FEDERAL GOVERNMENT OF SOMALIA

MINISTRY OF EDUCATION, CULTURE AND HIGHER EDUCATION

Education Sector Analysis

2012-2016



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Contents

LIST OF FIGURES ..... **IV**
LIST OF TABLES ..... **V**
ACKNOWLEDGEMENTS ..... **I**
FOREWORD ..... **II**
PREFACE ..... **III**
LIST OF ABBREVIATIONS ..... **IV**
EXECUTIVE SUMMARY ..... **VI**

1. CHAPTER 1 – PURPOSE AND METHODOLOGY OF THE EDUCATION SECTOR ANALYSIS (ESA) **1**
1.1 PURPOSE OF THE EDUCATION SECTOR ANALYSIS AND EDUCATION SECTOR STRATEGIC PLAN 2
1.2 METHODOLOGY AND SCOPE OF THE ESA 3
1.3 REPORT STRUCTURE 8
1.4 LIMITATIONS 9

2. CHAPTER 2 – CONTEXT OF THE EDUCATION SECTOR **10**
2.1 POLITICAL CONTEXT 10
2.2 EDUCATION STRUCTURE AND LEARNING POLICY 10
2.3 GEOGRAPHICAL AND ADMINISTRATIVE CONTEXT 13
2.4 POPULATION CHARACTERISTICS 14
2.5 SOMALIA POPULATION DISTRIBUTION BY REGION AND HOUSEHOLD SIZE 17
2.6 ECONOMIC DEVELOPMENT 18
2.7 DEVELOPMENT AND WELFARE 21

3. CHAPTER 3 – RISK ASSESSMENT – HAZARDS, CONFLICT AND SECTOR GOVERNANCE **29**
3.1 RATIONALE AND TERMINOLOGY, LINKING FRAGILITY AND RESILIENCE TO EDUCATION SERVICES 29
3.2 EDUCATION AND CONFLICT 33
3.3 ENVIRONMENTAL HAZARDS IMPACTING EDUCATION 50
3.4 EDUCATION SECTOR MANAGEMENT AND GOVERNANCE RISKS 55
3.5 EDUCATIONAL INEQUITIES 58
3.6 SUMMARY FINDINGS AND POLICY OPTIONS FOR STRENGTHENING RESILIENCE AND SUPPORTING PEACEBUILDING THROUGH EDUCATION 71

4. CHAPTER 4 – EDUCATION COST AND FINANCING **76**
4.1 SOMALIA NATIONAL BUDGET (FEDERAL GOVERNMENT OF SOMALIA) 76
4.2 NATIONAL BUDGET ALLOCATION TO THE EDUCATION SECTOR (FEDERAL GOVERNMENT) 77
4.3 NATIONAL BUDGET ALLOCATION TO THE EDUCATION SECTOR- COMPARISON BETWEEN FGS, SOMALILAND AND PUNTLAND 80
4.4 FUNDING PRIORITIES WITHIN THE EDUCATION SECTOR FOR THE OUTGOING IESSP AND 'OFF-BUDGET' SUPPORT FOR THE EDUCATION SECTOR 82
4.5 EDUCATION FINANCING AT REGIONAL AND STATE LEVEL IN CENTRAL SOUTH 85
4.6 OFF- BUDGET PROGRAMME SUPPORT FOR THE MOECHE 86
4.7 SUMMARY FINDINGS AND POLICY OPTIONS FOR EFFECTIVE DOMESTIC FINANCING FOR THE EDUCATION SECTOR 87

5. CHAPTER 5 – EARLY CHILDHOOD CARE AND EDUCATION (ECCE) **91**

5.1 Policy Context 91
5.2 ECCE Enrolments and Service Delivery 93
5.3 Teacher/caregiver training, curricula, and expansion of ECCE 94
5.4 Quranic schools 95
5.5 Enrolments in Quranic Schools 95
5.6 Quranic School Teachers and Schools 97
5.7 Summary findings and policy options 102

6. CHAPTER 6 – PRIMARY EDUCATION 104

6.1 Policy Environment 105
6.2 Enrolment 109
6.3 Gross and Net Enrolment Ratios 119
6.4 Internal Efficiency of Primary Education 121
6.5 Special Educational Needs 123
6.6 Distance and Mode of Transportation to School 124
6.7 Learning Outcomes 136
6.8 School Facilities at Primary including IQS 138
6.9 Gender Parity at Primary School level 145
6.10 Summary findings and policy options 145

7. CHAPTER 7 – SECONDARY EDUCATION 152

7.1 Policy Context 152
7.2 Enrolment 155
7.3 GER/NER for Secondary Education 162
7.4 Secondary school management 164
7.5 Internal Efficiency of Secondary Education 167
7.6 Special Education Needs 168
7.7 Teacher management and quality Indicators for Secondary Education 169
7.8 Learning Outcomes 181
7.9 School Facilities at Secondary Education 183
7.10 Summary findings and Policy Options 190

8. CHAPTER 8 – ALTERNATIVE BASIC EDUCATION (ABE) 196

8.1 Policy Context 196
8.2 Relevant Learning Curriculum in ABE Learning Centres 199
8.3 Reasons for not being enrolled in education 203
8.4 Enrolment 204
8.5 ABE Learning Facilities in Central South Somalia 208
8.6 ABE Teachers 209
8.7 ABE School Management 214
8.8 ABE Learning Centre Infrastructure in Central South 215
8.9 Summary findings and policy options 220

9. CHAPTER 9 – TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (TVET) 224

9.1 Policy context 224
9.2 Youth population and TVET 225
9.3 Enrollment into TVET Institutions 228
9.4 TVET Curriculum 231
9.5 Funding for the TVET Subsector 231
9.6 TVET Instructor Qualification and Distribution 233
9.7 TVET school infrastructure 235
9.8 Major Economic Activities in Somalia 239

9.9 Challenges in Implementing TVET Programmes in Somalia 241
9.10 Summary findings and policy options 243

10. CHAPTER 10 – CROSS-CUTTING THEMES: MANAGEMENT, GOVERNANCE, SCHOOL QUALITY ASSURANCE AND LEARNING ASSESSMENT SYSTEMS 248

10.1 MOECHE Structure and Service Delivery Capacity 248
10.2 Education Sector Governance, Administrative Decentralization and Statebuilding 258
10.3 Special Needs 260
10.4 'Private schools' and the fragmentation of the education sector 262
10.5 Curriculum Framework and Curriculum Approach 265
10.6 Quality Assurance Systems, Standards and Supervision 274
10.7 EMIS, Monitoring and Evaluation 276
10.8 Summary Findings and Recommendations 280

11. CHAPTER 11 – HIGHER EDUCATION 286

11.1 Public Institutes of Higher Education (IHE's) 286
11.2 Privately Run Institutes of Higher Education (IHE's) 287
11.3 History of Higher Education in Somalia 289
11.4 Policy Objective 289
11.5 Overview of Higher Education Institutions (HEIs): A comparative Study across Somalia 290
11.6 Enrollment 291
11.7 Infrastructure and programs 292
11.8 Financing 293
11.9 Governance 293
11.10 Teacher Training and Certification 293
11.11 The needs and challenges facing HEIs in Somalia 294
11.12 Summary findings and policy options 295

12. CHAPTER 12 – SUMMATIVE RECOMMENDATIONS FOR DEVELOPING THE NEW FEDERAL GOVERNMENT OF SOMALIA ESSP 2017-2021 296

12.1 Prioritize areas that yield high return on increasing equity and quality learning outcomes 296
12.2 Identify state-building modalities to promote an effective and efficient education system 296
12.3 Moving beyond fragility by strengthening education and the resilience of children and communities 297

ANNEX 1 – FEDERAL GOVERNMENT OF SOMALIA 2011/12 - 2014/15 EDUCATIONAL INDICATORS WITH RURAL/URBAN AND GENDER DISAGGREGATION 298

BIBLIOGRAPHY 305

List of Figures

Figure 1. Variation in enrolment data and GER at aggregate state and national levels 6
Figure 2. Variation in enrolment data and GER at regional level in Central South Somalia 7
Figure 3. Somalia's GDP by Percentage. 20
Figure 4. Trends in the Main economic indicators for Somalia 21
Figure 5. Human Development Indices for Somalia and Sub-Saharan African Countries. 23
Figure 6. Child labour in Somalia 25
Figure 7. Housing structure types in Somalia 27
Figure 8. Comparative Summary of Enrolment rates and composite security index in FGS, Somaliland (NWZ) and Puntland (NWZ) 34
Figure 9. Mapping impacts of environmental hazards 1980-2015, Eastern Africa 49
Figure 10. Somalia – Food Security Projections , Feb-June 2017 and IPC Phase Level, February 2017 51
Figure 11. Educational inequities, Adult Literacy by groups 59
Figure 12. Educational inequities, Adult Literacy by Wealth Quintiles 60
Figure 13. Educational Inequities, Population above 25 yrs with no Education by groups 62
Figure 14. Inequities, Population above 25 yrs with no education by Wealth Quntilies 63
Figure 15. Gender Parity Index, Primary and Secondary Education, Somalia 65
Figure 16. Proportion of female teachers, Primary and Secondary School levels, Central South Somalia 66
Figure 17. Internally Displaced Persons in Somalia, 2016. 68
Figure 18. A representation of Somalia National Budget in millions (2012-2016) 77
Figure 19. A representation of Somalia National Budget allocated to the Education Sector (2012-2016) 77
Source: MOECHE, Department of Finance 78
Figure 20. A representation of the federal government budget allocation to the Education Sector as a proportion of the National Budget 78
Figure 21. Total MOECHE Budget against estimated donor support 79
Figure 22. Recurrent Expenditure as a Proportion of the Total MOECHE Budget 81
Figure 23. A representation of Ministry spending on recurrent expenditure as a % of Total MOECHE Budget 82
Figure 24. Enrolment of Students with Special Education Needs in Primary School (including IQS) 2015/16, Central South Somalia 123
Figure 25. Primary Enrolment by Distance and Mode of Transportation (Central South Somalia) 2015/16 124
Figure 26. Rural vs. Urban teacher distribution for Somalia and Central South 126
Figure 27. Percentage of Primary Schools with Access to water in Central South (n=1255) 142
Figure 28. Secondary enrolment – Form 1 vs. Form 4, Central South Somalia by region/state 157
Figure 29. Enrolment of Secondary Children with Special Needs for 2015/16 169
Figure 30. Proportion of Secondary Schools with access to water, Central South Somalia 186
Figure 31. Reasons for not attending school Aged 6-29 years (%) 203
Figure 32. ABE students by gender 204
Figure 33. % of students enrolled across ABE levels 1-5, Somalia and Central South 207
Figure 34. Number of Schools in Central South Somalia 2012-2016 208

List of Tables

Table 1. Stakeholder participation in the preparation and validation of the ESA 8
Table 2. Education systems in FGS Somalia 11
Table 3. Subjects taught in Primary and Secondary schools in the FGS 12
Table 4. Population distribution, Somalia and Central South by region/state 14
Table 5. Somalia Population Distribution by Gender, Somalia and Central South by region/state 14
Table 6. Population by category and location, Somalia and Central South by region/state 16
Table 7. Somalia Population Distribution by Age Group and Gender 16
Table 8. Somalia Population Household Size, Somalia and Central South by region/state 17
Table 9. Economic Statistics for Somalia, including Somaliland 19
Table 10. Somalia Deprivation by residence and across Somalia (Human Development Report, 2012) 21
Table 11. MPI by region and type of residency 23
Table 12. Unemployment rates in Somalia (HDR, 2014) 24
Table 13. Selected MDG indicators for Child and Maternal Health in Somalia 26
Table 14. Resilience for transformation 31
Table 15. Hazards, vulnerability and coping capacities 32
Table 16. Nexus between conflict and education in Somalia and its regions. 36
Table 17. Frequency of Threats or Attacks against Primary Schools, Central South by state/region 39
Table 18. Frequency of Threats or Attacks against Secondary Schools, Central South by state/region 40
Table 19. Frequency of Threats or Attacks at ABE Schools, Central South by state/region 42
Table 20. Frequency of Threats or Attacks against Quranic Schools, Central South by state/region 43
Table 21. Frequency of Threats or Attacks against Private Schools, Central South by state/region 45
Table 22. Frequency of Threats or Attacks against Technical Schools, Central South by state/region 46
Table 23. Frequency of Threats or Attacks, cumulative against all types of school, Central South by state/region 48
Table 24. Food Insecurity, drought and School ‘drop-out’, May 2017, Primary School Level by Region and State, Somalia 53
Table 25. Lessons learned, Education in Emergencies 54
Table 26. Sector Management and Education Sector Governance Risk Matrix 57
Table 27. Educational Inequities, Adult Literacy by State/Region 60
Table 28. Educational Inequities, Population above 25 yrs with no Education by State/Region 63
Table 29. Educational Inequities – Nomads/Pastoralists (%) 66
Table 30. Educational Inequities – IDPs (%) 67
Table 31. Demographic Characteristics of Dadaab Refugee Camp Returnees, 2017 69
Table 32. Breakdown of Places of Refugee Return from Dadaab Refugee Camp, 2017 69
Table 33. Educational Inequities – Youth school enrolment (%) 70
Table 34. Trends in Total MOECHE budget and estimated donor direct budget support 79
Table 35. Proportion of National Budget allocated to MoEs in Somalia (FGS, SL & PL) 80
Table 36. Costing of Priority areas for the IESSP 82
Table 37. Projected ‘running costs’ for the ‘restoration of basic education services’ under the IESSP 83

Table 38. Funding priorities and projected budget needs for the Education sector (JRES 2014) 84
Table 39. Funding Priorities and projected budget needs for the Education Sector (JRES 2015) 84
Table 40. Annual Salary by Position for MOECHE Staff 85
Table 41. Federal Government funding allocations for education services at state/regional level in Central South (in US$) 85
Table 42. Off-budget Programme support to the MOECHE (2011-2017) 86
Table 43. Stakeholders involved in the Management of ECCE Education 93
Table 44. Enrolment in Quranic schools, Central South by region/state 96
Table 45. Number of Quranic Schools, Central South by region/state 96
Table 46. Quranic school teachers, Central South by region/state 97
Table 47. Quranic School PTR, Central South by region/state 98
Table 48. Sources of funding for Quranic Schools, Central South by region/state (n=2,965) 99
Table 49. Management of Quranic Schools by type of organization 99
Table 50. Type of Structures used by Quranic Schools, Central South by region/state (n=2967) 100
Table 51. Condition of infrastructure in Quranic Schools, Central South by region/state (n=2967) 101
Table 52. School feeding programmes in Quranic Schools, Central South by region/state (n=2594) 101
Table 53. Primary School, IQS and ABE target enrolments for the Go-2-School intervention 105
Table 54. Progress on Go-2-School targets based on enrolment trends and figures 106
Table 55. Types of schools under primary sector 108
Table 56. Primary Enrolment across Somalia and Central South by region/state (Weighted averages of PESS and EMIS) 110
Table 57. Primary Enrolment, Somalia and Central South by region/state 111
Table 58. Primary incl. IQS Enrolment by level (Upper vs. Lower), Somalia and Central South by region/state 112
Table 59. Primary incl. IQS Enrolment by Locality (Urban vs. Rural), Somalia and Central South by region/state 114
Table 60. Urban/Rural enrolment vs. Urban/Rural Population distribution (UNFPA PESS, 2014) 115
Table 61. Primary incl. IQS Enrolment by ownership Gov't/MoE vs. Non-gov'tl), Somalia and Central South by region/state 118
Table 62. Gross Enrolment Ratio (GER) by region 119
Table 63. Weighted Primary Net Enrolment Ratio (NER), Somalia and Central South by region/state 120
Table 64. Primary School Survival Rates to Grade 5 by Gender and Region 121
Table 65. Primary Survival rate to Grade 5 by Rural-urban 122
Table 66. Primary incl. IQS Teachers by Type of School (Government vs. Non-government), Somalia and Central South by region/state 127
Table 67. Primary incl. IQS Teachers by Qualification, Gender, Somalia and Central South by region/state 128
Table 68. Proportion of teacher receiving pre- and in-service training (n=7074) 129
Table 69. Primary incl. IQS Sources of Teachers' Salaries, Somalia and Central South by region/state 132
Table 70. Pupil-teacher ratio, Rural vs. Urban, Somalia and Central South by Region/State 133
Table 71. Primary incl. IQS Schools by Single vs. Double-shift, Ownership type, Central South by region/state 134
Table 72. Pupil-textbook ratio, Central South by region/state 135

Table 73. Central South Somalia enrolment and pass rates in Form 4 and Grade 8 exams 137
Table 74. Test results from Grade 7 MLA, Central South, Somaliland, Puntland 137
Table 75. Type of Structures, Primary Schools by region/state in Central South by region/state (n=1255) 139
Table 76. Condition of Infrastructure – Primary schools by region/state in Central South by region/state (n=1255) 140
Table 77. School Feeding Primary Schools by region/state in Central South by region/state (n=1255) 141
Table 78. Proportion of primary schools with access to safe water, by region/state in Central South by region/state (n=1255) 143
Table 79. Primary Schools with Access to Alternative Water Sources, by state/region in Central South by region/state (n=1255) 144
Table 80. Proportion of primary schools with latrines, Central South by region/state (n=1255) 144
Table 81. Secondary Education Policy Strategies (Draft National Education Policy) 153
Table 82. Official Secondary Education Structure 154
Table 83. Weighted Secondary Enrolment by Form (Forms I, II, III, IV), by gender, Somalia and Central South by region/ state,,..... 156
Table 84. Secondary Enrolment by Rural-Urban and Gender, Somalia and Central South by region/state 160
Table 85. Secondary Enrolment by Ownership, Somalia and Central South by region/state 161
Table 86. Secondary GER by Gender, Somalia and Central South by region/state 162
Table 87. Secondary NER by Gender, Somalia and Central South by region/state 163
Table 88. Schools by Single and Double-shift Teaching, Somalia and Central South by region/state 165
Table 89. Secondary schools in Central South by Ownership status 166
Table 90. Secondary Teachers by Gender, Urban vs. Rural, Somalia and Central South by region/state 170
Table 91. Secondary Teachers by Gender, Urban vs. Rural, Somalia and Central South by region/state 171
Table 92. Secondary Teachers by Qualification and Gender, Somalia and Central South by region/state 172
Table 93. % of Secondary School teachers receiving pre/in-service training, Central South Somalia by region/state (n=2201) 173
Table 94. Secondary Sources of Teachers' Salaries, Somalia and Central South by region/state 177
Table 95. Secondary Pupil-teacher ratio rural vs. urban, Somalia and Central South by region/state 178
Table 96. Secondary Classrooms & Pupil Classroom Ratio (PCR) by ownership type 178
Table 97. Secondary Pupil Textbook Ratio (PTbR) by Subject for Somalia and Central South by region/state 180
Table 98. Learning outcomes for Form 4 and Grade 8 Examinations taken in Central and Southern Somalia 182
Table 99. Type of structures, Secondary School level, Central South Somalia by region/state 184
Table 100. Condition of Infrastructure, Secondary School level Central South by region/state 185
Table 101. Secondary Schools with access to alternative water supply, Central South by region/state (n=187) 187
Table 102. Secondary Schools with access to safe water supply, Central South by region/state (n=187) 188
Table 103. Secondary Schools with latrines, Central South by region/state (n=187) 188

Table 104. Secondary School with school feeding, Central South by region/state (n=187) 189
Table 105. Schools with 'good' infrastructure, alternative water, safe water, latrines and school feeding combined, Central South Somalia by region/state (n=187) 190
Table 106. Differences between ABE and NFE/NFCE 197
Table 107. Structure of ABE 197
Table 108. Federal Government National Education Policy Objectives of Adult Literacy and Non-Formal Education 198
Table 109. Preferences for relevant learning content among nomadic and pastoralist communities 200
Table 110. Summary of Project overviews for Education Stakeholders in ABE 202
Table 111. Alternative Basic Education Enrolment for the year 2015/16, Somalia and Central South by region/state 206
Table 112. ABE Enrolment by Ownership (Gov't/MoE vs. Non-gov't), Somalia and Central South by region/state 208
Table 113. PTR ABE, Somalia Overall and Central South 210
Table 114. ABE Teachers by region and Ownership (Gov't vs. Non-gov't), Somalia and Central South by region/state 210
Table 115. ABE Teachers by Qualification and Gender, Somalia and Central South by region/state 211
Table 116. ABE Teachers' Sources of Salaries, Somalia and Central South by region/state 213
Table 117. ABE Schools by Shift, Somalia and Central South by state/region 214
Table 118. Management of ABE facilities, Central South by state/region 215
Table 119. ABE type of infrastructure, Central South by region/state (n=44) 216
Table 120. Quality of ABE infrastructure, Central South by region/state (n=44) 217
Table 121. ABE schools with access to safe water, Central South by region/state (n=44) 218
Table 122. ABE schools with access to alternative water source, Central South by region/state (n=44) 218
Table 123. % of ABE facilities with latrines, Central South by region/state (n=44) 219
Table 124. ABE schools with school feeding programmes, Central South by region/state (n=44) 220
Table 125. Estimated Youth Population by Gender in Somalia (PESS 2014) 225
Table 126. Somalia Youth Population (14-24 years) by Type of Residency (PESS 2014) 225
Table 127. Somalia Youth Population (14-24 Years old), Somalia and Central South by region/state 226
Table 128. Somalia Youth Population by wealth quintiles (PESS 2014) 227
Table 129. Enrolment in tertiary institutions against the demands by the Youth bulge 229
Table 130. Enrolment in tertiary institutions by wealth quartile 229
Table 131. Tertiary school enrolment by region 230
Table 132. Donor support for TVET Projects in Somalia 2013-2017 231
Table 133. Donor support for per region TVET Projects in Somalia 2013-2017 232
Table 134. Donor support per Agency for TVET Projects in Somalia 2013-2017 233
Table 135. Teacher qualification in technical schools in Central South by region/state 233
Table 136. Number of technical school teachers, Central South by state/region 234
Table 137. Type of Structure of Technical Schools, Central South by state/region 235
Table 138. Condition of Infrastructure at Technical Schools, Central South by state/region 236
Table 139. Presence of School Feeding Facilities at Technical Schools, Central South by state/region 236
Table 140. Technical schools Access to Safe water and Latrines, Central South by state/region 237
Table 141. Management of Technical schools, Central South by state/region 238
Table 142. TVET Graduates in paid employment by length of getting employed 239

Table 143. TVET Graduates by length of Programme 240
Table 144. TVET Graduates in paid employment by Industry 240
Table 145. Major economic activities, Central South by state/region 241
Table 146. Challenges in implementing TVET Projects in Somalia (TVET Donor Mapping 2017) 242
Table 147. Capacity Deficits for providing effective education services 251
Table 148. MOECHE Staff and Salary Structure (HR Policy, 2015) 252
Table 149. Summary of MOECHE Personnel trained 254
Table 150. Short courses and training to the MOE Staff- CSS 255
Table 151. Payment of MOECHE Staff 256
Table 152. Technical Support to the MOECHE 257
Table 153. Categories and characteristics of 'private schools' in Somalia and Central South 264
Table 154. Sources of curriculum/learning materials in Primary School in Central South by region/state 270
Table 155. Sources of curriculum/learning materials used in Secondary Schools in Central South, by region/state 271
Table 156. Sources of learning curriculum/learning materials used in ABE Schools in Central South, by region/state 272
Table 157. Sources of learning/materials used in Private Schools in Central South, by region/state 273
Table 158. Summary of organizational capacity constraints – Quality Assurance and School Supervision 275
Table 159. Analysis of the FGS Education Management Information System (EMIS) 278
Table 160. The role of public Higher Education: Somali National University 286
Table 161. University Enrolment by Gender of Top 10 Universities 288
Table 162. University Faculty and Administration by Gender and Qualification 288
Table 163. Number of lecturers in the ten largest institutions in Somalia and Somaliland. 291
Table 164. Distribution of lecturers' qualifications in the eight largest institutions in Somalia. 292
Table 165. Profiles of the Participants of the Elmidoon teacher trainees program at SNU 293

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Specifically, we extend our appreciation to the ESA working groups, Heads of Departments for their participation and contribution. To all that contributed to the realization of this tasks, the MOECHE wishes to thank them and encourage them to continue with such a good spirit wherever and whenever duty calls.

Foreword

The Education Sector Analysis (ESA) in Somalia has been guided by an inception work program that outlined an overall approach of the work, the methodology to be used and adherence to international standards and guidelines for ESA/ESSP development under the GPE guidelines (particularly as it relates to fragile contexts), predetermined report structure, as well as a risk log with mitigation measures identified, and an overall work flow process and timeline for completion of the ESA and ESSP.

This ESA– report sets out the Government's view of Somalia's education sector goals, objectives and proposals on how such goals and objectives will be realized over the coming five years (2018-2022). The aim is to overcome drivers of fragility such as violence, inequity and limited access to quality social services, weak governance and service delivery capacities, and limited national capacities to mitigate or respond to environmental and man-made shocks.[1], increase access to quality education for children and young people equips future generations with the skills and knowledge to positively contribute to the social, political and economic development of their communities and supports the realization of multiple Sustainable Development Goals (SDGs) related to education (SDG 4), gender (SDG 5), equity (SDG 10) and peace and security (SDG 16).

As per established guidelines, this document is an analytical product that will explore causal relationships between progress, or lack of, therefore, education indicators provide key policy options, priorities/recommendations and strategies on way forward actions to ensure progress for children in education. In turn the intervention in education is expected to lead to the realization of the Somalia Growth Development Strategy as the pillar for all socio-economic and industrial growth for Somalia. The means for SDGs through education are many and varied. However, this ESA findings should be a tool for all who are involved and/or have interest in education.

I am pleased that by using a participatory approach in conducting this analysis and synchronizing it with key priority areas underpinning the Global Partnership for Education (GPE) strategic development goals, the Education sector is ready to embark on ESSP development course that will change the education landscape . Furthermore, it is my hope that all education institutions regardless of their inclination will work together to make the sought difference which all of us are talking about here in Somalia and beyond.

I urge all of you, including myself, to work together in realizing forthcoming Education Sector strategy Plan (ESSP) and let us all remember that we can only make a difference when we work together for the same cause. As the realization of our past achievements has been possible through cooperative efforts of the Government, donor community, civil society and private sector, I have no doubt that such cooperation will continue during the implementation of this Plan.

Mr. Abdi Dahir Osman

Minister for Education, Culture and High education

Preface

Education is a fundamental right for all children and plays a critical role in contributing to sustainable peace and development in fragile and conflict-affected countries such as Somalia. The Government of the Federal Government of Somalia (FGS) is committed to providing social services such as education to support Peacebuilding and Statebuilding Goals (PSGs) underpinning the emerging National Development Plan (NDP) and respond to the national and international aspirations and expectations during the given period (2018-2022).

The Education Sector Analysis (ESA) reflects effort by the educationists and those with vested interest to improve the access, equity, quality, relevance, governance and management of education in Somalia, however, it represents only the first stage in a process.

Substantial work remains to be done in developing ESSP, translating the strategies into an Operational Plan (Action Plan) in line with National Education Plan (NEP) and then executing the lines of action as implementation programmes. Coordination of such plans will rest with the Ministry of Education, Culture and Higher education (MOECHE) although the respective ministries administering education issues will continue doing so. It is important to mention that the Ministry of Finance will continue playing their crucial role in the area of finances in relation to Sector Wide Approaches and human resources respectively.

Indeed the Ministry of Planning and Development will have play crucial role and responsibility because the programmes in this plan are largely developmental by nature. The Ministry of Education, Culture and Higher education (MOECHE and the other concerned ministries (Women and Human rights, Youth Development, Labour and Sports) have the burden of ensuring that adequate efforts and working modalities are in place to ensure prioritization and implementation.

The ESA report does not attempt to present a detailed and full blown quantified blueprint for action. But it does represent comprehensive findings and attempt to lay a distinct path (Key policy options, priorities and strategies) for the seven sub-sectors (primary, secondary, technical and vocational training, teacher education and higher education).

Although the four other areas, namely Early Childhood Education/development and Accelerated Basic education (ABE) have their precise key policy options and detailed financial implications) in the report, this ESA final report provides a distinct overview of such sector challenges and financial implication. It will be important, that both the content of this report should be treated/respected as ESA final draft-owned by the federal government of Somalia, which is validated in the action taken by all education actors, development/cooperating partners and any other stakeholder.

Ahmed Yusuf Hassan

Permanent Secretary

List of Abbreviations

AABE	Accelerated Alternative Basic Education
ABE	Alternative Basic Education
AIDS	Acquired Immuno Deficiency Syndrome
ALP	Accelerated Learning Program
CBO	Community Based Organization
CEC	Community Education Committee
CHE	Commission for Higher Education
CPD	Continuous Professional Development
DBE	Department of Basic Education
DEO	District Education Officer
DRR	Disaster Risk Reduction
DG	Director General
EBT	Enterprise Based Training
ECD	Early Childhood Development
ECCE	Early Childhood Care and Education
EFA	Education for All
EMIS	Education Management Information System
EPS	Employment Promotion Serves
ESA	Education Sector Analysis
ESSP	Education Sector Strategic Plan
ESY	Education Statistics Yearbook
FGS	Federal Government of Somalia
GDP	Gross Domestic Product
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GNP	Gross National Product
HDR	Human Development Report
HIV	Human Immunodeficiency Virus
IAS	International Aid Service
IBT	Institute Based Training
ICDSEA	Integrated Capacity Development for Somali Education Administration
ICT	Information and Communication Technology
IDP	Internally Displaced Person
IESSP	Interim Education Sector Strategic Plan
INGO	International Non-Government Organizations
IP	Implementing Partners
JPLG	Joint Program for Local Governance
JRES	Joint Review of the Education Sector
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation

MOECHE	Ministry of Education and Higher Education
MoLSA	Ministry of Labour and social Affairs
NDP	National Development plan
NFBE	Non-formal Basic Education
NFE	Non-Formal Education
NGO	Non-Governmental Organization
NQF	National Qualification Framework
NTA	National Training Agency
PINEAPPLES	Pacific Island Nation Evaluation Analysis Policy and Planning Leveraging Education Statistics
PTR	Pupil Teacher Ratio
PPP	Purchasing Parity Price
QAAS	Quality Assurance and Standard Service
QI	Quality Indicators
REC	Regional Education Committee
REO	Regional Education Officer
SABER	Systems Approach for Better Education Results
SCOTT	Strengthening Capacity of Teacher Training
SEC	School Educational Committee
SEIGYW	Somali Educational Incentives for Girls and Young Women
SL	Federal Government of Somalia
SLSH	Federal Government of Somalia Shilling
SNE	Special Education Needs
SNEC	Federal Government of Somalia National Examinations Council
SNEP	Federal Government of Somalia National Education Policy
SNTAC	Special Needs Assessment and Training Centre
SPLE	Federal Government of Somalia Primary Leaving Examination
SSCE	Federal Government of Somalia Secondary Certificate of Education
STI	Sexually Transmitted Infections
SWOT	Strengths, Weaknesses, Opportunities and Threats
SWAP	Sector Wide Approach
TVET	Technical Vocational Education and Training
UN	United Nations
UNCRC	United Nations Convention on the Rights of the Child
UNDP	United Nations Development Program
UNESCO	United Nations Education Science and Culture Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VBA	Visual Basic for Applications
VQF	Vocational Qualification Framework
WB	World Bank
WHO	World Health Organization

Executive Summary

The Federal Government of Somalia (FGS) Education Sector Analysis (ESA) has been conducted in response to the request by the Government of Federal Government of Somalia, its sector partner, the Global Partnership for Education (GPE), and the Managing Entity, UNICEF, for an evidence-based analysis of the Education Sector within the period of the outgoing Interim Education Sector Plan (IESSP) (2013-2016). Key objectives of the analysis include identifying education trends and priorities that will shape the new Education Sector Strategic Plan 2018-2020 (ESSP).[2] This ESA is based on a wide spectrum of dialogues with Federal Government of Somalia officials, local partners and community stakeholders. The report is committed to being as accurate and rigorous as possible based on the evidence available so as to inform policies and strategies for the education sector for the next three years and aligned to the 3-year timeframe of the National Development Plan for Somalia 2017-19.

ESA/ESSP Methodology. The methodology utilized for this sector analysis follows international standards and guidelines developed by organizations such as UNESCO, UNICEF and USAID. The analysis has been developed based on the following key stages:

- Analysis of the key statistics including the relevant Education Management Information System (EMIS) statistics for the relevant years was carried out. Data covering most of the FGS regions and states are now available. The ESA would have been stronger if it had been enriched by the analysis of trend data of the various education indicators through cohort studies and comparisons across at least three years. This however was not feasible as only Banadir region has data going back three years while the other regions had data for only the last year when EMIS was expanded to cover all regions and state.
- Workshops were held with key members of the Ministry to formulate research questions and to analyse the progress made in each sector of education. Presentation of draft findings were made to the same workshops for their discussion, validation and the contextualization of these findings resulting in this sector analysis which reflects the conclusions of both stakeholders in discussions and workshops and the analysis of the reports and statistics. The report includes inputs based on notes on State consultations carried out by the ministry. Working groups were instructed to establish priorities and strategies in the interim ESSP to align with the NDP to 2019

Report Structure

This sector analysis report is structured on the Global Partnership for Education (GPE) guidelines for sector analysis and sector planning, albeit with the appropriate modifications related to context of the Federal Government within its fragile context. The context recognise that the government is striving to consolidate new state institutions, prioritize needs and lacks much of the data needed to conduct rigorous education Subsector analysis in specific areas such as ECCE, TVET and higher education, especially in emerging regional states of Central and South Somalia. Much attention has been given to the need to provide a credible education sector analysis which can support a strategic plan which can be supported by development partners and owned by local stakeholders and the MOECHE. Although the data gaps sometimes limit the scope and depth of analysis in some education Subsectors, the report's structure is based on these six Subsectors: Early Childhood Education (ECCE), Primary, Secondary, Alternative Basic Education (ABE) and Higher Education and Technical and Vocational Education and Training (TVET) and mirrors the organizational structure of the MOECHE. In addition,

2 UNESCO IIEP et al: Education sector analysis methodological guidelines, 9/2014, page 29.

the partners in the Ministry's technical Working Groups identified critical themes, often cutting-across the Subsectors, specifically: Equity, Gender and Inclusiveness, Educational Governance and Management, Monitoring & Evaluation, EMIS, Education Cost and Financing, Teacher Training, Curriculum Development, Quality Assurance and Standards, Examinations, Special Needs and Education and Teacher Training. These are explored in a chapter dedicated to 'cross-cutting' themes.

KEY SUBSECTOR FINDINGS AND STRATEGIES

Financing of the Education Sector

- The Ministry has been unable to document and report on financial expenditures across a range of areas or financial tracking especially for 'off-budget' support provided by donors over the past several years. Overall domestic financing for the educations sector in Central South remains very low and is currently 0.6%. As a result well over 50% of funding is from Donors
- The Ministry of Finance has already committed to increasing the proportion funds allocated to the education sector from the national budget to 5% for 2017. The MOECHE needs to strengthen its own absorption capacity and transparency mechanisms to utilize those funds effectively.
- As most students are enrolled in 'non-state' schools, the MOECHE will need to consider strengthening the regulatory and policy environment to ensure the alternative funding sources from community-level and from non-state actors are transparent, accountable and aligned to broader policy frameworks and education goals of the country.

Early Childhood Education Subsector

- This subsector has made little progress. Access to Quranic Education is widely available but access to the wider ECCE has had little or no progress. Immediate priorities for the ECCE Subsector are to develop a competency-based learning framework focussing on key learning competencies for early year children related to health, nutrition, intellectual and emotional development. The development of this framework should be highly consultative and include community and religious leaders and the Ministry of Religion to ensure integration into Quranic schools. Integration of a standardized curriculum framework for ECCE can then be integrated to IQS and Quranic schools which will lead to an immediate expansion in numbers of children being supported with a more holistic early childhood development programming and prepare children for formal education at later stages of learning. This framework can then be the basis for expanding access to a more holistic ECCE and ensuring improving quality for all that can access it.

Primary Education Subsector

- Access at the Primary level has remained very low when compared to other countries and especially low in Central South. The GER for all of Somalia is only 32%. This is lowest in Central South Somalia where the legacies of conflict and state failure have resulted in a GER of only 22%.
- Few quality indicators exist for the formal primary education Subsector in Central South. However, survival rates to Grade 5 suggest that roughly one-third of children (or 35%) leave school before Grade 5. In addition, the majority of teachers in this sector are male (94%) - an alarmingly high gender inequality leading to a very poor availability of female role models.
- Sources of payment of teacher salaries varies greatly in Central South with 47.3% paid by 'private foundations', 24.8% paid by 'communities', 6.1% by NGOs/INGOs, 13.6% are paid by

'others' and 'undefined' sources, and only 8% are paid for paid by the government. Thus, in funding primary education, plans must recognise the centrality of the private sector if access is to be maintained and expanded.

Secondary Education Subsector

- The overall GER for secondary education in all of Somalia is only 15.8%, and, as with the primary sector, the lowest GER is in Central South Somalia at only 12.9%. Rural areas are particularly disadvantaged as 94% of secondary places are in urban areas.
- As with the primary sector, private, including community education, is dominant. Over 70% of students are enrolled in 'non-government' secondary schools and over 70% of teachers are employed in 'non-government' schools.
- Again there is a major gender inequality among teachers as only 4.5% of secondary school teachers are female with none recorded as working in rural areas. Overall only 10% of secondary teachers recorded are working in rural schools.

Strategy for Primary and Secondary Education Subsectors

It is recommended that the overall strategy for developing primary and secondary education needs to prioritize the following four areas:

- Increase access to primary education for the most excluded children
- Increase quality of learning outcomes and teaching and learning practices in primary school classrooms.
- Increase the availability of learning resources and quality of learning facilities
- Address Gender inequities in education

Alternative Basic Education (ABE) Subsector

- Although strengthening the ABE Subsector was identified in the outgoing IESSP as a key strategy and area through which to address legacies of conflict and educational exclusion, very little progress has been made in this Subsector. Key policy objectives for expanding adult literacy and non-formal education for large numbers of youth and adults has not been achieved during the period of the outgoing IESSP. The proportion of out-of-school adolescents and youth enrolled in ABE remains very low.
- Low enrolments in ABE facilities are reflected across the entire country with total enrolment in ABE facilities as only 14,801 in a context where millions of adolescents and youth are out of school. (No figures available for Benadir)
- Only 22% of ABE teachers are listed as qualified in Central South with no standardized qualification or in-service training systems available for teachers in this sector. Examinations are not available for ABE learners in many facilities meaning that the learning of many students is, in practice, often not recognized.
- As part of updates to the education policy and sector strategy the Federal government needs to reaffirm the government's commitment to supporting and prioritizing traditionally marginalized and excluded communities, including those from rural and pastoralist communities where the majority of out-of-school children and young people are located and if this Subsector is to succeed in the next ESSP it requires the establishment of a functioning ABE/rural education unit with the MOECHE.

Higher Education (HE) Subsector

The expansion of Higher Education over the last few years is remarkable but also alarming as now Central South has over 50 HE institutions alone, largely unregulated. There is an acute need for regulation of this sector in Somalia. Government institutions will require support as they engage further with universities and colleges if they are to address growing concerns about the quality of service provided and potential waste of resources.

The JRES (2035) recommended the following measures for higher education still relevant today as follows:

- Develop regulatory framework for Universities
- Establish Commission for Higher Education
- Strengthen Education Faculty in SNU

Cross-cutting issues

- ***MOECHE capacity to deliver services.*** Poor alignment of strategies and targets across different administrative levels (Region, State, Federal)
- There is limited infrastructure in place to support the organizational capacity of the MOECHE (offices, vehicles, computers, and logistics).
- Transparency, accountability and financial utilization capacities of the MOECHE remain low at all levels, especially at State and Regional levels.
- Skills training for MOECHE personnel has been entirely dependent upon donors.
- Less than 1% of all MOECHE personnel are paid from the government budget.
- ***Decentralization and Federal-State relations***. Challenges exist with agreements on the specific form of decentralization to be applied in Central South which continues to impact upon clear delegation of authorities and roles and between different levels of government. State administrations, for example, which to seek donor funding directly from external sources while the federal levels views this as the role of federal government.
- While MoUs exist between the federal level and the state MOECHE units, clearer accountabilities and roles need to be clarified based on exact form of decentralization to be applied with legislation passed and agreed.
- ***'Private schools'.*** The majority of 'private' school are found in urban and more accessible areas, but those with the greatest coverage in areas with greater security risks have tended to be 'community run'.
- Currently there is no strong policy framework to link all private schools under the overall authority and quality setting standards of the government.
- ***Curriculum***. Recently completed national curriculum frameworks have been an important development for the FGS to harmonize learning within the sector and ensure greater relevance of education for learning.
- Insufficient government funding has meant that the curriculum framework has yet to be applied effectively at school level due to the continued use of learning materials from other sources and countries.
- ***Teachers***. Teacher training systems (both pre- and in-service), already poorly developed with a minority of teachers being qualified, have yet to be strengthened and aligned to equipping

teachers with skills and resources to effectively implement the new national curriculum framework.

- Teacher training systems currently in place are largely driven by development partners and, as a result, highly fragmented and not based on standardized competencies and quality standards outlined in government policy documents.
- ***Quality Assurance Systems.*** At design level the MOECHE has in place several important and well thought-out quality assurance mechanisms covering 'external and internal evaluations', 'Quality Improvement Officers', 'Quality Improvement Managers' and 'Quality Improvement Coordinators'.
- Insufficient budget allocations for 'investment expenditures' has meant that these mechanisms have remained poorly developed with few officers in government receiving any training on these mechanisms. Few officers are in place to operationalize Quality Assurance mechanisms, and there is virtually no operational budget to support the actual implementation of QA.
- ***EMIS***. The government has made strong progress over the past few years and now collects school data on an annual basis and produces statistical yearbooks which are used by many partners for assessing performance of the sector and their respective programmes.
- However, EMIS activities are entirely dependent upon external donor support and has, on the whole, been implemented on a minimal budget over the past few years.
- Insufficient capacity development, training of personnel and system strengthening has occurred at State and Regional levels to improve the coverage and quality of EMIS overall.
- A clear policy framework for EMIS has yet to be developed.
- Currently software used for EMIS is outdated and not user friendly which undermines the potential of EMIS for strengthening evidence-based planning and analysis for priority setting.
- There are no effective 'feedback loops' in place to ensure that EMIS data is shared with State/Regional official and with schools.

Key Policy Options and Strategies to address cross-cutting issues

- ***MOECHE capacity to deliver services*.** Donor-funded technical advisors and government personnel funded by donors/development partners should be performance-based with monthly reporting on deliverables and results achieved in order to improve the efficiency.
- ***Decentralization and Federal-State relations***. As a matter of urgency the existing MoU between Federal and State levels outlining roles and responsibilities should be drafted into law and specifically determine the form of decentralization to be applied in Somalia.
- ***'Private schools'***. A clear policy and regulatory framework should be finalized to ensure 'private' schools will come under the authority and standard framework for the education sector including Quality Assurance functions of the MOECHE.
- ***Curriculum***. A massive effort and investment is required to implement the recently completed national curriculum framework across all schools with corresponding learning materials and textbooks available together with training and resource materials made available for teachers.
- ***Teachers***. Develop an integrated teacher training system covering in-service and pre-service certification of teachers in partnership with local universities. Clear quality standards and desired competencies should be fully detailed including Teacher Codes of Conduct.
- ***Quality Assurance Systems.*** Existing QA frameworks and tools to be translated into user-friendly checklists focusing on key quality criteria and tied to REO training materials being rolled out.
- ***EMIS***. Develop an overall EMIS policy that establishes quality guidelines and roles and functions of different levels of administration.

Fragility and Education in Emergencies

State collapse and protracted fragility have afflicted the Somali people and their economies for decades. This has profoundly impacted upon children's education and their capacities to become more resilient in the face of cyclical patterns of environmental risk and different forms of conflict.

- Findings demonstrate how 'fragility' and risks impact education, but education services can fuel fragility and risks as well as undermine the resilience of communities.
- 'Education is directly related to addressing issues of violence, justice (in the form of equity and inclusion), effective, accountable and inclusive institutions and economic stability and capacities to cope with environmental and man-made shocks.
- Arguably the three greatest sets of risks facing Somali learners are environmental, conflict-related risks and governance risks including 'corruption'. .
- ***Conflict-related risks***. The history of conflict has had profound impacts on the safety and security of children in education and their learning and has undermined traditional social norms and clan-based systems for peaceful conflict resolution.
- Evidence shows a clear correlation between conflict and enrolment rates. Where the Composite Security Index is lower, enrolment in education is also lower.
- Conflict can also be perpetuated through curriculum that promotes intolerance or hate towards specific groups and has particularly been known to occur in areas previously under the control of Al-Shabaab.
- Community-level conflicts around schools is also fairly high and has mostly occurred with primary schools and Quranic schools. Many of these community-level conflicts have included disputes of resources and types of curriculum being taught in schools.

Environmental risks. There is a strong correlation between events such as drought and children dropping out of school.

- Regions in Central South that are most vulnerable to the impacts of drought and famine are also those with a more acute history of conflict.
- Evidence shows that when children drop-out of school development gains are inevitably lost and take years to recover while children become exposed to greater chances of exploitation or recruitment into armed groups such as Al-Shabaab.
- However, the international community continues to under-invest in protecting development gains or protecting children during periods of crisis by support humanitarian responses through education.
- The education sector also lacks a coherent Disaster Risk Reduction (DRR) policy and strategy (at both central and decentralized level) and a system to monitor the occurrence and impact of different types of hazards that can result in emergencies.

Governance risks. Currently less than 1% of the national budget is allocated to the education sector, while at the same time the domestic revenue generation capacity of the federal government remains very weak. As a result, core service delivery functions of the MOECEH at all levels remains weak and insufficient to delivery critical services to children and learners.

- Key policies and legal frameworks on decentralization have yet to be finalized, creating the potential for administrative and political conflicts along clan lines between federal and state level.
- Management systems related to human resources, recruitment, procurement of goods and construction, as well as weak financial reporting and accounting at all levels of government continue to expose the government to inefficiencies, political manipulation of how funds are allocated and the wastage of critical resources.

Educational Inequities. Those suffering the greatest educational inequities in Central South are IDPs, females, nomadic/pastoralist and rural communities and those from the lower wealth quintiles. Low levels of participation in education among these groups are key reasons for slow progress in key education indicators related to increasing Enrolment and access to education.

- Literacy rates are lowest among nomads/pastoralist (12%), rural communities (27.5%) and then IDS (32%) while in urban areas literacy rates are highest (64.2%). However, even urban areas literacy rates are also much higher for those from the richest wealth quintiles compared to those from the poorest wealth quintiles.

- Primary GER for nomads/pastoralist is only 3.1% and Secondary GER 0.9%, Primary GER for IDPs is only 16.6% and Secondary GER for IDPs only 12%, compared to a national GER of 32% and Secondary GER of 15.8%. Youth among these groups are also considered at 'high risk' of exploitation, resorting to violence or criminality and recruitment into armed groups like Al-Shabaab.

Policy options for strengthening resilience and supporting peacebuilding through education:

Conflict-related risks.

- **Federal level:** Training for teachers will need to include a focus on increasing teacher skills in 'positive discipline' methods and 'psychosocial' support for children. This will help ensure safe environments for children conducive to effective learning.
- **State level:** To mitigate communal violence and community-level conflicts around schools, Community Education Committees (CECs) together with community and local religious leaders should be provided with standardized tools for local dispute resolution skills and protecting schools.
- **State level:** Local officials and security forces will need to strengthen school protection mechanisms based on global guidelines for protecting schools from attack, particularly as Somalia is a signatory of the global Safe Schools Declaration.

Environmental hazards.

- **Federal level:** Strengthen humanitarian monitoring systems and government capacity to coordinate emergency responses via education under the leadership of the MOECHE.
- **Federal and State levels**: Stronger mapping of environmental hazards and risks should be required for all new school construction to ensure they are built in areas not prone to flooding or other hazards and are situated more closely to water bore holes.
- **Donors and international humanitarian community:** Development actors should view schools as an integrated service platform around which to provide health, nutrition, hygiene and protection services. This will ensure that children are retained in schools during periods of crisis and that schools are also used as community-level mechanisms through which to provide support.
- **Donors and international humanitarian community:** Donors should be required to commit at least 5% of all humanitarian funds provided to Somalia to support EiE responses. Available data suggests that current contributions to EiE responses are less than 1% of all humanitarian funding to Somalia.
- **Donors and international humanitarian community:** Humanitarian actors and donors have increasingly turned to 'cash grants' as a means by which to support communities affected by

emergency. Emergency school cash grants should be introduced as a standard package for schools to ensure that the most vulnerable children are supported during periods of emergency.

- ***Governance risks***. Key policy documents related to decentralization of social services such as education need to be completed as a matter of priority to resolve political disputes between regions, states and the federal level. This will help to mitigate potential clan-related political conflicts.
- **Federal level and development partners:** Capacity development strategies for strengthening government systems should be developed with the support of development partners to increase the skills of MOECHE officials to manage education services.
- **Federal and State levels**: The MOECHE will need to strengthen its procurement systems for learning materials and school construction, strengthen financial planning and accounting and reporting of funds utilization to avoid potential wastage of resources or political manipulation.
- **Federal level:** A clearly developed rehabilitation and construction plan of MOECHE facilities with appropriate security measures in place should be developed and supported by donors to ensure sufficient organizational capacity is in place for the government to delivery educations services

Inequities.

- **Federal level:** The MOECHE will need to strengthen policies for addressing educational inequities for these groups as current policies have been inadequately developed or implemented.
- **Federal level:** Adapted curriculum based on national curriculum frameworks will need to be developed to address the specific needs of these communities (i.e. ensuring cultural and economic relevance of learning for children and young people).
  Federal and State levels: Transparent planning processes for the distribution of available resources based on needs-based criteria will need to be developed in partnership with the Ministry of Finance and Ministry of Planning. This will ensure that available resources are not unfairly allocated to better-resourced private schools.

Education Sector Financing

- MOECHE financial tracking and accounting systems remain weak, with the ministry unable to document and report on financial expenditures across a range of areas or financial tracking for 'off-budget' support provided by donors over the past several years.
- Overall domestic financing for the educations sector in Central South remains very low and is currently less than 1%.
- MOECHE funding constraints has meant that there is very little funding to support key recurrent or other investment costs to strengthen the education system (USD 96,000 annually for monitoring, supervision, examination and other training costs of personnel).
- Off-budget support provided by donors and development partners has been the main source of funding for education services accounting for the majority of funding for development activities in the sector. As such, the MOECHE remains highly dependent upon external donor funding support.
- Payment of 'teacher incentives' and 'salaries' comprised the largest proportion of the 'running cost' budget for the MOECHE, over 80%. It is however unclear what returns were achieved with this investment and whether teachers attended schools regularly (i.e. insufficient information on teacher absenteeism or 'time on task' when in classrooms).
- There is a strong potential for domestic financing to increase as tax systems improve and local economies develop.

Policy Options for Effective Domestic Financing

- The Ministry of Finance has already committed to increasing the proportion funds allocated to the education sector from the national budget to 5% for 2017. The MOECHE needs to strengthen its own absorption capacity and transparency mechanisms to utilize those funds effectively. The level of this allocation should increase by at least 2% annually if it is to reach the 10%-12% target of funds allocated to the education sector as set out in the National Development Plan.
- The MOECHE will need to prioritize funding for core functions to ensure the education system operates effectively.
- As many students are enrolled in 'non-state' schools, the MOECHE will need to consider strengthening the regulatory and policy environment to ensure the alternative funding sources from community-level and from non-state actors are aligned to broader policy frameworks and education goals of the country.
- Strengthen financial tracking and reporting mechanisms within the ministry to increase its capacity to plan and coordinate donor investments and those from alternative/innovative funding sources.
- Future 'off-budget' support will remain important in years to come and should be aligned to new ESSP priorities to ensure progress on key ESSP indicators.
- Donors should identify specific areas to fund and focus on those investments for the duration of the next ESSP to ensure an effective 'sector-wide approach' is applied.
- Funding allocations to State and Regional levels should be based on need-based calculations to ensure the neediest regions receive support fairly relative to other regions.

1. Chapter 1 – Purpose and methodology of the Education Sector Analysis (ESA)

Somalia's territory has a land area of 627,339 square kilometres (242,216 sq mi) and is located in the Horn of Africa and bordered by the countries of Ethiopia to the West, Djibouti to the north, and Kenya to the south, as well as the Gulf of Aden to the north and the Indian Ocean to the east. It has the longest coastline of any country on mainland Africa and the Middle East at over 3,333 kilometres in length, a factor that has its own implications for the aims of education and curriculum.

In 2013, the Ministry of Human Development and Public Services Directorate of the Federal Government, which at that time was mandated to oversee several ministries including education, established an Interim Education Sector Strategic Plan (IESSP) 2013/14 – 2015/2016. The IESSP has now reached its third and final year of implementation, which therefore requires an updated Sector Analysis as it is now complete and a new ESSP to lay out a roadmap to support the achievements of national and global education goals, particularly those related to Sustainable Development Goals (SDG) 4[4] for ensuring inclusive and quality education for the future. However, like other countries in early states of recovering from a history of state failure, conflict, crisis and grappling with fragility, the Federal Government of Somalia is at an early stage of building a viable state and therefore an early stage of developing planning skills. Somalia faces numerous challenges with strengthening the capacities of education institutions and systems to support continued progress to achieving SDG 4 education targets, particularly those related to improving access to education and improving children's learning outcomes. According the UNDP Somalia Human Development Report (2012),[5] the literacy rate among school children aged 6 to 13 was 42%, whilst the adult literacy rate was estimated at 31%: 26% for females against 36% for males. Among the literate population, the majority has a primary level education only, with only a small proportion attaining secondary level or above.

In this regard, the Ministry of Education, Culture and Higher Education (MoECHE) is striving to overcome drivers of fragility such as violence, inequity and limited access to quality social services, weak governance, poor service delivery capacities, and limited educational capacities to mitigate or respond to environmental and man-made shocks. Global evidence demonstrates that the type and quality of education can either fuel marginalization, alienation, poverty, and vulnerabilities of children and young people or strengthen societal resilience[6]. Quality education services that utilize multiple pathways to increase access to education equip future generations with the skills and knowledge to positively contribute to the social, political and economic development of their communities and support the realization of multiple Sustainable Development Goals (SDGs)[7]. In this context, as outlined in Draft National Education Policy, the Federal Government of Somalia (FGS) and the MoECHE are committed to reforming the education sector and developing a quality system that promotes inclusion and from which students achieve core learning competencies in numeracy and literacy and are technologically proficient with lifelong learning and life skills.[8]

[4] Sustainable Development Goal 4 Ensure inclusive and quality education for all and promote lifelong learning
[5] UNDP. 2012. Somalia Human Development Report 2012. (PDF).
[6] Forced Migration Review Supplement. 2006. Education and conflict: research, policy and practice. Refugees Studies Center & UNICEF.
[7] Global Partnership for Education. 2015. 17 ways education influences the sustainable development goals. (Infographic)
[8] Federal Government of Somalia Ministry of Education, Culture and Higher Education. 2016. Draft National Education Sector Policy. Mogadishu: MoECHE; Pan-African Symposium, June 2016, Political Communique

To overcome its history of conflict and ongoing challenges with fragility, the MoECHE designed the development of the education strategic plans as a three-phase process: an early recovery phase covering the first one to three years, a development phase covering the next three to four years and a consolidation phase progressing thereafter. The 2013 – 2015 IESSP therefore endeavoured to set out a roadmap for Somalia's recovery phase. It articulated a short to medium-term vision, mission and objectives of the Directorate of Education, as well as proposing an implementation framework with strategies to be pursued. The purpose of the plan was to:

1. Provide the Directorate of Education with a framework for the development of the Education Sector to enable it to fulfil its mandate: to plan, facilitate, coordinate, manage and regulate quality education for Somali People for purposes of national integration, peace and development during its initial recovery;
2. Provide the Directorate with a framework upon which to negotiate with its development partners to restore quality education in Central South Somalia (and in time Somalia more broadly).

1.1 Purpose of the Education Sector Analysis and Education Sector Strategic Plan

The Federal Government of Somalia, aims to identify its priority development needs for the next sector plan as well as the progress that has been made in the Education Sector over the period of the outgoing IESSP, 2013-2016. Key areas under consideration in the analysis are the quality of learning outcomes for children, out-of-school children and inequities with learning outcomes between groups in society, factors that undermine the quality and relevance of education services for socially excluded children and young people, as well as education sector management and governance factors that contribute to efficiencies and the quality of education services for all.

The FGS with the support of the international community, like many countries emerging from decades of war and state failure, has made significant progress towards building a viable state and building peace in Somalia. However, there remain significant political and social risks with many communities still affected by conflict, displacement, trauma, and high levels of poverty. The ESA serves as an important tool to measure these broader state building goals by showing how progress has come about as a result of capitalizing upon the potential of education as a peace dividend for Somali communities that will also increase the legitimacy of nascent state institutions and contribute to peace building objectives of the country.

This ESA identifies the current status of key educational indicators across several different Subsectors and outlines key trends in the sector over the past year[9]. The sector's progress will be determined by results achieved against objectives and targets established in the previous IESSP for education development and, to the extent possible, whether priorities and strategies effectively addressed key determinants impacting upon improving access to quality, and equitable education for all. A key purpose of this sector analysis is to identify successes, challenges and lessons learned to inform the development of the next ESSP cycle. It is important to build on the lessons learned from the past IESSP period to ensure the sector accelerates progress toward meeting local, national and international education goals. The guiding principles regarding the strategic approach to education sector analysis (ESA) can be summed-up as the following:

- Commitment to provide evidence to support principle conclusions building consistently on available data;

[9] Education data collection remains a challenge for Central South regions. Only Banadir region has data collected over 3 years while 9 other regions have data covering the past year alone.

- Participatory processes to act as a regular check on the reliability of data and to ensure transparency, accountability and ownership by local stakeholders;
- Findings that provide an evidence based context for developing the Strategic plan and provides a basis for identification of priorities that are aligned to local education and training needs as well as the priorities of stakeholders;
- Capacity development of local stakeholders through the sector analysis and strategic planning process where the Ministry technical working groups assume increased responsibility of the ESA and ESSP development process and later the implementation of the strategic plan.

In 2016, the FGS Ministry of Planning and International Cooperation (MOPIC) completed the Somalia National Development Plan 2017-2019 (NDP), the first of its kind in 30 years. The four overarching objectives of the NDP are:

i. To quantitatively reduce abject poverty by reviving key economic sectors such as livestock, farming, fishing, ICT, finance and banking
ii. To repair vital infrastructure, starting with clean energy and water, economic beltways, ports and airports
iii. To qualitatively strengthen state capacity by reforming and streamlining the public administration sector
iv. To sustain political inclusivity, accelerate security sector reform and strengthen the rule of law across federal and state levels.

The NDP will also serve as the Interim Poverty Reduction Strategy Paper, until a full-fledged official document is developed, and will include a vision and direction for Somalia's socio-economic development and poverty reduction strategy. The FGS has also set up a unit within the Prime Minister's office to develop a framework for public sector capacity building. However, there remains a great challenge to attract skilled professionals into the public sector due to the government's limited revenue-raising capacity, and the challenging security situation, thereby limiting the government's capacity to deliver effective services. Assuming gradual progress on the security front and reduced impacts of environment-induced disasters (which currently continue to impede development progress for Somalia), medium-term annual real GDP growth is projected at about 5%. Nevertheless, growth will remain inadequate to address the widespread poverty in the country or provide sufficient domestic finance for social service sectors such as education. The key to Somalia's development challenges thus lies in:

1. Creating jobs for the youth
2. Providing social services such as education and health
3. Building sustainable livelihoods.

The ESA/ESSP thus compliments the NDP by aligning to the interim timeframe of the NDP and with a focus on Education and Training services by providing a clear roadmap for the achievement of key education-related development objectives and supporting PSGs underpinning the NDP.

1.2 Methodology and Scope of the ESA

Separate ESA/ESSPs are in the process of being completed for Puntland and Somaliland. Thus, this ESA/ESSP for FGS can refer to these and can provide a deeper understanding of national level indicators, where possible, including differences between Puntland, Somaliland and Central South Somalia and providing disaggregated data for the five 'regional states' of Central South Somalia. This ESA/ESSP also provides an analysis of challenges, conditions and priorities for Central South Somalia

which can be considered alongside analyses provided for Puntland and Somaliland in order to gain a better understanding of the education sector across the whole of Somalia.

Key areas considered in the ESA include:

- Enrolment and access (for both formal and non-formal education),
- Internal efficiencies of the education system,
- Capacity building and training,
- Education cost and financing,
- Teacher qualifications, training and distribution,
- Learning outcomes and quality of education,
- Governance and management of the education sector, and
- Equity in education.

