL SOLUTIONS

The solutions below are proposed by AT with full knowledge that much information and data have yet to be collected, the specifics of which are outlined in the previous section. Developed in brief consultation with senior MOE officials, the section below represents a starting point for developing a more thorough and collaborative solutions design package that effectively responds to the very complex and inter-connected challenges faced by the Libya MOE.

STRATEGIC PLANNING AND POLICY

1. There are a number of viable pathways for improved service delivery by the MOE that can be considered at this stage. However, all of them appear to branch off from one starting point. That is, a medium-term, consensus building, and awareness raising project to assist the MOE achieve the significant goal of a 10-year (but possible five-year) strategic plan, that incorporates the demands of SDG 4, meets the needs of a broad cross-section of stakeholders, empowers those outside the MOE HQ, and shifts the collective mindset from process to outcomes. Consultation and debate on this could even be used to manage-up to and beyond governmental level. Minor and incremental changes to the DPS will not resolve the situation they now find themselves in and will not address the process orientation and silo mentality in place across the MOE.

2. The organizational structure of the MOE can subsequently be rationalized (see Figure 8 below for an illustrative example) to reduce the span of control, introduce a functional organizational design, change organizational behavior and improve service delivery. Eventually position descriptions for use with selection, staff appraisal and promotions can then be developed and used. Nomenclature, titles and pre-nominals for executive members of the MOE need to be researched and possibly standardized. Department, center, and authority heads are variously described (in English) as manager, general manager, director, director manager, general director, and head. An organizational restructure would result in calculations regarding job weight for each position and suitable titles could be pinned to that.

Figure 8: Illustrative MOE Organizational Re-Structure[51]
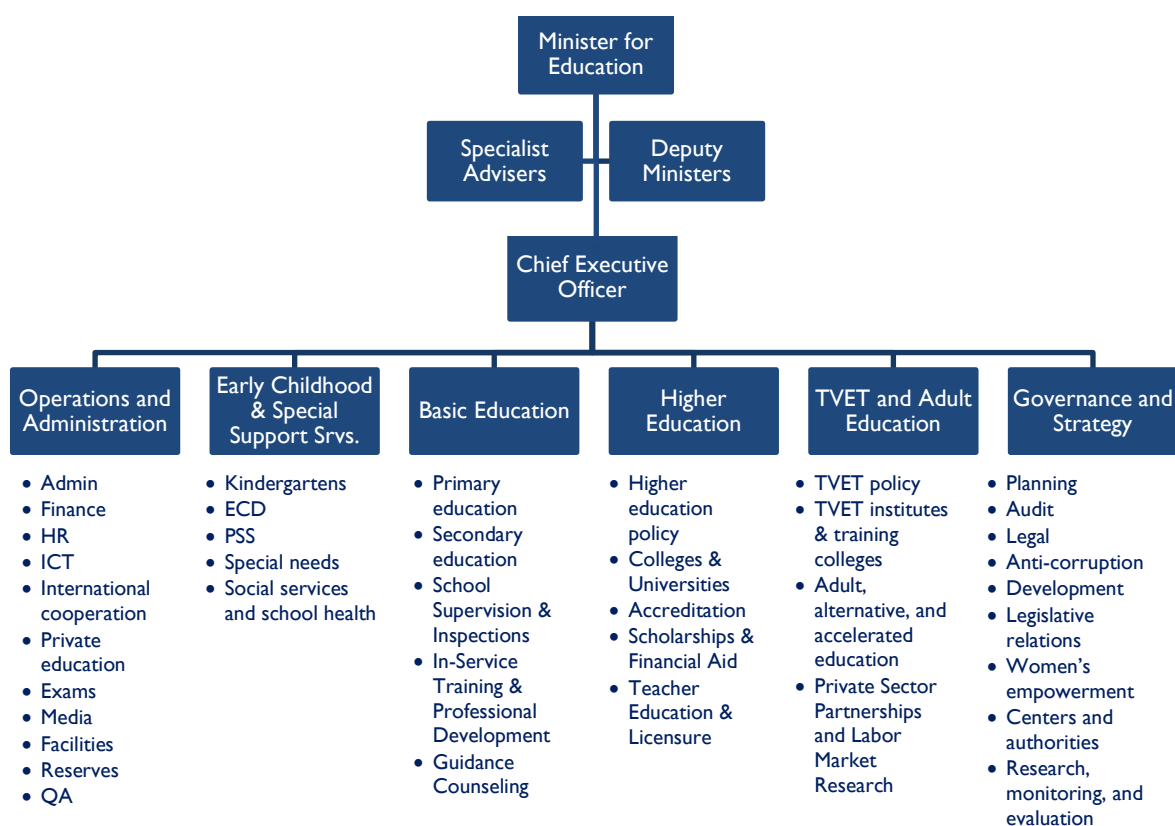
Nomenclature, titles and pre-nominals for executive members of the MOE need to be researched and possibly standardized. Department, center and authority heads are variously described (in English) as manager, general manager, director, director manager, general director, and head. An organizational restructure would result in calculations regarding job weight for each position and suitable titles could be pinned to that.

3. Operational plans in all areas, including ICT, HR, school inspections, and M&E, and renewal of other processes and procedures can flow from the articulated strategic plan.

SCHOOL SUPERVISION & INSPECTION

4. Hold a seminar and workshop whereby all parties of the MOE involved in quality monitoring and assurance could outline their process and procedures, and allow for responsibilities and accountabilities to be mapped, matched and allocated. Parties to be involved include:
    - the National Center for Ensuring Quality and the Certification of Education and Vocational Institutions,
    - the Follow-Up and Performance Evaluation Office,
    - the Educational Curricular and Research Center,
    - the General Center for Training and Education Development,
    - the Pedagogical Inspection Authority,
    - the Department of Basic Education,
    - the Department of Secondary Education, and
    - representative regional office managers and heads of school.

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[51] Note: This is an illustrative structure only and is not proposed as an ideal

5. Seek external assistance in reforming the school inspection system, improving its credibility and aligning its practice more closely to an international model. How that, or something like it, could be accomplished is a matter for further research.

6. It appears (particularly given the amount of interaction, discussion, disagreement and cross-talk during forum discussions for this research) that the staff of most departments, centers and authorities of the MOE do not spend sufficient time together debating issues, raising problems, identifying common ground and working towards sharing an understanding of ideas and ideals. It is therefore also proposed that other seminars and workshops could be incorporated into a cross-cutting communication plan developed by the MOE, and that something like an ongoing series of "town halls" could be instituted at different levels in the organization and around different functions and issues in the MOE HQ itself. Forums of this type would serve a number of purposes.

HUMAN RESOURCES

7. If the MOE's purpose is to improve educational outcomes of pupils in Libya, improving the performance of teachers must be among the most important objectives. Introducing national professional standards for teachers as the basis of licensing, QA, and performance improvement would be a major step forward. Such standards could also be introduced for head teachers. This is clearly being discussed but needs to be an initiative that involves all the departments in the MOE and may require external expertise.

8. The MOE faces significant challenges over the pay system, the numbers of under-employed teachers/workers and performance levels. There needs to be a coherent plan for addressing these issues in an integrated rather than piecemeal way. The MOE should develop a shared HR Strategy which identifies immediate actions in the context of medium and longer term changes and which addresses the regulatory framework underpinning employment rights; improvements to data about worker numbers and deployment; a robust job classification scheme underpinning revised pay arrangements; recruitment/promotion based on evidence of performance; links between individual and corporate objectives; and a focus on improving the selection, skills and training of those with management responsibilities.

9. The MOE must have clarity about who deals with the various aspects of the HR system. The proposed HR strategy which is developed to strengthen performance and to support the MOE's overall objectives should define who is responsible for delivering the different components of the strategy. The joint development of such a strategy could identify where there is overlap, duplication – or gaps – in the management of the HR system.

FINANCIAL MANAGEMENT

10. Especially since there is little guidance/legislation about how the Head Office should liaise with Regional offices and commissions/centers/institutes, there is room for improvement through designing a more consultative process and communication and reporting procedures.

11. Dual treatment of operational and development expenditures is a country-wide challenge that could be tackled only from the center (MOF, MOP, and OPM). Nevertheless, MOE could relax this problem to some extent by requiring the two departments, of A&F and of DPS to work more closely, to exchange information and to prepare joint summary tables for Ministry's own purposes.

12. MOE would also benefit if it started recording which segment of the MOE incurred what expense. Acquisitions from the assets warehouse would be obvious to start with. Performance monitoring is an area where the MOE could introduce improvements, even if there were no corresponding initiative at the level of central ministries, as the rate of return is of interest in its own right.

13. Capacity building should be carried out in various disciplines of PFM (especially with Regional offices and schools but also in other segments of the sector) and in more general disciplines such as computer skills. Where possible, this would be done in cooperation with MOF, MOP, and other relevant central bodies, to ensure what is taught is what these agencies demand from line ministries. Suitable staff could be trained up to become specialists in their areas, who would become not only more skilled but could also share their knowledge and would be more likely to take more responsibility and be more accountable for services delivered.

STATISTICS, MONITORING & EVALUATION

14. A central department such as the DPS, which depends on information from others and must disseminate its plans and inform to others, should be provided effective access to the Internet (which they seem not to have).

15. It is necessary to take detailed stock of SM&E roles and responsibilities. Joint decisions should be reached how this could be restructured to avoid overlaps and omissions in the process. Once mandates are clear, written rules and procedures for effective SM&E should be developed and buy-in should be secured among segments of the function. Ideally, this should be done in collaboration with the MOP and the OPM, to have MOE's efforts aligned with those of the government in general. Mechanisms for reporting and data-exchange should be agreed and if necessary, legal basis would be formed. Steps, standards, timing and accountability should be defined, as well as a clear communication system to ensure continuous follow up. Also, to avoid having a wrong picture of the situation, triangulation (with Regional offices, schools and other informants) should be carried out where deemed necessary.

16. Indicators focusing on inputs should be complemented by output and outcome indicators, so that performance and achievements can be truly measured.

17. Once there is an agreed methodology, clear links should be established between strategic planning and SM&E.

18. Financial management should be linked to performance information and performance management as well.

19. Link performance about the education sector and employees' performance and investigate how individual staff and individual departments contribute to achievement of sector-wide goals.

20. MOE should work toward building the capacity of its relevant staff, in these disciplines but also other relevant disciplines (e.g. project management, statistics, basic computer skills and EMIS and other relevant databases). Where necessary, outside advice should be considered (e.g. through experts from Libya or abroad, specialized institutions from Libya or abroad, or international development partners, who might be particularly useful in establishing links with similar institutions and functions abroad, in facilitating study tours or twinning projects).

INFORMATION & COMMUNICATIONS TECHNOLOGY

21. Re-examine current initiatives—digitize curricula and move to interactive learning—and consider reallocating budget and energy toward increasing access to up-to-date ICT tools that support better quality teaching and learning, especially by promoting information literacy.

22. The Minister and senior officials should collaboratively prepare a clear strategy for digital transformation at the MOE that addresses both the basic ICT ecosystem needs as well as chart a medium- and longer-term course toward a more prominent role for ICT in teaching and learning.

23. The Minister and senior officials should develop policies, procedures, and standards that regulate ICT-based teaching and learning materials and approaches, equipment and network use, cyber security, data protection and storage, digital information and document life cycles, procurement and contracting, public-private partnerships, and links with national ICT policy to ensure access, equity, and transparency.

24. Clarify IDC functions and provide the necessary tools and staff levels for it to act as a central ICT planning and coordination mechanism for the MOE.

25. Conduct regular needs assessments and monitor use of ICT assets especially in classrooms to engage in continuous improvement and data-driven reform.

26. Enable the IDC to provide adequate tech support and ICT training to MOE staff, and build capacity in Regional offices to provide in-service training to teachers in the use of ICT for teaching and learning.

NEXT STEPS

Despite the conditions in Libya, this assessment was able to remain adaptive and flexible in such a way that allowed the team to continue their work with MOE officials, demonstrating that this activity is capable of producing high quality capacity assessment data in crisis and conflict settings. Furthermore, the MOE officials and staff with whom the AT worked were from the very beginning not only cooperative and eager to participate, but deeply grateful and highly motivated to take the results of this assessment seriously. This has resulted in the development of very productive relationships between the AT and officials. These officials as well as the AT are in unanimous agreement that maintaining these relationships and continued collaboration is the most effective way to ensure this capacity assessment activity ultimately makes a difference. The AT also shares in this section a brief list of technical assistance that can be immediately provided by other donors.

The following are three further steps this assessment should take should there be support for it:

1. **Further Assessment Activities:** The remaining data collection needs and activities are outlined in the section above. The manner and timeframe in which further data is collected will be determined by conditions in Libya and Tunis, the availability of individuals and outstanding data, and the priorities of USAID/Libya.

2. **Collaborative Solutions Design Package:** Should this activity continue, a formal solutions design package that details specific actions the MOE can take to address the capacity gaps cited in this report as well as the continuing implementation support the AT can provide will be designed by the AT in collaboration with the Minister and senior MOE staff. The solutions will be based on the potential solutions proposed in this report and developed further in direct collaboration with the MOE officials in order to increase buy-in and the likelihood of implementation.

3. **Solutions Implementation Support:** In order to ensure that MOE officials have the support and tools to implement a solutions package, the AT could provide ongoing support to selected staff and departments in the MOE, ideally spending some time in Tripoli as well as in Field Offices in this step. The nature and approach to the support activities would be detailed in a solutions design package with security conditions in Tripoli a factor in approach.

Key Areas for Immediate Technical Assistance

The following are suggestions by the AT to potential donors and partners of the Libya MOE on areas of immediate need and mutual interest:

A. Inclusive & collaborative long-term strategic planning and cross-ministry mission alignment.

B. Training, equipment, and resources as well as written procedures and reporting frameworks for school inspectors and supervisors that shift focus away from a focus on compliance and toward teacher and head teacher support.

C. Comprehensive, on-site, and on-going technical assistance for continued improvement, implementation, and management of the EMIS eco-system (including the human, procedural, hardware, and software aspects), integrate it with finance and payroll systems, and produce reports for the purpose of public transparency, data-driven decision making, and performance-based planning.

D. Legal and technical assistance in labor relations and HR (specific to public education systems) for devising short-, medium-, and long-term strategies to repurpose and retrain the existing MOE workforce in collaboration with teachers and the teacher's and civil service unions and set it on course toward a shared vision of reform.

E. Include MOE budget and finance departments and staff in existing and future donor-funded government PFM activities.

F. Technical assistance in PFM particularly around the introduction of performance-based budgeting and building the capacity of the finance function to justify their budget requests more thoroughly and convincingly in order to obtain the resources they require.

G. Provide technical assistance to Universities to design, implement, and manage degree programs in public administration, HRD, and M&E to fill these important human capacities at the MOE and other Ministries.

