







COMPLETION OF A COMPREHENSIVE ASSESSMENT OF EDUCATION SECTOR FOR IRAQ

FINAL PROGRAMME¹ NARRATIVE REPORT

Programme Title & Project Number

- Programme Title: Completion of a Comprehensive Assessment of Education Sector for Iraq
- Programme Number (if applicable): B1-35
- MPTF Office Project Reference Number: 3 00075277

Participating Organization(s)

 Organizations that have received direct funding from the MPTF Office under this programme

UNESCO (Lead), and UNICEF

Programme/Project Cost (US\$)

Total approved budget as per project document: MPTF /JP Contribution⁴:

• by Agency (if applicable)

Agency Contribution

• by Agency (if applicable)

Government Contribution

(if applicable)

Other Contributions (donors) (if applicable)

TO THE

TOTAL: U\$ 1,132,445

Country, Locality(s), Priority Area(s) / Strategic Results²

(if applicable)

Country/Region Iraq

Priority area/ strategic results Education

Implementing Partners

National counterparts (government, private, NGOs & others) and other International Organizations

Government of Iraq (GoI) Ministry of Education (MOE) in Baghdad and in Kurdistan Regional Government (KRG), Ministry of Higher Education and Scientific Research (MOHESR) in Baghdad and KRG

Programme Duration

Overall Duration (months)
Start Date⁵ (dd.mm.yyyy)

Original End Date⁶ (dd.mm.yyyy) 14th June 2011

Actual End date⁷(dd.mm.yyyy) 31st December 2012

Have agency(ies) operationally closed the

Programme in its(their) system?

Yes ■ No□
31st December

12 Months

27th May 2010

Expected Financial Closure date⁸:

2013

(UNESCO: US\$

UNICEF US\$

881,801;

250,644)

¹ The term "programme' is used for programmes, joint programmes and projects.

² Strategic Results, as formulated in the Strategic UN Planning Framework (e.g. UNDAF) or project document;

³ The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to as "Project ID" on the project's factsheet page on the MPTF Office GATEWAY.

⁴ The MPTF/JP Contribution is the amount transferred to the Participating UN Organizations – see MPTF Office GATEWAY

⁵ The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the MPTF Office GATEWAY

⁶ As per approval of the original project document by the relevant decision-making body/Steering Committee.

⁷ If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed. As per the MOU, agencies are to notify the MPTF Office when a programme completes its operational activities. Please see MPTF Office Closure Guidelines.

⁸ Financial Closure requires the return of unspent balances and submission of the Certified Final Financial Statement and Report.

Programme Assessment/Review/Mid-Term Eval. Evaluation Completed ☐ Yes ☐ No Date: dd.mm.yyyy Evaluation Report - Attached ☐ Yes ☐ No Date: dd.mm.yyyy

Report Submitted By

o Name: Enrique Pinilla-Martin

Title: Project Manager

Participating Organization (Lead): UNESCO Iraq Office

O Email address: e.pinilla-martin@unesco.org

Completion of a Comprehensive Assessment of Education Sector for Iraq

Final Report

EXECUTIVE SUMMARY

The Needs Assessment project was designed jointly with UNICEF taking into consideration the need to develop concrete indicators to measure quality of education on the basis of available assessments such as the Education Management Information System, the Multiple Indicators Cluster Survey, the National Education Strategy for Iraq situational analysis and the data extracted from a quantitative and qualitative survey. In order to assess the main causes that are hindering access to and quality of education, and to assist the endeavours of the Government of Iraq in the reconstruction and modernization of the education sector the recorded achievements could be summarized as follows:

- O Desk review was undertaken to determine the main gaps in information; these gaps have been used to design the questionnaires, which were distributed, according to the type of institutions to 200 schools distributed in the north, middle and south of Iraq and to 150 vocational and technical schools and 12 universities at the national level;
- o Extracted data were transferred to SPSS and a six day workshop was organized in Amman to view the results of the survey and determine the key education indicators;
- o Four back to back workshops were organized in Erbil in 2012 to train 120 government officials on planning and data analysis;
- o A sectorial analysis per level or theme in line with an assessment model agreed with the government partners was conducted;
- Assessment model and results were validated with key stakeholders:
- o Final Comprehensive Assessment of Education Sector in Iraq Report produced.