The ESA focuses in particular on six pillars of education in the country, namely: Early Childhood Education; Primary Education; Secondary Education; Alternative Basic/Non-Formal Basic Education (ABE/NFE); Technical and Vocational Training (TVET), and Higher (tertiary) Education.

The primary methods of analysis for the ESA include:

- Where possible review the outgoing Interim Education Sector Strategic Plan (IESSP), including discussion of its strengths, accomplishments and its weaknesses. This is to provide evidence-based guidance for future action planning;
- Review secondary data sources to understand the context of the Education Sector in terms of 1) demographic, social, humanitarian context, and 2) macroeconomic and financial context. This will help to improve decision-making in sector policies and planning, future investments and funding allocations for the education sector in the next ESSP;
- Statistical analysis of school census data gathered by the Ministry of Education using the EMIS data and triangulating this with other datasets from UNFPA PESS 2015 and a UNICEF 2016 Rapid Baseline Survey for Central South Somalia (see below on treatment of the datasets and statistical corrections attempted).
- Capacity development assessment completed through primary interviews, technical working group meetings with education ministry officials to identify capacity gaps within the education service delivery (including enabling environment factors related to delegation of authorities and accountabilities within the sector and between federal and state levels of government);
- Equity analysis with reference to in 1) enrolments and learning achievements, 2) distribution of public resources;
- Chapter-specific methodologies, such as the ADB methods for identifying sector management risks;
- Technical working group meetings with ministry officials during which preliminary ESA findings were reviewed to identify investment areas for the MOECHE's over the next three years and to align these with the existing National Development Plan 2017-2019. These investment areas were identified based on considerations related to accelerating development gains for the children's education, consolidating State building and peacebuilding goals of the NDP by supporting education delivery as a critical 'peace dividend', and improving the effectiveness and capacities of the government to provide improved services for all children across Somalia.

Data sources

- Republic of Federal Government of Somalia Ministry of Education and Higher Education. (2015) Education Statistics Yearbook 2014/15
- Somali Federal Republic Ministry of Human Development and Public Services Directorate of Education. 2013. Interim Education Sector Strategic Plan 2013/14 - 2015/16 for Central South Zone. Mogadishu: FGS.
- UNFPA. (2014). Somalia Population Estimation Survey 2014
- UNDP. (2012). Somalia Human Development Report 2012
- UNOCHA dataset on shocks (conflict incidents, environmental hazards and occurrences) covering the periods 2011 to 2016
- Progress for Children - A World Fit for Children Statistical Review No. 6, Nov 2007
- Government Financial Operations Table and other available macroeconomic data
- Available Financial Reports and Executed Budget Reports.
- UNICEF, Rapid Education Survey, 2016
- United Nations Population Fund Somalia. 2016. Educational Characteristics of the Somali People. Volume 3. Nairobi: UNFPPA.

Secondary data sources

- Carr-Hill, R. and Ondijo, D. (2011). Assessment of the Education, Livelihoods, Living Conditions and Welfare of Somali Pastoralists (UNICEF and DFID)
- Beyond Fragility: A Conflict and Education Analysis of the Somali Context. York: The University of York, UNICEF (2014),
- Republic of Federal Government of Somalia Ministry of National Planning & Development. (2014). Federal Government of Somalia MDGs Report
- Education Cluster, 2011. Cluster Report, 2011 Central South Zone
- Education In Somalia: History, Destruction, And Calls For Reconstruction Nov, 1998
- Republic of Federal Government of Somalia Ministry of Education and Higher Education, Final Draft Aide Memoire JRES December 2014
- School Initiative2013-2016 Education for Resilience
- Republic of Federal Government of Somalia Ministry of Education and Higher Education, Joint-Review of the Education Sector (JRES) Report 2014 & 2015

Triangulation of Datasets and data reliability. Data from the Ministry EMIS was triangulated with PESS 2015 survey and this was used to calculate the enrolment figures and then to calculate GER and NER for both primary and secondary age groups. This was done to assess the reliability of government EMIS data as well as to adjust for lower population figures reported on in EMIS.

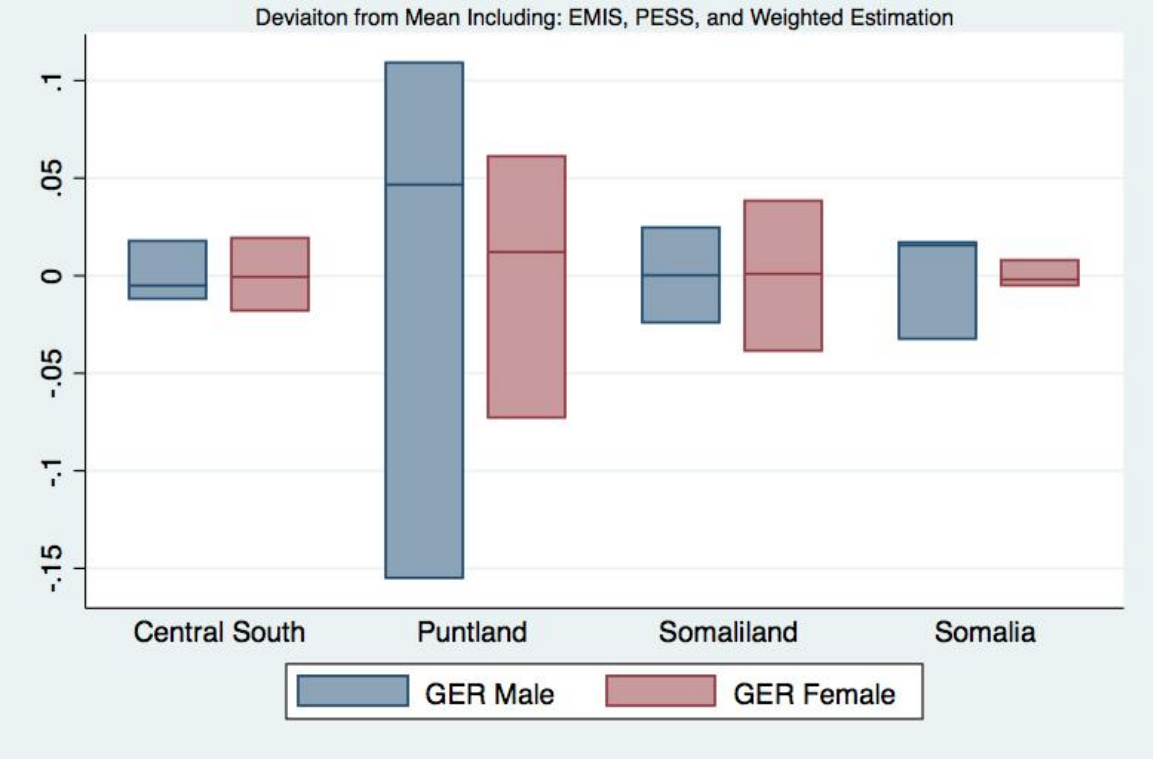
Weighting of population-based data was calculated by combing the most representative aspects of the available data: the baseline population figures from the UNFPA's Population Estimation Survey (PESS) 2014 and the student enrolment to population ratios from the Federal Government of Somalia's (FGS) education survey (EMIS). The strengths of the PESS include its comprehensive geographical coverage within the sample frame providing a robust estimation of the baseline population. Limitations in PESS are attributable to the age of the data, resulting in potentially less reliable estimates of the current enrolled student population. The FGS EMIS takes a more limited sample frame vis-à-vis the PESS data. However, its methodological approach, controls, and validations give it greater reliability to calculate figures such as GER against which to weight broader population figures provided in PESS.

Applying corrections to the data entail utilizing the more substantiated baseline population figures from PESS in conjunction with the more recent enrolment ratios provided from EMIS. Where no coverage was provided by EMIS, the information from PESS operates to fill the gap, as in the case of Middle

Juba. For Puntland, the EMIS data is sufficiently robust, in part due to the improved accessibility, aiding in the reliability and validity. To illustrate the variation between the datasets in the tables, the natural log of the standard deviation is provided along with the average weighting by region. In addition, a correlation coefficient is given, ranging between -1 and 1, providing a measure of strength between measures, whether positive or negative.

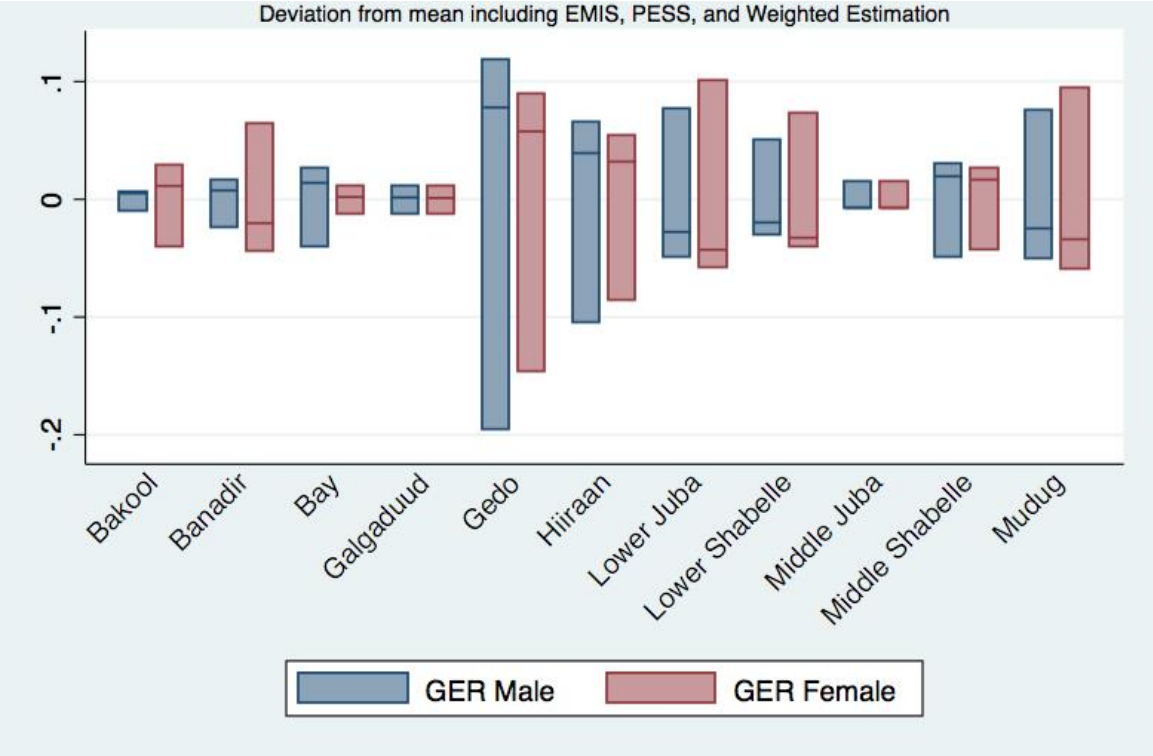
When comparing the variation between the major geographic units of Somaliland, Puntland, Central South and Somalia as a whole (see below), there is high degree of consistency. For example, in Primary male and female GER there is a total deviation of 5%. Somaliland and Central South are comparably consistent and only Puntland exhibits wide variation at roughly 25% between the high and low GER estimate. Though the variation in the case of Puntland springs from a higher number of enrolments recorded in government EMIS data compared to PESS data and can be explained by the timing of the PESS data collection compared to the EMIS data collection with the latter occurring at a later stage (presumably meaning that more children were enrolled during the period between the two data collection exercises).

Figure 1. Variation in enrolment data and GER at aggregate state and national levels



Although there is a fairly high level of consistently in enrolment figures at higher levels of data aggregation, a higher degree of variation exists across state and regional levels within Central South Somalia. For example, in Gedo Region a margin of 30% exists between the PESS and EMIS GER, represented by the longest of the vertical bars the figure below. In contrast, Galgaduud and Middle Juba display a margin of less than 2% variation, with roughly similar small deviations observed in Bakool, Banadir, Bay, and Middle Shabelle. This variation can be accounted for in part by the degree to which the Region is accessible to monitoring, given this numerous security challenges. In the regard data should be treated with some level of care at lower levels of data aggregation but nevertheless demonstrates that enrolment data is sufficiently reliable to give a fairly accurate representation of enrolment and GER for Somalia as a whole.

Figure 2. Variation in enrolment data and GER at regional level in Central South Somalia



Additionally, in several parts of the report in order to explore the relationship between a given school-based intervention and corresponding enrolment ratios, regressions were run to graph any existing correlations with a fitted line, indicating the strength of the relationship. In such instances the confidence interval was set at 95%, projecting the margin for error inherent in a dataset of this size. For example, in the case of school feeding, strong and positive correlations were observed with both primary and secondary school student gross enrolment ratios. This can be interpreted as school feeding may increase enrolment for children in primary and secondary school, however it should be cautioned that in any dataset, correlations should not be interpreted as causal. Other 'unobservable' factors may provide the 'true' reason for improved school enrolment. With that caveat, as the FGS increases its capacity to collect school-level or student-level data, these initial observations can be refined with greater confidence and with more robust analytics.

Regional State Consultations and stakeholder survey. Key informant interviews with stakeholder and partners. From January to April, bi-weekly technical meetings were held with a MOECHE technical working group to review ESA findings, validate preliminary analysis and to identify key priorities for the next ESSP. During the process the ministry team was able to fill gaps with data and provide critical corrections to analysis and findings. A total of 8 technical working groups were conducted over a period of three months, lasting between 1-2 days each. Initial working groups were facilitated by AET-hired consultants and later by UNICEF personnel who provided more direct guidance for ministry technical working groups.

Ministry officials conducted further outreach and consultation with stakeholders at federal government level and with education stakeholders in the five regional states of Central South Somalia. State consultations were completed by ministry teams during mid-May that helped to validate ESA findings and identify priorities specific to each state aligned the overarching objectives of the incoming ESSP.

In total, some 257 persons participated in these different consultative forums to validate ESA findings as well as shape key priority areas for the next ESSP. Of these, 197 (77%) were male and 60 (23%) were female.

Table 1. Stakeholder participation in the preparation and validation of the ESA

Location	Event	Total #	M	%	F	%
Mogadishu	State consultation	39	30	77%	9	23%
Jubaland	State consultation	40	33	83%	7	18%
SWA	State consultation	40	27	68%	13	33%
Hirshabelle	State consultation	40	37	93%	3	8%
Galmudug	State consultation	38	27	71%	11	29%
	Sub Total	**197**	**154**	78%	**43**	22%
Mogadishu	Validation	60	43	72%	17	28%
	Sub Total	**60**	**43**	72%	**17**	28%
Total		**257**	**197**	**77%**	**60**	**23%**

Source: MOECHE ESA/ESSP working groups

Verification and validation workshop with partners and education stakeholders. Verification workshops for data analysis and findings were conducted with education partners and stakeholder in Central South Somalia with the participation of ministry officials from national and sub-national levels. This helped to (1) ensure that data gaps are identified and where possible filled in with findings relevant to local realities, and (2) strengthen coordination between partners.

Quality Assurance Processes. UNICEF Somalia Country Office provided quality assurance and support to statistical analysis and extensive support for report writing. Additional support was allocated with the recruitment of a data management consultant involved in the statistical yearbooks produced by all education ministries in Somalia and an econometrics education statistician to support statistical corrections across different datasets, particularly in relation to the aggregation of key national education indicators and conducting correlation analysis for several key education indicators. UNICEF's Eastern and Southern Africa Regional Office also provided quality assurance during ESA report writing. Upon the completion of a suitable draft ESA, broader stakeholder quality reviews and feedback were then received via Education Sector Committee members, which fed into this final ESA report.

1.3 Report Structure

This sector analysis is structured on GPE guidelines for sector analysis and sector planning, albeit with the appropriate modifications related to: 1) Context of the Federal Government of Somalia related to the fragile context in which it is striving to consolidate new state institutions, 2) Limitations due to lack of reliable trend data to enable a rigorous education Subsector analysis in specific areas such as ECCE, TVET and higher education which the EMIS data does not cover, and 3) special consideration of the decentralization relationship between regional states and the Federal Government.

The report structure is based on the Subsectors of Early Childhood Care and Education (ECCE), Primary, Secondary, Alternative Basic Education (ABE), Technical and Vocational Training (TVET), Cross-cutting issues and Higher Education (HE).

1.4 Limitations

Compared to recent years, when a very little amount of data was available for the education sector in Central South Somalia, data systems at the federal government level have improved. Nevertheless, fieldwork for this ESA/ESSP demonstrate that data is missing for some indicators and Subsectors, while trend data for many indicators is not available[10]. Triangulation of data was therefore applied to address some of these limitations as outlined above regarding GER. While variations exist across different data sources, there is generally a consistency across most indicators related to enrolment data resulting in a confidence interval of 95%.. In other cases, such as data related to learning outcomes, there is less reliability with year-to-year data, particularly in Central South Somalia where only recently the examination and assessment systems demonstrated signs of improvement. In other cases, such as data regarding textbooks, stakeholders also expressed a degree of uncertainty in the reliability of data pointing to a tendency of EMIS school survey respondents to 'over state' the level of need in order to secure additional resources for their schools. In such instances data is presented faithfully based on validated government EMIS with appropriate caveats included.

One overarching limitation for the ESA/ESSP process has been related to GPE requirements for conducting ESA/ESSP itself and the dearth of qualified and experienced consultants or firms globally to complete quality evidence-based data. Many countries have recently experienced challenges around ESA/ESSP as a result. This challenge is compounded in the context of Central South Somalia where security risks tend undermine the willingness of qualified consultants to take on assignment requiring an on-the-ground presence. Moreover, ongoing security risks and the political transition in early 2017 with the formation of a new government created numerous delays in carrying out fieldwork and stakeholder consultations.

[10] It is observed that often data are based on estimates and related assumptions; these estimates are often products of underlying estimates, hence compounding the scope for corrupted data. Such observation is not untypical for fragile systems, particularly in disputed / conflict zones with limited international access.

2. Chapter 2 – Context of the Education Sector

2.1 Political Context

Established on August 20, 2012, the Federal Government of Somalia is the first permanent internationally recognized central government for the Federal Republic of Somalia since the start of the Somali Civil War (1991-2011). Somalia's government officially comprises the executive branch of government, with the parliament serving as the legislative branch. It is headed by the elected President of Somalia, to whom the Cabinet reports through the Prime Minister. Since the election of President Hassan Sheikh in 2012, the country has experienced improved political stability and governance with the development of new institutions within the federal system, and the drafting of the Provisional Constitution of 2012 Vision 2016, a strategic plan and framework established in 2013 to translate the Provisional Constitution into an achievable and broadly acceptable framework and to implement stronger legal, security, and institutional mechanisms. However, the progress of Vision 2016 has been erratic, falling years behind schedule, mostly due to political infighting, insecurity, weak institutional and governance capacities and limitations in the Provisional Constitution with regards to sequencing of various goals and processes, for example, the formation of Federal Member States (FMS). Along with interparty and clan tensions, FMS formation has been further complicated by delays of some proposed regional states (Puntland, Galmudug, Jubaland, Southwest State and Hirshabelle) to submit their nominations for candidates in the Upper House of Federal Parliament. Somaliland, a sub-national entity of Federal Government of Somalia, whilst being represented in all Somali parliaments since 2000 by virtue of clan representatives, declared independence from Somalia in 1991, renamed itself Somaliland, and has since declined to partake in the Upper House.[11] These, and several other dynamics, hindered the federal government's plans to hold a credible constitutional referendum but the Federal Republic's hallmark elections this year culminated in the election of Mohammed Abdullahi Farmajo as the Country's president as from February 2017.

2.2 Education structure and learning policy

Administration of the education system.

The Education system in Federal Government of Somalia is managed by the Ministry of Education, Culture and Higher Education (MOECHE) at the federal level and this ministry is responsible for the overall guidance and administration of education in Somalia. Its mandate is to ensure that a viable education system is in place and to promote quality education and training for all citizens in order to optimize individual and national development. Currently, the ministry is led by a Minister under which there is a Permanent Secretary followed by two Director Generals (who report to the Permanent Secretary). The MOECHE has a structure that is based on its pre-civil war size and capacity when there were over 50,000 personnel within the ministry, which at that time included ministry staff and teachers. Currently the ministry has six departments and 16 sub-departments in charge of the various functions in the sector. These are; Departments of Administration and Finance, Public Schools, Policy and Planning, Quality Assurance, Umbrella and Private education, and Examination and Certification. The role of each of the departments and sub-department is discussed in greater detail in Chapter 11: Crosscutting Themes, together with challenges related to political authority across states – including the administrative and political relationships between the Federal Government with Puntland and Somaliland.

In Puntland, the education system is under the management of the Ministry of Education and Higher Education (MOECHE)[12]. The Ministry is headed by a Minister assisted by a Vice-Minister and a Director

[11] New African Magazine. 2016. Delayed Democracy: 12 things you need to know about Somalia Elections.
[12] Ministry of Education and Higher Education, Puntland, Education Sector Analysis, 2016

General (DG) that reports to the Vice-Minister. There are nine departments and two units in the MOECHE. These are; Higher Education, Non-formal Education, Quality Assurance, Formal Education, TVET, Teacher Training, and Programmes, Examinations, Policy and Planning, Human Resources, Administration and Finance. There is also a Gender Unit that supports female participation and success across the education sector and a Production Unit that is charged with the printing and distribution of educational material[13].

In Somaliland, the education sector is managed by Ministry of Education and Higher Studies (MOEHS. It is composed of the Ministry of Education, Higher Education and Commission for Higher Education. A Minister leads it with the assistance of a Vice-Minister and a State Minister. The entities of Education and Higher Education each have a Director General who deals with policy. There are 12 departments in the Ministry; Planning and Policy, Primary school Programming, Secondary School Programming, Non-Formal Education, Technical and Vocational Training (TVET), Higher Education, Private School and Licensing Oversight, Curricula and Teacher Development, Quality Assurance and Standards, Gender, Human Resource and Administration and Finance. There is also a National Examination Board that is autonomous to this structure and reports directly to the Minister for Education

Educational Stages. There are two distinct systems of educational cycles in the country. The 9-3 system which is mainly used by private Arabic medium institutions and the 8-4 system currently practiced in public schools as outlined below, however it should be pointed out that at present many post-secondary institutions offer 4-year degree courses.

Table 2. Education systems in FGS Somalia[14]

The 9-3 system		**The 8-4 system**	
Early Childhood Care and Education (including/pre-school)	1-2 Years	Kindergarten Schools:	1-2 Years
Primary Schools	9 Years	Primary Schools	8 Years
Secondary Schools	3 Years	Secondary Schools	4 Years
Post-secondary institutes	2-4 Years	Post-secondary institutes	2-4 Years

Source: Federal Government of Somalia Draft National Policy of Education. 2015-2030.

Medium of Instruction. In most schools, Somali is used as the language of instruction in classrooms especially in the primary grades. Special consideration is given to Arabic and English which are taught as language subject courses. In the upper primary grades in some schools Arts subjects are taught in Arabic, and scientific subjects in English. Arts subjects include language arts, Islamic studies, history, and geography.

In most secondary schools English is the medium of instruction, except for Islamic studies, Arabic and Somali but some schools teach arts subjects in Arabic and scientific subjects in English. For post-secondary institutes, the medium of instruction is according to the nature and need of the institute and may include English or Arabic. In the upper primary and secondary, Somali is taught as a language. It is the long-term aim of the MOECHE to regulate the language of instruction in classrooms. As a unified national curriculum is developed and Somali textbooks and documents published, it is anticipated that the Somali language will take a prominent role in the education of Somali children and be the medium

[13] Ministry of Education and Higher Education, Puntland, Education Sector Analysis, 2016

[14] Republic of Federal Government of Somalia Ministry of Education and Higher Education. (2015). Federal Government of Somalia National Policy of Education. 2015-2030.

for Primary schools to support accelerated learning in 'mother tongue', while English or Arabic remain the medium at Secondary level.

School Subjects. Subjects taught in the primary and general secondary schools are as follows[15]:

Table 3. Subjects taught in Primary and Secondary schools in the FGS

Primary and General Secondary schools	Post-Secondary Institutes
Mathematics	Somali Language
Science (Biology, Chemistry, Physics and IT)	English Language
Environmental Education	Arabic Language
Arabic Language	Islamic Studies
English Language	Mathematics
Somali Language	Communication Skills
Social Studies (History and Geography and Civics)	
Physical Education (P.E)	

Source: Federal Government of Somalia National Policy of Education. 2015-2030.

Although the above is the stated policy at present, it is not a reflection of the complete picture as some schools also offer agriculture and Business Education at Secondary level, very few offer Environmental Education as a separate subject and the Universities offer a very different range of degrees, including medicine, law (including Sharia law) and education.

Education Structure and Curricular Levels. The National Policy on Education, outlines the education structure with four distinct levels of education.

1. Preschool – 2 years
2. Primary School - 8 years (lower 4 years and 4 years upper Primary)
3. Secondary Education – 4 Years.
4. Post-Secondary Education

- **Academic year.** The academic year for schools begins in September and ends in June. Summer time holiday is July and August. There is some flexibility on the exact start and end dates based on unique circumstances of schools.
- **School Age.** The school going age is 4-5 years for the Quranic and Kindergarten schools and 6 years for the lower Primary and Elementary schools.
- **Vision Statement.** Fulfil the right of every Somali to education and build an adequate, well educated, better skilled and competent workforce that contributes to the spiritual, economic and human development of the nation.

Mission Statement. To ensure equitable access to inclusive, life-long quality education and training for all Somali citizens, through the sustained implementation and resourcing of a comprehensive Education Policy and Sector Strategic Plan

[15] Ibid

Policy Goal. The provision of an equitable and inclusive education system that affords all learners access to free and compulsory basic education and secondary education of real quality, followed by the opportunity to continue with life-long education and training, so enhancing their personal development and contributing to Somalia's cultural development, socio-economic growth and global competitiveness.

Guiding Principles. The principles that guide this policy are in accordance with international and regional conventions, national laws, policies, guidelines and regulations. In particular, the principles take into consideration Somalia's Constitution and National Development Plan, and recognize the universality of human rights. These crosscutting principles should be stated as absolutes and include:

- Access to Education and Training: Every Somali citizen has the right to education and training appropriate to their age and needs, including the provision of free and compulsory basic education.
- Equality and Protection: Every Somali citizen has equal rights, opportunities and responsibilities and shall be protected from all forms of stigma and discrimination, including those based on clan, culture, gender, disability, orphan hood, economic vulnerability or HIV status.
- Relevance and Quality of Education and Training: All education and training shall be of appropriate quality and relevant to the socio-economic and cultural needs of Somalia and its citizens.
- Affordability and Participation: No Somali citizen shall be excluded from age appropriate formal and non-formal quality education and training because of its cost.
- Partnerships: The MOECHE shall be responsible and accountable for the implementation of this policy but shall always seek to develop effective national, regional and international partnerships to enhance and ensure the success of the implementation process.
- Mainstreaming Disaster Risk Reduction and Development: Every officer of the MOECHE shall be responsible for integrating disaster risk reduction and development into their routine functions, roles and responsibilities

2.3 Geographical and Administrative Context

As shown in Table 4, the country is officially divided into eighteen pre-war regions across Central South Somalia, Puntland and Somaliland which include: Lower Juba, Middle Juba, Gedo, Bay, Bakool, Lower Shebelle, Banadir, Middle Shebelle, Hiraan, Galguduud, Mudug, Nugaal, Bari, Sool, Sanaag, Togdheer, Woqooyi Galbeed and Awdal. Each of these regions are in-turn divided into districts. Within Central South Somalia there are a total of 10 regions and 58 districts spread across 5 'emerging' regional state administrations with a potential for further states to develop in coming years. Given the history of state failure and post-conflict reconstruction, there has also been an awkward, and sometimes contested relationship between administrations in Puntland and Somaliland in relation to the federal level, with Somaliland in particular holding onto a claim of independence that dates back to the early 1990s. Moreover, the governments of both Somaliland and Puntland have further divided some of the regions for their own administrative purposes. For the purpose of this analysis, only aggregate figures are presented for Somaliland and Puntland together with more detailed state and regional figures for Central South Somalia. This is done in order to provide a holistic understanding of conditions in the Central and Southern states of the country (broken down to regional level) while at the same time presenting overall aggregate figures for Somalia's education sector.

The population of Somalia is estimated at 12.3 million including urban, rural, nomadic areas and IDP camps across the 18 regions[16]. The capital of Somalia is Mogadishu, with an estimated population of between 1.6 million people and which accounts for about 13% of the total population of Somalia.

Table 4. Population distribution, Somalia and Central South by region/state

State	Region	Population	% of national total
Jubaland	Lower Juba	489,307	3.97%
	Middle Juba	362,921	2.95%
	Gedo	508,405	4.13%
	Sub total	1,360,633	11.05%
Southwest	Bakool	367,226	2.98%
	Bay	792,182	6.43%
	Lower Shabelle	1,202,219	9.76%
	Sub total	2,361,627	19.17%
Hirshabelle	Middle Shabelle	516,036	4.19%
	Hiraan	520,685	4.23%
	Sub total	1,036,721	8.42%
Galmadug	Mudug	717,863	5.83%
	Galgaduud	569,434	4.62%
	Sub total	1,287,297	10.45%
Banadir	Total	1,650,227	13.40%
Central South Somalia sub-total		**7,696,505**	**62.49%**
Somaliland sub-total		3,508,180	28.48%
Puntland sub-total		1,112,209	9.03%
National Total		**12,316,894**	**100.00%**

UNFPA, Population Estimation Survey (PESS), 2014

When comparing Somaliland, Puntland and Central South Somalia (Central South), the Central South hosts over half of the total Somalia Population at 56% with Puntland having 18% and Somaliland 25%. Within the Central South, Southwest State and Banadir has the highest proportion of the population in the south with 19.2% and 13% respectively.

2.4 Population Characteristics

Population Age and Gender distribution. The total estimated population of Somalia is some 12.3 million people.[17] The average population growth rate is 2.53% per annum[18]. Table 5 summarizes the age distribution of Somalia's population by gender. Some 50.7% of the population is male, whilst 49.3% is female[19]. Sixty-two percent of the female population is aged under 25, compared to 66% of males. The average life expectancy is 50 years of age.

Table 5. Somalia Population Distribution by Gender, Somalia and Central South by region/state

[16] UNFPA Somalia. 2014. Population Estimation Survey (PESS) (PDF).
[17] UNFPA Somalia. 2014. Population Estimation Survey (PESS) (PDF).
[18] World Bank. 2015. "Somalia Overview".
[19] Ibid.

State	Region	Male	%	Female	%	TOTAL
Jubaland	Lower Juba	247,492	50.6%	241,815	49.4%	**489,307**
	Middle Juba	189,952	52.3%	172,969	47.7%	**362,921**
	Gedo	249,900	49.2%	258,505	50.8%	**508,405**
	Total	687,344	50.5%	673,289	49.5%	**1,360,633**
Southwest	Bakool	194,261	52.9%	172,965	47.1%	**367,226**
	Bay	402,182	50.8%	389,999	49.2%	**792,181**
	Lower Shabelle	604,835	50.3%	597,384	49.7%	**1,202,219**
	Total	1,201,278	50.9%	1,160,348	49.1%	**2,361,626**
Hirshabelle	Middle Shabelle	270,386	52.4%	245,650	47.6%	**516,036**
	Hiraan	276,315	53.1%	244,370	46.9%	**520,685**
	Total	546,701	52.7%	490,020	47.3%	**1,036,721**
Galmadug	Mudug	363,737	50.7%	354,127	49.3%	**717,864**
	Galgaduud	284,255	49.9%	285,179	50.1%	**569,434**
	Total	647,992	50.3%	639,306	49.7%	**1,287,298**
Banadir	Total	813,399	49.3%	836,828	50.7%	**1,650,227**
Central South Somalia		**3,896,714**	**50.6%**	**3,799,791**	**49.4%**	**7,696,505**
Puntland		563,369	50.7%	548,841	49.3%	**1,112,210**
Somaliland		1,784,682	50.9%	1,723,498	49.1%	**3,508,180**
Somalia National Total		6,244,765	50.7%	6,072,130	49.3%	12,316,895

UNFPA, Population Estimation Survey (PESS), 2014

Population by Region, Rural, Urban, IDP and Nomad Distribution. The distribution of Rural, Urban, IDP and Nomad population in Somalia is 22.8% rural, 42.4% Urban, 9% IDPs and 25.9% Nomads. As shown in Table 6 below, urbanization is estimated at 3.4% per annum. The main driving forces for rural-urban migration includes natural disasters such as drought and flooding in poorly served rural areas, and employment opportunities in urban areas.[20] Conflict-driven immigration has occurred since 1991, resulting in at least 1 million Somalis, 14% of Somalia's combined population, to live outside the country and which has created one of the largest diaspora groups[21]. This has deprived Somalia of a significant proportion of potentially qualified human resources, but as previously mentioned, this is arguably compensated for by the large consignment of financial remittances injected into the economy from the diaspora[22].

Population distribution by group. For Somalia as whole there are some 26% nomads and nearly 23% living in rural areas. Taking these figures combined nearly 50% of the entire population continue to live a form of nomadic/pastoralist or 'agro-pastoralist' lifestyles with the latter signifying a potential shift over years away from more traditional lifestyles. Overall some 42% of the population lives in urban areas.

For Central South Somalia, 30.2% of the population lives in rural areas, 35.7% in urban areas while 21.5% live a nomadic lifestyle. 12.5% of the population are categorized as IDPs (a larger proportion than any other part of the country). Within Central South the highest numbers of IDPs are found in

[20] ibid

[21] Hammond, L. 2007. 'Obliged to give': Remittances and the Maintenance of Transitional Networks between Somalis at Home and Abroad. London Migration Working Papers No. 2007/07.

[22] UNDP. 2012. Somalia Human Development Report 2012. (PDF).

Banadir, which also has the highest percentage of urban population at 77.6% while the rest 22.4% are classified as IDPs. There are also several hundred IDPs spread across other states, notably Jubaland and Southwest with **IDP figures having increased dramatically since 2014 when PESS data used here was drawn.** Regions of Central South with a higher proportion of its population living nomadic lifestyles are Bakool, Hiraan and Galgaduud, all of which have between 30%-40% nomadic population. Galgaduud and Banadir also have the highest proportions of IDPS at 22% and 21% respectively.

Table 6. Population by category and location, Somalia and Central South by region/state

State	Region	Rural	%	Urban	%	IDPs	%	Nomads	%	Total
Jubaland	Lower Juba	**161,512**	33.0%	172861	35.3%	30,600	6.3%	124,334	25.4%	**489,307**
	Middle Juba	**148,439**	40.9%	56242	15.5%	27,000	7.4%	**131,240**	36.2%	**362,921**
	Gedo	**177,742**	35.0%	109142	21.5%	76,728	15.1%	144,793	28.5%	**508,405**
	total	487,693	35.8%	338245	24.9%	134,328	9.9%	400,367	29.4%	**1,360,633**
Southwest	Bakool	**134,050**	36.5%	61928	16.9%	24,000	6.5%	147,248	40.1%	**367,226**
	Bay	**463,330**	58.5%	93046	11.7%	39,820	5.0%	195,986	24.7%	**792,182**
	Lower Shabelle	**723,682**	60.2%	215752	17.9%	102,970	8.6%	159,815	13.3%	**1,202,219**
	total	1,321,062	55.9%	370726	15.7%	166,790	7.1%	503,049	21.3%	**2,361,627**
Hirshabelle	Middle Shabelle	**249,326**	48.3%	114348	22.2%	51,960	10.1%	100,402	19.5%	**516,036**
	Hiraan	**135,537**	26.0%	81379	15.6%	51,160	9.8%	252,609	48.5%	**520,685**
	total	384,863	37.1%	195727	18.9%	103,120	9.9%	353,011	34.1%	**1,036,721**
Galmadug	South Mudug	**79,752**	11.1%	381493	53.1%	70,882	9.9%	185,736	25.9%	**717,863**
	Galgaduud	**52,089**	9.1%	183553	32.2%	119,768	21.0%	214,024	37.6%	**569,434**
	total	131,841	10.2%	565046	43.9%	190,650	14.8%	399,760	31.1%	**1,287,297**
Banadir	total	0	0.0%	**1,280,939**	77.6%	**369,288**	22.4%	0	0.0%	**1,650,227**
Central South Somalia		2,325,459	30.2%	2750683	35.7%	964,176	12.5%	1,656,187	21.5%	**7,696,505**
Puntland		96,530	8.7%	610714	54.9%	58,505	5.3%	346,461	31.2%	**1,112,210**
Somaliland		384,798	11.0%	1854995	52.9%	84,070	2.4%	1,184,317	33.8%	**3,508,180**
National Total		**2,806,787**	22.8%	**5,216,392**	42.4%	**1,106,751**	9.0%	**3,186,965**	25.9%	**12,316,895**

UNFPA, Population Estimation Survey (PESS), 2014

The population that is living a nomadic lifestyles is about 3.18 million in the whole of Somalia. Of these, 52% are male while 48% are female. Central South Somalia has the highest population of nomads at about 1.6 million while Somaliland and Puntland have 1.1 million and 300,000 respectively.

Population Distribution by Age and Gender. A majority of the Somalia population is between the ages of 0-19 which together make about 57% of the total population. Indeed, 5-10-year-olds comprise a fifth of Somalia's Population while the youth bracket of 15-34 comprise 36% of the population.

Table 7. Somalia Population Distribution by Age Group and Gender

	MALE		FEMALE		TOTAL	
AGE	NO	%	NO	%	NO	%
0 - 4	815,629	**13.1**	864,734	**14.2**	1,680,363	**13.6**
5-10	1,085,531	**17.4**	1,022,833	**16.8**	2,108,364	**17.1**
11-14	980,123	**15.7**	852,642	**14**	1,832,765	**14.9**
15 - 19	763,831	**12.2**	726,378	**12**	1,490,209	**12.1**
20 - 24	536,505	**8.6**	616,758	**10.2**	1,153,263	**9.4**
25 - 29	429,989	**6.9**	549,729	**9.1**	979,718	**8**
30 - 34	388,496	**6.2**	408,504	**6.7**	797,000	**6.5**
35 - 39	272,814	**4.4**	318,224	**5.2**	591,038	**4.8**

40 - 44	327,507	**5.2**	263,568	**4.3**	591,075	**4.8**
45 - 49	180,461	**2.9**	135,471	**2.2**	315,932	**2.6**
50 - 54	164,062	**2.6**	102,952	**1.7**	267,014	**2.2**
55 - 59	65,249	**1**	44,681	**0.7**	109,930	**0.9**
60 - 64	90,511	**1.4**	60,167	**1**	150,678	**1.2**
65 - 69	33,922	**0.5**	25,467	**0.4**	59,389	**0.5**
70 - 74	46,486	**0.7**	32,328	**0.5**	78,814	**0.6**
75 - 79	15,892	**0.3**	11,889	**0.2**	27,781	**0.2**
80 - 84	19,162	**0.3**	12,930	**0.2**	32,092	**0.3**
85 +	28,594	**0.5**	22,876	**0.4**	51,470	**0.4**
Total	**6,244,764**	**100**	**6,072,131**	**100**	**12,316,895**	**100**

UNFPA, Population Estimation Survey (PESS), 2014

2.5 Somalia Population Distribution by Region and Household Size

The average household size in Somalia is 5.1 for IDPs, 6.1 for those in rural areas, 6.5 for nomadic households and 6.3 for those in urban households. IDP households in Somaliland are slightly bigger than those in Central South while Puntland, at 3.5 have the smallest IDP household sizes among the three regions. There is no remarkable difference in household sizes between the Rural, Urban, Nomads and IDPs indicating that urbanization and nomadic lifestyles have no impact on household sizes. It is generally true that irrespective of where Somalis live or from what community they originate they tend to have large families.

Table 8. Somalia Population Household Size, Somalia and Central South by region/state

Region	State	Urban	Rural	Nomadic	IDPs
Jubaland	Lower Juba	5.7	5.3	6.1	1.2
	Middle Juba	4	3.9	6	10
	Gedo	6.5	5.8	5.1	3.3
	Average	5	5.0	6	4.8
Southwest	Bakool	6.6	6.5	6.3	13.3
	Bay	4.8	5.2	6.8	7.4
	Lower Shabelle	6.9	7.4	6.1	12.9
	Average	6	6.3	6	11.2
Hirshabelle	Middle Shabelle	8.5	5	6.4	3.5
	Hiraan	6.1	5	6.2	10.4
	Average	7	5.0	6	7.0
Galmadug	Mudug	6.1	6.7	7.1	2
	Galgaduud	6.2	6.6	7	10.5
	Average	6	6.7	7	6.3
Banadir	Average	6.8			3.2
Central South Somalia Average		6.0	5.6	6	5.3
Puntland Average		6.1	6.2	6.7	3.5
Somaliland Average		6.8	6.5	6.9	6.6
National Average		**6.3**	**6.1**	**6.5**	**5.1**

UNFPA, Population Estimation Survey (PESS), 2014

2.6 Economic Development

Economic development in Somali and in particular Central South has been slow, and remains fragile due to poor security in the region, poor infrastructure and limited financial resources. According to the African Development Bank, Somalia is "characterized by a severe lack of basic economic and social statistics". This situation has been exacerbated by the civil war and institutional collapse[23] although even prior to Somalia's state failure, data was often unreliable[24]. Thus, different sources have conflicting numbers when it comes to the country's economic and social status. The World Bank estimates Somalia's (including Somaliland) GDP reached USD 6.2 billion in 2016[25]. This estimated GDP has risen from about USD 5.4 billion in 2013[26], but Somalia is still ranked as one of the least developed countries in the world, according to the United Nations[27]. The World Bank ranks the country's GDP per capita at USD 450 and a poverty headcount rate of 51.6%[28], whilst the UNDP Somalia Human Development Report 2012 ranked Somalia's GDP at USD 284, compared to the average GDP of USD 1,300 across sub-Saharan Africa, and estimated that 43% of the population lived below the poverty line[29]. On the other hand, the IMF estimated real GDP to be rising annually by 2.7% in 2015, driven by growth in agriculture, financial services, construction and telecommunications. Finally, in the latest Central Intelligence Agency Fact Book figures, Somalia GDP in purchasing parity prices (PPP) is given as USD 5.89 billion, and the per capita income at USD 600. The nominal GDP at the official exchange rate is estimated at USD 2.37 billion, which implies a GDP per capita of about USD 240. Table 9 summarizes economic statistics giving an overarching estimate of the economic climate in Federal Government of Somalia and Somalia as a whole (no data available for Central South and its respective states and districts).

[23] African Development Bank Group. 2013. "Somalia: Country Brief 2013" (PDF). p. 2.
[24] Powell, B.; Ford, R.; Nowrasteh, A. (2008). "Somalia after state collapse: Chaos or improvement?" Journal of Economic Behavior & Organization. 67 (3-4): 657–670
[25] World Bank. 2015. "Somalia Overview".
[26] World Bank. 2015. "Transition amid Risks: with a Special Focus on Intergovernmental Fiscal Relations" (PDF). Somalia Economic Update Report. p. 36.
[27] "List of Least Developed Countries (as of May 2016)" (PDF). UNCDP-DPAD, DESA.
[28] World Bank. 2015. "Somalia Overview".
[29] UNDP. 2012. Somalia Human Development Report 2012. (PDF).

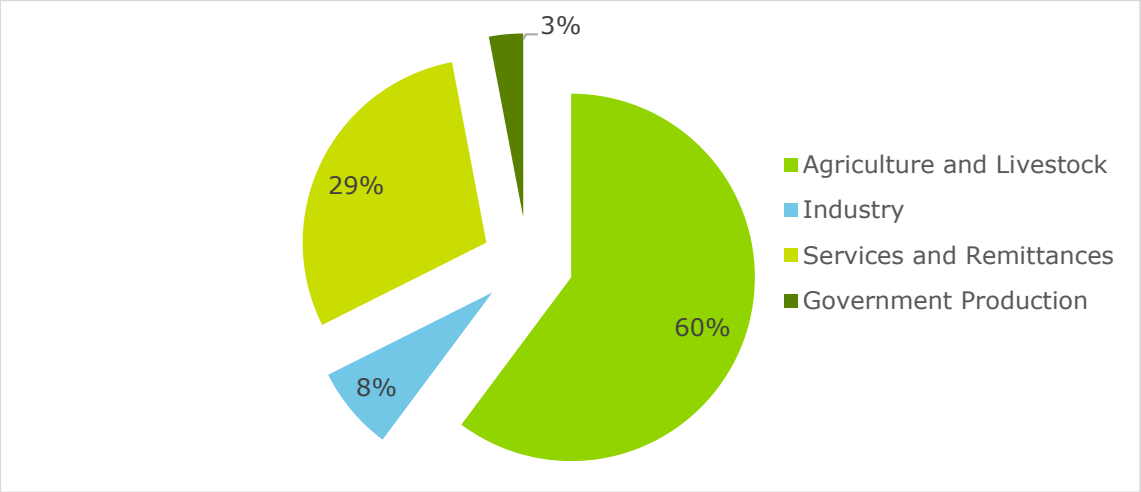
Table 9. Economic Statistics for Somalia, including Somaliland

Economic Indicators	Value	Global Ranking
GDP (Purchasing Power Parity):	$4.431 billion (2014 est.)	
GDP (Official Exchange Rate):	$5.95 billion (2015 est.)	143
GDP - Real Growth Rate:	2.6% (2010 est.)	
GDP - Per Capita (PPP):	$551.86 (2015 est.)	170
GDP - Composition, By End Use:		
Household Consumption:	72.1%	
Government Consumption:	8.7%	
Investment In Fixed Capital:	19.8%	
Investment In Inventories:	0.8%	
Exports Of Goods And Services:	14.46%	155
Imports Of Goods And Services:	61.3%	
Foreign Direct Investment:	7.60% (2014 est.)	35
GDP - Composition, By Sector Of Origin:		
Agriculture:	60.2%	
Industry:	7.4%	
Services:	32.5% (2013 est.)	
Agriculture - Products:	Bananas, sorghum, corn, coconuts, rice, sugarcane, mangoes, sesame seeds, beans; cattle, sheep, goats; fish	
Industries:	light industries, including sugar refining, textiles, wireless communication	
Industrial Production Growth Rate:	2.5% (2013 est.)	
Labor Force:	3.109 million (2013 est.)	88
Labor Force - By Occupation:		
Agriculture:	71%	102
Industry And Services:	29% (1975)	
Revenues:	$145.3 million	
Expenditures:	$151.1 million (2014 est.)	
Taxes And Other Revenues:	2.5% of GDP (2014 est.)	219
Budget Surplus (+) Or Deficit (-):	-0.1% of GDP (2014 est.)	41
Exports:	$819 million (2014 est.)	111
Exports - Commodities:	livestock, bananas, hides, fish, charcoal, scrap metal	164
Exports - Partners:	UAE 45.7%, Yemen 19.7%, Oman 15.9% (2015)	
Imports:	$3.482 billion (2014 est.)	
Imports - Commodities:	manufactures, petroleum products, foodstuffs, construction materials, qat	136
Imports - Partners:	Djibouti 18.7%, India 16.5%, China 11.8%, Oman 8.7%, Kenya 6.1%, Pakistan 4.4% (2015)	
Reserves Of Foreign Exchange And Gold:	$30.45 million (2014 est.)	
Debt - External:	$3.054 billion (31 December 2013 est.)	170
Exchange Rates:	Somali shillings (SOS) per US dollar - 20,227 (2014 est.)	140

World Bank. 2015. "Somalia Overview".

As shown in Table 9 above, consumption is the key driver of GDP with investment accounting for 8%-20%[30] of GDP in 2015. The economy is highly dependent on imports, which account for more than 60% of GDP, compared with exports, whose share of GDP is 14%. This creates a trade deficit of -46.66%.

Figure 3. Somalia's GDP by Percentage.



UNDP Global Human Development Report 2012

Foreign direct investment into Somalia was USD 0.43 billion in 2014, which is 7.6% of the GDP. At above 5% of GDP, this suggests that the country is an attractive foreign investment destination. Remittances (estimated at USD 1.3 billion[31]) and international aid are the main buffers for the economy. Remittances also serve large segments of the population, cushioning household economies and creating a buffer against shocks. Whilst just over half of the population (51.6%) lives below the poverty line, one in three people receiving remittances is poor (35.4%). Wealth inequality is driven by regional differences. In urban settings, between 40% and 60% of the population is poor, whilst in rural settings it is 52.3%. IDP settlements have the highest poverty rate, at 71.0%. As summarized in Figure 3, agriculture and livestock remain dominant economic and livelihood features, accounting for 65% of the GDP and employment in the workforce[32].

This high dependence on agricultural production reflects the country's narrow economic base and vulnerability to adverse external and environmental shocks. According to the African Development Bank, "The small tax base and weak public financial management continue to cause serious constraints on the government budget, thus leaving the country almost totally dependent on foreign assistance and remittances. While the main obstacles to commerce, investment, and government revenue collection continue to be a lack of peace and security, the Somali National Army (SNA) has had success in recovering many areas that were under Al-Shabaab's control[33]."

Nonetheless, despite the fragile economic climate, public expenditures have increased significantly since 2012, from USD 35.1 million to USD 135.4 million in 2015, driven by year-on-year increases in revenue. Figure 4 summarizes trends in main economic indicators in Somalia between 2013 and 2015.

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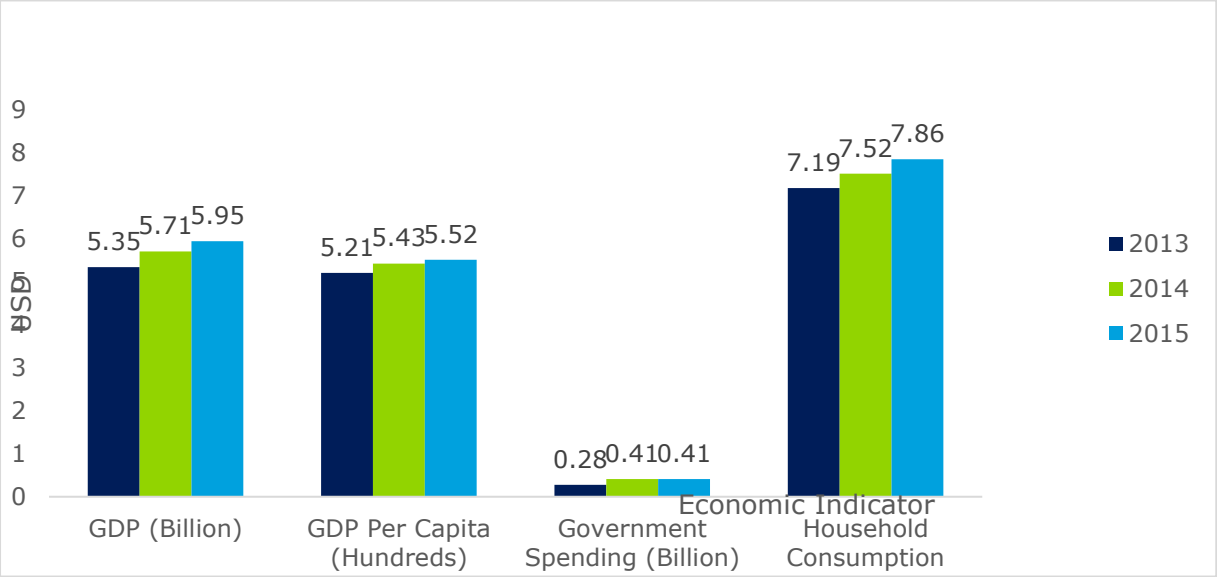
[30] Various sources – See: CIA World Fact book. 2015. Economy - overview; World Bank. 2015. "Somalia Overview"; *African Development Bank Group. 2013.* "Somalia: Country Brief 2013-15"*;*

[31] World Bank. 2015. "Somalia Overview".

[32] UNDP. 2012. Somalia Human Development Report 2012. (PDF).

[33] *African Development Bank Group. 2013.* "Somalia: Country Brief 2013" *(PDF). p. 2.*

Figure 4. Trends in the Main economic indicators for Somalia



World Bank. 2015. Somalia Overview

The government has shown commitment to improving domestic revenue collection, especially trade taxes, such that domestic revenue has grown by 36% in from USD 84.3 million in 2014 to USD 114.3 million in 2015.

2.7 Development and Welfare

For consistency of data, the findings in this chapter will reflect findings from the 2012 UNDP Somalia Human Development Report[34] (unless stated otherwise). Poor revenue generation capacity, a narrow tax base, the absence of the necessary legal and regulatory frameworks and lack of territorial control hinder revenue generation of the FGS (and in fact all of Somalia). Domestic revenue is therefore insufficient to allow the government to deliver services to citizens. According data from the World Bank, the administrative and security sectors account for more than 85% of total spending while economic and social services sectors account for about 10% of total government expenditure. As a result, Somalia faces several social problems that undermine development and welfare indicators.

Deprivations. Deprivation rates quantify incidence of poverty and the intensity of deprivation within a population (the proportion of poverty indicators by which an individual is 100% deprived)

Table 10. Somalia Deprivation by residence and across Somalia (Human Development Report, 2012)

Dimension Indicator	Somalia	Deprivation by Residence			Deprivation by Zone		
		Urban	Rural	Nomadic	Somaliland	Puntland	Central South
	%	%	%	%	%	%	%
Health							
Child mortality	20.9	17.2	24.1	22.2	13.1	16	27
Nutrition	33.2	21.9	39.1	40.5	14.7	26.3	39.4

[34] UNDP. 2012. Somalia Human Development Report 2012. (PDF).

Living conditions							
Sanitation	61	23.2	81.3	99.3	57.7	52.6	66
Drinking water	69.1	44.8	82.6	92.3	58.4	64.8	76
Floor	63.3	20.3	81.6	95.5	49.1	45.3	77.6
Cooking fuel	96.6	98.3	95.4	95.8	90	99.3	98.5
Assets	80.6	54.7	96.8	99.8	72.3	77.4	85.9

UNDP Global Human Development Report 2012

Somalia has a child mortality rate of about 21% national aggregate, with Central South Somalia registering the highest of the three regions at 27%[35]. Poor access to health care coupled with insufficient food as well as lack of knowledge on nutritional values among households are probably the greatest contributors to higher mortality rates. It is also observed that rural and nomadic households tend to record marginally higher mortality rates than their urban counterparts, a result of increased access to healthcare and improved nutrition.

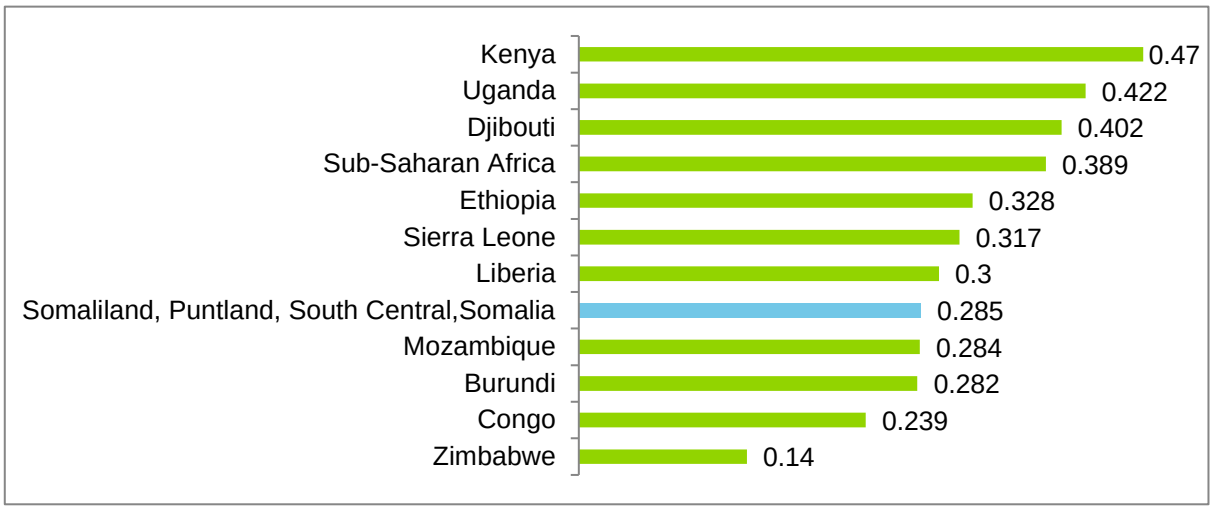
Lack of proper sanitation facilities, as expected, is observed more among the nomadic and the rural divide, with up to 99% and 81% of the nomadic and rural population without sanitation facilities. Poor sanitation leaves the population exposed to diseases such as cholera and in turn curtails the economic development of a population.

Safe drinking water, presence of a floor in dwellings and lack of cooking fuel is similarly equally deprived within the nomadic and rural populations which incidentally hinders their economic and social development. Of the three regions, Central South Somalia registers the highest figures in deprivation in all the indicators of human development.

Human Development Index. The Human Development Index (HDI) is a composite statistic of life expectancy, education, and per capita income indicators, which are used to rank countries into four tiers of human development (very high, high, medium and low). As a whole, Somalia is in the lowest tier, scoring 160 out of 164 countries according to World Bank country rankings by HDI, as shown in Figure 5.

[35] *UNDP Global Human Development Report 2012*

Figure 5. Human Development Indices for Somalia and Sub-Saharan African Countries.



UNDP Global Human Development Report 2012

Using a poverty index of USD 2 per day, the incidence of poverty in Somalia is 82%. Somalia is thus one of the poorest countries in the world.

Multidimensional Poverty Index (MPI). Using the UNDP development indices shown in the table above the Sub-Saharan average of 0.389 is approximately 130% greater than Somalia's HDI. Poverty is the main challenge facing Somalia's economy. 72% of the population struggle to access basic social services, including health, education/training, water and sanitation caused by lack of cash to pay for services.

Poor provision of services limits access to basic opportunities such as employment, thus further contributing to high rates of poverty and multiple dimensions of human deprivation. The Multidimensional Poverty Index (MPI) captures the incidence of poverty and the intensity of deprivation within a population (the proportion of poverty indicators by which an individual is 100%, or 1 point deprived). The incidence of poverty in Somalia was 53.9% in 2010. Poor living standards contribute more than 50% of average deprivation, reflecting weak service infrastructure (for example, roads, sanitation and housing), As these figures outline the development targets in the country, it is clear that education is a top priority gap to be addressed as it is one of the main factors contributing to multi-dimensional poverty.

Table 11. MPI by region and type of residency

Multi-dimensional Poverty Index	Urban	Rural	Nomadic	Puntland	Somaliland	Central South
	0.303	0.568	0.619	0.401	0.388	0.539

UNDP Global Human Development Report 2012

Employment. The population in the age group 15 to 64 who are working or are available for work are considered to be the economically active population. In the whole of Somalia, 54% of the population and 68% of the youth are unemployed. In Central South, the unemployed make up 47.5% of the population and 55% of the youth. Puntland on the other hand has comparatively lower unemployment

rates at 47% overall and 62% among the youth. Massive inequalities exist between male and female as 67% of women are unemployed while the unemployed make up 74.3% of younger women. Interestingly there is an almost equal level of unemployment both overall and among the youth indicating that being in an urban centre does not necessarily provide a marked advantage over being in rural areas.

Table 12. Unemployment rates in Somalia (HDR, 2014)

	Urban	Rural	Female	Male	Puntland	Somaliland	Central South	Somalia
Overall Unemployment (15-64)	54	54.8	66.8	42.6	47	70.4	47.5	54.3
Youth Unemployment (14-29)	68	66.8	74.3	61.6	62	84.2	54.4	67.6

UNDP Global Human Development Report 2012

Of prime concern is youth unemployment, where two-thirds of youth are unemployed – one of the highest rates in the world. This is among the factors fuelling the appeal of extremist groups such as Al-Shabaab, who in the past actively recruited members across the horn of Africa region[36]. Furthermore, this has led to major vulnerability of young people aggravating their exposure to risks and other forms of exploitation that trap them in cycles of poverty and underdevelopment[37]. As the Table below shows, the estimated labour force is slightly higher in rural compared to urban areas, but conversely there are fewer people employed in rural areas compared to urban areas. This has contributed to migration of the rural labour force to urban areas as discussed further below.

Unemployment rates are at some 67.6% of the economically active population in all of Somalia. Whilst these figures are only indicative (as they do not take into account the extent of under-employment or seasonal unemployment), they suggest significant levels of financial strain on the population. Lack of job opportunities due to poor infrastructure and low or nil investment is a key reason for unemployment.

- Lack of experience,
- Low pay,
- Lack of access to credit,
- Lack of job opportunities,
- Lack of jobs and
- Lack of skills.