Additional Implementation Guidance

The AT has also developed further guidance for implementing the potential solutions outlined in the previous section by drafting a table outlining the potential roles of departments and staff for each solution (Annex J). They also produced a GANTT chart that suggests a potential timeline and order of actions (Annex K). *These Annexes are illustrative and should be used as starting points only. They will need to be further developed in collaboration with the Minister of Education and his senior staff.*

ANNEXES

ANNEX A: LIST OF STAKEHOLDER CONSULTATIONS

#	Date	Time	Department	No. of interviewees
1	Sun, Mar 3, 2019	14:00	British Council Libya	1
2	Mon, Mar 4, 2019	14:00	Information and Documentation Center, Teacher Training Center and National Commission for Science, Education and Culture	6
3	Mon, Mar 4, 2019	15:00	Human Resource Department of MoE	3
4	Mon, Mar 4, 2019	16:00	Teacher Training Center Management	2
5	Mon, Mar 4, 2019	17:00	Curriculum Center	3
6	Mon, Mar 4, 2019	18:00	National Examinations Center	2
7	Tue, Mar 5, 2019	09:30	DPS	1
8	Tue, Mar 5, 2019	11:30	Technical and Technology Authority	2
9	Tue, Mar 5, 2019	12:30	Financial Department	1
10	Tue, Mar 5, 2019	14:00	World Bank Libya	1
11	Tue, Mar 5, 2019	14:30	Follow-Up Department	1
12	Tue, Mar 5, 2019	16:00	Education Reform (ICT)	1
13	Tue, Mar 5, 2019	16:30	Educational Facilities Authority	1
14	Tue, Mar 5, 2019	17:00	Academy for Post-Graduate Studies, Authority for Research and Technology	2
15	Wed, Mar 6, 2019	10:00	National Committee for Science, Education and Culture	1
16	Wed, Mar 6, 2019	11:00	Directorate of Cultural Attaches and Scholarship Affairs	2
17	Wed, Mar 6, 2019	12:00	Department of Documentation and Information	1
18	Wed, Mar 6, 2019	13:00	Department of Private Schools	2
19	Wed, Mar 6, 2019	14:00	Department of Special Education	2
20	Wed, Mar 6, 2019	15:00	Department for Legal Affairs	1
21	Wed, Mar 6, 2019	16:00	Women's Empowerment and Support	2
22	Wed, Mar 6, 2019	17:00	Regional Office Misrata, Regional Office Bennouil	2
23	Wed, Mar 6, 2019	20:00	UNICEF Libya	1
24	Thu, Mar 7, 2019	09:00	University of Tripoli	4
25	Thu, Mar 7, 2019	11:00	ICT Advisory Committee of MOE	2
26	Thu, Mar 7, 2019	12:00	Libya Telecom and Technology (LTT)	1
27	Thu, Mar 7, 2019	15:00	MOE Data Center and ICT	11
28	Thu, Mar 7, 2019	16:00	Data Center of National Examinations Center	2
29	Thu, Mar 7, 2019	16:30	Department for International Cooperation and Head Masters of 5 schools in Tripoli	8
30	Thu, Mar 7, 2019	18:00	Minister	1
31	Thu, Mar 7, 2019	14:00	National Commission for Science, Education and Technology	2
32	Thu, Mar 7, 2019	19:00	IBM Libya, Algeria and Tunisia	1
Total number of interview and discussion forums: 32			**Total number of interviewees: 72**	

ANNEX B: ASSESSMENT PLANNING & ANALYSIS TEMPLATE

	Capcity Question/ Indicator	Baseline: Capacity Score					Target	Priority Level (high, medium, low)
		1	2	3	4	5		
HUMAN CAPACITIES								
1								
Evidence Needed (form + location):								
Sources Planned (documents/people):								
Sources Actual:								
Evidence Found (documented/discussed):								
2								
Evidence Needed (form + location):								
Sources Planned (documents/people):								
Sources Actual:								
Evidence Found (documented/discussed):								
3								
Evidence Needed (form + location):								
Sources Planned (documents/people):								
Sources Actual:								
Evidence Found (documented/discussed):								
4								
Evidence Needed (form + location):								
Sources Planned (documents/people):								
Sources Actual:								
Evidence Found (documented/discussed):								

ANNEX C: FOCUS AREAS AND INDICATORS

Focus Area	Sub-Component	Indicator
Strategic Planning and Policy	Human Capacity	Number and roles of staff
		Technical ability of staff
		Leadership & culture
		Human Resource Management (HRM)
		Human Resource Development (HRD)
	Institutional Capacity	Standard Operating Procedures (SOPs) for tasks
		Roles & responsibilities in MOE
		Organizational chart
		Business / operational plan
		Links to other ministries
	Infrastructural Capacity	Offices and accommodation
		Equipment and materials
		Information and Communications Technology (ICT)
		Data
		Finances
Finance and Accounting	Human Capacity	Organizational structure
		Collaboration with Internal and External Audit
		Written guidance and procedures for the function
		Related institutions and their demarcation
		Policies for funding/annual budget
		Advice and technical assistance by MOF and MOP
		Technical assistance and capacity building initiatives
		Central finance function and devolution
		Communication and reporting rules
		Ownership
		Accountability
	Institutional Capacity	Leadership of MOE finance function
		Staffing of the finance function
		Knowledge and skills of staff
		Placement of staff
		In-service training of staff
		Staff stability / turnover
		Staff are informed
	Infrastructural Capacity	Financial resources
		Accommodation of the finance function
		Equipment and supplies/materials
		Transportation
		Specialized financial software
		Form and structure for budget preparation, adoption and execution
		New spending initiatives and savings

Focus Area	Sub-Component	Indicator
		Fund allocation mechanism per region and per school
		Financial administration
		Budget execution, management and reporting
		Timeliness and flexibility of spending
		New spending initiatives and savings
		Timeliness
		Revenues
Information and Communication Technology (ICT)	Human Capacity	Computer literacy among staff
		Dedicated ICT staff and support
		Training and experience in using ICT as learning tool
	Institutional Capacity	Data management systems and policies
		ICT policy
	Infrastructural Capacity	Access to computers and IT
		Internet connectivity
		Teaching and learning resources
Human Resources	Human Capacity	
	Institutional Capacity	Expectations and job requirements Pay and grading structures Staff recruitment and appointments Pre-service training and preparation Deployment and staff distribution Effective management and leadership Managing worker performance In-service training Staff motivation
	Infrastructural Capacity	Facilities and equipment HRM information systems and records Office space and location
Supervision and Inspection	Human Capacity	Number and roles of staff
		Technical ability of staff
		Leadership & culture
		HRM
		HRD / ETD
	Institutional Capacity	SOPs for task
		Roles & responsibilities in MOE
		Organizational chart
		Business / operational plan
		Links between Regional Officers and schools
	Infrastructural Capacity	Offices and accommodation
		Equipment and materials

Focus Area	Sub-Component	Indicator
		ICT
		Vehicles / travel
		Finances
Monitoring and Evaluation	Human Capacities	Leadership of the SM&E function
		Staffing of the SM&E function
		Staff stability and turnover
		Knowledge and skills of staff
		Placement of staff
		In-service training of staff
		Staff motivation
		Staff are informed
	Institutional Capacities	Organizational structure
		Written guidance and procedures for the function
		Related institutions and their demarcation
		Advice and technical assistance provided by other institutions
		Technical assistance and capacity building initiatives
		Central SM&E function and devolution
		Communication and reporting rules
		Accountability
	Infrastructural Capacities	Financial resources
		Accommodation of the SM&E function
		Transportation
		Equipment and supplies/materials
		Specialized SM&E software
		Format, scope and depth of SM&E
		Control and audit
		Timeliness

ANNEX D: ASSESSMENT TEAM BIOS

Dr. Mark Weston Wall

Dr. Wall is a practitioner and consultant with significant experience in the humanitarian, development, education, community relations, military, and police sectors. Tertiary qualifications include degrees in education, social sciences, industrial relations, and ethics; and technical and vocational diplomas in management, training, and electronics. He was previously an academic, earlier a commissioned officer in the Australian Regular Army, and originally a tradesman.

Abdulhakim Omar Kamaily

Expertise in public and private ICT sector with significant government and corporate experience. Specializes in public private contracts, ICT and international development, strategic planning for ICT in the education sector, and partnerships with major international hardware and software firms.

Naida Trkić-Izmirlija

Experienced economist with a master's degree in international economic studies and 15 years of experience in consulting. She devoted 12 years to advising on public finance management, specialising in budget process coordination, linking planning with budgeting, developing more realistic estimates, and doing diagnostic assessments and reviews of PFM systems. Also, she has nine years of experience in building organizational and human capacity in ministries and agencies, extra-budgetary funds, state-owned enterprises, and parliaments. She brings to the team experience in financial and budgetary matters within education sectors of a handful of countries and four years of experience doing reviews and evaluations.

Andrew Snowden

Andrew Snowden has significant HR leadership and consulting experience, specializing in workforce planning, performance management, reward systems, leadership development and organizational change. Andrew has held board level responsibility for HRM/HRD in a number of large UK public sector organizations and has international experience, navigating different cultural approaches to management and performance. As a consultant, Andrew has a reputation for pragmatism and delivery. Most assignments have led to requests for further work or offers of permanent appointment.

Dr. Andrew Epstein

Expert in the design and implement performance and impact evaluations of international development and humanitarian aid projects in multiple sectors, with leadership provided in education and youth research; provide team leadership and technical oversight for a portfolio of evaluations and studies; provide technical assistance on performance evaluations, mixed methods and qualitative data collection and analysis, education and youth development, and crisis and conflict contexts; contribute to business development and participate in internal and external communities of practice and thought leadership.

ANNEX E: DATA COLLECTION TOOLS

LIBYA MINISTRY OF EDUCATION CAPACITY ASSESSMENT

Planning and Management of Financial Resources
Protocol for interviews

Date, time and place:	
Interviewer:	

Introduction and Consent

Thank you for taking the time to meet with me today. My name is: Naida Trkić-Izmirlija and I work for a research firm based in the United States called Social Impact.

Social Impact has been contracted by the United States Agency for International Development (USAID) to work with the Libyan Ministry of Education (MOE). Our aim is to conduct a human and institutional capacity assessment in order to assist the MOE in providing better support to its staff, and in more effectively planning for the future.

We believe that your insights into and perspective on planning and management of financial resources in the MOE can assist us gain a better understanding of this complex topic. To cover this, we will look at MOE human, organizational, and infrastructural capacities.

Your participation in this interview is completely voluntary. You may choose to withdraw at any time or not answer any question. Our report will present our findings only in general terms, and the notes we collect from you now will be kept strictly confidential. We will not attribute any information we provide in public reports to you without your expressed, written permission.

Do you any questions for me?

In case you have any further questions or comments our team leader is: Dr. Andrew I. Epstein; Tel: +1 703 465 1884 x245; E-mail: aepstein@socialimpact.com

THANK YOU FOR PARTICIPATING

General Guidelines

- ✓ Please ensure that you understand these questions fully before attempting to answer them. Our team are at your disposal to clarify if needed.

- ✓ Please aim to answer all questions. Should there be questions that do not pertain to your particular department or position, please note it in your reply.

- ✓ We have marked spaces for your answers bright blue. <u>Please do not make changes or write anywhere but in these fields</u>.

- ✓ If deemed useful, we can provide you with a sample illustrative answer.

- ✓ Please support your answers with suggested corroborating evidence, i.e. provide the team with copies of such documents.

- ✓ These questions are to be completed to the best of your knowledge. While we encourage you to confirm your answers with your co-workers, that is not essential as there is no expectation that they will reflect the reality 100 percent.

- ✓ We are seeking technical input / information and for our purposes, your responses must not be signed off by your supervising manager.

- ✓ Answers will be treated confidentially, and we encourage you to be frank, especially in sections about weaknesses and where your opinion is sought about possible improvements.

- ✓ **For purposes of this assessment, we shall apply the following definition: "The finance function is tasked with managing Ministry's financial assets, by planning, budgeting, auditing, accounting for and controlling them, in order to facilitate efficient operations of the Ministry. It is also tasked with personnel payroll and producing financial statements. The finance function must not be equated with the finance department, for some of these tasks might be responsibility of other organizational units."**

Introductory Questions

What are your **name** and **e-mail** address, and could you briefly describe your current **position** and how long you have worked in this field?

Questions about Human Capacities

H1	Leadership of MOE finance function	@A&F, HR

Does the finance function of MOE have a manager with min. **5 yrs. of experience** in that position?

What would you regard as **most important qualifications** of that manager?

Would you say this manager is **motivated** and if so, by what (e.g. job security, paycheck, fun environment, growth opportunities, loyalty, appreciation, eagerness to learn, shares the same values as MOE, feels right for that job)?

Information and views provided:	Corroborating evidence:
	• Manager's biography • Performance appraisal
Score provided by the interviewer (0-3):	
Priority attached:	

H2	Staffing of the finance function	@A&F, HR

How many staff are engaged in MOE's finance? Explain if the actual number is different from the **approved** one. How feasible do you find the approved numbers (explain)?

How are these positions **distributed**?

Are all staff **actively employed** (not seconded, studying abroad, or elsehow prevented from carrying out their daily duties within the function)?

Information and views provided:	Corroborating evidence:
	• Structure of the finance function (approved and actual) • For each segment of the structure: number of staff and their positions (approved vs. actual)
Score provided by the interviewer (0-3):	
Priority attached:	

H3	Staff stability / turnover	@A&F, HR
What is the percentage of **staff who have left MOE** in the last 10 years?[52] How large was that **percentage in the finance** function? What were the main **reasons** for their leaving (e.g. layoff/redundancy, dismissal, end of contract, voluntary)?		
Information and views provided:		Corroborating evidence:
		• Percent of staff who left MOE • Percent of staff who left the finance function • Overview of reported reasons for leaving
Score provided by the interviewer (0-3):		
Priority attached:		

H4	Knowledge and skills of staff	@A&F; HR; MoF; MoP; Supreme Audit Bureau (SAI)
Would you say that, overall, MOE finance staff have **knowledge, experience and skills** their jobs require? If not, are there **particular areas** staff generally lack knowledge in (which ones)? Are there **particular staff** with little relevant knowledge (in which sub-section)? How does the function **handle** that?		
Information and views provided:		Corroborating evidence:
		• Scopes of Work (SOWs) for individuals/sub-departments or department (in lieu: overview of duties and responsibilities) • Overview of staff qualifications
Score provided by the interviewer (0-3):		
Priority attached:		

[52] Does the interviewee think a period of 5 years would be more adequate than 10 years? This period would be used throughout the entire questionnaire/interview, unless mentioned otherwise.

H5	Placement of staff	@A&F, HR

Generally speaking, do you think MOE finance staff are **placed properly and use and share** their knowledge? What do you reckon would enable them to use their knowledge **even better** and share it more openly with their peers?

Is the situation same throughout the **whole function?**

Information and views provided:	Corroborating evidence:
	• N/A
Score provided by the interviewer (0-3):	
Priority attached:	

H6	In-service training of staff	@ HR

Does the HR Department **assess training needs** of finance function staff regularly (using what **methodology/procedures**)? What is the **participation rate of finance function** staff in those trainings, in other words, what percent of finance staff is usually included in trainings, and what is it for **MOE staff overall**?

