

# Somaliland

## PFM Education and Training programme

### Overview

#### Introduction

The Somaliland Public Financial Management (PFM) Education and Training Programme is a collaborative programme between the Somaliland Government, participating universities and a consortium led by WYG International and including CIPFA and Michael Parry Consulting LLP. The Programme is funded by a multi-donor trust fund administered by the World Bank.

The Programme has four elements:

1. A professional exam teaching programme leading to examination and certification by CIPFA, ITC-ILO and the programme itself
2. A learning programme "PFM for Managers"
3. Practical training for budget staff to improve government budget processes
4. Design of a PFM Cadre of Service for central and local governments.

A key feature of the programme is that the course delivery will, with the exception of (3) above, all be delivered by Somaliland nationals. Extensive support will be provided by the consortium in terms of teaching materials and methodology, a web-based learning management system, webinars and tutorial support.

#### Programme Objectives and Purposes

The goal of the PFM Education and Training Programme is improved governance within Somaliland. This will be achieved by enhancing the financial management capacity of government staff.

This goal will be achieved through a **four-pronged approach**:

1. A core of government staff trained to qualify at the CIPFA Diploma level. CIPFA is the leading international public sector professional body, and qualifying at Diploma level will enable successful students to become CIPFA Affiliate members. This will provide a core of professional financial managers within government.
2. In parallel a web-based programme of PFM for Managers will enable government staff who do not require formal qualifications in PFM, to acquire a broad understanding of PFM.
3. The above programmes will be supplemented by practical face-to-face training on the leadership of PFM reform, budget and financial management for senior government officials.
4. A PFM scheme of service will be developed for a cadre of PFM professionals, to recognise newly acquire skills and reinforce these through an ongoing programme of professionalization.

Participants in the programme will be government staff from all levels of government, particularly those involved in PFM from the Ministry of Finance, Auditor General and other government organisations.

## **Participating organisations**

As indicated above, this is a collaborative Programme involving the Government of Somaliland, the University of Hargeisa, the World Bank and an international consortium.

The University of Hargeisa is the host university for students studying for the CIPFA examinations. Under the Programme facilities at the University are being upgraded particularly to facilitate a web based learning programme.

The international consortium is led by WYG International and includes CIPFA and Michael Parry Consulting LLP. A brief summary of each organisation is provided below.

### **WYG International (the lead firm)**

WYG International (WYGI) is a leading UK management and development consultancy, and part of the WYG plc group. WYGI was incorporated in the 1990s when the company was a major implementer of social and economic regeneration programmes to mitigate the worst effects of industrial restructuring and economic decline in the fast-changing economies of Central and Eastern Europe and the Former Soviet Union. At the time, these programmes were the largest EU investment initiative of their kind in Europe.

In 2007 WYGI acquired International Management Consultants Limited (IMCL), the company that managed the previous ODL training in Somalia and Somaliland. IMCL formed the basis of the Public Financial Management (PFM) practice area of WYGI. This is the Practice area that would be responsible for this project.

The PFM practice has a wide-ranging and in-depth knowledge of all levels of the financial management cycle - planning, budget preparation, budget execution and treasury, accounting, financial control and audit, and supporting strategies, including accounting standards IT, training, human resource and change management. WYGI carries ISO accreditation in quality, health & safety and environment.

The PFM practice is staffed by senior consultants with considerable international experience across Africa, Europe, Asia and the Pacific regions.

Within the Programme WYGI is responsible for overall programme management, logistics and the in-country training.

### **Chartered Institute of Public Finance and Accountancy (CIPFA)**

The Chartered Institute of Public Finance and Accountancy (CIPFA) is the only professional accountancy body and member of the International Federation of Accountants (IFAC) that specialises in the public sector. Its strategic purpose is "Working in the public interest, to promote high standards and deliver excellence in governance and financial management throughout the public services". CIPFA is an accredited UK professional accountancy body and a member of the International Federation of Accountants (IFAC).

CIPFA's role is to advance public financial management (PFM) and promote best practice. In the UK, it is the leading independent professional body on public finance and governance. Around the world, CIPFA champions the performance of public services by driving the effective and efficient use of public money.