Youth transiting from education, or those who have never attended any form of education, are the most affected by these challenges[38]. The 2012 Somalia Human Development Report sums up the link between education and the high rates of youth unemployment and as follows:

> *[Youth unemployment] Result[s] from a combination of demand and supply side factors. On the supply side, a major obstacle to the employability of young people is inadequate education, which leaves a growing number of entrants to the labor market poorly equipped with relevant skills. On the demand side,*

[36] Botha, A.; Abdile, M. 2014. Radicalisation and al-Shabab recruitment in Somalia (PDF). Institute for Security Studies Paper 266.
[37] Barakat Connolly, Hardman, Lewis, Lineker, Menkhaus, Rzeszut and Shanks. 2014. Beyond Fragility: A conflict and Education Analysis of the Somali Context.(PDF). UNICEF, University of York.
[38] Barakat Connolly, Hardman, Lewis, Lineker, Menkhaus, Rzeszut and Shanks. 2014. Beyond Fragility: A conflict and Education Analysis of the Somali Context.(PDF). UNICEF, University of York.

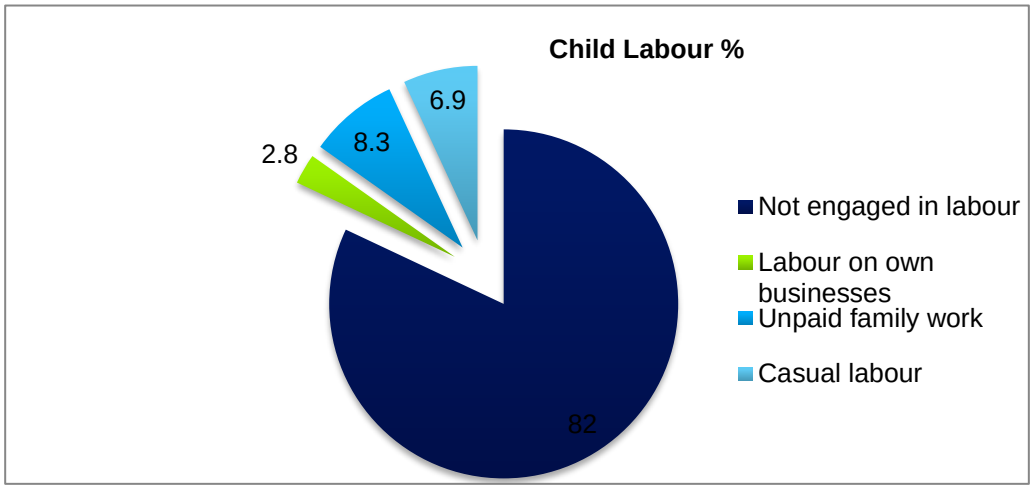
inappropriate school curricula and lack of employable skills mean that job seekers do not meet the needs of employers, especially in the tertiary sector[39].

Child Labour. Child labour in Somalia is a significant barrier to education. According to the United States Bureau of International Labour Affairs, 39.8% of children (aged 5-14 years) in Somalia are engaged in child labour, including street work, while 20.2% of children aged 4-14 combine work and school. The report further states that:

> *In 2015, Somalia made a minimal advancement in efforts to eliminate the worst forms of child labour. Despite few initiatives to address child labour, Somalia … implemented a regression in practice that delayed advancement in eliminating the worst forms of child labour. The Somali National Army recruited and used children in armed conflict during the reporting period. Otherwise, the Government made efforts by ratifying the UN CRC and taking steps to implement the National Action Plan on Sexual Violence in Conflict. Children in Somalia are also engaged in child labour, including in street work. Laws do not identify hazardous trafficking for labour and sexual exploitation is not criminally prohibited. In addition, the Government did not employ labour inspectors and conducted no inspections*[40].

Reasons for child labour in the survey are poverty and the inability to provide for all family members, which causes some families to give over custody of their children to extended family members and leaves children vulnerable to sexual exploitation, forced labour, trafficking to Europe and North America as well as other countries in Eastern Africa and Saudi Arabia. Research[41] also showed that Al-Shabaab forcibly recruited children at mosques, Quranic schools and facilities for neglected children, using children to plant explosive devices, act as human shields, conduct assassinations and suicide attacks as well as carry loads and gather intelligence, whilst girls were forced into sexual servitude. Attacks on schools and the poor educational infrastructure have also contributed to the forced recruitment of children, military occupancy of schools and damaged facilities.

Figure 6. Child labour in Somalia



US Department of Labour, Bureau of International Labour Affairs. 2015. "Somalia" in Child Labour and Forced Labour Reports.

[39] UNDP. 2012. Somalia Human Development Report 2012. (PDF).
[40] US Department of Labor, Bureau of International Labor Affairs. 2015. "Somalia" in Child Labor and Forced Labor Reports.
[41] US Department of State. 2015. "Somalia" in Trafficking in Persons Report.

Health. Health and education are intimately connected factors in development. It is difficult for unhealthy children to attend school or learn properly, whilst the less educated adults are less equipped with the knowledge, skills and income to protect their families from disease. Health standards in Somalia and Central South are reported to be the worst in Sub-Saharan Africa due to widespread poverty. Primary indicators of poor health outcomes in Somalia are high rates of infant mortality (137 deaths per 100,000 live births) and high maternal mortality (732 per 100,000 live births – down from 1210 in 1990)[42], which is exacerbated by the widespread practice of Female Genital Mutilation, estimated to have a prevalence of 95%[43]. Table 13 summarizes additional values for selected MDG indicators in Somalia.

Table 13. Selected MDG indicators for Child and Maternal Health in Somalia

Indicators	Value
Infant mortality rate	85 per 1,000
Institutional child deliveries	33% (2006 estimate)
Support for learning	65.2%
Attendance to early childhood education	2.2% (2012 estimate)
Adolescent birth rate	123 per 1,000
Approval for female genital mutilation (FGM)	64.5%

UNDP Global Human Development Report 2012

Child malnutrition, specifically protein-energy malnutrition, is high. Studies show that children who are malnourished not only perform more poorly than healthy children but they grow to earn up to 20% less as adults compared to healthy children[44]. In 2009, 15% of children under 5 in Federal Government of Somalia were acutely malnourished[45]. This number has decreased from 42% in 2006, which can be attributed to donor-supported food aid and school feeding programs, although there is limited data on the impact of school feeding programs in the country[46]. A number of other factors impact on the health of children and therefore on their education. These include:

- **Access to health centres**[47]: Somalia's health care is mainly limited to urban centres and run by private or international organizations. By local standards, even the existing health facilities available are too expensive for most of the population to afford. Although there has been an increase in out-patient facilities and health posts in rural and nomadic areas (there are 135 health posts evenly distributed in all the regions of the country), specialist staff and medical supplies are still in short supply (for example, reportedly no midwives or nurses are posted in rural areas, resulting in 88% of childbirth happening at home).[48]
- ***Khat***: The FGS has one of the highest percentages of consumers of *khat*[49], a light narcotic. Due to the social stigma associated with female smoking and chewing of *khat*, males are at higher risk from the health and social hazards of *khat* and tobacco abuse, including oral / lung cancers[50] and chronic loss of motivation to study or work, thus exacerbating poverty.[51]

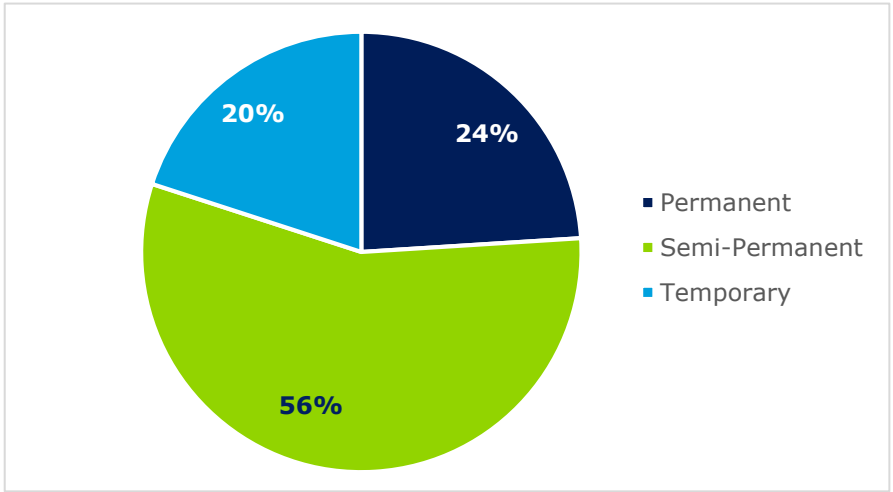
[42] UNICEF Somalia. Child and Maternal Health.
[43] UNICEF Somalia. Female Genital Mutilation.
[44] Save the Children. 2013. Food for Thought: Tackling child malnutrition to unlock potential and boost prosperity
[45] Countdown to 2030. 2015. Somalia Maternal and Child Health data.
[46] World Food Programme. 2008. Protracted relief and recovery operation in Somalia.
[47] WHO Regional Health System Observatory. 2006. Health System Profile – Somalia.
[48] Ibid.
[49] Elmi, A.S. 1983. The chewing of khat in Somalia. J Ethnopharmacol; 8(2):163-76.
[50] Ageely H. M. A. 2008. Health and socio-economic hazards associated with Khat consumption. J Family Community Med. 15(1): 3–11.
[51] UNDP. 2012. Somalia Human Development Report 2012.

- **Medical Staff**: The government-run hospitals have insufficient staff and medical supplies are not readily available.[52]
- **Water and sanitation**: inadequate sanitation and water systems, results in the spread of several preventable diseases. More than 70% of households lack safe drinking water.[53]

These factors are coupled with the high prevalence of poverty (most of the population cannot afford private medical care). Thus, it is evident that education outcomes will be affected, and education development programs and policy-makers should pay attention to children's health in order to improve achievement on education indicators and children's learning outcomes. This requires recognizing and investing in the wider impact of health services in education contexts, as well as providing more health-based learning at all stages of life.

Housing. There has been no full-scale or statistically significant baseline survey in Somalia to inform housing statistics. However, it is evident that urban settlements in Somalia and Central South fall significantly short of the Millennium Development Goals that relate to shelter, water, and sanitation. Urban infrastructure and urban planning capacity are poor, and general infrastructure such as roads and flood control mechanisms has seriously deteriorated. For example, access to water is limited to an average of 23% of the population in Somalia (but this varies across regions, where it is lowest in Central South Somalia at 18% and highest in the Northwest with 31% access). According to the 2002 World Bank and UNDP socio-economic survey[54], about 24% of houses in Somalia are constructed with durable materials and therefore classified as permanent structures[55]. Slightly over 56% of all homes are classified as semi-permanent (having walls or roofs constructed utilizing semi-durable materials). Twenty percent of houses are temporary structures, as they are makeshift houses utilizing twigs, plastic sheets and similar materials (see Figure 7 below). The average urban house in Somalia has three rooms whilst rural and nomadic houses have an average 1.7 rooms.

Figure 7. Housing structure types in Somalia



UNDP Global Human Development Report 2012

[52] WHO Regional Health System Observatory. 2006. Health System Profile – Somalia.
[53] Ibid.
[54] The World Bank and UNDP. 2003. Socio-economic Survey, 2002. Somalia Watching Brief.
[55] Ibid.

Living space is nonetheless tighter in urban areas, with one third of the households in urban areas having two or more families staying in the same dwelling. Slightly over half of these families share single roomed houses. In rural and nomadic areas, only two or more families share about 11% of houses, of which one-third are single roomed dwellings. The report also notes that around 18 percent of families occupy rent-free houses, vacant houses, or public places, which is described as "a potential source of instability"[56], presumably due to the potential of conflict-related to property claims.

…

[56] The World Bank and UNDP. 2003. Socio-economic Survey, 2002. Somalia Watching Brief.

3. Chapter 3 – Risk Assessment – Hazards, Conflict and Sector Governance

According to UNESCO, "36% of out-of-school children live in conflict-affected countries and are at higher risk of being marginalized"[57]. Moreover, in the Eastern and Southern Africa region, close to 76% of all out-of-school children are concentrated in countries that are classified as 'fragile' by the OECD, many of which have histories of violent conflict and environmentally induced disasters, with the highest numbers of out-of-school children found in countries such as Somalia, South Sudan and Uganda[58]. While factors such as poverty, poor health and nutrition and geographic isolation contribute to children being out of school, factors that drive 'fragility' and instability consistently underpin explanations as to why such countries struggle with achieving SDG 4 education goals.

State collapse and protracted fragility have afflicted the Somali people and their economies for decades. This has profoundly impacted upon children's education and their capacities to become more resilient in the face of cyclical patterns of environmental risk and different forms of conflict. While government social services have remained generally weak over the past three decades, UN agencies, INGOs, community-based organizations, private foundations and other non-state actors often filled the void of government service delivery.[59] While these different actors have played an important role in providing some level of education services, inequities have also grown between socially excluded groups, in areas controlled by Al-Shabaab, and for minority groups (notably IDPs and pastoralists), among others.

It is therefore important to understand how factors underpinning 'fragility' and risk impact upon progress toward achieving SDG 4 Goals so as to strengthen capacities of education ministries and communities to prevent, prepare for and mitigate the impacts of crises while at the same time working to address factors that give rise to risks and undermine development progress[60]. This chapter explores different forms of risk related to environmental hazards, conflict, weak governance, and inequity. Where possible disaggregated data is provided for national and state levels (Central South, Puntland, Somaliland and emerging states), but focuses more specifically on the emerging states of Central South Somalia and the Federal Government. The will help to identify how risks associated with political economy, governance, and inequity impact upon children's education and their resilience, and identify how improved education sector performance and governance can protect children during periods of crisis while at the same time bridging the divide between humanitarian action and development to support sustainable gains toward SDG 4 education targets most relevant for Somalia[61].

3.1 Rationale and terminology, linking fragility and resilience to education services

Fragility. Whilst there is no common definition of 'fragility', practitioners increasingly refer to the Organization for Economic Cooperation and Development-Development Assistance Committee's (OECD-DAC) definitions, which simply refer to "[A State] failing to provide basic services to poor people

[57] UNESCO. (2008). Capacity development in educational planning and management for achieving EFA: a UNESCO strategy paper, first draft. Paris: UNESCO
[58] UNICEF, The Role of Conflict Sensitive Education in Supporting the Achievement of SDG 4, UNICEF ESARO, 2016.
[59] IRIN. 2014. Five challenges for Somalia's economic reconstruction.
[60] International Institute for Educational Planning. 2011. Integrating conflict and disaster risk reduction into education sector planning: Guidance notes for educational Planners. Paris. UNICEF/UNESCO.
[61] Discussions on Sustainable Development Goals highlight lessons learned around the achievement of MDGs, specifically related to failing of achievement; and to consider how such dynamics prevented the realization of MDG targets in many fragile contexts and countries that experience repeated shocks.

because [it is] unwilling or unable to do so"[62]. OECD 'characteristics' underpinning fragility are listed below with several relevant linkages to education provided.

1. **Violence**: *legacies of conflict and new forms of societal violence creating risks for broader conflict.*
    a. In the context of education, this is often manifested in the form of violence against children in schools or on the way to school, gender-based violence against girls, narratives of 'hate' or 'divisiveness' perpetuated in education curriculum, and cultural forms of violence against minority groups or 'traditional' lifestyles perceived as 'backward' (e.g. pastoralism), and communal forms of violence.

2. **Access to justice for all**: *essentially weak rule of law, inability of communities to find peaceful and fair resolution to perceived grievances/injustices – particularly the most disadvantaged.*
    a. Typically this is seen as most relevant to 'rule-of-law' and judicial reforms, access to justice and policing. Often overlooked is the role education plays in socializing constructive dispute resolution mechanisms through education curriculum, civic education, and community-engagement in civic activities to promote tolerance and constructive dispute resolution mechanisms among communities previously divided by conflict or various societal grievances. In this regard, education plays an important role to instil 'social norms' that are conducive to building the rule-of-law and constructive forms of citizenship in post-conflict and fragile settings. The converse is also true when education fail to play this role.

3. **Effective, accountable and inclusive institution**s: *Weak institutions that lack transparency, accountability and participation and are unable to deliver effective quality services to citizens.*
    a. In the context of education services, this is often manifested through 'elite capture' of resources, weak planning that promotes inequities or inefficient use of resources, weak budgeting and financial reporting systems that fail to promote accountability and transparency, biased recruitment and procurement processes of government staff or construction contracts, and limited access to quality services by a large portion of children, adolescents and youth.

4. **Economic inclusion and stability**: *High rates of youth unemployment with marginalized communities experiencing patterns of economic exclusion that fuel vulnerability/grievance.*
    a. The OECD typically refers to youth and issues of 'youth bulge' because of the risks of recruitment to armed groups or other forms of violence. However, education services play a critical role in preparing children and adolescents for gainful livelihood opportunities through access to quality education services that prepare children for later opportunities in life. The reverse is also true and is manifested though 'white collar' curriculum in some countries, which fails to equip young people with skills to capitalize upon local economic assets and opportunities, among other manifestations.

5. **Capacities to prevent and adapt to social, economic and environmental shocks and disasters**: *High exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters; and weak adaptive capacity of*

[62] OECD (2006), DAC Guidelines and Reference Series Applying Strategic Environmental Assessment: Good Practice Guidance for Development Co-operation, OECD, Paris. Other sources simply refer to 'an inability to provide quality services for the majority of citizens within a country'.

communities and systems (e.g. weak risk-informed and preparedness of governments to respond to shocks).

a. Because of its obvious relationship with humanitarian emergencies, this is ***often*** the only OECD fragility criteria that government officials, development practitioners and, unfortunately, UN agencies, associate with fragility. As such, fragility is reduced to "emergency' and 'humanitarian action' among humanitarian actors, while development practitioners 'retreat' from fragility because it is seen as an 'emergency' issue which, in turn, leads to a failure among development practitioners to work on factors giving rise to fragility. While some progress has been made in education programming through risk-informed and 'conflict-sensitive' strategies, it remains generally true that most education practitioners reduce 'fragility' to the realm of Education in Emergency, responding to crises, or increasing the capacities of governments to manage crises.

Resilience. A concept generally linked to 'emergency' and humanitarian action, resilience is sometimes referred to as the ability of individuals, communities or education systems to (1) minimize risks; (2) maintain desired functions during an emergency, and (3) recover from shocks. However, over the years efforts have been made to link resilience to both humanitarian action and development, with mixed levels of success.

Table 14. Resilience for transformation

Resilience (for transformation)	Resilience can be defined as the ability of children, families, communities, and systems to withstand, adapt to, and recover from shocks and stresses (e.g. natural disasters, political crises, epidemics, pervasive violence, armed conflict) in ways that support economic and social development, preserve integrity and do not deepen vulnerability. The term "resilience for transformation" emphasises resilient systems at individual, community and government levels to promote safety and social cohesion, rather than only withstanding the impacts of shocks when they occur. Conversely, a system can be resilient, but promote negative coping strategies that lead to the violation of children's rights and negative learning outcomes – but such a system should be transformed.

Interpeace. (2016). Practice Brief: Resilience and Peacebuilding

In this interpretation, 'positive' resilience suggests that systems are better able to withstand shocks when they occur so as to minimize development reversals and ensure sustained upward development gains over the long term. By doing so, resilient systems, communities and individuals are able to 'break' with cycles of vulnerability, better able to cope with and recover from shocks when they occur, and contribute to the safety and well-being of children. In this view, resilience is linked to addressing different characteristics of fragility related to strengthening systems in order to address patterns of inequity and marginalization that undermine individual and community capacities to cope with hazards, promote inclusive social and political development, and strengthening the capacities of systems to respond to and manage different shocks when they occur.[63]

[63] Capacity development in education planning and management in fragile states-Bethke, L

In the context of Somalia's education sector, this approach that ties resilience to addressing fragility, has gained traction over recent years and is reflected in disaster risk reduction strategies and national education strategies such as "Education for All" to enhance the resilience of the education system. The national development plan 2017-20 (NDP) includes a roadmap to end crises based on a holistic vision for the economy and society, including resilience as one of the pillars. Under this pillar, the government has defined as an objective to promote equitable growth and reduce the impacts of conflict, drought, floods and disease outbreaks by:

1. Developing national and state capacity for resilience management through a strong resilience coordination mechanism that ensures effective national leadership, as well as a coherent and holistic approach and long-term commitment to investment;
2. Strengthening the ability of productive and social sectors to respond to changing conditions that offer greater potential to withstand disaster, including natural resource management solutions which decrease local conflict;
3. Developing a range of instruments to protect the weakest in society (school fees, remittances, school lunches, free health care, water) in normal times and which can be expanded in periods of crisis;
4. Ensuring peace dividends by supporting the accountability and transparency of sub-national planning processes (linked to the Resilience Pillar) to build trust across communities[64]

Risk characteristics. As outlined in the simple equation below, literature on 'risk informed' planning commonly suggests that 'risk' is composed of several factors: 1) exposure to hazards, 2) vulnerability and 3) capacity.[65]

$$\text{Risk} = \frac{\text{exposure x hazard x vulnerability}}{\text{Capacity}}$$

Table 15. Hazards, vulnerability and coping capacities

Hazard	A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage. A distinction is made between (a) Human-made hazards, including conflict and (b) Natural hazards.
Vulnerability	The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard. Vulnerability factors include: physical, economic, social, political, technical, ideological, cultural, ecological, organisational, institutional vulnerabilities.

[64] The European Union Emergency Trust Fund for stability and addressing the root causes of irregular migration and displaced persons in Africa. Action Fice for the implementation of the Horn of Africa Window EUTF05-HoA-SOM-XX.
[65] IIEP. (2011). Integrating conflict and disaster risk reduction into education sector planning: Guidance notes for Educational Planners. Paris. UNICEF/UNESCO

Capacity	The resources of individuals, households, communities, institutions and systems that enable them to cope with a threat or resist the impact of a hazard.

IIEP. (2011). Integrating conflict and disaster risk reduction into education sector planning

A 'hazard' is seen as a dangerous event (e.g. drought), substance (e.g. pollution), human activity (e.g. illegal mining or construction in an unsafe location) or condition (e.g. disease outbreak) that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage. A distinction is often made between (a) Human-made hazards, including conflict and (b) Natural hazards. Vulnerability include includes the exposure of individuals or affected communities to factors such as: physical, economic, social, political, technical, ideological, cultural, ecological, and institutional vulnerabilities. Capacity refers to the resources of individuals, households, communities, institutions and systems that enable them to cope with a threat or resist the impact of a hazard. Vulnerability refers to characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard. Many of these commonly understood risk factors, hazards and vulnerabilities are linked to drivers of fragility that weaken the capacities of individuals and systems and that can undermine resilience and, in other cases, increase risks and vulnerability.

Climate/Conflict Risks. The most commonly understood categories of risk affecting children's access to education are 'man-made' and 'environmental', often seen as climate related such as droughts and floods and 'man-made', often related to conflict (but that can include financial crises, election related violence, and poor construction).

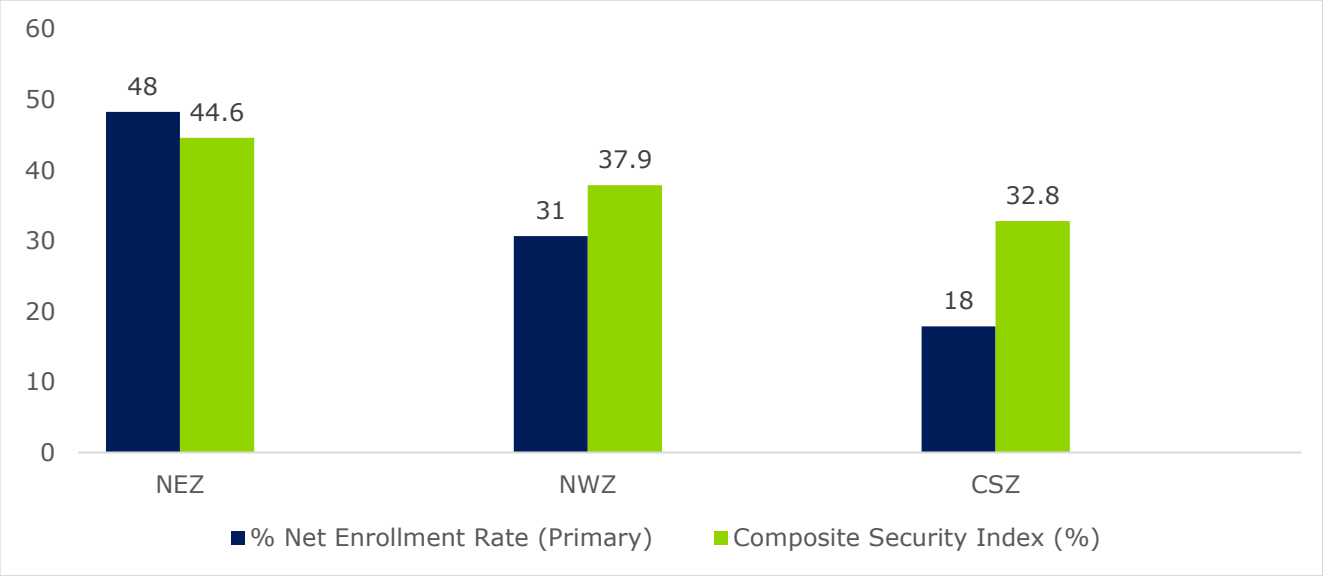
- Lives or livelihoods are lost during environmental shocks such as floods and drought. Populations are displaced, leading to out-of-school children
- During conflict, education facilities are damaged, closed or destroyed, resulting in poor quality of education
- Certain groups may be denied education through prejudice, threat or insecurity. Also, the inability for government to provide services that cater for various cultural lifestyles, such as the lack of mobile and remote schools to cater for nomadic communities
- Out-of-school children are exposed to a range of abuses including child labour, marriage and recruitment into radicalism, which hinder their ability to develop vital life skills and lead to growth of a "lost generation".

3.2 Education and Conflict

This section identifies the relationship between 'conflict drivers', violence and education, and how education can contribute to fragility or, conversely, increase resilience. ESA/ESSPs conducted for both Somaliland and Puntland provide varying degrees of detail on conflict, education, and the relationship between the two. Rather than repeating analyses produced in those documents, this section focuses on findings specific to the Central South Region of Somalia and the Federal Government in relation to issues of federalism. Findings draw on a study commissioned by UNICEF, entitled 'Beyond Fragility: A Conflict and Education Analysis of the Somali Context', conducted from 2013 to 2014 by York University.

Conflict Risks - Nexus between education and conflict. The Composite Security Index is a measure provided in the UNDP Human Development Report of 2012 regarding the attainment of physical, mental and spiritual peace and security of individuals and communities at home and in the world. It is defined by weighted calculation of up to 33 indicators for social capital, human, environmental and economic security and measured on a 0-1 scale. Figure 8 shows a correlation between the composite security index[66] for Somalia's three main regions (Somaliland, Puntland and Central South Somalia) and the Primary Gross Enrolment Rates in each[67], for the same period. Not surprisingly, based on UNDP 2012 data there is a clear correlation between level of security based on the composite indicator and enrolment levels in education at that time. Data from the Somalia Human Development Report 2012 shows that as security levels decrease so do enrolment levels, in this case dropping from a high at that time in Puntland (NEZ) and Somaliland (NWZ) where security was deemed higher to a low in Central South (CSZ) where security was deemed lowest. Most recent GER and NER figures for Primary are presented and discussed in Chapter 6 of this analysis document.

Figure 8. Comparative Summary of Enrolment rates and composite security index in FGS, Somaliland (NWZ) and Puntland (NWZ)



UNDP. 2012. Somalia Human Development Report 2012.

Somalia has experienced one of the longest running conflicts in Africa beginning in the 1980s. Following war with Ethiopia in 1977, the Somali state gradually declined in power until civil war erupted from 1989 to 1991. This was followed by state failure from which Somalia is still recovering. During subsequent years numerous attempts were made to rebuild Somalia and improve social service delivery, which typically failed due to corruption, lack of inclusion and internal clan-based rivalries. The early 2000's saw the growth of Al-Shabaab following the collapse of Islamic Courts Unions so that by 2008 Al-Shabaab controlled much of Central South Somalia and had made inroads into areas such as Puntland and parts of Somaliland. Following the famine of 2011/12 and Al-Shabaab's failure to support the Somali people during the crisis led to its withdrawal from key strategic areas in the country and the establishment of a new Federal Government of Somalia. The decline of Al-Shabaab led to a shift in their tactics to urban guerrilla warfare, terrorist attacks in Somalia and neighbouring states, and targeted political violence. Inter-clan violence has also reignited in areas they previously controlled. Local clan

[66] Extracted from: UNDP. 2012. Somalia Human Development Report 2012.
[67] Extracted from: European Union. 2009. Study on Governance Challenges for Education in Fragile Situations. Brussels: EC.

militias and international military forces (notably AMISOM) are all present in Somalia, especially in Central South, to combat Al-Shabaab and to build stability and/or gain control of different areas of the south. Much of the infrastructure built during the Barre regime has been destroyed, services are almost entirely privately delivered, and the economy is largely informal, mostly in livestock, grain or trade.[68]

Key conflict drivers in Central South Somalia now include competition for natural resources such as pasture land and water and growing pressures due to urban migration of migrants and IDPs. Militarisation, the proliferation of the small arms trade, the potential for disengaged and unemployed youth to be recruited into militias, extreme poverty, and the erosion of social norms and traditional resilience and conflict management mechanisms are further structural drivers of conflict in the region. Political pressures with regional states hoping to become independent of the south criminality, weak governance and food insecurity also drive conflicts and make it easier for vulnerable adolescents and youth to be recruited to armed groups.[69]

Below is an adaptation of findings regarding key conflict-related risks and their relationship to education found in in the 2014 York study.

[68] *Beyond Fragility: A Conflict and Education Analysis of the Somali Context. York*: The University of York, UNICEF (2014),
[69] *ibid*

Table 16. Nexus between conflict and education in Somalia and its regions.

Conflict Drivers	Location	Manifestations of Conflict	Nexus with education
Weak Governance and corruption.	All areas	• Weak state capacities with poor financial accountability mechanisms; • Unable to provide security and services to population and lack of control over revenue generation; • Leads to lack of legitimacy and contributes to grievance among excluded groups; • Few communication channels between State and communities; • Federalism contested between States and federal level aggravated by lack of clarity of roles and authorities between different levels of government.	• Education not accessible to minorities fueling feelings of alienation; attacks on education in contested geographic areas leading to school closures; • Lack of state education provision at primary and secondary level; elite capture of education resources and inefficient use of available resources undermining state legitimacy; • Underfunding of education services as government unable to generate sufficient tax revenue.
Resource-based competition	All Areas	• Traditional competition over land, pasture and water resources; control over ports or checkpoints; • Competition over emerging resources or diaspora investments; urban land ownership	• Children in nomadic communities have limited access to education fueling marginalization; • Curriculum does not support civic education and dispute resolution; lack of education opportunities for IDPs and pastoralists
Clan identity-based drivers	Evident in most areas, but there is considerable variation	• Tensions and disputes at the family and community levels, conflict at the sub-clan and clan level, • Ranging from petty violence and systemic armed conflict. • Can lead to mobilisation of clans to engage in clan-based conflict and inability to resolve day-to-day disputes	• IDPs, nomads and other minority groups with limited access to education and decline of traditional conflict resolution systems at community level. • In schools manifested through absence of citizenship education to promote political and social responsibility or discriminatory practices against minorities in enrolment practices or through curriculum and teaching pedagogies.
Marginalized and unemployed Youth	All areas	• Despondency, frustration, hopelessness, lack of opportunities, recruitment into extremist/criminal groups	• Inappropriate pedagogy and instructional materials for teaching about democracy; • Primary and secondary curriculum not supporting skills development for securing productive livelihoods based on local economic opportunities (e.g. livestock, agriculture)

Breakdown of social norms/growing acceptance on use of violence	All areas (except Baidoa)	• No structures of accountability and culture of impunity; • Persistence of killing and use of armed weapons; • Inability of traditional capacities to mediate violence, gang-culture	• Inappropriate pedagogy and instructional materials for teaching about democracy; • Primary and secondary curriculum not supporting skills development for securing productive livelihoods based on local economic opportunities (e.g. livestock, agriculture); • Discriminatory practices in school against minority groups
Gender/family/ school-based violence	All areas to varying degrees	• Violence against children in schools, • Use of corporal punishment, • Bullying in schools; • Violence against children in homes, • Domestic violence against girls; early marriage	• Teachers lack training in alternative discipline forms; curriculum does not promote inclusion, conflict resolution or gender equity; • Limited enforcement mechanisms to address abuses against children; children engaging in violence behavior; • Children and teachers affected by conflict-related trauma
Al-Shabaab (occupied and recently liberated areas)	Varies	• Fragile security immediately following withdrawal of Al-Shabaab and areas that transition frequently between government and Al-Shabaab control	• Attacks on education facilities and personnel; school occupied by combatant groups; • Traumatized children with few resources for learning and high level insecurity; children abducted and forced into armed groups
Migration of IDPs to urban centres	Varies across urban areas	• Communities fleeing drought/conflict; • Tensions over limited resources with host communities; • Marginalization of IDPs in new areas due to clan dynamics; • Chronic displacement and neglect from international donors	• Lack of educational provision for IDPs; lack of relevant curriculum to support livelihood needs of IDP youth; • IDPs lack representation in school management committees; • Lack of opportunities for constructive engagement between host communities and IDPs.
Food Insecurity	All areas	• Food insecurity interacts with other drivers such as poverty/unemployment, resource depletion, environmental predation, and weak governance to create an environment in which the breakdown of social norms can drive conflict, as the population struggles to meet daily needs.	• Children forces out of school to support coping strategies of households affected by food insecurity; • Schools can be used as community level entry point for providing assistance to affected household and retaining children in school.

Based on: Beyond Fragility: A Conflict and Education Analysis of the Somali Context. York: The University of York, UNICEF (2014), pp. 125

Violence against Children and Education. Education facilities, personnel and children face numerous risks related to violence and attacks that are both a legacy of Somalia's violent history, but that also potentially reproduce forms of violence that undermine the goals of building a peaceful and safe Somalia. Data on attacks against education is only available for the Central South Region of Somalia, but may prove indicative for the entire country. Drawing on a 2016 Rapid Baseline Survey supported by UNICEF, a brief overview of violence and attacks on education facilities, personnel and students is provided below covering Primary, Secondary, ABE, TVET and Quranic schools. Data is presented along state lines and regions. As similar data is not available for Puntland and Somaliland, this section focusses on the states of Central South Somalia.

As shown in Table 17 below regarding 'Frequency of Threats or Attacks against Primary Schools, by state/region', the state with the highest proportion of attacks against primary school was Jubaland, with nearly 34% of all reported cases. This was followed by Hirshabelle, with just over 29% and then Southwest, with 24%. The state with the lowest proportion of attacks against primary schools was Galmadug, with just under 13% of all reported cases. No data was available for Banadir.

Cases of 'military occupation of schools' was low overall with seven schools occupied during the period of the rapid baseline survey. The states with the highest numbers of schools occupied by military was Jubaland (2) and South West (3). The state with the highest reported cases of 'attack against schools' was also Jubaland (5 cases), with 'threat against school' also highest in Jubaland (3 cases) and Hirshabelle (3 cases). While overall attacks against children and 'abduction of children' was low, these cases were concentrated in the states of Jubaland and Southwest.

The most commonly reported type of incident was 'Other', accounting for 161 (or 82%) of all 196 cases. As noted in the UNICEF-supported 2016 baseline survey, "[a] large number of schools experienced other forms of threats and attacks, primarily threats stemming directly from al-Shabaab presence in surrounding areas – or within the village itself – and from clan conflict". The greatest proportion of these were in Jubaland and Hirshabelle, which also entailed cases related to community conflicts towards schools or school management, and tensions between different clans regarding aspects of school management and utilization of school resources. When analysed along state lines, data shows that the states with the greatest risks of violence, attack, abduction of children or other threats to education were Jubaland and Hirshabelle, which experienced the greatest number of incidents but also the most serious (e.g. abduction of children, attack against children, threat against education personnel).

As shown in Table 17, below regarding 'Frequency of Threats or Attacks against Secondary Schools', data shows that the overall number of attacks against secondary schools is much lower than primary schools, with only 33 cases recorded during the rapid baseline survey. However, this reflects the lower availability of secondary schools, particularly in rural areas and 'newly' liberated states where security threats are higher. The data does not necessarily mean that secondary schools are 'safer'. The state with the highest proportion of attacks was Southwest with 33% of all reported cases. All remaining states had roughly the same proportion of attacks or threats against schools, education personnel and children, ranging from 21% to 24%. The only states to report violations against children and adolescents were Hirshabelle State (Hiraan with 1 case of abuse of children) and Southwest State (Lower Shabelle with 1 case of attack against children). The majority of reported cases at secondary school level were 'other'. These included issues related to clan conflict, threats from Al-Shabaab, community conflicts of educational resources (presumably due to tensions between IDPs and host communities).

Table 17. Frequency of Threats or Attacks against Primary Schools, Central South by state/region

State	Region	Military occupation of school	Attack against school	Threat against school	Attack against edu. personnel	Threat against edu. personnel	Attack against children	Abduction of children	Other*	Total	%
Jubaland	Lower Juba	1	0	1	0	0	0	0	14	16	24.2%
	Middle Juba	0	1	0	0	2	1	1	11	16	24.2%
	Gedo	1	4	2	0	1	0	1	25	34	51.5%
	total	2	5	3	0	3	1	2	50	66	33.7%
Southwest	Bakool	3	0	1	0	1	1	0	13	19	40.4%
	Bay	0	0	0	1	1	0	0	8	10	21.3%
	Lower Shabelle	0	0	0	0	0	1	0	17	18	38.3%
	total	3	0	1	1	2	2	0	38	47	24.0%
Hirshabelle	Middle Shabelle	1	0	0	0	0	0	0	17	18	31.0%
	Hiraan	0	2	3	1	1	0	0	33	40	69.0%
	total	1	2	3	1	1	0	0	50	58	29.6%
Galmadug	Mudug	0	0	0	0	1	0	0	7	8	32.0%
	Galgaduud	1	0	0	0	0	0	0	16	17	68.0%
	total	1	0	0	0	1	0	0	23	25	12.8%
Banadir	total									0	
Central South		7	7	7	2	7	3	2	161	196	100.0%

UNICEF Rapid Baseline Survey, 2016

Table 18. Frequency of Threats or Attacks against Secondary Schools, Central South by state/region

State	Region	Military occupation of school	Attack against school	Threat against school	Threat against edu. Personnel	Attack against children	Abuse of children (sexual, other)	Other*	Total	%
Jubaland	Lower Juba	0	0	0	0	0	0	4	4	57.1%
	Middle Juba	n/a	n/a	n/a	n/a	n/a	n/a	n/a	0	0.0%
	Gedo	0	0	1	0	0	0	2	3	42.9%
	total	0	0	1	0	0	0	6	7	21.2%
Southwest	Bakool	0	0	0	0	0	0	0	0	0.0%
	Bay	0	0	0	0	0	0	2	2	18.2%
	Lower Shabelle	1	1	0	0	1	0	6	9	81.8%
	total	1	1	0	0	1	0	8	11	33.3%
Hirshabelle	Middle Shabelle	0	0	0	0	0	0	3	3	37.5%
	Hiraan	0	0	0	0	0	1	4	5	62.5%
	total	0	0	0	0	0	1	7	8	24.2%
Galmadug	Mudug	0	0	0	1	0	0	4	5	71.4%
	Galgaduud	0	0	0	0	0	0	2	2	28.6%
	Sub total	0	0	0	1	0	0	6	7	21.2%
Banadir	Total								0	
Central South		1	1	1	1	1	1	27	33	100.0%

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As shown in Table 19 regarding threats or attacks at ABE schools, the 2016 rapid baseline survey data shows very few cases, with only four recorded. The majority of these occurred in Southwest State (in Bay and Bakool regions). All types of cases fell under the 'other' category and included clan conflict, threats from al-Shabaab, and other unspecified risks. There are no clear explanations as to why very few attacks were targeted at ABE facilities but it is likely that they are perceived as more community based and serving poorer communities hence less threats against these facilities. It is also likely that there are fewer ABE facilities compared to Primary and Secondary hence reduced probability of attacks.

As shown in Table 20, threats or attacks against Quranic schools were the highest in total numbers when compared to other school types, with a total of 369 reported cases. One reason for this includes the scope and coverage of Quranic schools which are much greater in number compared to other types of schools, thus naturally exposing them to a higher likelihood of experiencing threats or attacks. The majority of cases were 'other', comprising 96% of cases against Quranic schools. As reported in the rapid baseline survey, the majority of these 'other' cases included threats from Al-Shabaab, clan conflict, communal tensions with neighbouring communities. Other conflicts identified by stakeholders in the education sector include conflicts over resources with the lack of authorities to arbitrate between the conflicting parties, disputes arising from award of contracts for instance to construct schools and animosity related to land ownership. Closer to the teaching environment, conflicts occur from lack of clear job descriptions for teachers and head teachers as well as arguments over inequalities in teacher payments. Teachers protesting unequal payments could easily escalate to clan clashes.

The majority of cases occurred in the Hirshabelle State (30% of the total) followed by Southwest State (28.5%), and then Galmadug State and Jubaland (each with around 21% of all cases). In Jubaland State, Gedo Region again emerges with the highest proportion of cases within the state, while in Southwest State the Lower Shabelle Region also emerged as the region with the higher proportion of cases within the state. Southwest and Jubaland States were also those that experienced the gravest forms of violations against children, with one case of abuse against children recorded in Gedo Region and Bay Region each, and attacks against children recorded in Bakool and Bay Regions, and two attacks against schools in Bay Region in Southwest State.

Table 19. Frequency of Threats or Attacks at ABE Schools, Central South by state/region

State	Region	Military occupation of school	Attack against school	Threat against school	Attack against edu. personnel	Threat against edu. personnel	Attack against children	Abduction of children	Other*	Total	%
Jubaland	Lower Juba	0	0	0	0	0	0	0	0	0	0.0%
	Middle Juba	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Gedo	0	0	0	0	0	0	0	0	0	0.0%
	total	0	0	0	0	0	0	0	0	0	0.0%
Southwest	Bakool	0	0	0	0	0	0	0	1	1	33.3%
	Bay	0	0	0	0	0	0	0	2	2	66.7%
	Lower Shabelle	0	0	0	0	0	0	0	0	0	0.0%
	total	0	0	0	0	0	0	0	3	3	75.0%
Hirshabelle	Middle Shabelle	0	0	0	0	0	0	0	0	0	0.0%
	Hiraan	0	0	0	0	0	0	0	1	1	100.0%
	total	0	0	0	0	0	0	0	1	1	25.0%
Galmadug	Mudug	0	0	0	0	0	0	0	0	0	0.0%
	Galgaduud	0	0	0	0	0	0	0	0	0	0.0%
	total	0	0	0	0	0	0	0	0	0	0.0%
Banadir	Banadir	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South		0	0	0	0	0	0	0	4	4	100.0%

UNICEF Rapid Baseline Survey, 2016

Table 20. Frequency of Threats or Attacks against Quranic Schools, Central South by state/region

State	Region	Military occupation of school	Attack against school	Threat against school	Attack against edu. Personnel	Threat against edu. personnel	Attack against children	Abduction of children	Abuse of children (sexual, other)	Other*	Total	%
Jubaland	Lower Juba	0	0	1	0	0	0	0	0	42	43	57.3%
	Middle Juba	0	0	0	0	0	0	0	0	0	n/a	n/a
	Gedo	0	0	0	0	1	0	0	1	30	32	42.7%
	total	0	0	1	0	1	0	0	1	72	75	20.3%
Southwest	Bakool	0	0	1	0	0	1	0	0	29	31	29.5%
	Bay	0	2	0	0	0	1	0	1	25	29	27.6%
	Lower Shabelle	0	0	0	0	1	0	0	0	44	45	42.9%
	total	0	2	1	0	1	2	0	1	98	105	28.5%
Hirshabelle	Middle Shabelle	0	0	0	0	0	0	0	0	51	51	45.9%
	Hiraan	0	0	1	0	0	0	0	0	59	60	54.1%
	total	0	0	1	0	0	0	0	0	110	111	30.1%
Galmadug	Mudug	0	0	0	0	0	0	0	0	25	25	32.1%
	Galgaduud	0	0	1	0	0	1	0	0	51	53	67.9%
	total	0	0	1	0	0	1	0	0	76	78	21.1%
Banadir	total	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South		0	2	4	0	2	3	0	2	356	369	100.0%

UNICEF Rapid Baseline Survey, 2016

As shown in Table 21, there are few attacks or threats against 'private' schools with only 48 recorded cases. Reasons for this may include the nature of different types of 'private' schools which range from community managed facilities that are non-profit, foundation managed schools, and what can be regarded as genuinely 'profit-oriented' private schools in urban areas with greater levels of security measures in place. Further discussions on the characteristics of the various categories of schools is in Chapter 6. All cases recorded were classified as 'other', and included clan conflicts affecting schools, threats from Al-Shabaab, and other conflicts as discussed above; conflict over resources such as school contracts, lack of clarity on roles for school heads and inequality in payments for teachers. The majority of cases occurred in the Southwest State (48%), with a roughly even distribution across all regions within Southwest State. This was followed by Jubaland State (21%), Galmudug State (17%), and Hirshabelle State (14.6%). No data was available for Banadir State.

As shown in Table 22, there were also very few attacks or threats against technical education facilities, with a total of 16 cases reported. Reasons to explain these relatively few numbers of cases include the few numbers of technical vocational training institutes in Central South Somalia most of which are located in more secure urban areas, thus giving them much less exposure to potential risks of attack and threat. Security also tends to be greater at these facilities and are generally seen as a valuable resource by many marginalized youth. While few cases were reported, the majority were concentrated in two states, Jubaland with 56% of all reported cases and Southwest State with 43% of all reported cases, which were also the only states the reported incidents of attacks against schools (Bakool Region in Southwest State) and threats against education personnel (Lower Juba Region in Jubaland State). Whereas the stakeholders in the education sector cannot identify reasons that make these two regions prone to attacks, it is likely that these are areas that face active insurgency by the Al-Shabaab and therefore schools face constant takeover by militants or government forces attempting to liberate these areas.

Table 21. Frequency of Threats or Attacks against Private Schools, Central South by state/region

State	Region	Military occupation of school	Attack against school	Threat against school	Attack against edu. personnel	Threat against edu. personnel	Attack against children	Abduction of children	Other*	Total	%
Jubaland	Lower Juba	0	0	0	0	0	0	0	7	7	70.0%
	Middle Juba	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Gedo	0	0	0	0	0	0	0	3	3	30.0%
	total	0	0	0	0	0	0	0	10	10	20.8%
Southwest	Bakool	0	0	0	0	0	0	0	8	8	34.8%
	Bay	0	0	0	0	0	0	0	8	8	34.8%
	Lower Shabelle	0	0	0	0	0	0	0	7	7	30.4%
	total	0	0	0	0	0	0	0	23	23	47.9%
Hirshabelle	Middle Shabelle	0	0	0	0	0	0	0	5	5	71.4%
	Hiraan	0	0	0	0	0	0	0	2	2	28.6%
	total	0	0	0	0	0	0	0	7	7	14.6%
Galmadug	Mudug	0	0	0	0	0	0	0	1	1	12.5%
	Galgaduud	0	0	0	0	0	0	0	7	7	87.5%
	total	0	0	0	0	0	0	0	8	8	16.7%
Banadir	total	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South		0	0	0	0	0	0	0	48	48	100.0%

UNICEF Rapid Baseline Survey, 2016

Table 22. Frequency of Threats or Attacks against Technical Schools, Central South by state/region

State	Region	Military occupation of school	Attack against school	Threat against school	Attack against edu. personnel	Threat against edu. personnel	Attack against children	Abduction of children	Other*	Total	%
Jubaland	Lower Juba	0	0	0	0	1	0	0	5	6	66.7%
	Middle Juba	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Gedo	0	0	0	0	0	0	0	3	3	33.3%
	total	0	0	0	0	1	0	0	8	9	56.3%
Southwest	Bakool	0	1	0	0	0	0	0	2	3	42.9%
	Bay	0	0	0	0	0	0	0	4	4	57.1%
	Lower Shabelle	0	0	0	0	0	0	0	0	0	0.0%
	total	0	1	0	0	0	0	0	6	7	43.8%
Hirshabelle	Middle Shabelle	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Hiraan	0	0	0	0	0	0	0	0	0	0.0%
	total	0	0	0	0	0	0	0	0	0	0.0%
Galmadug	Mudug	0	0	0	0	0	0	0	0	0	0.0%
	Galgaduud	0	0	0	0	0	0	0	0	0	0.0%
	total	0	0	0	0	0	0	0	0	0	0.0%
Banadir	total	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South		0	1	0	0	1	0	0	14	16	100.0%

UNICEF Rapid Baseline Survey, 2016

UNICEF's 2016 Baseline Survey report below shows attacks experienced by different school types across the five states of Central South Somalia, but excludes Quranic schools and 'other' types of attacks and threats. Analysed in this fashion, data shows that military occupation of schools, attacks against schools, threats against schools, and threats against education personnel are the most common types of incidents and occur most at primary school level. Such incidents are much lower in frequency at Secondary and Technical school levels, and non-existent at ABE and Private schools. Obvious reasons for this, however, are that there is a much larger number of primary schools compared to other types of educational facilities, thus increasing their exposure to risks.

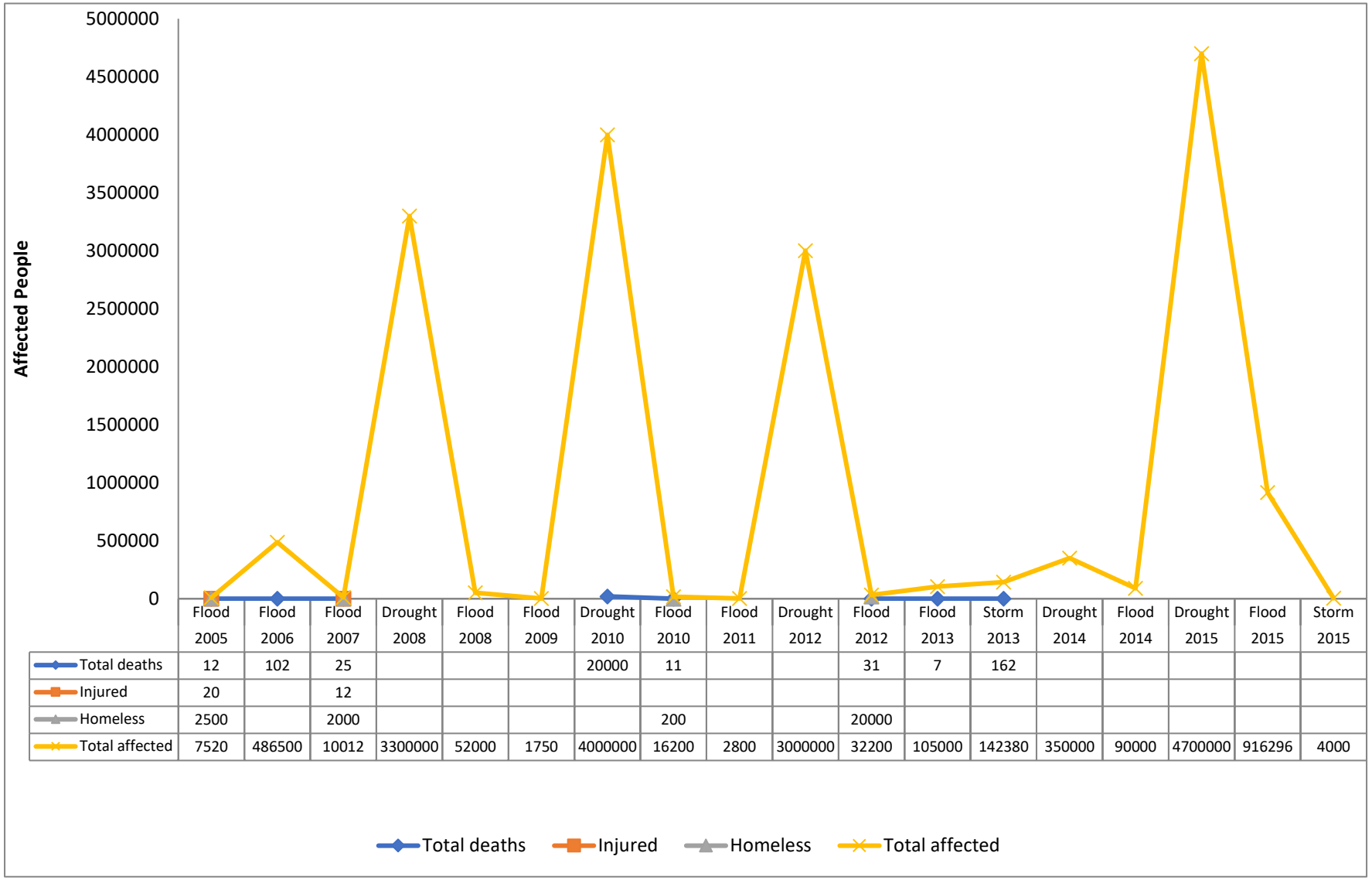
As shown in Table 23 below, 'Other' types of incidents are by far the most frequent across all school types, including Quranic schools, suggesting community level tensions and potential grievances are widespread and that should be considered for school safety and increasing the resilience of communities. 'Other' cases across all school types account for 91% of all types of threats or attacks (624/682), with 52% of all cases of 'Other' incidents found in Quranic schools (356/682). In addition to threats from Al-Shabaab, these 'Other' types of incidents include clan conflict, community grievances over school management and conflicts with school personnel. Moreover, when looking at the distribution of all types of cases across all states and when including 'Other' incidents, the distribution of cases roughly equal (Jubaland State 26%, Southwest State 29%, Hirshabelle State 27%, and only Galmadug State with a lower level at 17%, no data available for Banadir State). There are only minor variations among regions within some states, such as Middle Juba in Jubaland State, which overall seems to have a much lower proportion of incidents compared to other regions within Jubaland State. Similarly, Mudug Region in Galmadug State also seems to have a lower proportion of overall incidents compared to Galgaduud Region. Factoring cases of 'Other' into the analysis of frequency and distribution of all types of incidents across all school types suggests there is generally a low level of social cohesion and societal resilience across much of Central South Somalia which creates challenges for ensuring the safety and resilience of children and their access to quality education.

Table 23. Frequency of Threats or Attacks, cumulative against all types of school, Central South by state/region

State	Region	Military occupation of school	Attack against school	Threat against school	Attack against edu. personnel	Threat against edu. personnel	Attack against children	Abduction of children	Abuse of children (sexual, other)	Other*	Total	%
Jubaland	Lower Juba	1	0	2	0	2	0	0	0	77	82	46.6%
	Middle Juba	0	1	0	0	2	1	1	0	11	16	9.1%
	Gedo	1	4	3	0	2	0	1	1	66	78	44.3%
	Sub total	2	5	5	0	6	1	2	1	154	176	25.8%
Southwest	Bakool	3	2	2	0	1	2	0	0	55	65	32.0%
	Bay	0	2	0	1	1	1	0	1	53	59	29.1%
	Lower Shabelle	1	1	0	0	1	2	0	0	74	79	38.9%
	Sub total	4	5	2	1	3	5	0	1	182	203	29.8%
Hirshabelle	Middle Shabelle	1	0	0	0	0	0	0	0	76	77	41.6%
	Hiraan	0	2	4	1	1	0	0	1	99	108	58.4%
	Sub total	1	2	4	1	1	0	0	1	175	185	27.1%
Galmadug	Mudug	0	0	0	0	2	0	0	0	37	39	33.1%
	Galgaduud	1	0	1	0	0	1	0	0	76	79	66.9%
	Sub total	1	0	1	0	2	1	0	0	113	118	17.3%
Banadir	total	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South		8	12	12	2	12	7	2	3	624	682	100.0%

UNICEF Rapid Baseline Survey, 2016

Figure 9. Mapping impacts of environmental hazards 1980-2015, Eastern Africa



	Flood 2005	Flood 2006	Flood 2007	Drought 2008	Flood 2008	Flood 2009	Drought 2010	Flood 2010	Flood 2011	Drought 2012	Flood 2012	Flood 2013	Storm 2013	Drought 2014	Flood 2014	Drought 2015	Flood 2015	Storm 2015
Total deaths	12	102	25				20000	11			31	7	162					
Injured	20		12															
Homeless	2500		2000					200			20000							
Total affected	7520	486500	10012	3300000	52000	1750	4000000	16200	2800	3000000	32200	105000	142380	350000	90000	4700000	916296	4000

3.3 Environmental hazards impacting education

Figure 9 above provides an example of different risk / emergency types and impacts over time in the East Africa Region between 2005-2015.The chart shows that drought is by far the most common hazard / natural disaster over time across the region impacting countries such as Somalia. Across the region, the numbers of people affected by drought has risen from approximately 3,200,000 in 2008, to 4,700,000 in 2015. Whereas this figure does not indicate, other sources reveal that the majority of deaths during the drought-induced famine of 2011/12 were also found in Somalia, where approximately 260,000 people died, the majority of whom were children.

Given the high number of Somalis dependent on agriculture and nomadic/pastoralist lifestyles, the country is highly vulnerable to weather events and climate change.[70] During the second half of 2011, the UN described the situation in Somalia as the worst humanitarian crisis in the world[71]. Drought and conflict led to famine that left 4 million people at risk of starvation, with those most impacted found in Central South Somalia where most famine-related deaths were found.[72] Somalia has since experienced scores of different crises including drought, flooding and cyclones. In this context, government capacities to respond to these events have remained low. Given low domestic financing and competing development demands, few national resources or capacities have taken shape at federal level until only recently that are able to help mitigate the impacts of environmentally-induced crises.

Climate change and population pressure on natural resources are accelerating the destruction of environmental assets, which will have impacts on the livelihoods of nomads and agro-pastoralists. Overstocking and grazing have led to resource depletion[73]. This has contributed to desertification and the destruction of valuable grazing habitats and fertile soil[74]. The growing scarcity of land and acute water shortages are significant sources of conflict among communities in Somalia.

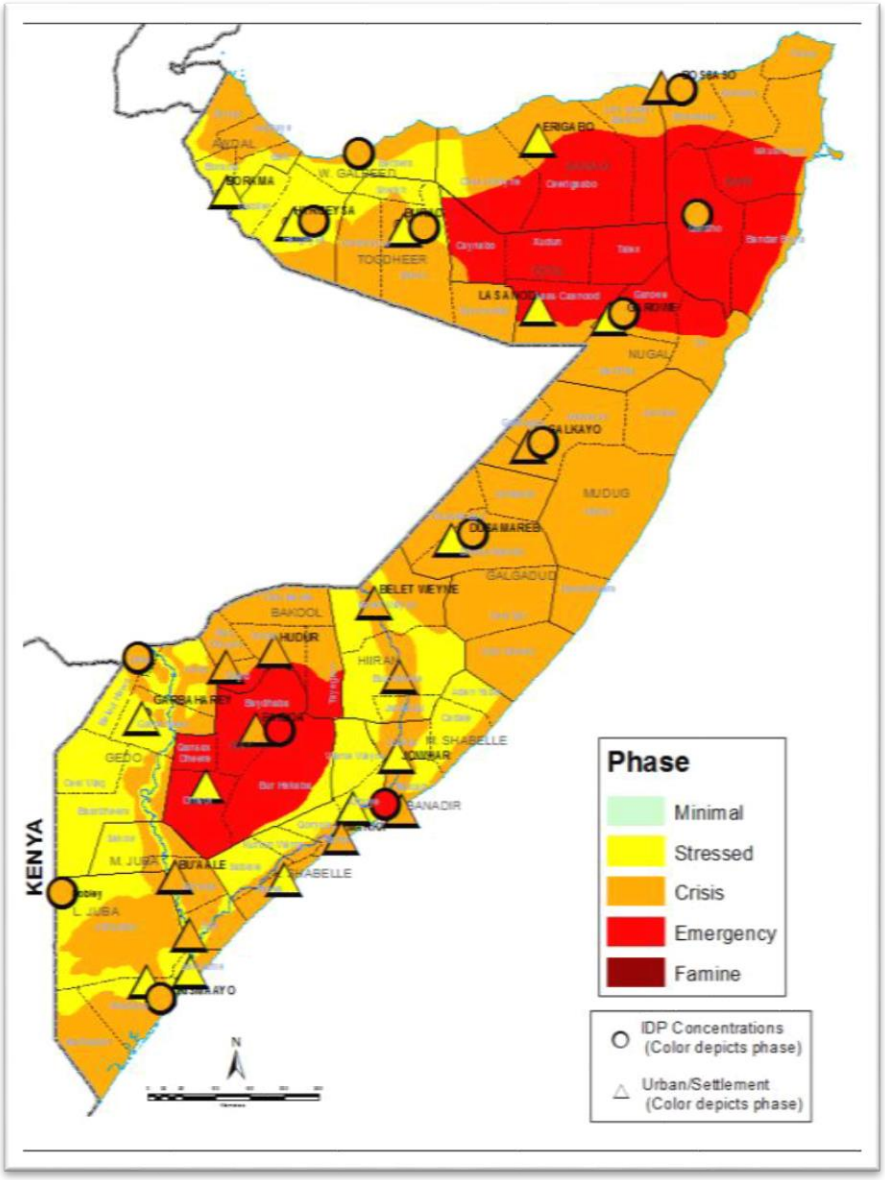
Over the past three years, Somalia has experienced consecutive failures of rainy seasons related to the El Niño and El Nina weather patterns. The related loss of livestock and depletion of household and community resources has led to the potential of another famine in Somalia of equal or worse severity than 2011. By March of 2017, deteriorating conditions led to the first reports of famine-related deaths in Central South Somalia, with monitoring groups expecting conditions to only worsen and leading to a massive scale-up among humanitarian agencies to provide life-saving support to areas most at risk. The following section explores current impacts on education of the current drought and its implications for children's education.