How is the decision made **which staff** will receive training and **who will be trained first**?

Who conducts such trainings and **how often**?

How much is spent on training of finance staff per year, typically? Are allocated funds earmarked (i.e. cannot be spent for any other purpose)? Do you consider this level of funding sufficient?

Information and views provided:	Corroborating evidence:
	• SOPs regulating in-service training • Overview of staff trained and basic info about trainings • Aver. participation rate of finance staff and for MOE overall • Relevant section of budget request/ approved budget/ exe-cution
Score provided by the interviewer (0-3):	
Priority attached:	

H7	Staff motivation		@A&F, HR
Would you say that finance staff at MOE are **motivated sufficiently**? Are their motifs aligned with their work, financial and non-financial incentives exist, and overall work environment is positive? Is the situation same throughout the **whole function?** Do you think **other ways of motivation** would be more successful (which ones) and do you believe they could be applied in practice?			
	Information and views provided:		Corroborating evidence:
			• N/A
	Score provided by the interviewer (0-3):		
	Priority attached:		

H8	Staff are informed		@A&F, HR
Do you think MOE finance staff are sufficiently informed about **what they are expected to do** as part of their jobs (e.g. through SOWs, SOPs, or verbally)? What do you think would **help** them understand it even better? Would you say they are sufficiently informed about **how well they perform** (e.g. through regular and systematic performance appraisals or feedback by supervisors)? Is such feedback provided regularly? How do you think could MOE managers **communicate** their feedback to staff better?			
	Information and views provided:		Corroborating evidence:
			• Sample SOP • Sample SOW/job descript. • Sample performance appraisal
	Score provided by the interviewer (0-3):		
	Priority attached:		

Questions about Institutional and Organizational Capacities

O1	Organizational structure	@A&F
Does MOE have an approved **organizational structure**? Does the actual situation differ? If there are discrepancies or you are not aware of or familiar with the approved structure, kindly describe how is MOE structured (list departments/units and how they relate).		

Where is the **Admin & Finance Affairs Department** located in that structure? How is that department structured, in particular its **finance part** (are there sub-departments, what are their mutual relationships, how many staff does it have and at what positions)? Please state if there are discrepancies between actual and approved.

Are there any **other segments within MOE that have financial responsibilities** and can therefore be considered part of the finance function?

Would you say the existing approved structure **enables effective functioning** of the finance function? If not, why and how could it be improved?

Information and views provided:	Corroborating evidence:
	- Approved organizational structure of MOE - Structure of A&F Dept., with details about the finance segment (incl. positions and numbers of staff in each unit) - Discrepancies between approved and actual - SOW of the function
Score provided by the interviewer (0-3):	
Priority attached:	

O2	Collaboration with Internal Controls and Audit	@A&F; SAI

Does **MOE have internal control and internal audit** functions? Do they **check finance affairs?** In what way and how often? Is the finance function provided findings and recommendations once it has been checked? Does it act upon those and reflect them in future operations and is that compulsory? What consequences does it face if it fails to do so?

Does the finance function **deliver all information requested/reports** and on time?

Does the **Libya Audit Bureau** audit the function? In what way and how often? Does the finance function share all information requested and on time? Are Bureau's findings considered and recommendations acted upon? Is it compulsory and what consequences are faced if not?

In your view, how could this cooperation be **improved**?

Information and views provided:	Corroborating evidence:

	• Relevant laws and SOPs • Reconciliation what was asked for against what was submitted (and when) for last 5 years (2014-2018)
Score provided by the interviewer (0-3):	
Priority attached:	

O3	Written guidance and procedures for the function	@A&F

Is there **written guidance regulating affairs of the finance function** (e.g. law regulating financial affairs in ministries, SOW for the function, SOPs for specific tasks and procedures, annual operational plan and possibly a mid-term plan)?

Is this guidance **followed**? If partially, explain which parts are and why others are not.

Would you say this guidance **enables efficient functioning** of the function? If partially, please explain which parts do and why others do not.

Information and views provided:	Corroborating evidence:
	• Law regulating financial affairs in ministries • SOW for the function • SOPs for key tasks and procedures • Most recent (2017-2019) strategies and operational plans.
Score provided by the interviewer (0-3):	
Priority attached:	

O4	Related institutions and their demarcation	@A&F; MoF; MoP

Is there clarity how affairs of the finance function fit in the **"wider picture"** (i.e. in the context of MOF, MOP, OPM, Presidency, Parliament etc.)?

Is there **clarity about roles** of each of the above institutions when it comes to financial management of the education sector? If partially, please explain.

Do you think there is room for **improvement** in the cooperation between these stakeholders and if so, how?

Information and views provided:	Corroborating evidence:

	Relevant laws/SOWs/SOPs • Relevant reports
Score provided by the interviewer (0-3):	
Priority attached:	

O5	Policies for funding / annual budget	@**A&F**; MoF; MoP

How are **funding policies and expenditure ceilings** determined for the overall budget and items within? Who sets them? Based on what information? What regulates that process? Would you say there could be **improvements** made to it (how)?

Would you say the **MOE has, overall, sufficient financial resources** to operate efficiently (if not, where are financial bottlenecks)? Is it usually allocated all funds it requests (what lines are typically underfunded and why)? Does it usually spend all funds it is allocated (what percent of the approved budget gets usually spent and what budget lines are underspent and why)?

Information and views provided:	Corroborating evidence:

	• Organic budget law
	• Budget instructions / circulars sent to budget users by MOF/MOP regulating budget preparation
	• SOPs/instructions regulating the Fiscal Framework
	• Most recent available:
	  - Fiscal framework
	  - Budget request by MOE (and MOF/MOP's feedback provided)
	  - Approved budget plan
	  - Budget execution

Score provided by the interviewer (0-3):	
Priority attached:	

O6	Advice and technical assistance by MOF and MOP	@**A&F**, MoF, MoP

Does MOE have **formal liaisons/ points of contact within MOF and MOP** for purposes of budget preparation, execution and reporting? How often does interaction occur, on what topics, and who initiates it? Is it useful and how could it be improved further?

If not, why do you think are there no formal liaisons and are there other persons within these institutions substituting? How does MOE cope with that?

Information and views provided:	Corroborating evidence:
	• SOPs/instructions regulating the liaison between MOE finance function and MOF/MOP
Score provided by the interviewer (0-3):	
Priority attached:	

O7	Technical assistance and capacity building	@A&F

Has the Admin and Finance Department received any technical assistance (**advice, capacity building or equipment**) in the last 5-10 years, by Libyan authorities such as MOF, MOP, OPM, Audit Bureau, development partners or the private sector?

Who provided such assistance? When was it provided and for how long? Was it provided at the right time? Was the assistance recipient-driven and based on real needs? Were conditions attached to it (and if so, what type)?

Information and views provided:	Corroborating evidence:
	• MOUs/list of cooperation or technical assistance projects implemented so far or committed in near future, along with basic data
Score provided by the interviewer (0-3):	
Priority attached:	

O8	Central finance function and devolution	@A&F

Are all finance-related tasks and responsibilities of the education sector dealt with centrally, i.e. from MOE? What role, if any, do sub-national levels of government (regions) and bodies/institutions that are under MOE (e.g. universities, schools, inspectorates etc.) have in that?

Are responsibilities of all these parties (MOE departments, regions, etc.) **clearly defined**?

Would you say there is room for **improvement** in the cooperation between these stakeholders (how)?

Information and views provided:	Corroborating evidence:
	• Relevant laws/SOWs/ SOPs

Score provided by the interviewer (0-3):	
Priority attached:	

O9	**Communication and reporting rules**	**@A&F**

Are finance-related communication and reporting between all education sector segments that are involved in finance regulated through **specific rules**? Do such rules exist in writing (and if so, in what document)? Are these rules known to all segments involved (if so, how have they been communicated) and is that repeated regularly, especially if staff turnover is high?

Are these rules adhered to (if not, why not, and in that case, what substitutes for them)? Is the situation the same throughout the whole function (i.e. across all segments)? Is the situation same with all types of rules? Would you say there is room for improvement in this respect and if so, how?

Information and views provided:	Corroborating evidence:
	• Laws/SOWs/SOPs regulating communication and reporting • Control/audit reports and findings dealing with communication and reporting
Score provided by the interviewer (0-3):	
Priority attached:	

O10	**Ownership**	**@A&F; MOF; MOP; SAI**

Is MOE granted sufficient **flexibility** to manage its budget effectively and timely? If not, why not (e.g. too few or unskilled staff, technology not available, legislation stipulates that MOF/MOP assume that role instead of MOE etc.)?

Information and views provided:	Corroborating evidence:
	• Laws/SOWs/SOPs about budget execution • Control/audit reports and findings dealing with budget execution
Score provided by the interviewer (0-3):	
Priority attached:	

O11	Accountability	@**A&F**; **MOF**; **MOP**; **SAI**

Does the finance function prepare financial plans and development projects itself (in the **format prescribed by MOF and MOP** and on time) or is that done by MOF and MOP on MOE's behalf?

Does the finance function **cooperate with Internal Controls and Audit and External Audit** (Audit Bureau), i.e. prepares and shares information requested, reviews findings and follows-up recommendations?

Are **public debates** organized to obtain input from the civil society? Is MOE given the opportunity to **defend** its budget request before MOF and MOP (representing the Cabinet/the Government)?

Does MOE require its segments to report regularly on their **performance**, e.g. based on education sector's or departmental KPIs?

Information and views provided:	Corroborating evidence:
	• Laws/SOWs/SOPs regulating accountability • Control/audit reports and findings dealing with accountability
Score provided by the interviewer (0-3):	
Priority attached:	

Questions about Infrastructural Capacities

I1	Financial resources	@**A&F**; **MOF**

Would you say the finance function has **sufficient financial resources to function effectively**?

How does the function prepare its part of the **budget request**?

Is it usually allocated all funds it requests (if not, **what lines are usually under-funded** and what explanation is provided by decision-makers)? **Does it usually spend all funds** it is allocated during the fiscal year (if not, what percent of the allocation is spent and what lines are underspent)?

Information and views provided:	Corroborating evidence:
	• Budget request prepared by the function/department • Approved budget for the function • Budget execution of the function

Score provided by the interviewer (0-3):	
Priority attached:	

I2	Accommodation of the finance function	@A&F

Kindly describe accommodation (**buildings and offices – their size, state and location**) used by the finance function.

Would you say the finance function has accommodation of size, state and location that allows **efficient** functioning and collaboration with relevant stakeholders?

Information and views provided:	Corroborating evidence:
	- Overview of accommodation used - Relevant part of the budget request of the function/dept. - Relevant part of approved budget - Relevant part of budget execution
Score provided by the interviewer (0-3):	
Priority attached:	

I3	Equipment and supplies/materials	@A&F; ICT

Kindly describe equipment (**phones, computers, internet, UPSs, printers, copying machines etc.**) and supplies the finance function has at its disposal.

Would you say such equipment and supplies/materials (quantity, quality, state, location) allow efficient functioning and collaboration with relevant stakeholders (why not)?

Information and views provided:	Corroborating evidence:
	- Overview of assets (equipment etc.) used - Relevant part of the budget request of the function/dept. - Relevant part of approved budget - Relevant part of budget execution
Score provided by the interviewer (0-3):	

	Priority attached:	

I4	Specialised financial software	@A&F; ICT

Kindly describe **what specialized financial and other software** the finance function uses?

Do all relevant staff in the function have **access to that software** (training, software, license, access rights, computer, desk, connectivity)? If not, why not?

Information and views provided:	Corroborating evidence:
	• Part of the budget request of the function/ department that relates to financial software • Relevant part of the approved budget • Relevant part of the budget execution
Score provided by the interviewer (0-3):	
Priority attached:	

I5	Transportation	@A&F

Kindly describe **what transportation the finance function needs** to perform its duties?

Are all relevant staff within the function provided **adequate and sufficient** transportation (vehicles, fuel, allowances, tickets etc.)?

Information and views provided:	Corroborating evidence:
	• Overview of vehicles etc. used • Relevant part of the budget request of the function/ dept. • Relevant part of approved budget • Relevant part of budget execution
Score provided by the interviewer (0-3):	
Priority attached:	

I6	Timeliness	@**A&F**, **MOF**, **MOP**, **SAI**

Does the finance function **receive relevant information** (requests for funding, execution reports, bank reconciliations etc.) from other departments and centers and sub-ordinates (regional offices, schools etc.) timely? If not, why not?

Does the finance function **submit** its reports and other information timely (why not)?

Information and views provided:	Corroborating evidence:
	- Budget calendar - Relevant SOPs and instructions provided by MOF/MOP - If available, list of key deliverables received from subordinate units in 2018, along with deadlines and submission dates - If available, list of key deliverables due to MOF, MOP, SAI in 2018, along with deadlines and submission dates - Relevant audit reports
Score provided by the interviewer (0-3):	
Priority attached:	

I7	Financial administration	@**A&F**, **MOF**, **MOP**, **SAI**

Do **elements of MOE's financial management** (economic, organizational and functional classification of the budget; detail of chart of accounts; split of the budget into salaries, operational and development budget; split of responsibilities between MOF and MOP; split of responsibilities between MOE and its sub-ordinates etc.) allow **effective financial administration**? If not, what could be **improved**, in your opinion?

Information and views provided:	Corroborating evidence:
	- Relevant laws and SOPs - Sample approved budget, illustrating the split into budget chapters and economic, organizational and functional classification
Score provided by the interviewer (0-3):	
Priority attached:	

18	Form and structure for budget preparation, adoption and execution	@A&F; MOF; MOP; SAI

Is there a **budget calendar** (list of steps with deadlines and institutions responsible), agreed between relevant stakeholders, which budget users (including MOE) are obliged to adhere to? Does that calendar streamline budget preparation, approval, execution and reporting?

Does MOE receive **instructions/guidelines/circulars** from MOF and MOP that provide sufficient guidance for preparation of budget request and budget execution and reporting? Do you regard them as useful? Are they provided timely?

Information and views provided:	Corroborating evidence:
	• Budget calendar • MOF/MOP circulars for budget users • Audit Bureau reports dealing with this issue
Score provided by the interviewer (0-3):	
Priority attached:	

19	Buget execution, management and reporting	@A&F; MOF; MOP; SAI

Kindly describe MOE's **disbursement mechanisms/process**? Are they timely and efficient (if not, why not)? Are **expenditures tracked** below the MOE level, ideally down to the school level (if not, why not)?

How does **MOE record its commitments**? Are they recorded prior to issuing the payment order? What actions does MOE take to avoid **overspending** (e.g. effective aggregate and transactions controls) and are such actions successful (if not, why not)?

Kindly describe **government's banking arrangements**. Are they conducive to efficient operations of MOE (if not, why not)? Is MOE obliged to process its funds using **Government's Payment System and the Single Treasury Account** and is that done (if so, are there any problems)?

