

**Strengthening Monitoring and Evaluation to Promote Effective Policy
Implementation in Education Sector of Somalia**

By

JIMALE, Khadija Abdullahi

THESIS

Submitted to

KDI School of Public Policy and Management

In Partial Fulfillment of the Requirements

For the Degree of

MASTER OF PUBLIC POLICY

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Approval as of December, 2021

DECLARATION

I, Khadija understand , declare that this research project is my original work; it has never been submitted to any university for academic propose.

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ABBREVIATIONS AND ACRONYMS

ESA	Education Sector Analysis
QCA	Qualitative Comparative Analysis
UN	United Nations
CIPP	Context, Input, Process and Product
MRM	Monitoring Report Mechanism
M&E	Monitoring and Evaluation
FGS	Federal Government of Somalia
EMIS	Education Management Information Systems
ESSPIN	Education Sector Support Programme in Nigeria
CHE	Council on Higher Education
GWM&E	Government-Wide Monitoring and Evaluation
DEO	District of Education Officer
DDE	District Director of Education
SEO	Sector Education Officer

ABSTRACT

Implementation of education policies remains a challenge due to the lack of proper utilization of monitoring and evaluation (M&E) processes in the education. Effective monitoring of education is, therefore, crucial to ensure that education activities meet their aims and objectives in terms of quality and their ability to impact the desired knowledge. The study seeks to establish how strengthening M&E could promote effective policy implementation in the education sector of Somalia. It also evaluates how effective the current M&E system in the education sector in Somalia is for improving the implementation of education policies; identifies key factors, the problems and challenges facing the current M&E system and their causes, and suggests how to enhance the M&E system in education policy implementation. The study adapted a case study design and analytic framework to analyse and compare M&E systems used in education from five different countries. The study deliberately selected a cases of countries that have implemented successful and effective M&E systems. It used both primary and secondary data. Primary data were collected through interview guides which targeted Ministry of Education officials and other experts in the education sector. Secondary data was collected through desk reviews of selected countries that meet the criteria for selection. The study through qualitative comparative analyse (QCA) then examined patterns of similarities and differences across selected cases on M&E in the education. The research established there are no similarities between Somalia and most of the countries of South Africa in terms of M&E Models, however, the National government overs the M&E implementation across the country at different levels, in a country such as Uganda the National and District education offices ensures compliance with the ministry of education and sports norms and guidelines and educational performance that enables the collection of data at different levels of education management. The results amongst others indicated that the guidelines provided by policy documents in a country such as Rwanda are coordinated from the national levels, they also develop district education M&E plans, which are expected to be consistent with the strategic and policy priorities, outcomes, and outputs of the Education Sector Strategic Plan (ESSP) and M&E is conducted through Joint Annual Review. The data of the study also established that Somalia has also put in place policy guidelines designed to establish a system that puts in place common structures and standards across the education sector for tracking progress in the implementation of all Government education policies and programs which is similar to the case of Kenya. Based on the findings the ministry of education needs to establish a strong independent M&E division that handles all M&E activities, improve the coordination between education stakeholders and allocate an adequate budget to it.

CHAPTER ONE

1.0. INTRODUCTION

1.1. Background of the Study

Somali education sector has continued to experience weak financial management and fiduciary control systems. The sector also has data that cannot be relied upon to conduct effective planning and monitoring and lacks detailed planning and crucial reporting on the implementation of education. This makes it a challenge to understand whether the education sector is meeting education priorities. In addition to that, government and donor funding are inefficiently used which undermines the credibility of the nation. Another major challenge faced by them is to establish a presumptive data system for the implementation of education policies in the country. Education sector analysis (ESA) (2017) reported that the absence of effective monitoring and evaluation (M&E) and financial control system that has contributed to re-channelling of resources from key activities. This affects the attainment of sector goals and delays the implementation of various education policies. The ESA report also cited the inability of the ministry to report and documenting on financial overheads across an array of areas especially for off budgets and support which was offered by the donor community.

The underlying causes of the above issue include; lack of accountability, transparency, and weak institutional capacity. Like the ESA, the indicated transparency, accountability, institutional, human, and financial utilization capacities of the Ministry of Education, Culture, and Higher Education (MoECHE) remains low. The effects arising from a lack of M&E in the education in Somalia have been emphasized. Egal (2019) acknowledges that the preparation, monitoring, and evaluation has been indicated inadequate across the education sector and observes that plans are not being designed with performance in mind; routine

monitoring is uneven in scope and quality; evaluation is sparse in coverage and usage of both funds from the donors and the government budget for monitoring and evaluating is not consistent.

In Somalia, accountability and transparency continue to be a challenge in the education sector of the country. A report on Education Sector Analysis (2017) highlighted that transparency and accountability were a key governance challenge in the education sector in Somalia where poor monitoring and performance practices at the state and regional levels have increasingly contributed to poor education service delivery. Therefore, the adaptation of an effective monitoring and evaluation strategy in education is crucial in ensuring that there is enhanced accountability and transparency in the education sector.

Implementation of education policies remains a challenge due to the lack of proper utilization of monitoring and evaluation processes in education sector. Effective monitoring of education is, therefore, crucial to ensure that education activities meet their aims and objectives in terms of quality and their ability to impact the desired knowledge. While attaining the desired education, quality remains a matter of concern for many countries, some M&E remains an effective strategy that can be used to enhance the quality of education. In recent years, a study by UNESCO (2018) established that government and non-governmental organizations supporting in developing countries have been adopting Monitoring and Evaluation systems in promoting effective governance by strengthening accountability and transparency in the sector's activities. While the core purpose of government initiatives is to strengthen the transparency and accountability of the education sector it also ensures that educational development initiatives meet their objectives, many of such initiatives continue to fail due to their inability to embrace accountability practices, and management failure. As

noticed by Hauge (2003) and Ojok (2016) some nations have succeeded in establishing strong M&E systems to promote effective governance in their sector, while others still face challenges in developing M&E systems that contribute to good governance.

Therefore, the study seeks to evaluate the effectiveness of current M&E system in improving policy implementation in Somalia's education sector; identify the problems and challenges faced by current M&E strategies on policy implementation of the education sector in Somalia, and support how to improve M&E system be used to address the weakness and promote effectiveness in policy implementation in the education sector.

1.2 Statement of the Problem

Implementation of education policies remains a challenge due to the lack of proper utilization of the M&E processes in the education sector. While there may be M&E policies in most countries, some of these policies may not be very effective in ensuring that they are properly implemented and that the policies meet their goals and objectives. The main problems facing the M&E system in Somalia are low human capacity, lack of data management, inadequate knowledge of the important of M&E. Effective monitoring of education is therefore crucial to ensure that education activities meet their aims and objectives in terms of quality and their ability to impact the desired knowledge. The previous studies conducted by scholars show disparities indicating different levels of success and failures of policy implementation. While these studies have evaluated each case, there are no studies that have compared such cases to identify differences and similarities in the M&E utilization while these countries implement the various education policies. Through case studies of five countries (Kenya, Nigeria, Uganda, Rwanda, and South Africa), this study,

therefore, seeks to identify the key factors (Success or failure) of the M&E system through conducting case studies. Based on these factors this study makes policy.

1.3. Objective of the Study

1.3.1. General objective of the study

The study aimed at establishing how to strengthen M&E system to promote effective policy implementation in the education sector of Somalia.

1.3.2. Specific Objectives

- 1.To determine how effective the current M&E system in the education sector in Somalia is for improving the implementation of education policies.
- 2.To identify key factors, the problems, and challenges facing the current M&E system and their causes.
- 3.To suggest how to improve the M&E system in education policy implementation.

1.4. Research Questions

This study seeks to answer the following questions;

- 1.How effective is the current M&E system for improving policy implementation of the education sector in Somalia?
- 2.What are the key factors, problems, and challenges faced by the current M&E strategies of the governance of the education sector in Somalia?
- 3.What are the needs to be done in order to address the weakness of the current M&E system and promote effectiveness in policy implementation in the education sector?

1.5 Significance of the Study

The evaluation aims at assessing the cause and effect of factor relationships in a bid to identify and utilize the outcomes for new programs, policies, or projects in almost all sectors including the education sector (Mutetsha, 2017). Evaluation, therefore, conducts a systematic and objective impact assessment to learn about the implemented policy, project, or

program in the education sector. Studies show disparities indicating different levels of success and failures of policy implementation. While these studies have evaluated each case, there are no studies that have compared such cases to identify differences and similarities in the M&E utilization while these countries implement the various education policies.

Once M&E policy is successfully implemented the scholarly community will use the study while reviewing their literature and based on their findings, other countries who have similar challenges as the ones Somalia is facing will improve on the implementation of their education policies.

Through case studies of five countries (Kenya, Nigeria, Uganda, Rwanda, and South Africa), seeks to establish how effective is the current M&E system for improving policy implementation of the education sector in Somalia compared to other countries selected for the study; identifies the problems and challenges faced by current M&E strategies on the education sector in Somalia in comparison to other countries involved in the study, and establish how can M&E systems be used to address the weakness and promote effectiveness in policy implementation in the education sector in comparison to other countries involved in the study.

1.6 Study Methodology

Kothari (2004) asserts that research methodology is the systematic, theoretical analysis of the procedures applied to a field of study. This involves the procedures of describing, explaining, and predicting phenomena to solve a problem. This study used two case study designs to study five countries (Kenya, Uganda, Rwanda, South Africa, and Nigeria). Primary and secondary data were collected from official documents and study respondents.