CIPFA is the awarding professional body for the CPFA (Chartered Public Finance Accountant) qualification, the global gold standard for professional public financial management (PFM). Its portfolio of international PFM qualifications includes its International Certificate, Diploma, Advanced Diploma and Professional Qualification in PFM. CIPFA offers a stand-alone qualification in International Public Sector Accounting Standards, and awards other qualifications in PFM, including internal audit, IPSAS and accountancy, to students around the world.

Within the Programme CIPFA is responsible for the IPFM course, learning material, examinations and award of membership to successful candidates.

## Michael Parry Consulting LLP (MPC)

Michael Parry Consulting was formed in July 2009 led by Michael Parry, the former Executive Chairman of International Management Consultants Limited (IMCL). The partnership was incorporated as Michael Parry Consulting LLP in March 2012.

Michael Parry Consulting Ltd has as its mission the provision of high quality consulting services using a small group of established and high quality consultants led by Michael Parry, one of the most experienced and qualified international PFM experts.

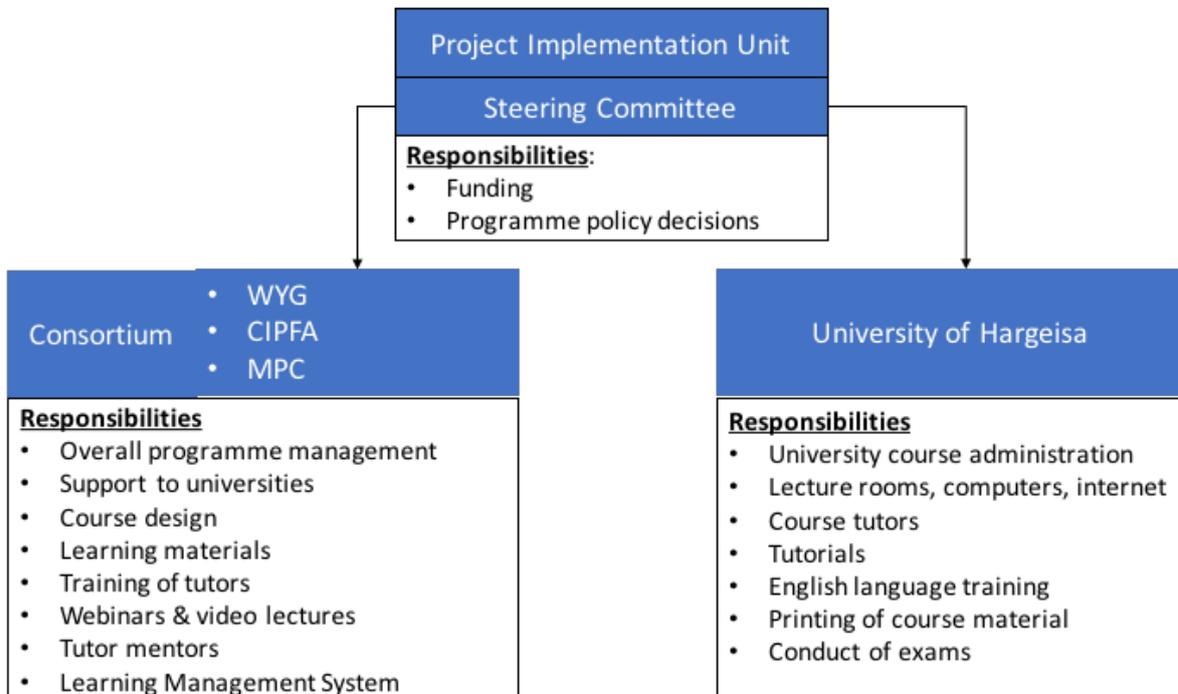
Michael Parry was the Project Director of the previous programme of ODL training in Somalia and Somaliland. Since its establishment, MPC has been involved in the management of PFM reforms in Tajikistan, Georgia, the Caribbean, the World Bank Public Expenditure Management Peer Assisted Learning (PEMPAL) network ([www.pempal.org](http://www.pempal.org)).

Within the Programme MPC is responsible for academic direction (the Programme Director Michael Parry), webinars, e-learning and the web based Learning Management System.

## Programme management structure

A programme management structure has been developed led by a Steering Committee comprising representatives of the Government of Somaliland, the World Bank, the University of Hargeisa and the WYG Consortium. The structure is summarised in Figure 1 below.