FINAL PROGRAMME REPORT

I. PURPOSE

A- Provide a brief introduction to the programme/ project

A comprehensive Needs Assessment of the education sector was undertaken to assess the main causes that are hindering access to and quality of education and assist the endeavors of the Government of Iraq in the reconstruction and modernization of the education sector. Within the framework of the joint initiative of UNESCO, UNICEF and WB towards the development of a National Education Strategy for Iraq (NESI) finally launched in December 2012, it was apparent that serious information gaps still existed hence giving a full and comprehensive analysis of the sector for operationalisation of the Strategy was difficult. Relevant analysis was deemed necessary on the root causes and factors that have impacted the quality of education in Iraq including analysis of the internal efficiency for appropriate resource allocation in the education sector. Also, relevant data was missing in the field of Technical and Vocational Education as well as Higher Education.

Moreover, the planned assessment has complemented the ongoing efforts for supporting Public Sector Modernization for service delivery (I-PSM Project), since the review of available data and completion of a school based survey to provide needed data for evidence based decision making purposes enriched the structural and functional analysis of the administration of ED sector expected under I-PSM.

The implementation of the assessment adopted threefold approach aiming to integrate ongoing capacity building efforts for the development and operationalization of the NESI. The main activities undertaken include a) Identification of gaps in educational data; b) planning and preparation of data collection; c) using newly collected data in analyzing education sector to inform evidence-based policy-making and future planning and costing for the sector.

The project also aimed to develop the capacity of relevant stakeholders in undertaking an in-depth assessment of education and provide relevant analysis on the root causes and factors that are undermining access and quality of education through the completion of internal efficiency analysis to ensure that the data and analysis produced inform the monitoring and implementation of the NESI.

B- Provide the main objectives and expected outcomes of the programme in relation to the appropriate Strategic UN Planning Framework (e.g. UNDAF) and project document (if applicable) or Annual Work Plans (AWPs) over the duration of the project

The project contributes to the attainment of ED Sector Outcome 2 and the outputs outlined below.

Sector Outcome: Strengthened institutional and human capacity of the education sector to deliver quality education

- Output 1: Government of Iraq (GoI) better able to identify knowledge gaps within the framework of NESI
- Output 2.1: GoI and partners are able to assess education production function for primary education

- Output 2.2: GoI and partners are able to assess internal efficiency in the field of quality education, Technical and Vocational Education and Higher Education
- Output 3: GoI and partners are provided with knowledge and evidence for effective implementation of the NESI

The project is ultimately expected to contribute to the Iraq National Development Strategy goal 6 of "Ensuring minimal quality standards of teaching and learning through strengthening basic teacher training". The project is expected to come out with the root causes hindering the provision of quality education in all the levels of education in Iraq and make appropriate recommendations.

Availability of accurate data used for targeted policies and action plans in education will also contribute to the attainment of MDGs 2 and 3 which are: MDG 2 of "Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling" and MDG 3: "Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015"

The project objectives are also aligned with UNDAF for Iraq Priority 4: *Increased access to quality essential services*, particularly outcome 4.1: POLICIES *The Government of Iraq has participatory and accountable policy framework and implementation mechanisms for the delivery of quality basic services at all levels*. It is expected that the project will flag main obstacles to achieving full access to schooling and for the achievement of gender equality at all the levels of education covered by the assessment, hence making appropriate recommendations for the attainment of these goals.