[70] International Displacement Monitoring Centre. 2015. Somalia. (PDF). Geneva: IDMC.
[71] http://www.aljazeera.com/news/africa/2011/07/20117114319179235.html
[72] Food and Agricultural Organization. 2011. Horn of Africa. (Executive Brief). (PDF). Rome: FAO.
[73] International Institute for Environment and Development. 2008. Browsing on fences: pastoral land rights, livelihoods and adaptation to climate change. London: IIED.
[74] African Development Bank. 2013. Somalia: country brief 2013-2015. Tunis: AfDB.

Estimates of vulnerability to environmental hazards using nutritional indicators for school risk mapping

There is extensive information on environmental risks affecting Somalia, particularly in relation to drought and food insecurity. Using climate and food security early warning and monitoring data produced by the Food Security and Nutrition Analysis Unit (FSNAU) and he Famine Early Warning Systems Network (FEWS NET) makes it possible to identify how these environmentally-induced crises not only risk the lives of children but also impact upon children's education, [75]

Figure 10. Somalia – Food Security Projections , Feb-June 2017 and IPC Phase Level, February 2017



FSNAU uses country-wide seasonal assessments to determine the severity of climactic risks in relation to key food security indicators to map out levels of risk experienced in different areas of the country. As shown in the graphic here, areas are categorized based on phases (or levels of risk) ranging from 'minimal', 'stressed' (IPC 2), 'crisis' (IPC 3), 'emergency' (IPC 4), to the most severe category of 'famine' (IPC 5). IPC 3 and IPC 4 are already considered as emergency situations, while IPC 5 is often considered the worst possible scenario in which countless of lives are lost, as occurred in 2011/12. By March 2017, virtually all of Somalia was in a situation of crisis, with several regions in the north and the south at emergency level.

Using data prepared by the FSNAU and FEWS NET, it is possible to map schools and the numbers of children enrolled in relation to drought-affected areas and food security levels to identify how drought has affected children's rights to education. Moreover, it is possible to identify how drought impacts appear higher in regions of Central South Somalia that have been more severely impacted by conflict and potentially lower levels of social cohesion by

[75] FSNAU, UNHCR. (2013). Somalia Initial Rapid Needs Assessment (SIRNA), Federal Government of Somalia and Puntland.

comparing those regions at higher risk rating levels with those regions that have experienced higher levels of violence against schools at community level (see tables above). For instance, regions around Hiraan and Bakool that are categorized as famine and emergency quite expectedly has in the past experienced more attacks against education facilities, personnel and students than other regions. In this case, Bakool and Hiraan have registered up to 32% and 58% on frequency of threats and attacks (Table 23). Data thus demonstrates a relationship between the capacity of communities to cope with drought impacts and the prevalence of violence and conflict (i.e. areas experiencing the greatest levels of risk tend to be those with the highest exposure to conflict and different forms of violence).

As shown in Table 24 below, as of May 2017 the highest numbers and proportions of children 'forced out' of education due to drought, potential famine and associated economic pressures on families are located in regions and states that have been most affected by conflict. In these cases the proportions of children forced out of school reached over 25% and in the most extreme case was above 42% (Sool). Of the nearly 80,000 children forced out of education by May 2017 most were found in Central South Somalia with over 38,000 children reported being out-of-school, while in Somaliland and Puntland the numbers reached slightly over 12,000 and 16,000 respectively, with more than 12,000 children out-of-school in the contested regions between Puntland and Somaliland.

Overall Puntland was most affected with over 10.2% of children out-of-school, followed by Central South with 8.3% and then Somaliland with only 3.3% of children forced out of school. For Somalia as a whole, **the total proportion of children forced out of schools reached an estimated 8% by May 2017 of all children enrolled in education**. It is, of course, worth highlighting that figures reported by government and cluster partners understate the actual figures of 'drop-outs' as data provided was typically been for schools that have closed and in many instances did not capture data for children who have dropped out of schools that remained open. Moreover, emergency forecasts for the remainder of 2017 expected worsening humanitarian conditions and deepening impacts on communities – including education (meaning that number of children being forced out of education would likely increase for the remainder of the year). In this context the hard-fought development gains for children were disappearing while the humanitarian actors provided little, and often only tokenistic, funding support for Education in Emergency responses across the country.

Table 24. Food Insecurity, drought and School 'drop-out', May 2017, Primary School Level by Region and State, Somalia[76]

State	Region	Number of Acutely Food Insecure People						# primary schools	Children enrolled			#s forced out-of-school			% forced out-of-school		
		Stressed (IPC2)		Crisis (IPC 3)		Emergency (IPC 4)			M	F	Tot	M	F	Tot	M	F	Tot
Jubaland	L. Juba	123,000	25%	86,000	18%	12,000	10%	116	13,152	8,925	22,077	1,250	575	1,825	9.5%	6.4%	8.3%
	M. Juba	88,000	24%	83,000	23%	0	0%	56	10,356	8,071	18,427	n/a	n/a	n/a			
	Gedo	161,000	32%	88,000	17%	1,000	1%	221	33,982	23,651	57,633	8,739	4,246	12,985	25.7%	18.0%	22.5%
	total	372,000	27%	257,000	19%	13,000	3%	393	57,490	40,647	98,137	*9,989*	*4,821*	*14,810*	17.4%	11.9%	15.1%
Southwest	Bakool	66,000	18%	113,000	31%	58,000	88%	125	11,034	9,630	20,664	1,961	1,534	3,495	17.8%	15.9%	16.9%
	Bay	199,000	25%	172,000	22%	160,000	80%	90	16,792	9,700	26,492	3,903	2,602	6,505	23.2%	26.8%	24.6%
	L. Shabelle	352,000	29%	200,000	17%	10,000	3%	135	20,827	14,361	35,188	199	147	346	1.0%	1.0%	1.0%
	total	617,000	26%	485,000	21%	228,000	37%	350	48,653	33,691	82,344	*6,063*	*4,283*	*10,346*	12.5%	12.7%	12.6%
Hirshabelle	M. Shabelle	135,000	26%	70,000	14%	0	0%	126	8,778	6,769	15,547	52	126	178	0.6%	1.9%	1.1%
	Hiraan	62,000	12%	207,000	40%	23,000	37%	199	24,679	15,345	40,024	4,136	3,061	7,197	16.8%	19.9%	18.0%
	total	197,000	19%	277,000	27%	23,000	12%	325	33,457	22,114	55,571	*4,188*	*3,187*	*7,375*	12.5%	14.4%	13.3%
Galmadug	Mudug	114,000	16%	283,000	39%	3,000	3%	84	29,402	26,252	55,654	1,240	932	2,172	4.2%	3.6%	3.9%
	Galgaduud	201,000	35%	130,000	23%	8,000	4%	103	13,639	11,233	24,872	224	205	429	1.6%	1.8%	1.7%
	Total	315,000	24%	413,000	32%	11,000	3%	187	43,041	37,485	80,526	1,464	1,137	2,601	3.4%	3.0%	3.2%
Banadir	Banadir	558,000	34%	298,000	18%	14,000	3%	n/a	81,828	60,911	142,739	1,841	1,228	3,069	2.2%	2.0%	2.2%
CS	**Total**	**2,059,000**	**27%**	**1,730,000**	**22%**	**289,000**	**14%**	**1,255**	**264,469**	**194,848**	**459,317**	***23,545***	***14,656***	***38,201***	**8.9%**	**7.5%**	**8.3%**
Puntland	Bari	167,000	23%	169,000	23%	19,000	11%	262	18936	14894	33,830	5,700	4,479	10,179	30.1%	30.1%	30.1%
	Nugaal	87,000	22%	90,000	23%	26,000	30%	99	14394	11539	25,933	1,978	1,555	3,533	13.7%	13.5%	13.6%
	N. Mudug	n/a	n/a	n/a	n/a	n/a	n/a	84	13,104	10861	23,965	1,589	1,023	2,612	12.1%	9.4%	10.9%
	total	254,000	23%	259,000	23%	45,000	18%	445	84,949	66,329	151,278	***9,267***	***7,057***	***16,324***	10.9%	10.6%	10.8%
Somaliland	Awdal	136,000	20%	80,000	12%	12,000	9%	138	14,922	12,995	27,917	317	160	477	2.1%	1.2%	1.7%
	W. Galbeed	438,000	35%	115,000	9%	8,000	2%	452	70,699	47,098	117,797	3,504	1,819	5,323	5.0%	3.9%	4.5%
	Togdheer	188,000	26%	140,000	19%	6,000	3%	200	24,068	16,332	40,400	4,837	1,866	6,703	20.1%	11.4%	16.6%
	total	762,000	29%	335,000	13%	26,000	3%	790	213,960	169,043	383,003	***8,658***	***3,845***	***12,503***	4.0%	2.3%	3.3%
Contested Regions	Sanaag**	163,000	30%	84,000	15%	54,000	33%	208	14,461	12,961	27,422	1,673	900	2,573	11.6%	6.9%	9.4%
	Sool**	94,000	29%	65,000	20%	36,000	38%	136	13,016	11,464	24,480	5,518	4,688	10,206	42.4%	40.9%	41.7%
	total	257,000	29%	149,000	17%	90,000	35%	344	27,477	24,425	51,902	***7,191***	***5,588***	***12,779***	26.2%	22.9%	24.6%
Total		**3,332,000**	**27%**	**2,473,000**	**20%**	**450,000**	**14%**	**2,834**	**563,378**	**430,220**	**993,598**	**48,661**	**31,146**	**79,807**	**8.6%**	**7.2%**	**8.0%**

Weighted enrollments, PESS and EMIS/MOECHE State and Regional Data May 2017
*Data not available, under Al-Shabaab Control
**updated enrolment figures from field reporting in Sanaag and Sool, early 2017

[76] 'Drop-out' data gathered for Puntland and Somaliland via education cluster mechanisms and education ministry personnel during early 2017 and data for Central South Somalia gather by MOECHE officials in coordination with state and regional education offices and local education cluster partners across Central South Somalia.

Table 25. Lessons learned, Education in Emergencies

Summary of key lessons learned from previous humanitarian programmes:

- Assistance has focused on relief activities, particularly food aid, with limited support to recovery activities.
- Joint efforts, such as health and education have been more effective than individual cluster activities.
- Successful joint approaches may help reduce internal displacement if provided equitably
- Geographically unequal aid distribution and contracting humanitarian space have acted as pull factors, increasing the number of displaced people moving to areas where assistance is provided
- Few organizations adequately analyses the needs of IDPs according to place (urban or rural), cause of displacement (drought, pastoralist; conflict) or length of time displaced.
- The diaspora has played a significant role in helping communities to cope with otherwise unsustainable stresses.
- While initiatives have been taken to foster stronger links between the humanitarian community and private actors, further steps are needed to ensure that humanitarian efforts are coordinated more closely with the support received from the diaspora and other private sources.
- Funding mechanisms, including the Common Humanitarian Fund (CHF), are still too slow despite efforts to speed them up.
- Funding cycles are too short, creating a significant additional workload for cluster leads and reducing the time available for project implementation. Longer-term and more flexible funding would permit quicker responses, which could be adapted to changing needs and provide opportunities to strengthen resilience.
- Donor rules often do not allow humanitarian funding to be used for preparedness, recovery and development.
- Lack of access means that humanitarian organizations are not always able to conduct assessments or implement and monitor their assistance safely and effectively.
- Assessments have been characterized by a general absence of predefined standards governing the type of information to be gathered, by whom and where.

Riccardo Polastro (2012). 'Humanitarian response in conflict: lessons from South Central Somalia', Dara, March 2012, http://odihpn.org/magazine/humanitarian-response-in-conflict-lessons-from-south-central-somalia/

Summary of key Education Lessons learned:

- Education continues to struggle to secure funds and maintain its programming in conflict and famine/drought-affected communities.
- Scale up and contingency plans are often hampered by a lack of funds for education supplies, teachers' incentives and rehabilitation of learning spaces and WASH facilities.
- Absence of school feeding programmes in famine and drought zones disrupts the attendance, retention and nutrition status of school children.
- Host community schools are overstretched by the additional enrolment where IDP influxes are largest.
- Inadequate water and sanitation facilities, limited classrooms and supplies and a shortage of teachers are the key challenges in overcrowded schools.

- Child recruitment, compulsory military training, segregation of boys and girls class and concerns over attacks on education institutions are key challenges in Central South.
- Data verification and monitoring remain a major challenge.
- Field coordination is a challenge due to the low capacity of partners.

Riccardo Gangale (2011), Somalia 2012 Consolidated Appeal, pp. 22-23. UNHCR. Available at: https://docs.unocha.org/sites/dms/CAP/CAP_2012_Somalia.pdf

Education Cluster, Lessons Learned (2011 and 2014)

- Preparedness during and prior to a response influences the effectiveness of response planning, education monitoring and information systems and EiE training topics.
- Determination of surge needs should be based on an assessment of capacities for scale up and potential of national government to support coordination. A proactive stance on field missions and relationship building with local partners is critical.
- Building inter-cluster linkages is important for improving effective delivery and ensuring education plays a lifesaving role.
- Stronger advocacy with donors by lead cluster agencies UNICEF and Save the Children needed to mobilize funding for EiE responses.

Somalia Education Cluster (2011), *Lessons Learned Light Review*, March 2012.

Education Cluster (2014). *Lessons Learned from Horn of Africa Drought Crisis February-March 2012: Summary of Report, Ethiopia, Kenya and Somali Education Clusters.*

It is worth noting that few 'lessons learned' attempt to, or provide, an understanding of what works for children's learning or overcoming inequities for internally displaced children in Somalia. Lessons learned documents fail to touch upon issues of 'political economy' and do not recognize that IDP children typically come from minority clans and are thus socially and politically excluded

3.4 Education Sector management and governance risks

The OECD notes that weak institutions that are unable to deliver effective quality services to citizens are a critical dimension of fragility. Recent studies commissioned by UNICEF and carried out by Sussex and Ulster Universities identify how weaknesses in education sector management can contribute to societal inequities and social grievances that aggravate risks of instability, conflict, and may also undermine resilience among the most marginalized segments of a society.[77]

This section utilizes Asian Development Bank (ADB) Guidance Notes on Education Sector Risk Assessment that highlight areas of governance risk in relation to the education sector and draws on conflict analysis findings and a 2017 Risk and Hazards survey conducted as

[77] Novelli et al, Exploring the Linkages between Education Sector Governance, Inequity, Conflict, and Peacebuilding in South Sudan, University of Sussex, UNICEF ESARO, 2016; Smith et al, Exploring the Linkages between Education Sector Governance, Inequity, Conflict, and Peacebuilding in Kenya, University of Sussex with University of Ulster, UNICEF ESARO, 2016.

part of the ESA/ESSP regional state consultations conducted during March and April 2017.[78] As noted by the ADB, education sector governance risks can arise from:

- An insufficient share of government budget allocation to the education sector as a proportion of the overall national budget,
- Opportunities for 'discretionary decision-making' and 'rent seeking' (e.g. practices of collusion and 'back door' dealing to win/allocate government contracts or other funding opportunities,
- Weak institutional capacity to utilize funds and deliver services; and
- Political interference and patronage networks that can, for example, be based on political or some other type of affiliation (e.g. clan relationships).[79]

Based on the framework outlined by the ADB, Table 26 provides a short listing of governance/sector management weaknesses most relevant to Central South Somalia that contribute to risks associated with fragility and reduced resilience of systems and communities.

[78] Asian Development Bank. 2010. Education Sector Risk Assessment Guidance Notes
[79] Asian Development Bank. 2010. Education Sector Risk Assessment Guidance Notes, p. 12.

Table 26. Sector Management and Education Sector Governance Risk Matrix

Dimension	Key risks, Central South Somalia
Policy risks	• National budget allocations to the Education sector remains low, between 0.6% to 1.2%. However, in the case of the Federal Government, the very small overall national budget suggests that even a higher proportion of budget allocation to the education will leave the sector underfunded and unable to support key functions such as training and capacity building of education personnel, covering recurrent expenditures for quality assurance, and paying salaries of essential staff and teaching personnel. More fundamental problems exist with the broader regulatory and taxation systems at federal and regional state levels, the absence of which prevent sufficient revenue generation for government to cover costs of essential social services such as education. . • At the same time, Government policy-makers have prioritized investments in military expenditure over education. • The formal education system is not flexible enough to fit into the life style of the pastoralist communities. Hence children of the pastoralist livestock herding communities have very limited access to education. • Weak policies/strategies to address the educational needs of the most marginalized children in society such as pastoralist and IDP children. • Lack of clear policy framework for education in emergency and school safety.
Legal framework and regulation	• Regulatory environment remains weak with key instruments for teacher management and ethics not completed, • Regulations on accountabilities and roles and responsibilities between different levels of government are not clearly outlined by government laws, • No instruments in place to regulate the various types of schools within Central South Somalia, contributing to fragmentation of the education sector. • Weak school supervision systems resulting in an inability to ensure quality standards • Weak human resource management regulations resulting in frequent turnover or rotation of staff within or between ministries.
Economic and Cultural Barriers	• There are economic, social and cultural barriers against certain disadvantaged groups. For example, some parents do not send their daughters or children with disabilities to school • Children from the poorest households are unable to afford costs of schooling • Formal schooling systems do not cater to lifestyle needs of rural and pastoralist communities, with hidden biases in curriculum toward such groups. • Limited public schools to cater for the needs of all learners including those that cannot afford private schools and especially in underserved areas where private entities do not find it viable to run schools
Organizational risks (planning, procurement, budgeting, recruitment, teacher management)	• Weak data management systems create opportunities for ineffective planning and priority setting at all levels of education service delivery • Weaknesses with financial management and audit systems create risks of funds leakage • Weaknesses with decentralized funding to local levels hampers effective delivery of education services at local level • Weak staff skills in key portfolios undermines the ability of the education sector to deliver services effectively. Management capacities at regional state level are particularly weak in states with areas recently liberated from Al-Shabaab control or that are at risk of attacks by Al-Shabaab. • Limited participation of teachers and representatives of civil society in planning and budget allocation processes • Poor information systems create risks that 'ghost teachers' continue to be on the government payroll • Inadequate expertise in procurement of services and construction contracts can lead to 'loose contracts' and poor delivery of services procured by the government.

	• Ranked by Transparency International as the 'most corrupt' country in the world for ten consecutive years, high risks exist regarding corruption and the potential for collusion in procurement processes that undermine transparent and quality contracting services[80]. • Weak recruitment processes that can undermine transparency and effective staff performance • Weak or non-existent capacities for responding to humanitarian emergencies that undermine the ability of the ministry to fulfill its functions as a legitimate government

3.5 Educational Inequities

Recent studies commissioned by UNICEF in partnerships with Sussex and Ulster Universities, identify how weaknesses in education sector management contribute to educational inequities.[81] Other recent studies show how the existence of educational inequities in fragile contexts increase the statistical likelihood of violence and conflict by more than double when compared to countries where educational inequities are less pronounced.[82] Lack of education and the continued marginalization of vulnerable communities can also play a role in nurturing hostility or conflict between different groups[83], as well as contributing to the availability of recruits for organized violence and undermining state legitimacy[84]. Educational inequities are also relevant to pressures and grievances affecting youth. 'Schooling' is a highly symbolic indicator of equity and is concretely linked to income earning potential[85] and thus the ability to address grievances underpinning the social and economic marginalization of youth. Other innovative research produced by organisations such as Interpeace demonstrates how societal resilience and the capacity of communities to cope with 'shocks' is diminished in settings where conflict and its legacies undermine social cohesion.[86] Educational inequities are thus closely tied to drivers of fragility, capacities of communities and individuals to cope with and recover from shocks when they occur, and consolidating peacebuilding and statebuilding goals underpinning Somalia's National Development Plan.

In Somalia where the majority of children remain out-of-school, exclusion from education may at first appear widespread and discussion of inequities misplaced. However, this section explores key educational inequities experienced by groups identified as 'most' socially excluded including: pastoralists and nomads, IDPs, those from the poorest wealth quintiles and minority clans. This section also examines gender-based inequities and educational inequities between urban and rural communities, considered as key determinants underpinning educational inequities.[87] Because subsequent chapters provide deeper analysis on educational inequities in primary, secondary, ECCE, and TVET Subsectors, here only 'adult

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[80] Transparency International. 2016. Corruption Perceptions Index 2015.,

[81] *Novelli et al,* Exploring the Linkages between Education Sector Governance, Inequity, Conflict, and Peacebuilding in South Sudan*, University of Sussex, UNICEF ESARO, 2016; Smith et al,* Exploring the Linkages between Education Sector Governance, Inequity, Conflict, and Peacebuilding in Kenya*, University of Sussex with University of Ulster, UNICEF ESARO, 2016.*

[82] *FHI 360 Education Policy and Data Center,* Horizontal Education Inequality and Violence Conflict: A literature Review. *New Yor, NY: UNICEF, 2014.*

[83] Tebbe, K., Breazeale, B., Commins, S., Kalista, J., Pigozzi, M. J., Winthrop, R., et al. (n.d.). *The multiple faces of education in conflict-affected and fragile contexts*. Retrieved from http://www.themimu.info/sites/themimu.info/files/documents/report_inee_multiple_faces_of_ed_in_conflict-affected_fragile_contexts.pdf

[84] Burde, D., Kapit-Spitalny, A., Wahl, R., & Guven, O. (2011). *Education and conflict mitigation: What aid workers say*. Washington, D. C.: US Agency for International Development; Collier, P., & Hoeffler, A. (2000). *Greed and grievance in civil war*. Washington, D.C.: World Bank.

[85] Stewart, F. (2002). *Horizontal Inequalities: A neglected dimension of development*. Oxford: Queen Elizabeth House.

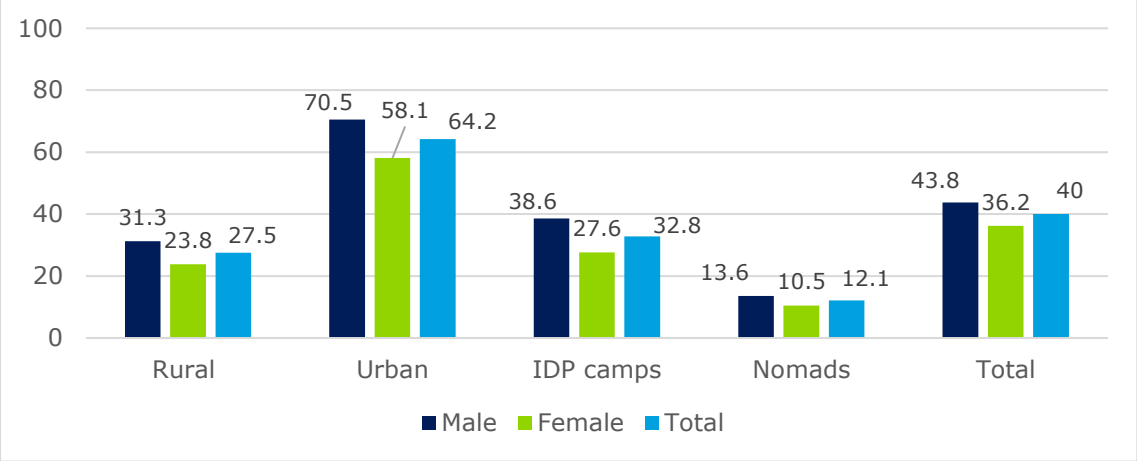
[86] Interpeace. (2016). Practice Brief: Resilience and Peacebuilding. Using Resilience to Build Peace.

[87] UNICEF, Education Equity strategy paper 2010.

literacy', individuals with 'no education' experience, and the Gender Parity Index are used for analysis.

Adult Literacy. As shown in Figure 11 below, population survey estimates conducted by UNFPA indicate that only 40% of the Somali population is literate, with literacy rates being 8% higher among males compared to females. While this is generally recognized as a very poor national rate, inequities between specific groups and geographic types is profound. In urban areas, literacy rates are significantly higher compared to the national average, with some 64% of people in urban areas being literate. However, it is also in urban areas that educational inequities between males and females is highest compared to other locations and types of groups, with 12% more of the male population being literate compared to females (male 70.5%, female 58.1%). The next greatest rate of inequity between male and female literacy is found in IDP camps, where male literacy is 11% higher compared to females. The lowest level of inequity between males and females regarding literacy rates if found among nomadic/pastoralist communities, where literacy among males is only 2% higher compared to females.

Figure 11. Educational inequities, Adult Literacy by groups

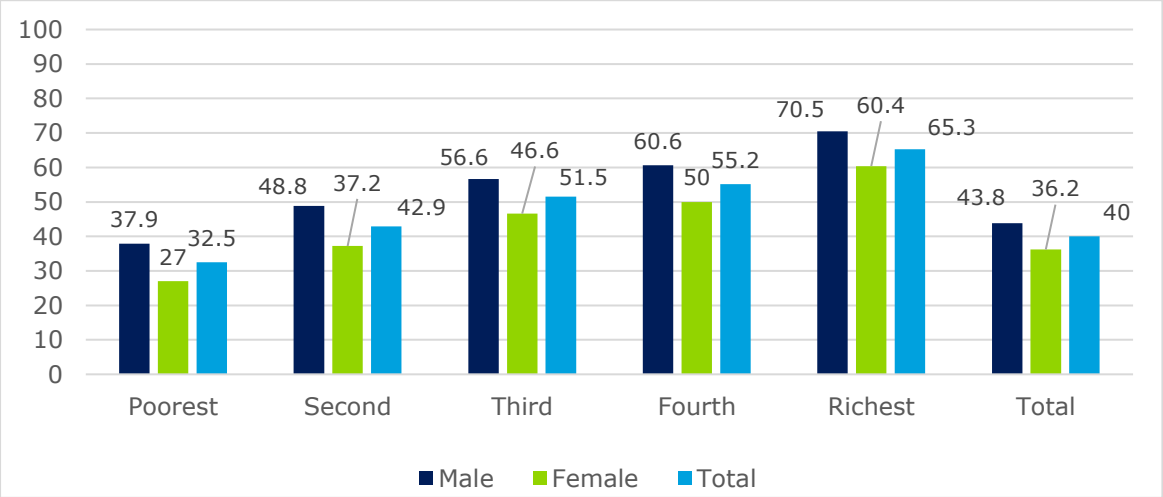


PESS, Educational Characteristics of Somalia People, 2015.

Literacy rates in rural areas are much lower than in urban areas, 27.5% rural compared to 64.2% urban. In IDP camps, literacy is slightly higher than rural areas, at 32.8%, while it is lowest amongst nomadic/pastoralist communities at 12.1%. Not surprisingly, female literacy is consistently lower than males across all types of groupings and locations, though literacy rates among urban females is much higher compared to their female counterparts in rural communities, in IDP camps, and among nomadic and pastoralist communities.

Figure 12 below highlights the impact that wealth inequities have upon adult literacy in Somalia population. While gender-based inequities exist across each 'wealth quintile' from poorest to richest groups in Somalia, literacy rates consistenly drop across each wealth quintile for both males and females. Literacy rates drop consistently 37.9% of males and 27% of females literate within the poorest wealth quintile. Data thus suggests that wealthier males and females across different types of groups (nomadic/pastorlist, IDPs, rural, urban), are more likely to be literate compared to their poorer neighbors.

Figure 12. Educational inequities, Adult Literacy by Wealth Quintiles



PESS, Educational Characteristics of Somalia People, 2015.

As shown in Table 27 below, there are also stark inequities along state and regional lines across Somalia regarding adult literacy rates. Adult literacy rates are lowest in Central South Somalia where only 38.3% of the population is literate. This is lower than Somaliland where 45.3% of the adult population is literate, and Puntland where 42.9% of the population is literate. Only in the regions of Sool and Sanaag, which are contested by Puntland and Somaliland, are adult literacy rates lower than Central South Somalia at 27.9%.

Within Central South Somalia, there are also significant inequities regarding adult literacy rates between states and regions. The state with the lowest level of adult literacy is Hirshabelle State where only 20% adult literacy, while within Hirshabelle State there is also inequity between Hiraan Region (almost 30% adult literacy) and Middle Shabelle (just over 10% adult literacy). The states with the next lowest levels of adult literacy is South West State (26.4%) and Jubaland State (29.3%). While inequities between regions within Jubaland do not appear drastic, in Southwest State there is significant inequity between Bay Region, with only 17.5% adult literacy, and the other two regions within Southwest State which each have around 30% adult literacy. These three states account for the overall low levels of adult literacy in Central South Somalia, with the remaining states, Galmudug and Banadir, having literacy rates above the average rate for Central South and, in fact, much higher than the national average. Adult literacy rates in Galmudug State are 51.4%, while in Banadir they are nearly 64%.

Gender-based inequities with females also exist with each state and region across Somalia, but vary greatly. The areas with the lowest inequities between males and females are Puntland, with an average difference of only around a 3% higher rate of adult literacy among males compared to females. Conversely, the greatest inequities between males and females if found in Banadir State, where there the rate of literacy is 13% higher among males compared to females, and also where the overall rate of adult literacy is highest when compared to any other region of Somalia.

Table 27. Educational Inequities, Adult Literacy by State/Region

State	Region	Male	Female	Total
Jubaland	Lower Juba	34.0	28.7	31.3
	Middle Juba	26.6	15.0	21.0
	Gedo	40.1	33.1	36.6
	Subtotal average	33.6	25.6	29.6
Southwest	Bakool	34.0	29.4	31.8
	Bay	20.1	15.3	17.7
	Lower Shabelle	34.6	24.5	29.6
	Subtotal average	29.6	23.1	26.4
Hirshabelle	Middle Shabelle	12.4	8.7	10.6
	Hiraan	33.8	24.5	29.3
	Subtotal average	23.1	16.6	20.0
Galmadug	Mudug	57.2	53.0	55.1
	Galgaduud	54.1	41.7	47.7
	Subtotal average	55.7	47.4	51.4
Banadir	Banadir	70.8	57.3	63.9
Central South		42.5	34.0	38.3
Puntland	Bari	55.5	48.9	52.2
	Nugaal	33.6	33.5	33.6
	Subtotal average	44.6	41.2	42.9
Somaliland	Awdal	40.9	35.7	38.4
	W. Galbeed	56.0	43.5	49.7
	Togdheer	53.8	42.3	47.9
	Subtotal average	50.2	40.5	45.3
Contested Regions	Sanaag	27.5	27.1	27.3
	Sool	29.1	26.4	27.9
	Subtotal average	28.3	26.8	27.6
National Total		**43.8**	**36.2**	**40.0**

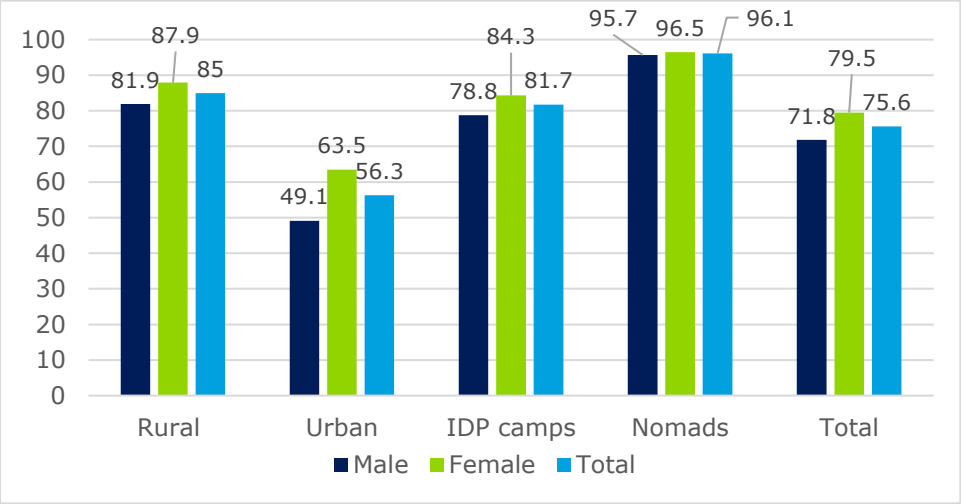
UNFPA PESS, Educational Characteristics of Somalia People, 2015.

Educational inequities regarding literacy rates suggest that inequities are greatest among those groups who over the years have faced economic hardship, exposure to conflict, exposure to environmental risk (e.g. drought, crop failure, flooding). For example, regions such as Sanaag and Sool have been contested by Puntland and Somaliland for years which has prevented the expansion of government education services, or in areas of those regions where security risks have been high with Al-Shabaab controlling territory, thus preventing the expansion of formal education for children. Similarly, in Central South Somalia, states that have the lowest rates of adult literacy are those that have been under the control of Al-Shabaab for years, in regions that have only been recently liberated, and are also those regions that are most prone to suffering the impacts of environmental hazards when they occur. Several factors listed above (conflict and insecurity, cyclical patterns of environmental shocks, weak capacities of government to provide services, gender-based discrimination against women, and poverty) have combined in different ways and to different degrees across different states and regions to produce massive inequities among adult literacy rates that highlight the impact that fragility has had upon education and learning outcomes for the Somali population.

Population above 25 years with no education. The proportion of Somalis above the age of 25 years with 'no education' is high at 75.6%. Gender-based inequities are also experienced

by women, with more women above the age of 25 years having 'no education' compared to men (79.5% compared to 71.8%). Not surprisingly, the group with the highest proportion of people above the age of 25 years with 'no education' are nomadic/pastoralist communities at 96% (with roughly even proportions for males and females within this group). The proportion of people in rural areas with 'no education' is also very high at 85%, with inequities between males and females present as fewer males above the age of 25 yrs in rural areas have 'no education' compared to females. IDPs above the age of 25 yrs report similarly high levels with almost 82% having 'no education' (males 78.6%, females 84.3%). Rates of 'no education' for those above 25 years drop dramatically in urban areas, with 56% of the urban population above 25 years having 'no education'. However, it is also in urban areas where gender inequities are highest with a nearly 14% difference gap in the proportion of females having 'no education' compared to males (males 49%, females 63.5%) – larger than any other type of grouping considered here.

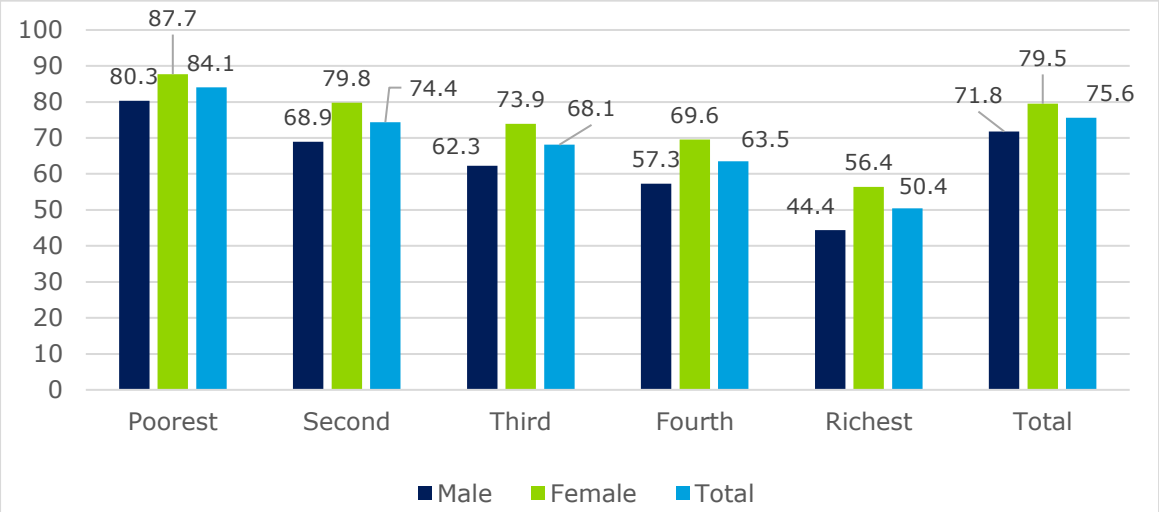
Figure 13. Educational Inequities, Population above 25 yrs with no Education by groups



UNFPA PESS, Educational Characteristics of Somalia People, 2015.

Levels of wealth have also historically impacted upon access to education in Somalia. The proportion of people above 25 yrs reporting 'no education' consistently increases from richest to poorest wealth quintiles. Wihin the richest wealth quintile, 50.4% of those above the age of 25 yrs have 'no education', with the proportion steadily rising to the poorest weallth qunitle, among which 84% of those above 25 yrs have 'no education'. Gender-based inequities for females above the age of 25 years with 'no education' are found across all wealth qunitles, but the greatest educational inequity is within the richest wealth qunitle, with an 11% difference in favor of males (males 44.4%, females 56.4%).

Figure 14. Inequities, Population above 25 yrs with no education by Wealth Quntilies



UNFPA PESS, Educational Characteristics of Somalia People, 2015.

As shown in Table 28 below, educational inequities across state and regional lines for those with 'no education' above 25 yrs follow a pattern similar to educational inequities for adult literacy rates. Rates of those above the age of 25 yrs with 'no education' are highest in Central South Somalia (77.4%) and the contested regions of Sool and Sanaag (combined 81.6%) along the borders of Somaliland and Puntland. However, inequities within Central South Somalia are also high. The states of Hirshabelle (87.5%), Southwest (87%) and Jubaland (80%) have the high rates of people over 25 yrs with 'no education'. Conversely, the lowest rates are found in the States of Galmadug (73%) and Banadir 59.4%), both of which perform much better than the national average, while Banadir in fact has the best performance across the whole country.

Gender-based inequities for females also exist with each state and region across Somalia, but vary greatly. The areas with the lowest inequities between males and females are Puntland, with an average difference of only around a 5% in favor of males. Conversely, the greatest inequities for women are again found in Banadir State, where there the rate of women above the age of 25 years with 'no education' is 14% higher compared to males.

Table 28. Educational Inequities, Population above 25 yrs with no Education by State/Region

State	Region	Male	Female	Total
Jubaland	Lower Juba	**71.5**	75.5	73.3
	Middle Juba	**81.5**	91.6	86.1
	Gedo	**79.1**	82.1	80.5
	Subtotal average	**77.4**	**83.1**	**80.0**
Southwest	Bakool	**82.1**	83.5	82.8
	Bay	**94.5**	95.3	94.9
	Lower Shabelle	**77.4**	88.1	83.3
	Subtotal average	**84.7**	**89.0**	**87.0**
Hirshabelle	Middle Shabelle	**93.5**	95.4	94.4
	Hiraan	**78.8**	82.7	80.6
	Subtotal average	**86.2**	**89.1**	**87.5**

Galmadug		Mudug	**60.6**	67.9	64.3
		Galgaduud	**77.9**	86.3	82.3
		Subtotal average	**69.3**	**77.1**	**73.3**
Banadir		Banadir	**52.9**	66.1	59.4
Central South		**Subtotal average**	**74.1**	**80.9**	**77.4**
Puntland		Bari	**58.9**	66.9	62.8
		Nugaal	**76.5**	78.3	77.4
		Subtotal average	**67.7**	**72.6**	**70.1**
Somaliland		Awdal	**74.7**	79.5	77.0
		W. Galbeed	**61.6**	75.7	68.6
		Togdheer	**66.1**	78.5	72.4
		Subtotal average	**67.5**	**77.9**	**72.7**
	Contested Regions	Sanaag	**81.4**	82.7	82.0
		Sool	**78.7**	83.9	81.1
		Subtotal average	**80.1**	**83.3**	**81.6**
National total			**71.8**	**79.5**	**75.6**

UNFPA PESS, Educational Characteristics of Somalia People, 2015.

Gender-based inequities. While gender is often considered only in terms of girl's participation in education, recent global evidence demonstrates that gender inequities in which girls face high levels of exclusion from education are often related to risks of social and political stability and violent conflict. For example, evidence from the Dutch-funded global Peacebuilding, Education and Advocacy Programme (PBEA) that spanned 4 years and covered dozens of countries directly and indirectly shows that conflict and societal violence are less likely to occur "where there is gender parity in terms of average years of schooling… [conversely]…gender inequality in education increases in response to the incidence of conflict."[88]

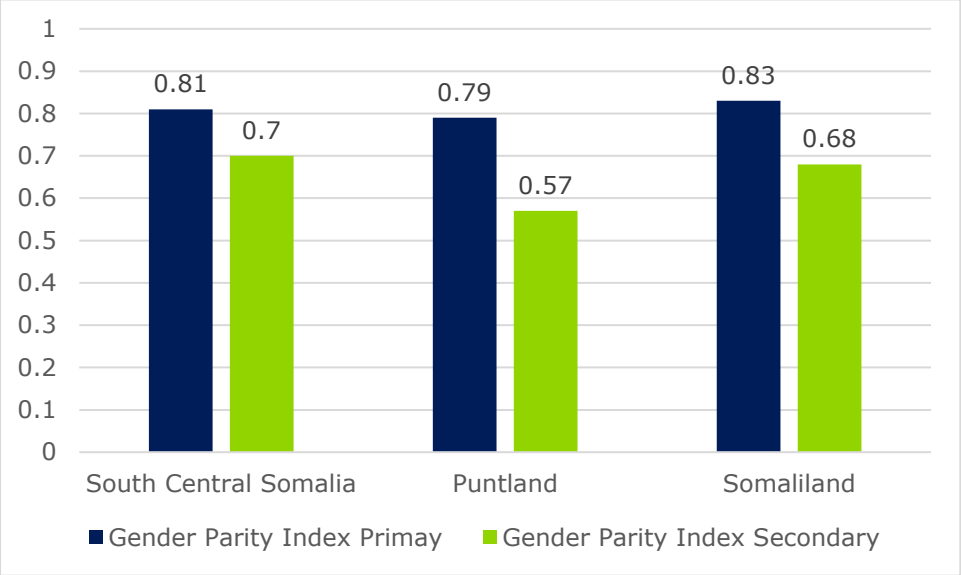
Evidence presented above regarding educational inequities for adult literacy rates for populations above 25 yrs with 'no education' highlights the relationship between gender inequities and violence. Those regions and states experiencing the highest inequities are also those that have a more pronounced history of violence and conflict. Additionally, gender-based inequities experienced by women are highest among the most vulnerable types of groups in society including pastoralists and IDPs, which have been exposed to different forms of chronic and acute violence over generations. The only exception to these patterns is among the richest wealth quintiles in Somalia, where women in fact tend to experience higher gender-based inequities compared to any other type of category.

Gender-based inequities in education continue to be manifested in primary and secondary schools. The GPI at primary school level across Central South Somalia, Puntland and Somaliland demonstrate similarly low levels ranging from .79 to .83. The GPI at secondary school level rants from .68 to .81 across Somalia. However, based on government EMIS data, secondary school GPI is highest in Central South Somalia and lowest in Puntland. Reasons for this remain unclear but can be related to the much higher level of humanitarian assistance provided in Central South Somalia over the years and requirements among development

[88] *UNICEF, 2016,* Gender, Education and Peacebuilding: A Review of Learning for Peace Case Studies, *UNICEF, New York. Available at :* http://learningforpeace.unicef.org/resources/gender-education-and-peacebuilding-a-review-of-learning-for-peace-case-studies/

partners to ensure greater levels of gender equality in donor assisted programmes in the South of the country.

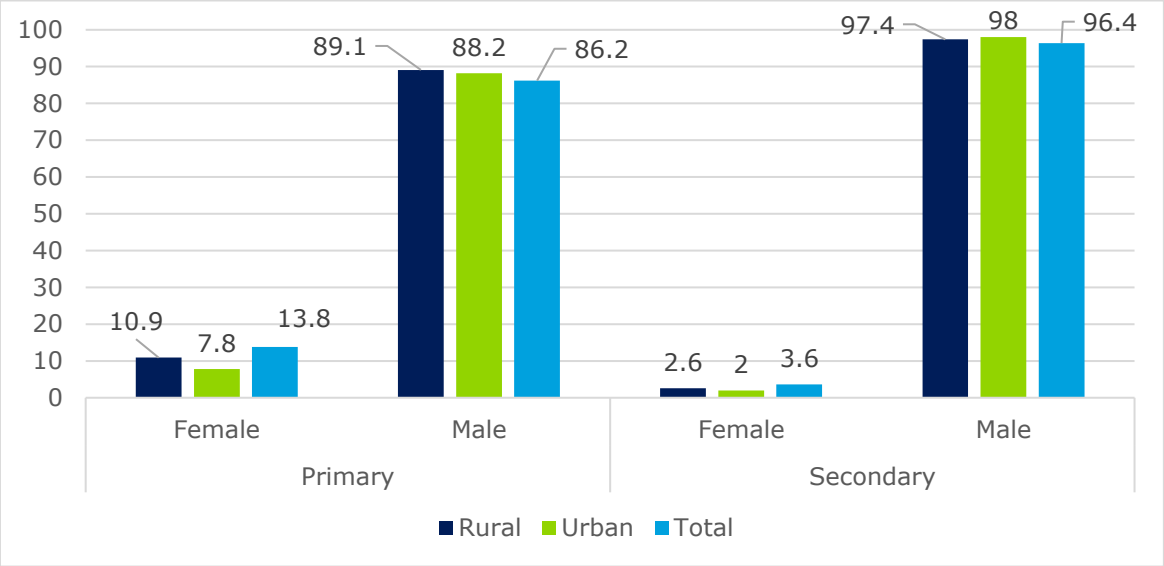
Figure 15. Gender Parity Index, Primary and Secondary Education, Somalia



Education Statistic Yearbooks, Federal Government of Somalia, 2015, Somaliland 2015, Puntland 2015

Women also experience underrepresentation in the education and employment sectors. As data is available for the ESAs recently completed for Puntland and Somaliland, here only data for Central South Somalia is considered briefly with further analysis provided in Subsector chapters of this report. The proportion of female teachers in Central South at primary and secondary levels is only 13.8% and 3.6% respectively. With the exception of primary school where there are close to 11% female teachers in rural areas compared to some 8% in urban areas, there are no other major gender-based inequities regarding teacher employment. In large measure this is because the overall proportion of female teachers remains extremely low throughout the formal education sector. Girls also face critical barriers achieving equity in education due to social pressures for early marriage, expectations that girls support households and rearing of smaller siblings and greater 'social value' in boys accessing education over girls. Risks of gender-based violence in and around schools also create further barriers to girls accessing education services.

Figure 16. Proportion of female teachers, Primary and Secondary School levels, Central South Somalia



Education Statistics Yearbook, Federal Government of Somalia, 2015

Nomadic/Pastoralist Communities. Nomadic and pastoralist communities are historically the most marginalized groups in Somalia in regards to accessing education services, as demonstrated earlier by adult literacy rates and proportions of the population above 25 yrs with 'no access' to education. UNFPA PESS survey data from 2015 suggests that educational inequities experienced by these groups remain deeply entrenched and are perhaps the highest for any group in the country. As shown in Table 29 below, only 15.7% of nomadic and pastoralist communities aged 6 and above are enrolled in education – or less than half of the national average. GER rates signal even greater levels of inequity experienced by pastoralist and nomadic children, with only a 3.1% GER for primary level compared to a national average of 32%, and only .9% GER at secondary level compared to a national average of 15.8%. Reasons for this high level of inequity include various forms of 'cultural violence' against nomadic and pastoralist lifestyles that are considered as 'backward' in formal education curriculum not suited to the needs and lifestyles of these communities, weak capacities of the state to extend services to these communities, and services that are not flexible to the lifestyle needs of pastoralist/nomadic communities.[89]

Table 29. Educational Inequities – Nomads/Pastoralists (%)

	Male	Female	Total	National Avg.
Currently enrolled age 6 and above	16.5%	14.8%	15.7%	**36%**
GER Primary	3.3%	2.9%	3.1%	**32%**
GER Secondary	1%	0.7%	0.9%	**15.8%**

[89] *UNICEF, 2016,* Gender, Education and Peacebuilding: A Review of Learning for Peace Case Studies, *UNICEF, New York. Available at :* http://learningforpeace.unicef.org/resources/gender-education-and-peacebuilding-a-review-of-learning-for-peace-case-studies/

UNFPA, PESS 2014; Adjusted GER based on weighted EMIS

Internally Displaced Persons and Minority Clans. As shown earlier, IDPs are among those who face the highest educational inequities in Somalia. The International Displacement Monitoring Centre[90] reports that IDPs face exclusion, exploitation and abuse, lack access to justice and basic services and are more at risk of GBV, forced recruitment into armed groups and criminal gangs, and are more vulnerable to exploitation through via the withholding of access to humanitarian assistance. Restricted access to clean water, combined with poor sanitation and hygiene facilities, also places IDPs at increased risk of disease. Customary law based on negotiation among clan elders is often the domain of dominant local clans, disadvantaging IDPs who often become minority groups in their places of refuge or displacement, with many having escaped conflict or natural disasters by moving to more crowded urban areas[91]. Consequently, IDPs often face challenges similar to other minority clans, which have traditionally experienced varying levels of discrimination by major clans resulting in their social and political exclusion.[92] Figure 17 below illustrates the extent of internal displacement in Somalia as of 2015. There were an estimated 1.1 million IDPs in Somalia, of whom approximately 70% are under 30 yrs. Many IDPs have relocated to urban areas, with the vast majority located in Central South Somalia, which has further strained the limited capacities of weak education facilities across affected areas in the south. It should be highlighted that since then it is estimated the numbers of IDPs have increased to nearly two million with many concentrated in Central South Somalia.

The affect that displacement and minority status has upon educational inequities for IDPs is profound. As shown in Table 30 below, enrolment figures and GER rates at primary and secondary school levels are far below national averages for Somalia and depress progress on these key development indicators for the country as a whole. For IDPs above the age of 6 yrs, 24.2% are enrolled in education, which is nearly 12% below the national average. Primary school GER for IDP children is roughly half the national average, while the secondary school GER for IDPs is less than half the national average at only 12%. Few 'lessons learned' on IDP education in Somalia were located for this analysis or readily available, in large measure because they have received relatively little attention outside the context of Education in Emergency responses. This simply highlights that IDPs do not feature strongly in development programming (or EiE programming beyond 'immediate responses') because of their minority status in areas of settlement and their ongoing social, political and economic exclusion.

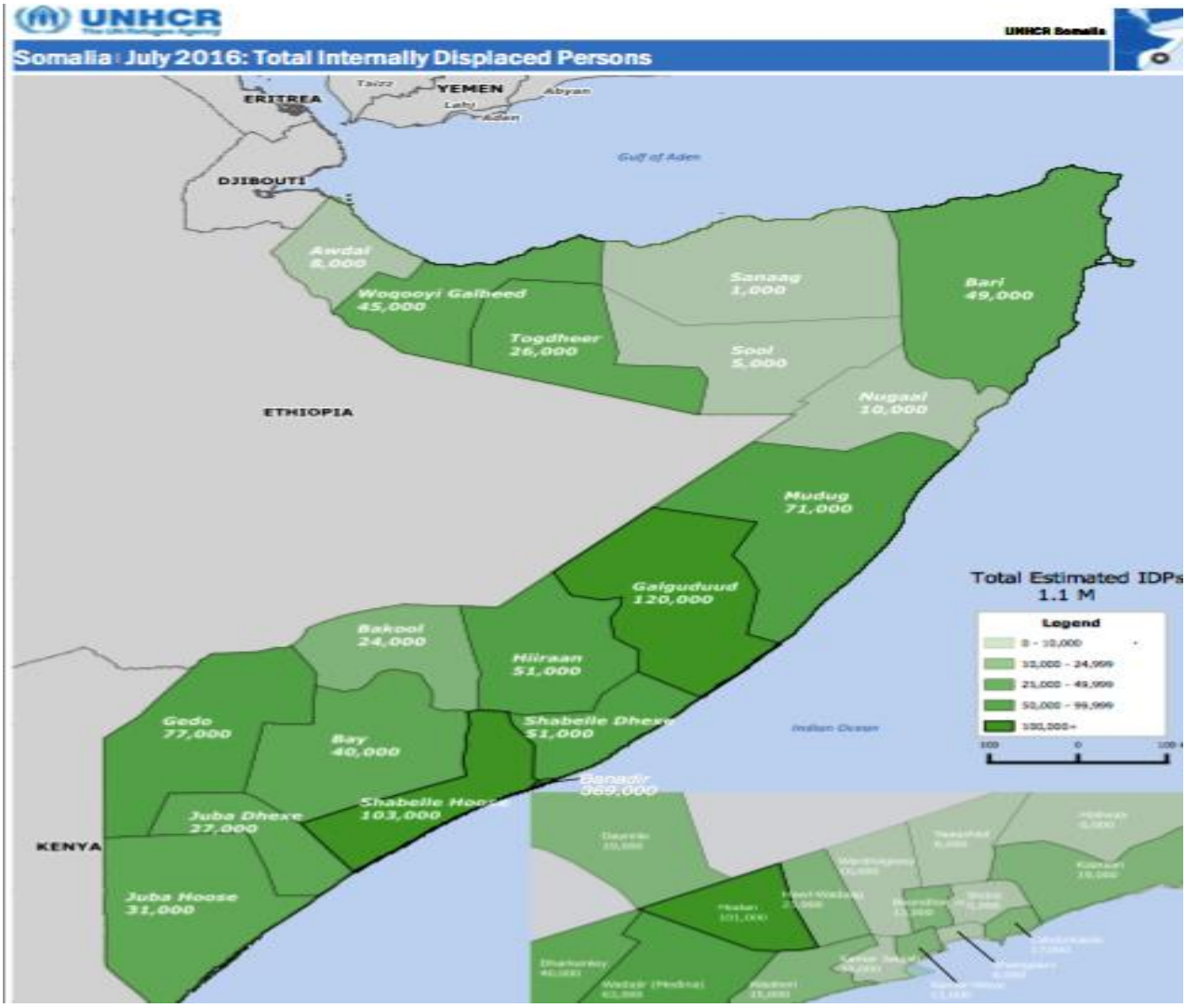
Table 30. Educational Inequities – IDPs (%)

	Male	Female	Total	National Avg.
Currently enrolled age 6 and above	26.5%	22.1%	24.2%	**36.6%**
GER Primary	16.8%	16.8%	16.8%	32.0%
GER Secondary	13.4%	10.5%	12%	15.8%

UNFPA, PESS 2015; Adjusted GER based on weighted EMIS

[90] International Displacement Monitoring Centre. 2015. Somalia Overview. Geneva: IDMC.
[91] Lindley, A. 2014. Questioning "drought displacement": environment, politics and migration in Somalia. Forced Migration Review, 45: 39–43.
[92] International Organization for Migration. 2014. Dimensions of crisis on migration in Somalia. Geneva: IOM.

Figure 17. Internally Displaced Persons in Somalia, 2016[93].



Source: UNHCR July 2016

Dadaab Returnees. Beginning in 2016 with the Kenyan government's announcement that it would officially close the Dadaab refugee camp along the border with Somalia for 'security reasons' (a decision that has since be overturned by the Kenyan courts), much concern existed with the potential return of an estimated 350,000 Somali refugees in the various Dadaab refugee camps.

[93] Caterina, M.; Klos, J. 2015. Somalia: Internal Displacement as of March 2015. Geneva: IDMC.

A programme of voluntary repatriation managed by UNHCR was launched in 2016 that, by mid-2017, resulted in the return of some 61,000 Somali refugees. This marked a major increase over previous years when less than 6,000 refugees voluntarily returned to Somalia (2014 and 2015). This massive increase was in large measure due to the incentive packages offered by UNHCR with funding support from donors such as DFID in which returnees were provided relatively sizeable incentive packages to return to Somalia, though typically of short term nature spanning less than one year. Returnees were also provided with cash incentives to support their access to social services such as education with the promise of being able to access services inside Somalia.

During 2017 alone, the total number of voluntary returns up to July was 28,088 persons, of which 68% were classified as 'minors' under the age of 18 yrs. Only 21% of these returnees (all age groups) were classified by UNHCR as being 'students', meaning that a large proportion of those under 18 yrs had never attended any type of formal schooling even while in Dadaab.

Table 31. Demographic Characteristics of Dadaab Refugee Camp Returnees, 2017

Age	Male	Female	Total
0-4	2816	2646	5462
5-11	4002	3782	7784
12-17	2939	2420	5359
18-59	3823	4856	8679
Total	13580	13704	27284

UNHCR, *Weekly Update, Voluntary Repatriation of Somali Refugee from Kenya*, July 2017

*excludes those above 59 yrs.

As recorded by UNHCR, the majority of returnees from Dadaab returned to Kismayo (87%) while the remainder were spread over Baidoa, Luuq, Mogadishu and Afmadow. Little information is available regarding further movements after arriving in the initial areas of return though it is believed that a number of returnees have further moved to new locations.

Table 32. Breakdown of Places of Refugee Return from Dadaab Refugee Camp, 2017

Return Areas	Male	Female	Total	%
Baidoa	576	500	1076	3.8
Kismayo	12150	12320	24470	87.1
Luuq	94	74	168	.6
Mogadishu	1186	1158	2344	8.3
Afmadow	10	20	30	.1
Total	14016	14072	28088	100

Several problems have emerged with this programme of voluntary repatriation as follows:

1. The assumption that provision of cash incentives alone would support access to social services such as education. In many locations of return educations services are already weak and lack capacity to service existing populations of children due to supply side barriers such as schools, teachers and learning materials. As such, numerous returnee children and adolescents are increasingly disillusioned with the promises of being able to reintegrate to Somalia and continue their education.
2. A failure to appreciate during design stage that many returnee children had never attended school while in Dadaab. As a result, children who had never attended school have, in most cases, not received sufficient support/access to accelerated (or alternative) education learning opportunities and remain out of school.
3. Assumption that returnee children could reintegrate to the social realities of Somalia. The approach underpinning refugee return (i.e. cash incentives) has failed to consider sufficiently the transitional support needs of children in relation to learning 'life skills' to cope in Somalia and host communities and with support measures for transitioning from a Kenyan learning curriculum (provided in Dadaab) to a Somali-based learning curriculum provided in the already under-resoruces and poorly equipped schools in areas of return.
4. Longer-term support measures for children's learning. Returnee packages and related cash incentives spanning less than one year have left many returnee children vulnerable and without needed ongoing support to find 'durable solutions' for their reintegration into Somalia and support continued learning.

Youth. Here, 'youth' are considered as those between the ages of 16 and 24 yrs. This group is often given attention in policy documents because of changing demographics, the potential for a 'youth bulge', and fears that youth can undermine building a peaceful Somali state by becoming recruited to different types of violent groups. The most extreme example of this has been the organisation Al-Shabaab, though there are numerous other risks faced by youth regarding social and political marginalization, engagement in violent criminality, migration to other countries to escape Somalia for security and livelihood opportunities, and exploitation of young people. With a majority of children out-of-school over the past two decades, many of today's youth have had few educational opportunities to prepare them find secure and stable livelihoods in a manner that supports them to become constructive citizens. This is demonstrated by looking at GER and NER rates for secondary school level.

Table 33. Educational Inequities – Youth school enrolment (%)

	Male	**Female**	**National Avg.**
Primary GER	35.0%	28.9%	32.0%
Primary NER	25.6%	21.5%	23.6%
Secondary GER	18.3%	13.0%	15.8%
Secondary NER	9.6%	7.5%	8.6%
Tertiary Education	7%	6.4%	6.7%

UNFPA, PESS 2015; Adjusted GER based on weighted EMIS

Secondary school GER for Somalia is 15.8%, while NER is estimated at only 8.6%. This means that many students currently enrolled at secondary level are over-age students either returning to school or that had started school late during earlier years. Conversely, Secondary NER suggests that a very small proportion of youth of the correct school going age are attending secondary education. When compared to primary GER and NER, data suggests that the majority of youth across Somalia remain out-of-school or have never been in school. GER at primary level sits at approximately 32%, with NER only some 17%. While higher GER rates are accounted for by overage primary school learners from youth groups, this leaves the majority of youth from the ages of 16-24 years without access to educational opportunities to support them fulfil their potential as productive members of Somali society.