**Figure 1: Programme management structure**

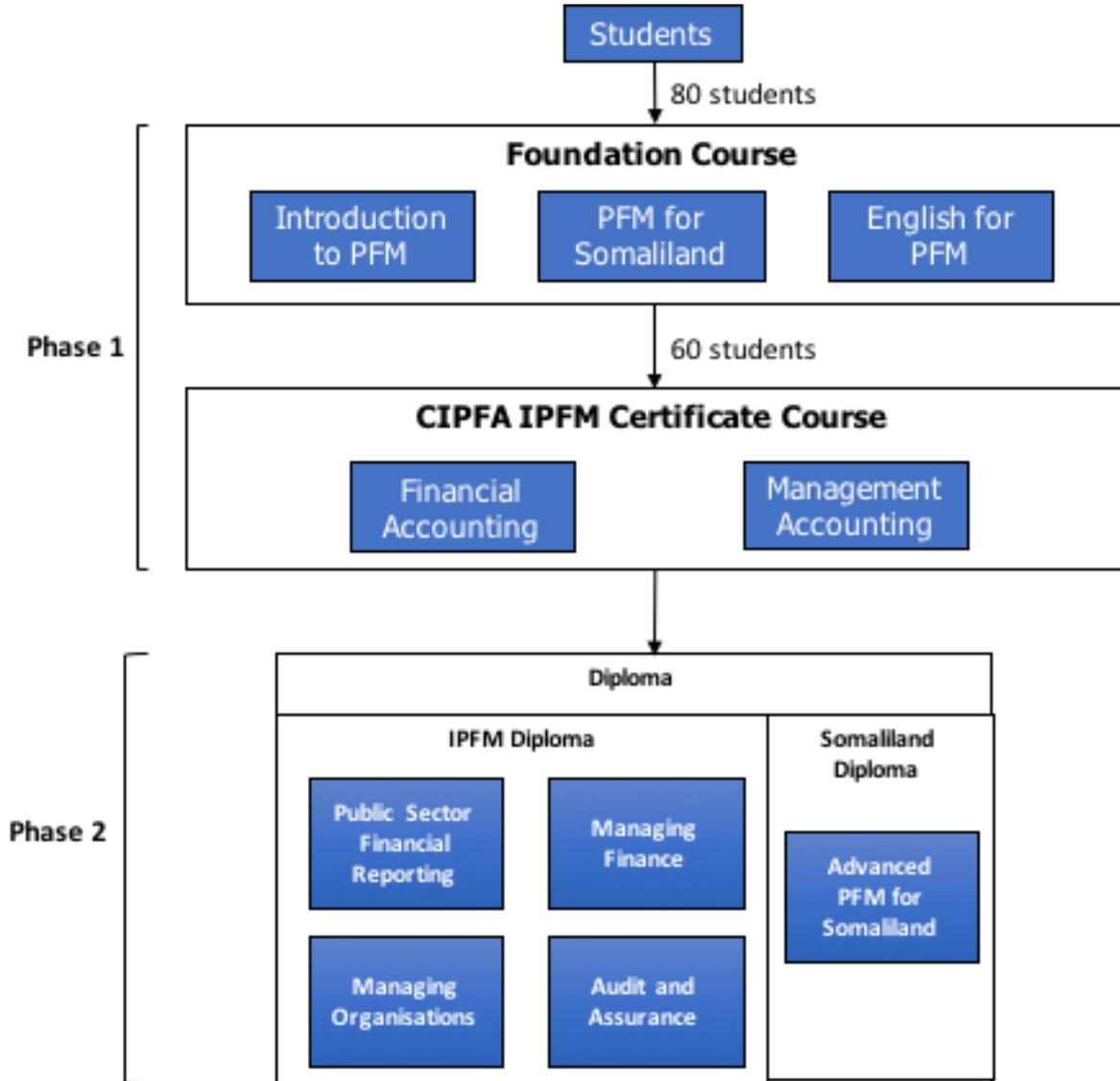


## PFM professional examinations

### Introduction

Students will follow a structured programme leading eventually to qualification through the CIPFA International Public Financial Management (IPFM) examinations to qualification at Diploma level and Affiliate Membership of CIPFA. Initially students will study a Foundation course that has been specially developed for Somaliland. This will provide basic PFM skills relevant to Somaliland and prepare students for the IPFM courses. The structure is set out in Figure 2 below.