II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

a. Report on the key outputs achieved and explain any variance in achieved versus planned results.

i) Narrative reporting on results:

Outcomes:

The implementation of the needs assessment project has complemented UNESCO and UNICEF's efforts to assist the Government of Iraq in developing a National Education Strategy, which was finally launched in December 2012. The analysis of the of the survey conducted by UNESCO, data collected through the UNESCO-UNICEF and the World Bank workshops for the development of the sector diagnosis of the National Education Strategy, the Education Management Information System, the UNICEF Multiple Indicator Cluster Survey (MICS), and other relevant recent surveys and data have stressed the need to focus on quality of education as most of the educational planning in Iraq is still based on quantitative indicators aiming at increasing access to education.

The combined efforts of UNESCO and UNICEF to sensitize the Government of Iraq about the need to identify the concrete needs and priorities of the different levels of the education system have started to bear fruit. The government focal point at MOE and MOHESR in Baghdad an Erbil showed particular interest in the assessment model proposed to determine in line with international standards key indicators to measure the general performance of the Iraqi educational system both in terms of access and quality that can be extracted from existing assessments.

Moreover, following the organization of capacity building workshops targeting education statisticians and planners, participants claimed that similar trainings are needed to ensure that planners within the concerned ministries have the information and skills to provide decision-makers with the necessary evidence to develop targeted educational policies and plans. As a result the GoI has requested the addition of activities aiming to strengthen the planning function within MOE and MOHESR in Baghdad and Erbil to the I-PSM phase II to continue the capacity development efforts initiated by the Needs Assessment project.

It is also important to note that the needs assessment programme has directly contributed to the GoI strategic and planning process in identifying and setting national priorities for education reform. Indeed, the GoI's request for support from UNESCO, UNICEF and the World Bank to develop a monitoring and evaluation framework and implementation plan for the NESI evidences the government's commitment to evidence-based planning. It is expected that both the assessment model and comprehensive assessment report of the education sector will be used as a blueprint for the operationalization of the NESI. The project outputs, particularly the recommendations of the report and the assessment model will most certainly have a positive impact on the Iraqi educational system.

• Outputs:

The following results have been achieved to complete a comprehensive assessment of data at all levels of education and build the capacity of relevant public sector officials in the ministries of education and higher education in Baghdad and Erbil.

• Output 1 Government of Iraq (GoI) better able to identify knowledge gaps within the framework of NESI and Output 2 GoI and partners are able to assess internal efficiency and education production

functions in the field of quality education, Technical and Vocational Education and Higher Education:

UNESCO and UNICEF implemented the project in collaboration with the Iraqi Ministries in Baghdad and KRG: Ministries of Education, Ministries of Higher Education and Scientific Research, Central Statistics Office (formerly COSIT, Baghdad) and Kurdistan Statistics Office (KRSO). The partners represent all the levels of the education covered by the project and CSO and KRSO are key players with regard to statistical data to ensure comprehensive coverage and hence comprehensive data essential for a detailed analysis of the education sector in Iraq. A desk review was undertaken to determine the main gaps in information to identify the root causes and factors that have impacted upon the quality of education in Iraq. The documents analysis included the situational analysis of the Iraqi National Education Strategy, the Education Management Information System reports, the Multiple Indicator Cluster Survey and other assessments recently conducted. Due to the different methodologies adopted and data types some turned out not to be as adequate as expected for assessment purposes, but there has been an effort to ensure that all data available correspond to the same school year.

Based on the gaps identified questionnaires were designed to address educational levels and assessment categories that have not been surveyed recently. In consultation with ministries of education and higher education the questionnaires were distributed according to the type of institutions to 200 schools located in the north, middle and south of Iraq and to 150 vocational and technical schools as well as 12 universities at the national level. The extracted data were then transferred to SPSS for further analysis along with other data available. UNESCO organized a six-day workshop in Amman to review the results of the survey and determine the key education indicators that should be assessed.