3.6 Summary findings and policy options for strengthening resilience and supporting peacebuilding through education

Key Findings

- Findings of the chapter demonstrate not only how 'fragility' and risks impact education, but also how the quality and management of education services can fuel fragility and risks as well as undermine the resilience of communities.
- 'Fragility' extends beyond emergencies, or responding to emergencies to include how development (or its failures) can either overcome or contribute to fragility and the vulnerability of communities and individuals to different types of environmental or man-made risks such as conflict. Education is directly related to addressing issues of violence, justice (in the form of equity and inclusion), effective, accountable and inclusive institutions and economic stability and capacities to cope with environmental and man-made shocks.
- Arguably the three greatest sets of risks facing Somali learners are environmental, conflict-related risks and governance risks with the latter manifested through different forms of corruption and the perpetuation of social and political inequities that exclude the most marginalized/minority groups from accessing social services such as education.
- ***Conflict-related risks***. The history of conflict in Somalia, but particularly Central South, has had profound impacts on the safety and security of children in education and their learning and has undermined traditional social norms and clan-based systems for peaceful conflict resolution.
- Evidence shows a clear correlation between conflict and enrolment rates. Where the Composite Security Index is lower, enrolment in education is also lower. Over decades of conflict and state failure Somalia's education infrastructure has deteriorated to very poor levels. Key conflict drivers related to education (i.e. how education may contribute to conflict) spring from the exclusion of groups such as IDPs, pastoralist nomadic communities, and the 'capture' of resources by groups politically well-connected. Identity-based conflicts.
- Conflict can also be perpetuated through curriculum that promotes intolerance or hate towards specific groups and has particularly been known to occur in areas previously under the control of Al-Shabaab.
- Poor quality of learning and lack of relevant educational curriculum has also contributed to pressures of youth marginalization and unemployment.
- Violence in schools has been known to contribute to perpetuating 'norms on the use of violence', while the high flow of IDPs also contributes to social pressures and risks of conflicts over limited resources with host communities.

- Community-level conflicts around schools is also fairly high and has mostly occurred with primary schools and Quranic schools. Many of these community-level conflicts have involved Al-Shabaab and included disputes of resources and types of curriculum being taught in schools. Based on available data, regions that have experienced the greatest proportion of incidents or threats against school facilities, personnel and students have been Lower Juba Region, Gedo Region, Lower Shabelle Region, Middle Shabelle Regions and Hiraan Region.
- ***Environmental risks***. Environmental risks (flooding, drought, cyclones) in Central South are entirely predictable and recur during similar periods of the year. There is also a strong correlation between events such as drought and children dropping out of school.
- Regions in Central South that are most vulnerable to the impacts of drought and famine are also those with a more acute history of conflict, many of which have only recently been liberated from Al-Shabaab control
- Evidence also shows that when children drop-out of school development gains are inevitably lost and take years to recover while children become exposed to greater chances of exploitation or recruitment into armed groups such as Al-Shabaab. However, the international community continues to under-invest in protecting development gains or protecting children during periods of crisis by support humanitarian responses through education.
- The education sector also lacks a coherent DRR policy and strategy (at both central and decentralized level) and a system to monitor the occurrence and impact of different types of hazards that can result in emergencies. There is also no government budget allocated to supporting education in emergency responses with education being seen as 'not important' for humanitarian responses – a view often repeated by humanitarian actors focussed on 'life-saving' activities which is factually demonstrated by the funding patters of all humanitarian actors and agencies (somewhat shamefully less than 1% of all humanitarian funding has been provided for Education in Emergency responses).
- Nevertheless, government has made progress in establishing local EiE working groups to coordinate humanitarian efforts via the education sector, though these often remain driven by external actors and international cluster personnel.
- ***Governance risks***. Currently about 1% of the national budget is allocated to the education sector, while at the same time the domestic revenue generation capacity of the federal government remains very weak. As a result, core service delivery functions of the MOECHE at all levels remains weak and insufficient to delivery critical services to children and learners.
- Key policies and legal frameworks on decentralization outlining clear delegations of authority and government accountabilities have yet to be finalized, creating the potential for administrative and political conflicts along clan lines between federal and state level.
- Management systems related to human resources, recruitment, procurement of goods and construction, as well as weak financial reporting and accounting at all levels of government continue to expose the government to inefficiencies, political manipulation of how funds are allocated and the wastage of critical resources.
- ***Educational Inequities***. Although educational inequities exist across all of Somalia, these are particularly acute in Central South. Evidence shows that where educational inequities exist, the likelihood of conflict is more than two times higher compared to

countries where they are lower. Those suffering the greatest educational inequities in Central South are IDPs, females, nomadic/pastoralist and rural communities and those from the lower wealth quintiles. Low levels of participation in education among these groups are key reasons for slow progress in key education indicators related to increasing Enrolment and access to education.

- Literal rates are lowest among nomads/pastoralist (12%), rural communities (27.5%) and then IDS (32%) while in urban areas literacy rates are highest (64.2%). However, even urban areas literacy rates are also much higher for those from the richest wealth quintiles compared to those from the poorest wealth quintiles.
- Primary GER for nomads/pastoralist is only 3.1% and Secondary GER 0.9%, Primary GER for IDPs is only 16.6% and Secondary GER for IDPs only 12%, compared to a national GER of 32% and Secondary GER of 15.8%. Youth among these groups are also considered at 'high risk' of exploitation, resorting to violence or criminality and recruitment into armed groups like Al-Shabaab.
- State and regional educational inequities also suggest a relationship between legacies of conflict and educational enrollment. In Central South Somalia some states perform on key education indicators better than any part of the country, including in either Somaliland or Puntland. However, education indicators are lowest in states and regions most affected by conflict and where Al-Shabaab continues to influence communities and threaten security and, in many cases, formal education facilities directly. These are also the same states and regions where communities are most vulnerable to environmental hazards such as drought because of diminished societal resilience and positive coping strategies and resources to withstand the impacts of emergencies.

Policy options and priorities for strengthening resilience and supporting peacebuilding and state building through education

- ***Conflict-related risks***. Conflict-related trauma among children and teachers as well as violence against children in schools have not been well-studied in Somalia. Research should be conducted with the support of donors to better understand these factors as they have been known to contribute to poor school attendance, class based discipline problems and poor learning outcomes in other contexts.
- **Federal level:** To address legacies of violence and the reproduction of violence through schools, training for teachers will need to include a focus on increasing teacher skills in 'positive discipline' methods and 'psychosocial' support for children, and strengthen their ability to identify and support children with trauma and other related problems. This will help ensure safe environments for children conducive to effective learning.
- **State level:** To mitigate communal violence and community-level conflicts around schools, Community Education Committees (CECs) together with community and local religious leaders should be provided with standardized tools for local dispute resolution skills and protecting schools.
- **Federal and State levels:** To mitigate communal violence and clan-based community-level conflicts the MOECHE will need to build upon the successes of previous pilot programmes such as the Dutch-funded Peacebuilding, Education and Advocacy Programme (PBEA) to support community outreach from schools using children as 'agents of change' to support community reconciliation and strengthening resilience using recreation, drama and sport. This would include schools in areas recently

liberated from Al-Shabaab control but also schools in areas with tensions between IDPs and host communities.

- **State level:** Local officials and security forces will need to strengthen school protection mechanisms based on global guidelines for protecting schools from attack, particularly as Somalia is a signatory of the global Safe Schools Declaration. This will include developing community level reporting mechanisms to security forces, but also engaging with local actors to ensure that children remain safe in schools and free of any form of attack.
- ***Environmental hazards***. There are few national and local risk assessments based on hazard data and vulnerability information for the education sector that help to track events over time. This includes education cluster mechanisms managed by large international development partners.
- **Federal level:** The MOECHE is required to strengthen humanitarian monitoring systems and government capacity to coordinate emergency responses via education under the leadership of the MOECHE.
- **Federal level:** Within Somalia there is currently no nationally coordinated approach to integrating disaster risk reduction (DRR) programs in education. This can be addressed in terms of **School Safety**. The recently developed UNESCO/UNICEF Comprehensive School Safety (Central South)[94] framework provides guidelines and strategies that can be translated into a government strategy for emergency response via education.
- **Federal and State levels**: Stronger mapping of environmental hazards and risks should be required for all new school construction to ensure they are built in areas not prone to flooding or other hazards and are situated more closely to water bore holes that can be accessed during times of drought.
- **Donors and international humanitarian community:** Development actors should view schools as an integrated service platform around which to provide health, nutrition, hygiene and protection services. This will ensure that children are retained in schools during periods of crisis and that schools are also used as community-level mechanisms through which to provide support to communities during periods of crisis.
- **Donors and international humanitarian community:** Limited government finances means that EiE responses will remain entirely dependent on funding from the international community and humanitarian donors. Given the cyclical nature of emergencies in Somalia, and Central South in particular, rather than waiting for emergencies to occur donors should ensure greater predictably of EiE financing by committing to pooled funding arrangements for Somalia that are available on immediate standby to support EiE responses.
- **Donors and international humanitarian community:** Donors should be required by the FGS leadership to commit at least 5% of all humanitarian funds provided to Somalia to support EiE responses. Available data suggests that current contributions to EiE responses are less than 1% of all humanitarian funding to Somalia because education is not seen as an important 'life-saving' activity. This would prevent scores of children from dropping out of school and ensure they remain safe in protected environments, thus limiting reversals to hard fought development gains over the years.
- **Donors and international humanitarian community:** Humanitarian actors and donors have increasingly turned to 'cash grants' as a means by which to support

[94] UNICEF/UNESCO. 2013. Comprehensive School Safety. Working towards a global framework for climate-smart disaster risk reduction, bridging development and humanitarian action in the education sector.

communities affected by emergency. Emergency school cash grants should be introduced as a standard package for schools to ensure that the most vulnerable children are supported to remain in school and those out-of-school who are most at-risk are supported by local communities.

- ***Governance risks***. Key policy documents related to decentralization of social services such as education need to be completed as a matter of priority to resolve political disputes between regions, states and the federal level. This will help to mitigate potential clan-related political conflicts.
- **Federal level and development partners:** Capacity development strategies for strengthening government systems should be developed with the support of development partners to increase the skills of MOECHE officials to manage education services, particularly those at State and Regional levels. Development partners should also ensure that international consultants or organizations contracted to provide technical support are qualified to provide support in a timely manner.
- **Federal level:** Codes of professional conduct with performance-based systems for MOECHE staff and transparent staff recruitment criteria will need to be strengthened and instituted across all levels of state administration
- **Federal and State levels**: The MOECHE will need to strengthen its procurement systems for learning materials and school construction, strengthen financial planning and accounting and reporting of funds utilization to avoid potential wastage of resources or the political manipulation of allocating resources or government contracts.
- **Federal level:** A clearly developed rehabilitation and construction plan of MOECHE facilities with appropriate security measures in place should be developed and supported by donors to ensure sufficient organizational capacity is in place for the government to delivery educations services. This will require careful consideration of land ownership issues and human rights for groups that may be occupying existing buildings or facilities.
- ***Inequities.*** Those groups most vulnerable to environmental hazards and most affected by conflict are also those most impacted by educational inequities, notably pastoralist/nomadic communities, girls, IDPs, those from poorest wealth quintiles and youth from these groups.
- **Federal level:** The MOECHE will need to strengthen policies for addressing educational inequities for these groups as current policies have been inadequately developed or implemented (for example see Chapter 8 on ABE enrolments in Central South and Somalia).
- **Federal level:** Adapted curriculum based on national curriculum frameworks will need to be developed to address the specific needs of these communities (i.e. ensuring cultural and economic relevance of learning for children and young people).

  Federal and State levels: Transparent planning processes for the distribution of available resources based on needs-based criteria will need to be developed in partnership with the Ministry of Finance and Ministry of Planning. This will ensure that available resources are not unfairly allocated to better-resourced private schools at the expense of regions and communities in greatest need.

4. Chapter 4 – Education Cost and Financing

The outgoing Interim Education Sector Strategic Plan (IESSP 2013-2016)[95] lists responsibility for the mobilization of funds to finance education services as the national government, the Somalia diaspora and the donor community. Moreover, funding for education services from local communities was also recognized as a key element for ensuring sustainable educations services.[96] Mobilizing funds from these sources to support the provision of education services was listed as a priority to ensure that the mission, goals and objectives of the Directorate of Education would be achieved over the period of the IESSP.

This chapter looks at the cost and financing for the education sector at the federal government level over the past several years drawing on available data. It also looks at cost and financing for each of the regional state governments to provide as accurate a picture as possible regarding available funding for the education sector from domestic financing resources and draws on available information for the funding of the education sector from donor sources. However, data is not available for financing of the education sector provided by local communities and this is a major gap in the analysis considering that a large proportion of funding for education services in Central South comes directly from communities to support local schools and teachers, especially the large majority of schools in the private sector.

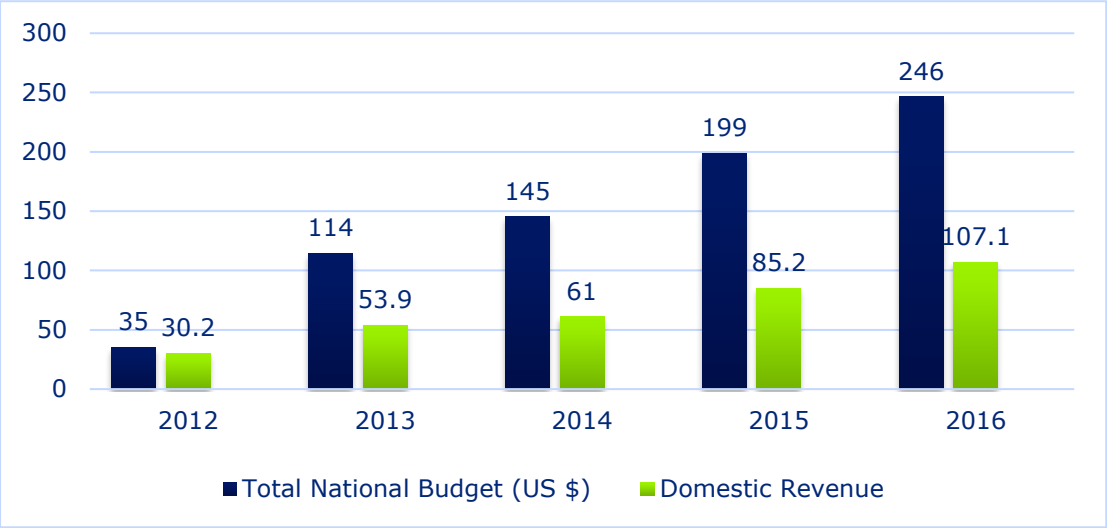
4.1 Somalia National Budget (Federal Government of Somalia)

The Somalia national budget[97] has grown significantly over the past four years from a very low amount of USD 35 million in 2012 to USD 246 million in 2016. For a country whose GDP per capita ranking in 2012, according to the World Bank, was fourth lowest in the World at USD 348, only higher than Burundi, the Democratic Republic of Congo and Malawi this signifies fairly notable progress. Moreover, it is estimated that outside of the formal economy there is an estimated USD 500 million in the informal economy which is not yet subject to any government taxation systems which suggests a much greater potential for increasing government revenue through improved taxation systems.

This growth has been created by the establishment of taxation mechanisms that have generated greater levels of government revenue and increased direct budgetary support and 'off-budget' support from donors and development partners. As of 2012, as much as 86% of the total national budget came from domestic revenue while the remaining 14% was provided by direct budgetary support from donors and development partners. Since 2012, the proportion of the national budget directly supported by donors increased to 43% in 2016 (or nearly USD 106 million/yr). With the election of the new administration in 2017, increased investments and support to vital sectors such as education is expected to bring further donor support and funding for social service.

[95] MOECHE. 2013. Interim Education Sector Strategic Plan. MOECHE.
[96] ibid
[97] Federal Republic of Somalia. 2016. Appropriation Act 2016. FGS

Figure 18. A representation of Somalia National Budget in millions (2012-2016)



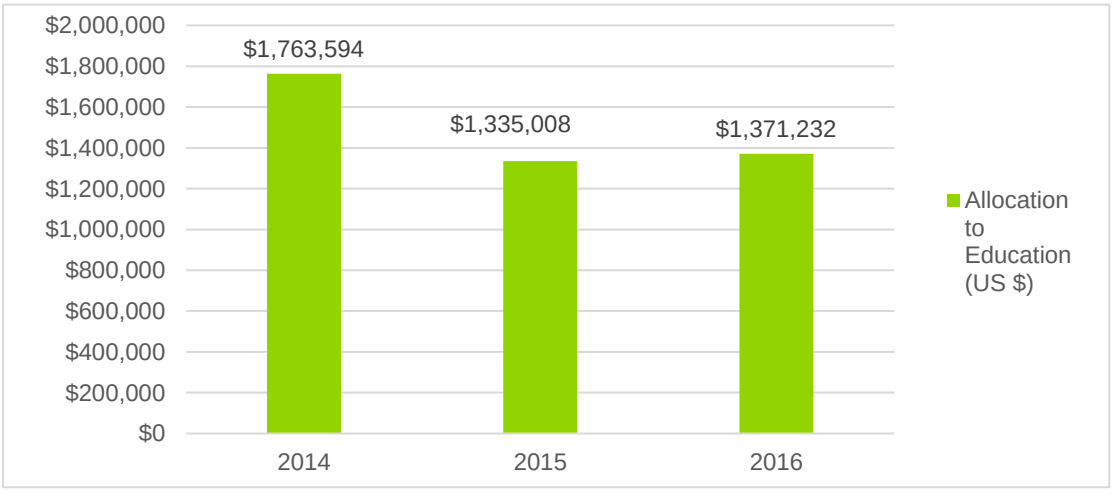
FGS Ministry of Planning

4.2 National Budget Allocation to the Education Sector (federal government)

Data on the allocation of the national budget to the education sector and direct funding contributions by donors and education partners is scarce and largely undocumented by the MOECHE. Data on funding allocations from the national government and spending patterns were obtained from the finance department of the Ministry of Education.

Government revenue has increased over the years and is likely to lead to increased funding for the education sector based on recent commitments made by the Ministry of Finance within the Federal Government (projection for 2017 estimated at over USD 5 million). Nevertheless, since 2012 funding to education has remained very low at the federal level in both absolute terms and as a proportion of the national budget. Allocations to the education sector has fluctuated slightly as a proportion of the national budget but remained fairly constant in absolute terms, which ultimately signifies a very low tax base and revenue generation capacity of government to fund social services such as education.

Figure 19. A representation of Somalia National Budget allocated to the Education Sector (2012-2016)

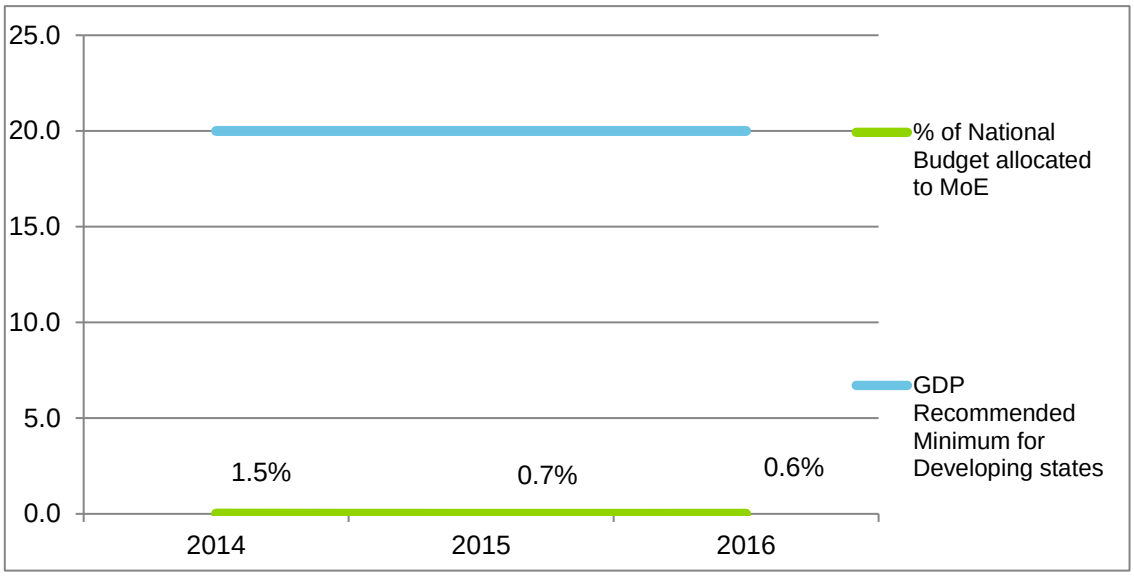


Source: MOECHE, Department of Finance

For example, based on data provided by the MOECHE Department of Finance as shown in Figure 19, about USD 1.7 million was allocated to the education sector from the national budget in 2014. This amount declined in 2015 to some USD 1.35 million and then increased slightly in 2016 to USD 1.37 million. Total resources available for the MOECHE over the years reveals a considerable decline between 2014 and 2015 where the budget went down by USD 428,000 and thereafter a marginal rise of USD 36,000.

The allocation of the federal government budget to the education sector has remained largely stagnant or has declined in absolute terms despite a significant growth in government revenue and direct donor support to the FGS. As a result, the proportion of the total national budget allocated to the education sector, already negligible in 2014 at 1.5%, has in fact declined by almost a full percentage point to .6% as a result of increased government revenue. The failure of the federal government to either maintain or increase the proportion of the national budget allocated to the education sector has had a negative impact upon the ability of the government to pay teacher salaries, the salaries of government officials within the ministry, to support children's learning with supplies and textbooks, or to cover virtually any and all needs in the education sector resulting in the MOECHE being almost entirely dependent upon external donor support to operate and deliver any type of education services for children or to address the inequities that exist across geographic or group lines (e.g. pastoralists, IDPs).

Figure 20. A representation of the federal government budget allocation to the Education Sector as a proportion of the National Budget

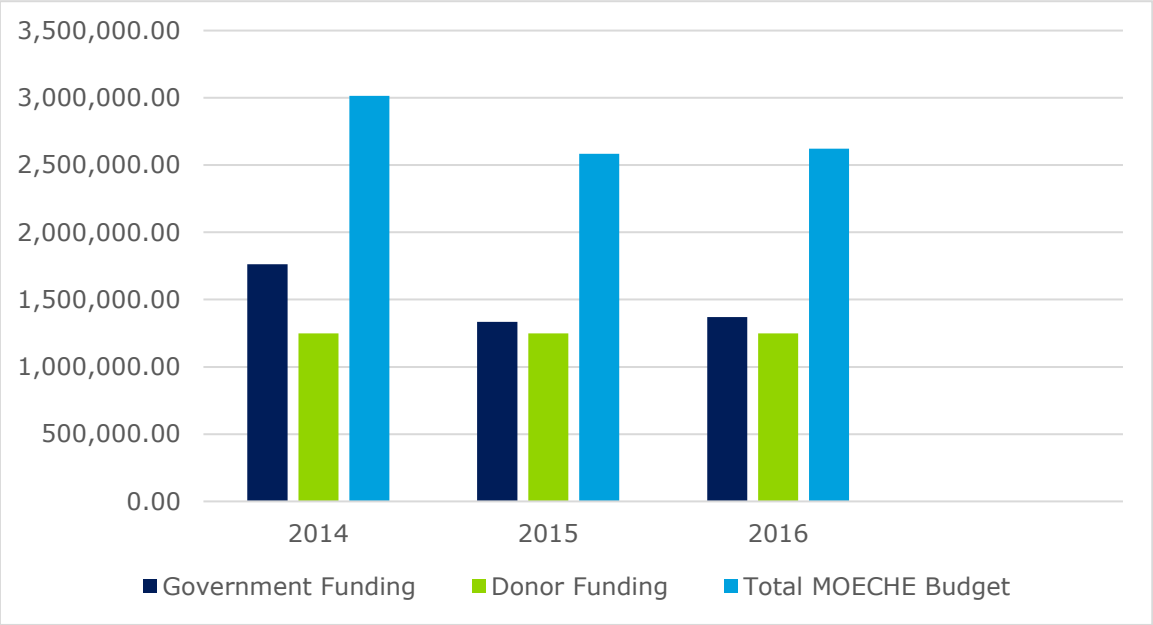


MOECHE, Department of Finance

There are no reliable records of the exact amounts of direct budgetary support provided to the MOECHE by donors and education partners. The MOECHE finance department estimates this direct funding support from external sources at approximately USD1,250,000 annually. UNICEF contributions are known and they have provided annual budget support ranging from USD 350,000 to USD 600,00 to key MOECHE activities. Donor and education partner support also takes other forms such as training of MOECHE staff, support for important meetings such

as the Annual Joint Reviews as well as providing technical support to key Ministry functions through payment of Technical Advisors (TAs) (see Chapter 10).

Figure 21. Total MOECHE Budget against estimated donor support



MOECHE, Department of Finance

Table 34 below shows the total budget available to the MOECHE from combined government and external donor funding. While donor direct budget support has been fairly constant, the government funding trends for the education sector do not show a prioritization of the sector by government. There is a 32% decrease in government funding to the MOECHE between 2014 and 2015, which in turn led to a 16% drop in the total available funding for the education sector from both the government or donors and partners. Such a sharp decline in funding meant that essential services such as the payment of teachers and purchase of important education supplies and material such as books was consistently neglected and dependent upon donor support via projects or 'activities' implemented by INGOs with donor funding. Moreover, insufficient government funding and domestic financing has undermined the capacity to government to plan and realistically implemented activities set out in the outgoing IESSP.

Table 34. Trends in Total MOECHE budget and estimated donor direct budget support

		Government Funding		Direct Budget Support		Total MOECHE Budget
		Amount	% of Annual Total	Amount	% of Annual Total	
2014	Amount	1,763,594	58.5%	1,250,000	41.5%	**3,013,594**
	% change	-32.1%		0.0%		**-16.6%**
2015	Amount	1,335,008	51.6%	1,250,000	48.4%	**2,585,008**
	% change	2.6%		0.0%		**1.4%**
2016	Amount	1,371,232	52.3%	1,250,000	47.7%	2,621,232

4.3 National Budget Allocation to the Education Sector- Comparison between FGS, Somaliland and Puntland

Table 35. Proportion of National Budget allocated to MoEs in Somalia (FGS, SL & PL)

		2012	2013	2014	2015	2016
Total Government Budget	**Somaliland**	100,000,000	125,000,000	152,000,000	180,000,000	203,000,000
	Puntland	30,158,200	38,622,800	39,277,340	60,182,157	N/A
	FGS	35,100,000	114,300,000	145,000,000	199,000,000	246,300,000
MoE actual budget	**Somaliland**	7,823,156	8,895,312	12,418,867	12,793,592	14,618,336
	Puntland	1,069,526	1,384,565	1,186,658	4,212,751	N/A
	FGS	N/A	N/A	1,763,594	1,335,008	1,371,232
MoE % of Total Budget	**Somaliland**	**7.8%**	**7.1%**	**8.2%**	**7.1%**	**7.2%**
	Puntland	3.5%	3.6%	3.0%	7.0%	N/A
	FGS	N/A	N/A	**1.2%**	**0.7%**	**0.6%**

Computations from SL ESA, PL ESA and FGS MOECHE Finance Dept.

The FGS has progressively increased the national budget, overtaking Somaliland over the past two years. Growing from USD 35 million alongside Somaliland's USD 100 million and Puntland's USD 30 million[98] in 2012, the FGS National budget is about USD 246 million in 2016 against USD 203 million in Somaliland.

There has been progressive increase in the allocation to the education sector in two of the three governments in Somalia. Somaliland has doubled its allocation from USD 7 million in 2012 to USD 14 million in 2016 while Puntland has increased its allocation from USD 1 million in 2012 to USD 4 million in 2015. As elaborated earlier in this section, data on the allocation to education by FGS in 2012 and 2013 is difficult to compile although the IESSP mentions that the then Ministry of Human Development and Public Service (then also overseeing the education sector) did not receive any funding from the National Government. Between 2014 and 2016, the allocation to the sector has ranged between USD 1.37 million to USD 1.76 million.

Thus, the share of the education sector allocation for FGS has been on a steady decline from 1.2% in 2014 to 0.6% in 2016. In contrast, Puntland on the other hand has more than doubled its percentage allocation from 3% to 7% between 2012 and 2015 while Somaliland, despite a stagnant growth in the allocation of between 7% and 8%, records the highest percentage and gross allocation of the three administrations.

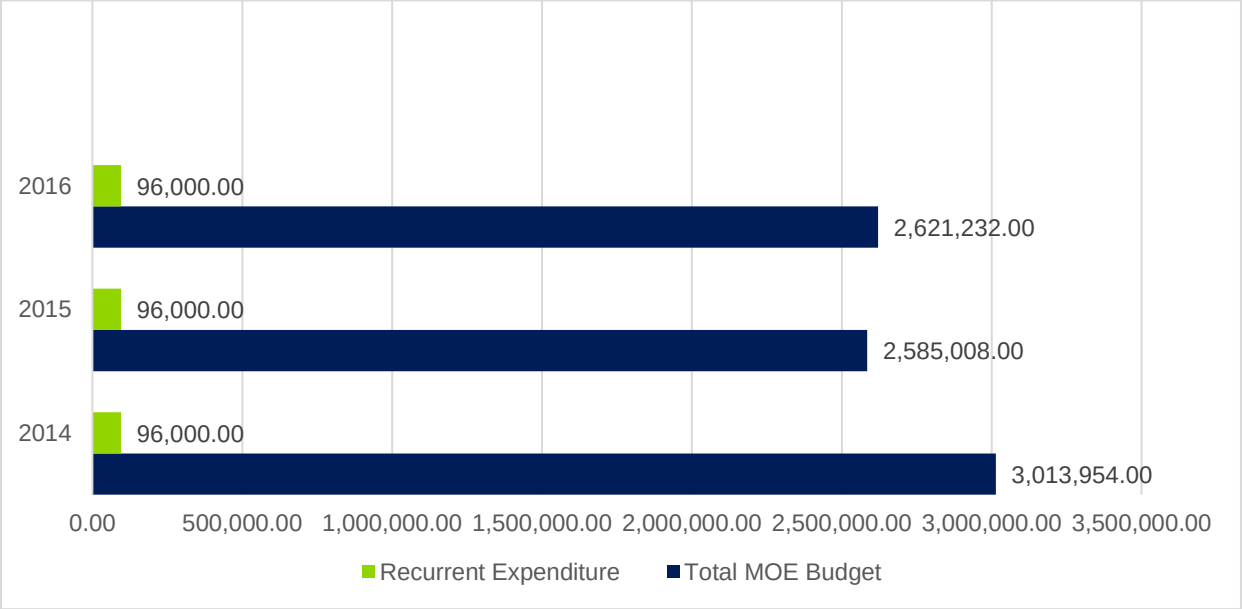
Such differences in the share of government funding allocated to the education sector can easily be linked with the stage of fragility and conflict each administration has experienced. Somaliland has had a relatively longer period of peace and has made significant progress in State building thereby stabilizing its focus on revenue collection while committing less to military and recovery budgets which eventually enables it to set aside a relatively bigger share

[98] MOEHS, Somaliland ESA (2012-2016), 2017

for education and training services. The FGS on the other hand, is only now emerging from conflict and long periods of fragility and a look at its national budget commitments reveals that it is prioritization functions of government related to peacebuilding and recovery, and therefore is not able to allocate significant proportions of the budget to education. This however has meant that it has not been able to fully deliver on its education plans.

Government Spending on Recurrent Expenditure. Recurrent expenditures, according to the MOECHE, includes costs of purchasing supplies such as stationery, funding key quality assurance activities such as transportation of Quality Assurance officers and supporting important workshops and meetings on policy deliberation and dissemination. Budget figures from the MOECHE Finance department indicate that the Ministry spends an average of USD 96,000 annually on recurrent expenditures that are not salaries. It is not clear if this is a ceiling set that has been consistently achieved or if it is the budgeted figures as the actual utilized amounts are not available due to poor record keeping and weak financial management systems within the MOECHE.

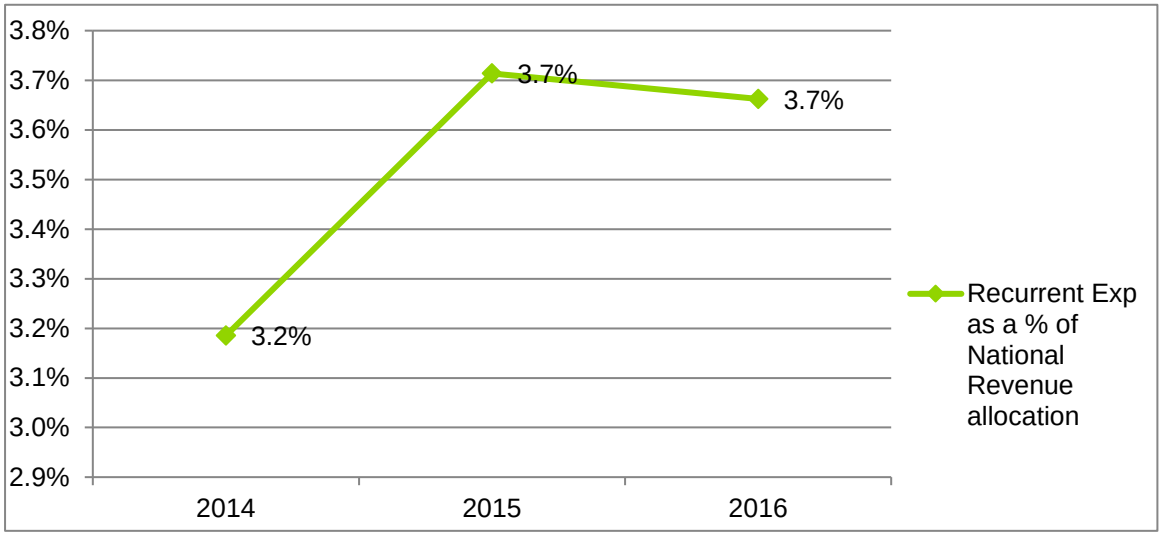
Figure 22. Recurrent Expenditure as a Proportion of the Total MOECHE Budget



MOECHE, Department of Finance

As shown in Figure 23, recurrent expenditure as a proportion of the total MOECHE budget has been between 3.2% and 3.7% over the past three years. It is likely that the MOECHE uses a large proportion of its small budget for salaries and allowances of staff, teachers and maintaining a minimal functioning of office facilities. As such, it has been unable to allocate further funds to recurrent or other investment expenditures for the sector.

Figure 23. A representation of Ministry spending on recurrent expenditure as a % of Total MOECHE Budget



MOECHE, Department of Finance

Considering the large geographical area that Central South Somalia covers, the greater population concentration in Central South (with over half the country's entire population) and challenges related to supporting the states and regions within Central South (some of which are recently liberated from Al-Shabaab and hence require extensive support to establish functioning education systems), the amount expended on the sorts of recurrent expenditures outlined above has not been sufficient to support system strengthening of the sector or to ensure key functions are maintained so that the education sector operates effectively or efficiently.

4.4 Funding priorities within the education sector for the outgoing IESSP and 'off-budget' support for the education sector

The IESSP provided projections of budgetary needs for its implementation, which are outlined below. Reliable data for all 'off-budget' donor funding support to the education sector in Central South Somalia has not been systematically documented by the MOECHE. Analysis on funding and areas prioritized in the sector are deduced here by looking at Joint Annual Review documents, which have been regularly supported by the European Union. All regions of Somalia conduct such reviews, which bring together education stakeholders to review progress of the education sector each year and to identify strategies for the coming year based on progress achieved and lessons learned.

Funding priorities from the Outgoing IESSP. The outgoing IESSP identified several key priorities and strategies that focused on strengthening of the MOECHE's institutional capacity and restoration of basic education services. As shown in Table 36 below, the projected budget need for priorities in the education sector over the three-year period of the IESSP was estimated at USD 58.1 million.

Table 36. Costing of Priority areas for the IESSP

Priority Areas	2013/2014 ($)	2014/2015 ($)	2015/2016 ($)	Total ($)	%
Institutional Development Interventions	883,000	520,000	60,000	1,463,000	2.5

Restoration of basic education	1,422,860	21,160,100	34,090,100	56,673,060	97.5
Total	**2,305,860**	**21,680,100**	**34,150,100**	**58,136,060**	**100**

FGS, MHDPS, Interim Education Sector Strategic Plan (IESSP) 2013

The IESSP put forward a projected budget allocation of 97.5% of resources toward the 'restoration of basic education' to address low enrolment rates and to support key sector policy objectives underpinning the Go-2-School strategy of the government. Only 2.5% of the projected budget resources were allocated to 'institutional development interventions', which included a wide range of initiatives related to the development of key sector policies. The largest projected 'running costs' under the 'restoration of basic education' were for the payment of teacher salaries which accounted for 84% of all 'running costs' for the IESSP. The majority of these costs for teacher salaries was subsequently addressed through funding support from GPE which covered 'incentives' for over 1,325 teachers and head teachers in Jubaland, Mudug/Galmudug, Hirshabelle and Southwest States. Other 'running costs' such as 'MOE salaries', 'supplies', 'travel expenses' and 'public utilities' combined accounted for roughly 10% of projected budgetary costs for implementing the IESSP.

Table 37. Projected 'running costs' for the 'restoration of basic education services' under the IESSP

Running Costs	**2013/2014 $**	**2014/2015 $**	**2015/2016 $**	**Total $**	**%**
MoE Staff Salaries	445,800	490,380	539,418	**1,475,598**	11.0
Teachers' Salaries	1,274,667	3,408,000	6,608,000	**11,290,667**	84.0
Material Supplies	22,000	26,400	31,680	**80,080**	0.6
Repairs & Maintenance	10400	12,480	14,976	**37,856**	0.3
Internal Travel Expenses	12,000	14,400	17,280	**43,680**	0.3
Public Utilities	139,054	166,865	200,238	**506,157**	3.8
Total	**1,903,921**	**4,118,525**	**7,411,592**	**13,434,038**	100

FGS, MHDPS, Interim Education Sector Strategic Plan (IESSP) 2013

Funding priorities from Joint Review of the Education Sector. As shown in Table 38 the JRES of 2014 identified eight strategic priority areas at a projected cost of USD 25 million. These strategic priorities were derived from the IESSP and regarded as key areas to support the implementation of the IESSP. Priorities were derived based on annual reviews of progress being made in the previous year and in an effort to align 'off-budget' donor support to implementing priorities of the IESSP.

In this prioritization, restoration of basic education was given priority as 82% of the total planned resources while payment of teacher salaries was the next priority at 13% of the projected budget resources. Other priorities such as 'institutional development', 'MOE staff salaries', 'Supplies' and 'Travel expenses' were each projected at less than 2% of what was a fairly modest overall budget.

Table 38. Funding priorities and projected budget needs for the Education sector (JRES 2014)

Item	Amount	%
Institutional Development	520,000	2.0%
Restoration of Basic Education	21,160,100	82.0%
MOE staff salaries	490,380	1.9%
Teacher Salaries	3,408,000	13.2%
Material Supplies	26,400	0.1%
Repairs & Maintenance	12,480	0.0%
Travel Expenses	14,400	0.1%
Public Utilities	166,865	0.6%
TOTAL	**25,798,625**	**100.0%**

Synthèses Report, JRES, MOECHE 2014

The MOECHE focused on increasing access to basic education, which was a sensible approach considering the very low enrollment rates for Primary, Secondary and ABE in Central South Somalia. Prioritizing the payment of teacher salaries was further seen as complimentary to increasing access to basic education and was based on the assumption that if teachers were paid, they would show up to schools and, in turn, ensure that children attend school. At the same time, a focus only on increasing enrolment without ensuring teachers were in schools would not yield sustainable results for increasing access to education or support children's learning. While the assumptions underpinning this strategy are valid, the absence of robust data on teacher absenteeism rates or children's learning outcomes makes it difficult to prove or disprove the premises (or 'theory of change') underpinning these priority strategies.

Table 39. Funding Priorities and projected budget needs for the Education Sector (JRES 2015)

Item	Amount	Percentage
Institutional Development	8,912,000	22.5%
Restoration of Basic Education	20,143,750	50.8%
Crosscutting Salaries	1,495,000	3.8%
Running Costs	9,081,661	22.9%
TOTAL	**39,632,411**	**100.0%**

Aide Mémoire, JRES, MOECHE 2015

The JRES of 2015 was reduced to four priority areas requiring focused support from donors and aid agencies. 'Restoration of Basic Education' remained a key priority with about 51% of the projected budget directed here. 'Institutional development' and 'running costs' were the next priorities each with a projected budget requirement of 22% of total funds needed at some USD 39 million (53% more than in 2014). However, JRES documentation does not provide data on actual expenditures for the sector against projected budget needs so it is not possible to assess that funding that was provided to the sector over these years by donors. The Aide Memoire produced by JRES meetings only lists the achievements and challenges of each of the priority areas and does not indicate the figures spent or sources of funding for activities implemented under the priority areas.

Sector Spending on Education Sector Personnel. The Education Sector planned to spend about 10% of its total budget on personnel. Data on actual spending for teachers and MOECHE personnel is not available and it is thus not possible here to contrast between the projected budget and the actual figures utilized on personnel and teachers. The table on the annual payment of MOECHE staff reveal fairly modest salaries, perhaps a reflection of the developing financial capacities in the MOECHE and a balance of priorities against limited resources.

Table 40. Annual Salary by Position for MOECHE Staff

Position	2014	2015	2016
Minister	N/A	60,000	60,000
Vice-Minister	N/A	48,000	48,000
Permanent Secretary	N/A	N/A	14, 400
Director-General	14, 400	14, 400	14, 400
Departmental Directors	13,620	13,620	13,620
Head of Units	8,820	8,820	8,820
Education officers	8,820	8,820	8,820

MOECHE, Department of Finance

4.5 Education Financing at Regional and State Level in Central South

Over the past several years the federal government has regularly disbursed funding to education ministries at regional level to support education service delivery in Central South Somalia. Overall these annual disbursements have been relatively small with some regions, such as Middle Juba and Middle Shabelle,, not having received any funding disbursements from the MOECHE as some areas have been under the control of Al-Shabaab. Such states for instance in Middle Juba are not in control of the FGS government and therefore not able to administer education and training services. Other areas such as Middle Shebelle is the newest regional state formed in 2016 are still developing basic financial systems to manage funds to support service delivery.

Table 41. Federal Government funding allocations for education services at state/regional level in Central South (in US$)

State	Region	2014	2015	2016	Total
Jubaland	Lower Juba	130,800	130,800	130,800	392,400
	Middle Juba	n/a	n/a	n/a	n/a
	Gedo	109,200	109,200	109,200	327,600
	Total	**240,000**	**240,000**	**240,000**	**720,000**
	% of annual totals	**17.39%**	**17.39%**	**12.20%**	**15.23%**
Southwest	Bakool	0	0	21,600	21,600
	Bay	234,400	234,400	234,400	703,200
	Lower Shabelle	176,400	176,400	176,400	529,200
	Total	**410,800**	**410,800**	**432,400**	**1,254,000**
	% of annual totals	**29.76%**	**29.76%**	**21.98%**	**26.52%**
Hirshabelle	Middle Shabelle	n/a	n/a	n/a	n/a

	Hiraan	182,400	182,400	182,400	547,200
	Total	**182,400**	**182,400**	**182,400**	**547,200**
	% of annual totals	**13.21%**	**13.21%**	**9.27%**	**11.57%**
Galmadug	Mudug	120,000	120,000	120,000	360,000
	Galgaduud	144,000	144,000	142,800	430,800
	Total	**264,000**	**264,000**	**262,800**	**790,800**
	% of annual totals	**19%**	**19%**	**13%**	**17%**
Banadir		283,200	283,200	283,200	849,600
% of annual totals		**20.52%**	**20.52%**	**14.40%**	**17.97%**
Total		**1,380,400**	**1,380,400**	**1,967,200**	**4,728,000**
% of 3 year totals		**29.20%**	**29.20%**	**41.61%**	**100.00%**

MOECHE, Department of Finance

Disbursements from federal level to state and regional levels have understandably been limited given the small size of the national budget over recent years. However, recently several state administrations have demonstrated a capacity to generate local level government revenues that can be used to support educations service delivery at state and regional level. Data on the revenue collected remain scant and not easily available with the relevant MOECHE departments and the Ministry of Finance It is vital that this information is collected and monitored to encourage growing of these revenue collection capacities as well as promote accountability.

4.6 Off- Budget Programme Support for the MOECHE

Comprehensive data on off-budget support by donors and partners over the years is not readily available with the MOECHE. It is however not in doubt that significant support from donors and partners go into directly supporting educational programmes and projects. This support ranges from directly supporting programmes and projects across the sector, facilitating Ministry staff through short courses and seminars to payment of technical advisors for the various departments in the Ministry in an effort to strengthen capacity. Donors and partners have also played a role in the funding of initiatives that promote the availability of educational data such as population surveys and the annual educational statistics yearbooks. This support and capacity building initiatives is discussed in detail in Chapter 10: Cross-cutting themes. Table 42 provides a rough estimate based on available data regarding investments made in the education sector from 2011 to 2017 and includes confirmed additional funding up to 2020.

Table 42. Off-budget Programme support to the MOECHE (2011-2017)

Donor	Partner	Project Name	Regions	Value (USD)*	Period
USAID	MERCY CORPS	Somali Youth Leaners Initiative	SL, PL & CSS	37,042,403	2011-2017
Netherlands	UNICEF	Peacebuilding, Education and Advocacy Programme (PBEA)	SL, PL & CSS	14,000,000	2012-2016
Qatar	UNICEF	Education a Child	SL, PL & CSS	19,000,000	2014-2017

GPE	UNICEF	Global Partnership for Education	SL, PL & CSS	14,000,000	2012-2017
USAID	UNICEF	Alternative Basic Education	Gedo, Bay & Bakool	9, 999, 999	2015-2020
DFID	UNICEF	Resilience Programme	CSS	3,000,000	2014-2016
Japan	UNICEF	Emergency Response	SL, PL & CSS	5,000,000	2012-2017
UNICEF Nat Coms	National NGOs/MOEs	Pastoral education and emergency	SL, PL & CSS	4,500,000	2011-2017
UNICEF	National NGOs/MOEs	Thematic funds	SL, PL & CSS	10,000,000	2011-2017
European Union	INGO Consortium/other	Various	SL, PL & CSS	72,000,000	2014-2020
DFID	RI	Educate Girls, End Poverty (GEC)	SL,PL,Galmudug & Benadir	18,319,700	2013 - 2017
USAID	TBD	TBD	SL, PL & CSS	60,000,000	2018-2020
GPE	MOEs, UNICEF, Save the Children, Care, Concern, NRC	GPE	SL, PL & CSS	33,000,000	2017-2021
Education Cannot Wait	Various	Rapid Emergency Response	SL, PL & CSS	5,000,000	2017-2018
Somalia Humanitarian Fund	Various	Rapid Emergency Response	SL, PL & CSS	18,000,000	2011-2017
DFID	CARE/ADRA	Somali Girls Education Promotion Project (SOMGEP) 1	SL, PL & Galmudug	17, 857,619	2013 - 2017
Total				**$312,862,103**	2011-2020

Source: MOECHE ESA working groups

The limited data available on programme and project support between 2011-2010 indicate a considerable lean by donors and partners to supporting youth learning initiatives. About USD 37M has gone into a project *Somali Youth Learners initiative* that aims at reducing the number of youth out of school and impacting basic skills to the learners. Promoting girls education has also been given a priority by donors and partners with about USD 35M going into initiatives that keep girls in school and help reduce gender inequality in learning outcomes. From 2011 to 2017 one of the largest partners for the education sector in Somalia was by far UNICEF which either contributed, mobilized, or managed a combined total of close to USD 72 million from 2011 to 2017. The total estimated investments made from 2011-2017 including new commitments from major donors such as the EU, USAID and GPE to 2020 is approximately USD 313 million.

4.7 Summary findings and policy options for effective domestic financing for the education sector

Key findings

- MOECHE financial tracking and accounting systems remain weak, with the ministry unable to document and report on financial expenditures across a range of areas or

financial tracking for 'off-budget' support provided by donors over the past several years.

- While community contributions to financing education is important in many states and regions, there is no data available in the ministry regarding this important source of domestic financing for education.
- Weak financial tracking and reporting systems exposes as well as uncertainty about the sources of private funds exposes the education system to risks. This risks include dangers of fragmenting the education sector and allowing external influences to have too great an influence on particular schools or policies. This can undermine the development of the education system and its potentially positive contributions to peacebuilding and statebuilding goals of the government. It can also work against harmonization and any imposition of standards by the Ministry.
- Overall domestic financing for the educations sector in Central South remains very low and is currently less than 1%. The government has failed to meet basic commitments to increasing finance for the education sector as a proportion of the national budget. In fact, as the national budget has grown the proportion of funding to the education sector has decreased and funding in real terms has remained stagnant or slightly decreased.
- MOECHE funding constraints have meant that there is very little annual funding to support key recurrent or investment costs that could strengthen the education system. The estimated USD 96,000 annual amount is totally inadequate for supporting monitoring, supervision, examination and other training costs of personnel. This has meant that progress in strengthening the overall system's capacity has been very slow and will remain so if funding remains at this level.
- Direct budget support from donors to the budget of the MOECHE has accounted for nearly 50% of the entire annual budgets over the past three years. However, the nominal value of the budget still remains woefully small at approximately USD 2.6 million in the year 2016. This has left the ministry unable to function effectively, build its capacity or support states and regions in their attempts to expand access to quality formal education.
- Off-budget support provided by donors and development partners has been the main source of funding for education services accounting for the majority of funding for development activities in the sector. As such, the MOECHE remains highly dependent upon external donor funding support.
- It is unclear whether, or how far, donors and aid agencies aligned their financing to the key priorities outlined in the IESSP during the 2013-2016 period
- Payment of 'teacher incentives' and 'salaries' comprised the largest proportion of the 'running cost' budget for the MOECHE, over 80%. It is however unclear what returns were achieved with this investment and whether teachers attended schools regularly nor how these payments fitted with donor, NGO and private funding for teacher salaries.
- There is a strong potential for domestic financing to increase as tax systems improve and local economies develop, but the government must commit to increasing the percentage of these funds that go into education. Similarly, local state governments are demonstrating an increasing ability to generate local revenue to support social service delivery.

Policy Options for Effective Domestic Financing

- The Ministry of Finance has already committed to increasing the proportion funds allocated to the education sector from the national budget to 5% for 2017. The MOECHE needs to strengthen its own absorption capacity and transparency mechanisms to utilize those funds effectively. The level of this allocation should increase by at least 2% annually if it is to reach the 10%-12% target of funds allocated to the education sector as set out in the National Development Plan.
- As government budget allocations to the education sector increase over the next several years, the MOECHE will need to prioritize funding for core functions to ensure the education system operates effectively. This will include greater government spending on 'running costs' such as teacher salaries, examinations, school supervision and training of key staff to better manage the performance of the education sector at all levels (Federal, State and Region).
- As many students are enrolled in 'non-state' schools, the MOECHE will need to consider strengthening the regulatory and policy environment to ensure the alternative funding sources from community-level and from non-state actors are transparent, accountable and aligned to broader policy frameworks and education goals of the country.
- The MOECHE will need to build partnerships for innovative financing for the education sector and develop a clear strategy for tapping into diaspora remittance payments and the private business sector to support education service delivery. Thus far this opportunity has not been sufficiently development. To ensure that innovative funding from the diaspora as well as from local communities is realized, transparency and accountability mechanisms will also need to be strengthened within the ministry to prevent leakages of funds and thus reassure investors that funds are utilized as planned.
- The MOECHE will need to explore new partnerships with non-state actors for the supply and distribution of supplies and learning materials for children in schools. Not only can this yield cost-savings, but will ensure that actors utilize curriculum and learning materials aligned to national curriculum framework materials and that such materials are also aligned to the peacebuilding and statebuilding goals of the government.
- Strengthen financial tracking and reporting mechanisms within the ministry to increase its capacity to direct, plan and coordinate donor investments and those from alternative/innovative funding sources.
- Future 'off-budget' support will remain important in years to come and should be aligned to new ESSP priorities to ensure harmonization of donor support to achieve progress on key ESSP indicators. Donors should identify specific areas to fund and focus on those investments for the duration of the next ESSP to ensure an effective 'sector-wide approach' is applied in Central South that will accelerate achievement of education results through synergies across donors and development partners.
- Budgeting and planning for the education sector should include local revenue generation capacity with clear strategies in place for state and regional governments to generate 'earmarked' local revenue to support education service delivery and contribute to financing of teacher salaries at local level.
- Funding allocations to State and Regional levels should be based on need-based calculations to ensure the most needy regions receive support fairly relative to other regions and so as to avoid perceptions of political favor and clan-bias when funds are allocated from Federal to State level.

- Considering the very limited funding available for the education sector, available funds should be targeted toward supporting the most marginalized and disadvantaged children. This will help to address inequities in service provision and related risks outlined in Chapter 3, and will also help to accelerate progress with achieving key SDG 4 education targets. Additionally, considering the higher social returns generated for investing at primary schooling, the government should continue prioritizing investments in the primary school level until universal access to education is achieved as this will also avoid deepening social and political inequities that would be counterproductive to the government state building and peacebuilding goals.
- Future plans will also need to ensure that private education, including funding from NGO's, other external sources and for profit, continues to play its key role in ensuring access to education but does so within the Ministry's regulatory framework. As at present, such private initiatives support over 90% of learning places, they remain essential to achieving the goals of the ESSP. They also will free up the ministry to concentrate on the more marginalized and therefore less profitable areas of education.

5. Chapter 5 – Early Childhood Care and Education (ECCE)

Early Childhood Care and Education (ECCE) is a term used to describe education programmes that serve children in their preschool years (i.e. before they enter primary school). It can include a range of activities designed to aid in the cognitive and social development of pre-schoolers. This chapter focuses on ECCE rather than Early Childhood Development (ECD), which encompasses a more holistic concept of development from pregnancy to the age of 8 and includes health, welfare, physical development and is often incorporated into the context of 'whole family care' within the community. Among other important areas, ECCE plays a critical role in preparing children for entry into formal primary schools and the transition from 'home-to-school', contributes to reduced levels of schools attrition in formal primary education (especially in the first three years) and improves children's learning outcomes in formal primary education.

This chapter describes the existing situation of ECCE in Central South Somalia in terms of access to ECCE centres, system capacity gaps, and the role of Quranic schools. Data for formal ECCE facilities is quite limited which, as a result, reduces the scope and depth of possible analysis. There is, however, slightly more data available for Quranic schools drawn from a 2016 UNICEF Rapid Baseline survey covering areas such as teachers, funding Quranic schools, and enrolment numbers. Data for Quranic schools also has its limitations due to data gathering methodologies so is thus treated only as indicative of conditions for Quranic schools but, in the absence of any other data sources, provides a useful snapshot. No data is available on quality of learning outcomes for small children in either formal ECCE facilities or Quranic schools. Data on the quantity, quality of learning in both Quranic schools and kindergartens is limited. At present, most early year children access Quranic schools though the exact numbers are difficult to ascertain given that Quranic schools also service older age children.

5.1 Policy Context

The IESSP 2013/14–2015/16 outlines the FGS recognition of ECCE as an essential part of basic education as defined by the Dakar Framework for Action.[99] The Plan included "[Restoring] early childhood education by adopting measures to provide school accommodation, teachers and relevant teaching and learning materials so as to draw as many children as possible into formal schooling" as a Priority Action.[100] Further, The FGS cabinet agreed on a proposed Education Policy that is yet to be approved into law.

The key components of the Draft Education Policy are;

I. To ensure all children in Somalia aged 3 to 5 years have equal opportunity to access quality ECCE services.
II. To ensure the harmonization of standards, high quality ECCE services and introduction to age-appropriate life skills and monitor this through the implementation of an articulated ECCE curriculum.

[99] Somali Federal Republic Ministry of Human Development and Public Services Directory of Education. 2013. Interim Education Sector Strategic Plan 2013/14 – 2015/16 for Central South Zone. Mogadishu: MoHDPSE.
[100] Ibid.

III. To register all ECCE centres and providers of ECCE services to ensure compliance with basic minimum standards and packages
IV. To ensure the introduction of grade zero to facilitate easy entry into primary school
V. To promote parental education about ECCE[101]

The objectives of the Draft Education Policy that touch on ECCE are yet to be implemented. Indeed, the policy itself is yet to be passed and the Ministry intends to take the policy before the cabinet in Mid-June 2017. For instance, the objective to ensure that all children in Somalia aged 3 to 6 years have equal opportunity to access quality ECCE services is a commitment that has not been realized. It is however important to understand that the Somali community consider Quranic schools as part of the ECCE (including both Integrated Quranic schools where teachers are also trained to deliver basic Arabic literacy and numeracy and traditional Quranic schools that only focus on the ability to read, write and memorize the Quran).

However, registration and supervision to ensure that any of these learning institutions meet the required standards has not been carried out. At the same time, harmonization of the standards and implementation of the ECCE curriculum has not begun as the MOECHE does not have an ECCE department. Some existing ECCE centres are currently not registered and nor regulated by the Ministry. Lack of a dedicated department to roll out ECCE policies, map the available ECCE facilities and roll out the ECCE curriculum contributes to increased lack of clarity between the roles of Quranic schools and formal ECCE schools.

The Draft policy envisions the introduction of 'grade zero' that facilitates easy entry into primary school. Whereas the stakeholders in the education sector agree on the importance of this grade in the cognitive preparation of young learners, this has not been rolled out and Quranic schools are for the time being serving as 'grade zero'.

Service delivery channels. There were three main channels for early learning programs in Central South Somalia categorized as follows:

- Traditional Quranic school (TQS)
- Integrated Quranic schools and
- Kindergartens (KG).
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Whereas the TQS are found in both urban and rural areas and at least in every village, the private KGs and IQSs are mainly located in urban centres, with KGs in particular tending to be attached to privately-managed education facilities. It is widely assumed that the vast majority of children in this age group are enrolled in the traditional Quranic schools, which are more easily accessible to all Somali families as they are located within villages and they charge lower fees than 'formal' kindergartens. Kindergartens, the majority of which are in urban areas and managed by private institutions, are mainly accessed by children from well-to-do families.

[101] Federal Government of Somalia Ministry of Education, Culture and Higher Education. 2016. Draft National Education Sector Policy. Mogadishu: MoECHE.

ECCE Stakeholders. There are several important Stakeholders to involve in the management and planning for the ECCE[102] sector. These are outlined in Table 43 below.

Table 43. Stakeholders involved in the Management of ECCE Education

Entity	Role
Ministry of Education, Culture and Higher Education [MOECHE]	Develop ECCE policy and service standard guidelines, monitoring and evaluating.
Ministry of Religious Endowment [MORE]	To develop Integrated ECCE Islamic religion based curriculum Appoint and support training of ECCE trainers
Private entities	Run ECCE centres mainly in urban areas.

MOECHE ESA Technical Working Groups

Currently, the Federal Government, as with many other education administrative levels, lacks an officially endorsed regulator frameworks to guide Early Childhood Education. Instead, the few schools that do provide ECCE services, the majority of which are funded privately, manage schools under various umbrella organization, utilize their own policies and have their quality standards. This has contributed to the overall fragmentation of this sector and lack of any coherent or harmonised approach around nationally agreed quality standards or curriculum for education at this level.

5.2 ECCE Enrolments and Service Delivery

In Somalia and Central South existing pre-school facilities (e.g. such as kindergartens and nursery schools) are run by local NGOs and private foundations in larger urban centres. Structured learning opportunities for the majority of pre-primary age children are concentrated in Quranic schools.

The Go-2-School (G2S) initiative[103] included a target of 24,000 children under 5 enrolled in Early Childhood Development units attached to primary schools in 4 regions (SFR, CS, Somaliland and Puntland). This target was to be monitored by the MoECHE through EMIS annually from 2012.[104] However, the MoECHE are yet to start collecting pre-primary education data.[105] As such, no EMIS data is available for conducting analysis of enrolments in formal ECCE for Central South.

It is assumed that the majority of young children (in the relevant ECCE age bracket) are unable to access formal ECCE services, especially the poor and those in rural nomadic communities

[102] Acacia Consultants, 2013. Early Childhood Development and Education Feasibility Study Report & Implementation Plan For Federal Government of Somalia.
[103] Somalia Federal Republic Ministry of Human Development and Public Services. 2013. Go-2-School Initiative 2013-2016: Educating for Resilience. Mogadishu: MoHDPS/UNICEF.
[104] Ibid.
[105] Federal Government of Somalia Ministry of Education, Culture and Higher Education. 2016. Education Statistics Yearbook 2015/2016. Mogadishu: FGS MoECHE.

where the only services available may be found in the traditional Quranic schools. It is worth recognizing that the proportion of pre-primary school aged children (3-5) attending Quranic school and kindergartens may also be very low as Quranic schools also cater for older children (see enrolment data for Quranic schools below). Thus, while data for enrolments in Quranic schools may appear high, it is likely that a relatively small proportion are those from the ECCE age-bracket. In addition, the nature of the pastoral/nomadic lifestyle of a large proportion of the Somali community limits their access to ECCE services. As observed in Chapter 2, about 25% of the total Somalia Population lead a nomadic lifestyle while in Central South Somalia, 21.5% of the of the total Central South Somalia population are nomads. Another factor limiting access to ECCE is the cost of education, as both forms of education, Quranic and formal, charge school fees. However, whereas the fees in Quranic schools are moderate and affordable for most, fees charged for kindergarten in privately managed facilities are relatively high and out of reach of the majority.