Please describe the way MOE manages and controls its **cash**. Would you say that is conducive to efficient operations for MOE (if not, why not)? Do you think MOE has adequate **controls** in place to prevent problems (elaborate)?

How does MOE **record its financial transactions**? Do you consider that method effective? How are monthly and annual accounts prepared? Do you think there are ways to improve that (elaborate)?

Information and views provided:	Corroborating evidence:
	• SOPs regulating budget execution, management and reporting • Audit reports dealing with these issues

	Score provided by the interviewer (0-3):	
	Priority attached:	

110	Timeliness and flexibility of spending	@A&F; MOF; MOP; SAI

Does MOE receive its budget appropriation by the deadline stipulated in legislation (if not, why not)? Do you consider that deadline realistic, i.e. does it allow MOE to operate effectively?

Kindly describe **how flexible spending** of the budget is? Can switches be made within budget categories (and how)? Between different categories (and how)?

Information and views provided:	Corroborating evidence:
	• Laws and SOPs regulating this area • Relevant audit reports
Score provided by the interviewer (0-3):	
Priority attached:	

111	Fund allocation mechanisms per region and per school	@A&F

How is the decision made how much funds each region (and within that, school) will receive from the budget? Are you aware of official fund **allocation mechanisms** (e.g. a per-capita formula) and would you be able to provide more information about it (what **factors** it uses etc.)? Would you say the formula is **fair** in that it reflects the relative needs of each region and school? Are there **problems** with using it (elaborate)?

Information and views provided:	Corroborating evidence:
	• Relevant laws/SOPs • Relevant audit reports
Score provided by the interviewer (0-3):	
Priority attached:	

112	New spending initiatives and savings	@A&F; MOF; MOP

What **incentives** are in place to save public funds?

What happens with appropriated funds MOE saves/does not spend? Can such funds be used for other purposes during the same FY (if so, what mechanism is used - **virements**)? Have MOE done that in the past? If not, could MOE count on these funds in the following year (or would their new budget be reduced by that amount)?

Is MOE usually successful in making its case before MOF/MOP when requesting funds for new initiatives (if not, why not)?

Information and views provided:	Corroborating evidence:
	• Relevant laws/SOPs • Relevant audit reports
Score provided by the interviewer (0-3):	
Priority attached:	

113	Raising revenues	@A&F; MOF, SAI

What revenues does MOE raise? What **source** do these revenues come from (government, private sector, donors etc.)? Are there **problems** with certain types of revenues?

Information and views provided:	Corroborating evidence:
	• Relevant laws/SOPs • Revenues chapter of the budget (plan, approved and execution) • Relevant audit reports
Score provided by the interviewer (0-3):	
Priority attached:	

Follow-up Questions

Could you tell me if there are any other persons you recommend we speak about the above issues as part of this assessment?

Do you have any suggestions or recommendations that might improve our methodology for this research? What else can we do to better understand this topic?
Is there anything further that you would like to add on this topic?

Interviewer's Observations

Where there any concepts or questions that the respondent seemed to find hard to understand or misinterpreted?
Did the respondent seem knowledgeable about the topic?
Are there any key follow-up questions, topics or participants based on this interview?
Were there any major sensitivities (personal, personnel, political) raised that relate to this topic?

LIBYA MINISTRY OF EDUCATION CAPACITY ASSESSMENT

Research, Monitoring & Evaluation (RM&E)
Protocol for interviews with <u>MOE RM&E function</u>

Date, time and place:	
Interviewer:	

Introduction and Consent

Thank you for taking the time to meet with me today. My name is: Naida Trkić-Izmirlija and I work for a research firm based in the United States called Social Impact.

Social Impact has been contracted by the United States Agency for International Development (USAID) to work with the Libyan Ministry of Education (MOE). Our aim is to conduct a human and institutional capacity assessment in order to assist the MOE in providing better support to its staff, and in more effectively planning for the future.

We believe that your insights into and perspective on planning and management of financial resources in the Ministry can assist us gain a better understanding of this complex topic. To cover this, we will look at MOE human, organizational, and infrastructural capacities.

Your participation in this interview is completely voluntary. You may choose to withdraw at any time or not answer any question. Our report will present our findings only in general terms, and the notes we collect from you now will be kept strictly confidential. We will not attribute any information we provide in public reports to you without your expressed, written permission.

Do you any questions for me?

In case you have any further questions or comments our team leader is: Dr. Andrew I. Epstein; Tel: +1 703 465 1884 x245; E-mail: aepstein@socialimpact.com

THANK YOU FOR PARTICIPATING

General Guidelines

- ✓ Please ensure that you understand these questions fully before attempting to answer them. Our team are at your disposal to clarify if needed.
- ✓ Please aim to answer all questions. Should there be questions that do not pertain to your particular department or position, please note it in your reply.
- ✓ We have marked spaces for your answers bright blue. <u>Please do not make changes or write anywhere but in these fields</u>.
- ✓ If deemed useful, we can provide you with a sample illustrative answer.
- ✓ Please support your answers with suggested corroborating evidence, i.e. provide the team with copies of such documents.
- ✓ These questions are to be completed to the best of your knowledge. While we encourage you to confirm your answers with your co-workers, that is not essential as there is no expectation that they will reflect the reality 100 percent.
- ✓ We are seeking technical input / information and for our purposes, your responses must not be signed off by your supervising manager.
- ✓ Answers will be treated confidentially, and we encourage you to be frank, especially in sections about weaknesses and where your opinion is sought about possible improvements.
- ✓ For purposes of this assessment, we shall define "Research, Monitoring and Evaluation (RM&E)" as "a process that helps MOE improve its performance and achieve results it is obliged to achieve by existing Libyan legislation. It promotes transparency, accountability and delivery of the promises made to the people of Libya. It provides an overview of the performance of MOE, analysis of money spent, targets achieved and an explanation of poor performance and where it occurred. It establishes the link between past, present and future actions, with the goal of improving current and future management of outputs, outcomes and impact."

Introductory Questions

What are your **name** and **e-mail** address, and could you briefly describe your current **position** and how long you have worked in this field?

Questions about Human Capacities

H1	Leadership of the RM&E function	@**RM&E**, **HR**

Does the RM&E function of MOE have a manager with min. **5 yrs. of experience** in that position?

What would you regard as **most important qualifications** of that manager?

Would you say this manager is **motivated**? If so, what motivates him/her (e.g. job security, salary, fun environment, growth opportunities, loyalty, appreciation, eagerness to learn, shares the same values as MOE, feels right for that job)?

Information and views provided:	Corroborating evidence:
	• Manager's biography • Performance review
Score provided by the interviewer (0-3):	
Priority attached:	

H2	Staffing of the RM&E function	@RM&E, HR

How many staff does MOE's RM&E function have? Explain if the actual number is different from the **approved** one. How feasible do you find the approved numbers (explain)? How are these positions **distributed**?

Are all staff **actively employed** (not seconded, studying abroad, or elsehow prevented from carrying out their daily duties within the function)?

Information and views provided:	Corroborating evidence:
	• Structure of RM&E function (approved and actual) • For each segment of the structure: number of staff and their positions (approved vs. actual)
Score provided by the interviewer (0-3):	
Priority attached:	

H3	Staff stability / turnover	@RM&E, HR

What is the percentage of **staff who have left MOE** in the last 10 years?[53]

How large was that **percentage in the RM&E** function? What were the main **reasons** for leaving (e.g. layoff/redundancy, dismissal, end of contract, voluntary)?

Information and views provided:	Corroborating evidence:
	• Percent of staff who left MOE • Percent of staff who left the RM&E function • Overview of reported reasons for leaving
Score provided by the interviewer (0-3):	
Priority attached:	

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[53] Adapt if the interviewee believes a period of 5 years would be more adequate than 10 (This period would be used throughout the entire questionnaire/interview, unless mentioned otherwise.)

H4	Knowledge and skills of staff	@**RM&E**, **HR**

Would you say that, overall, MOE RM&E staff have **knowledge, experience and skills** their jobs require?

If not, are there **particular areas** they generally lack knowledge in (which ones)? Are there **particular staff** with little relevant knowledge (in which sub-section)? How does the function **handle** that?

Information and views provided:	Corroborating evidence:
	• SOWs for individuals/ sub-departments or department (in lieu: overview of duties and responsibilities) • Overview of staff qualifications
Score provided by the interviewer (0-3):	
Priority attached:	

H5	Placement of staff	@**RM&E**, **HR**

Generally speaking, do you think MOE RM&E staff are **placed properly and use and share** their knowledge? What do you reckon would enable them to use their knowledge **even better** and share it more openly with their peers?

Is the situation same throughout the **whole function**?

Information and views provided:	Corroborating evidence:
	• N/A
Score provided by the interviewer (0-3):	
Priority attached:	

H6	In-service training of staff	@ **HR**

Does the HR Department **assess training needs** of RM&E staff regularly (using what **methodology/procedures**)? What is the **participation rate of RM&E function** staff in those trainings, in other words, what percent of RM&E staff is usually included in trainings, and what is it for **MOE staff overall**? How is the decision made **which staff** will receive training and **who will be trained first**?

Who conducts such trainings and **how often**? **How much is spent** on training of RM&E staff per year, typically? Are allocated funds earmarked (i.e. cannot be spent for any other purpose)? Do you consider this level of funding sufficient?

Information and views provided:	Corroborating evidence:
	• SOPs regulating in-service training • Overview of staff trained and basic info about trainings

	• Aver. participation rate of RM&E staff and for MOE overall
	• Relevant section of budget request/ approved budget/ execution
Score provided by the interviewer (0-3):	
Priority attached:	

H7	Staff motivation	@RM&E, HR
Would you say that MOE RM&E staff are **motivated sufficiently**? Are their motifs aligned with their work, financial and non-financial incentives exist, and overall work environment is positive? Is the situation same throughout the **whole function?**

Do you think **other ways of motivation** would be more successful (which ones) and do you believe they could be applied in practice? | | |

Information and views provided:	Corroborating evidence:
	• N/A
Score provided by the interviewer (0-3):	
Priority attached:	

H8	Staff are informed	@RM&E, HR
Do you think MOE RM&E staff are sufficiently informed about **what they are expected to do** as part of their jobs (e.g. through SOWs, SOPs, or verbally)? What do you think would **help** them understand it even better?

Would you say they are sufficiently informed about **how well they perform** (e.g. through systematic performance appraisals or feedback by supervisors)? Is such feedback provided regularly? How do you think could MOE managers **communicate** their feedback to staff better? | | |

Information and views provided:	Corroborating evidence:
	• Sample SOP
	• Sample SOW/job description
	• Sample performance appraisal
Score provided by the interviewer (0-3):	
Priority attached:	

Questions about Institutional and Organizational Capacities

O1	Organizational structure	@RM&E

Does MOE have an approved **organizational structure**? Does the actual situation differ? If there are discrepancies or you are not aware of or familiar with the approved structure, kindly describe how is MOE structured (list departments/units and how they relate).

What segments of MOE are involved in research, monitoring and evaluation and therefore constitute the RM&E function of MOE? How do these segments relate organizationally? What are their mutual relationships, how many staff do they have and at what positions? Please state if there are discrepancies between actual and approved.

Would you say the existing approved structure **enables effective functioning** of the RM&E function? If not, why and how could it be improved?

Information and views provided:	Corroborating evidence:
	• Approved organizational structure of MOE • Structure of the RM&E function (including positions and numbers of staff in each unit) • Discrepancies between approved and actual • SOW of the function
Score provided by the interviewer (0-3):	
Priority attached:	

O2	Written guidance and procedures for the function	@RM&E

Is there **written guidance regulating affairs of the RM&E function** (e.g. law regulating RM&E in ministries, SOW for the function, SOPs for specific tasks and procedures, annual operational plan and possibly a mid-term plan)?

Is this guidance **followed**? If partially, explain which parts are and why others are not.

Would you say this guidance **enables efficient functioning** of the function? If partially, please explain which parts do and why others do not.

Information and views provided:	Corroborating evidence:
	• Laws regulating RM&E in ministries • SOW for the function • Key SOPs • Most recent (2017-2019) policies, strategies and operational plans
Score provided by the interviewer (0-3):	
Priority attached:	

O3	Related institutions and their demarcation	@RM&E, MOP/OPM

Is there clarity about how the affairs of the MOE RM&E function fit in the **"wider picture"** (in the context of MOP, OPM, Presidency, Parliament etc.)?

Is there **clarity about roles** of each of the above institutions when it comes to RM&E in the education sector? If partially, please explain.

Do you think there is room for **improvement** in the cooperation between these stakeholders and if so, how?

Information and views provided:	Corroborating evidence:
	• Relevant laws/SOWs/SOPs • Relevant reports
Score provided by the interviewer (0-3):	
Priority attached:	

O4	Advice and technical assistance provided by other institutions	@RM&E, MOP/OPM

Does MOE have **formal liaisons/ points of contact within relevant stakeholders (MOP, OPM, development partners etc.)** for purposes of reporting and exchanging information about education statistics, research, monitoring and evaluation? How often does interaction occur, on what topics, and who initiates it? Is it useful and how could it be improved further?

If not, why do you think are there no formal liaisons and are there other persons within these institutions substituting? How does MOE cope with that?

Information and views provided:	Corroborating evidence:
	• SOPs/instructions regulating the liaison between MOE RM&E and liaisons
Score provided by the interviewer (0-3):	
Priority attached:	

O5	Technical assistance and capacity building initiatives	@RM&E

Has the RM&E function received any technical assistance (**advice, capacity building or equipment**) in the last 5-10 years, by Libyan authorities such as MOP, OPM, Statistics and Census Bureau, Audit Bureau, development partners or the private sector?

Who provided such assistance? **When** was it provided and **for how long**? Was it provided at the **right time**? Was the assistance recipient-driven and **based on real needs**? Were **conditions** attached to it (and if so, what type)?

Information and views provided:	Corroborating evidence:

		•	MOUs/list of cooperation or technical assistance projects implemented so far or committed in near future, along with basic data

Score provided by the interviewer (0-3):	
Priority attached:	

O6	Central RM&E function and devolution	@RM&E

Are all RM&E-related tasks and responsibilities of the education sector dealt with centrally, i.e. from MOE? What role, if any, do sub-national levels of government (regions) and bodies/institutions that are under MOE (e.g. universities, schools, inspectorates etc.) have in that?

Are responsibilities of all these parties (MOE departments, regions, etc.) **clearly defined**?

Would you say there is room for **improvement** in the cooperation between these stakeholders (how)?

Information and views provided:	Corroborating evidence:
	• Relevant laws/SOWs/SOPs
Score provided by the interviewer (0-3):	
Priority attached:	

O7	Communication and reporting rules	@RM&E

Are communication and reporting between all education sector segments that are involved in RM&E regulated through **specific rules**? Do such rules exist in writing (and if so, in what document)? Are these rules known to all segments involved (if so, how have they been communicated) and is that repeated regularly, especially if staff turnover is high?