UNICEF in partnership with MOE and Inter Agency Information Unit (IAU) of UNAMI, initiated development of teacher and school data base to provide improve access to information and support evidence-based planning. The major results of these activities include:

- DATA base on Schools and teachers
- Website development for teacher training institution
- Linking School database to GIS -mapping
- Customized report generation
- And enhanced capacity of the teacher training institution and MOE staff. "

In parallel, the implementation of the capacity development component was a step forward to achieve one of the main outputs: planners within the concerned ministries have the information and skills to provide decision-makers with the necessary evidence to develop targeted policies and plans. 120 government officials (statisticians and planners) were trained during four back to back workshops that were organized by UNESCO in Erbil in January and February 2012. The interest shown by government officials from the Ministry of Education that participated in the training sessions organized during the first quarter of 2012 evidences the need to continue strengthening their capacity in this field.

• Output 3 GoI and partners are provided with knowledge and evidence for effective implementation of the NESI

The final assessment report aimed to include information and data resulting not only from the conducted survey but also from EMIS, COSIT, MICS and any other available resources from ministries of education, higher education and other Iraqi institutions. To increase national ownership of the suggested recommendations and projects as well as to guarantee sustainability, preliminary analysis and final results of the comprehensive assessment validation sessions were organized with the Government of Iraq.

The MoE and MoHESR validated the assessment model and sources of data proposed for the analysis during a three-day workshop organized by UNESCO in December 2012. UNESCO experts highlighted the importance of adopting an assessment model that, based on the data available, identifies the root causes and factors that have impacted the quality of education in Iraq. To this end different assessment model were presented including the OECDE and PanCanadian indicators model before discussing the proposed model adapted to Iraq's context. The model also includes indicators to assess education production functions to help identify and gauge the relative and comparative importance of individual inputs in the achievement of outcomes (regardless of prospects of "full" applicability according to current data availability at this stage).

Based on the feedback received during the December 2012 validation workshop and the available data sources (mainly EMIS, UNESCO survey, MICS, CSO data) the analysis was conducted according to the selected assessment model and corresponding indicators. Given that the assessment model makes reference to indicators for which data is not currently collected systematically, these gaps will be used to justify the need to adopt an alternative assessment model that provides a solid basis for the development of evidence-based educational policies in the country.

The delay in receiving some of the data from MoE and MoHESR noted at the desk study stage has however offered an opportunity to contribute to the ongoing developments in education in Iraq. The assessment report is aligned with the recently launched National Education Strategy and does therefore make reference to the vision, mission and strategic goals included therein. This resulting report responds to the educational objectives sought by the Government of Iraq and contributes to monitoring and evaluating the performance of the system in light of the objectives of the strategy.

b. Report on how achieved outputs have contributed to the achievement of the outcomes and explain any variance in actual versus planned contributions to the outcomes. Highlight any institutional and/ or behavioural changes amongst beneficiaries at the outcome level.

The importance of the comprehensive needs assessment report is not limited only to its content but rather to the fact that it sets the base for developing the quality of education in Iraq. This is in line with UNESCO and UNICEF common objective of providing support for evidence-based and result-oriented educational planning. The comprehensive needs assessment programme did not only aim to diagnose some of the major weaknesses in the Iraqi education system but also to suggest practical, comprehensive and integrated solutions in the form of recommendations and aiming at enhancing the performance of the Iraqi educational system to provide quality education.

The objectives of the programme in terms of reviewing the different sources of data available to measure the performance of the Iraqi education system, and conduct an assessment that identifies information gaps and root causes of the problems that hamper the performance of the system have been achieved. Whenever data were not available the assessment identifies the steps that need to be taken to ensure that evidence is available for policy makers to diagnose the state of all levels of the Iraqi educational system according the assessment model validated by the Government of Iraq. This information will be relevant as the government progresses in the development of a monitoring and evaluation framework and implementation plan for the National Education Strategy as originally intended. The support provided by UNESCO and UNICEF to the ministries of education and higher education and scientific research in Baghdad and Erbil has been essential to ensure that the outcome of the needs assessment programme benefits the NESI development process.