Quality of ECCE service provision. Given that the MoECHE has yet to address the data management, monitoring and quality assurance needs of the ECCE Subsector, there is insufficient data to conduct a robust analysis on quality issues for ECCE. However, it is widely assumed that the quality of ECCE services varies greatly for a range of reasons including: lack of a standardised ECCE curriculum, untrained teachers, out-dated teaching/learning approaches, lack of learning materials and inadequate use of play and age-appropriate teaching and learning strategies.

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5.3 Teacher/caregiver training, curricula, and expansion of ECCE

Teacher/caregiver training and curriculum. Presently, there is no curriculum for ECCE teacher training available and no clear training policy or strategy for ECCE teachers and caregivers. One can link the training of ECCE teacher with primary teachers training, as there are some areas that are similar. However, the ECCE modules would need to be specific to their level and age group and not be confused with training of lower primary teachers. In addition to the outcome-based approach, the curriculum for the children should contain components of the Quranic-school curriculum, as this meets the needs and aspirations of the community and can smoothen the anticipated transition process which could facilitate a transition towards the MoECHE eventually exercising full authority and quality assurance over both areas. This can, if agreeable, lead to some integration of Quranic and early grade learning competencies.

Community perceptions toward ECCE and its expansion. Lack of understanding by communities of the nature and importance of ECCE has resulted in wide-spread assumptions that attending Quranic School is the same as attending ECCE. This is in spite of the curriculum stating that the children between the age of 3-6 years be enrolled for ECCE education and education experts, according to the Ministry, consider ECCE as an essential stepping stone and foundation to primary school education. This suggests the need for an awareness raising campaign to address these beliefs. As reported during interviews with MOECHE officials, some people believe that integrating Quranic Education with secular subjects would dilute religious teaching, which is the core mandate of the Quranic schools. At the same time, there is a debate within the Ministry as some consider Quranic education centres as religious institutions that should be placed under the Ministry of Justice and Religious Affairs.

5.4 Quranic schools

Quranic schools provide religious education for children focusing on the Quran and related material. The schools, which are widespread in both rural and urban areas, are run and supported by communities and, with the exception of Integrated Quranic Schools (IQS), are not part of Somalia's formal education system. Quranic schools come under the mandate of the Ministries of Religion (in Somaliland and Central South), while in the case of Puntland they come under the authority of the Ministry of Justice. In contrast the IQS curriculum teaches a broader range of subjects which include; Pre-Literacy and Pre-Numeracy, Reading and writing of the Qur'an and memorization, Prayers and supplications, Utilization of the learning aid materials, Etiquettes and basic principles of Islam, Social skills and conflict resolution techniques and ethically lessons around sharing.

Enrolments in Quranic schools is quite high. Based upon UNICEF 2012 MICS survey data, which covered only Puntland and Somaliland, 42% of boys and 28% of girls enrol in traditional Quranic schools.[106] A Rapid Assessment conducted in Central South puts the Enrolment in Quranic Schools at over 201,000 exclusive of Banadir region. In all parts of Somalia, girls' participation in formal or Quranic schools is significantly lower than that of boys[107]. Many children attend Quranic schools from an early age but these cannot be considered a preparation or replacement for ECCE since what is taught is primarily the Quran and Arabic language with the core purpose of facilitating religious learning using original Islamic texts. At the same time, the age of those enrolled in Quranic schools often extends beyond the formal ECCE school-going age of 3-5 yrs.

5.5 Enrolments in Quranic Schools

Data for children's enrolment in Quranic schools in Central South Somalia is drawn from a 2016 UNICEF Rapid Baseline Survey, which covered 9 out of 10 regions in Central South (excluding Banadir), but potentially overstates the numbers of children enrolled because of the survey methodology employed. However, the data fails to provide a clear understanding of the proportion of ECCE school-going age children enrolled as data is not available on an age-disaggregated basis. With these caveats in mind, the available data provides a snapshot of Quranic schools, teachers, school management, and quality of school infrastructure for those children attending these facilities and thus a useful snapshot of the context in which ECCE school-going age children attend school.

Children enrolled in Quranic Schools. Based on available data in Table 44 below, 201,293 children across 9 regions of Central South are enrolled in Quranic schools. As data is not available on an age-disaggregated basis it is not possible to calculate the proportion of 3-5 year old children enrolled. The state with the largest number of children enrolled in Quranic schools is Southwest State (32% of all those enrolled in Central South are in Southwest State) with the lowest proportion found in Galmadug State (16% of all those enrolled in Central South). The proportion of girls over boys enrolled is low across all states and regions. The highest gender disparity was found in Middle Shabelle Region (only 34% girls enrolled compared to 66% boys), while the lowest gender disparity is found in Middle Juba Region (47% girls enrolled compared to 53% boys enrolled). Overall, 44,633 more boys are enrolled

[106] Multiple Indicator Cluster Survey, 2011. UNICEF, Republic of Somaliland Ministry of National Planning and Development (MNPD). 2014.
[107] ibid

in Quranic schools compared to girls giving a gender disparity of 61% male to 39% female. Considering the focus of teaching and learning in Quranic schools it is also fair to assume that those children aged 3-5 years who are enrolled find themselves in classes of mixed-age children, though available information suggests that teaching pedagogies are not sensitive to age-appropriate teaching methods.

Table 44. Enrolment in Quranic schools, Central South by region/state

State	Region	Quranic School Enrolments				Total	
		Male		Female			
Jubaland	Lower Juba	18,309	59%	12,920	41%	31,229	
	Middle Juba	100	53%	90	47%	190	
	Gedo	10,000	60%	6,620	40%	16,620	
	Total	**28,409**	59%	**19,630**	41%	**48,039**	**24%**
Southwest	Bakool	11,873	61%	7,487	39%	19,360	
	Bay	9,118	58%	6,607	42%	15,725	
	Lower Shabelle	17,704	60%	11,803	40%	29,507	
	Total	**38,695**	60%	**25,897**	40%	**64,592**	**32%**
Hirshabelle	Middle Shabelle	20,946	66%	10,698	34%	31,644	
	Hiraan	15,485	60%	10,295	40%	25,780	
	Total	**36,431**	63%	**20,993**	37%	**57,424**	**29%**
Galmadug	Mudug	8,748	63%	5,236	37%	13,984	
	Galgaduud	10,680	62%	6,574	38%	17,254	
	Total	**19,428**	62%	**11,810**	38%	**31,238**	**16%**
Banadir		n/a	n/a	n/a	n/a	n/a	
Central South		**122,963**	**61%**	**78,330**	**39%**	**201,293**	**101%**

UNICEF Rapid Survey, 2016

Numbers of Quranic Schools and their distribution. Available data for Central South found in Table 45 below suggests that the total number of Quranic schools in Central South is 2,967, many of which are located in villages and rural areas thus providing access to a large number of children (including older children) who may otherwise not access any type of education service. The distribution of Quranic schools is equal across Southwest and Jubaland States and slightly lower for Jubaland and Galmadug states (22% and 20% respectively). Within states, there is also a high level of variation regarding the distribution of Quranic schools. In Southwest State, for example, the majority of Quranic schools are located in Lower Shabelle Region (79%), with Bakool and Bay regions having 36% and 29% respectively of Quranic schools within state level. Within other states, variations across regions typically vary from 44% to 58% of Quranic schools in any single state being concentrated within any single region of that state.

Table 45. Number of Quranic Schools, Central South by region/state

State	Region	Number of schools	
Jubaland	Lower Juba	355	56%
	Middle Juba	1	0%
	Gedo	283	44%
	Total	**639**	22%
Southwest	Bakool	312	36%
	Bay	250	29%
	Lower Shabelle	310	76%

	Total	**872**	29%
Hirshabelle	Middle Shabelle	449	52%
	Hiraan	407	48%
	Total	**856**	29%
Galmadug	Mudug	263	44%
	Galgaduud	337	56%
	Total	**600**	20%
Banadir		n/a	n/a
Central South		**2,967**	

UNICEF Rapid Survey, 2016

5.6 Quranic School Teachers and Schools

Quranic school teachers and their distribution. Based on available survey data in Table 46 below there are some 4,994 teachers in Quranic schools spread across 9 regions of Central South. Not surprisingly, their spread across the states mirrors the spread of learners. The largest proportion of teachers are in Southwest State (30%) followed by Jubaland State (23%), while Galmadug State has the smallest proportion of Quranic school teachers. Within the states the distribution of teachers is fairly equitable with variations ranging from between 40% to 60%. The only exception is Southwest State where regional variations range from 26% to 41%, with the lowest proportion of teachers found in Bay Region. There is also a very high gender imbalance between male and female teachers. Only 4% of all teachers are female (222 out of 4,772 teachers). The region with the greatest gender disparity is Bay Region where 98% of all teachers are male, while the 'smallest' gender disparity is found in Gedo Region where 92% of all teachers are male. In regards to Quranic schools this disparity can be associated with religious teaching in schools, traditionally led by males. However, in relation to teaching and early year learning for children in the ECCE age bracket such a gender imbalance among teachers is potentially problematic.

Table 46. Quranic school teachers, Central South by region/state

State	Region	Quranic School Teachers				Total	
		Male		Female			
Jubaland	Lower Juba	638	93%	49	7%	687	60%
	Middle Juba	1	100%		0%	1	0%
	Gedo	431	92%	35	8%	466	40%
	Total	**1070**	**93%**	**84**	**7%**	**1154**	**23%**
Southwest	Bakool	450	93%	36	7%	486	33%
	Bay	382	98%	9	2%	391	26%
	Lower Shabelle	580	96%	22	4%	602	41%
	Total	**1412**	**95%**	**67**	**5%**	**1479**	**30%**
Hirshabelle	Middle Shabelle	690	97%	18	3%	708	52%
	Hiraan	651	99%	9	1%	660	48%
	Total	**1341**	**98%**	**27**	**2%**	**1368**	**27%**
Galmadug	Mudug	431	94%	28	6%	459	46%
	Galgaduud	518	97%	16	3%	534	54%
	Sub total	**949**	**96%**	**44**	**4%**	**993**	**20%**
Banadir		n/a	n/a	n/a	n/a	n/a	n/a
Central South		**4772**	**96%**	**222**	**4%**	**4994**	**100%**

UNICEF Rapid Survey, 2016

PTR in Quranic schools. The overall PTR for Quranic schools in Central South is 40 learners to 1 teacher. Data is not available on a class-level basis, rather only for overall numbers of teachers and students. The lowest PTR is found in Galmadug State (31:1) while the highest is found in Southwest State. Excluding Jubaland due to potential data errors, Southwest State has a high level of variation in PTR across regions with Lower Shabelle having a PTR of 49:1, compared to Bakool and Bay which both have a PTR of 40:1. Overall, pupil-teacher ratios suggest that insufficient teachers are available in Quranic schools to support effective learning of children, particularly those of the ECCE age-going years where ideal PTRs should be around 10-15 students per teachers.

Table 47. Quranic School PTR, Central South by region/state

State	Region	PTR
Jubaland	Lower Juba	45:01
	Middle Juba	190:1*
	Gedo	36:01
	Total	42:01
Southwest	Bakool	40:01
	Bay	40:01
	Lower Shabelle	49:01
	Total	44:01
Hirshabelle	Middle Shabelle	45:01
	Hiraan	39:01
	Total	42:01
Galmadug	Mudug	30:01
	Galgaduud	32:01
	Total	31:01
Banadir		n/a
Central South		**40:01**

UNICEF Rapid Survey, 2016

Sources of Funding for Quranic Schools. Based on available survey data in Table 48 below, not a single Quranic school across any of the states reported that they receive any funding from 'public' (or government) sources. Only a handful (7 out of a total 2,965) reported that they receive funding support from NGOs. The vast majority of funding support was received from either 'community' or 'other' sources (57% and 42% respectively). Community comprised the largest funding source in Jubaland State at 67% of all Quranic schools, while 'other' comprised the funding source for nearly half of all Quranic schools in Galmadug and Hirshabelle states (48% and 46% respectively). Regions with the highest proportion of Quranic schools funded by 'other' sources were Mudug, Middles Shabelle and Bay (55%, 48% and 46% respectively). The three regions with the highest proportion of 'community' as a funding source for Quranic schools were all found in Jubaland State, where 'community' was the funding sources for over 50% of schools. It is worth noting, 'other' funding sources often

included private foundations and international non state actors and from Gulf countries such as Saudi Arabia and Qatar among others.

Table 48. Sources of funding for Quranic Schools, Central South by region/state (n=2,965)

State	Region	Funding of Quranic Schools							Total
		Public/ gov't	Community		NGO		Other*		
Jubaland	Lower Juba	-	237	67%	2	1%	116	33%	355
	Middle Juba	-	1	100%		0%		0%	1
	Gedo	-	187	66%	1	0%	95	34%	283
	Total	**0**	**425**	**67%**	**3**	**0%**	**211**	**33%**	**639**
Southwest	Bakool	-	183	59%		0%	129	41%	312
	Bay	-	135	54%	1	0%	114	46%	250
	Lower Shabelle	-	191	62%		0%	119	38%	310
	Total	**0**	**509**	**58%**	**1**	**0%**	**362**	**42%**	**872**
Hirshabelle	Middle Shabelle	-	233	52%	1	0%	213	48%	447
	Hiraan	-	227	56%	1	0%	179	44%	407
	Total	**0**	**460**	**54%**	**2**	**0%**	**392**	**46%**	**854**
Galmadug	Mudug		118	45%		0%	145	55%	263
	Galgaduud	-	192	57%	1	0%	144	43%	337
	Total	**0**	**310**	**52%**	**1**	**0%**	**289**	**48%**	**600**
Banadir		n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South		**0**	**1,704**	**57%**	**7**	**0%**	**1,254**	**42%**	**2,965**

UNICEF Rapid Survey, 2016

Table 49. Management of Quranic Schools by type of organization

Public (government)	0	0%
Community	1,535	52%
NGO	151	5%
Other	1,281	43%
Total	**2967**	**100%**

UNICEF Rapid Survey, 2016

Not surprisingly, none of the Quranic schools surveyed report that government as involved in the management of their schools. Instead, the majority of Quranic schools are managed by the 'community' themselves (52%), while 'other' accounts for the management of 43% of schools. NGOs were listed for only 5% of Quranic schools surveyed. On the whole this is consistent with the sources of funding for Quranic schools, the only exception being that communities account for a slightly higher proportion of funding of Quranic schools compared to the proportion of schools managed by the 'community'. Conversely, 'Other' accounts for a slightly higher proportion of the management of Quranic schools compared to the proportion of Quranic schools directly funding by 'other' sources.

Quranic School Infrastructure and School Feeding Programmes. As shown in Table 50 below, there is an equal proportion of 'permanent' and 'temporary' types of structures used as

learning facilities for Quranic schools, with relatively few 'semi-permanent' facilities. Across state the proportions are roughly the same and vary between 36% to 48% for 'permanent' structures and 39% to 47% for 'temporary' structures. There is only one state where there are significant variations between regions, namely Southwest State where Bay Region has the lowest proportion of schools with 'permanent' structures (29%) compared to Lower Shabelle Region with the highest proportion (48%). Southwest state also has the highest proportion of 'semi-permanent' structures used for Quranic schools (excluding Middle Juba with only one case recorded). Southwest State also has the highest overall proportion of 'temporary' structures used for Quranic schools (notably Bakool and Bay regions at 57% and 49% respective of their Quranic schools). Other regions which rely heavily on 'temporary' structures are Gedo, Mudug and Galgaduud regions (51%, 52% and 43% respectively). The overall split between 'permanent' and 'temporary' types of infrastructure for Quranic schools suggests that communities either have funding to build these facilities ore rely on more 'ad-hoc' types of local arrangements and may itself signal important inequities between local communities. Infrastructures in Quranic schools are dominantly endowments from communities. Citizens contribute their own spaces and also provide Holy Quran books. Fees include registration, monthly and weekly small payments by parents and/or legal guardians.

Table 50. Type of Structures used by Quranic Schools, Central South by region/state (n=2967)

State	Region	Type of Structure Quranic Schools						
		Permanent		Semi-Permanent		Temporary		Total
Jubaland	Lower Juba	176	50%	49	14%	130	37%	355
	Middle Juba		0%	1	100%		0%	1
	Gedo	122	43%	17	6%	144	51%	283
	Total	**298**	**47%**	**67**	**10%**	**274**	**43%**	**639**
Southwest	Bakool	96	31%	37	12%	179	57%	312
	Bay	72	29%	55	22%	123	49%	250
	Lower Shabelle	148	48%	56	18%	106	34%	310
	Total	**316**	**36%**	**148**	**17%**	**408**	**47%**	**872**
Hirshabelle	Middle Shabelle	211	47%	67	15%	171	38%	449
	Hiraan	203	50%	44	11%	160	39%	407
	Total	**414**	**48%**	**111**	**13%**	**331**	**39%**	**856**
Galmadug	Mudug	107	41%	20	8%	136	52%	263
	Galgaduud	163	48%	28	8%	146	43%	337
	Total	**270**	**45%**	**48**	**8%**	**282**	**47%**	**600**
Banadir		n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South		**1298**	**44%**	**374**	**13%**	**1295**	**44%**	**2967**

UNICEF Rapid Survey, 2016

As shown in Table 51 below, the quality of Quranic school infrastructure is among the lowest of all school types in Central South Somalia (see later chapters on primary, secondary and ABE sec-sectors for comparison). Overall nearly 71% of all Quranic learning facilities, irrespective of infrastructure type, are regarded as being in 'poor' condition, nearly 27% in 'fair' condition, and only 2.3% in 'good' condition. The proportion of infrastructure in 'good' condition is so small across all areas that attempting any type of disaggregation seems to add little analytical value. There are also only several notable variations regarding the proportion of Quranic school infrastructure in 'poor' condition. Galmadug State has the highest overall proportion of infrastructure in 'poor' condition at (78% of all Quranic schools in the state), while

four of the remaining 8 regions have more than 70% of their Quranic school infrastructure in 'poor' condition. Combined with lack of learning materials in Quranic schools, which is widely assumed, it is highly likely that the quality of school environments for early year children in these facilities is not conducive to effective learning.

Table 51. Condition of infrastructure in Quranic Schools, Central South by region/state (n=2967)

State	Region	Quranic school of infrastructure		
		Good (%)	Fair (%)	Poor (%)
Jubaland	Lower Juba	2	28.9	69.1
	Middle Juba	-	-	100
	Gedo	1.4	22	76.6
	Total	**1.7**	**25.8**	**72.5**
Southwest	Bakool	1.6	26	72.4
	Bay	2.8	44	53.2
	Lower Shabelle	5.5	25.6	68.8
	Total	**3.3**	**31**	**65.6**
Hirshabelle	Middle Shabelle	2.5	28	69.5
	Hiraan	1.7	27.9	70.4
	Total	**2.1**	**27.9**	**69.9**
Galmadug	Mudug	1.1	18.3	80.5
	Galgaduud	1.8	22.2	76
	Total	**1.5**	**20.5**	**78**
Banadir		n/a	n/a	n/a
Central South		**2.3**	**26.9**	**70.8**

UNICEF Rapid Survey, 2016

For children aged 3-5 who may be enrolled in Quranic schools, nutrition and health are critical for their holistic development, brain development, safety and effective learning.[108] Combined with risks of drought and recurrent cycles of food insecurity, school feeding programmes are especially critical for these small children in Quranic schools to promote their safety and effective learning. However, based on available data as shown in Table 52 below, only 13 of 2,954 Quranic schools reported having any type of school feeding programme available in 2016. In proportional terms this translates into 0% of all Quranic schools. Access to safe water in Quranic schools is also important for promoting the safety and holistic development of small children, yet no data is available for this analysis regarding access to safe water in Quranic schools. However, based on evidence of the access to safe water in primary and secondary schools discussed in chapters 5 and 6, and combined with the evidence of 'the temporary nature of most infrastructures for Quranic schools, it is highly likely that the proportion of Quranic schools with access to safe water sources is also very low.

Table 52. School feeding programmes in Quranic Schools, Central South by region/state (n=2594)

State	Region	School feeding Quranic schools		
		Yes	No	%Y
Jubaland	Lower Juba	0	355	0%

[108] United Nations Children's Fund. 2015. National Integrated Early Childhood Development Policy. UNICEF

	Middle Juba	0	1	0%
	Gedo	1	282	0%
	Total	**1**	**638**	**0%**
Southwest	Bakool	0	312	0%
	Bay	0	250	0%
	Lower Shabelle	1	309	0%
	Total	**1**	**871**	**0%**
Hirshabelle	Middle Shabelle	1	448	0%
	Hiraan	2	405	0%
	Total	**3**	**853**	**0%**
Galmadug	Mudug	5	258	2%
	Galgaduud	3	334	1%
	Total	**8**	**592**	**1%**
Banadir		n/a	n/a	n/a
Central South		**13**	**2954**	**0%**

UNICEF Rapid Survey, 2016

5.7 Summary findings and policy options

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- Key Findings
- Early childhood development and early childhood education are critical if children are to develop physically, mentally and emotionally in a manner that will contribute to their success in primary education, later stages of learning and success in life.
- However, given limited domestic financing and the nascent development of government structures, ECCE has remains an under-resourced Subsector. No clear policy framework or quality standards are in place for formal ECCE, there are no qualification or training systems in place for ECCE teachers, there is no standardized formal ECCE curriculum framework, and no government certified ECCE learning materials for small children. Nor are there clearly articulated guidelines established regarding the roles and relationship between learning in ECCE facilities and Quranic schools. This is due to the absence of a national ECCE curriculum or learning framework that can be utilized in both ECCE and Quranic learning facilities.
- There is no reliable data on formal ECCE enrolments, though available information suggests that enrolment in formal ECCE is very limited and confined to a handful of schools managed by 'private umbrellas' which rely on curriculum and learning materials drawn from other countries.
- The majority of early year children appear to be enrolled in Quranic schools, which fall under the authority of the Ministry of Religion and are typically funded and managed by community-level organizations.
- Many Quranic schools receive funding from external sources, which bring with them political connotations, particularly in areas recently liberated from Al-Shabaab control or areas that still experience some level of Al-Shabaab influence.
- Quranic schools remain poorly resourced with a high teacher-to-pupil ratio, with no formal training provided to teachers for supporting holistic learning of small children, and few learning resources available apart from religious materials.
- Given the sensitivities associated with Quranic schools and potential ideological struggles over children's education (see Chapter 3), there has been limited progress in developing a curriculum framework that can be extended to Quranic schools to ensure children's learning in their early years supports the holistic development of

children in a manner that will address health needs, nutritional needs, and the development of civic competencies that will support inclusive state building and constructive citizenship of children as the develop over later stages of life.

- Available information also suggests that that quality of learning facilities, access to health services and clean water and the availability of school feeding programmes for small children in all facilities (ECCE and Quranic) remains very poor.
-
- Key Policy Options
- The MOECHE has limited government funding and capacity and therefore is limited in realistic policy options for addressing the many needs of the ECCE Subsector which requires a strategic and long-term approach to addressing needs.
- The government, including ministries of health, resilience, education and religion should prioritize the development of an ECCE policy framework that covers formal ECCE, Integrated Quranic Schools and Quranic Schools. The policy framework will need to address issues related to children's holistic development, financing of the ECCE Subsector, and quality standards for teachers (as well as teacher/caregiver training) and learning materials to ensure full alignment of all duty-bearers to the state building and peacebuilding goals of the country.
- Immediate priorities for the ECCE Subsector are to develop a outcome-based learning framework focussing on key learning competencies for early year children related to health, nutrition, intellectual and emotional development. The development of this framework should be highly consultative and include community and religious leaders and the Ministry of Religion to ensure integration into Quranic schools. Integration of a standardized curriculum framework for ECCE can then be integrated to IQS and Quranic schools which will lead to an immediate expansion in numbers of children being supported with a more holistic early childhood development programming and prepare children for formal education at later stages of learning.
- Develop public-private partnerships to expand access to formal ECCE services.
- The MOECHE and Ministry of Religious will need to work together to engage communities in social awareness campaigns so that parents and community leaders are sensitized to the importance of holistic development for early year children and to address social biases or forms of intolerance that work against inclusive statebuilding processes and objectives of the new government.
- Strengthen accurate and comprehensive data on enrolments in all types of ECCE facilities (formal ECCE, Integrated Quranic Schools and Quranic schools).
- Given the importance of good nutrition for children's development it is important to make provisions for ECCE and Quranic school feeding programmes in areas vulnerable to food insecurity and drought. However, caution is required in providing support to Quranic schools aligned to Al-Shabaab or those that promote bias and intolerance in learning facilities. Any support to schools should be conditional on schools adopting government endorsed ECCE outcome-based learning curriculum that will buttress the positive elements of religious learning to promote inclusion and social tolerance.

6. Chapter 6 – Primary Education

Somalia has one of the world's lowest enrolment rates for primary school. According to the last full survey conducted for primary schools, which was over a decade ago, almost 60% of children were out-of-school and less than 10% started school at the recommended age of six years old.[109] Recent data drawn from government school census EMIS for 2015/16 shows that about 591,077 children are enrolled in primary schools including ABE and integrated Quranic schools across the whole of Somalia. Of these, Somaliland has 239,454 while Puntland accounts for 137,525 and Central South Somalia has some 214, 098[110]. It is however important to understand that no single education enrolment data source comprehensively covers the whole of Somalia. As explained in the methodology section of this report, the EMIS does not cover some regions in Jubaland State such as Middle Juba, while another vital sources of data, the UNICEF Rapid Baseline Survey (2016) did not cover Puntland and Somaliland or Banadir in Central South Somalia. UNFPA PESS (2014) provides a relatively comprehensive coverage of the whole of Somalia, at least geographically, and provides an important basis for statistical weighting and corrections for the missing data and Enrolment figures in government EMIS data which is used to calculate the Gross Enrolment and Net Enrolment ratios (GER and NER) in this chapter. EMIS figures being the most representative and with sufficient controls and reliability have been maintained for other indicators save for GER and NER. A detailed methodological explanation is provided at the beginning of the sector analysis.

This chapter provides analytical summaries of indicators for the primary education subsector regarding student enrolment and participation, teachers, quality of learning facilities, availability of learning materials and comments on learning outcomes for children. As far as possible, analysis is disaggregated along regional and state lines so that inequities and differences can be identified on a geographic basis, which will help state administrations in the Central South to tailor relevant sector responses to local conditions. As described above, data is drawn from the 2015/16 Education Statistics Annual Yearbook of the Federal government of Somalia, and covers 39 out of 58 districts in all regions of the five regional states of the Central South, The Statistics Yearbook (2015/16) is the most recent report on primary education indicators for Central South and the most comprehensive data source in terms of regional coverage. Additional data is drawn from a UNICEF Rapid Baseline Survey conducted in 2016. Among other information, the UNICEF Rapid Baseline Survey provides data on the quality of school infrastructure and types of training received by teachers in schools. This chapter also draws upon UNFPA PESS data that provides information for triangulating government EMIS data. In several tables, national indicators (e.g. GER/NER) are aggregated using statistical weighting methods to correct for different population bases used in recently completed ESAs for Puntland and Somaliland. This provides more credible figures for key indicators in the primary subsector for Somalia as a country.

As a final note, Integrated Quranic School (IQS) data is analysed as part of the formal primary education subsector. IQS use the same curriculum, teachers and textbooks except that additional Quranic subjects are taught in the IQS. Students in ABE facilities are also included

[109] UNDP. 2012. Somalia Human Development Report 2012. (PDF).
[110] Federal Government of Somalia Ministry of Education, Culture and Higher Studies. 2016. Education Statistics Yearbook 2015/2016. Mogadishu: FGS MoECHE.

in government data as part calculation for primary GER/NER. However, because ABE schools use their own (individual) curricula and textbooks, as well as variably trained teachers, ABE schools are analysed further in a Chapter 10.

6.1 Policy Environment

Policy and strategy guiding the Primary sector is mainly drawn from two key documents, the Interim Education Sector Strategic Plan (IESSP) 2013/2014 and the Go-2-School initiative 2013-2016 Educating for Resilience.

Go-2-School Initiative. Between the Years 2002-2009, UNICEF in partnership with other donors and education partners alongside the ministry and government authorities, initiated a campaign to increase access to education in Somalia.[111] An analysis into reasons for its partial success indicates that there were bottlenecks both cultural and systemic factors combined with lack of confidence in the weaker educational systems.[112] In this case, parents were reluctant to take their children to schools as the developing capacity of the education system and lack of awareness of the importance of formal education did not inspire confidence in the formal education system.

Desired outcomes of the Go-2-School Initiative:

- **Outcome 1**: Equitable access to quality formal basic education expanded to all school-aged boys and girls.
- **Outcome 2:** Marginalized, out-of-school children realize their rights to education through innovative and diverse delivery of basic education.
- **Outcome 3**: Unemployed and vulnerable youth are empowered through access to alternative education programmes and gainful employment.
- **Outcome 4:** Education authorities and school management, strengthened in leadership skills and commitment to the provision of quality education for all.

Table 53. Primary School, IQS and ABE target enrolments for the Go-2-School intervention

Go-2-School Initiative Target Enrolment												
Category	**Central South**			**Somaliland**			**Puntland**			**TOTAL**		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Formal Primary Schools (1-8)	30,000	30,000	**60,000**	23,000	23,000	**46,000**	16,500	13,500	**30,000**	69,500	66,500	**136,000**
ABE Schools	32,500	32,500	**65,000**	18,000	18,000	**36,000**	10,800	13,200	**24,000**	61,300	63,700	**125,000**
Quranic Schools	5,000	5,000	**10,000**			**0**	3,000	2,000	**5,000**	8,000	7,000	**15,000**
Pastoralist Communities				500	500	**1,000**	12,000	12,000	**24,000**	12,500	12,500	**25,000**
Technology Assisted Programmes	3,000	3,000	**6,000**	2,025	2,025	**4,050**	2,700	2,700	**5,400**	7,725	7,725	**15,450**
Total Primary, IQS and ABE	**70,500**	**70,500**	**141,000**	**43,525**	**43,525**	**87,050**	**45,000**	**43,400**	**88,400**	**159,025**	**157,425**	**316,450**

[111] Somalia Federal Republic Ministry of Human Development and Public Services. 2013. Go-2-School Initiative 2013-2016 Educating for Resilience. (PDF). Mogadishu: MoECHE/UNICEF.
[112] ibid

% of TOTAL	**22.3%**	**22.3%**	**44.6%**	**13.8%**	**13.8%**	**27.5%**	**14.2%**	**13.7%**	**27.9%**	**50.3%**	**49.7%**	**100.0%**

FGS, MoHDPS, Go-2-School Initiative 2013-2016 Educating for Resilience, 2013

The target for this initiative was to enrol 1,000,000 children into education and training systems for the whole of Somalia. This was broken down to 500,000 for Central South Somalia, 300,000 for Somaliland and 200,000 for Puntland. Specific targets for formal primary schools, Quranic cluster schools, ABE and Diverse approaches for pastoralists communities added to 316,450 for all regions. From Table 53 above, it is apparent that the initiative targeted the largest proportion of students from Central South at 44% while the Somaliland and Puntland split the rest of the target at about 27% each. There is an almost equal gender split between all targets. This allocation, according to the MOECHE working groups were due to limited access to beneficiaries and political realities related to Central South region and the fact that at the time most schools were not under government control.

Achievements of the Go-2-School Initiative. Since the Go-2-School initiative does not clearly define the baseline in which it sets the enrolment goals, it is difficult to determine if the net difference between the Enrolment at the beginning of the initiative and the current Enrolment. It is however possible to contrast the current levels of Enrolment against the set targets for the initiative. Since the EMIS data consolidates Enrolment figures in formal primary with those in the IQS and ABE institutions, it is sensible to add up the targets for the three categories in the G2S Initiative to determine differences.

Table 54. Progress on Go-2-School targets based on enrolment trends and figures

Region	**Achieved Enrolment**			
		M	**F**	**Total**
Central South	Go-2-School Target	70,500	70,500	141,000
	Enrolment 2016	**240,701**	**173,648**	**412,314**
	% Change	**241.4**	**146.3**	**192.4**
Somaliland	Go-2-School Target	43,525	43,525	87,050
	Enrolment 2016	**77,226**	**60,299**	**137,525**
	% Change	**77.4**	**38.5**	**58.0**
Puntland	Go-2-School Target	45,000	43,400	88,400
	Enrolment 2016	**194,509**	**153,675**	**347,531**
	% Change	**332.2**	**254.1**	**293.1**
Somalia Total	Go-2-School Target	159,025	157,425	316,450
	Enrolment 2016	**565,633**	**421,423**	**897,370**
	% Change	**255.7%**	**167.7%**	**183.6%**

FGS, MoHDPS, Go-2-School Initiative 2013-2016 Educating for Resilience, 2013

From Table 54 above, there is a 183% positive difference between the targets of the G2S initiative and current Enrolment rates. The difference is greater for boys at 255% than for girls at 167%. This is due to the fact that girls often take the responsibility house chores, care for younger siblings and sometimes are the bread winner for their families. At the policy level, there is a gap in effective policies on gender issues and community awareness as well as lack

of mentorship from female teachers who should be role models for the girls – notably because there are so few female teachers.

Central South has achieved a greater Enrolment 192% above the G2S targets compared to only 58% in Somaliland, while the greatest increase in enrolment has been in Puntland where there is a 293% difference between the Go-2-School targets and current enrolment figures. This is attributed to improved access to schools and mass campaigns especially in Central South which targeted the high number of out-of-school children. At the same time, the roll out of the G2S initiative used Free Primary Education (FPE) in its inception.

The G2S initiative revitalized the concept of provision of educational and training services by the public and managed to improve public awareness of education. It also led to the construction and rehabilitation of schools in underserved and marginalized areas that private school did not find it feasible to fund. This led to increased enrolments of learners particularly in disadvantaged, poor and marginalized regions. The initiative also led to the training and deployment of over 2,000 teachers throughout Central South.

However, MOECHE working groups indicate that some of the weaknesses of the initiative was limited funds from donors and education partners and limited geographic coverage due to security threats. At the same time, Government did not fulfil its objectives of reclaiming public schools that were under private management. At the same time, approaches were not fully considered targeting pastoral communities (e.g. technologically assisted programmes).

Interim Education Sector Strategic Plan (IEESP). In 2013 with the formation of the new Federal Government of Somalia, the Ministry of Human Development and Public Service (then also overseeing the education sector) developed an interim ESSP (IESSP 2013-2016) to articulate the short to medium term vision, mission and objectives of the then Directorate of Education.[113] Understandably, the IESSP did not provide robust baseline figures that that can be used herein to quantify progress against key indicators reviewed herein. Similarly, the strategy document did not clearly articulate measurable targets to guide the education sector. The IESSP however outlines the goals and objectives over the 3 year period as follows:

- Develop a vibrant, efficient, effective and accountable education system aimed at improving access, quality, and gender equity in early childhood, primary, secondary, and tertiary education
- Increase the uptake of science and commercial subjects aimed at imparting livelihood skills
- Increase the number of skilled people in technical and vocational education and training
- Improve the provision of education for special needs and accelerated learning
- Improve support for institutions across the education sector
- Improve the quality of teachers and teacher training, both in-service and-pre-service and develop culturally relevant and appropriate teaching and learning materials
- Establish new and rehabilitate existing schools to provide for increased access.

[113] Somalia Federal Republic Ministry of Human Development and Public Services. 2013. Go-2-School Initiative 2013-2016 Educating for Resilience. (PDF). Mogadishu: MoECHE/UNICEF

As the strategic goals are mostly sector-wide and not narrowed down to the Subsector, discussions around these goals are covered under different Subsector chapters in this ESA. It is however, worth noting that evidence suggests there has been relatively limited progress with achieving these policy objectives, with the only demonstrable progress achieved being increasing numbers of enrolments for children in relation to initial Go-2-Scool objectives of the government.

Structure or primary education. In Central South Somalia, primary education comprises of 8 grades, though 'privately' managed Arabic language of instruction schools have 9 grades of primary (for more analysis of 'private schools' see Chapter11). Lower primary typically consists of grades 1-4 and upper primary consists of grades 5-8. In its schools' census data, the government treats enrolment in primary education as inclusive of both Integrated Quranic Schools (IQS), which covers pupils in levels 1-5 of IQS who are registered in the schools at the beginning of the school year, and enrolments in ABE facilities.

Table 55. Types of schools under primary sector

Formal Primary Schools	Integrated Quranic Schools (IQS)	ABE facilities
• Employs the use of formal curriculum with 9 (nine) subjects for Primary school. Language of instruction is Somali • The mainstream formal schools consist of 8 grades with lower primary running from 1 to 4 while upper primary from 5 to 8 • The school calendar runs from August to May and consist of 10 school calendar months. • Formal Primary schools are under the administrative authority of the Ministry of Education, Higher Education and Culture (MOECHE) • In both Central and state jurisdictions, supervision of the activities of the Formal Primary school fall under the DEO and REO while Quality Assurance and supervision is carried out by the QAASO officers. • Support for Formal Primary schools is largely from MOECHE. Local communities, donors and partners	• Operate all the year round • IQS schools are under the administrative authority of the Ministry of Education, Higher Education and Culture (MOECHE) and parents/Community/local municipalities./ Ministry of Religious Affairs. • Support for IQS schools is from Local communities, diaspora, parents and donors mainly from Muslim countries	• Employs the use of formal curriculum with 9 subjects for Primary school. Language of instruction is Somali. • Consist of 4 grades which are equivalent to 8 grades in formal primary schools • The school calendar runs from August to May and consist of 10 school calendar months • ABE schools are under the administrative authority of the Ministry of Education, Higher Education and Culture (MOECHE) • In both Central and state jurisdictions, supervision of the activities of the ABEs fall under the DEO and REO while quality assurance and supervision is carried out by the QAASO officers. .

MOECHE Technical Working Group, ESA Workshops Mogadishu April 2016

There are similarities in the structure of delivery of education for formal primary education and the ABE in that both use the formal curriculum with nine subjects with the language of instruction being Somali while the school calendar runs for 10 months between August and

May. In both Central and state jurisdictions, supervision of the activities of both ABEs and formal primary schools fall under the DEO and REO while quality assurance and supervision is carried out by the QAASO officers.

The Quranic schools including IQS however do operate all year round under the MOECHE and Ministry of Religious Affairs and receive support from local communities, diaspora, parents and donors mainly from Muslim countries. This obviously gives the IQS advantage over the formal primary schools as parents are more likely to enrol learners in institutions that receive support and therefore do not need to pay especially in underserved areas.

6.2 Enrolment

As discussed at the beginning of this chapter, enrolment figures from the EMIS have undergone statistical corrections using UNFPA PESS (2014) to adjust for areas not covered by EMIS and other data biases. Based on adjusted figures using statistical weighting to gauge enrolment figures based on PESS population figures, as shown in Table 56 below there are 897,370 learners enrolled in Primary, IQS and ABE institutions throughout Somalia. Of these, 412,314 are in Central South Somalia, 347,531 in Somaliland and 137,525 in Puntland. Overall, there are 144,210 more boys than girls enrolled throughout the country.

Table 56. Primary Enrolment across Somalia and Central South by region/state (Weighted averages of PESS and EMIS)

State	Region	Enrolment: PESS			Enrolment: EMIS			Weighted Enrolment		
		M	F	Total	M	F	Total	M	F	**Total**
Jubaland	Lower Juba	18,975	16,628	35,603	7,742	5,348	13,090	13,152	8,925	22,043
	Middle Juba	9,415	7,337	16,752	n/a	n/a	n/a	10,356	8,071	18,427
	Gedo	9,776	7,645	17,421	18,561	15,933	34,494	33,982	23,651	56,937
	Total	**38,166**	**31,610**	**69,776**	**26,303**	**21,281**	**47,584**	57,490	40,647	98,137
Southwest	Bakool	11,000	6,223	17,223	4,527	4,276	8,803	11,034	9,630	20,700
	Bay	8,639	7,345	15,984	7,557	4,995	12,552	16,792	9,700	26,182
	Lower Shabelle	33,657	32,893	66,550	9,030	6,345	15,375	20,827	14,361	35,135
	Total	**53,296**	**46,461**	**99,757**	**21,114**	**15,616**	**36,730**	48,653	33,691	82,017
Hirshabelle	Middle Shabelle	2,541	2,315	4,856	3,621	3,131	6,752	8,778	6,769	15,526
	Hiiraan	10,273	6,651	16,924	10,317	8,009	18,326	24,679	15,345	39,673
	Total	12,814	8,966	21,780	13,938	11,140	25,078	33,557	22,838	56,122
Galmudug	Mudug	39,581	37,878	77,458	4,118	3,884	8,002	29,402	26,265	55,663
	Galgaduud	14,487	11,994	26,481	5,304	4,858	10,162	13,639	11,233	24,817
	Total	**54,068**	**49,871**	**103,939**	**9,422**	**8,742**	**18,164**	43,041	37,498	80,480
Banadir	Total	83,947	80,434	164,380	48,759	37,783	86,542	81,828	60,911	142,339
Central South Total		**242,290**	**217,343**	**459,632**	**119,536**	**94,562**	**214,098**	264,771	191,013	453,545
Puntland Total		54,953	48,427	103,380	77,226	60,299	137,525	84,949	66,329	151,278
Somaliland Total		204,380	183,330	387,710	131,411	108,043	239,454	213,960	169,043	382,285
Somalia Total		**501,622**	**449,100**	**950,722**	**328,173**	**262,904**	**591,077**	563,680	426,385	987,108

Computations based on EMIS (2015/16) corrected for missing areas by UNFPA PESS 2014

Primary Enrolment by Region. As seen in Table 57 below, Central South Somalia has about 46% of the total learners in formal primary, ABE and IQS in Somalia, while Somaliland and Puntland have 38.7% and 15.3% respectively. The fact that a majority of learners are located in the Central South region yet a lot more learners remain out of school is simply reflective of the much higher population in the Central South regions of the country.

Considered by region and state, Banadir has the highest proportion of learners at 30% of the total Somalia Primary, IQS and ABE enrolment while states such as Jubaland, Southwest and Galmudug range between 12% and 30%.

Table 57. Primary Enrolment, Somalia and Central South by region/state

State	Region	Weighted Enrolment			
		M	F	Total	
				No	% of Total
Jubaland	Lower Juba	13,152	8,925	22,043	20.2%
	Middle Juba	10,356	8,071	18,427	24.2%
	Gedo	33,982	23,651	56,937	39.4%
	Total	57,490	40,647	98,137	29.7%
Southwest	Bakool	11,034	9,630	20,700	18.9%
	Bay	16,792	9,700	26,182	11.8%
	Lower Shabelle	20,827	14,361	35,135	9.7%
	Total	48,653	33,691	82,017	11.8%
Hirshabelle	Middle Shabelle	8,778	6,769	15,526	10.8%
	Hiiraan	24,679	15,345	39,673	27.2%
	Total	33,557	22,838	56,122	19.4%
Galmudug	Mudug	29,402	26,265	55,663	29.0%
	Galgaduud	13,639	11,233	24,817	15.5%
	Total	43,041	37,498	80,480	22.9%
Banadir	**Total**	81,828	60,911	142,339	30.7%
Central South 2015/16 Total		264,771	191,013	453,545	22.1%
Puntland 2014/15 Total		84,949	66,329	151,278	61.0%
Somaliland 2014/15 Total		213,960	169,043	382,285	48.8%
Somalia Total		563,680	426,385	987,108	32.0%

MOECHE Education Statistics Yearbook 2015/2016

Enrolment by level. As shown below, across all regions and states, data shows a potentially high rate of attrition from lower primary to upper primary levels. While population growth and increased enrolment as a result of the campaigns such as G2S initiative may account for some of the differences between lower and upper primary enrolment figures, data strongly suggests that many children leave school before making it to higher levels of primary education. Table 58 below represents the lower primary learners (Grade 1-4) as a proportion of the total learners in the Grades 1-8.

Table 58. Primary incl. IQS Enrolment by level (Upper vs. Lower), Somalia and Central South by region/state

State	Region	Lower: Class 1-4			Upper: Class 5-8/9			Total: Class 1-8/9			% of Lower
		M	F	Tot	M	F	Tot	M	F	Tot	
Jubaland	Lower Juba	13,152	8,925	22,043	-	-	-	13,152	8,925	22,043	100%
	Middle Juba	9,337	7,153	16,496	1,020	918	1,930	10,356	8,071	18,427	90%
	Gedo	23,155	15,540	38,161	10,827	8,111	18,776	33,982	23,651	56,937	67%
	Total	44,579	30,260	74,747	12,910	10,387	23,390	57,490	40,647	98,137	76%
Southwest	Bakool	9,951	8,689	18,672	1,083	941	2,027	11,034	9,630	20,700	90%
	Bay	12,021	7,055	18,863	4,771	2,645	7,319	16,792	9,700	26,182	72%
	Lower Shabelle	17,019	11,351	28,323	3,808	3,010	6,812	20,827	14,361	35,135	81%
	Total	38,850	26,939	65,529	9,803	6,752	16,488	48,653	33,691	82,017	80%
Hirshabelle	Middle Shabelle	8,199	6,319	14,498	579	450	1,028	8,778	6,769	15,526	93%
	Hiiraan	18,280	11,035	29,012	6,399	4,310	10,661	24,679	15,345	39,673	73%
	Total	26,551	17,808	44,119	7,006	5,030	12,003	33,557	22,838	56,122	79%
Galmudug	Mudug	28,288	25,216	53,500	1,114	1,048	2,163	29,402	26,265	55,663	96%
	Galgaduud	12,849	10,611	23,410	789	622	1,407	13,639	11,233	24,817	94%
	Total	40,926	35,679	76,550	2,115	1,819	3,930	43,041	37,498	80,480	95%
Banadir	Total	81,828	60,911	142,339	-	-	-	81,828	60,911	142,339	100%
Central South 2015/16		234,778	167,956	400,684	29,993	23,057	52,862	264,771	191,013	453,545	88%
Puntland 2014/15**		49,346	38,988	88,331	35,603	27,341	62,947	84,949	66,329	151,278	58%
Somaliland 2014/15**		154,398	123,463	277,371	59,563	45,580	104,914	213,960	169,043	382,285	73%
Somalia Total		423,239	321,290	742,338	140,441	105,095	244,769	563,680	426,385	987,108	75%

* Total enrolment using weighted figures, upper / lower ratio derived from PESS

**Data for Puntland & Somaliland is of 2014/15 while data for Central South is of 2015/16

From Table 58 above, a majority of learners in primary schools are in the lower classes (between 63% and 67% for all regions) signifying either higher attrition rates between lower and upper primary levels throughout Somalia regions and/or a rapid growth in enrolment in Grades 1 and 2. Only a cohort study over several years can determine whether it is primarily growth and a sign of success of attempts to get more children in school or primarily attrition that causes this distribution. However, one can assume that a significant amount is due to drop out and attrition. Relatively higher proportions of lower primary learners are witnessed in Jubaland, Southwest and Hirshabelle indicating that learners in these states face a greater risk of not getting to upper primary levels as compared to learners in Banadir state. It is possible that South-West and Hirshabelle being areas with greater nomadic population lead to older children abandoning schools to go take care of livestock. At present there is a lack of practical approaches that ensures that a learner who still needs to follow a partially nomadic lifestyle e.g. still move with the family in search of water and pasture can also find ways to follow a formal education program. If attrition rates are to fall, strategies are needed that match formal education patterns to the life styles of learners.

Enrolment by Locality (Urban vs. Rural). There is a large rural-urban divide in FPE enrolment across Somalia, with 75% of students enrolled in urban schools, whilst only 25% of students are enrolled in rural areas. The proportion of primary school enrolment in rural areas is highest in Puntland (almost 42%) and lowest in Central South Somalia (almost 12%). The discrepancy between rural and urban areas is not just a result of a higher concentration of the population in urban over rural areas, as shown in Table 59 below which contrasts population distribution against rural and urban enrolment figures. The proportion of rural/nomadic communities across Somalia is Rural/nomadic 51.3% vs. Urban/IDP 48.7%, while primary school enrolment in rural areas accounts for only 25% of overall enrolment in primary school. This discrepancy points to significant inequities in the distribution of educational resources (e.g. schools, teachers, learning materials, water facilities) between rural and urban areas and that may contribute to pressures for urbanization from rural to urban areas which place greater strain on education facilities in urban areas.

One of the consequence is likely to be school overcrowding in urban areas, and as a result many schools in Somalia operate in double-shifts.[114] Therefore, the yearbook proposes the construction of more schools in rural areas based on the actual number of school-going children and, importantly, where participation rates for education are also the lowest.

In Central South Somalia, primary school enrolment in rural areas accounts for only 12% of all enrolments in primary school, while the population in rural areas (nomads and rural communities combined) is 58.7% in Central South. Inequities between rural and urban areas in relation to population distributions are greatest in the regions of Lower Juba Region, Bakool Region, Middle Shebelle Region and all the regions within Galmudug State.

[114] Federal Government of Somalia Ministry of Education, Culture and Higher Education. 2015. Education Statistics Yearbook 2015/2016. Mogadishu: MoECHE.

Table 59. Primary incl. IQS Enrolment by Locality (Urban vs. Rural), Somalia and Central South by region/state

State	Region	Urban			Rural			Total			% of Urban
		M	F	Tot	M	F	Tot	M	F	Tot	
Jubaland	Lower Juba	10,070	6,789	16,833	3,082	2,136	5,210	13,152	8,925	22,043	76%
	Middle Juba	6,145	3,282	16,496	5,737	3,600	1,930	10,356	8,071	18,427	90%
	Gedo	25,831	18,730	44,110	8,151	4,921	12,828	33,982	23,651	56,937	77%
	Total	43,795	31,865	75,726	13,695	8,782	22,411	57,490	40,647	98,137	77%
Southwest	Bakool	9,769	8,739	18,546	1,265	892	2,154	11,034	9,630	20,700	90%
	Bay	13,137	7,679	20,579	3,655	2,022	5,603	16,792	9,700	26,182	79%
	Lower Shabelle	13,476	9,291	22,733	7,351	5,070	12,402	20,827	14,361	35,135	65%
	Total	36,286	25,698	61,757	12,368	7,993	20,260	48,653	33,691	82,017	75%
Hirshabelle	Middle Shabelle	5,134	4,516	9,674	3,644	2,253	5,852	8,778	6,769	15,526	62%
	Hiiraan	17,364	11,723	28,960	7,315	3,622	10,713	24,679	15,345	39,673	73%
	Total	22,570	16,823	39,343	10,987	6,016	16,779	33,557	22,838	56,122	70%
Galmudug	Mudug	19,185	17,805	37,007	10,217	8,460	18,656	29,402	26,265	55,663	66%
	Galgaduud	8,789	7,293	16,050	4,850	3,940	8,767	13,639	11,233	24,817	65%
	Total	27,888	24,823	52,690	15,152	12,675	27,790	43,041	37,498	80,480	65%
Banadir Total		38,930	29,122	67,864	42,899	31,788	74,475	81,828	60,911	142,339	48%
Central South 2015/16 Total		164,961	122,452	286,179	99,810	68,561	167,367	264,771	191,013	453,545	63%
Puntland 2014/15 Total**		56,312	45,395	101,699	28,636	20,934	49,578	84,949	66,329	151,278	67%
Somaliland 2014/15 Total**		135,858	111,951	247,448	78,102	57,092	134,837	213,960	169,043	382,285	65%
Somalia Total		359,008	281,148	638,538	204,672	145,237	348,570	563,680	426,385	987,108	65%

Total enrolment using weighted figures above, urban / rural ratio derived from PESS.

Table 60. Urban/Rural enrolment vs. Urban/Rural Population distribution (UNFPA PESS, 2014)

State	Region	Rural%	Urban %	IDP %	Nomadic %	Urban enrolment	Rural enrolment	Urban/IDP Pop %	Rural/ Nomad Pop %	Total Population
Jubaland	Lower Juba	33.0%	35.3%	6.3%	25.4%	100.0%		58.4%	41.6%	489,307
	Middle Juba	40.9%	15.5%	7.4%	36.2%	90%	10%	77.1%	22.9%	362,921
	Gedo	35.0%	21.5%	15.1%	28.5%	67.0%	33.0%	63.4%	36.6%	508,405
	Sub total	35.8%	24.9%	9.9%	29.4%	76.2%	23.8%	65.3%	34.7%	1,360,633
Southwest	Bakool	36.5%	16.9%	6.5%	40.1%	90.2%	9.8%	76.6%	23.4%	367,226
	Bay	58.5%	11.7%	5.0%	24.7%	72.0%	28.0%	83.2%	16.8%	792,182
	Lower Shabelle	60.2%	17.9%	8.6%	13.3%	80.6%	19.4%	73.5%	26.5%	1,202,219
	Sub total	55.9%	15.7%	7.1%	21.3%	79.9%	20.1%	77.2%	22.8%	2,361,627
Hirshabelle	Middle Shabelle	48.3%	22.2%	10.1%	19.5%	93.4%	6.6%	67.8%	32.2%	516,036
	Hiraan	26.0%	15.6%	9.8%	48.5%	73.1%	26.9%	74.5%	25.5%	520,685
	Sub total	37.1%	18.9%	9.9%	34.1%	78.6%	21.4%	71.2%	28.8%	1,036,721
Galmadug	Mudug	11.1%	53.1%	9.9%	25.9%	96.1%	3.9%	37.0%	63.0%	717,863
	Galgaduud	9.1%	32.2%	21.0%	37.6%	94.3%	5.7%	46.7%	53.3%	569,434
	Sub total	10.2%	43.9%	14.8%	31.1%	95.1%	4.9%	41.3%	58.7%	1,287,297
Banadir	Banadir	0.0%	77.6%	22.4%	0.0%	100.0%	0.0%	0.0%	100.0%	1,650,227
Central South Somalia sub-total		30.2%	35.7%	12.5%	21.5%	88.3%	11.7%	51.7%	48.3%	7,696,505
Puntland sub-total		8.7%	54.9%	5.3%	31.2%	58.4%	41.6%	39.8%	60.2%	1,112,210
Somaliland sub-total		11.0%	52.9%	2.4%	33.8%	72.6%	27.4%	44.7%	55.3%	3,508,180
National Total		22.8%	42.4%	9.0%	25.9%	75.2%	24.8%	48.7%	51.3%	12,316,895

Population figures drawn from PESS 2015; Enrolment figures drawn from government EMIS

Enrolment by Management/Ownership. Analysis of enrolment by type of 'management/ownership' is calculated here using government EMIS data as representative of ownership patterns across the primary sector. Ownership patterns have been cross-checked against figures available in a UNICEF Rapid Baseline Survey as PESS 2015 data does not provide such data. By definition according to the MOECHE, Public schools are schools built, managed and supported by the government (not for profit) while community schools are managed by the community, supported and supervised by MOECHE and are not for profit as well. Only private schools are those founded and run by individuals and private entities and are for profit. It should be noted that there are no NGO schools per se for they only provide funding but schools are public supported by NGOs.

The share of students enrolled into government-managed schools across all of Somalia is 47.9%. However, in contrast, and reflecting the history of conflict, crisis, state fragility and the overall fragmentation of the education sector for decades, in Central South Somalia only 7.4% of children are enrolled in schools that are classified as 'government managed' whilst 92.6% of students are enrolled in non-government schools, i.e. community, NGO or 'privately' run schools (among others). The government's role to provide education services is limited as it faces economic and security challenges which means it prioritizes security stabilization of the whole country although education is an essential instrument to neutralize insecurity. It is more common or apparent in Central South. There is also concern by parents that public schools do not offer quality education.

Within Central South, states with the higher proportion of children enrolled in government managed schools are Southwest and Hirshabelle (17.9% and 27.4% respectively), while states with the lowest proportion of children enrolled in government managed schools are Banadir, Galmadug and Jubaland (1.2%, 1.3% and 2.3% respectively). Regionally, the highest proportion of students enrolled in government schools is in Bay region, whilst the lowest proportion are in Bakool, Galgaduud and Gedo regions where there is no government-run primary school enrolment reported. On the other hand, there are a large number of non-government run schools in Banadir and Gedo regions. Schools in Bay region are assisted by donor funds which attracted higher enrolment in the region. Similarly, the Go-2-School initiative did not reach Bakool region hence lower enrolment. Considering the MOECHE's definition of public schools, most of schools in Galguduud and Gedo are community schools and as such publicly funded. Also, options in terms of education accessibility in Banadir and population is far more than any other region in Somalia.

Inequities in enrolment between rural and urban communities are also lowest where there are a higher number of government managed primary schools (e.g. Southwest State and Hirshabelle State). Within these states, however, inequities between rural and urban enrolment in relation to population distribution remain high within specific regions where there are not any government managed primary schools (e.g. Bakool and Galgaduud regions). The only exception to this pattern is found in Middle Shabelle Region, where 28.% of children are enrolled in government managed schools, but enrolment in rural areas accounts for only 6.6% of primary education enrolment. This calls for more public schools in the area to serve the rural populations that may not afford private schools and counter the inequalities observed

Migration to urban areas such as Benadir for livelihoods or to escape incidences of insecurity and possibly areas controlled by the Al-Shabaab leads to higher population density in these areas. This ultimately raised the GER of such areas while decreasing the GER for rural and underserved regions. At the same time, regions like Galmudug and Hirshabelle are newly emerging and may face challenges in providing adequate, accessible and equitable education and training services for all its learners.

Table 61. Primary incl. IQS Enrolment by ownership Gov't/MoE vs. Non-gov'tl), Somalia and Central South by region/state

State	Region	Government			Non-government			Total			% of Gov't
		M	F	Tot	M	F	Tot	M	F	Tot	
Jubaland	Lower Juba	693	391	1,084	7,049	4,957	12,006	7,742	5,348	13,090	8.3
	Middle Juba *	n/a	n/a	n/a	100	90	190	100	90	190	0
	Gedo	-	-	-	18,486	15,638	34,124	18,486	15,638	34,124	0
	Total	693	391	1,084	25,535	20,595	46,130	26,228	20,986	47,214	2.3
Southwest	Bakool	-	-	-	4,412	4,083	8,495	4,412	4,083	8,495	0
	Bay	2,143	1,464	3,607	5,414	3,531	8,945	7,557	4,995	12,552	28.7
	Lower Shabelle	1,672	1,247	2,919	7,358	5,098	12,456	9,030	6,345	15,375	19
	Total	3,815	2,711	6,526	17,184	12,712	29,896	20,999	15,423	36,422	17.9
Hirshabelle	Middle Shabelle	1,054	852	1,906	2,567	2,279	4,846	3,621	3,131	6,752	28.2
	Hiiraan	2,488	2,431	4,919	7,748	5,516	13,264	10,236	7,947	18,183	27.1
	Total	3,542	3,283	6,825	10,315	7,795	18,110	13,857	11,078	24,935	27.4
Galmudug	Mudug	111	130	241	4,007	3,754	7,761	4,118	3,884	8,002	3
	Galgaduud	-	-	-	5,304	4,858	10,162	5,304	4,858	10,162	0
	Total	111	130	241	9,311	8,612	17,923	9,422	8,742	18,164	1.3
Banadir Total		580	422	1,002	47,887	37,113	85,000	48,467	37,535	86,002	1.2
Central South 2015/16 Total		**8,741**	**6,937**	**15,678**	**110,232**	**86,827**	**197,059**	**118,973**	**93,764**	**212,737**	**7.4**
Puntland 2014/15 Total**		51,179	39,398	90,577	21,835	16,999	38,834	73,014	56,397	129,411	70
Somaliland 2014/15 Total**		95,347	74,287	169,634	33,124	31,370	64,494	128,471	105,657	234,128	72.5
Somalia Total		**155,267**	**120,622**	**275,889**	**165,191**	**135,196**	**300,387**	**320,458**	**255,818**	**576,276**	**47.9**

Total enrolment using weighted figures upper / lower ratio derived from PESS.