Are these rules adhered to (if not, why not, and in that case, what substitutes for them)? Is the situation the same throughout the whole function (i.e. across all segments)? Is the situation same with all types of rules? Would you say there is room for **improvement** in this respect and if so, how?

Information and views provided:	Corroborating evidence:
	• Laws/SOWs/SOPs regulating communication and reporting • Control/audit reports and findings dealing with communication and reporting
Score provided by the interviewer (0-3):	
Priority attached:	

O8	Accountability	@RM&E, MOP/OFM, SAI

Does the RM&E function prepare analyses and reports **prescribed** in approved regulations? Are such documents prepared **timely**? Are they **shared** with relevant stakeholders, timely and in the agreed format? If not, why not?

Does MOE require its segments to report regularly on their **performance**, e.g. based on education sector's or departmental KPIs?

Would you say there is room for **improvement** in this respect and if so, how?

Information and views provided:	Corroborating evidence:
	• Laws/SOWs/SOPs regulating accountability • Control/audit reports and findings dealing with accountability
Score provided by the interviewer (0-3):	
Priority attached:	

Questions about Infrastructural Capacities

I 1	Financial resources	@RM&E, A&F

Would you say RM&E function has **sufficient financial resources to function effectively**?

How does the function prepare its part of the **budget request**?

Is it usually allocated all funds it requests (if not, **what lines are usually under-funded** and what explanation is provided by decision-makers)? **Does it usually spend all funds** it is allocated during the fiscal year (if not, what percent of the allocation is spent and what lines are underspent)?

Information and views provided:	Corroborating evidence:
	• Budget request prepared by the function/department • Approved budget for the function • Budget execution of the function
Score provided by the interviewer (0-3):	
Priority attached:	

I2	Accommodation of the RM&E function	@RM&E

Kindly describe accommodation (**buildings and offices – their size, state and location**) used by the RM&E function.

Would you say the RM&E function has accommodation of size, state and location that allows **efficient** functioning and collaboration with relevant stakeholders?

Information and views provided:	Corroborating evidence:

		• Overview of accommodation used • Relevant part of the budget request of the function/department • Relevant part of approved budget • Relevant part of budget execution
Score provided by the interviewer (0-3):		
Priority attached:		

I3	**Transportation**	**@RM&E**
Kindly describe **what transportation the RM&E function needs** to perform its duties? Are all relevant staff within the function provided **adequate and sufficient** transportation (vehicles, fuel, allowances, tickets etc.)?		
Information and views provided:		Corroborating evidence:
		• Overview of vehicles etc. used • Relevant part of the budget request of the function/department • Relevant part of approved budget • Relevant part of budget execution
Score provided by the interviewer (0-3):		
Priority attached:		

I4	**Equipment and supplies/materials**	**@RM&E, ICT**
Kindly describe equipment (**phones, computers, internet, UPSs, printers, copying machines etc.**) and supplies the RM&E function has at its disposal. Would you say such equipment and supplies/materials (quantity, quality, state, location) allow efficient functioning and collaboration with relevant stakeholders (why not)?		
Information and views provided:		Corroborating evidence:
		• Overview of assets (equipment etc.) used • Relevant part of the budget request of the function/ dept. • Relevant part of approved budget • Relevant part of budget execution
Score provided by the interviewer (0-3):		
Priority attached:		

I5	**Specialised RM&E software**	**@RM&E, ICT, MOP/OPM**

Kindly describe **what technical solutions/specialized software** the RM&E function uses to operate, i.e. to carry out its research work? Are these software packages compatible among each other and with other MIS' used by MOE (e.g. E-learning, GESL etc.)?

Are **scope and limitation** of each of these MIS known, it is known how they complement each other and what software/modules are missing (and it is clear how the gap will be filled and with what resources – time, staff, training and funds)?

Are (managerial) responsibilities clear? Do all relevant staff in the function have **access to that software** (training, software, license, access rights, computer, desk, connectivity)? If not, why not?

Do staff use RM&E MIS actively? Are outputs used for analyses aimed at predefined purposes?

Information and views provided:	Corroborating evidence:
	• Part of the budget request of the function/department that relates to RM&E software • Relevant part of the approved budget • Relevant part of the budget execution
Score provided by the interviewer (0-3):	
Priority attached:	

I6	Format, scope and depth of RM&E	@RM&E, MOP/OPM, SAI

Would you say that MOE has **elements of effective RM&E** in place (procedures, allocation of tasks, form and structure, templates, performance indicators etc.)? Have all these been **approved** officially? Are provisions in place how they could be changed, if needed (and has there been some experience with that)?

Are these elements **aligned**, in other words, is there no duplication, confusion or omission among them?

Are relevant staff involved **experienced** in utilizing them and do they utilize them effectively? Do MOP and other **stakeholders assist** when the RM&E function expresses that need?

What could be **improved** in this process, in your opinion?

Does MOE have **formulated and agreed** performance indicators? Does it use those to **measure** its progress and success? How have these indicators been **agreed** within MOE and outside of it? Has MOE ever **changed** (amended, added, dropped) any of its indicators (if so, how has that process gone)? What could be **improved** in this respect, in your opinion?

Information and views provided:	Corroborating evidence:
	• Relevant SOPs • Relevant document listing education sector's performance indicators

		• Relevant assessments/ reports
Score provided by the interviewer (0-3):		
Priority attached:		

I7	Control and audit	@RM&E, MOP/OPM, SAI
Does the RM&E function **check, clean and triangulate** (i.e. cross-check) data received from different departments, centers, regional offices and/or schools, before it uses it for analysis and reports? Are the work/processes of the RM&E function and information/reports it produces **audited** (by whom)? Are **corrective actions** undertaken when shortcomings are detected?		
Information and views provided:		Corroborating evidence:
		• Laws and SOPs regulating this area • Relevant audit reports
Score provided by the interviewer (0-3):		
Priority attached:		

I8	Timeliness	@RM&E, MoP/PM Office, SAI
Kindly describe RM&E function's data collection, processing, analysis and reporting **mechanisms/processes**? Are they **timely and efficient** (if not, why)?		
Information and views provided:		Corroborating evidence:
		• Relevant SOPs • Relevant audit reports
Score provided by the interviewer (0-3):		
Priority attached:		

Follow-up Questions

Could you tell me if there are any other persons you recommend we speak about the above issues as part of this assessment?
Do you have any suggestions or recommendations that might improve our methodology for this research? What else can we do to better understand this topic?
Is there anything further that you would like to add on this topic?

Interviewer's Observations

Where there any concepts or questions that the respondent seemed to find hard to understand or misinterpreted?
Did the respondent seem knowledgeable about the topic?
Are there any key follow-up questions, topics or participants based on this interview?
Were there any major sensitivities (personal, personnel, political) raised that relate to this topic?

Libya Ministry of Education Capacity Assessment
Human Resources Management and Development

Interview Protocol

Date, time and place: _____

Interviewer: _____

Interviewee / respondent: _____

Interviewee's position: _____

Interviewee's email: _____

Introduction and Consent

Thank you for taking the time to meet with me today. My name is:_____ and I work for a research firm based in the United States called Social Impact.

Social Impact has been contracted by the United States Agency for International Development (USAID) to work with the Libyan Ministry of Education (MOE). Our aim is to conduct a human and institutional capacity assessment in order to assist the MOE in providing better support to its staff, and in more effectively planning for the future.

We believe that your insights into and perspective on the management and development of teachers and other workers in the Ministry can assist us gain a better understanding of this complex topic. To cover this, we will look at MOE human, organizational, and infrastructural capacities.

Your participation in this interview is completely voluntary. You may choose to withdraw at any time or not answer any question. Our report will present our findings only in general terms, and the notes we collect from you now will be kept strictly confidential. We will not attribute any information we provide in public reports to you without your expressed, written permission.

Do you any questions for me?

In case you have any further questions or comments our team leader is:

Dr. Andrew I. Epstein

+1 703 465 1884 x245

aepstein@socialimpact.com

THANK YOU FOR PARTICIPATING

Introductory Questions

Observational Notes	Analytic Memos
Can you briefly describe your current position and role?	
How long time have you worked in this field and what other positions have you had?	
What would you highlight as some of the main strengths of the MOE in relation to the management and development of teachers and other workers?	

What would you highlight as some of the main challenges facing the MOE in relation to the management and development of teachers and other workers?

Institutional and Organizational Capacities

Observational Notes	Analytic Memos
Indicator 1(a): Staff Recruitment – **Are the pay rates and conditions of employment for teachers and other workers clear and universally adopted?**	
Prompts: Pay/grading structures (professional through to manual); written terms and conditions (hours of work, leave entitlements, sick pay, pensions etc.); working conditions and resources; regularity of salary payments; criteria for additional allowances (active service, additional duties etc.); promotion criteria.	

Indicator 1(b): Staff Recruitment – Are there clear recruitment processes for teachers and other MOE workers and are these always followed?

Prompts: Agreed minimum entry requirements at each job level; generic or individual job descriptions; process for advertising vacancies; process for approving new appointments/promotions; central and regional roles; adherence to processes.

Indicator 2: Preparation for Government Employment – Are there arrangements for communicating with schools/universities to better prepare students for government jobs, especially teaching?

Prompts: Liaison arrangements with universities; discussions about curriculum and numbers needed (e.g. more math and science teachers required), work placements are organized as part of the formal education period.

Indicator 3: Staff Deployment – **Are there arrangements for deploying and retaining teachers and other workers where they are needed and are these arrangements effective?**

Prompts: Policy documentation; staff lists by location; transfer policy and approval process; policy on reserve workers (just teachers?); incentives to encourage workers into hard-to-fill areas; retention strategies.

Indicator 4: Effective Management/Leadership – **How effective is the selection and training of managers?**
Prompts: Criteria for the appointment of head teachers and other managers; selection processes; training of managers; involvement of managers in decisions to recruit, discipline etc.

Indicator 5: Monitoring Performance – **How is the performance of teachers and other workers monitored?**
Prompts: Performance standards (licensing? certification?); evidence of pupil outcomes; probation processes; system of regular performance reviews which are reported/monitored; link between performance and promotion; discipline (including absence) and grievance processes which are monitored.

Indicator 6: Staff Development – **How are teachers and other workers supported to improve their performance?**	
Prompts: Clear expectations (standards; job descriptions; objectives); training needs assessments; in-service training and staff development arrangements; reviews of effectiveness; resources allocated.	
Indicator 7: Staff Motivation – **How are teachers and other workers motivated/encouraged to perform at a high level?**	
Prompts: Clear expectations (standards; job descriptions; objectives); incentives for good performance in place and utilized; sanctions for poor performance are in place and are applied.	

Indicator 8: Clarity about HR System – **How are responsibilities for different parts of the HR System (see above) distributed between the MOE (HR, Planning, Payroll etc.), regional offices and other government ministries/ other agencies?**	
Prompts: Published remits/functions; organization charts; flow charts/decision trees; role of trade unions; private sector – e.g. recruitment agencies; involvement of development agencies.	
Indicator 9: HR Processes/Records – **Within each HR 'function', are there documented processes and arrangements for record keeping and are these generally adhered to?**	

Prompts: HR organizational structures; documented approval processes; how workers are placed on payroll, receive allowances; allowances are stopped when no longer appropriate; removed from payroll; associated work instructions.

Indicator 10: Monitoring the HR System – **Who has responsibility for monitoring the performance of the HR system?**

Prompts: Data on workers/teachers is maintained (deployment, vacancies, absence levels etc.) and monitored; HR policies and procedures are reviewed for effectiveness; process for approving new/changed HR processes and procedures.

Human Capacities

Observational Notes	Analytic Memos
Indicator 1: Number & Roles of Staff – **How many staff work in the MOE HR functions [to be better identified: central departments, regional offices and other agencies] and are their roles clearly defined?**	
Prompts: What different offices do; how many staff are there; org chart, staff lists, job descriptions – for MOE staff, teachers, school support staff, contracted staff.	
Indicator 2: HR Staff Qualifications and Technical Skills – **Are there qualification requirements for HR staff at different levels of responsibility and are these requirements complied with?**	
Prompts: Job descriptions (generic or individual); requirements for specialist training; records of individual qualifications; monitoring of individual performance.	

Indicator 3: HR Staff Objectives/Feedback – **Do HR staff have clear objectives and feedback?**	
Prompts: Job descriptions; org charts; work plans; performance reviews; incentives and sanctions.	
Indicator 4: HR Staff Training – **Do HR workers receive in-service training?**	
Prompts: Training needs identified through performance review; individual training records; departmental/section training in new/changed processes/procedures; review of training effectiveness.	

Indicator 5: HR Staff Turnover and Absence – **Are turnover/absence levels in the HR functions higher or lower than is usual across the public service?**	
Prompts: Stability of HR functions; are HR staff particularly highly motivated/demotivated by their roles or by their leaders?	

Infrastructural Capacities

Observational Notes	Analytic Memos

Indicator 1: HR Management Information – **What systems are in place to record information on teachers and other MOE workers, including personal information and their work location?**

Prompts: What information is held centrally and at regional offices; is it linked; HRMIS systems; management of paper records; link between HR systems and payroll systems; requirements to report worker data; audits of records/pay.

Indicator 2: Equipment (Including ICT) – **What equipment, including ICT, is used to support the HR function and is it fit for purpose?**

Prompts: ICT equipment in place; software for records and processes; networks/internet for communications and processing staff; use of mobile technologies; training on ICT for HR staff.

Indicator 3: Offices and Accommodation – **Describe the offices and accommodation used and explain any deficiencies or problems?**

Prompts: Clean, maintained, well located, adequate adjacent office space with required services; good proximity to related offices; good access for users.

Indicator 4: Transport & Travel – **How is transport and travel arranged to facilitate the movement of workers and HR records?**

Prompts: Sufficient, suitable, serviceable vehicles; training for drivers; petrol allowances.

Follow-up Questions

Can you tell me if there are any specific persons you recommend we speak with as part of this assessment?
Do you have any suggestions or recommendations that might improve our methodology for this research? What else can we do to better understand this topic?
Are there any key contextual things related to Libya and the education sector that you think we should know or look into?

Is there anything further that you would like to add on this topic?

Observations

Where there any concepts or questions that the respondent seemed to find hard to understand or misinterpreted?

Did the respondent seem knowledgeable about the topic?

Are there any key follow-up questions, topics or participants based on this interview?

Were there any major sensitivities (personal, personnel, political) raised that relate to this topic?

Libya Ministry of Education Capacity Assessment

School Inspection & Supervision

Interview Protocol

Date, time and place: _____

Interviewer: _____

Interviewee / respondent: _____

Interviewee's position: _____

Interviewee's email: _____

Introduction and Consent

Thank you for taking the time to meet with me today. My name is:_____ and I work for a research firm based in the United States called Social Impact.

Social Impact has been contracted by the United States Agency for International Development (USAID) to work with the Libyan Ministry of Education (MOE). Our aim is to conduct a human and institutional capacity assessment in order to assist the MOE in providing better support to its staff, and in more effectively planning for the future.