Most of the objectives of the capacity development component have been achieved, although delays in nominations of participants, particularly from MoHESR have reduced the total number of expected beneficiaries. A positive change has been that now we received a clear request from MoE and MOHESR both in Baghdad and Erbil to initiate a sustained capacity development programme to strengthen the planning function within the ministries to continue the efforts made under the needs assessment programme. The realization of the gaps existing in terms of capacity and data within the ministries and the willingness to address them has been noted by both UNESCO and UNICEF, and a component focused on capacity development of the four ministries has therefore been included in the second phase of the Iraqi Public Sector Modernisation Programme.

Please see below.

ii) Indicator Based Performance Assessment:

Using the **Programme Results Framework from the Project Document / AWPs** - provide details of the achievement of indicators at both the output and outcome level in the table below. Where it has not been possible to collect data on indicators, clear explanation should be given explaining why.

		Achieved Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification	Comments (if any)				
D)	Outcome: Strengthened institutional and human capacity of the education sector to deliver quality education								
	Output 1: Government of Iraq better able to identify knowledge gaps within the framework of NESI								
Indicator:	1.1.1. No of Pre-assessment report including identified knowledge gaps and indicators completed	Yes	-	Report on knowledge gaps and survey questionnaires					
Baseline:	No								
Planned Target:	Pre-assessment report with knowledge gaps and identified indicators completed								
Indicator:	Indicator 1.1.2 No of staff of MOE & MOHESR trained in data collection and data analysis for policy planning purposes	120	- The total number was not attained due to lack of responsiveness from MOHESR in Baghdad to appoint participants	Attendance Sheets					
Baseline:	Zero								
Planned Target:	140 MOE & MOHESR statisticians and planners trained								
Indicator:	Indicator 1.1.3. Percentage of those trained satisfied with relevance and usefulness of trainings	85%		Trainees Evaluation Sheets	-				
Baseline:	Zero								
Planned Target:	90% of those trained satisfied with relevance and usefulness of trainings								
Output 2: GoI and partners are able to assess internal efficiency and education production functions in the field of quality education, Technical and Vocational Education and Higher Education									
Indicator:	Indicator 2.2.1 No. of schools, educational institutes and universities covered in the national survey	Partially: 200 schools, 150 TVET, 12 universities	MOHESR recommended to select a smaller sample	Data Collection Sheets and Survey Report Workshop Report					
Baseline:	0								

		Achieved Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification	Comments (if any)
Planned Target:	200 schools in north center and south of Iraq; 150 technical and vocational schools; 20 universities at national level				
Indicator:	Indicator 2.2.2 Number of GoI (male/female) survey supervisors trained in data collection and analysis	Partially: 46 supervisors were trained in Baghdad, 10 amongst them females	For cost efficiency and based on consultations with MOE and MOHESR it was considered that the survey could be conducted with the assistance of less supervisors that originally estimated	Workshop report	
Baseline: Planned Target:	0 180				
Indicator: Baseline: Planned Target:	Indicator 2.2.3 Percentage of those trained satisfied with relevance and usefulness of training NA 80%	80%		-	
Output 3: GoI and partners are provided with knowledge and evidence for effective implementation of the NESI					
Indicator:	Indicator 1.3.1 Consolidated report on the assessment of ED sector produced and validated by GoI	Yes	entation of the (VES)	Workshop Report with final Recommendations	The model took into account the need to respond to the educational strategic goals and objectives as described in the NESI, but actual application in the current assessment exercise is still limited pending development of a M&E framework an action plan
Baseline:	0				action plan

		Achieved Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification	Comments (if any)
Planned Target:	1 Consolidated Report produced and validated				
Indicator: Baseline:	Indicator 1.3. 2 Completed Report produced and disseminated in Arabic and English Languages None	Yes		Final Report	
Planned Target:	Final Report Printed and disseminated				

III. EVALUATION & LESSONS LEARNED

- Report on any assessments, evaluations or studies undertaken relating to the programme and how they were used during implementation. Has there been a final project evaluation and what are the key findings? Provide reasons if no programme evaluation have been done yet?
- Explain challenges such as delays in programme implementation, and the nature of the constraints such as management arrangements, human resources etc. What actions were taken to mitigate these challenges? How did such challenges and actions impact on the overall achievement of results? Have any of the risks identified during the project design materialized or were there unidentified risks that came up?
- Report key lessons learned and best practices that would facilitate future programme design and implementation, including issues related to management arrangements, human resources, resources, etc. Please also include experiences of failure, which often are the richest source of lessons learned.