**Figure 2: Professional IPFM Course Structure**



**Note:** CIPFA has two levels of qualification above the Diploma level. These higher levels of qualification are not considered as required at this time for Somaliland, and are not included in the Programme.

Responsibility for the courses, exams and certification will be as follows:

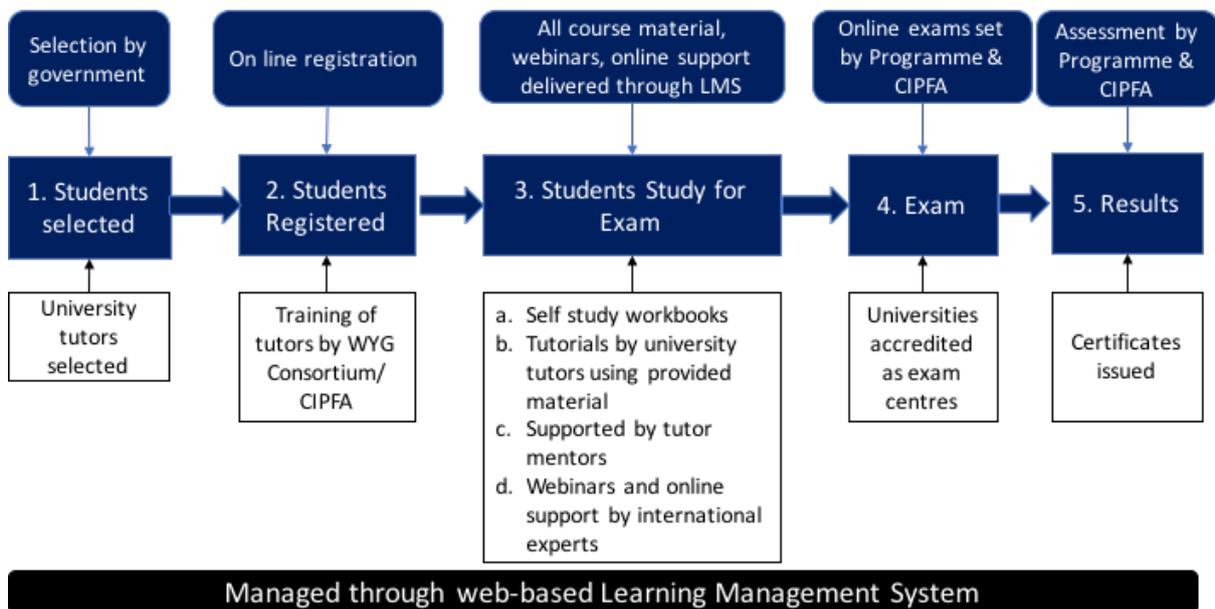
1. Introduction to PFM, PFM and Advanced PFM for Somaliland – WYG Consortium
2. English for PFM – participating universities in Somaliland
3. IPFM - CIPFA

Phase 1 of the programme commenced in June 2017 and finishing in June 2018. This will be followed by Phase 2, a two –year programme leading to the Diploma level.

### Course delivery

Course delivery will combine face-to-face support from the University of Hargeisa and online learning and support. It is summarised in Figure 3 below.

**Figure 3: Course delivery**



### The Learning Management System

The Learning Management System (LMS) is a web based learning support system to the Programme. The LMS enables close cooperation between trainers and examining bodies in the UK and the students in Somaliland through:

- Online student registration and bulk communication
- Distribution of course material, video lectures and other learning material
- Online testing and revision
- Webinars where international trainers can remotely tutor and interact with Somaliland students and tutors
- A discussion and query forum
- Providing additional reading material and links to other online resources
- Recording progress, exam results and generating reports
- Enabling announcements to students and tutors.

The LMS is operated on a dedicated computer virtual server hosted by a company independent of the consortium, so that the whole of the LMS, including all learning materials, can be transferred to the

government and/or University at the end of the programme. Nominated Government and/or university staff will be trained to use the LMS. Transferring the LMS to Somaliland ownership and control will be a major contributor to ensuring sustainability of the programme.