We believe that your insights into and perspective on school inspection & supervision can assist us gain a better understanding of this complex topic. To cover this, we will look at MOE human, organizational and infrastructural capacities.

Your participation in this interview is completely voluntary. You may choose to withdraw at any time or not answer any question. Our report will present our findings only in general terms, and the notes we collect from you now will be kept strictly confidential. We will not attribute any information we provide in public reports to you without your expressed, written permission.

Do you any questions for me?

In case you have any further questions or comments our team leader is:

Dr. Andrew I. Epstein

+1 703 465 1884 x245

aepstein@socialimpact.com

THANK YOU FOR PARTICIPATING

Introductory Questions

Observational Notes	Analytic Memos
Can you briefly describe your current position and role?	
How long time have you worked in this field and what other positions have you had?	
What would you highlight as some of the main strengths of the MOE in relation to school inspection & supervision?	

What would you highlight as some of the main challenges facing the MOE in relation to school inspection & supervision?	

Institutional and Organizational Capacities

Observational Notes	Analytic Memos
Indicator 1: Division of Labor – **How is school inspection and supervision carried out in Libya?**	
Prompts: Workflow analysis and role clarity / emphasis, stakeholders analysis, formal lines of communication and responsibility.	

DOL across the ministry, PDs, work flow diagram, reporting, consequences, QA, use of reports, coverage of schools.

Indicator 2: Standard Operating Procedures – **What SOPs and other documented processes support this task?**

Prompts: SOPs, inspection checklists, inspection types, reports, remedial action plans, inspection schedules.

Work process, findings, reports, remedial actions, disciplinary, support, audience / clients.

Indicator 3: Organizational Structure – **What team / department structure is used to do this work?**
Prompts: MOE, SIS, RO charts; network diagram. Org. chart (OA, OB, OD), shared understanding, other org links, main & sub-office locations

Indicator 4: Work Plan – **What specific work / business plans are used for this task?**
Prompts: Operational plan, stakeholder analysis, network diagram, SWOT analysis Plan process and document, KPIs, M&E, R&D, mission, goals, values, ETD, philosophy / approach. Balanced score card: internal business processes, customers / clients, financial, and learning & growth.

Indicator 5: Links to ROs and Schools - **How is the inspection and supervision task linked to the work of ROs and schools?**

Prompts: Map of TQM / QA process, case studies – examples.

Confirm approach and method, relationship, utility of work to school and RO, RO role in supervision.

Indicator 6: Development Partners – **What work is being done with international donors and development partners in relation to school inspection and supervision?**

Prompts: Liaison with development partners and donors (UNICEF, WB, EU, BE Tripoli, GTZ, etc.).

Needs analyses, development plans, program plans from partners relating to MOE policy and strategic planning.

Human Capacities

Observational Notes	Analytic Memos
Indicator 1: Number & Roles of Staff – **How many staff work in school inspection and supervision and what are their specific roles?**	
Prompts: Org. chart, staff roll, position descriptions (PDs). Org. chart, staff table, PDs, staffing levels, work flow, custom & practice.	

Indicator 2: Staff Technical Ability – **What specialist inspection and supervision skills and knowledge do the staff have?**

Prompts: Annual personnel performance reports, customer / client F/B, staff formal qualifications & experience.

KSA / performance assessment & management data, customer F/B, CVs / work history.

Indicator 3: Leadership & Culture – **How would you describe the culture of the staff team / department performing this function?**

Prompts: Annual reports, workplace environment, QA / TQM processes, staff support services, M&E process and use, disciplinary cases.

Internal comms, learning and service org culture, morale, absenteeism, staff turnover, continual improvement.

Indicator 4: Human Resource Management – **How are staff selected, rewarded, remunerated, disciplined and appraised?**

Prompts: Documented formal HR procedures, PDs, annual performance reports, disciplinary findings.

Recruitment and selection process, PDs, incentives, performance management, safety, pay and allowances, higher duties.

Indicator 5: Human Resource Development / Education, Training & Development – **How are staff developed?**

Prompts: Training plan, individual development plans, annual reports and remedial plans. Pre- & in-service training, job enrichment, cross training, disciplinary process, higher duties, salaries and allowances, pay grades, learning and growth.

Infrastructural Capacities

Observational Notes	Analytic Memos
Indicator 1: Offices and Accommodation – Describe the offices and accommodation used and explain any deficiencies or problems?	
Prompts: Clean, maintained, well located, adequate office space with required services. Location, fit for purpose (power & WASH), maintenance, signage, security, cleanliness, location and environment, co-location / multi-user.	
Indicator 2: Equipment & Materials – What specialist equipment is held, and what else is required, to complete this function?	
Prompts: Sufficient, suitable, serviceable equipment, consumables and training for task. Inspection equipment, cameras, T&L handouts, forms, business cards.	

Indicator 3: Information & Communication Technology – **What ICT support is required and what is available to complete this function?**	
Prompts: Sufficient, suitable, serviceable equipment, consumables and training for task. Computers & peripherals, mobile phones, power, internet / connectivity, data handling & storage.	
Indicator 4: Transport & Travel – **How is transport and travel arranged to facilitate inspection and supervision services?**	

Prompts: Sufficient, suitable, serviceable vehicles, consumables & training for task; travel vote, remote area access.

Radius of operations, inspection schedules, travel & accommodation arrangements.

Indicator 5: Finances – **Explain how the non-payroll finances of this function are forecast, allocated and acquitted?**

Prompts: Annual budget, annual allocation of funds, performance-based budgeting, short-fall management plans.

Budget, discretionary spending, out-of-pocket.

Follow-up Questions

Can you tell me if there are any specific persons you recommend we speak with as part of this assessment?
Do you have any suggestions or recommendations that might improve our methodology for this research? What else can we do to better understand this topic?
Are there any key contextual things related to Libya and the education sector that you think we should know or look into?

Is there anything further that you would like to add on this topic?

Observations

Where there any concepts or questions that the respondent seemed to find hard to understand or misinterpreted?

Did the respondent seem knowledgeable about the topic?
Are there any key follow-up questions, topics or participants based on this interview?

Were there any major sensitivities (personal, personnel, political) raised that relate to this topic?

Libya Ministry of Education Capacity Assessment

Strategic Planning and Policy

Interview Protocol

Date, time and place: _____

Interviewer: _____

Interviewee / respondent: _____

Interviewee's position: _____

Interviewee's email: _____

Introduction and Consent

Thank you for taking the time to meet with me today. My name is: _____ and I work for a research firm based in the United States called Social Impact.

Social Impact has been contracted by the United States Agency for International Development (USAID) to work with the Libyan Ministry of Education (MOE). Our aim is to conduct a human and institutional capacity assessment in order to assist the MOE in providing better support to its staff, and in more effectively planning for the future.

We believe that your insights into and perspective on strategic planning and policy can assist us gain a better understanding of this complex topic. To cover this, we will look at human, organizational, and infrastructural capacities.

Your participation in this interview is completely voluntary. You may choose to withdraw at any time or not answer any question. Our report will present our findings only in general terms, and the notes we collect from you now will be kept strictly confidential. We will not attribute any information we provide in public reports to you without your expressed, written permission.

Do you any questions for me?

In case you have any further questions or comments our team leader is:

Dr. Andrew I. Epstein

+1 703 465 1884 x245

aepstein@socialimpact.com

THANK YOU FOR PARTICIPATING

Introductory Questions

Observational Notes	Analytic Memos
Can you briefly describe your current position and role?	
How long time have you worked in this field and what other positions have you had?	
What would you highlight as some of the main strengths of the MOE in relation to strategic planning and policy?	

What would you highlight as some of the main challenges facing the MOE in relation to strategic planning and policy?	

Institutional and Organizational Capacities

Observational Notes	Analytic Memos
Indicator 1: Division of Labor – **How is the strategic planning and policy function carried out in MOE?**	
Prompts: Workflow analysis and role clarity / emphasis across the MOE, stakeholders analysis, formal lines of communication and responsibility.	

DOL across the MOE (PRI 1 Q), PDs, work flow diagram, partners, comms plan, participation, followers.

Indicator 2: Standard Operating Procedures – **What SOPs support and guide the performance of this function?**

Prompts: SOPs, inspection checklists, inspection types, reports, remedial action plans, inspection schedules.

Work process, policy / SOP, comms, participants, data paths, consequences.

Indicator 3: Organizational Structure - **What team / department structure is used to do this work?**
Prompts: MOE-wide org chart, department org chart. Org. chart, shared understanding, other org. links (finance, ICT, Ros / schools), EMIS data.

Indicator 4: Business / Operational Plans - **What specific work / business plans are used for this task?**
Prompts: Operational plan, stakeholder analysis, network diagram, SWOT analysis. Plan process and participation, mission, goals, KPIs, M&E, R&D, ETD, values. Balanced score card: internal business processes, customers / clients, financial, and learning & growth. Organizational communications / planning dissemination.

Indicator 5: National Partners – Which national partner organizations and ministries are involved in this function?

Prompts: LOs, clear data links, checks and balances, PFM process, fora

National partners (planning, labor, finance), links to municipalities, SDGs (Global Goals including SDG 4).

Indicator 6: Development Partners - What work is being done with international donors and development partners in relation to school inspection and supervision?

Prompts: Liaison with development partners and donors (UNICEF, WB, EU, BE Tripoli, GTZ, etc.).

Needs analyses, development plans, program plans from partners relating to MOE policy and strategic planning

Human Capacities

Observational Notes	Analytic Memos
Indicator 1: Number & Roles of Staff - **How many staff work in strategic planning and policy and what are their specific roles?**	
Prompts: Org. chart, staff roll, position descriptions (PDs). Org. chart, staff table, PDs, staffing levels, work flow, custom & practice.	

Indicator 2: Staff Technical Ability - **What specialist planning and policy skills and knowledge do the staff have?**	
Prompts: Annual personnel performance reports, customer / client F/B, staff formal qualifications & experience. KSA / performance management data, CVs / history, customer F/B, policy traction.	
Indicator 3: Leadership & Culture - **How would you describe the culture of the staff team / department performing this function?**	
Prompts: Annual reports, workplace environment, QA / TQM processes, staff support services, M&E process and use, disciplinary cases. Internal comms, organizational learning, org. culture, morale, absenteeism, continual improvement.	

Indicator 4: Human Resource Management - **How are staff selected, rewarded, remunerated, disciplined and appraised?**	
Prompts: Documented formal HR procedures, PDs, annual performance reports, disciplinary findings. Recruitment and selection process, PDs, incentives, performance management, safety, salaries and allowances, pay grades.	

Indicator 5: Human Resource Development / Education, Training & Development - **How are staff developed?**	
Prompts: Training plan, individual development plans, annual reports and remedial plans. Pre- & in-service training, cross training, job enrichment, discipline, higher duties. Learning and growth.	

Infrastructural Capacities

Observational Notes	Analytic Memos
Indicator 1: Offices & Accommodation - **Describe the offices and accommodation used and explain any deficiencies or problems?**	
Prompts: Clean, maintained, well located, adequate office space with required services.	

Location, fit for purpose (power and WASH), maintenance, signage, security.	
Indicator 2: Equipment & Materials - **What specialist equipment is held, and what else is required, to complete this function?**	
Prompts: Sufficient, suitable, serviceable equipment, consumables and training for task. Office fit out, printing, forms, specialist equipment, PR materials, business cards.	

Indicator 3: Information & Communication Technology - **What ICT support is required and what is available to complete this function?**

Prompts: Sufficient, suitable, serviceable equipment, consumables and training for task.

Computer & peripherals, mobile phones, power, internet – connectivity.

Indicator 4: Data – **What is the process by which planning data is acquired, used and managed to ensure that planning is effective?**	
Prompts: Data inflow from MOE departments and schools, data from other govt agencies. Hard data, national development strategy (projection, prediction simulation), SDGs, MOP & MOF links.	

Indicator 5: Finances - **Explain how the non-payroll finances of this function are forecast, allocated and acquitted?**	
Prompts: Annual budget, annual allocation of funds, performance-based budgeting, short-fall management plans. Budget, discretionary spending, out-of-pocket.	

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Follow-up Questions

<table>
<tr><td colspan="2">Can you tell me if there are any specific persons you recommend we speak with as part of this assessment?</td></tr>
<tr><td colspan="2"></td></tr>
<tr><td colspan="2">Do you have any suggestions or recommendations that might improve our methodology for this research? What else can we do to better understand this topic?</td></tr>
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</table>

Are there any key contextual things related to Libya and the education sector that you think we should know or look into?

Is there anything further that you would like to add on this topic?

Observations

Where there any concepts or questions that the respondent seemed to find hard to understand or misinterpreted?
Did the respondent seem knowledgeable about the topic?
Are there any key follow-up questions, topics or participants based on this interview?

Were there any major sensitivities (personal, personnel, political) raised that relate to this topic?