6.3 Gross and Net Enrolment Ratios

Gross Enrolment Rate (GER) and Net Enrolment Rate (NER) measure overall educational coverage at a given education level. GER measures the percentage of total enrolment in primary schools (grades one to eight/nine), of the whole school-age population, regardless of individual ages per class. Usually, since it includes under-aged and over-aged students. GER can be higher than 100% as it considers over aged and under aged children of the education level. The total Somalia GER in 2015/16 was 29.1%, of which 35.2% were boys and 2869 were girls, as shown in Table 62 below. This was highest in Puntland at 61% and lowest in Central South Somalia at 22.1%. There is a six-point difference between the GER for boys and girls, with a higher proportion of boys enrolled in education compared to girls. The imbalance between boys and girls in terms of accessing to education is attributed to poverty, stereotypes, early marriage, gender preferences, opportunity cost for education

Table 62. Gross Enrolment Ratio (GER) by region

State	Region	Weighted GER		
		M	F	Total
	Lower Juba	23.6%	16.6%	20.2%
	Middle Juba	24.1%	24.3%	24.2%
	Gedo	44.1%	35.0%	39.4%
Jubaland	Total	32.7%	26.3%	29.7%
	Bakool	18.2%	19.8%	18.9%
	Bay	13.8%	9.6%	11.8%
	Lower Shabelle	11.3%	8.2%	9.7%
Southwest	Total	13.2%	10.4%	11.8%
	Middle Shabelle	11.1%	10.5%	10.8%
	Hiiraan	29.3%	24.9%	27.2%
Hirshabelle	Total	20.5%	18.1%	19.4%
	Mudug	29.0%	28.9%	29.0%
	Galgaduud	16.2%	14.9%	15.5%
Galmudug	Total	23.2%	22.6%	22.9%
Banadir	Total	35.0%	26.4%	30.7%
Central South 2015/16 Total		**24.5%**	**19.7%**	**22.1%**
Puntland 2014/15 Total		68.3%	53.6%	61.0%
Somaliland 2014/15 Total		53.4%	44.2%	48.8%
Somalia Total		**35.0%**	**28.9%**	**32.0%**

Total enrolment using weighted figures, upper/lower ratio derived from PESS weighted on EMIS ratios

Within Central South Somalia, the average GER is 22.1%, with boys at 24.5% and girls at only 19.7%. Regionally and by state, Jubaland and Banadir regions register relatively higher GERs than the average for Central South, while Galmudug and Southwest states have the lowest GERs at 22.9% and 11.8% respectively. States that have regions with greater numbers of urban areas such as Banadir and Jubaland have more children in school than mostly rural areas. It is possible that areas with poor accessibility especially due to security concerns would tend not to attract education and training investments from donors and where local government capacities are weaker compared to other areas across Central South. Similarly,

qualified teachers are less likely to be willing to live and work in these areas hence further widening the inequality in enrolment and accessibility to education.

Net Enrolment Ratio. NER measures enrolment of the official age group for a given level of education expressed as a percentage of the corresponding population. In the Statistics Yearbook 2015/16, NER for primary was computed by dividing the number of children enrolled in school by the number of children of school ages (6-13) population.

As shown below, Somalia's NER is at 24.1% (26.4% for boys and 21.7% for girls) while those of Central South, Puntland and Somaliland are 15%, 50.5% and 37% respectively. Within Central South, the difference between primary NER and GER indicates that 5% of children in primary school are either over-aged or under-aged, while in the rest of Somalia this ranges from 10% to 12%. As this difference is greater in boys than girls, it shows there are generally more boys in classes/levels that do not match their age compared to girls. Comparison of GER and NER also strongly suggests that the well over 50% of all children of school going age are out of school. It is also an indicator that of some overage learners in formal primary school due to late enrolment and a higher drop-out rate for girls due to gender discrimination and inequalities earlier discussed in this section. The mobility nature of pastoralists especially in the Central South region also contributes to lower levels of retention.

Table 63. Weighted Primary Net Enrolment Ratio (NER), Somalia and Central South by region/state

State	Region	M	F	Tot
Jubaland	Lower Juba	19.6%	13.7%	16.7%
	Middle Juba	13.7%	13.4%	13.5%
	Gedo	31.9%	24.8%	28.2%
	Total	31.2%	23.6%	27.3%
Southwest	Bakool	15.2%	15.3%	15.3%
	Bay	11.3%	7.9%	9.6%
	Lower Shabelle	6.3%	4.4%	5.3%
	Total	9.4%	7.1%	8.3%
Hirshabelle	Middle Shabelle	7.9%	8.1%	8.0%
	Hiiraan	25.1%	22.4%	23.8%
	Total	16.8%	15.1%	16.0%
Galmudug	Mudug	10.6%	10.0%	10.3%
	Galgaduud	11.4%	9.8%	10.6%
	Total	11.0%	9.9%	10.5%
Banadir	Total	23.9%	18.2%	21.1%
Central South 2015/16 Total		**16.6%**	**13.3%**	**15.0%**
Puntland 2014/15 Total		56.2%	44.8%	50.5%
Somaliland 2014/15 Total		40.4%	34.5%	37.4%
Somalia Total		**25.6%**	**21.5%**	**23.6%**

Data source: Total enrolment using weighted figures, upper / lower ratio derived from PESS

6.4 Internal Efficiency of Primary Education

Promotion, Repetition and Dropout Rates. Internal efficiency refers to the measure of performances of education system which show students successfully completing a given level without 'wastage'. The key indicators for measuring internal efficiency in Primary school are student promotion, repetition and dropout rates. These indicators may also serve as diagnostic tools; rising repetition rates in a country with increasing enrolment, for example, can serve as an early warning sign of capacity constraints in the system. They are also interrelated such that given two indicators, the third is calculated as a residual. Higher promotion rates (the proportion of students who successfully proceed from one school grade to the next) and lower repetition (students who have failed to achieve the necessary grade to proceed to the next year and therefore have to repeat a year of school) and dropout rates (students who leave school completely before completing the entire course of, in this case, 9-8 years, of primary) are together indicators of high efficiency. It therefore follows that these indicators relate to cohort flows, ideally following a batch of students from their entry into the first grade to their exit at the final grade, 8 or 9 years later. At the very least two consecutive years of data are necessary to measure efficiency as described. However, the year 2015/16, was the first time that the Federal Government of Somalia collected from 39 out of 58 districts in the ten regions across the five states of Central South Somalia; hence there is no two years of consecutive data that can be used to analyse internal efficiency indicators. It is recommended that considerable attention is paid to collecting this data in order to create reliable and valid cohort studies for future analysis.

Survival Rate to Grade 5. Survival rates measure the percentage of a cohort enrolled in first grade expected to reach a given successive grade. The fifth grade is the typical grade of choice. Using the transverse method and MoECHE government EMIS data as representative of performance at that primary level, Table 64 below shows significant differences in primary school survival rates to grade 5. Nationally the survival rate was 64% (66% boys, 62% girls), with the highest rate found in Somaliland at 71% (72.7% boys, 68.8% girls), followed by Central South Somalia at 65% (67.4% boys, 62.1% girls), with the lowest survival rate in Puntland at 56% (57.4% boys, 54.2% girls). This implies that there is higher repetition and/or dropout rate among girls than boys in the same class, or at least fewer girls survive to higher grade levels after enrolment. Data also shows that between 30% and 46% of children do not survey to Grade 5 level after initial enrolment in Grade 1.

Table 64. Primary School Survival Rates to Grade 5 by Gender and Region

State	Region	M	F	Tot
Jubaland	Lower Juba	66.1	59.0	63.1
	Middle Juba			
	Gedo	51.4	40.9	46.1
	Total	55.4	44.8	50.3
Southwest	Bakool	40.3	33.0	36.4
	Bay	46.0	50.6	47.8
	Lower Shabelle	61.5	49.3	56.3
	Total	50.0	43.7	47.2
Hirshabelle	Middle Shabelle	80.9	59.9	69.7
	Hiiraan	53.7	52.4	53.1
	Total	58.8	53.9	56.5

Galmudug	Mudug	80.5	79.9	80.2
	Galgaduud	85.2	83.7	84.5
	Total	83.1	82.0	82.6
Banadir	Total	94.7	99.2	96.7
Central South 2015/16 Total		67.4	62.1	65.0
Puntland 2014/15 Total		57.4	54.2	56.0
Somaliland 2014/15 Total		72.7	68.8	70.9
Somalia Total		**65.90%**	**61.70%**	**64.00%**

Total enrolment using weighted figures, upper / lower ratio derived from PESS

Within Central South Somalia there are also high rates of variation between states. The State with the highest survival rate to Grade 5 is Banadir State and Galmudug States, which at 97% and 82.6% respectively are by far the highest rates across the entire country. Conversely, the lowest survival rates in Central South Somalia are found in Southwest State and Jubaland State at 47.2% and 50.3% respectively. At only 56.5% survival rate, Hirshabelle State is not much better. Several common factors are cited for low survival rates ranging from economic barriers to participation and difficulty with access facilities

As shown in Table 65 below, along urban vs. rural geographic lines, government EMIS data also shows significant inequities with survival rates to Grade 5 level. For Somalia overall, survival rates are more than 22% higher in urban areas compared to rural areas (urban 70.8% compared to rural 47.9%). This difference is greatest on Somaliland by nearly 40% higher survival rates in urban areas (urban 84.2% compared to 45.5% rural), and lowest in Puntland with 58.8% in urban areas compared to 53.1% in rural areas. Geographic inequities are also pronounced in Central South Somalia, with survival rates in urban areas some 23% higher in urban areas compared to rural areas (69.4% compared to 70.9%).

Table 65. Primary Survival rate to Grade 5 by Rural-urban

State	Region	Rural	Urban	Average
Jubaland	Lower Juba	0.0	63.1	63.1
	Middle Juba			
	Gedo	46.2	46.1	46.1
	Av	46.2	51.6	50.3
Southwest	Bakool	14.5	39.3	36.4
	Bay	42.6	50.3	47.8
	Lower Shabelle	48.4	59.0	56.3
	Av	40.4	49.3	47.2
Hirshabelle	Middle Shabelle	34.2	73.4	69.7
	Hiiraan	30.6	68.7	53.1
	Av	30.8	70.0	56.5
Galmudug	Mudug	73.4	80.7	80.2
	Galgaduud	75.0	84.9	84.5
	Av	74.2	83.1	82.6
Banadir	Av	0.0	96.7	96.7

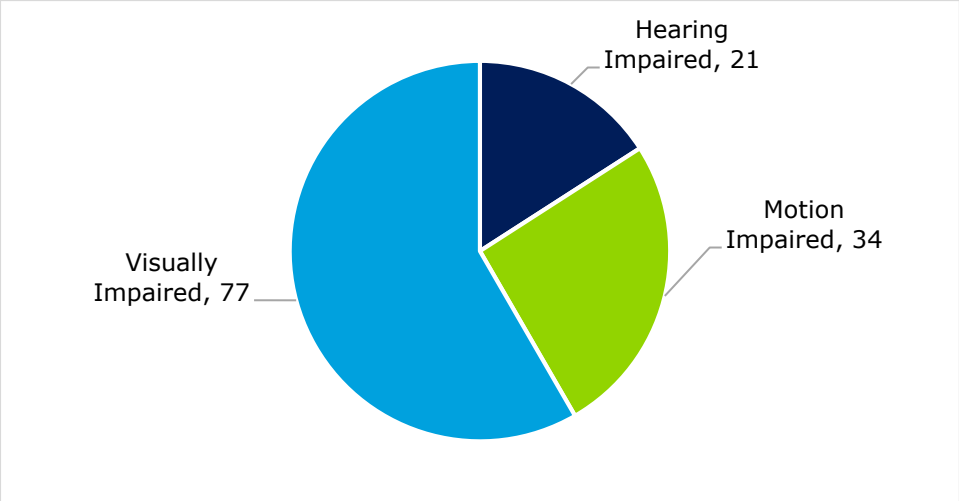
Central South 2015/16 Total	46.1	69.4	65.0
Puntland 2014/15 Total	53.1	58.8	56.0
Somaliland 2014/15 Total	44.5	84.2	70.9
Somalia Total	**47.90%**	**70.80%**	**64.00%**

Education Statistics Yearbook 2015/2016

6.5 Special Educational Needs

The population of children with special needs in Central South or indeed the whole of Somalia is unknown. In Somaliland alone, it is estimated that there were 1,179 children with special needs in 2015. This data cannot be verified, an is probably very much underestimated for many cultural reasons, but it implies that at least 1% of all children in the country have special needs, roughly to 71,117 of the total 7111701 children between the age of 0-19 years[115]

Figure 24. Enrolment of Students with Special Education Needs in Primary School (including IQS) 2015/16, Central South Somalia



Education Statistics Yearbook 2015/2016

However, as seen in Figure 24 above, only 138 children with special needs are recorded in primary school enrolment data (including IQS). Correspondingly with other education indicators disaggregated by gender, there are more boys (47%) than girls (34%) enrolled in school. From total children with special education needs, 39% of them are visually impaired, 37% of them are hearing impaired ant the rest are movement impaired. There is no information about schools for special needs children, which may suggest that children with special needs attend regular schools. There are many reasons why the proportion of such students with special needs is so low in the primary school population: It may be partly due to access barriers, partly due to a lack of awareness among teachers that children have special needs and a general failure to monitor or document children with special needs. As with other special groups such as girls and nomadic or IDP children, there is a gap regarding specific laws and policies targeting their particular barriers to education. It is also likely that data gathering methods simply exclude these children who are already enrolled in school meaning that their special needs are not being met in schools they attend. In addition, the definition of special

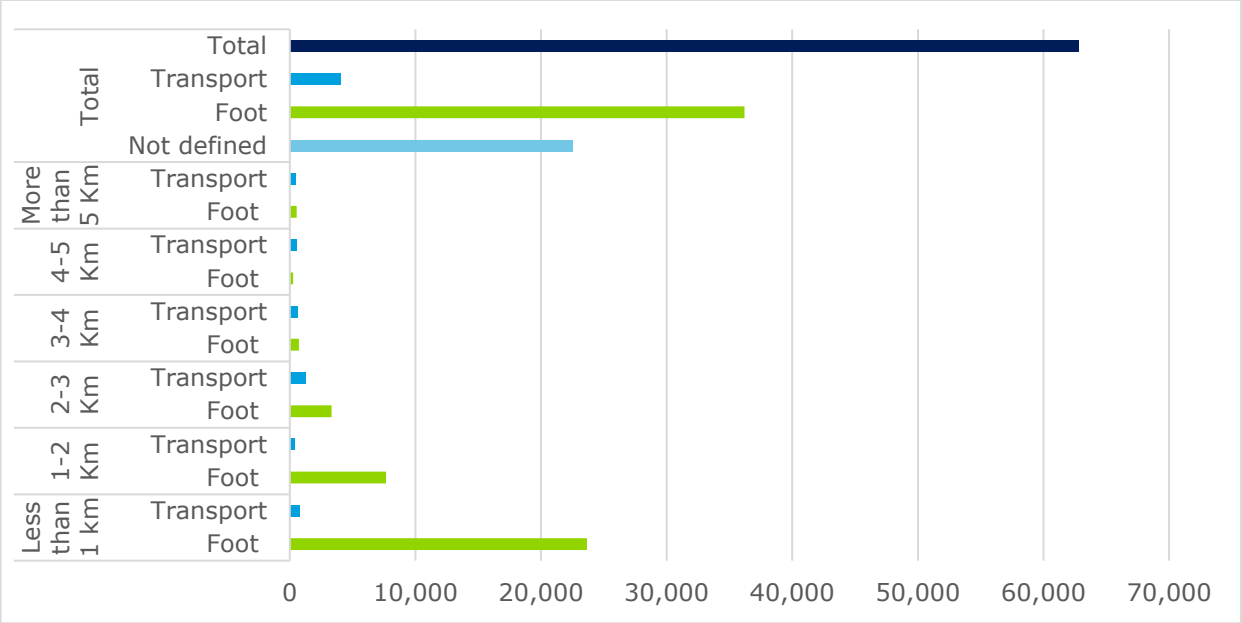
[115] UNFPA. (2014). Somalia Population Estimation Survey 2014.

needs is very narrow, for example no learning or behavioural difficulties are being recorded and this is in a population where, due to insecurity, trauma must be an issue.

6.6 Distance and Mode of Transportation to School

Figure 25 shows the distance and mode of transportation to school for students enrolled in primary (including IQS) in 2015/16.[116]

Figure 25. Primary Enrolment by Distance and Mode of Transportation (Central South Somalia) 2015/16



Education Statistics Yearbook 2015/2016

The majority of schools (37.7%) are located within one or two kilometres of the pupils' homes and only 0.2% of pupils live more than five kilometres away from their school. The average recommended distance of 2.5Km[117] exists for over 65% of the primary school children in Central South Somalia, but there is no defined distance for 44% of the enrolled pupils, which may be due to data collection errors. Fifty two percent of pupils walk to school whilst 3.6% travel to school by other means of transport and means are unknown for 53.4% of the pupils. Where data is available / known, distance does not pose a significant challenge for the majority of children enrolled in schools. However, as already shown, a majority of the children are from urban areas and for the majority of children who are out-of-school and in rural areas, distance and accessibility likely remains a challenge and a reason for non-attendance.

***Quality Indicators for Primary Education*.** Quality is often estimated by looking at the availability of enabling conditions in the school environment. Examples of enabling conditions include: effective school leadership, a qualified teaching force with training on teaching pedagogy, availability of teaching/learning materials, school and classroom conditions and,

[116] Federal Government of Somalia Ministry of Education, Culture and Higher Education. 2015. Education Statistics Yearbook 2015/2016. Mogadishu: MoECHE.
[117] National Council of Educational Research and Training. Educational Indicators.

of course, children's learning outcomes (treated separately below). Using available government EMIS data these are measured here as the proportion of qualified teachers and teacher distribution across different geographic areas, pupil/teacher ratios, class size, textbook availability and availability and qualify of school infrastructure, access to clean water, and availability of school feeding programmes. Where possible correlations are also conducted between school infrastructure quality and school enrolment levels across different regions of Central South Somalia. Data is drawn from education quality indicators as measured in the 2015/16 Statistics Yearbook and a 2016 UNICEF Rapid Baseline Survey that provides a reasonably comprehensive mapping of school infrastructure, water facilities, and school feeding programmes[118].

Teachers. As shown in Table 66 below, government EMIS data shows that a total of 50.7% of teachers are found in government managed schools across Somalia. This rate is highest in Somaliland (77.2%) and Puntland (66%), and lowest in Central South Somalia with only 7.8% of recruited teachers in government-managed primary schools.

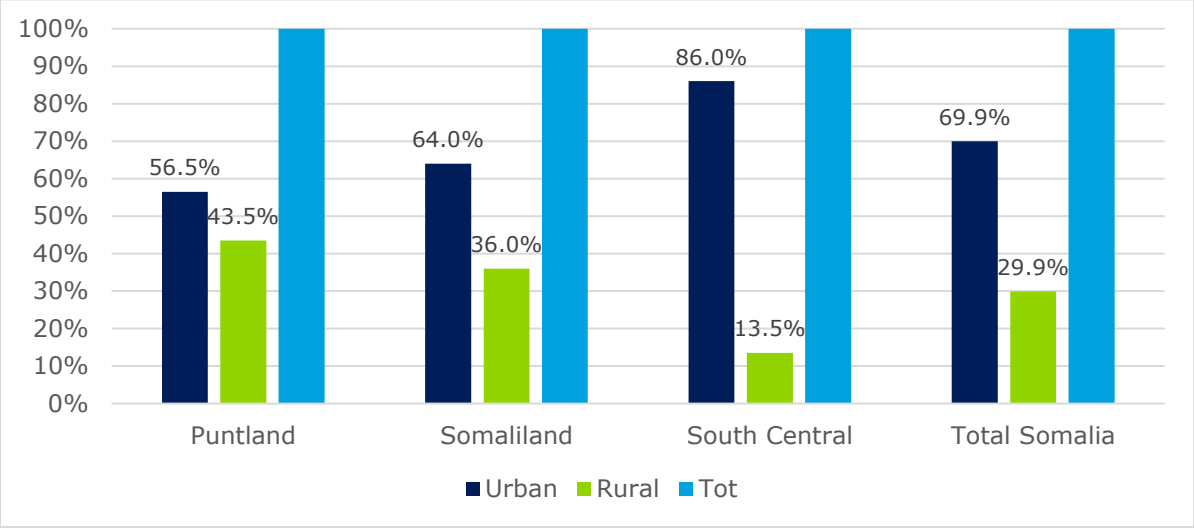
Focussing on teachers in Central South Somalia, EMIS data shows that there are nearly twice the number of female teachers in government-managed schools as compared to non-government managed schools (15.1% compared to 7.6%). However, the overall disparity between male and female teachers is high, with 91.8% of all teachers being male compared to 8.8% being female. However, the share of female teachers in rural areas is slightly higher than in urban areas (10.9% to 7.8%),

Differences within Central South Somalia are also stark regarding the proportion of teachers working in government managed schools. In Southwest State (16.9%) and Hirshabelle State (28.2%) have a much higher proportion of teachers working in government managed schools compared to other states. Those states with the lowest proportion of teachers working in government managed schools are Banadir State (2%), Galmudug State (1.8%) and Jubaland State (1.1%).

As shown in Figure 26 below, inequities regarding the distribution of teachers between rural and urban areas is also high across the entire country, but particularly Central South Somalia. Only in Puntland does there seem to be close to an equitable distribution of teachers along geographic lines that corresponds, to some extent, to the population distribution between rural and urban areas. In Central South Somalia 86% of all primary school teachers are in urban areas compared to only 13.5% of teachers recorded in government EMIS, which is by far the most inequitable distribution of teachers across the entire country when considering the population distribution between rural and urban areas in Central South Somalia (rural and nomads combined at 51.7% compared to urban and IDPs combined at 48.3%).

[118] Federal Government of Somalia Ministry of Education, Culture and Higher Education. 2015. Education Statistics Yearbook 2015/2016. Mogadishu: MoECHE.

Figure 26. Rural vs. Urban teacher distribution for Somalia and Central South



Education Statistics Yearbook 2015/2016

Table 66. Primary incl. IQS Teachers by Type of School (Government vs. Non-government), Somalia and Central South by region/state

State	Region	Government					Non-government					Total					% of Gov't
		M		F		Tot	M		F		Tot	M		F		Tot	
Jubaland	Lower Juba	13	100.0%		0.0%	13	257	98.5%	4	1.5%	261	270	98.5%	4	1.5%	274	4.7
	Middle Juba *						205	58.4%	146	61.6%	351	205	58.4%	146	61.6%	351	0
	Gedo						773	87.8%	107	12.2%	880	773	87.8%	107	12.2%	880	0
	Total	**13**	100.0%	**0**	0.0%	**13**	**1,030**	90.3%	**111**	9.7%	**1,141**	**1,043**	90.4%	**111**	9.6%	**1,154**	1.1
Southwest	Bakool						209	84.3%	39	15.7%	248	209	84.3%	39	15.7%	248	0
	Bay	83	96.5%	3	3.5%	86	179	87.3%	26	12.7%	205	262	90.0%	29	10.0%	291	29.6
	Lower Shabelle	90	90.0%	10	10.0%	100	439	95.2%	22	4.8%	461	529	94.3%	32	5.7%	561	17.8
	Total	**173**	93.0%	**13**	7.0%	**186**	**827**	90.5%	**87**	9.5%	**914**	**1,000**	90.9%	**100**	9.1%	**1,100**	16.9
Hirshabelle	Middle Shabelle	72	87.8%	10	12.2%	82	121	85.8%	20	14.2%	141	193	86.5%	30	13.5%	223	36.8
	Hiiraan	94	69.6%	41	30.4%	135	371	90.3%	40	9.7%	411	465	85.2%	81	14.8%	546	24.7
	Total	**166**	76.5%	**51**	23.5%	**217**	**492**	89.1%	**60**	10.9%	**552**	**658**	85.6%	**111**	14.4%	**769**	28.2
Galmudug	Mudug	10	100.0%		0.0%	10	268	92.7%	21	7.3%	289	278	93.0%	21	7.0%	299	3.3
	Galgaduud						251	96.9%	8	3.1%	259	251	96.9%	8	3.1%	259	0
	Total	**10**	100.0%	**0**	0.0%	**10**	**519**	94.7%	**29**	5.3%	**548**	**529**	94.8%	**29**	5.2%	**558**	1.8
Banadir	**Total**	**42**	84.0%	**8**	16.0%	**50**	**2,315**	94.3%	**139**	5.7%	**2,454**	**2,357**	94.1%	**147**	5.9%	**2,504**	**2**
Central South 2015/16 Total		**404**	84.9%	**72**	15.1%	**476**	**5,183**	92.4%	**426**	7.6%	**5,609**	**5,587**	91.8%	**498**	8.2%	**6,085**	**7.8**
Puntland 2014/15 Total**		**2,245**	85.7%	**376**	14.3%	**2,621**	**1,179**	87.4%	**170**	12.6%	**1,349**	**3,424**	86.2%	**546**	13.8%	**3,970**	**66**
Somaliland 2014/15 Total**		**5,038**	86.1%	**816**	13.9%	**5,854**	**1,460**	84.3%	**272**	15.7%	**1,732**	**6,498**	85.7%	**1,088**	14.3%	**7,586**	**77.2**
Somalia Total		**7,687**	85.9%	**1,264**	14.1%	**8,951**	**7,822**	90.0%	**868**	10.0%	**8,690**	**15,509**	87.9%	**2,132**	12.1%	**17,641**	**50.7%**

Education Statistics Yearbook 2015/2016

Teacher Qualifications and Training. In addition to sufficient teachers and their geographic distribution, the number of qualified teachers in schools is an important factor contributing to children's rights to receive a quality education. For a teacher to be considered qualified to teach primary school, they must possess secondary school certificate and minimum teacher education for two years. A qualified teacher should be trained in child psychology and development, pedagogical skills, school management and administration and has subject competency. Based on verified government EMIS data, Table 67 below shows across the country only 37.9% of all teachers are qualified. This is highest in Puntland at 62.6%, followed by Somaliland at 39.2%, and then lowest in Central South at 20.8%. Such inequalities are attributed to the fact that Puntland and Somaliland have enjoyed relatively longer periods of security and have managed to set up teacher training colleges. Incentives are also paid to teachers in private schools in these two regions which contributes to higher numbers of qualified teachers.

Within Central South Somalia, EMIS data for the year 2015/16 that covers some 1,200 schools across all 5 regional states shows that the states with the highest proportion of qualified teachers is Southwest State (32.7%). This is attributed to teachers who qualified before 1990, recruitment of teachers from neighbouring Kenya and concentration of donor and partner resources in the region. Beyond this there is no consistent pattern across states, with regions and states showing high levels of variation regarding the proportion of qualified teachers in schools.

Table 67. Primary incl. IQS Teachers by Qualification, Gender, Somalia and Central South by region/state

State	Region	Total			Qualified* Teachers			% of Qualified Teachers		
		M	F	Tot	M	F	Tot	M	F	Tot
Jubaland	Lower Juba	270	4	274	39		39	14.4	0.0	14.2%
	Middle Juba*	-	-	347	-	-	26	-	-	7.5%
	Gedo	773	107	880	63	8	71	8.2	7.5	8.1%
	Total	**1,043**	**111**	**1,154**	**102**	**8**	**110**	**9.8**	**7.2**	**9.5%**
Southwest	Bakool	209	39	248	97	22	119	46.4	56.4	48%
	Bay	262	29	291	39	2	41	14.9	6.9	14.1%
	Lower Shabelle	529	32	561	182	18	200	34.4	56.3	35.7%
	Total	**1,000**	**100**	**1,100**	**318**	**42**	**360**	**31.8**	**42.0**	**32.7%**
Hirshabelle	Middle Shabelle	193	30	223	7	2	9	3.6	6.7	4%
	Hiiraan	465	81	546	109	11	120	23.4	13.6	22%
	Total	**658**	**111**	**769**	**116**	**13**	**129**	**17.6**	**11.7**	**16.8%**
Galmudug	Mudug	278	21	299	90	4	94	32.4	19.0	31.4%
	Galgaduud	251	8	259	4	2	6	1.6	25.0	2.3%
	Total	**529**	**29**	**558**	**94**	**6**	**100**	**17.8**	**20.7**	**17.9%**
Banadir	**Total**	**2,357**	**147**	**2,504**	**503**	**19**	**522**	**21.3**	**12.9**	**20.8%**
Central South 2015/16		**5,587**	**498**	**6,085**	**1,133**	**88**	**1,221**	**20.3**	**17.7**	**20.1%**
Puntland 2014/15**		**3,424**	**546**	**3,970**	**2,190**	**295**	**2,485**	**64.0**	**54.0**	**62.6%**
Somaliland 2014/15**		**6,498**	**1,088**	**7,586**	**2,529**	**448**	**2,977**	**38.9**	**41.2**	**39.2%**
Somalia Total		**15,509**	**2,132**	**17,641**	**5,852**	**831**	**6,683**	**37.7**	**39.0**	**37.9%**

UNICEF Rapid Baseline 2014

UNICEF Rapid baseline survey data 2016, also provides a snapshot on the proportion of teachers receiving pre- and in-service training. The Rapid Baseline, though reporting slightly higher numbers of primary level teachers due to different data gathering methods, is surprisingly consistent at an aggregate level regarding the proportion of qualified teachers listed in government EMIS with the proportion of teacher receiving of pre- and in-service training. However, there are several variations at regional and state level when considering the proportion of teachers currently in schools who receive some type of pre- and in-service training (considered different from a teacher being formally qualified.

Based on rapid baseline survey data, some 18% of teachers have received some type of pre- and in-service training. This figure is lowest in Galmadug State at only 9%, with remaining states ranging from 17%-21%. The highest proportion of teachers within regions receiving some type of training are found in Bakool Region (32.4%), Bay Region (25%) and Hiraan Region (22.3%). A majority of these trainings are provided by NGOs with support of development partners, rather than via established government training systems and thus help to account for discrepancies with data on the proportion of qualified teachers found in government EMIS data. The Rapid baseline survey did not cover Benadir region which incidentally has the highest number of teachers.

No data is available on the effectiveness of trainings provided to teachers. However, an important observation is the weakness of government systems for teacher training and a potential reliance on development partners to conduct such trainings. The Government has not conducted any organized training for teachers after 1990. However the MOECHE does not consider some of the donor and partner initiatives as proper training and has accepted for education partners to use the SCOTT PS programme in the absence of Teacher training syllabus. The short training courses does not lead to award of qualification. Reliance on external support for such a critical aspect of the sector shifts in-service training to being determined by availability of funding from the donors and education partners and not periodical cycles determined by need.

Table 68. Proportion of teacher receiving pre- and in-service training (n=7074)

State	Region	Teachers trained	Total teachers surveyed	% with pre- and in-service training
Jubaland	Lower Juba	125	660	18.9%
	Middle Juba	62	351	17.7%
	Gedo	185	1,160	15.9%
	Total	**372**	**2171**	**17.1%**
Southwest	Bakool	199	**614**	32.4%
	Bay	149	595	25.0%
	Lower Shabelle	108	942	11.5%
	Total	**456**	**2151**	**21.2%**
Hirshabelle	Middle Shabelle	88	515	17.1%
	Hiraan	276	1,240	22.3%
	Total	**364**	**1755**	**20.7%**
Galmadug	Mudug	47	451	10.4%

	Galgaduud	43	546	7.9%
	Total	**90**	**997**	**9.0%**
Banadir		n/a	n/a	n/a
Central South		**1282**	**7074**	**18.1%**

UNICEF Rapid Baseline 2014.

Teachers Salary Payment. As shown in Table 69 below, the capacity of government to pay teacher salaries varies greatly across Somalia. Overall, 24.6% of teachers are paid through 'community', 35.2% are paid by government through different ministries of education, and the next largest portion of teachers are paid by 'private' sources (further discussed in Chapter 10). Community contributions to the payment of teacher salaries is highest in Puntland (69.4% of teachers), while in Somaliland the majority of teachers are paid by government (66.4%).

Sources of payment for teacher salaries varies greatly in Central South Somalia. Most teacher in Central South, or 47.3%, are paid by 'private' institutions, 24.8% by 'community', 8% by the Ministry of Education, 6.1% by NGOs, and 2.7% by 'others' and 10.9% from sources listed as 'undefined'. Private organisation include groups such as the private sector, the School Association for Formal Education, the Formal Private Education Network in Somalia, Somali Community Concern, Somali Education Development Association and Gedo Education Network[119]. While 'community' and 'private' are the most common sources of payment for teacher salaries in Central South Somalia, across states and regions there are several important variations.

The highest proportion of teachers paid by government are found in Hirshabelle State (23.7%) and Southwest State (12.5%). 'Community' accounts for the highest proportion of teacher payments in Jubaland State (53.2%), Southwest State (40.3%), and Galmudug State (39.1%), which suggests that in these areas communities place a high value on supporting their children's education. Government as a source of paying teacher salaries also tends to be lowest in regions most affected by histories of conflict and emergency and where institutional capacities are weakest. Notably, 'Private' sources of payment for teacher salaries is highest in Banadir State at nearly 80%, while government accounts for only 2% and 'community' only 4% of payments of teacher salaries in Banadir. Arguably the relative strength of private organizations and their ability to generate funding to pay teachers in Banadir, which has the largest proportion of teachers compared to other states in Central South, has been a critical support for ensuring the functioning of the education system in Banadir. At the same time, it also points to very low revenue generating capacities of the government to generate sufficient funds through taxation systems, rather than 'private' sources, to pay teachers' salaries. However, the capacity of 'private' organisations to pay teacher salaries should also not be overstated for all the states in Central South Somalia. 'Private' sources of funding for teacher salaries is much lower in other states such as Jubaland State (only 7.5%), Hirshabelle State (26.7%), and Southwest State (33.9%). In these latter cases, either 'government' or 'community' account for the highest proportions of funding sources for paying teacher salaries.

[119] Federal Government of Somalia Ministry of Education, Culture and Higher Education. 2015. Education Statistics Yearbook 2015/2016. Mogadishu: MoECHE.

Notably, based on government EMIS data, ‘community’ accounts for over payment of over 75% of teacher salaries in Lower Juba Region in Jubaland State.

There is no available data for the actual value of teacher salaries paid across regions and states, which varies based on different school and management systems. Debates also continue about appropriate levels of payment for teachers ranging from US 100 to US 200 as well as tying teacher payments to established government civil service pay scales. According to the MOECHE technical groups, payment of teachers vary between regions. Some regions pay USD 60 while the parent pays certain amount from fee collections. In SC, GPE pays USD 100 while the government pledged to give a similar amount which was not realized.

In practice, however, there are not yet clear guidelines or a regulatory mechanism by which the amount of teacher payments can be tracked and verified, especially owing to the different sources of payment across schools and school types. The short training courses have not met the actual needs or qualities of an effective teacher. There are no practical teaching courses or micro teaching available. The low status of the teaching profession has not encouraged prospective young graduates to choose teaching as a profession. It is inconceivable to pay a graduate teacher 200 USD and a similar civil servant gets 700 USD. The government can help alleviate this challenge by raising the salary scale of the teacher in line with other civil servants.

Table 69. Primary incl. IQS Sources of Teachers' Salaries, Somalia and Central South by region/state

State	Region	Community			MoE			NGOs			Private			Others***			Not			Total
		M	F	%	M	F	%	M	F	%	M	F	%	M	F	%	M	F	%	
Jubaland	Lower Juba	202	4	75.2%	19		6.9%			0.0%	35		12.8%			0%	14		5.1%	274
	Middle Juba*																			0
	Gedo	370	38	46.4%	41	7	5.5%	191	41	26.4%	48	3	5.8%	2		0.2%	121	18	15.8%	880
	Total	**572**	**42**	53.2%	**60**	**7**	5.8%	**191**	**41**	20.1%	**83**	**3**	7.5%	**2**	**0**	0.2%	**135**	**18**	13.3%	**1,154**
Southwest	Bakool	177	33	84.7%			0.0%	3	1	1.6%	23	5	11.3%			0%	6		2.4%	248
	Bay	88	7	32.6%	45	1	15.8%	6	5	3.8%	46	5	17.5%	1		0.3%	76	11	29.9%	291
	Lower Shabelle	124	14	24.6%	83	10	16.6%	1		0.2%	287	7	52.4%	6		1.1%	28	1	5.2%	561
	Total	**389**	**54**	40.3%	**128**	**11**	12.6%	**10**	**6**	1.5%	**356**	**17**	33.9%	**7**	**0**	0.6%	**110**	**12**	11.1%	**1,100**
Hirshabelle	Middle Shabelle	73	5	35.0%	39	19	26.0%	3	1	1.8%	31	1	14.3%			0%	47	4	22.9%	223
	Hiiraan	43	3	8.4%	88	36	22.7%	50	7	10.4%	167	6	31.7%	16		2.9%	101	29	23.8%	546
	Total	**116**	**8**	16.1%	**127**	**55**	23.7%	**53**	**8**	7.9%	**198**	**7**	26.7%	**16**	**0**	2.1%	**148**	**33**	23.5%	**769**
Galmudug	Mudug	133	12	48.5%	42	4	15.4%	6	1	2.3%	93	4	32.4%			0%	4		1.3%	299
	Galgaduud	73		28.2%	5		1.9%	7		2.7%	137	8	56.0%			0%	29		11.2%	259
	Total	**206**	**12**	39.1%	**47**	**4**	9.1%	**13**	**1**	2.5%	**230**	**12**	43.4%	**0**	**0**	0%	**33**	**0**	5.9%	**558**
Banadir Total		102	11	4.5%	48	1	2.0%	35	15	2.0%	1,871	104	78.9%	132	9	5.6%	169	7	7.0%	2,504
Central South 2015/16		**1,385**	**127**	24.8%	**410**	**78**	8.0%	**302**	**71**	6.1%	**2,738**	**143**	47.3%	**157**	**9**	2.7%	**595**	**70**	10.9%	**6,085**
Puntland 2014/15**		**2,424**	**330**	69.4%	**703**	**153**	21.6%	**80**	**17**	2.4%	**42**	**5**	1.2%			0%	**175**	**41**	5.4%	**3,970**
Somaliland 2014/15**		**67**	**7**	1.0%	**4,366**	**674**	66.4%	**151**	**41**	2.5%	**839**	**171**	13.3%			0%	**1,074**	**194**	16.7%	**7,586**
Somalia Total		**3,876**	**464**	24.6%	**5,479**	**905**	36.2%	**533**	**129**	3.8%	**3,619**	**319**	22.3%	**157**	**9**	0.9%	**1,844**	**305**	12.2%	**17,641**

FGS, MOECHE Education Statistics Yearbook 2015/16

Pupil-Teacher Ratio (PTR). Calculation on PTR utilizes government EMIS data which, unlike PESS 2015, provides data on this indicator. Additionally, considering the comparable levels of GER across PESS and government EMIS, calculations for PTR are treated here as sufficiently representative and reliable for the primary subsector. As shown in Table 70 below, the average PTR for Central South Somalia was 35 students per teacher in the year 2015/16. This was only slightly higher than the national average of 32.7, with both Puntland and Somaliland having similarly high PTRs (Puntland 32.6 and Somaliland 30.9).

Within Central South, PTR across most regions and states falls close to the average of 35 students per teacher. There are only several cases in which PTR falls significantly above or below this average. In Jubaland State, the regions of Lower Juba and Gedo are above the average for Central South Somalia (47.8 and 38.8 respectively), while Galgaduud Region in Galmudug State also has a higher PTR at 39.2. The regions with the lowest PTRs are found in Lower Shabelle Region (27.4) and Mudug Region (26.8). Owing to security constraints, more learners are not accessing education in Lower Juba and Gedo as they are at risk of attack or forced recruitment (or 'abduction') into armed groups at act as 'child soldiers'.

In contrast to non-government schools PTR in government schools was found to be lower. The reasons for this are not clear but may well relate to teachers in government schools having lower teaching loads and some in urban areas holding down more than one job. . There was also remarkable variation among regions; it is highest in the regions of Lower Juba, Bay, Galgaduud and Gedo, whilst most other regions have a PTR less than the national average. PTR is also slightly lower in rural schools (34.7%) than in urban schools (36.5%).

Table 70. Pupil-teacher ratio, Rural vs. Urban, Somalia and Central South by Region/State

State	Region	Pupil Teacher Ratio (PTR) by Locality		
		Urban	Rural	Total
Jubaland	Lower Juba	47.8	0.0	47.8
	Middle Juba*	n/a	n/a	31
	Gedo	37.6	41.4	38.8
	Total	**40.8**	**41.4**	**40.9**
Southwest	Bakool	34.4	33.3	34.3
	Bay	47.1	35.4	43.1
	Lower Shabelle	26.9	29.5	27.4
	Total	**33.3**	**32.5**	**33.1**
Hirshabelle	Middle Shabelle	30.0	34.4	30.3
	Hiiraan	34.0	31.5	33.3
	Total	**32.6**	**31.7**	**32.4**
Galmudug	Mudug	26.7	28.3	26.8
	Galgaduud	39.8	32.0	39.2
	Total	**32.7**	**30.6**	**32.6**
Banadir Total		34.3	n/a	34.3
Central South 2015/16		**34.9**	**35.7**	**35.0**
Puntland 2014/15**		**33.7**	**31.2**	**32.6**
Somaliland 2014/15**		**35.0**	**23.5**	**30.9**
Somalia Total		**34.7**	**27.7**	**32.7**

FGS, MOECHE, Education Statistics Yearbook 2015/16

Schools and Classrooms. School characteristics, school context and school climate, policies and resources have significant effects on educational performance[120]. The available data for schools and classrooms covered a few of several possible indicators, namely shift status, pupil-classroom ratio, and pupil-textbook ratio.

Schools by Shift. Whilst double- and multiple-shift schools enable schools in low-income countries to reduce financial expenses and educational costs (including salary costs, as some countries employ a single team of teachers to work all shifts), critics point out the multiple-shift systems may require a shorter school day for each shift, reducing school-time for students, as well as obstructing extra-curricular activities and other important aspects of a school day. Further, they can result in overwork of teaching staff who cover multiple shifts, thus reducing their capacity to teach properly. Evidence presented here is thus unable to assess the effectiveness of double-shift vs. single shift schools, but rather only the extent to which this strategy is being utilized in different regions and states to support increasing access to education for children. In Central South Somalia, 61.8% of schools are single shift schools. The lowest proportion of single shift schools are found in Puntland (27.8% and the highest in Somaliland (74.8%).

Within Central South Somalia, Jubaland State has the highest proportion of single shift schools at 80.2%, followed by Southwest State with 78.2%, Galmudug State with 62.8%, and Banadir with 62.8%. Only Galgaduud Region and Lower Juba Region have higher proportions of double-shift schools compared to other regions within their states. Only Hirshabelle, appears to utilize double-shift schools more than single shift schools, with 57.6% of schools surveyed identified as double-shift. Teachers working double shifts have higher income.

Additionally, a greater majority of non-government managed schools use double-shift teaching strategies. This may appear true because most schools surveyed on this indicator were identified as non-government. However it may also be driven by economic forces as they wish to maximise the use of expensive buildings.

Table 71. Primary incl. IQS Schools by Single vs. Double-shift, Ownership type, Central South by region/state

State	Region	No. of schools surveyed	Shift				Ownership			
			Single shift		Double-shift		Gov't (MoE)		Non-gov't	
Jubaland	Lower Juba	53	24	45.3%	29	54.7%	2	3.8%	51	96.2%
	Middle Juba*	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Gedo	154	142	92.2%	12	7.8%		0.0%	154	100.0%
	Total	**207**	**166**	**80.2%**	**41**	**19.8%**	**2**	**1.0%**	**205**	**99.0%**
Southwest	Bakool	52	45	86.5%	7	13.5%	0	0.0%	52	100.0%
	Bay	56	49	87.5%	7	12.5%	20	35.7%	36	64.3%
	Lower Shabelle	89	60	67.4%	29	32.6%	19	21.3%	70	78.7%
	Total	**197**	**154**	**78.2%**	**43**	**21.8%**	**39**	**19.8%**	**158**	**80.2%**

[120] OECD. 2012. School factors related to quality and equity. Results from PISA.

Hirshabelle	Middle Shabelle	19	6	31.6%	13	68.4%	5	26.3%	14	73.7%
	Hiiraan	73	33	45.2%	40	54.8%	19	26.0%	54	74.0%
	Total	**92**	**39**	**42.4%**	**53**	**57.6%**	**24**	**26.1%**	**68**	**73.9%**
Galmudug	Mudug	61	48	78.7%	13	21.3%	2	3.3%	59	96.7%
	Galgaduud	52	23	44.2%	29	55.8%	0	0.0%	52	100.0%
	Total	**113**	**71**	**62.8%**	**42**	**37.2%**	**2**	**1.8%**	**111**	**98.2%**
Banadir	Total	305	135	44.3%	170	55.7%	5	1.6%	300	98.4%
Central South 2015/16		914	565	61.8%	349	38.2%	72	7.9%	842	92.1%
Puntland 2014/15 **		605	168	27.8%	437	72.2%	420	69.4%	185	30.6%
Somaliland 2014/15 **		1083	810	74.8%	273	25.2%	935	86.3%	148	13.7%
Somalia Total		**2,602**	**1,543**	**59.3%**	**1,059**	**40.7%**	**1,427**	**54.8%**	**1,175**	**45.2%**

FGS, MOECHE, Education Statistics Yearbook 2015/16

Pupil Classroom Ratio (PCR). The PCR shows the numbers of pupils in classrooms during the reporting period. It is a measure of total school enrolment divided by the number of classrooms in the school. A high PCR may mean that students are crowded into classrooms, which can hamper the students' comfort, ability to concentrate well in class, and the teachers' ability to interact sufficiently with each student. However, a very low PCR may indicate underutilization of resources, depending on the context. PCR data for Central South was not captured by the MoECHE EMIS and as no other data source captures this information analysis on PCR cannot be completed.

Pupil Textbook Ratio (PTbR). PTbR shows the number of pupils who have access to, or own, one textbook for core subjects taught in the curriculum. Ideally it is expected that a pupil should have at least one textbook per subject. The only available source of data on PTbR is government EMIS data, but which is nevertheless considered sufficiently representative of primary schools. In the case of Central South, the ministry of education nevertheless has reservations on the reliability of this specific indicator considering the potential for school level officials to understate the availability of learning materials in hope of receiving additional materials based on stated needs. At the same time, it is also recognized that the availability of learning materials, including textbooks is a major deficiency, particularly in rural areas and states grappling with issues of conflict and limited government funding. While treating this indicator with caution the ministry will utilize available figures for planning purposes and more diligently scrutinize the quality of data gathered via EMIS for this sort of indicator given its implications for planning and budgeting. Finally, PTbR data could only be retrieved for Mathematics, English, Arabic and Somali, as summarized in Table 72 below.

Table 72. Pupil-textbook ratio, Central South by region/state

State	Region	Arabic	English	Maths	Somali
Jubaland	Lower Juba	22	27	25	20
	Middle Juba*	n/a	n/a	n/a	n/a
	Gedo	20	28	17	19
	Total	21	28	19	19
Southwest	Bakool	29	79	32	35
	Bay	5	8	5	6
	Lower Shabelle	17	13	19	18

	Total	10	12	11	12
Hirshabelle	Middle Shabelle	9	10	10	9
	Hiiraan	18	56	19	18
	Total	14	25	15	15
Galmudug	Mudug	22	23	22	23
	Galgaduud	12	21	18	12
	Total	15	22	20	15
Banadir	Total	20	29	27	19
Central South 2015/16		15	21	17	16
Puntland 2014/15 **		7	24	7	7
Somaliland 2014/15 **		3	3	2	3
Somalia Total		***5***	***6***	***4***	***5***

FGS, MOECHE, Education Statistics Yearbook 2015/16

National figures show that PTbR is 1:5 for Arabic, 1:6 for English, 1:4 for Maths and 1:5 for Somalia. Student-to-textbook ratios in Central South are far below national averages and not surprising when considering the method by which EMIS data calculates GER (i.e. a combination of Quranic schools, formal primary schools managed by a host of different groups, and ABE schools), and the conditions of fragility experienced by many of the states in Central South. On average in Central South, for mathematics one textbook is shared among 18 pupils, for Somali one textbook was shared among 17 pupils, for Arabic one textbook is shared among 16 pupils, and for English 1 textbook is shared among 22 pupils. This indicates that there is a critical shortage of learning materials such as textbooks for children (and perhaps supplemental learning materials and important teachers guides to support learning) in schools. With the exception of Bay Region in Southwest State, the dearth of learning materials appears so widespread across Central South Somalia and all states and regions that attempting further regional analysis brings little added value. The key finding is that learning materials such as textbooks are desperately needed by children across the entire Subsector and virtually all states and regions in Central South Somalia.

6.7 Learning Outcomes

Whereas in Puntland and Somaliland there are clear indicators of the levels of learning outcomes being achieved at Primary level based on Form 4 exams, Grade 8 exam results and on MLA results, this is far more difficult to assess within FGS. Some attempts have been made to assess the learning outcomes at primary level. AET has supported the umbrellas/Private education providers in setting the Grade 8 exams for the last eight years and centralised Form 4 exams for the last three years. About 8 education umbrellas were supported with Form 4 examinations prior to MOE centralized school leaving examinations In theory, these results should provide a basis for measuring the learning outcomes, and for measuring improvements in these outcomes over the last eight years.

The figures are shown in Table 73 below. However, although they indicate marginal improvements in results these should be treated with caution. The figures available are neither totally reliable nor comprehensive. The numbers taking the exams remain very small as schools in the two largest umbrellas have not participated in the government exams at Grade 8 level and only in the last year have they agreed to take the Form 4 exams. It is for this reason that, unlike the numbers in Puntland and Somaliland, the numbers taking the Grade 8

exams have remained small. In addition, pass rates at Grade 8 in all regions are usually very high at over 90% as can be seen from table below, the exception being 2012. In general, the grade 8 exams do not appear to be a barrier to secondary school entry as even the few that fail and want to continue find ways through the system and thus they are not such high stakes exams. Thus, while exams can be used as an indicator, it remains a very broad measure. The improved pass rate between 2012 and 2016 may be little more than a shift in the criteria. A better measure would be to look at the actual exams themselves across the three years of the new ESSP and observe any changes in levels of difficulty and the extent to which they assess higher level skills and the percentage of the formal exams that is more than just recall.

Table 73. Central South Somalia enrolment and pass rates in Form 4 and Grade 8 exams

Year	2012			2013			2014			2015			2016		
	Enrol	**Pass**	**%**	**Enrol**	**Pass**	**%**	**Enrol**	**Pass**	**%**	**Enrol**	**Pass**	**%**	**Enrol**	**Pass**	**%**
Grade 8	3774	3039	81%	3279	2980	91%	3114	3044	98%	2984	2551	85%	3,410	3153	92%
Form 4	1140	759	67%	1318	389	30%	*0	*0	n/a	3445	n/a	n/a	11574	10104	87%

*NB : * No exams were conducted in 2014*

The Minimum Learning Assessments (MLA) were carried out at primary level in 2012 in a cross section of schools (approximately 5% or learners were examined) for grade 7. However, the results showed amazing variations between regions and the schools in FGS seemed to record unrealistically high marks and unusual patterns of answers (see Table 74 below). 75% of the learners scored over 60% in the English exams compared to 22.4% in Puntland. In addition the numeracy exam showed even greater discrepancies as 89% of learners in FGS passed with over 60% but only one student scored over 60% out of over 500 learners in Puntland.

Such major discrepancies had to be the result either of a remarkable performance by the learners in Central South Somalia and disastrous performance in Puntland or by major discrepancies in the way the exams were administered and marked. There is sufficient evidence to suggest it is the latter. This is for several reasons. Firstly, those involved in administering the exams in FGS were doing so for the first time and were thus inexperienced. In addition, in 2013, there was increased insecurity in Central South Somalia and many of the schools were difficult to access or monitor by any outside and unbiased supervisors. In contrast, the Puntland team supervising the exams were very experienced. They had conducted similar MLA examinations several times in the past and were able to closely monitor all the exam centres and the marking.

In addition, the sections of the exams where Central South Somalia learners scored the highest marks were the sections with multiple choice questions, always a very easy format for learners to exchange answers, especially were collusion may occur.

Table 74. Test results from Grade 7 MLA, Central South, Somaliland, Puntland

Subject/region	Central South	Somaliland	Puntland

English	75	59.3	8.7
Somali	80+*	31.9	22.4
Numeracy	89	15.0	0.2

*The Somali mark has been estimated from the results given for Somaliland and Puntland and the total average.

Although this table only gives the raw scores, the full report provide a breakdown of a range of skills and competencies, including the numbers of learners who can understand at the simple sentence level that can write a short paragraph etc. These individual result across the three regions can be used as a measure of specific competencies using either the Puntland as a marker of using the average of the three regions.

However, it is therefore advisable to put in place an assessment of Grade 4 and Grade 7 learning outcomes, especially in literacy and numeracy, at the start of the new ESSP implementation. Somaliland and Puntland were also able to use the Grade 8 examinations across a number of years as indications of learning outcomes for these grades as well as the MLA results. In Central South however, only a narrow sample of schools have taken the grade 8 exams prior to 2016 and these schools were themselves self-selecting. They excluded the schools in the two largest private school organisations (FPENS and SAFE). Thus, while learning outcomes can be measured for individual schools, it is not possible to make generalisation, either for 2013 or for 2016 and thus very important area of the effectiveness of the IESSP for 2013 to 2016 cannot be reliably reported against.

The only indicators available for learning outcomes at this level come from Somaliland and Puntland. As already stated, they showed very low achievements in Numeracy with only 30% of learners able to perform basic operations at Grade 4 level and a similarly low level of achievements in writing in Somali. However, there was a considerably higher level of achievement in reading comprehension with over 70% of learners able to read and comprehend at the word and paragraph level. The NGO Concern in Mogadishu has carried out some tests using EGRA tools to assess reading levels in FGS schools in Mogadishu. However, these results have not yet been made available to the Ministry. If they do become available then they may well provide a key indicator of basic reading skills in early grades and might be suitable as a base line indicator. However, this is a decision that can only be made when and if they share their results with the ministry.

6.8 School Facilities at Primary including IQS

School facilities are known to affect student motivation, achievement, safety and retention in schools. Degraded facilities and very large classes are sometimes seen as predictors of dropping out (others include repetition, low achievement, overage enrolment and poor teaching and learning processes in schools).[121] Indicators supporting the quality of school facilities include availability of water and latrines furniture, laboratories, libraries and pedagogical centres, and in the context of Somalia WASH facilities and school feeding programmes – all of which can attract students, ensure retention and the safety of children

[121] Lewin, K. M. (2009). Access to education in sub-Saharan Africa: patterns, problems and possibilities. Comparative Education, 45(2), 151-174.

during period of emergency such as drought or conflict. Moreover, girls are particularly vulnerable to dropping out of schools when they reach puberty if there are insufficient water, hygiene and sanitation resources.[122] This section draws upon data available in a 2016 UNICEF Rapid Baseline Survey to provide a snapshot of the quality of school infrastructure in Central South, access to safe water and hygiene facilities in schools, and also school feeding programmes.[123]

School Infrastructure. Since the 1990s Somalia has struggled with rebuilding its education infrastructure which in many instances was either destroyed or fell into disrepair which limited the ability of children to access education services. Over the years, various types of school infrastructure have been used to promote children's access to education covering 'permanent', 'semi-permanent', and 'temporary' types of facilities. As shown in Table 75 below, in 2016 slightly over half of all schools surveyed (51.8%) across Central South Somalia are classified as 'permanent' structures'. The state with the highest proportion of 'permanent' structures is Galmadug (64.7%) followed by Hirshabelle State (56%) and then Jubaland State (50.9%), while Southwest State has the smallest proportion of 'permanent' school structures (42%). Only two states experience significant inequities regarding the availability of 'permanent' structures (Jubaland and Southwest), with Middle Juba (21.4%) and Lower Shabelle (34.8%) regions having a much smaller proportion of 'permanent' school structures compared to other regions within their states.

The proportion of 'semi-permanent' school facilities is similar across regions within states and across states, with only Hirshabelle and Galmadug having a lower overall proportion of 'semi-permanent' school structures (15.4% and 16% respectively). When comparing across regions within states, the smallest proportion of 'semi-permanent' structures are Gedo Region (13.6%), Hiraan Region (13.1%) and Mudug Region (14.3%). The proportion of 'temporary' learning facilities, which are utilized commonly in situations of emergency, displacement to service IDP communities, or as an interim measure to provide access to education for communities where resources are scarce, is around 30% across all states with the exception of Galmadug State where only 19.3% of learning facilities are classified as 'temporary'. When comparing across regions within states, the proportion of 'temporary' learning facilities is highest in the regions of Middle Juba (55.4%) compared to other regions within Jubaland State, while the lowest proportion of 'temporary' learning spaces relative to other regions within a state is found in Mudug Region (15.5%) of Galmadug State.

Table 75. Type of Structures, Primary Schools by region/state in Central South by region/state (n=1255)

State	Region	Type of Structure						
		Permanent		Semi-Permanent		Temporary		Total
Jubaland	Lower Juba	56	48.3%	28	24.1%	32	27.6%	116
	Middle Juba	12	21.4%	13	23.2%	31	55.4%	56
	Gedo	132	59.7%	30	13.6%	59	26.7%	221

[122] UNICEF. 2015. Education in Somalia. (PDF).

[123] Though the sampling and data gathering methods for the Rapid Baseline Survey are less rigorous than EMIS and PESS methods, and may overstate the number of schools, data is nevertheless treated as sufficiently representative of school conditions to provide a fair snapshot of indicators presented herein.

	Total	**200**	50.9%	**71**	18.1%	**122**	31.0%	**393**
Southwest	Bakool	58	46.4%	27	21.6%	40	32.0%	125
	Bay	42	46.7%	23	25.6%	25	27.8%	90
	Lower Shabelle	47	34.8%	38	28.1%	50	37.0%	135
	Total	**147**	42.0%	**88**	25.1%	**115**	32.9%	**350**
Hirshabelle	Middle Shabelle	63	50.0%	24	19.0%	39	31.0%	126
	Hiraan	119	59.8%	26	13.1%	54	27.1%	199
	Total	**182**	56.0%	**50**	15.4%	**93**	28.6%	**325**
Galmadug	Mudug	59	70.2%	12	14.3%	13	15.5%	84
	Galgaduud	62	60.2%	18	17.5%	23	22.3%	103
	Total	**121**	64.7%	**30**	16.0%	**36**	19.3%	**187**
Banadir		245	97%	8	3%	0	0%	253
Central South Somalia		**650**	**51.8%**	**239**	**19.0%**	**366**	**29.2%**	**1255**

UNICEF Rapid Survey, 2016

Table 76 below shows the condition of different types of school infrastructure found in Central South Somalia. Reflecting the history of conflict and emergency in Central South Somalia, as well as limited government funding to support maintenance and rehabilitation costs of school infrastructure, the majority of schools, or 55.9% across all types of infrastructure, are regarded as being in 'poor' condition, 40.7% in 'fair' condition, and only 3.4% in 'good' condition. Regions with the higher proportion of schools in 'poor' condition are Lower Juba (62.1%), Gedo (65.9%) and Hiraan (60.3%), while those with the lowest proportion of infrastructure in 'poor' condition are Middle Juba (26.8%) and Bay (38.9%). Bay and Middle Juba are also regions with the highest proportion of schools in 'fair' condition (52.2% and 73.2% respectively), while half the schools in Middle Shabelle Region are in 'fair' condition. Irrespective of several relatively minor variations across regions and states, the quality of school infrastructure, irrespective of type, is generally low and arguably not conducive to supporting children's learning and retention in school and does little to motivate teachers to perform well. While data is not disaggregated along rural vs. urban lines, when considering other inequities regarding teacher distribution and availability of learning materials it seems plausible that those school in the poorest condition are found in rural areas across all regions and states. Rehabilitation and maintenance of existing facilities thus seems a likely priority for the next ESSP, rather than building further infrastructure.

Table 76. Condition of Infrastructure – Primary schools by region/state in Central South by region/state (n=1255)

State	**Region**	**Condition of Infrastructure- Primary (school n = 1255)**		
		Good (%)	**Fair (%)**	**Poor (%)**
Jubaland	Lower Juba	3.4	34.5	62.1
	Middle Juba	0.0	73.2	26.8
	Gedo	1.4	32.7	65.9
	Total	1.8	39.0	59.2
Southwest	Bakool	4.0	38.4	57.6
	Bay	8.9	52.2	38.9
	Lower Shabelle	2.2	38.5	59.3

	Total	4.6	42.0	53.4
Hirshabelle	Middle Shabelle	2.4	50.0	47.6
	Hiraan	4.0	35.7	60.3
	Total	3.4	41.2	55.4
Galmadug	Mudug	4.8	38.6	56.6
	Galgaduud	4.9	42.7	52.4
	Total	4.8	40.9	54.3
Banadir		n/a	n/a	n/a
Central South		**3.4**	**40.7**	**55.9**

UNICEF Rapid Survey, 2016

School Feeding. School feeding programmes are often seen as an important mechanism for increasing enrolment in education for the most marginalized children and also supporting improved learning outcomes. Moreover, in the context of Central South Somalia, which often experiences food insecurity induced by environment hazards, the provision of school feeding programmes also acts as an important social safety net for the most vulnerable children during periods of crisis. As shown in Table 77 below, a very small proportion of all primary schools (6.5%) have some type of school feeding programme. This is highest in the regions of Gedo (12.2%), Mudug (16.7%) and Galgaduud (10.7%). Across all remaining regions the proportion of schools with school feeding programmes ranges from .8% to only 6%. Not surprisingly, the proportion of schools with 'Kitchen facilities' and 'storage facilities' also seems related to the proportion of schools providing school feeding programmes. Those regions with a higher proportion of schools providing school feeding programmes also appear as regions with a higher proportion of schools with 'Kitchen facilities' and 'storage facilities', suggesting schools in such regions are better equipped to provide school feeding.