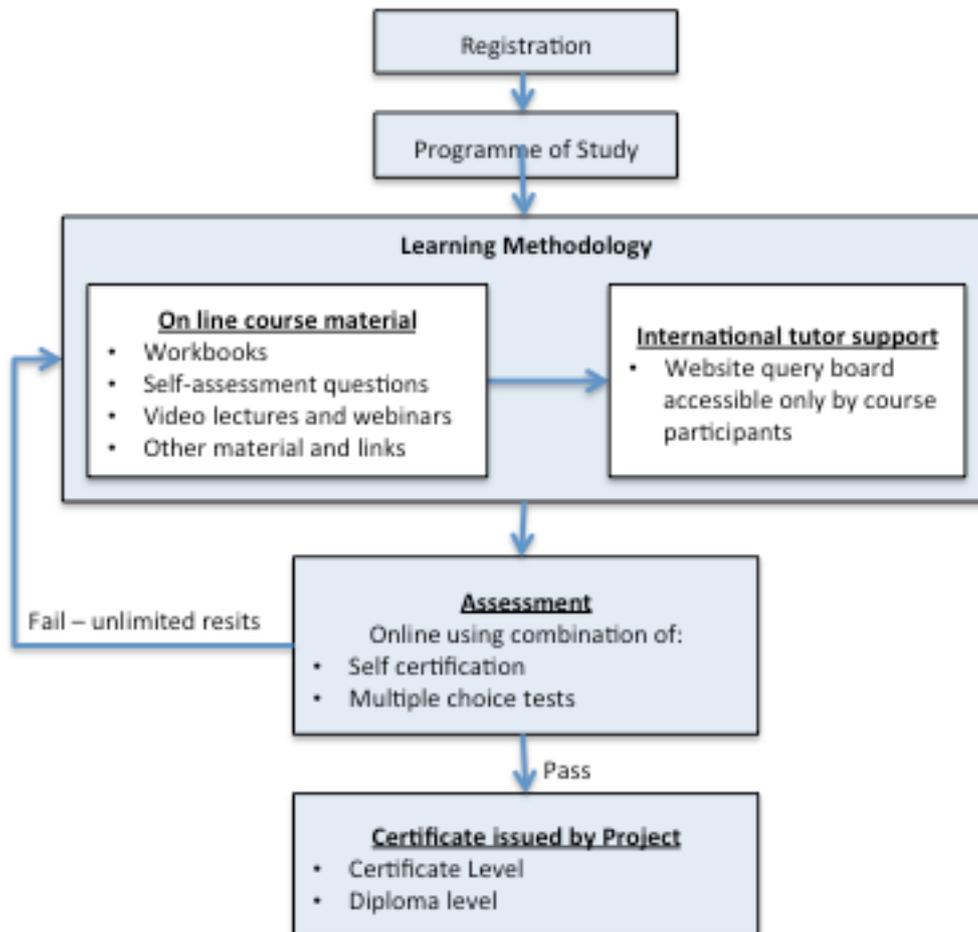
## PFM for Managers programme

The PFM for Managers (PFMfM) training is a specially designed learning programme for government officials, based on the same syllabus as studied for Foundation Level and Advanced PFM for Somaliland. The programme is aimed at senior public sector managers and staff in Somaliland who require an understanding of PFM, but may not wish to study for a professional examination.

PFM for Managers is a completely web-based learning programme, using the same Learning Management System as described above. The programme will use the same learning material (workbooks, video lectures and presentations) as for the relevant components Foundation and Certificate courses. However, the course is flexible so that participants can study for the knowledge each individual requires. Furthermore, study can be in the timed and sequence that best suits each individual. Each participant is provided with a suggested programme of study and timeline, but this is not mandatory.

The programme is based on self-certification of progress within each module, plus an online test at the end of each module. Participants who pass the online tests will be awarded a course completion certificate, as illustrated in Figure 4 below.

**Figure 4 Overview of PFM for Managers**



There is no limit to the number of participants who can undertake the PFM for Managers training – indeed, wide participation is encouraged. The reason for establishing the PFM for managers is that it is not appropriate or feasible for all public sector managers to attend a full PFM study programme leading to professional qualifications. However, all government managers do require a basic understanding of PFM and procurement in order to properly fulfil their responsibilities.

## **Training workshops on the management of PFM reforms and budgeting**

Remote learning and tutoring by Somaliland lecturers is appropriate for the professional courses described above. In addition, there will be a series of workshops conducted by international experts. These workshops will be aimed at senior managers responsible for the budget and for PFM reforms.