ANNEX F: EDUCATION VOTE COMPARED TO TOTAL 2019 BUDGET

Institution	Revenues	Chapter I	Chapter II	Chapter III	Chapter IV
Regional offices for Education	0	5,750,000,000	40,000,000		
Libyan Academy and 24 universities	9,532,000	807,350,000	160,600,000		
National Commissions for VET	0	518,000,000	24,200,000		
MOE Cabinet	0	394,000,000	13,000,000		
Educational Inspection Service		83,000,000	800,000		
27 Other centers, commissions and research institutes	1450000	44200000	11715000		
Educational Facilities Authority	0	19,300,000	2,750,000		
National Center for Examinations		18,000,000	800,000		
National Agency for Technical and Vocational	1,000,000	3,500,000	1,650,000		
Quality Assurance Center and accreditation of educational and training institutions	400,000	1,100,000	500,000		
Information and Documentation Center at the Ministry	0	430,000	735,000		
National Commission for Education, Culture and Science	0	260,000	600,000		
Total for the vote	12,382,000	7,639,140,000	257,350,000	200,000,000	500,000,000
Percent of total vote exp.	0.14 percent	88.86 percent	2.99 percent	2.33 percent	5.82 percent
Total GNA budget	46,800,000,000	25,285,000,000	7,975,000,000	7,000,000,000	6,540,000,000
MOE/total GNA budget	0.03 percent	30.21 percent	3.23 percent	2.86 percent	7.65 percent

ANNEX G: TUNIS INTERVIEW PARTICIPANTS

Interview Schedule
Tunis – Week 1

Day	Time	Respondents	Team Member(s)
Monday 17 June	0900-0930	• Dr. Aiman Elmahmudi, Planning Director • Dr. Ahmed Eshanta, Corporate Communication & International Affairs Advisor to Minister • Mr. Abdulati Mohamed, CFO Deputy • Mr Aboulkasem Saad, Internal Auditor of MOE • Mr Abdullah Algarwad, Financial Controller • Mr. Ramadan, Media Mgr.	Team
	0930-1230	• Mr. Abdulati Mohamed, CFO Deputy • Mr Aboulkasem Saad, Internal Auditor of MOE • Mr Abdullah Algarwad, Financial Controller • Dr. Aiman Elmahmudi, Planning Director • Mr. Ramadan, Media Mgr.	Naida/Andrew/Translator Mark Admin.
	1400-1700	• Mr. Abdulati Mohamed, CFO Deputy • Mr Aboulkasem Saad, Internal Auditor of MOE • Mr Abdullah Algarwad, Financial Controller • Dr. Aiman Elmahmudi, Planning Director • Mr. Ramadan, Media Mgr.	Naida/Andrew/Translator Mark Admin.
Tuesday 18 June	0900-0930	• Dr. Aiman Elmahmudi, Planning Director • Dr. Ahmed Eshanta, Corporate Communication & International Affairs Advisor to Minister • Mr. Abdulati Mohamed, CFO Deputy • Mr Aboulkasem Saad, Internal Auditor of MOE • Mr Abdullah Algarwad, Financial Controller • Mr. Ramadan, Media Mgr.	Team
Tuesday 18 June	0930-1230	• Mr. Abdulati Mohamed, CFO Deputy • Mr Aboulkasem Saad, Internal Auditor of MOE • Mr Abdullah Algarwad, Financial Controller • Dr. Aiman Elmahmudi, Planning Director • Mr. Ramadan, Media Mgr.	Andrew/Abdulhakim Naida/Translator Mark Admin.
Tuesday 18 June	1400-1700	• Dr. Aiman Elmahmudi, Planning Director • Mr. Abdulati Mohamed, CFO Deputy • Mr. Ramadan, Media Mgr.	Mark/Andrew Naida/Translator Admin
Wednesday 19 June	0900-0930	• Dr. Aiman Elmahmudi, Planning Director • Dr. Lutfi Areibi, CIO • Mr. Abdulati Mohamed, CFO Deputy • Dr. Ahmed Eshanta, Corporate Communication & International Affairs Advisor to Minister	Team

Wednesday 19 June	0930-1230	• Dr. Aiman Elmahmudi, Planning Director • Mr. Abdulati Mohamed, CFO Deputy • Dr. Lutfi Areibi, CIO • Mr. Ibrahim Jamil, E-Learning (Video Conference)	Mark Naida/Translator Abdulhakim
Wednesday 19 June	1400-1700	• Dr. Aiman Elmahmudi, Planning Director • Dr. Lutfi Areibi, CIO • Mr. Ibrahim Jamil, E-Learning (Video Conference) • Dr. Amal Laba, HR Director (arrived at 1500) • Mrs. Fathia, Minister Office (admin.)	Mark/Naida Abdulhakim Andrew
Thursday 20 June	0900-0930	• Dr. Aiman Elmahmudi, Planning Director • Dr. Ahmed Eshanta, Corporate Communication & International Affairs Advisor to Minister • Dr. Amal Laba, HR Director • Ms. Faten, Follow-up Dept. • Mr. Ahmed Rahuma, HR Deputy • Eng. Arwa, Budget Section • Mrs. Fathia, Minister Office • Dr. Lutfi Areibi, CIO	Team
Thursday 20 June	0930-1230	• Dr. Aiman Elmahmudi, Planning Director • Dr. Massuda, Training Director • Eng. Arwa, Budget Section • Dr. Amal Laba, HR Director • Mr. Ahmed Rahuma, HR Deputy • Ms. Faten, Follow-up Dept.	Mark/Abdulhakim Andrew Naida
Thursday 20 June	1400-1700	• Dr. Aiman Elmahmudi, Planning Director • Dr. Massuda, Training Director • Dr. Amal Laba, HR Director • Mr. Ahmed Rahuma, HR Deputy • Ms. Faten, Follow-up Dept. • Eng. Arwa, Budget Section	Mark Andrew Naida
Friday 21 June	0900-0930	• Eng. Adel Guma, Minister Deputy • Dr. Abdulmenum, Snr Strategies Advisor • Dr. Aiman Elmahmudi, Planning Director • Dr. Ahmed Eshanta, Corporate Communication & International Affairs Advisor to Minister • Dr. Ali Almuhankir, Inspection Chairman • Dr. Amal Laba, HR Director • Dr. Massuda, Training Director • Ms. Faten, Follow up Dept. • Mr. Ahmed Rahuma, HR Deputy • Eng. Arwa, Budget Section • Mrs. Fathia, Minister Office • Dr. Lutfi Areibi, CIO	Team
Friday 21 June	0930-1230	• Eng. Adel Guma Minister Deputy • Dr. Abdulmenum, Snr Strategies Advisor • Dr. Massuda, Training Director	Andrew

		• Ms. Faten, Follow-up Dept.	Mark/Abdulhakim
		• Dr. Ali Almuhankir, Inspection Chairman	Naida/Translator
		• Dr. Aiman Elmahmudi Planning Director • Eng. Arwa, Budget Section • Mr. Ahmed Rahuma, HR Deputy • Dr. Amal Laba, HR Director • Dr. Lutfi Areibi, CIO • Mrs. Fathia, Minister's Office	
Friday 21 June	1400-1700	• Dr. Othman Mohamed, Minister • Eng. Adel Guma, Minister Deputy	Team

Interview Schedule
Tunis – SI Week 2

Date	Time	Respondents	Team Member(s)
Saturday 22 June	1400-1700	Dr. Abdulmenum Dr. Ali Almuhankir Dr. Massuda Mr. Ramadan Ms. Fathia	Naida Andrew Mark Abdulhakim
Sunday 23 June	0900-1230	Dr. Abdulmenum Dr. Ali Almuhankir Dr. Massuda Mr. Ramadan Ms. Fathia	Naida Andrew Mark
Sunday 23 June	1400-1700	Dr. Ali Almuhankir Dr. Massuda Mr. Ramadan Ms. Fathia CFO (TBA)	Naida Andrew Mark
Monday 24 June	0900-1230	British Embassy Tripoli British Council	Naida Andrew Mark
Tuesday 25 June	0900-1230	International donors and IPs	Naida Mark Andrew
Tuesday 25 June	1400-1700	International donors and IPs	Naida Mark
Wednesday 26 June	0900-1230	USAID out-brief	Naida Mark
Thursday 27 June	0900-1230	Head teacher Inspector RO manager	Naida Mark
Thursday 27 June	1400-1700	Head teacher Inspector RO manager	Naida Mark

ANNEX H: FIBER OPTIC NETWORK IN LIBYA
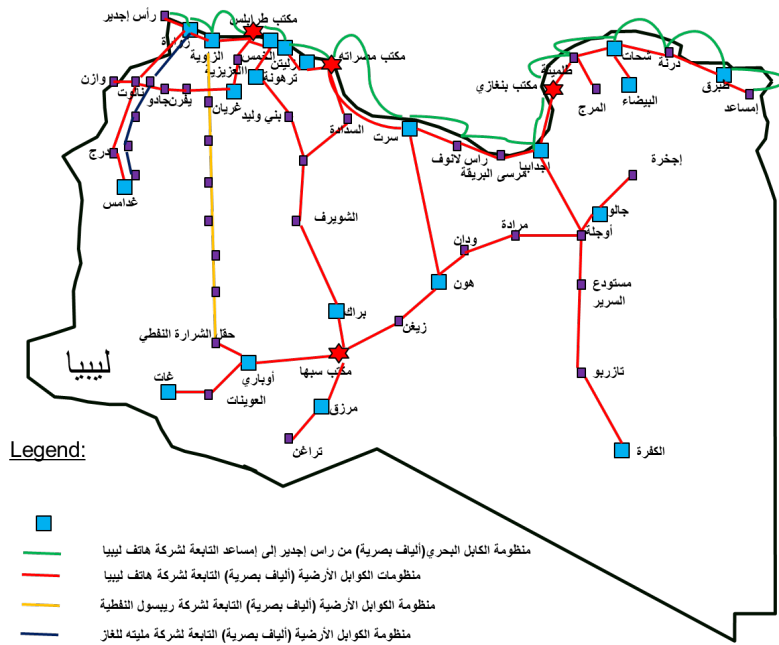
Legend:

Green line: The system of submarine fiber-optic cables from Ras Ajdir to Musaid, of the Hatef Libya Company

Red line: The systems of underground fiber-optic cables of the Hatef Libya Company

Yellow line: The system of underground fiber-optic cables of the Repsol Oil Company

Blue line: The system of underground fiber-optic cables of the Mellitah Oil & Gas Company

ANNEX I: SCHOOLS PARTICIPATING IN NETWORKING PILOT

No.	School Name	School Address	City	Coordinates	
1	Hassan Tarousha School	Fachloum	Tripoli	13.202086	32.884782
2	Mohamed Ben Othman School	Nofellin	Tripoli	13.211718	32.89108
3	Higher Institute for Teacher Education	Bab Tajoura	Tripoli	13.223807	32.891135
4	Fajr Jadid [New Dawn] School	Souk Al - Saqa mosque	Tripoli	13.212748	32.882915
5	Sarkhat Chabab [Young cry] School	Sidi El Masry	Tripoli	13.202412	32.867056
6	Shuhada Abu Maliana School	Al- Sour [the Fence] Street behind the Islamic Museum	Tripoli	13.182859	32.875251
7	Chabab [Youth] School	Abu Salim / Salah al-Din	Tripoli	13.164422	32.847836
8	Tripoli Central School	Gamal Abdel Nasser, Off Omar El Mokhtar Street	Tripoli	13.17406	32.88983
9	Libya School	Al - Jamahiriya Street, Abu Huraida Island	Tripoli	13.175616	32.879808
10	Tripoli School	Nasr Street, Mansoura	Tripoli	13.165755	32.884778
11	5 October School	Borj Al Madar / Graji	Tripoli	13.154635	32.871059
12	Soqour Febrayar [February Falcons] School	Ghout Al Shaal, al-Amarat	Tripoli	13.093309	32.849802
13	March 2 Center for Mechanical Trades	The Islamic Neighbourhood, next to the pasta factory	Tripoli	13.12053	32.86188
14	El Tadamon [Solidarity] School	Al-Andalus neighbourhood, next to the light signal	Tripoli	13.1497	32.86513
15	Abi Al-Thar Al-Ghafari School	The Islamic neighbourhood, next to the residential buildings	Tripoli	13.11639	32.85103
16	Abdel Rahman Al-Dakhel School	Al-Andalus neighbourhood, next to Bel-Amine Mosque	Tripoli	13.14879	32.86757
17	Ben Jubeir School	Al-Hadhba	Tripoli	13.204502	32.850302
18	Al-Ahrar [Freemen] School	Al-Hadhba Khadra, Abu Bakr Sediq Mosque	Tripoli	13.19305	32.84597
19	Jil Al-Tahadi [The defiance generation] School	Ben Ghashir	Tripoli	13.18846	32.87071

20	Mousa Ben Naseer School	Gharji Road, West Street	Tripoli	13.149748	32.875803
21	Al-Dribi School	Al-Dribi	Tripoli	13.129281	32.848361
22	Al-Shomoukh Comprehensive Trades Institute	Al-Jaraba street	Tripoli	13.20843	32.87534
23	Tarek Ben Ziad School	Karkarash, near the Mosque of Sharif	Tripoli	13.122447	32.871996
24	Athar [Archeology] Neighbourhood School	Karkarash, Athar [Archeology] neighborhood	Tripoli	13.110773	32.86511
25	Al-Dhahra Elementary School	Khalid Bin Walid Street, Al-Dhahra	Tripoli	13.19444	32.89111
26	Shahidat Al-Wajib [The Woman Marteer of Duty] School	Ben Ashour, Chouhada of Manshiyya / Al - Lansheh Bridge	Tripoli	13.20064	32.87336
27	Omar Al-Mukhtar School	Al Hadhba Blousa, behind Al-Hadhba Post	Tripoli	13.184722	32.846389
28	Al-Ikhlas [Loyalty] School	Eastern Hadhba / between the wide street and the university market	Tripoli	13.21117	32.84574
29	Industrial Institute	Ras Hassan / Extension of the Intilaka Fuel Station Street to Al-Hani	Tripoli	13.214444	32.87
30	Sarkhat Al-Horriya [Cry of Freedom] School	Al-Jomhouria Street, Bab Al-Azizia Area	Tripoli	13.17096	32.87926
31	Najia Al-Tuwair School	Ben Ashour Street, facing the Massarra clinic	Tripoli	13.213333	32.876111
32	School of Milad Abu Ali	Zanata	Tripoli	13.227222	32.871389
33	Der' Al-Watan [National Shield] School	Riyadhia, next to the deaf and dumb building	Tripoli	13.140833	32.858056
34	School of Itifaq Jerba [Djerba Agreement]	Garji / Island of Gargi (Al-Darn)	Tripoli	13.138888	32.870278
35	Nahawand School	Ghout al-Shaal / Mahalat al-Qadisiyah	Tripoli	13.08628	32.84628
36	Eid Al-Thar School	Abuslim / Behind the Industrial Institute	Tripoli	13.17293	32.84887
37	Al-Intisar [Victory] School	Bab al-Akkara / Al-Karama	Tripoli	13.16033	32.85486

		neighbourhood, facing the Abu Madi Mosque			
38	Baraim Al-Mustaqbal [Future Buds] School	Bab Ben Ghashir / Behind the Union Club	Tripoli	13.19261	32.86625
40 mins	Al-Wehda Al-Arabiya [Arab Unity] School	Al-Siyahia	Tripoli	13.08026	32.85498
41	Abu Salim Centre	Abu Salim, next to the soft drinks factory	Tripoli	13.16387	32.84505
42	El Sayeda Zeinab School	Abu Salim, Om-Durman	Tripoli	13.18394	32.85125
43	El Farouk School	Al-Hadhba Khadhra, Sahaba Mosque	Tripoli	13.19156	32.84208
44	Karkarash School of Life Sciences	Karkarach, next to the People's Security Office	Tripoli	13.1052	32.86451
45	School of Ahfad Al-Mujahedeen [grandchildren of the Mujahedeen]	Chouhada Al-Hani	Tripoli	13.22478	32.87881
46	The School of Al-Taher Mosque	Damascus neighbourhood, next to Al-Chabiya	Tripoli	13.2038	32.84504
47	Echbiliya [Seville] School	Ghout Shaal, Achra Street	Tripoli	13.09408	32.85616
48	Maitika School	Al-Nasr Street	Tripoli	13.17158	32.88496
49	Hassi Massoud School	Bab Akkara - near Al-Rahma Mosque	Tripoli	13.1674	32.8653
50	Ben Ashour School for Basic Education	Ben Ashour - Medical Equipment Street	Tripoli	13.199411	32.878989
51	Comprehensive Trades Institute	Popular housing, Al-Saraj	Tripoli	13.075996	32.842088
52	Al Taleb Thayer [The rebelling student] School for Basic and Med-Level Education	Janzur, near the cemetery of Sidi Ibrahim and the traffic centre of Sidi Ibrahim	Janzur	13.033913	32.821304
53	Janzur High School	Janzur market, behind the Teachers Education College	Janzur	13.016976	32.826475
54	Shohadaa Abourouen School	Janzur, the road facing the cemetery of Zaghouani	Janzur	13.018748	32.808719
55	Centre of Managerial Occupations	Al-Siyahia, near the Oil Institute for Training and Rehabilitation	Janzur	13.067668	32.849751