1.6.1 Method

1.6.1.1. Secondary Data

A. Case study

The study adopted a case study design of five countries (Kenya, Uganda, Rwanda, South Africa, and Nigeria). The M&E systems of five countries are analyzed and compared by applying an analytic framework that includes; (the M&E model, implementation of a legal framework, M&E policy and indicators, data management, technical capacity, knowledge of the staff, readiness/ preparedness and utilisation of the M&E results in factors). The main objective of the case studies is to identify key success factors by comparing similarities and differences among five cases, and based on the key success factors, suggest how to improve the M&E system of Somalia.

The study intentionally selected cases of countries that have implemented advantageous effective M&E in the education sector. Criteria for selection included countries that have adapted successful M&E systems in the education sector; despite having similar circumstances as Somalia. Thus, allowing to enable the generalization of findings; of developing countries in Africa that face resource limitations and challenges in the implementation of M&E in the education just as in Somalia.

B. Somalia Data Desk Review

Secondary data were collected through desk reviews of educational academic journals, books, e-academic platforms, and reports from the ministry of education to achieve the designed purpose of the study. Data were used to show how the M&E system can be made sure to improve the policy of the education sector; problems faced by the current M&E strategies by the government of the education sector by using the analytic framework (success and failure) factors.

1.6.1.1.2 Key Informant Interview

Primary data was collected through an interview guide questionnaire which developed based on the analytic framework, the in-depth interview targeted twelve (12) experts from Somalia's MoECHE. The research used the snowball technique for the experts in the Ministry. The interview taken was in a semi-structured format, it was administered via Skype and phone. The main objective of the interview was to prove the findings from Somalia's secondary data: To compare and contrast how the responses were either consistent or varied from the findings.

1.6.3 Data Analysis

1.6.3.1 Secondary Data Analysis

The study employed qualitative comparative analysis (QCA) for data analysis. This limited the study to a small number of selected cases. The study through (QCA) examined patterns of similarities and differences across chosen cases of M&E in the education sector (Kane, Lewis, and Williams, 2014). The results were then presented in narrative form which highlighted the similarities and differences in how the M&E system could be used for improving policy implementation of the education sector to overcome the problems and challenges faced by the current M&E strategies. It shows how these countries have used the M&E system to address weaknesses and promote effectiveness in policy implementation in the education sector.

1.6.3.2. Interview

The study used thematic analysis to analyse the primary data which was based on the objectives gathered by the study. To analyse the interviews conducted, the QCA qualitative analytical software was used to thematize expert responses for research or interview questions. The thematic responses were used to make intellectual logic and arguments in this research.

1.7 Organizational Structure of the Study

This paper is divided into four sections. In the first chapter, the researcher presents an overview of the issue, statement problem, the purpose of the study, research questions, and research methodology. The second chapter reviews and compares research reports, articles, and related documents on the implementation design and utilization of an M&E system from various regions. The third chapter will analyse data, interpret, and summarize five countries' cases, Somalia's secondary data, and interviews. The final chapter of the paper discussed the conclusion and made recommendations on how M&E can be improved in Somalia

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CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

Chapter three reviews the existing literature review on strengthening monitoring and evaluation to promote effective policy implementation in the education sector. The empirical review will provide the evidence from past studies related to M&E and policy implementation. It will also help in identifying gaps in past studies.

2.2 Concepts of Monitoring and Evaluation

2.2.1 Monitoring

Monitoring is referred to as the periodic tracking that may be done routinely of any activity's progress by systematically gathering and analysing data to ensure that program or planned activities have been achieved. Monitoring ensures that the target audience and the beneficiaries are well defined along with what they are performing, and whether the organized activities are being implemented as planned or not, and what should be done for the projects to meet their goals and objectives (Desai et al 2018).

2.2.2 Evaluation

Evaluation is the systematic assessment of an activity in project, program, strategy, policy, operational area, or institution's performance. It focuses on expected and progress accomplishments by examining the indicators (inputs, activities, outputs, outcomes, and impacts), processes, contextual factors, and causality to understand achievements or the lack of achievements (UN Women, 2010). Thus, the goal of evaluation is to determine how the programme contributed the outcome of the result achieved

2.3 Monitoring and Evaluation in Education Policy Implementation

2.3.1 M&E Design

Globally, many governments have developed M&E systems for measuring the results of programs in different sectors. The M&E systems are designed to evaluate the cost and the ways was spending, the outputs of the program, and the extent to which these systems can help in achieving the implementation goals and objectives in the different sectors. Nonetheless, most of these M&E systems do not effectively and efficiently the outcomes of the programs (UNESCO, 2016).

Albusaidi (2018) noted that the existence of well-designed M&E systems for measuring the outputs and outcomes of various educational activities to be limited to a few countries in the growing countires. Such countries often have established a high-performing, dynamic, and sustainable M&E systems for identifying various performance challenges as their education sectors implement various policies.

While there are many different models of program evaluation that can be applied in evaluating education activities, the CIPP Model (Context, Input, Process, and Product), is sometimes used considerably as it provides for a comprehensive approach that seems appropriate for the Demo project by NEPAD. This is a model that has a decision-focused approach that helps in the evaluation that emphasizes the systematic provision of information for program management and operation (NEPAD, 2016).

2.3.2 Implementation of M&E in the Education Sectors

In the existence of globalized education acknowledges the change in focus and the springing out of fresh hindrances to education from the Dakar Global Education Forum. This calls for novel ways of measuring the progress achieved and taking into account themes

contained in the Education 2030 agenda which ranged from quality education, gender equity, adult education, technical and vocational skills, early childhood education, and governance, marginalized populations, and armed conflicts (UNESCO,2013).

Monitoring and evaluation systems highly depend on an effective assessment policy framework that can get the required results. Karnataka (2014) observed that the education 2030 Framework for Action stresses the need for developing and implementing a more specific, data-driven, and vibrant M&E system to sufficiently meet quality requirements and policy implementation challenges in the education sectors across the world.

The evaluation aims at assessing the cause and effect factor relationships in a bid to identify and utilize the outcomes for new programs, policies, or projects in almost all sectors including the education sector (Mutetsha, 2017). Evaluation, therefore, involves an impact assessment systematically and objectively of an implemented policy, project, or program in the education sector. Evaluations appraise data and information related to cause and effect relationships that are relevant to strategic decisions and better implementation of education policies.

Education is one area that was affected by war-torn countries such as Somalia. The International organizations are therefore bringing resources to war-torn countries trying to rebuild various sectors to ensure that significant sectors are reinstated for quicker economic growth. The DRC and Somali have had an active Monitoring Report Mechanism (MRM) for the last several years. The MRM's Country Taskforce on Monitoring and Reporting in the two countries has initiated a reporting mechanism to ensure that any challenges on education delivery and policy implementation are reported for timely responses (Bennouna et al., 2015).

The proposed National Monitoring and Evaluation Policy had set out performance targets in various sectors including performance targets for the education sector. Although the education performance was set by the Somalia government through MoECHE and

continuously monitored to evaluate the performance targets to be achieved, 54% of the set out in the ESSP was not achieved (UNICEF, 2017). MOPIED (2017) in a National Monitoring and Evaluation Policy proposed that evidence-driven development should be backed up by statistical data, which helps to support a sound evidence-base for decision . Data is therefore provide routinely into a pre-specified timetable, it is comprehensive and provides national coverage.

2.3.3 Key Factors in M&E in Policy Implementation in the Education Sector

This section outlines the key factors of M&E in policy implementation in the education sector in Somalia. This section, therefore, looks at the available studies on the specific factors that affect the M&E in policy implementation in the education sector.

2.3.3.1 Implementation of the Legal Framework

In developing effective policy development in education, M&E is becoming a reliable tool in ensuring that proper data is assembled to enable evidence-based decision-making and implementation processes. Mackay (2007) advises that evidence-based policy assists in establishing a more effective process that can help achieve the desired results in the education activity implementation process.

As monitoring and evaluation become more crucial in the collection of the required data for policymaking and decision-making processes, the education sector needs to ensure that it starts with the development of an effective M&E policy that can collect the desired data. Sida (2004) highlighted that recently there is an increasing consideration of M&E policy inclusion among all development stakeholders for effective education activity monitoring. There is wide agreement among stakeholders that education activity monitoring should be evidence-based and must be guided by comprehensive, timely, relevant, and reliable data.

These policies should include the establishment of effective and comprehensive M&E systems that can consolidate and disaggregate data collected at multiple levels and focused on specific areas of interest. The monitoring framework for education policy is a participatory process that involves all the stakeholders that including donors and other stakeholders. M&E involves systematic information collection and processes of internal and assessment. Various monitoring and evaluation activities at different levels are meant to promote reflection and learning, whereby monitoring results inform decision-making and planning of education policy implementation activities.

For effective implementation of M&E in education policy, there is a need to first develop a reliable M&E framework that can ensure that the required objective is achieved. An effective M&E is developed with a clear legal and implementation framework. The crucial steps towards an effective M&E framework include the development of a logical framework that includes indicators of education in the Education Management Information System (EMIS) to incorporate indicators related to safety, resilience, and social cohesion (Kusek and Rist, 2004).

2.3.3.2 M&E Policy and Indicators

M&E systems are a set of operation composition that includes the personnel, the machine, the software, and the integration of the stakeholders that can help organizations assess and manage performances so that the right advancements can be made. It also shows the role and the relationship that exists between the various stakeholders and the legal framework that guides its' operations. Effective monitoring and evaluation (M&E) systems are essential to establish whether an education sector plan is being accurately implemented or not. With a proper M&E system, the government can collect, monitor, analyze, and evaluate information to help ministries of education (MoEs) to grasp knowledge and experience for

future policy deliberation, planning, and implementation. The role of the M&E System in Education Policy implementation cannot be over-emphasized given that the M&E helps in the identification of obstacles as well as highlighting possible changes to the way programs are implemented (Bennouna *et al.*, 2015).