The workshops will be participative and will require participants to work in groups with Somaliland data to develop various strategies, plans and analysis. The objective will be that in each area participants will acquire skills and tools directly relevant to their roles in government.

There will be four workshops focussing on two main areas:

1. Budget preparation and management, including:
  - a. Fiscal resource forecasting
  - b. Preparing budget documents
  - c. Monitoring actual performance against budget targets
2. Management of PFM reforms including:
  - a. PEFA assessment
  - b. Designing a PFM reform programme
  - c. Management of the reform programme.

The workshops will take place in Hargeisa. Timing and logistics will be developed in consultation with the Programme Steering Committee.

## **PFM Cadre Scheme of Service**

The objective of creating a PFM Cadre Scheme of Service is to identify and recognise the group of officials who are developing PFM skills by developing a Scheme of Service for government staff specialising in Public Financial Management (PFM). It is anticipated that a scheme of service that recognises qualifications and expertise gained through this programme will both encourage learning and subsequent retention of staff.

The scheme of service will provide a well-defined career structure that will encourage staff to develop PFM skills and to acquire PFM qualifications. It is anticipated that this will facilitate the attraction and retention of suitably qualified, competent PFM within government. The scheme of service will be designed to provide standards for recruitment, training and development as well as advancement within the career structure on the basis of knowledge, experience, professional qualifications, merit and ability as reflected in work, professional certification, performance and results.

A two-stage approach to this deliverable will be adopted:

- a. Phase 1 (this phase):
  - i. Desk based research to establish existing legislation, regulations and procedures for PFM staff;
  - ii. Draft scheme of service including policy options.

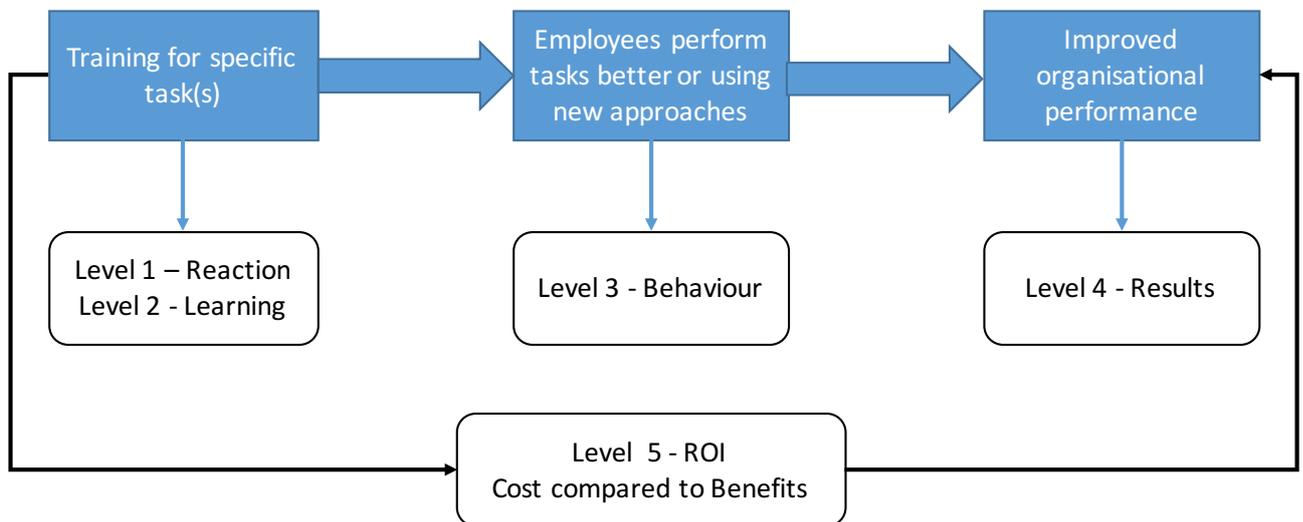
- b. Phase 2
  - iii. Workshop to agree appropriate design from options;
  - iv. A PFM Cadre scheme of service;
  - v. Support to implementation of the PFM Cadre scheme of service.

## Monitoring and evaluation of the programme

The Steering Committee will provide overall monitoring of the Programme. There are a number of training and evaluation models based on the Kirkpatrick training evaluation model<sup>1</sup>, e.g. Philips ROI level<sup>2</sup>, the CIRO (Costs, Input, Reactions, Outcome) approach. Other approaches focus on the purpose of evaluation. Stufflebeam<sup>3</sup> has developed a model specifically for evaluating education based on purpose. Other models have focussed on the learning process.