56	Al-Falouja School	Chabiyat Al-Jafara / Al-Ghiran Conference / Al-Sarj near the infirmary and Souk Al-Qana'a	Janzur	13.0709	32.8344
57	Yarmouk School	Janzur, Al-Wassat Conference, near Yarmouk Island	Janzur	13.00791	32.81406
61	Souk El Khamis Amsil School for Boys	Souk El Khamis Amsil, behind the gas station	Tarhuna	13.22127	32.52652
62	Ibn Hesham Primary School	Central Janzur, near the Arab World Mosque	Janzur	12.98942	32.78437
63	Faculty of Engineering Technology - Janzur	Janzur / next to Sidi Abdel Jalil Neighbourhood / Coastal Road	Janzur	13.02888	32.83624
64	Jodaim School	Jodaim Road, facing Jodaim gas station, coastal road and near the power station (30 KV)	Al-Zahra	12.80057	32.78327
65	Al-Zawiyah Al-Janoubia School (Bakhnas)	Al-Zawiyah city near Salah al-Din Mosque	Al-Zawiyah	12.74154	32.7295
66	Mohamed Kredmin School	Al-Zawiyah / Al-Fassi area near Al-Fassi cemetery	Al-Zawiyah	12.71157	32.75491
67	Al-Wihda [Unity] School	Al-Zawiyah Al-Sabiriyah, the coastal road, near Al-Mahameed Mosque	Al-Zawiyah	12.64405	32.75455
68	Surman School	The centre of Surman, after the traffic light and near the school of Amhamed Al-Maqrif	Surman	12.56192	32.76208
69	Institute of Comprehensive Trades / Al Zawiyah	Al-Zawiyah, Al-Amal Secondary School Street, near Al-Zawiyah Security Directorate	Az Zawiyah	12.72801	32.76976
70	Faculty of Economics and Political Science	The centre of Surman, after the fodder factory and near the Social Security Fund	Surman	12.58044	32.75542

71	Al-Manar School	Al-Harishah Al-Shamali in the residential area of Al-Zawiyah refinery	A-Zawiyah	12.68305	32.78929
72	Omar Bin Abdul Aziz School	Omar bin Abdul Aziz area near Al-Taieb Cemetry	Al-Zawiyah	12.73071	32.73183
73	Al-Zawiyah School	The Old Al-Zawiyah, near the School of June 11	Al-Zawiyah	12.72564	32.75949
74	Higher Institute of Hotel Services	The city of Zuwara, near the intersection of Sidi Said	Zuwara	12.07263	32.93702
75	Al-Mujahid Abdul Hamid Al-Saghir School	In the Conference area of the new Al-Zawiyah and near the Shaada cemetery	Al-Zawiyah	12.73465	32.77632
76	School of Omar bin Yahya	Fassi area near the vegetable market in Al-Zawiyah	Al-Zawiyah	12.71681	32.75086
77	Jamal Abdel Nasser School	Abu Sebaa area, facing the cemetery of Sidi Assaker	Al-Zawiyah	12.71092	32.76804
78	Dhay Al-Hilal School	Dhay Al-Hilal area, facing the Electricity Distribution Department Western Region	Al-Zawiyah	12.72211	32.77424
79	Asma bint Abi Bakr School	Shouhada Al-Zawiyah area, near the mosque of Hwaisa	Al-Zawiyah	12.7417	32.75317
83	Al-Harasha School	Al-Harasha area near Al-Harasha health center	Al-Zahra	12.67357	32.76412
84	Osama bin Zaid School	The area of Kersh Nab, near the infirmary and Osama bin Zaid Mosque	Al-Zawiyah	12.74396	32.68528
85	Thawrat Al-Hijara [Stone Revolution] School	Sabiriya area after the mosque of Said Jalidi	Surman	12.64291	32.73667
86	Abu Issa School	Sabiriya area near Abu Bakr Al Siddiq Mosque	Surman	12.62802	32.76851
87	Jeel Jadid [New Generation] School	Abu Al-Siba Mahalla, Khartoum Street	Al-Zawiyah	12.71834	32.76251
88	Al-Amal [hope] Secondary School	Samah Beach, Omar Mukhtar Street	Az Zawiyah	12.7346	32.76429

89	Al-Maya Secondary School of Social Sciences	Al-Maya, near the post office and electricity centre	Al-Zahra	12.88283	32.79147
90	The Building of the Secondary School of Basic Sciences / Nouri Omar Khalifa	Sabratah, city centre, Ali road	Al-Zawiyah	12.48107	32.79324
92	Shohada El Shat School	Souk Jomaa / After the highway bridge	Tripoli	13.238393	32.903309
93	Asad Bin Al-Furat School	The end of the 16 Road – June 11	Tripoli	13.262443	32.878357
94	Arab School	Tajoura next to the pedestrian bridge (The end of the highway and beginning of Tajoura)	Tajoura	13.291135	32.870302
96	Jaber Ben Hayyan School	Ain Zara, near Najmuddin Mosque	Tripoli	13.322865	32.821.975
97	Khaled Bin Al Waleed School	Ain Zara, near Shell Ain Zara	Tripoli	13.282532	32.802082
98	Ossamaa School	Farnaj Island	Tripoli	13.24094	32.850171
99	Al Qabas School	Souk Jomaa / Mansheya next to the fuel station Souk Jomaa	Tripoli	13.256967	32.892747
100	Al-Ansar School	Souk Jomaa, next to the back gate of the Muaitika base	Tripoli	13.272889	32.886971

ANNEX J: SOLUTIONS ROLES MATRIX

The guidance below is illustrative only. It is proposed by the AT as a starting point for discussion with the Minister and his senior staff to plan the implementation of proposed solutions in this report. The numbers in the left column correspond the numbered solutions in the Potential Solutions section of this report.

Potential Solutions	Departments/ Centers Involved	Other Ministries/Other Agencies Involved	Technical Assistance Required	Lead Responsibility
NB Further research may be required before all potential solutions can be confirmed	**NB This is an initial list which is not intended to be exclusive**	**NB This is an initial list which is not intended to be exclusive**	**Provisional estimates of the TA that might be required to support the Ministry in developing and/or implementing the potential solutions**	**It is recognized that the Minister will determine who will lead specific streams of work, especially as these are often cross-Ministry. The following are suggestions only.**
SPP1 (Develop Strategic Plan including projections)	Planning department; representatives from all MOE departments, centers and authorities; regional offices	OPM; MOF; MOP; MoSA; Ministry of Economics; experts/ academics; unions.	2-year TA at design/development stage, to include strategic plan and design/outline for operational plans + capacity building within DPS	DPS to lead working group with representatives from internal and external stakeholders
SPP2 (Approve new org. structure + title rationalization for senior managers)	All departments, centers, authorities, including regional offices.	OPM; MOL; Ministry of Restructuring; unions	6-month TA - specialists in organizational design, from MOL but to include international perspective. Could be part of SPP1, above.	DPS as secretariat of executive steering group
SPP3 (Develop operational plans)	All engaged in three-year Ministry plans plus annual operating plan for new departmental areas, following reorganization	TBC	See SPP1, above.	DPS
SIS4 (Hold quality assurance workshop)	All those involved in quality assurance across MOE (see detail of Potential Solution).	Input from university experts	Use participants to take forward the roadmap arising from workshop. 2-month TA to prepare and facilitate workshop and help design roadmap. Need follow-up to ensure roadmap is being followed.	Chair of SIS

Potential Solutions	Departments/ Centers Involved	Other Ministries/Other Agencies Involved	Technical Assistance Required	Lead Responsibility
SIS5 (Review inspectorate function)	All involved in QA.	MOF needed to provide financial support for the proposals	I-year TA to advise on alternative inspection models, including UK	Chair of SIS
SIS6 (Develop Internal Consultation/Com munication Strategy + subsequent revision)	Whole Ministry including regional offices and schools	N/A	6-month TA to help develop an internal comms strategy and build internal capacity. Subsequent follow-up when Strategic Plan/new structure to be disseminated.	Media & Communications
HR7 (Introduce teacher standards and licensing)	Whole Ministry including regional offices and schools, especially training centers, internal comms, planning department, SIS and legal department	MOL; universities and colleges; teachers union	I-year TA at minimum to ensure international comparability and to secure funding of development and consultation exercises.	Chair of SIS
HR8 (Develop an HR strategy)	HR; A&F (employee affairs and teacher affairs); teacher training centers; planning office; legal office	OPM; MOL; MOF; Parliament	6-month TA expertise/designated person needed to draw on regional/internation al experience but project to be funded within Government	Deputy Minister/HRD to lead executive steering group to include key internal stakeholders.
HR9 (Review HR responsibilities)	As above	As above	Included in above. Clarification of HR roles and responsibilities must be in context of HR strategy	As above
FM10 (Review how financial information is exchanged within MOE)	Whole Ministry, regional offices and autonomous institutions	MOF; Audit Bureau; MOP; MOL	6-month TA for process/ workflow (re)engineering	A&F
FM11 (Agree more unified perspective on OPEX & DEVEX)	MOE top management; A&F and Planning	OPM: MOF; MOP; Central Bank; donors	3-month TA to work closely with MOE, MOP and MOF and link with parallel donor projects.	A&F
FM12 (Introduce expenditure recording by department + introduce a performance perspective in budgeting)	A&F and Planning	N/A	6 to 12-month TA	A&F/DPS

Potential Solutions	Departments/ Centers Involved	Other Ministries/Other Agencies Involved	Technical Assistance Required	Lead Responsibility
FM13 (Build capacity for PFM and introduce specialisms)	A&F and Planning; HR (training); Financial Controller; Audit; staff in depts, regional offices, schools, etc. who deal with finances/financial transactions	MOF; MOP	1-year TA minimum	A&F/DPS
SME14 (Provide functioning ICT for DPS)	Planning and IDC	N/A	N/A	DPS
SME15 (Agree SM&E roles and responsibilities, rules and procedures, and mechanisms for reporting and data exchange)	Planning; IDC; Follow-Up; HR: regional offices; schools; National Center for Ensuring Quality and Certification	OPM; MOL; MOP; General Information Authority	1-year TA on organizational design and workflow (could be part of another TA assignment)	DPS
SME16 (Include output and outcome indicators in SM&E tools)	Planning and IDC	OPM; MOP; EMIS suppliers	Included in 2-year strategic planning TA + 3-month TA on detailed technological solutions and capacity building.	DPS
SME17 (Link statistics with strategic planning and M&E)	Planning; IDC; representatives from all MOE departments, centers and authorities and regional offices	OPM; MOF; MOP; MoSA; Ministry of Economics; General Information Authority; experts/ academics	3-month TA at design/development al stage	DPS
SME18 (Introduce performance management and link with finance)	Planning and A&F	MOP; MOF	1-year TA for design, development and initial implementation	DPS to lead consultation and piloting
SME19 (Link sector performance with employee performance)	Planning; HR; Follow-Up	OPM; MOP; MOL	3-month TA to include revisions to annual competence reviews	DPS
SME20 (Build capacity of SM&E staff)	Planning; HR; Follow-Up; IDC	OPM; MOP; General Information Authority	Included in SME19 TA	DPS
ICT21 (Review current ICT initiatives)	IDC; Planning; Procurement; International Cooperation; National Committee for Education and Culture	OPM; MOP; Auditor General; Transparency Committee	6-month TA	IDC

Potential Solutions	Departments/ Centers Involved	Other Ministries/Other Agencies Involved	Technical Assistance Required	Lead Responsibility
ICT22 (Develop a Digital Transformation Strategy)	IDC; Planning; Executive, representatives from all departments, centers and authorities and regional offices	Information and Documentation Authority; system and service providers; telecommunications regulator; UNESCO	6-month TA	IDC
ICT 23 (Introduce policies. Procedures and standards for ICT-based teaching/learning)	IDC; Exams and Quality; Follow-Up; Planning: Legal	Information and Documentation Authority; MOP; Ministry of Justice; Telecommunications Authority	1-year TA (to link with roles and responsibilities projects)	IDC (ICT Steering Committee)
ICT24 (Agree functions and tools within ICT)	IDC	Suppliers and contractors (depends on extent of outsourcing)	Limited to project management support	IDC
ICT 25 (Introduce regular needs assessments and monitoring of use of ICT assets)	Audit; IDC; Planning; user departments, regional offices and schools	World Bank; UDP; MOP	World Bank already engaged	IDC
ICT26 (Provide technical support to MOE staff and ICT related training)	HR; IDC; Planning; user departments, regional offices and schools	MOL; MOP; unions; suppliers and contractors	3-month TA to review training plans	HRD/DPS

ANNEX K: SOLUTIONS GANNT CHART

The guidance below is illustrative only. It is proposed by the AT as a starting point for discussion with the Minister and his senior staff to plan the implementation of proposed solutions in this report. The numbers in the left column correspond the numbered solutions in the Potential Solutions section of this report.

Solution	Before	Year 1	Year 2	Year 3
Validation of report findings/ feasibility of solutions	Minister			
SPP1 (Develop Strategic Plan incl. projections)		DPS		
SPP2 (Approve new org. structure + title rationalization for senior managers)			DPS	
SPP3 (Develop operational plans)				DPS
SIS4 (Hold quality assurance workshop)		SIS		
SIS5 (Review the Inspectorate function)			SIS	
SIS6 (Develop Internal Consultation/ Communication Strategy)		M&C		M&C
HR7 (Introduce teacher standards and licensing)		SIS		
HR8 (Develop an HR Strategy)		HRD		
HR9 (Review HR Department responsibilities)		HRD		
FM10 (Review how financial information is exchanged within MOE)			A&F	
FM11 (Agree more unified perspective on OPEX & DEVEX)				A&F
FM12 (Introduce expenditure recording by department)				A&F/DPS
FM13 (Build capacity for PFM + introduce specialism)				A&F/DPS
SME14 (Provide functioning ICT for DPS)	IDC			
SME15 (Agree SM&E roles and resposibilities, rules and procedures, etc.)		DPS		
SME16 (Include output and outcome indicators in SM&E tools)		DPS		
SME17 (Link statistics with strategic planning and M&E)			DPS	
SME18 (Introduce performance management and link with finance)				DPS
SME19 (Link sector performance with employee performance)			DPS	
SME20 (Build capacity of SM&E staff)		DPS		
ICT21 (Review current ICT initiatives)	IDC			
ICT22 (Develop a Digital Transformation Strategy)		IDC		
ICT23 (Introduce policies, procedures for ICT-based teaching/ learning)		IDC		
ICT24 (Agree functions and tools within ICT)		IDC		
ICT25 (Introduce regular needs assesments and monitoring of use of ICT assets)		IDC		
ICT26 (Provide technical support to MOE staff and ICT-related training)		HRD		