The M&E system is used to systematically organize the collection of the required data to be assessed, indicating the roles and responsibilities of policy implementation of stakeholders. An effective M&E system in the education sector ensures that relevant progress and performance information is; collected processed and analysed regularly to allow for real-time, evidence-based decision-making; the various processes and methods for monitoring such as regular input and output data gathering and review, participatory monitoring, process monitoring and for evaluation that included a thematic impact evaluation. (Kusek and Rist, 2004).

The Ministry of Education in Guyana has inculcated a culture of results-based management in its policy implementation. This ensures M&E systems are established yield timely and more frequent reporting on results and that evaluations are conducted that can inform policies and programs in the education sectors. The Ministry uses interim results to modify interventions to increase their chances of success, thus demonstrating that the sector is a true learning organism (Ministry of Education, 2019).

2.3.3.3 Data collection and Management Methods

Not only is effective reporting and knowledge exchange important for all facets of an implementation process but also essential to the success of Participatory Monitoring and Evaluation (PM&E). This is because PM&E results give feedback into the project or policy implementation process and such feedback influences decision making. While an effective data collection system is essential for effective M&E, Yusuf (2019) stressed that due to poor

infrastructure and effects of prolonging the war, the Federal Republic of Somalia has not established a good reporting system that can ensure that reliable data is collected.

The country also suffers from harmonized data collection that has been contributed by language barriers, especially in the rural areas. Yusuf (2019) gave that the Participatory Monitoring and Evaluation (PM&E) process inevitably requires multiple stakeholders inside and outside the education sector to implement policies in education, the lack of reliable data collection system, levels of understanding on the M&E process, and the language barriers in Somalia continues to hinder the effective monitoring of educational activities in Somalia (Kypengren, 2017).

Monitoring and evaluation should include a skilled strategy in reporting and data sharing for the project implementation process. Dovigo and Rocco (2015) stated that the processes should aim at building on and improving existing communication, feedback, and reporting processes for the policy implementation process rather than to create additional work or to alter existing methods that are already working well. Memoire (2019) feared that even as Somalia positions a reliable M&E policy framework in education, there are no effective structures that can enhance appropriate data collection.

While reporting and sharing of information during M&E are crucial, timely data flow is critical for using M&E data to inform decision-making in operations. M&E policy in Somalia was intended to provide a clear framework for its institutionalization in the public sector inclusive of guidelines for coordination. The MoE in Somalia is expected to assess the reliability and accuracy of the reports received from partners operating at both field and country levels (UNESCO, 2016).

To enhance evaluation in the education sector, the MoECHE proposed that annual reporting of progress achieved in implementing the ESSP and the annual statistical yearbooks would be undertaken in liaison with development partners. The ESSP strategy, in part,

focuses on the development and strengthening of M&E capacities including building the capacity of the MoECHE staff or technical consultants who will help in tracking the progress of the ESSP implementation (MoECHE, 2019).

Memoire (2019) observed that the creation of an all-encompassing monitoring and supervision system, included system-wide use of EMIS data, supports for provision of education services, and increase the performance of quality education delivery. The other areas that M&E was to improve were the higher education sector, education, financial budgeting, and implementation; risk identification, and mitigation measures. The M&E was also to provide educational mitigation that would result in the achievement of the Somalia Growth Education Development Strategy which was considered an important pillar for all social and industrial development of the country.

Annual Education Statistics Yearbook 2018/19 developed by a data collection system to enable credible data which is an integral part of evidence-based policy planning, implementation, and decision-making processes. EMIS is also aims to monitor the progress of the education system. The systems contain subsectors data providing useful information such as GER, NER, Teacher Numbers and qualifications, Pupil-Teacher Ratio, financial data, pupil-book ratio, and other data necessary in the education sector (MOECHE, 2019).

2.3.3.4 Level of Awareness and Participating in Various Actors

Inadequate of capacity in low-income countries is one of the main barriers faced in achieving effective M&E. Sometimes many practitioners confess to having a limited understanding of how M&E is accurately developed; The factors that should advise training in M&E, how the implementation of M&E in one sector or project differs from one to another, and how the M&E training can be developed to build the necessary capacity required for successful implementation of various educational policies.

Lack of capacity and knowledge on the use of M&E methods continues to present a great challenge in policy implementation in the education space. In the Netherlands, M&E practitioners within NGOs report the absence of resources and trained staff required to execute a constructive M&E process. Even with the challenge, many recognize that M&E is the key to ensuring that resources for cooperation and aid are used in a way that maximizes their outcome and impact for beneficiaries (PWC, 2014).

While there are different models in M&E implementation, Holvoet and Inberg (2014) in evaluating the effectiveness of M&E proposed a diagnostic tool for reviewing the quality of M&E systems. The tool contains six dimensions namely; policy indicators, data collection, and methodology, organization, capacity-building, the participation of various actors, and the M&E use. The tool draws its origin from the meta-evaluation literature of Stufflebeam (1974) and M&E principles and guidelines alongside several other M&E assessment instruments.

2.3.3.5 Technical Capacity and Knowledge of the Staff

Inadequate technical capacity, knowledge, skills, and competencies of M&E are some of the constraints that continue to make it less adaptable to M&E in many sectors that include education. Somalia was still recovering from the effects of civil conflicts that lasted for decades. As noted by Marriott and Goyder (2009), several organizations experience internal challenges in institutionalizing MEL which is not simply to monitoring the activities but also supporting a improved practice and accountability to the beneficiaries based on what is learned. This has been considered hard to achieve in contexts where staff, especially in the NGO sector often perceive M&E as a necessary evil, burdensome, fixed, and rigid (Mueller, 2012).

While M&E implementation is crucial, M&E staff across many sectors are expected to be proficient in revising the M&E systems to accommodate contextual and organizational

dynamics even as they implement various policies. Investment in technology to build technical capacity is crucial in M&E implementation. M&E systems, which are often adapted, must remain meaningful to the project hence officers must be aware of what elements of the system should or should not be adjusted to accommodate shifts (Tsui et al, 2015).

2.3.3.6 Readiness/ Preparedness

The levels of preparedness among the M&E personnel and the Somali Government at large are crucial in evaluating education policy implementation in Somalia. It is worth noting the gains made in the past three years in developing a working EMIS system for monitoring progress with key education sector indicators. EMIS was initially piloted in the Banadir region in 2013-2015 with last year being scaled up to cover most of the Central South (MoECHE, 2017). The cited report also explains that insecurity in some remote areas such as Middle Juba made it impossible to collect data.

To increase M&E in the education sector, the government of Somalia through MOECHE has developed a detailed monitoring framework for monitoring progress toward implementing the planned strategies and activities as per the timeframe indicated in the ESSP Action Plan (Mutetesha, 2017). The sub-national actors and stakeholders were expected to support the implementation of the monitoring matrix and share responsibilities for attaining the intended targets. However, the plan was not implemented as designed.

The M&E recommendations of the joint review were to improve through a collaboration between the Ministry of Education and the other stakeholders. The Planning Department of the MoECHE of the Federal Government of Somalia has developed an Education Management Information Systems (EMIS) Yearbook 2018-2019 to ensure that there are effective measures that can enable proper reporting of education activities (Memoire, 2019).

As stated, by Yusuf (2019) that MoECHE embarks on enhancing education quality in Somalia, the Ministry promised to continue with embellishing the EMIS work so that they produce more credible data systems for M&E to be able to make decisions based on the needs of the Somali children. Similarly, MoECHE urged all its partners to use the EMIS Yearbook 2018-2019 as a reference for prioritized decisions which are clearly expressed in the Education Sector Strategic Plan (ESSP 2018-2020).

2.3.3.7 Utilization of M&E Results

Implementation of M&E results in wishes in achieving effective policy implementation in the education sector. M&E results from utilization can help stakeholders and the education sectors understand what the program is doing, how well it is meeting its objectives, and whether there are ways that progress can be enhanced. Utilization of results can help ensure social, financial, and political support to assist education projects to establish or strengthen the network with individuals and organizations with similar goals (Calder, 2013).

Mugambi and Kanda, (2013) stressed that the proper utilization of M&E results through stakeholder sharing also help in highlighting education policy strengths and accomplishments, advancing program management and planning, identifying weaknesses of education program implementation, determining the demand for policy modification or expansion, enhance quality delivery of education, identify future research needs, and strengthen funding proposals for the education programs.

2.4 The Analytic Framework

The study compared the effectiveness of data collection system; the roles and responsibilities of M&E in policy implementation in the education sector; the methods of reporting and whom the reporters report to; the levels of preparedness among the M&E personnel and the Somali Government at large is crucial in evaluating education policy implementation in Somalia compared to other case studies. The study also compared the effective reporting and information sharing importance for all facets of a process implementation process through the use of M&E in evaluating policy implementation in Somalia compared to Kenya, Uganda, Nigeria, Rwanda, and South Africa.

For the framework key factors are described which include: M&E Model, implementation of the legal framework, M&E policy and indicators, data collection management methods, level of awareness and participating in various actors, technical capacity, and knowledge of the staff, readiness/Preparedness and utilization of M&E results.

Table 1. Analytic Framework.