Throughout the implementation of the programme several constraints resulted in delaying the key activities and forced UNESCO and UNICEF to request a project extension. As outlined below much of the data necessary to complete the report including EMIS and last round of MICS were only available in the last quarter of 2012. An extension request was therefore submitted and approved by the ITF as it was deemed necessary to: i) complete the sectorial analysis per level of education or theme on the various components in line with the data collected; ii) validate the analysis results with key stakeholders; and iii) finalize the comprehensive report covering the various levels of education and disseminate the results.

Major implementation constraints can be summarized as follows:

- a) Delays in appointing focal points and facilitating the implementation of the survey were reflected in the availability of the data. The survey results were only tabulated in March 2012, hence delaying the analysis and identification of key indicators. The delays in obtaining data from the concerned ministries (EMIS, etc.) have also had a negative impact in the capacity of the contractor to complete an assessment report that offers the level of in-depth analysis required by December 2012 as originally expected.
- b) Lengthy process to obtain authorization from the Ministry of Education and the Ministry of Higher Education and Scientific Research for government officials to participate in capacity building workshops (under Output 2) meant that the planned capacity building activities could only take place in March 2012.
- c) Based on the Ministry of Education's request to ensure that the comprehensive needs assessment fills in the information gaps within the education sector, particularly with reference to key indicators, the assessment included the data resulting from the Education Management Information System data. Unfortunately by July 2012 the data corresponding to 2011 had not been made available by government partners, hence delaying the final assessment completion date.

The political situation was a major reason for serious delays in addition to the security conditions, movement constrains and GOI usual bureaucracy. To avoid these constrains in the future, the project management decided to hold all training activities in Erbil instead of Baghdad, request all GOI nominations, approvals, etc with enough time prior to events / activities and increase follow up and

coordination with Iraqi counterparts. Different scenarios for implementing each activity were also planned to avoid sudden constrains, but even then the ebbs and flows of Iraqi political context have impacted negatively on the project timeframe, namely due to the preference of Baghdad-based ministries to organize there the capacity development workshops instead of Erbil as a results of tensions between the central and regional government in the past few months.

Despite constant follow-up both MOE and MOHESR in Baghdad and Erbil have been slow in appointing focal points and sharing the information necessary to conduct the desk analysis and, at a later stage, complete the comprehensive needs assessment. For instance due to the tensions aforementioned MOHESR was not responsive in the timely submission of nominations to participate in capacity development initiatives. The recruitment of facilitators also proved to be a challenge given that many of them were reluctant to travel to Iraq and particularly to Baghdad. During the validation workshop of the assessment model in Erbil there was a strenuous effort to ensure that the four main ministries would be represented and engage actively in the discussion of the assessment model as their participation is critical for project implementation and sustainability.

The assessment model is designed to provide relevant data and analysis on the root causes and factors that impact the quality of education in Iraq. However the assessment application exercise based on the model that is not fully complete due to some information gaps that could not be captured even by the survey conducted. Indicators capturing all other aspired dimensions that are not possible to apply at this stage have been developed and proposed, data needed for that have been identified and clarified. Recommendations addressed to MOE and MOHESR on collecting and availing more data to facilitate a more comprehensive assessment will be the basis for the technical assistance that will be provided to GOI in the operationalization of the NESI..

As the coordination and implementation of projects in the political context of Iraq is extremely challenging, one of the lessons learned and that would assist for future programme design is ensuring that contact with Ministries is not "output-based", as this undermines long standing relationship building and the credibility of the UN.