The Programme will be evaluated using the Kirkpatrick model as modified by Philips (see above). This approach envisages four levels of impact from training and overall evaluation of the costs compared to benefits. The evaluation approach is summarised in Figure 5 below.

**Figure 5: Training and Kirkpatrick/Philips Evaluation Model**



The application of this model to professional training presents various problems, and levels 4 and 5 of evaluation can only be evaluated over a timescale much longer than this Programme. Table 1 below summarises how the different levels will be evaluated in the context of the Somaliland PFM Education and Training Programme.

<sup>1</sup> Kirkpatrick, D.L., & Kirkpatrick, J.D. (1994). Evaluating Training Programs, Berrett-Koehler Publishers

<sup>2</sup> Philips, J. "ROI: the Search for Best Practice" 1994, American Society for Training and Development

<sup>3</sup> Stufflebeam DL, Foley WJ, Gephart WJ, Guba EG, Hammond RL, Merriman MM "Education evaluation and Decision Making" 1971, Itasca, Peacock

**Table 1: Application of Kirkpatrick Training Evaluation Model**

Level	Evaluation Type	Evaluation Description and Characteristics	Application to Somaliland Programme
1	<b>Reaction</b>	<b>Reaction evaluation</b> is how the delegates felt about the training or learning experience.	<ul style="list-style-type: none"> <li>• Course evaluations</li> <li>• Analysis of online comments on training</li> </ul>
2	<b>Learning</b>	<b>Learning evaluation</b> is the measurement of the increase in knowledge – before and after.	<ul style="list-style-type: none"> <li>• Examination results</li> </ul>
3	<b>Behaviour</b>	<b>Behaviour evaluation</b> is the extent of applied learning back on the job – implementation.	<ul style="list-style-type: none"> <li>• Supervisory staff responses to questionnaire</li> <li>• Participant response to questionnaire</li> </ul>
4	<b>Results</b>	<b>Results evaluation</b> is the effect on the business or environment by the trainee.	Impact will not be measurable within timeframe of programme. Reliance on anecdotal evidence
5	<b>Return on Investment (ROI)</b>	<b>Comparison of the costs of training and benefits from training</b>	Costs include all training costs Benefits must be expressed in monetary terms for reasons in 4 above not feasible within duration of Programme

A follow up evaluation of the training at levels 4 and 5 above is recommended some 3 – 5 years after the end of the Programme.

## Sustainability

A further goal of the Programme is to enable ongoing PFM training delivered by the University. A number of actions will enable this to be achieved:

- Creation of demand for ongoing PFM training, particularly with the formation of “PFM Cadre” scheme of service within Government
- Support to the establishment of a “PFM academy” within the university
- Upgrading of physical and computer facilities at the university for PFM training
- Equipping tutors in the university with PFM training skills that can be applied to later courses
- Creating a cadre of PFM expertise within government that can also support training
- The university will become an accredited CIPFA examination centre, and may in time become a CIPFA training partner
- Learning materials and tools transferred at the end of the Programme
- A web based learning management system handed over to Government and/or the university.

All of the above will encourage and enable an ongoing programme of PFM learning within Somaliland.

## Conclusions

Improving the quality of governance within Somaliland will directly benefit all citizens, through better planning and utilisation of limited government resources to better meet government policy goals. The management of money is at the heart of government, and public financial management provides the tools for improvements. Good public financial management enables better fiscal management, the allocation of resources in accordance with government priorities and achieving value for money in spending public money. Strong PFM minimises the scope for losses through leakages and improper use of public funds.

Strong public financial management is a necessary, though not sufficient, condition for good governance.

However, strong PFM requires high quality human resources trained in PFM. This programme has as its fundamental aim the enhancing of PFM expertise within Government, creating a core qualified PFM experts and a wider body of government officials with an understanding of PFM. Furthermore, the Programme provides the basis for the ongoing training and development of PFM experts into the future.

In summary, the Programme provides the basis for improved public financial management of Somaliland, in turn enabling improved governance for the benefit of all citizens.

## **More information**

For more information about the Programme contact the Programme Director, Michael Parry:  
[Michael.parry@michaelparry.com](mailto:Michael.parry@michaelparry.com)