M&E Factor	Description
M&E Model	In this section, the study compared the Typical M&E process, organizational structures, type of M&E system to promote effective M&E, and role of the responsibility in different stakeholders that each country announced. This was done by evaluating the extent of institutionalizing the M&E system as a part of M&E regular Policy Implementation, the kind of M&E procedures and jobs done, as well as the internal rules and regulations for promoting the M&E system.
Implementation of Legal Framework	This paper evaluated the extent of the institutionalized M&E system as a part of M&E regular Policy Implementation, what kind of M&E procedures and jobs it does, and its internal rules and regulations.
M&E Policy and Indicators	The study sought specific policy and performance indicators which the countries adapted to promote an effective M&E system.
Data collection Management methods	This section will compare the methodology used in the data collection, interpretation, and dissemination, and reporting system in the five countries covered by this study.

Level of Awareness and Participating in Various Actors	The study compared the level of awareness and involvement of various education stakeholders in the use of the monitoring and evaluation in the education sector and the existing awareness campaign activities adapting the selected 5 countries.
Technical Capacity and Knowledge of the Staff	The study evaluated the extent to which the staff has been trained in M&E implementation and their knowledge of the M&E system in education overall.
Readiness/Preparedness	The study compares the readiness and preparedness of the government and government agencies, professional experts and staff involved, existing of M&E division/Units.
Utilization of M&E Results	The study evaluated how the selected countries utilized and used M&E results.

2.5 Conceptualization on how to Strengthen Monitoring and Evaluation to Promote Effective Policy Implementation in the Education Sector of Somalia

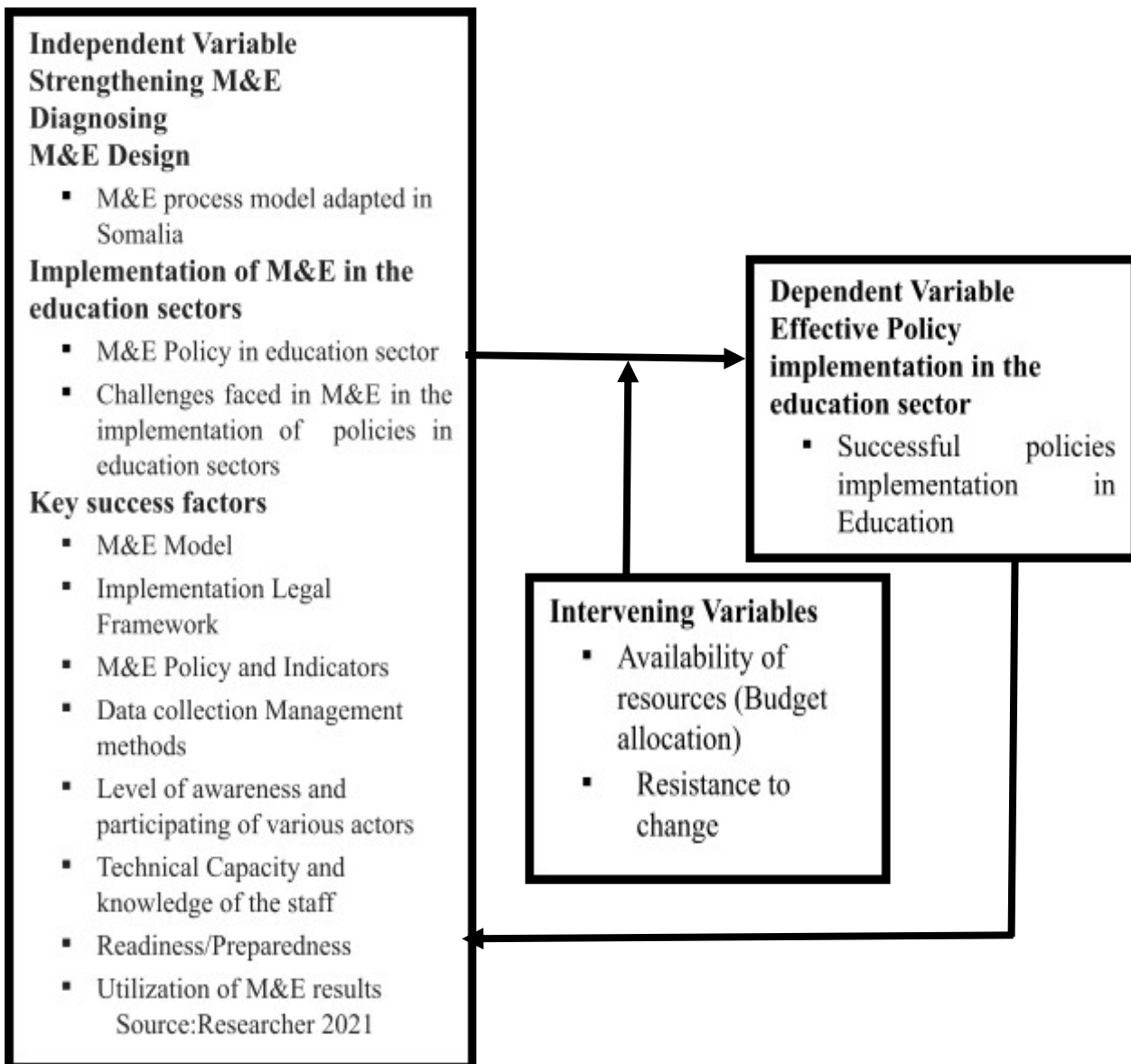
A review of the global, regional, and locally available literature on M&E in the education sector shows that; M&E has become an element in the development of education in Somalia. Therefore, this study conceptualized the relation between M&E to promote effective policy implementation in the education sector of Somalia by evaluating existing literature on the current M&E process model adapted in Somalia; the implementation process

of M&E in the education sector, and the Challenges faced in M&E in the implementation of policies in education sectors.

The M&E factors in policy implementation in the education sector (policy and implementation framework, M&E System in education policy implementation, levels of knowledge and awareness on M&E application in the policy implementation process, the efficiency of monitoring and evaluation in the education sector of Somalia. The study will also compare the effective reporting and information sharing is important for all facets of a process implementation process through the use of M&E in evaluating policy implementation in Somalia compared to other countries (Kenya, Nigeria, Uganda, Rwanda, and South Africa).

The study used the conceptual framework below to guide the study conceptualization, study variables, literature review, empirical review, the identification of study; data to be collected, and the data analysis.

Figure 1: Conceptual Framework for Promoting Effective Policy Implementation by Strengthening Monitoring and Evaluation in the Education Sector of Somalia



Source: *Researcher, 2021*

Figure 1 indicates that effective policy implementation in the education sector depends on strengthening the M&E design the country is using. This means that the model being used should be guided by the policy governing the education system and the implementation legal framework. There should be clear data collection management methods, increase in the level of awareness and participation of various actors. It is important, according to this framework, to have the technical capacity and knowledge of the staff involved in the M&E implementation exercise. These need to be prepared through readiness training. There are other intervening factors like availability of resources both material and

human as well as people's attitudes that lead to resistance to change. These can as well influence the implementation of M &E, however, the researcher might not have any control over them. For M&E's objectives to be achieved, its results should be utilized.

2.6 Summary

Effective monitoring of education is, therefore, crucial to ensure that education activities meet their aims and objectives in terms of quality and their ability to impact the desired knowledge. While attaining the desired education, the quality remained a matter of concern for many countries, some monitoring and evaluation prevailed as a productive strategy that could be used to enhance the quality of education. While the core purpose of government initiatives is to strengthen the transparency and accountability of the education sector and to ensure that educational development initiatives meet their objectives, many of such initiatives continue to fail due to their inability to embrace accountability practices, and management failure. As noticed by Hauge (2003) and Ojok (2016) some nations have succeeded in establishing strong M&E systems to promote effective governance in their sector, while others still face challenges in developing strong monitoring and evaluation systems that contribute to good governance.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

The study adopted a case study design that helped to analyze and compare several countries' M&E systems in the education sector by using an analytic framework. The study through an analysis of five countries' success and failure factors on the M&E system suggests the required framework, implementation model and policy requirement, and effective implementation approach necessary for effective M&E. The study also evaluated the existing M&E model, the implementation process, key factors that affect M&E in Somali that include the M&E framework, the challenges faced, the current M&E Systems, and its effectiveness in the education policy implementation process. The selection of case studies was based on the levels of successful implementation of M&E, regional representation, generalizability with Somali, similarities in terms of administration and education management. The case studies that were evaluated include Kenya, Uganda, Rwanda, South Africa, and Nigeria.

The study also interviewed 17 Key informants that included education experts from the Ministry of education and other education experts in Somali. The study thereafter compared how the responses were either consistent or varied from findings from secondary information on M&E in Somali. The study sought to establish the existing M&E model in the education sectors, the existing implementation process; the challenges faced; the M&E framework adapted in Somalia; and the effectiveness of the existing M&E system in Somalia.

3.2 Findings from Secondary Data in Somalia

The study while analysing the secondary data collected for Somalia established the following findings.

3.2.1 Description of Somalia Monitoring and Evaluation Model

The study while analyzing the secondary data collected for Somalia established that Somalia has a centralized system where the federal government is responsible for monitoring and evaluation and standards across are tracked through progress in the implementation and evaluation of all government education sector policies and programs. The Ministry has adopted a 4W matrix that is implemented by the Ministry of Planning. The ministry also uses the education management information system (EMIS) which produces yearly statistics yearbooks.

3.2.2 Implementation of Legal Framework

M&E implementation is done following the education sector guidelines. M&E is conducted through joint annual review meetings with all development partners and direct joint meetings for donor-supported projects which are done through EMIS and follow a statistical yearbook that is circulated to educational personnel at State and regional levels.

3.2.3 Monitoring and Evaluation Policy and Indicators

General National Education Policy guidelines are designed to establish a system that prepares common structures and standards across the education sector for tracking progress in the implementation and evaluation of all Government education policies and programs; guidelines for the coordination, administration, and general management to implementers.

The policy directs the establishment of system-wide monitoring, supervision, and use of EMIS data contained in the Annual Education Statistics Yearbook 2018/19. The system also contains subsectors of data providing useful information such as GER, NER, Teacher Numbers and qualifications, Pupil-Teacher Ratio, financial data, pupil-book ratio, and other data necessary in the education sector.

3.2.4 Data Collection Management Methods

The data collection is done through EMIS by Education offices at different regional and district levels. The Federal Republic of Somalia uses the manual method which is not a good reporting system because it prevents it from accumulating reliable data.

3.2.5 Level of Awareness and Participating in Various Actors

There are very low levels of staff and awareness in the use of M&E; Staff is not well trained in the collection/survey, entry, and analysis of massive data. There is low knowledge on participatory approaches to M&E in all departments, especially the administration unit.

3.2.6 Technical Capacity and Knowledge of the Staff

The country does not have the right technical capacity and knowledge; the staff does not have the correct scope and the necessary proficiency. As it sets up structures for M&E implementation, there is a need for more capacity building.

3.2.7 Readiness/Preparedness

Due to the low levels of training in M&E, Somalia can be considered to be not prepared in the implementation of M&E in evaluating the policy implementation in the education sector.

3.2.8 Utilization of Monitoring and Results

Somalia is unable to some extent utilize the M&E results because of the limited resources and a shaky administrative structure, especially at the regional level.

3.3 Analysis from Primary Data in Somalia

The researcher interviewed seventeen (17) respondents. They comprised seven (7) education directors, eight (8) education advisors, one (1) head of education in emergency, and one (1) human resource consultant. All the interviewed respondents were given pseudo names in observance of ethical issues that govern the privacy of research participants. The pseudo names used were letters of the English alphabet from A to Q.

When the researcher sought to know whether the Ministry of Education had a monitoring and evaluation system, respondents A, D, J, K, L and M said that M&E system was in place. Respondents B, C, E, G, H, N, P, and Q expressed that the M&E system did not exist at all. Respondent F had this to say; “there is a system, however, it is a scenario that under the policy of directive and planning, things were not straight. “Respondent I on the other end retorted, “The Ministry has an M&E system but its capacity of delivering its responsibilities is weak thus making its evaluation roles wanting.”

From these findings, one can tell that the majority (8) which translates to 48% of the 17 respondents indicated that the M&E system in Somalia did not exist. These results confirm what is provided in the reviewed literature in this study. The majority of those who indicated that the system existed could most likely have been directly linked to the Ministry of Education itself. The study, therefore, based on the majority, associates these findings with respondents’ fear of disclosing the truth regarding the existence of the M&E system, or challenges that led to M&E not being 100% achieved in Somalia.

This study further asked the respondents to describe the Monitoring and evaluation Design/type adapted by the Ministry of education in evaluating policy implementation in Somalia. In response respondent Q explained:

The ministry has two departments that help in evaluation and monitoring (the planning department and the quality assurance department). The planning department mainly gathers quantitative data using the EMIS system, whereas the quality assurance department is mandated to gather qualitative data through inspection and visits to schools to collect data on teaching and learning processes.

Respondent C had this to say:

The M&E system is in its infancy stage. It has recently been developed in a pilot stage. The system is still under improvement and so far represents some of the things that need to be undertaken before, during, and after program implementation, to track and measure the progress in

achieving the goal. Once the system is full-fledged, assigned personnel will be trained on how to use the system.

Respondent P added:

As we are all aware that these 2 components are essentially important to the ministry and their role is to seek work performance of the program of the Ministry and to see the outcome of the program that overall guides the progress of the ministry.

When the researcher probed further, this respondent continued to say, “in the ministry, there are 3 technical advisors dedicated to working in the M&E, but they are program based M&E.” Other responses were:

“We have our monitoring evaluation tools to evaluate our progress,” Said respondent F.

“In my state, we developed a monitoring and evaluation system that we collect education data and we conduct monthly Monitoring,” Retorted responded J.

“There is a joint review of the education sector in Somalia which was organized by the Ministry of Education.

Also, we conduct jointly,” Respondent A added.

The study went further to investigate participants’ feelings on whether the current Somalia M&E system was able to evaluate policy implementation in the education sector. In his view respondent, A said, “There is room for improvement and the different department of the ministry, as well as other key players involved in the M&E of the education system in Somalia, needs to collaborate more.” Respondent C said, “Currently it is not able to evaluate policy implementation, but shortly when the system design is completed and staff trained on it, it will be able to evaluate policy implementation in the education sector.” Respondent, I, K, M, L N, and Q had a ‘NO’ for an answer while respondent O answered, “To some extent because it is not well established. The sector is immature needs to establish more and more

by having a credible staff who are qualified for the subject matter.’ Responded B respondent, “In a state level and a program based level,” Respectively.

Based on these findings, the majority of responses concur with earlier responses in various other questions that the M&E system in Somalia had not been effectively rolled out to all the states. As one of the respondents had cited earlier that the system was still in the piloting stage.

The researcher wanted to know challenges that the current M&E Design in the ministry of education faced regarding evaluating education sector performance. In their responses, various participants had the following views:

Respondent Q had this to say, “Lack of resources in terms of trained staff, equipment as well as support from management and donors”

Respondent L’s sentiments were:

As I have mentioned, the ministry does not have an M&E system. However, if an M&E system is established, it would face the following challenges: Lack of relevant policies and regulations; poor accountability and culture of impunity; low capacity among the civil servants; overall fragility and instability of the state.

Respondent E:

There is a need for in-depth training on M&E systems. Formerly, the system did not exist. Now that the system is being developed, there is a need to identify staff with basic knowledge of M&E, and on-job training, mentoring, and coaching is required.

Similar sentiments were uttered by respondent C who said, “Capacity and training the staff of the ministry.’

Other challenges from these respondents included; lack of qualified technicians; little budget allocation; improper training and lack of autonomy, M&E is done under the director of planning which makes the job not to be done as intended.

From these findings and in reference to analysis from the other five countries mentioned earlier,

In Kenya, Uganda, Nigeria, South Africa, and Rwanda, it is evident that Somalia's M&E system requires adequate budgetary allocation for it to achieve its objectives.

The researcher sought measures that could be taken to address the challenges cited by the respondents and they had this to say, "The department needs more funding and staff. Staff the need more training to carry out their jobs more effectively. Support has to come both from the senior management and education donors," Said respondent N.

Respondent B said, "Finalize the M&E system design, train the staff on the use of the M&E System, capacitate the M&E Section including Human Resource Capacity, Work Space and Equipment, harmonize the Existing Policies and to develop a regular, follow up plan."

Most of the suggested measures by these respondents have been applied by the four countries analyzed by this study and proved to enable the said countries to achieve their goals and objectives of M&E.

3.4 Case Study Analysis

The study used case study analysis to compare the existing M&E in the five countries of Kenya, Uganda, Rwanda, South Africa, Nigeria, and Kenya. The study also evaluated the existing M&E model, the implementation process, the key factors that affect M&E in Somali which includes M&E framework, the challenges faced, the current M&E Systems, and it's effectiveness in the education policy implementation process. The selection of case studies was based on the levels of successful implementation of M&E, regional representation, generalizability with Somali, similarities in terms of administration and education management in the five countries.

3.4.1 Case Study 1: Analysis of M&E in Education Policy Implementation in Nigeria

The Nigerian government in bid to realize the objectives of education and to ensure the quality of education stated in the National policy on education (2013) that The National Policy clearly on that the success of any system of education is dependent on inspection and supervision of instruction. The Nigerian government recognized the need to monitor not only in the financial management of the education but also the teaching of students. Educationists at the Ministries of Education both at the federal and the state levels have set up quality control divisions in their respective ministries to ensure that quality education is maintained. It has been established that quality and standard could be maintained in the educational institutions through regular inspection and continuous supervision of instruction in the schools (Noun, 2009). To achieve the quality of education, the federal government established the department of inspection and supervision in the Federal ministry of education and created some monitoring and evaluation agencies in the country.

At the Federal and state level Nigeria government established external agencies to certify the effectiveness of monitoring and evaluation.

At the higher institutions, the Federal government established the National Universities Commission (NUC), the National Commission for Colleges of Education (NCCE), and the National Board for Technical Education (NBTE) to monitor and evaluate the program of higher institutions and to ensure quality education at the higher education level. The performance of these departments and units in the Ministries of education is poor and ineffective

According to Ogunode, Adah, Wama, and Audu (2020), in Nigeria policy is developed through State-level education offices: State-level education sector M&E approach is used in the management of M&E. M&E in Education in Nigeria is guided by ESSPIN M&E framework; The M&E framework is required to ensure the degree to which outputs and

outcomes are being achieved (through a set of monitoring indicators) and the reliability of the key anticipated relationships that link outputs to outcomes (through a set of evaluation studies).

The policy implementation, Somalia differs from Nigeria in that M&E is conducting Joint Annual Review meetings with all development partners, and more robust direct joint program coordination meetings supported donor projects done through EMIS and follow a statistical yearbook.

3.4.2 Case Study 2: Analysis of M&E in Education Policy Implementation in South Africa

The conceptualized model in South Africa is based on corrective action to measuring change (input, output, processes, and instruments) over time. The Monitoring of Education policy is implemented by different education councils (Council on Higher Education (CHE), Council of Basic Education). The council of Higher education carries out the Monitoring and Evaluation of education that relates to institutions of higher learning although all the coordination is done at the Ministry of education headquarters. Monitoring and evaluation in the country are done through legislative frameworks such as the White Paper 3 on Education of 1997 and the Education Act of 1997. This legislative framework states how M&E should be done. It also stipulates the role of the various stakeholders in the implementation of M&E in all the education policies developed by the Ministry of education and other education supporting agencies.

The system is used to collect fundamental data necessary to carry out the evaluation process; the Monitoring and Evaluation system's main purpose is to monitor and evaluate whether, how, to what extent, and with what consequences the vision, policy goals, and objectives are met. The data collection process is also based on the Government-Wide Monitoring and Evaluation (GWM&E) system.

The stakeholders and staff are very knowledgeable in M&E. The Ministry of education frequently reviews the levels of awareness and knowledge on the implementation of M&E in the education sector. This capacity building and awareness are meant to increase the ability of effectiveness of the system in helping the education councils discharge their responsibility to provide independent strategic advice to the Minister of Education on all higher education matters; and also the generation of information and analysis that could be of use for the effective policy implementation.

South Africa's Ministry of Education has put in place budgetary allocation that is meant to increase capacity in terms of equipment, employ more experts, and training in M&E to enhance the performance of M&E in the Ministry of Education. The ministry has the required professional expertise and has created several positions under quality control to monitor and evaluate education activities across the country. The Ministry has also put in place to implement M&E results. The ministry is clear on the use of data collected by the M&E department. Continued monitoring has improved the implementation of policies in the Ministry of Education where the various policy projections have been achieved. The quality assurance department ensures that various recommendations given by the M&E process are implemented as required.

Similar to South Africa, where monitoring of the education sector policy is implemented by different education councils (Council on Higher Education (CHE) and Council of Basic Education). This implies that the policy framework is prepared by the involvement of various stakeholders in both these countries, however, in Somalia, the data collection is done through EMIS by Education offices at different regional and district levels. The Federal Republic of Somalia has not put in place a good reporting system that can ensure that reliable data is collected. Data collection is a manual method. On the contrary, the South African Government Ministry of Education has put in place budgetary allocation for

increasing capacity in terms of equipment, employing more experts and training in M&E to enhance the performance of M&E in the Ministry of Education.

There are very low levels of staff and awareness in the use of M&E in Somalia and the staff is not well trained in the collection/survey, entry, and analysis of massive data. There is also low knowledge on participatory approaches to M&E in all departments and administrative units. In addition, Somalia does not have the right technical capacity and knowledge. As it puts in place structures for M&E implementation, there is a need for more capacity building for the monitoring and evaluation personnel. Due to low levels of training in M&E, Somalia can be considered to be unprepared in the implementation of M&E in evaluating the policy implementation in the education sector in comparison to South Africa. Moreover, Somalia is not able to utilize the M&E results to some extent because of the limited resources and a shaky administrative structure, especially at the regional level (Mark, 2015).

3.4.3 Case Study 3: Analysis of M&E in Education Policy Implementation in Uganda

Mayanja (2020) reports that M&E in Uganda is based on an incremental approach to strengthening M&E systems. This begins with what exists locally and then builds upon it for a better evaluation process for effective performance. At the national level, the Ministry of Education carries out the coordination of the M&E system while data collection and performance evaluation at the regional level is done by the District Education Offices. The National and District education offices ensure the compliance with MoES norms and guidelines on the collection of data at varying levels of education. There is clarity on the indicators and data collection guidelines that are common among the most developed aspects of M&E systems. Thus, the M&E system in Uganda's education sector is adequately developed.

The implementation of M&E is a legal requirement for every Ministry to report on the government policy implementation processes. The diagnosis and stocktaking that is guided by the six thematic area: (i) program policy, (ii) project indicators, information collection and the way was collected, (iii) organization, (iv) enhancing the capacity , (v) stakeholder participation (vi) how to used ; The M&E has also adapted a Joint Assessment Framework that requires that M&E is jointly done between the Ministry of Education and other stakeholders. The policy on M&E in education begins with a diagnosis of the existing system and pays attention to the underlying organizational issues and stakeholders' role in addressing the different M&E needs.

Apart from having trained personnel, Uganda's M&E policy comprehensively outlines exactly what, why, how, and for whom to monitor and evaluate. The M&E in the education sector can collect the required data which can enhance policy implementation. The data is collected through education officers at every administrative level of education. There is adequate capacity for M&E; building capacity on M&E at different levels of education management that guides the implementation of the various policies and programs. Ministry of education also ensures that there is continuous training and awareness in M&E. Although the Ministry of education has not invested in M&E like the other countries covered by the study, the country has not taken advantage of the available equipment and technical capacity by adapting information management systems in the management of its M&E system in education. The Ministry is clear on the use of M&E data collected by the M&E department. In terms of implementation of M&E results, Uganda was regarded as one of the countries with the lowest percentage implementation levels. This has also affected the quality of education in the country, later through efforts on education partners and the ministry of education, Uganda improved the utilization of M&E data which made it one of the best in the region.

3.4.4 Case Study 4: Analysis of M&E in Education Policy Implementation in Rwanda

Muhakeya (2019) in the Education Monitoring and Evaluation Framework asserts that Rwanda has adopted a National-level M&E coordinated structure. The M&E is an outcome-based monitoring and evaluation process. The implementation approach is based on a Sector Monitoring Matrix. The Ministry of education at the country levels has a role to ensure that M&E is conducted at different regional levels. M&E of education activities in Rwanda is implemented from the central and decentralized levels although it is coordinated from the National-Level; while implementing the M&E in education policy activities, the district M&E plans at this level helps to identify specific contextual challenges and will set specific action plans geared towards overcoming these challenges. The role of the national office and the regional offices are well laid out in the education M&E policy.

The Ministry of Education has adopted a Sector Monitoring Matrix as provided for in its M&E policy. The policy document provides how M&E is implemented at different levels such as district level the decentralized structures which are led by district management, in collaboration with the District Director of Education (DDE), District of Education Officer (DEO), and Sector Education Officer (SEO) through coordinated from the national levels, they also develop district education M&E plans, which are expected to be consistent with the strategic and policy priorities, outcomes and outputs of the Education Sector Strategic Plan (ESSP).

M&E Policy in the education sector was meant to create a greater autonomy and flexibility to choose and balance priorities outlined in the ESSP, based on district context and challenges. Data collection includes collecting data at all levels of administration. It is done through the national EMIS that creates comparative data across all districts that informs resource allocation and affirmative actions to reduce disparities in the achievements of the education policy implementation. Monitoring and Evaluation of Education have been

enhanced, due to the presence of many NOGs that support education in the country. Rwanda Capacity development support for M&E has been provided for by the education institution and its organizations to DDEs, DEOs, and SEOs at the district level so that there is a common agreement of what needs to be implemented and measured; there is a relevant orientation and training for those who will use them.

Rwanda, although is a young country that recently recovered from war, they have put a lot of investment in education and M&E in the sectors. The presence of many NGOs and development partners in various sectors has also enhanced the implementation of M&E in various sectors including the education sector which is one of the best performing sectors in the country; the technical investment in EMIS has also enhanced the performance of M&E in terms of technical capacity. The Ministry has also put in place rules and regulations for implementing the M&E activities and using the results. The Ministry is clear on the use of M&E data collected by the M&E department. The existence of many development partners in the education sector has contributed to the increased utilization of M&E systems due to huge financial and technical assistance by development partners which ensure that progress of various implementation of policies is followed to identify challenges in the implementation of the various education policies.

3.4.5 Case Study 5: Analysis of M&E in Education Policy Implementation in Kenya

Kenya has adopted a decentralized M&E management model where most of the information is collected at the regional and sub-county levels; though the Ministry of Education has introduced a nationalized information tracking and reporting systems, to enhance data gathering and the dissemination of results. M&E implementation in the education sector is conducted by the national (Government ministries and Education Agencies) and regional (county and sub-county) education management offices. The national and the regional education management offices have a role in ensuring that M&E is

effectively applied to all the education policies. Nevertheless, the coordination of all M&E activities is undertaken at the country level.

Law provides that Ministry of Education should submit an M&E report every year which shows the education policies that are being implemented. The country has also adopted a National Integrated Monitoring and Evaluation framework that can coordinate the regional monitoring systems and the national M&E system for the timely circulation of data and quicker decision making. The government has also strengthened traditional monitoring systems that are used to program progress and quality assurance.

The Ministry of Education has established a education management information system with a decentralized electronic data management in national level for the processing capacity that can provide timely and reliable data at any given time to ensure that the ministry has the required information for effective decision-making. The government collects data at sub-county levels and is then disseminated to the national M&E Office. The newly introduced NEMIS enables it to keep records of every student in both private and secondary schools. While the government has employed qualified staff to effectively implement M&E, and it continues to build the capacity of personnel at the county.

Technical capacity building and skill improvement is one area that Kenya has improved; there are huge investments in technical equipment, skills development, and training in M&E; the adaptation of NEMIS in Primary and Secondary Schools is yet another strategy to enhance monitoring and evaluation in the education sector performance. The ministry has the required professional expertise and has created several positions under quality control to monitor and evaluate education activities across the country.

The utilization and implementation of M&E recommendations have been low just like other sectors. While the education sector has good policies and an effective M&E system, policy implementation remains a challenge (Karimi, 2020)

3.5 Similarities and Differences in M&E in Education System among countries

The five countries (Nigeria, Rwanda, Uganda, South Africa, and Kenya) have an effective legal and policy framework to implement M&E in the education sector. Somali can borrow much from M&E activities that are conducted through Joint Annual Review meetings with partners, the direct joint program coordination meetings for supported donor projects, and the statistical yearbooks that are circulated to educational personnel at State and regional levels. While the country has not identified performance indicators that can help monitor M&E policy implementation progress, the country can put in place measures such as those implemented in the five countries. A detailed discussion of the similarities and differences between Somalia and each of the five countries is presented in Table 2.

Table 2 Similarities and Differences in M&E in Education System among countries

Country	Differences	Similarities
Nigeria	<ul style="list-style-type: none"> ● MODEL: M&E is developed through State level education offices. ● In Nigeria, the M&E is done differently where from Somalia, the ESSPIN monitoring and evaluation framework and frameworks provide the way M&E the State level education sector M&E framework is directed on how outputs and 	<ul style="list-style-type: none"> ● Despite being a federal state it has not developed like that of Nigeria. Therefore, The education sector M&E State-level approach can

	<p>outcomes to be achieved are designed.</p> <ul style="list-style-type: none"> • The existing M&E policy contained in (ESSPIN) outlines data collection, Capacity building, and reporting requirements. • In Nigeria data collection is done at different levels of governments (Federal Governments); setting the baseline for progress evaluation. The manual data collection has been replaced by digital ones. • These 5 countries have the required professional expertise and have created several positions under quality control to monitor and evaluate education activities across the country. 	<p>be used in the management of M&E. Monitoring of education policy implementation in Somali is coordinated through the EMIS office and the Planning Director office under the Ministry of Education. Somalia being a federal state can adopt these data collection systems from Nigeria. However, Somalia doesn't have the required proficiency.</p>
<p>South Africa</p>	<ul style="list-style-type: none"> • MODEL: M&E is based on a conceptualized model which shows corrective action by measuring change (input, output, processes, instruments) over time. • South Africa, unlike Somalia, follows a legislative framework and uses frameworks like the White Paper 3 on Education of 1997 and the Education Act of 1997. • South Africa, the policies guided by the legislative guidelines contained in the Education Act. • The research indicates that South Africa has adopted a more progressive system where it can collect fundamental data necessary to carry out the evaluation process. The data collection process is also based on the Government-Wide Monitoring and Evaluation (GWM&E) system. 	<p>The M&E in Somalia can adapt the evaluation process that can ensure effective implementation of the process. Government-Wide M&E (GWM&E) system. The system can be adapted by Somalia to enhance its M&E to effectively implement its M&E. Somalia should create rules and regulations</p>

	<ul style="list-style-type: none">• The five countries have also put in place internal rules and regulations for promoting the M&E activities and utilizing the M&E results• In terms of implementation of M&E policies, South Africa and Rwanda have exceeded expectations.	
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<p>=Uganda</p>	<ul style="list-style-type: none"> ● MODEL: M&E in the education sector is formed on the accretive approach to strengthening M&E systems that begins from what exists locally and slowly builds upon it for a better evaluation process for effective performance. ● In Uganda, the M&E operational framework is guided by the six thematic area : (i) program policy, (ii) program indicators, information collection, and how it collected, (iii) structure, (iv) capacity development , (v) stakeholder engagements (vi) use. ● Uganda presents a more inclusive M&E policy that summaries exactly what to monitor and evaluate, why to monitor , how to monitor, and for whom directly is particularly important for the coordination of the often largely fragmented sector of M&E arrangements. The data is collected through the education officers at each administrative level of education, having clear indicators and data collection guidelines that are generally among the most developed aspects of M&E systems; Thus, Uganda’s education sector M&E system has satisfactorily developed. ● They have invested more in M&E to enhance policy implementation in the Ministry of Education. Utilization and Implementation of M&E recommendation has been good in Kenya and Uganda 	<ul style="list-style-type: none"> ● Given that the proposed M&E will be based on the existing M&E in the division under the EMIS office and the Planning Director office. It should use the incremental approach to strengthen. Although, it is also similar to some extent to joint assessment where the M&E ● has adapted a Joint Assessment Framework to implement its M&E in the education sector. Somalia is not able to fully utilize the M&E results because of the limited resources and a shaky administrative structure especially at the regional level.
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<p>Rwanda</p>	<ul style="list-style-type: none"> ● . MODEL: M&E of Rwanda is based on the national-level coordinated structure. ● Rwanda, despite facing similar civil wars, has adopted a Sector Monitoring Matrix through a decentralized structure which is led by district management, in collaboration with directors and officers. They not only coordinate from the national levels but also develop district education M&E plans, which are expected to be consistent with the strategic and policy priorities, outcomes and outputs of the Education Sector Strategic Plan (ESSP). In Rwanda, the data is collected at all levels of administration. It is done through the national EMIS which creates comparative data across all districts that informs ● resource allocation and affirmative actions to reduce disparities in achievements of the education policy implementation. 	<ul style="list-style-type: none"> ● Given the low investment in technical and human capacity in M&E by Somalia, technical capacity building and skills improvement is one area that the country has to improve; there are huge investments in technical equipment, skills development, and training in M&E; the adaptation NEMIS in Primary and Secondary Schools is yet another strategy to enhance M&E in the education sector performance. The other countries that the countries need to borrow from are Nigeria, South Africa, and Rwanda which have extensively invested in the capacity building in M&E.
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<p>Kenya</p>	<ul style="list-style-type: none"> ● MODEL: Kenyas' Ministry of Education has introduced a centralized information tracking system and complementary reporting systems to improve data gathering and the dissemination of results. ● Kenya has a more elaborate National 	<ul style="list-style-type: none"> ● The Somali M&E model, though still weak, has adapted a decentralized M&E management model where most
	<ul style="list-style-type: none"> ● Integrated monitoring and evaluation framework that can coordinate the regional monitoring systems and the national M&E system for the timely circulation of data and faster decision making. Kenya has presented policies of the establishment of a national EMIS system with a decentralized electronic data management with clear performance ● indicators and parameters of measurement, processing capacity; which can provide timely and reliable data at any given time to ensure that the ministry has the required information for effective decision making ● In Kenya, the Ministry of Education collects data at sub-county levels and is then circulated to the national M&E Office; and the newly introduced NAMIS enables it to keep a record of every student in both private and secondary school. The Ministry of education in the five countries has also put in place clear on the use of M&E data collected by the M&E department. 	<p>of the information is collected at the regional and sub-county levels. Thus, they are managing through regional management. Somalia adopted the policy for M&E contained in the Somali Education Sector Strategic Plan of 2018-2020 that also brought the</p> <ul style="list-style-type: none"> ● Annual Statistical Yearbooks. <p>The other countries can present the benefit of data collection through EMIS that can help the country enhance its data collection process. Somalia can consider how to up its M&E system focusing at the success stories of the five countries that have adapted.</p>

CHAPTER FOUR

CONCLUSION AND RECOMMENDATION

4.1 Summary of the Findings

This paper discussed the required M&E framework, implementation model and policy requirement, and effective implementation approach necessary for effective M&E. The study also evaluated the existing M&E model, the implementation process, the key factors that affect M&E in Somali that include M&E framework, the challenges faced, the current M&E Systems and its effectiveness in the education policy implementation process. To get meaningful implications for strengthening the M&E in the education sector of Somalia, this study analysed 5 other countries' M&E systems including Kenya, Uganda, Rwanda, South Africa, and Nigeria.

Monitoring of education policy implementation in Somali is coordinated through the EMIS office and the Planning Director office under the Ministry of Education. Although Somalia is a Federal State, it has not developed its M&E in education like the other countries. The education system is operated through a regional management scheme, the country has adopted a decentralized M&E management model where most of the information is collected at the regional and sub-regions levels although the proposed M&E will be based on the existing M&E in the department which is under the EMIS office and the Planning Director office.

While M&E implementation in the education is yet to be effectively be implemented, the proposed implementation process is guided by the Somali Education Sector Strategic Plan of 2018-2020 and Guided by The Education Management Information Systems (EMIS) Yearbook 2018-2019, and the implementation is different from the one adopted by South Africa where the Monitoring of Education policy is implemented by different education councils (Council on Higher Education (CHE), Council of Basic Education), although is

different from the one adopted by Uganda where the implementation of M&E process in education starts with a diagnosis of the existing M&E system.

Noticeably, just like the other countries such as Kenya, the Ministry of Education, Culture and Higher Education (MOECHE) has used policies for the establishment of a national EMIS system with decentralized electronic data management, processing capacity; that can provide timely and reliable data at any given time to ensure that the ministry has the required information for effective decision making. The Ministry of Education in Somalia adopted the policy for M&E contained in the Somali Education Sector Strategic Plan of 2018-2020 that also brought the Annual Statistical Yearbooks.

Although M&E is done through a 4W matrix is also important to note that M&E is conducted through Joint Annual Review meetings convened with all development partners, and more robust direct joint program coordination meetings supported donor projects; done through EMIS and follow a statistical yearbook that is distributed to state and regional level education personnel. To enhance M&E in the education sector in Somalia has proposed a system-wide monitoring and Supervision system for M&E that includes a System-wide use of EMIS data; Annual Education Statistics Yearbook 2018/19;

The systems contain subsectors data providing useful information such as GER, NER, Teacher Numbers and qualifications, Pupil-Teacher Ratio, financial data, pupil-book ratio, and other data necessary in the education sector.

The country should consider strengthening regional M&E in evaluating education performance where the country manages M&E from different levels such as district level as the decentralized structures and coordinates at the national level as the centralized structure; data will be collected at different administrative levels but coordinated from the national level. In conclusion, Somali, unlike the other countries (Kenya, Nigeria, Uganda, Rwanda,

and South Africa) faces low levels of staff awareness in the use of M&E; Staff is not well trained in the collection/survey, entry, analysis of massive data; low knowledge on participatory approaches to M&E. Somali M&E system is still not as effective as the other countries, where the system is effective in the coordination of M&E activities in the education sector. The system can at the moment be considered to be ineffective coordination of M&E activities in the education sector. The country also does not have the right technical capacity and knowledge; the staff does not have the right capacity and the necessary knowledge and low implementation of M&E due to inadequate resources.

Results from both primary and secondary data indicate that the Ministry of Education has not fully established a system that can enhance a successful M&E system in the education sector in Somalia. The responsible departments have not invested to build the staff capacity for the M&E system. Moreover, the effective structures and the provision of financial resources to support M&E is unfulfilled in Somalia. The current staff does not have adequate knowledge, skills, and competencies to implement a monitoring and evaluation system. Further, findings indicated that there is no proper M&E coordination among all the stakeholders in the education sector to enable its application in policy implementation, some of the respondents felt that they faced a lot of reluctance from different key players and that partners currently come with their agenda which leads to difficulty in reaching a consensus for the M&E process. In terms of achieving specific outcomes, the Ministry of Education does not have the required policy and implementation framework to employ M&E in policy implementation. The respondents also felt that the existing M&E system is ineffectual and unable to collect the required data due to the weak system, however, the EMIS office and the Planning Director office are attempting to collect the information needed although they are not able to cover the necessary data needed. Currently, the M&E section under the

department of planning and the supervision section under the Department of Curriculum and Quality Assurance is not efficient in identifying the possible challenges in education policy implementation.

Apart from the weak of the M&E system at the MoECH, the stakeholders do not have adequate knowledge on M&E and therefore are not able to effectively implement the M&E in education. Information is only collected once through EMIS every year and some ad hoc school supervisors also collect some data about the state of the current education systems. The Ministry also uses simple manual tools to evaluate the education projects. While the tool has indicators, logical framework, goals, outcomes, outputs, baseline, and targets, the tool is filled manually. The ministry does not conduct M&E on its own but relies on the support of humanitarian agencies on all its M&E activities through baseline and assessments that are done by hired consultants.

Apart from strong leadership in M&E, the Ministry of Education should analyze the current status of M&E workers to establish the capacity gaps in terms of skills, adequate staff, and equipment. The results also indicated that there is a need to increase capacity for M&E section; harmonize the Existing Policies and to develop a regular follow-up plan and establish a strong coordination mechanism between the M&E department at FGS and State level. There is also a need to improve staff knowledge about M&E and create a uniform M&E system for the whole country. There is also a requirement to acknowledge that the Ministry of Education does not have an M&E system that is sufficient, to establish an effective system that is adequate and works for Somalia.

4.2. Recommendation

4.2.1. M&E Model

- There is a requirement for the Ministry of education and the stakeholders to develop proper M&E log-frames.
- Enhance the management of M&E for education policy implementation from different levels such as regional and district levels as the decentralized structures but strengthen the coordination of M&E at the national level as the centralized structure.

4.2.2. Implementation Legal Framework

- The need for the Ministry of education in Somalia to create a comprehensive framework and modalities for a decentralizing M&E in order to be able to collect data for effective decision making.
- There is a demand for the ministry to establish a strong independent monitoring and evaluation division that handles all M&E activities in the education sector.
- A necessity to create a legislative framework for effective implementation of M&E in the education sector.

4.2.3. Implementation process of M&E in Education Sector

- It requires standardization of Monitoring and Evaluation procedures and building capacity of personnel institutional level while enhancing school-based M&E activities across the country.
- The Ministry of education needs to allocate proper budget to ensure that M&E is properly funded to measure the policy implementation in the education sector.

4.2.4. M&E Policy and Indicators

- Establish a sustainable M&E funding mechanism that will ensure that there is adequate funding for all the education M&E activities.

- Strengthen the coordination process of M&E activities for education stakeholders to avoid duplication of efforts.
- It bolsters the process of obtaining a baselines linking all M&E activities to the Education Management Information Systems (EMIS).
- An urgency to establish a centralized information tracking system and complementary reporting systems to improve data gathering and the dissemination of results..

4.2.5 Level of awareness and participating of various actors

- It requires increased training and capacity building to ensure that the staff and the stakeholders are well equipped with the necessary skills to conduct M&E of all the policy implementation processes.
- There is also a need for increased awareness on the importance of M&E and the way it can help in the improvement of education performance.

4.2.6. Data Collection Management Methods

- Invest more in modern data collection management methods;
- Improve the EMIS system with decentralized updated data management, processing capacity;
- It should desire to harmonize and link the collection and processing of education statistics framework at county and Ministry and Agency levels with the National Integrated Monitoring System.

4.2.7. Technical Capacity and Knowledge of the Staff

- They need to increase capacity through investment in technology such as EMIS and other management systems.
- The country also requires increased training and skills development of staff in M&E.

4.2.8. Effective of M&E in the Implementation of Policies in Education Sectors

- There is a need to ensure that the system can collect credible data.
- It requires the enhancement of a proper implementation framework.
- The need to intensify the existing M&E infrastructure to ensure that the country has a good M&E system.
- The Ministry of education must address the low levels of understanding of the M&E process through effective training in M&E and ensure that the process is as effective as possible.
- The Ministry of education must also address the language barriers in Somalia which continue to hinder the effective monitoring of the education activities in Somalia.
- Establish and institutionalize an effective advanced data management system for all education activities both at the national and regional levels.

4.2.9 Utilization of M&E results

- There is a need to create more awareness of the importance of M&E in order for the stakeholders to realize the importance of M&E results in implementation.
- There is a need for more resource allocation on the implementation of policy in education in order to ensure that the ministry of education implements all the recommendations derived from the M&E process.

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APPENDIX 1 INTERVIEW GUIDE

**INTERVIEW GUIDE FOR THE MINISTRY OF EDUCATION AND HIGHER
EDUCATION STAFF (MOEHE) AND EDUCATION STAKEHOLDERS**

Dear Expert,

My name is Khadija Jimale, a master's degree student in the public policy program at the Korean development institute school of public policy and management. I am researching the topic of Strengthening the M&E system to promote effective policy implementation in the education sector of Somalia. The purpose of the research is to determine: To establish how to strengthen monitoring and evaluation systems to promote effective policy implementation in the education sector of Somalia.

Your participation in this research project is completely voluntary. You may decline altogether, or leave any questions you don't wish to answer.. Data from this research will be kept and reported only as a collective combined total. No one other than the researchers will know your answers to this questionnaire.

Please feel free to provide answers to any of the questions in more detail

Thank you,

Khadija Jimale

Part I: GENERAL QUESTIONS

Full name:

What is the name of your organization?

How long have you worked for this Institution?

Duty station?

What is your designation?

Can you please introduce yourself briefly?

Part II: M&E Design Adapted

1. Can you say that the Ministry has an M&E Design to evaluate policy implementation in Somalia?
2. If yes/Please describe the M&E Design adapted by the Ministry in evaluating policy implementation in Somalia.
3. Can you say that the current M&E Design can evaluate policy implementation in the education sector?
4. What challenges do you think are the current M&E Design in the ministry of education facing regarding evaluating education sector performance?
5. Suggest ways that the current M&E Design can be enhanced to increase its efficiency in evaluating education sector performance.

Part II: Implementation of M&E in the education sectors

1. Can you say that the country has an effective M&E framework for measuring policy implementation in the education sector? If No, please state why.
2. In your opinion, does the staff have adequate knowledge, skills, and competencies to implement M&E in the education sector?
3. Do you feel that there is proper M&E coordination among all the stakeholders in the education sector to enable its application in policy implementation?
4. In your opinion, can you say that proper financial allocation is done to enable effective implementation of M&E in measuring education policy implementation?
5. What can you say are the challenges faced in M&E in the implementation of policies in the education sector?
6. Suggest ways that effective M&E can be used in measuring policy implementation in the education sector.

Part III: Key M&E Factors in the use of M&E in Policy Implementation in Education Sector

1. In your opinion, can you say that there is a required policy and framework effective to enable M&E in policy implementation in the education sector?
2. Can you say that the current M&E system is able to effectively measure the implementation of education policy in the country?
3. In your opinion, Is the current M&E system able to collect reliable data for effective monitoring in the implementation of education policy in the country?
4. Can you state that the current M&E system is effective enough to identify possible challenges in the implementation of education policy in the country?
5. In your opinion, can you say that there is adequate knowledge and awareness among the stakeholders on the use of M&E implementation in the education sector?
6. Can you state that the staff have the right knowledge in the use of M&E in measuring the implementation of education policy in the country?
7. Explain briefly how the ministry of education conducts M&E in education policy?

8. What kind of ways should be approached in implementing a strong M&E system in the education sector in Somalia?
9. Do you think M&E is a tool for promoting accountability and transparency in the education sector? Explain.

THANK YOU FOR YOUR PARTICIPATION