No data is available on sources of funding for the provision of school feeding programmes, but it is assumed these programmes are typically funded by either community contributions or specific donor-funded programmes via UN agencies, INGOs and local NGOs to support the provision of school feeding programmes. No data was made available from any education ministry personnel at FGS or state level regarding government funding for school feeding programmes. Nevertheless, school feeding programmes are rarely available across Central South Somalia even though they have demonstrated a strong benefit for enrolling and retaining children and, importantly, ensuring children's safety and resilience during times of crisis.

Table 77. School Feeding Primary Schools by region/state in Central South by region/state (n=1255)

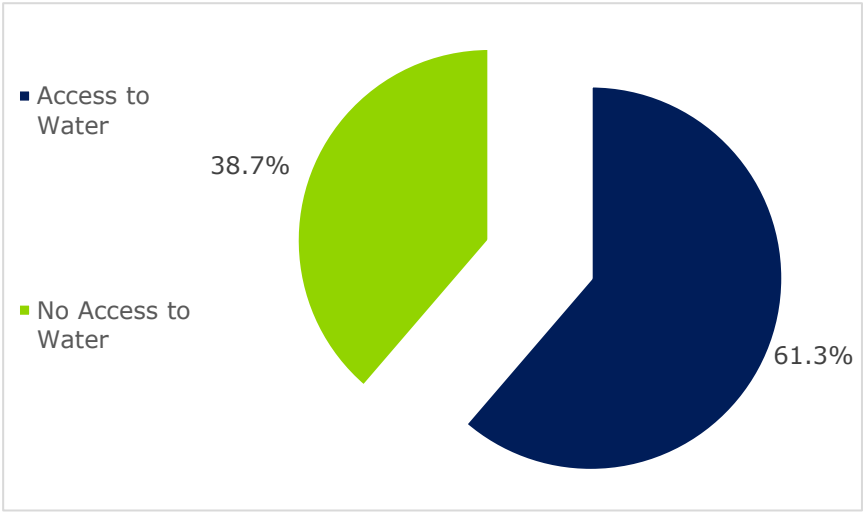
State	**Region**	**School n=1255**					
		School Feeding (%)		Kitchen Facilities (%)		Storage Facilities (%)	
		Y	**N**	**Y**	**N**	**Y**	**N**
Jubaland	Lower Juba	3.4	96.6	6.9	93.1	8.6	91.4
	Middle Juba	5.4	94.6	7.1	92.9	10.7	89.3
	Gedo	12.2	87.8	14.5	85.5	12.7	87.3
	Total	8.7	91.3	11.2	88.8	11.2	88.8
Southwest	Bakool	3.2	96.8	4.8	95.2	8	92
	Bay	2.2	97.8	6.7	93.3	15.6	84.4

	Lower Shabelle	2.2	97.8	3.7	96.3	5.9	94.1
	Total	2.6	97.4	4.9	95.1	9.1	90.9
Hirshabelle	Middle Shabelle	0.8	99.2	2.4	97.6	2.4	97.6
	Hiraan	6	94	7	93	9.5	90.5
	Total	4	96	5.2	94.8	6.8	93.2
Galmadug	Mudug	16.7	83.3	13.1	86.9	13.1	86.9
	Galgaduud	10.7	89.3	15.5	84.5	13.6	86.4
	total	13.4	86.6	14.4	85.6	13.4	86.6
Banadir		n/a	n/a	n/a	n/a	n/a	n/a
Central South		6.5	93.5	8.4	91.6	9.8	90.2

UNICEF Rapid Survey, 2016

WASH and Hygiene Facilities. Water and sanitation facilities are critical components of ensuring quality education facilities that will support enrolment and detainment of children in primary education and ensure their safety and resilience during times of crisis. This is particularly true in Central South Somalia where conflict, drought and famine have had an enormous impact upon children, recalling that during the famine of 2011/12 that majority of the 260,000 people who died were children. However, while access to water and hygiene facilities is considered as critical, as shown in Figure 27 below only 61.3% of schools have access to some type of water supply.

Figure 27. Percentage of Primary Schools with Access to water in Central South (n=1255)



UNICEF Rapid Survey, 2016

As shown in Table 78 below, the overall proportion of schools with access to a safe water supply is even lower at only 10.2%. At a state level Southwest State has the highest proportion of schools with access to save water at 15.9% of schools, while the lowest is Jubaland State at only 5.6% of schools with access to safe water.

Regions with the highest proportion of schools with access to safe water are Bakool Region (27.6%) and Mudug Region (18.3%), while those with the lowest proportion of schools with safe water are found in Lower Juba Region (7.4%), Gedo Region (6.3%) and Lower Shabelle Region (7.1%).

Table 78. Proportion of primary schools with access to safe water, by region/state in Central South by region/state (n=1255)

State	Region	Schools with safe water	Total schools surveyed	% with access
Jubaland	Lower Juba	8	108	7.4%
	Middle Juba	0	56	0.0%
	Gedo	13	208	6.3%
	Total	**21**	**372**	**5.6%**
Southwest	Bakool	27	98	27.6%
	Bay	12	78	15.4%
	Lower Shabelle	9	126	7.1%
	Total	**48**	**302**	**15.9%**
Hirshabelle	Middle Shabelle	10	116	8.6%
	Hiraan	15	184	8.2%
	Total	**25**	**300**	**8.3%**
Galmadug	Mudug	13	71	18.3%
	Galgaduud	9	94	9.6%
	Total	**22**	**165**	**13.3%**
Banadir		n/a	n/a	n/a
Central South		**116**	**1139**	**10.2%**

UNICEF Rapid Survey, 2016

Most schools in Central South (52%) have access to 'alternative water sources', which include water from rivers or streams, 'unhygienic' wells and dams, gathered rain water, or other water sources that are not reliable. All states tend to fall around this average with the exception of Galmadug State where only 38% of schools have access to alternative water sources which, when combined with low rates of access to safe water sources suggests that children in schools in Galmadug are particularly vulnerable to effects of drought. Conversely, the highest proportion of schools with access to alternative waters sources are in Southwest State (58.3%), with schools in Bakool Region having the highest proportion accessing alternative water sources (68%) when compared to other regions within the state. The next regions having the highest proportion of schools accessing alternative water when compared to other regions within their respective states are Middle Juba Region (62.5%) and Middle Shabelle Region (63.5%).

While these alternative water sources are clearly important for ensuring that schools operate during 'normal' periods, reliance on alternative water sources also poses significant health risks for these children, particularly during period of disease and potential flooding which can turn schools into centres for transmitting disease to children and communities more widely. This is especially a concern considering the widespread reliance on alternative water sources to supply children in schools with water,

Table 79. Primary Schools with Access to Alternative Water Sources, by state/region in Central South by region/state (n=1255)

State	Region	Schools with Access	Total schools surveyed	% with alternative sources
Jubaland	Lower Juba	53	116	45.7%
	Middle Juba	35	56	62.5%
	Gedo	119	221	53.8%
	total	**207**	**393**	**52.7%**
Southwest	Bakool	85	125	68.0%
	Bay	45	90	50.0%
	Lower Shabelle	74	135	54.8%
	total	**204**	**350**	**58.3%**
Hirshabelle	Middle Shabelle	80	126	63.5%
	Hiraan	91	199	45.7%
	total	**171**	**325**	**52.6%**
Galmadug	Mudug	33	84	39.3%
	Galgaduud	38	103	36.9%
	total	**71**	**187**	**38.0%**
Banadir		**n/a**		
Central South		**653**	**1255**	**52.0%**

UNICEF Rapid Survey, 2016

As shown in Table 80 below, the overall proportion of schools with Latrines in Central South is 37%, with Galmadug State having the higher proportion of schools with latrines (almost 52%) while Southwest State has the lowest proportion (25.7%). Only within Southwest State and Hirshabelle State do there appear to be significant differences across regions within the respective states with only 8% of schools in Bakool Region have latrines and in Middle Shabelle Region where only 25.4% of schools have latrines – both much lower than other regions within their states. Irrespective of these regional and state differences that highlight challenges to specific locations, on the whole all primary schools across Central South remain poorly equipped with safe latrine and hygiene facilities.

Table 80. Proportion of primary schools with latrines, Central South by region/state (n=1255)

State	Region	With latrines	Total schools surveyed	% with latrines
Jubaland	Lower Juba	51	116	44.0%
	Middle Juba	21	56	37.5%
	Gedo	85	221	38.5%
	Total	**157**	**393**	**39.9%**
Southwest	Bakool	10	125	8.0%
	Bay	31	90	34.4%
	Lower Shabelle	49	135	36.3%

	Total	**90**	**350**	**25.7%**
Hirshabelle	Middle Shabelle	32	126	25.4%
	Hiraan	88	199	44.2%
	Total	**120**	**325**	**36.9%**
Galmadug	Mudug	41	84	48.8%
	Galgaduud	56	103	54.4%
	Total	**97**	**187**	**51.9%**
Banadir		n/a	n/a	n/a
Central South		**464**	**1255**	**37.0%**

FGS, MOECHE, Education Statistics Yearbook 2015/16

6.9 Gender Parity at Primary School level

Enrolment by Gender. As already mentioned in sub-sections above, male enrolment is higher than female enrolment in Primary School as listed below:

- In the government managed primary including IQS, girls make up 44.2%, while in the non-government managed primary including IQS schools they are 44.1% of the school-going population.
- The percentage of girls enrolled in Lower Primary is 44.8% and in the Upper Primary is 42.9%.
- The percentage of girls enrolled in the urban primary schools (including IQS) is 43.9% and in the rural areas it is 45.3%.

Overall, girls' enrolment in Primary school is between 3% and 7% lower than boys' enrolment, which in turn implies that girls' participation in primary school is lower. However, whilst it is important to focus on measurable and quantifiable results (including enrolment rates, completion rates, achievement, representation of women and men in school staff and educational materials, etc.), the focus on gender parity on its own does not fully comprise a gender analysis. The latter must be not only be quantitative but also qualitative and performance of girls in school, the results of their education as well as assessing social constructs and institutional inequalities within given contexts of school and their society. Therefore it is imperative that the MoECHE collects more gender-related information and interlinks the variables in order to understand the extent of gender inequality as well as to implement relevant gender-mainstreaming strategies to address the educational needs of both males and females. Gender is further discussed as a cross-cutting issue in Chapter 10.

6.10 Summary findings and policy options

Key Findings

- Primary school enrolment levels for Somalia remain among the lowest globally at a GER of only 32%. This is lowest in Central South Somalia where the legacies of conflict and state failure have resulted in a GER of only 22%.
- Significant inequities exist with enrolments between rural and urban areas together with the distribution of resources, learning facilities and teachers. Though 'rural' and 'nomadic' communities comprise over 50% of the entire population in Central South, enrolment rates in 'rural' areas is only 11.7%. As such, there are clear structure and

social barriers that limit access to education in rural areas, not least of which due to security concerns in rural areas and contested views on the role of 'formal education' where Al-Shabaab continues to intimidate communities.

- In Central South Somalia, only 7.4% of children are enrolled in primary schools classified as 'government-run'. 'Private' education service providers and communities thus play a critical role in maintaining education services for children. However, this has also fragmented the education sector and created space for 'non-state' actors to introduce educational curriculum that contradicts the peacebuilding and statebuilding goas of the federal government. This is particularly true in more heavily populated urban areas such as Banadir where business and private sector has developed more than other areas of Central South.
- Girls continue to experience high levels of inequity with enrolment in primary education as more boys are enrolled in school than girls and increases at higher levels of primary education suggesting the girls are dropping out of school at higher rates compared to boys.
- Within Central South, the role of 'private' service providers varies greatly across states and regions, with government continuing to play a very important role in several regions. In regions where government plays a larger role in providing education services inequities between rural and urban areas is much lower.
- Within Central South GER varies across states and is lowest in those areas recently liberated from Al-Shabaab such as Bay and Lower Shabelle regions.
- Few quality indicators exist for the formal primary education Subsector. However, survival rates to Grade 5 show roughly one-third of children (or 35%) leave school before Grade 5. Survival rates are worst in the states of Jubaland, Southwest and Hirshabelle at only 56% or below. This indicates significant challenges with effective learning and retention of children at early grades. Similar challenges are found in Puntland where survival rates are only 56% to Grade 5.
- There is very limited data available for children with 'special needs' who are either 'in school' or those who are 'out-of-school'. Considering risks of malnutrition and stunted development for many children data suggests a significant gap in service delivery for catering to needs of children with different types of 'special needs'..
- Few teachers in Central South Somalia work in 'government-run' schools, which creates risks that teachers paid by government are not implementing the national primary school curriculum framework.
- The majority of teachers are male (94%), with most teachers (85%) found in urban areas. Teacher recruitment and management practices thus indicate significant inequities being perpetuated along gender lines and rural-urban geographic areas.
- The proportion of teachers who are 'qualified' in Central South is very low, with only 20.1% categorised as such and much lower than the overall national average of 38%. Qualified teachers are fewest in several regions such as Gedo, Bay, Middle Shabelle and Galgaduud at only 8% or lower. There are also generally few in-service support systems in place to support improved learning practices in schools and generally weak school supervision by regional and state governments to ensure adherence to minimum qualify standards and national curriculum frameworks.
- Sources of payment of teacher salaries varies greatly in Central South with 47.3% paid by 'private foundations', 24.8% paid by 'communities', 6.1% by NGOs/INGOs, 13.6% paid by 'others' and 'undefined' sources, and only 8% paid by government. This

highlights challenges of regularly paying teachers from domestic financing resources and the important role that 'private foundations' play in paying teachers. However, government plays a much greater role in paying teachers in several states and regions such as Hirshabelle and Southwest, while 'community' plays a much greater role in Jubaland, Southwest and Galmadug. The role of 'private organizations' is on the other hand greatest in more urban areas and in Banadir. The complexity of funding sources highlights the needs for strengthening the regulatory framework and for government to build partnerships with non-state actors.

- The official pupil-teacher ratio as based on government EMIS stands at 35:1 for Central South Somalia and does not immediately appear to be overly excessive. There are however several regions and states where the PTR is much higher suggesting overcrowding in learning facilities. The PTR, however, only shows rates based on current enrolment figures. Recalling that the majority of children remain out of school, availability of learning facilities and teachers continues to act as supply-side barriers to increasing access to education.
- Lack of supplies and learning materials in schools remains a major challenge for children's learning. Few children have access to learning materials based on the recently completed curriculum framework. Even with older learning materials, pupil-textbook ratios are generally high for the entire country, but worst in Central South and rant from 15:1 to 29:1 depending on learning subjects. Moreover, the fragmentation of the sector means that access to existing learning materials is not based on newly developed national curriculum framework materials (see Chapter 11).
- There is lack of reliable data on children's learning outcomes, which is a major challenge to assessing the effectiveness of children's learning at primary school level.
- Management of school facilities remains weak considering the numbers of children out of schools and insufficient utilization of double-shift classroom approaches to increase access. For central South nearly 62% of schools utilize 'single-shift' teaching. Only Banadir (where enrolment figures are highest) and Hirshabelle State use double-shift teaching effectively to increase enrolment numbers.
- Additional challenges for learning emerge due to the poor quality of infrastructure and learning facilities at primary school level, with the majority of existing facilities being in 'poor' condition (almost 56%) and few being on 'good' condition (only 3.4%). This is compounded by lack of access to safe water in many schools (less than 11%), latrines (only 37%) and school feeding programmes (only 6.5% of schools). Considering the recurrence of drought, flooding and disease these factors have a very negative impact upon retaining children in education and ensure they remain resilience and safe during periods of emergency.

Key Policy Options and Strategies for the Primary Education Subsector

While needs in the primary education Subsector are extensive, only key priorities are identified below and which can realistically be addressed over the period of the next ESSP via coordinated sector-wide approaches of donors, development partners and government using a combination of 'direct' and 'off-budget' support. Given the very limited domestic financing available to support the primary education Subsector, the implementation of these policy options and strategies remain entirely dependent upon donors pooling funding into a coordinated sector-wide approach with investments directly aligned to supporting specific initiative under the incoming ESSP. Several policy strategies are relevant for federal level while strategies for increasing access and quality in schools are more relevant for

implementation at regional or state levels to support improvements directly at school level and feature as part of detailed action plans and priorities of state education ministries in Chapter 10.

Areas related to strengthen the capacity of the education sector to provide services are covered separately in Chapter 4 on Cost and Financing and Chapter 11 on Cross-Cutting Issues. Key priorities are related to increasing access to education and increasing quality of learning outcomes for children:

1. **Increasing access to primary education for the most excluded children**
    - **Federal and State levels:** Strengthen annual EMIS and increase coverage to ensure more effective annual planning and targeting of resources where needs are greatest and so that policies are evidence-based (see Chapter 11).
    - **Federal and State levels:** Strengthen partnerships between MOECHE at Federal and State levels with provide education service providers and umbrella education organizations to expand coverage and access to schools and ensuring children's learning adheres to the national curriculum framework.
    - **State level:** Utilize innovative technologies to expand education to IDP and rural areas to overcome limited access to facilities and availability of qualified teachers.
    - **State level:** Increase effective utilization of double-shift schooling to overcome barriers to education associated with limited school infrastructure and facilities.
    - **Donors:** As government funding for education remains low and is likely to remain low for years to come, major donors should invest in pro-poor cash grant schemes to ensure children from the poorest households, especially girls, are able to overcome financial barriers to access education. This approach builds upon strategies currently applied in emergency responses in places such as Puntland and demonstrate that targeting of emergency cash-grants to overcome financial barriers for the most vulnerable children to access education is highly successful.
    - **Federal and State levels:** Support expansion of formal education through boarding schools (where appropriate) and strengthening mobile schools for pastoral communities and other nomadic rural communities, building schools in rural areas based on clear needs assessments. Building of any new school facilities should also factor in the capacity of government to pay operational costs of schools including teachers and maintenance of facilities. Where building of new schools is not financially feasible, rehabilitation of existing school facilities should be prioritised to improve quality of learning facilities and expand classrooms to cater for a greater number of children. Careful consideration should be given to building new school facilities in urban areas to avoid reinforcing inequities between rural and urban areas.
    - **State level:** Construct more classrooms /mobile schools in rural area /boarding schools rural areas
    - **State level:** Teachers working in rural areas should be provided with special hardship benefits, particularly for those working in areas recently liberated from liberated form Al-Shabaab.
    - **Federal level:** Special needs education: design and support SNE education centre with trained teachers

- **State level:** Working through credible local NGOs to expand access to geographic areas liberated from Al-Shabaab or those areas where Al-Shabaab continues to have a presence
- **State level:** Build on successes of community school-based management approaches to further engage communities and parents in supporting schools and enrolling and retaining children in education. Stronger community engagement in school management will also help to mitigate risks of attacks against formal primary schools and reduce inter-clan tensions over access to school facilities.

2. **Increasing quality of learning outcomes and teaching and learning practices in primary school classrooms.**
    - **Federal level:** Strengthen teacher management through improved teacher recruitment criteria and teacher training strategies, including more equitable distribution of teachers across rural and urban areas. This is however a major challenge in Central South as the majority of teachers work in non-government run schools which are largely situated in urban areas. To overcome inequities with the distribution of teachers between rural and urban areas greater emphasis is needed on recruiting and training teachers from rural areas.
    - **Federal level:** Develop a standardized teacher training system covering pre- and in-service training and mentoring linked to quality assurance systems through school supervision based on government quality standards for teaching and learning.
    - **Federal level:** Establish teacher training centres in established universities with government accredited programmes. Utilizing existing universities is much more effective than establishing separate teacher training colleges and will build the capacity of universities to support future quality improvement efforts in the education sector and, importantly, strengthen partnerships between the MOECHE and local universities.
    - **State level:** Provide continuous in-service training and professional development should be provided to unqualified and qualified teachers through routine school supervision activities. This will require strengthening of school supervision strategies, approaches and resources (including improved capacities of REOs to provide mentoring and quality assurance services for schools with their areas of coverage).
    - **State level:** Additional support should be provided to less experienced or qualified teachers in rural areas through use of new technologies such as ‘tablets’ with pre-programmed lesson plans and teaching guidance to improve classroom teaching and learning.
    - **Federal level:** Conduct a baseline study on teacher absenteeism, its causes, and introduce sanctions to incentivize teacher attendance in schools and ‘time on task’.
    - **Federal level:** Strengthen teacher remuneration and teacher management policies, but pragmatic approaches are required to ensure the fiscal viability of teacher payment systems considering that a large proportion of teachers are currently paid by donors, the private sector and communities rather than government.
    - **Federal level:** Criteria for teacher’s receiving government salaries should be developed and conditional upon schools utilizing the national education curriculum as opposed to curriculum from other countries that may promote intolerance and hate against any group on any grounds. The Education Policy should thus stipulate clearly that failure to adhere to these conditions will result in the termination of donor and government support for teachers’ salaries or incentives.

- **Federal level:** Strengthen the national assessment system based on the national curriculum framework, with particular focus on improving learning assessment systems at early grade levels. Teacher training should include capacity development of teachers for supporting remedial or 'catch up' education strategies for students who struggle with achieve key learning competencies.
- **Federal and State levels:** Quality assurance procedures should be applied to the umbrella schools and other privately run institutions to ensure adherence to government quality standards.
- **Federal and State levels:** Special attention is needed to improve the quality of early grade learning to address high attrition rates (including strengthened teacher pedagogy and classroom management).

3. Increase the availability of learning resources and qualify of learning facilities

One of the greatest barriers to quality learning for children is the dearth of learning materials in primary schools - including textbooks for virtually all learning subjects and teacher resource materials based on the recently completed national curriculum framework.

- **Federal level and donors:** A massive effort is required from donors to support the supply of schools with learning materials based on the national curriculum framework. This will be critical to counter the potentially destabilising influence that alternative curriculum from foreign countries has upon the education sector as well as to support the peacebuilding and state building goals of the government. Donors should fully fund the development of textbook and learning materials based on the national curriculum framework based on clear quality assurance guidelines, including the production and distribution of learning materials to all children in primary schools.
- While this will be a very large scale initiative it will yield massive benefits for supporting long-term stability in the country. Provision of basic supplies such as children's notebooks, pencils and other learning materials should be included in this effort to overcome hidden costs for children's education, with a priority focus on children from the poorest households and rural areas.
- **Federal and State levels:** Avoid inequities by providing this support to children from the lower wealth quintiles and those not enrolled in private 'for profit' schools.
- **State level:** Greater investments in rehabilitating infrastructure will contribute to safe and conducive learning environments for children and may reduce high costs for building new schools. It is better to maintain and improve existing facilities, where feasible, that can be sustained through current funding sources as opposed to building new schools that may sit empty and unused.
- Similarly, to promote safe learning environment for children that will provide protected environments during periods of emergency, government at federal, state and regional levels should allocate funding from different sources to ensuring access to clear water and latrines, as well as community-managed school feeding programmes. Partnerships with countries such as Indonesia can help with this latter strategy through the provision of in-kind support (e.g. rice) that can be distributed to schools to support community-managed school feeding initiatives.

4. Address Gender inequities in education

- **Federal level:** To promote gender equity immediate measures can be taken including recruiting and training a greater number of female teachers and head teachers.
- **Federal level:** Enact Laws stopping early marriage and gender-based violence in schools.
- **State level:** Promote greater participation of mothers in CECs and provide sanitary kits for girls and establish ‘girl child clubs’ in schools.
- **State level and donors:** Provision of special ‘take home’ ratios of food and cooking oil through school feeding programmes supported by organizational such as WFP

7. Chapter 7 – Secondary Education

Data on Enrolment and participation of learners in secondary education and training activities is limited in scope and coverage in Somalia. The available data from EMIS and PESS surveys show low participation of learners with other indicators such as quality, efficiency and equity requiring intervention from all stakeholders, especially in Central South Somalia.

This chapter provides descriptive analysis of the secondary education subsector on indicators regarding student enrolment and participation, teachers, quality of learning facilities, availability of learning materials and learning outcomes for learners. As much as possible analysis is disaggregated along regional and state lines so that inequities and differences can be identified on a geographic basis, which will help state administrations in the Central South to tailor relevant sector responses to local conditions.

Data is drawn from the 2015/16 Education Statistics Annual Yearbook of the Federal government of Somalia, and covers all five states of Central South Somalia. Additional data is drawn from a 2016 UNICEF Rapid Baseline Survey that includes information on the quality of school infrastructure and types of training received by secondary school teachers. This chapter also draws upon UNFPA PESS data to triangulate government EMIS data and, where appropriate, apply statistical corrections to enrolment figures to ensure a more reliable overall set of findings for the Subsector. Additionally, in several instances indicators (e.g. GER/NER) are calculated to provide Somalia national aggregates and disaggregated figures of Central South and its regions and states, using statistical weighting methods to correct for different population bases used in recently completed ESAs including Puntland and Somaliland.

7.1 Policy Context

The main policy document that guides the secondary Subsector is the Draft Education Policy (2016) whose vision is to fulfil the right of every Somali to education and build an adequate, well educated, competent workforce that contributes to the spiritual, economic and human development of a nation[124].

The Draft Policy considers secondary Education comprising of Form 1 to 4 as a foundation for entry into appropriate vocational and tertiary paths. The policy goal for secondary education is to provide equitable access for all learners of appropriate age and (provide) quality secondary education that will adequately prepare them for further technical, vocational and tertiary education and their role in the socio-economic life of Somalia and the world[125].

The Policy Objectives for secondary education were:

- To provide all learners of appropriate age, who have passed primary education with equal access to secondary education.
- To evaluate and map all secondary school infrastructure to facilitate prioritized upgrading, renovation and equitable geographic distribution of new buildings to cater

[124] Federal Government of Somalia Ministry of Education, Culture and Higher Education. 2016. Draft National Education Sector Policy. Mogadishu: MoECHE.
[125] ibid

for the output of primary education including appropriate and gender sensitive water and sanitation facilities.

- To ensure that all school facilities including classrooms, sanitation facilities and play grounds are user-friendly to learners with special needs.
- To develop a competency-based curriculum, including the mainstreaming of life skills ARH, STIs and HIV and AIDS and other disasters' awareness and prevention.
- To introduce and resource school libraries in all public secondary schools in Somalia.

Considering the low enrolment rates for the Subsector, policy Objectives show a well-placed tendency to increase access to education and training opportunities for secondary school leaners.

Table 81. Secondary Education Policy Strategies (Draft National Education Policy)

- Procure sufficient textbooks, teaching and learning materials to meet the needs of all learners in public secondary schools at a target ratio of 1 textbook per subject per learner.
- Locate, map and audit secondary school infrastructure and distribution to create a register of these buildings and their geographic location in relation to feeder primary schools.
- Undertake the prioritized, phased planning for up-grading, renovation and building of new facilities, including appropriate and gender sensitive water and sanitation facilities, to ensure compliance with agreed minimum standards of provision and cater for the output of primary education.
- Review the job descriptions and terms of reference of all teachers, head teachers and system managers at every level to be competency and performance-based.
- Audit existing secondary education teacher numbers as well as projected output from Teacher Training Colleges, by subject area and grades taught, to identify short-, medium- and long-term shortfalls and training requirements.
- Develop fiscally-realistic environmental incentives in the ESSP to ensure the recurrent staffing of rural and other isolated secondary schools.
- Ensure appropriate access to quality education for learners with special needs or who are orphaned, vulnerable or stigmatized without discrimination.
- Promote schools as Centres of Care and Support, advocating a culture of tolerance, gender-sensitivity and human rights in accordance with relevant laws and regulations.
- Ensure that all learners of appropriate ages who have passed primary education have access to secondary school education within a 5 km radius of their homes.
- Ensure that every secondary school has at least one qualified teacher in basic science and mathematics subjects by 2020 to improve teaching of these subjects.
- Place all secondary school head teachers and teachers on a performance management system.
- Ensure the recurrent annual supply of appropriately qualified teachers by grade and subject through increased access to pre-service training in line with the new curriculum.
- Provide a cadre of trained and competent school inspectors to monitor and ensure a learner-friendly school environment, quality of educational delivery, compliance with curriculum requirements and the teaching of life skills.
- Establish an inter-active dialogue and planning process between secondary school systems and the TVET and tertiary education systems to quantify and project transition rates and facilitate effective bridging and entry programmes.
- Ensure that all learners of appropriate ages who have passed junior secondary education have access to senior secondary education.
- Reduce the national repetition rate for secondary school to 5%.
- Implement an average learner/teacher ratio of 35:1 in secondary education.
- Integrate information and communication technology (ICT) in the secondary school curriculum.

- Eliminate all barriers to learner achievement, including but not limited to those related to gender, disability, special needs, stigma or discrimination.
- Develop policy that regulates private schools and monitor its implementation

Draft National Education Policy

The policy objectives for the secondary Subsector, outline key strategies which could positively impact the delivery of education services for learners. For instance the phased planning and improvement of learning and sanitation facilities have the potential to improve attendance for girls. Other strategies, such as reviewing terms of reference for teachers and head teachers and introduction of performance appraisals, have a potential to improve contact hours and quality of learning in schools.

Structure of Formal Secondary Education. Secondary education is offered for four years to pupils between the ages of 14 and 18 years. This range varies between 14-17 and 15-18 years according to different sources[126]. Only 46.2% of secondary schools in Somalia have up to level four (S4) of secondary schooling, with only 37.6% of schools in Central South having all four levels. Ayn and Bay regions of the Northeast and Central South of Somalia do not have any schools up to the final level (S4) of secondary schooling[127]. Up to 12 subjects are taught in secondary schools. Both the secondary school curricula and the accreditation bodies are unified and standardized across Some secondary schools do not go unto level 4 due to limited secondary school teachers especially Science Subjects and mathematics, insufficient TLMs and infrastructure such as classrooms and laboratories and young graduates are refusing to train as Secondary School teachers. There have been also cases of students transfer to other schools on approaching S4 level while Inability to pay the required fees without support from friends or family members lock out some students

Curriculum for of the Arabic medium schools also dictates a different structure based on the Arab world with 9 years of Primary and only 3 years of Secondary.

Table 82. Official Secondary Education Structure

Form 1	**Form 2**	**Form 3**	**Form 4**
Official school-going age 15 Language of instruction: English or Arabic	Official school going age: 16 years Language of instruction: English or Arabic	Official school going age 17 years Language of instruction: English or Arabic	Form 4 leaving examination. 18 years Language of instruction: English or Arabic

According to the new curriculum framework, subjects taught in secondary schools are Mathematics, Physics, Chemistry, Biology, Somali, Arabic, Islamic studies, English, Physical

[126] Federal Government of Somalia. 2016. Education Statistics Yearbook 2015/16. Mogadishu: MoECHE./ Republic of Federal Government of Somalia Ministry of Education and Higher Studies. 2016. Education Statistics Yearbook, 2013/14. Hargeisa: MOECHE./Puntland State of Somalia. 2014. Education Statistics Yearbook. Garowe: MoDPP.

[127] United Nations Educational, Scientific and Cultural Organization. Programme of Education for Emergencies and Reconstruction. 2009. Survey of Secondary Education in Somalia 2008. Nairobi: UNESCO PEER.

Education, Geography, Information Communication and Technology (ICT), Agriculture and History.

Issuance of certifications and accreditation are centrally managed by the MOECHE, while Standardized curriculum and is about to be reviewed and launched. It is also mentioned that a standardized secondary syllabus has been in use for the past 3 years although it is not clear if there are monitoring mechanism to review uptake of the syllabus.

7.2 Enrolment

Enrolment by Form. Secondary education enrolment is the number of pupils in Forms 1-4 of secondary education who registered in the school at the beginning of the school year. Table 83 below provides a short aggregation of enrolment figures based on EMIS data collected nationally. Across Somalia some 195,804 young people are enrolled in Secondary schools of which only 39% are females. Based on government EMIS data, in Central South Somalia the number of secondary school enrolments is only 92,802, of which 40.6% are female. The proportion of females enrolled in secondary education is higher compared to Puntland and Somaliland where only 35% and 39% (respectively) of students enrolled in secondary schools are female. It should be noted that the enrolment figures cited below are not strictly comparable as those for Puntland and Somaliland were collected a year earlier and by 2015/16 are likely to have changed. Nevertheless, indicative comparison of gender biases can be made as enrolment ratios have remained fairly constant over the past few years.

Within Central South Somalia, the majority of young people (59,849 students, 41.3% female) enrolled in secondary schools are found in Banadir Region. This amounts to almost 75% of all enrolments in secondary schools for Central South Somalia. In fact, Banadir has the highest secondary school enrolment when compared to any other part of Somalia, including Puntland and Somaliland. Reasons for this include greater levels of urbanization and development, presence of facilities, greater levels of security compared to more rural and marginalized regions, and a more vibrant private sector that provides extensive support for secondary schools to operate. Across all other regions, enrolment figures range from around 3,500 to 4,500 students, with the lowest enrolment found in regions such as Bay (only 1276), Gedo (only 1,091), Middle Shabelle (only 2005) and Mudug (only 7840). The regions that come closest to gender parity are Mudug and Galgaduud in Galmadug State, where 46.3% and 47.3% of those enrolled are female in the respective regions.

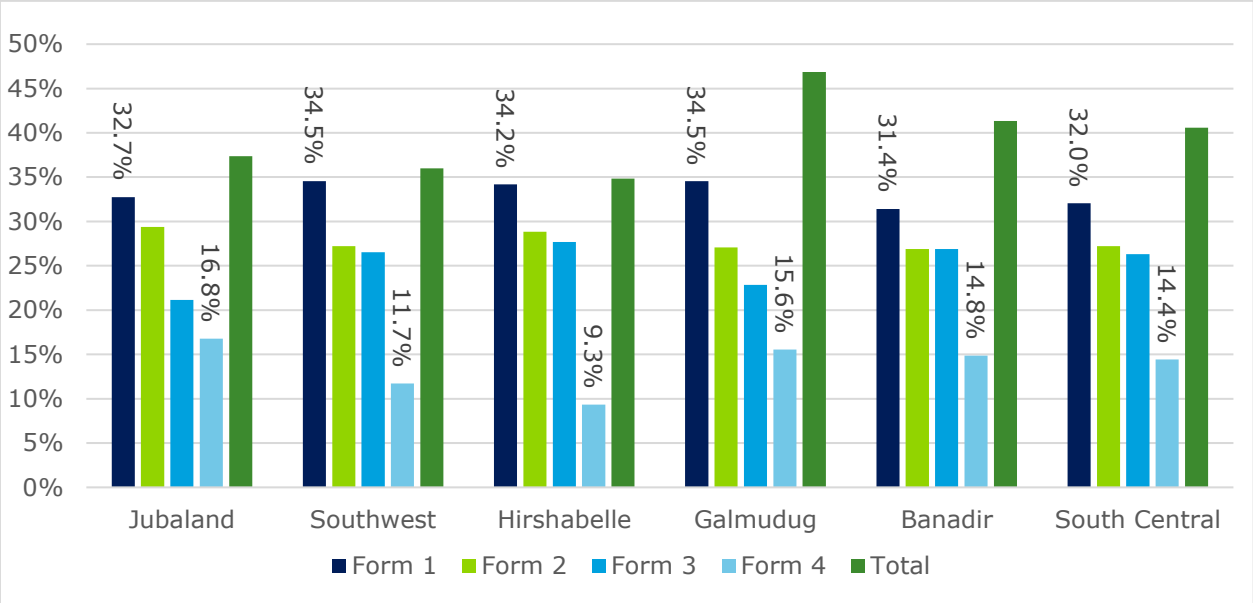
Table 83. Weighted Secondary Enrolment by Form (Forms I, II, III, IV), by gender, Somalia and Central South by region/ state

REGION		M	F	Total
Jubaland	Lower Juba	2,547	1,271	3,733
	Middle Juba	2,216	936	3,147
	Gedo	709	388	1,091
	Total	5,472	2,595	7,971
Southwest	Bakool	1,312	692	1,995
	Bay	849	441	1,267
	Lower Shabelle	4,398	2,109	6,394
	Total	6,559	3,242	9,656
Hirshabelle	Middle Shabelle	1,324	700	2,005
	Hiiraan	1,944	779	2,636
	Total	3,268	1,480	4,641
Galmudug	Mudug	4,125	3,364	7,480
	Galgaduud	1,751	1,460	3,205
	Total	5,876	4,824	10,686
Banadir	Total	34,965	24,883	59,849
Central South 2015/16 Total		60.5%	39.9%	100.0%
		56,140	37,025	92,802
Puntland 2014/15 Total		65.2%	34.8%	100.0%
		9,662	5,161	14,821
Somaliland 2014/15 Total		61.1%	38.7%	100.0%
		53,792	34,025	87,993
Somalia Total		**61.1%**	**38.9%**	**100.0%**
		119,593	**76,211**	**195,804**

FGS, MOECHE, Education Statistics Yearbook 2015/16

Figure 28 below summarizes EMIS enrolment data as proportions of enrolment across Forms 1-4 in Central South Somalia for 2015/16. Overall, data shows a relatively sharp drop in proportions of enrolments from Form 1 to Form 4, with 32% of all those enrolled found in Form 1. This steadily drops to only 14.4% in Form 4. This is fairly consistent across all states in which roughly 32% of all those enrolled in secondary schools are found in Form 1 and with similar declining proportions found at higher levels, with the lowest proportion of enrolments in Form 4 found in Hirshabelle State (9.3% of all secondary enrolments) and Southwest State (11.7% of all secondary enrolments).

Figure 28. Secondary enrolment – Form 1 vs. Form 4, Central South Somalia by region/state



FGS, MOECHE, Education Statistics Yearbook 2015/16

Declining proportions of enrolment across higher levels of secondary education suggests one of two possible explanations. First, is that population growth and greater numbers of enrolment in primary education and then secondary education means that the secondary Subsector is growing rapidly and absorbing greater numbers of children each year, which accounts for higher proportions of students at lower levels of secondary school compared to higher levels. The second possible reason is that students drop out of secondary school as they progress across higher levels and this would be consistent with findings regarding the static level of progress with secondary GER and NER for the past several years. In all probability the decline is a mix of the two factors with drop out probably contributing the most. Several possible reasons explain the drop out:

- Lack of parent engagement
- Poor academic performance discouraging both learners and parents
- Work/Family economic needs
- Lack of a supportive adult
- Disconnect between school academics and work
- Not enough individualized attention
- Costs of school fees

- Opportunity costs of potential earnings and valuable labour from youth
- Low student engagement[128].

Enrolment by Locality (Urban and Rural) and Gender. Table 84 below shows secondary school enrolment by region, disaggregated by gender and urban/rural localities. While data in some instances is missing and the potential for sampling bias exists regarding the location of schools reached via government-led school census activities, available information suggests that there is a high disparity in secondary school enrolment between urban and rural areas. National EMIS data shows that by far the majority of secondary school enrolments are in urban areas, 94.5% with only 5.5% in rural areas. Not surprisingly, this is due to limited secondary school facilities in rural areas, insufficient numbers of teachers and supplies in rural areas, and weak capacity of government to support services in rural areas. In Central South Somalia only 1.3% of learners enrolled are in rural areas. The equivalent figure in Somaliland is 6%, while Puntland has the highest with over 15% of secondary enrolment recorded as being in rural areas,

Within Central South Somalia, the pattern of secondary school services being concentrated in urban areas is repeated across virtually every state and region with urban enrolments accounting from between 93% and 100% of all secondary school enrolments which represents in numbers only 832 students enrolled in secondary education in rural areas compared to 61,964 in urban areas. The only exception to this broader pattern in Central South appears to be found in Gedo Region (87.1% urban enrolments) and especially Bay Region, where 55.4% of enrolments are recorded as being in rural areas. Disparities between rural and urban areas comes as no surprise considering massive funding shortfalls of domestic financing for the education sector and the broader security considerations in many rural areas of Central South that have been vulnerable to actions of Al-Shabaab. Budget constraints and security concerns have created many obstacles for expanding services to rural areas. However, considering the national inequities between urban and rural enrolments (nationally 123,701 students enrolled in urban areas compared to only 7,290 students enrolled in rural areas), even in places such as Somaliland, enrolment figures suggest the existence of inherent cultural biases regarding the distribution of resources between rural and urban areas that go beyond security concerns and budget constraints. There may also be an unrecorded factor of students from rural areas moving to urban areas to say with relatives so that they can attend schools. This is a trend that should be traced and would certainly favour boys as families are less willing to risk daughters to stay away from home.

As shown in Table 85 further below, across all of Somalia roughly one-third of secondary school students (nearly 30%) are enrolled in 'government' managed schools with the majority enrolled in schools that are 'non-government' managed. This varies greatly across Somalia however, with over 50% of secondary school students in Puntland and Somaliland enrolled in 'government managed' secondary schools. However, the definition of 'government managed' may vary from the minimalist, 'uses the Ministry curriculum' to the fuller definition of 'employs government teachers and is in government buildings'. None are fully government funded as all require some community input to support teachers and exams. In Central South only a tiny

[128] Sabates, R. et al. 2012. School Drop out: Patterns, Causes, Changes and Policies. Background paper prepared for the Education for All Global Monitoring Report 2011, The hidden crisis: Armed conflict and education. Sussex: University of Susses/UNESCO.

proportion of secondary school students (3.1%, or 1,954 students) are enrolled in 'government-managed' schools compared to 'non-government' managed schools (96.9%, or 60,842 students). As such, provision of secondary schooling generally falls outside the direct control and management of any level of government in Central South (Federal level, state level or regional level). The only exception to this is Galmudug State where just over 25% of students are enrolled in 'government managed' secondary schools, particularly in Mudug Region where 61.3% of all secondary students (or 873 of 1,424) are enrolled in 'government managed' secondary schools. The smallest proportion of students enrolled in 'government managed' secondary schools are in Banadir State (.09%) – which is where the majority of secondary school students are enrolled in Central South.

Table 84. Secondary Enrolment by Rural-Urban and Gender, Somalia and Central South by region/state

State	Region	Urban			Rural			Total			% Female	% Urban
		M	F	Total	M	F	Total	M	F	Total		
Jubaland	Lower Juba	2,547	1,271	3,733	-	-	-	2,547	1,271	3,733	34.0%	100.0%
	Middle Juba*	838	355	1,193	1,373	581	1,954	2,216	936	3,147	29.7%	37.9%
	Gedo	636	321	950	74	67	141	709	388	1,091	35.6%	87.1%
	Total	5,297	2,463	7,661	174	132	311	5,472	2,595	7,971	32.6%	96.1%
Southwest	Bakool	611	325	936	2,660	1,413	4,073	1,312	692	1,995	34.7%	46.9%
	Bay	511	211	702	339	230	565	849	441	1,267	34.8%	55.4%
	Lower Shabelle	4,359	2,101	6,349	39	8	45	4,398	2,109	6,394	33.0%	99.3%
	Total	5,977	2,845	8,682	582	397	974	6,559	3,242	9,656	33.6%	89.9%
Hirshabelle	Middle Shabelle	1,324	700	2,005	-	-	-	1,324	700	2,005	34.9%	100.0%
	Hiiraan	1,944	779	2,636	-	-	-	1,944	779	2,636	29.6%	100.0%
	Total	3,268	1,480	4,641	-	-	-	3,268	1,480	4,641	31.9%	100.0%
Galmudug	Mudug	4,125	3,364	7,480	-	-	-	4,125	3,364	7,480	45.0%	100.0%
	Galgaduud	1,646	1,362	3,003	105	98	202	1,751	1,460	3,205	45.5%	93.7%
	Total	5,671	4,634	10,289	205	191	396	5,876	4,824	10,686	45.1%	96.3%
Banadir	**Total**	34,886	24,841	59,727	79	42	121	34,965	24,883	59,849	41.6%	99.8%
Central South 2015/16 Total		55,446	36,486	91,573	694	539	1,230	56,140	37,025	92,802	39.9%	98.7%
Puntland 2014/15 Total**		7,978	4,240	12,216	1,684	921	2,604	9,662	5,161	14,821	34.8%	82.4%
Somaliland 2014/15 Total**		50,225	32,338	82,730	3,567	1,687	5,263	53,792	34,025	87,993	38.7%	94.0%
Somalia Total		112,545	72,408	184,955	7,048	3,803	10,849	119,593	76,211	195,804	38.9%	94.5%

FGS, MOECHE, Education Statistics Yearbook 2015/16

Table 85. Secondary Enrolment by Ownership, Somalia and Central South by region/state

State	Region	Government			Non-government			Total			% of Gov't
		M	F	Tot	M	F	Tot	M	F	Tot	
Jubaland	Lower Juba	230	106	327	2,317	1,165	3,406	2,547	1,271	3,733	8.8%
	Middle Juba*	-	-	-	-	-	-	2,216	936	3,147	-
	Gedo	89	53	142	620	335	950	709	388	1,091	13.0%
	Total	553	257	800	4,918	2,338	7,171	5,472	2,595	7,971	10.0%
Southwest	Bakool	-	-	-	-	-	-	1,312	692	1,995	-
	Bay	-	-	-	849	441	1,267	849	441	1,267	0.0%
	Lower Shabelle	93	78	171	4,305	2,031	6,223	4,398	2,109	6,394	2.7%
	Total	110	93	203	6,449	3,150	9,453	6,559	3,242	9,656	2.1%
Hirshabelle	Middle Shabelle	143	92	234	1,181	609	1,771	1,324	700	2,005	11.7%
	Hiiraan	-	-	-	1,944	779	2,636	1,944	779	2,636	0.0%
	Total	113	67	178	3,156	1,412	4,463	3,268	1,480	4,641	3.8%
Galmudug	Mudug	2,521	2,070	4,586	1,603	1,295	2,894	4,125	3,364	7,480	61.3%
	Galgaduud	-	-	-	1,751	1,460	3,205	1,751	1,460	3,205	0.0%
	Total	1,496	1,211	2,702	4,379	3,614	7,983	5,876	4,824	10,686	25.3%
Banadir	**Total**	335	213	549	34,630	24,670	59,300	34,965	24,883	59,849	0.9%
Central South 2015/16 Total		1,691	1,206	2,888	54,448	35,819	89,915	56,140	37,025	92,802	3.1%
Puntland 2014/15 Total**		5,700	2,712	8,411	3,961	2,449	6,410	9,662	5,161	14,821	56.8%
Somaliland 2014/15 Total**		31,611	17,215	48,919	22,181	16,810	39,074	53,792	34,025	87,993	55.6%
Somalia Total		39,166	20,777	59,930	80,427	55,434	135,874	119,593	76,211	195,804	30.6%

FGS, MOECHE, Education Statistics Yearbook 2015/16

7.3 GER/NER for Secondary Education

The secondary gross enrolment rate (GER) is the percentage of students enrolled in secondary schools calculated against the school-aged population for secondary school. GER measures the percentage of total enrolment in secondary schools (Forms 1-4), regardless of individual ages per class, against the school going age population for secondary school. Usually, since it includes under-aged and over-aged students, it is a useful indicator alongside NER as it can highlight the proportion of over-aged learning in a particular level of schooling. GER can be higher than 100% as it considers over aged and under aged children of the education level and is also often taken as an indicator of the capacity of the education system to meet demand of the school going age population.

Table 86. Secondary GER by Gender, Somalia and Central South by region/state

State	Region	M	F	Total
	Lower Juba	10.9%	6.9%	8.9%
	Middle Juba	16.0%	7.3%	11.8%
	Gedo	3.8%	2.0%	2.9%
Jubaland	Total	6.9%	4.0%	5.4%
	Bakool	6.3%	5.1%	5.8%
	Bay	2.2%	1.5%	1.8%
	Lower Shabelle	5.8%	3.3%	4.6%
Southwest	Total	3.6%	2.2%	2.9%
	Middle Shabelle	5.1%	3.3%	4.2%
	Hiiraan	10.1%	5.7%	8.0%
Hirshabelle	Total	7.6%	4.5%	6.2%
	Mudug	11.0%	10.1%	10.6%
	Galgaduud	6.7%	6.0%	6.3%
Galmudug	Total	8.0%	7.2%	7.6%
Banadir	Total	42.2%	29.3%	35.7%
Central South 2015/16 Total		**14.6%**	**11.0%**	**12.9%**
Puntland 2014/15 Total		17.6%	10.1%	14.0%
Somaliland 2014/15 Total		25.1%	17.1%	21.3%
Somalia Total		**18.3%**	**13.0%**	**15.8%**

FGS, MOECHE, Education Statistics Yearbook 2015/16
*Corrected for missing regions using UNFPA, PESS (2014)

As shown in Table 86 above, the Somalia national secondary GER is 15.8%. Central South Somalia has a GER of 14.6% for both and 11% for girls and is below both Puntland and Somaliland. Within Central South, Banadir has the highest GER at 35.7%. All the other states all have a GER of below 10%, with the lowest found in Southwest at on 2% - suggesting that virtually none of the children there attend secondary school. Similarly low figures are found in virtually all other states.

There are remarkable inequities between urban and rural areas such as Banadir and other states and regions such as Bay and Bakool in the proportion of learners enrolled in secondary schools. While GER is generally low, most learners enrolled in other states and regions are

in urban areas meaning that few nomadic and pastoralists access secondary school. Possible reasons include lack of facilities and inequitable distribution of resources, inappropriate learning content that is relevant for rural and nomadic communicates, and issues related to security in rural areas previously controlled by Al-Shabaab or areas that remain under the control of Al-Shabaab. There is also a possibility that regions with severe insecurity quite reasonably do not attract sufficient investments into education services as well as qualified teachers and supervision services. This results in lack of confidence among parents in those schools. Table 87 below summarizes the Net Enrolment Rate for the year 2014/15.

Table 87. Secondary NER by Gender, Somalia and Central South by region/state

State	**Region**	**M**	**F**	**Total**
Jubaland	Lower Juba	7.0%	4.4%	5.7%
	Middle Juba	5.7%	2.6%	4.2%
	Gedo	1.7%	0.9%	1.3%
	Total	4.0%	2.3%	3.2%
Southwest	Bakool	6.3%	5.1%	5.8%
	Bay	1.2%	0.8%	1.0%
	Lower Shabelle	2.3%	1.2%	1.8%
	Total	1.6%	0.9%	1.3%
Hirshabelle	Middle Shabelle	3.0%	2.0%	2.5%
	Hiiraan	4.8%	3.2%	4.0%
	Total	6.4%	4.2%	5.4%
Galmudug	Mudug	0.6%	0.8%	0.7%
	Galgaduud	3.7%	3.3%	3.5%
	Total	2.8%	2.6%	2.7%
Banadir	Total	22.0%	15.9%	19.0%
Central South 2015/16 Total		**8.4%**	**6.7%**	**7.6%**
Puntland 2014/15 Total		10.2%	6.5%	8.4%
Somaliland 2014/15 Total		11.6%	9.0%	10.4%
Somalia Total		**9.6%**	**7.5%**	**8.6%**

FGS, MOECHE, Education Statistics Yearbook 2015/16
*Corrected for missing regions using UNFPA, PESS (2014)

The data shows the Secondary NER is roughly the same across the country with similarly low levels in Puntland (8.4%) Somaliland (10.4%) and the lowest in Central South (7.6%). Inequities between boys and girls are also common throughout the country, with NER rates for boys being higher by between 2% to 6%.

For Central South Somalia, EMIS data suggests that some 92% of children and adolescents within the official age range for secondary school are not in secondary school. It is most likely that a proportion are in primary school as over-aged students, while others are simply out-of-school or have never been to school. This would be particularly true for adolescents from pastoral and IDP communities where educational inequities are highest (see Chapter 3). A comparison between the school age population in 2014 with the NER shows that only 7.2% of

the learners in secondary schools (2014/15) were within the expected age bracket, whilst only 13.3% of the secondary school-age population are enrolled in any school at all (2015/16)[129]. It is assumed that a high proportion of the students enrolled in secondary school are overage adolescents and youth. This may be due to late entry as many start primary school late or because of repetition across grade levels of primary and secondary school or due to learners taking a year out of school to earn money for paying school fees. Comparing Secondary GER against Secondary NER indicates that late school starting is widespread across Somalia.

The highest NER for the entire country is found in Banadir State within Central South Somalia. Secondary NER in Banadir was 19%, higher than any other part of the country. All other regions and states within Central South have NERs ranging from 1.3% to only 4%, with Southwest State having the lowest NER (1.3%). At the same time, gender-based inequities are highest in Banadir where the proportion of boys enrolled in secondary education is around 6% higher compared to girls (15.9% for girls and 22% for boys) and a greater gender inequity compared to any other part of the country regarding secondary school enrolments.

7.4 Secondary school management

'***Ownership' of Secondary Schools***. The FGS Education Statistics Yearbook lists the secondary schools in the country by ownership and 'shift type' for 2015/16. There are a total of 372 secondary schools in the Central South Zone. Most secondary schools in the Central South are concentrated in Banadir, amounting for a total of 59 schools (30.3% of all schools in Central South). There is no data available on the number of secondary schools in Middle Juba region, and Gedo Region has the fewest secondary schools in Central South Somalia. Across regions within Central South, Hodon district of Banadir is leading in the distribution of schools with 15 (7.7% of schools found in this district).

Single vs. Double-Shift Schools. The purpose of double-shift schooling is to increase access by maximizing the utilization of limited school places and resources. The implications for double-shift schools is that land and buildings are scarce/expensive to maintain (as seen further below regarding the quality of secondary school infrastructure). While double-shift teaching is a strategy often used in urban areas in developing countries to move towards universal primary and secondary education,[130] evidence suggests that this strategy is not utilized effectively in Somalia.

As shown in Table 88 below, the majority of secondary schools across Somalia (which are concentrated in urban areas) use 'single-shift' teaching (73.2%). The highest proportion of single-shift secondary schools is found in Somaliland (95.9%) and the fewest in Puntland (42.7%). Only Puntland seems to utilize double-shift teaching as an important strategy to increase access to education by overcoming limited infrastructure, teachers and learning materials and which also tends to reflect a generally stronger approach in Puntland for overcoming rural vs. urban inequities compared to other areas of Somalia.

In Central South Somalia 70.4% of secondary schools utilize single-shift teaching with the remaining 29.6% (110 out of 372) utilizing double-shift schooling. Double-shift teaching is

[129] Federal Government of Somalia. 2016. Education Statistics Yearbook 2015/16. Mogadishu: MoECHE.
[130] Bray, M. 2008. Double-shift schooling: design and operation for cost-effectiveness. Third edition. Paris: UNESCO IIEP.

most utilized in Southwest State with 37.1% of secondary schools being double-shift, with Lower Shabelle Region within Southwest State having some 40% of all secondary schools double-shift. Similarly, Hirshabelle State has nearly 29% of its schools using double-shift teaching, with Middle Shabelle Region having the highest proportion of double-shift schools (57.1%) of all regions across Central South Somalia. Banadir also extensively utilizes double-shift teaching, with roughly 32% of schools using double-shift teaching. This reflects the much higher population in Banadir compared to most other parts of the country and, considering its relatively higher performance on several indicators related to enrolment, suggests that this has been an effective strategy for improving performance of the education sector in expanding access to secondary education. However, the effectiveness of double-shift schooling for increasing access to education across Central South is not clear as other states, or regions within states, that have a high proportion of double-shift schools, also have some of the lowest GER rats across the country (e.g. Lower Shabelle Region, Southwest State, and Middle Shabelle Region). Use of double-shift schools in these states and regions with low GER levels may thus only be a strategy to maintain some level of schools because of weak overall system capacities, or lack of funding for facilities rather than a well-developed strategy to increase access.

Table 88. Schools by Single and Double-shift Teaching, Somalia and Central South by region/state

State	Region	Schools surveyed	Shift			
			Single shift		Double-shift	
Jubaland	Lower Juba	13	11	84.6%	2	15.4%
	Middle Juba*					
	Gedo	13	10	76.9%	3	23.1%
	Total	26	21	80.8%	5	19.2%
Southwest	Bakool					
	Bay	5	4	80.0%	1	20.0%
	Lower Shabelle	30	18	60.0%	12	40.0%
	Total	35	22	62.9%	13	37.1%
Hirshabelle	Middle Shabelle	7	3	42.9%	4	57.1%
	Hiiraan	14	12	85.7%	2	14.3%
	Total	21	15	71.4%	6	28.6%
Galmudug	Mudug	12	10	83.3%	2	16.7%
	Galgaduud	18	17	94.4%	1	5.6%
	Total	30	27	90.0%	3	10.0%
Banadir	**Total**	260	177	68.1%	83	31.9%
Central South 2015/16		372	262	70.4%	110	29.6%
Puntland 2014/15**		75	32	42.7%	43	57.3%
Somaliland 2014/15**		146	140	95.9%	6	4.1%
Somalia Total		**593**	**434**	**73.2%**	**159**	**26.8%**

EMIS 2014/15

School Management and CECs. As seen in Table 89, over 96% of secondary schools across Somalia are managed by non-governmental institutions, namely community organizations, private sector and NGOs. Ownership of formal secondary schools at district level in Somalia is predominantly by the community. Most secondary schools 85.3% have a school management committee (SMC). Conversely, only 51.4% have a parent's teachers association (PTA)[131]. PTA in the form of Community Education Committees (CECs) are constituted by the community, local elders, local education authorities and teachers. They play an important role in ensuring the functioning of schools and promoting or improving learning outcomes for children when operating effectively. The role of community in improving learning outcomes for children is clear, "Parent, family, and community involvement in education correlate with higher academic performance and school improvement. When schools, parent, families and communities work together to support learning, students tend to earn higher grades, attend school more regularly, stay in school longer and enrol in higher level programmes".[132] ".[133]Evidence also shows that personnel, especially teachers, are more likely to attend school more regularly when parents have a meaningful role in recruitment of staff[134].Thus an active CEC can be an indicator of responsive school management and the retention of teachers schools and improved learning outcomes, can, in these circumstances, serve as an indicator of the effectiveness of parental and community participation.

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Table 89. Secondary schools in Central South by Ownership status

State	Region	Sample	Ownership			
			Govt		Non- Govt	
Jubaland	Lower Juba	13	1	7.7%	12	92.3%
	Middle Juba*	0				
	Gedo	13	1	7.6%	12	92.3%
	Total	26	2	7.6%	24	92.3%
Southwest	Bakool	0				
	Bay	5		0%	5	100%
	Lower Shabelle	30	1	3.3%	29	96.6%

[131] United Nations Educational, Scientific and Cultural Organization. Programme of Education for Emergencies and Reconstruction. 2009. Survey of Secondary Education in Somalia 2008. Nairobi: UNESCO PEER.

[132] 'Parent, Family and Community Involvement in Education, An NEA Policy brief, NEA Education Policy and Practice Department, Center for Great Public Schools, Washington D.C., available at: http://www.nea.org/assets/docs/PB11_ParentInvolvement08.pdf; Artha et al (2012), 'Improving Educational Quality through Enhancing Community Participation: Results from a Randomized Field Experiment in Indonesia', available at: http://siteresources.worldbank.org/EXTABCDE/Resources/7455676-1315933592317/8143947-1335963402037/8622235-1336401580364/Session-3-Menno_Pradhan.pdf. On statistical correlation between increased community participation ion school management and improved learning outcomes and teacher retention see: UNICEF (2012), 'We Like Being Taught' – A study on teacher absenteeism in Papua and West Papua, Indonesia. Jayapura: Indonesia (UNICEF, UNCEN, UNIPA)

[133]Parent, Family and Community Involvement in Education, An NEA Policy brief, NEA Education Policy and Practice Department, Center for Great Public Schools, Washington D.C., available at: http://www.nea.org/assets/docs/PB11_ParentInvolvement08.pdf; Artha et al (2012), 'Improving Educational Quality through Enhancing Community Participation: Results from a Randomized Field Experiment in Indonesia', available at: http://siteresources.worldbank.org/EXTABCDE/Resources/7455676-1315933592317/8143947-1335963402037/8622235-1336401580364/Session-3-Menno_Pradhan.pdf. On statistical correlation between increased community participation ion school management and improved learning outcomes and teacher retention see: UNICEF (2012), 'We Like Being Taught' – A study on teacher absenteeism in Papua and West Papua, Indonesia. Jayapura: Indonesia (UNICEF, UNCEN, UNIPA)

[134] Anderson, S.; Mundy, K. School Improvement in Developing Countries: Experiences and Lessons Learned. p10. Montreal: Aga Khan Foundation Canada.

	Total	35	1	2.8%	34	97.1%
Hirshabelle	Middle Shabelle	7	1	14.2%	6	85.7%
	Hiiraan	14	0	0%	14	100%
	Total	21	1	4.7%	20	95.2%
Galmudug	Mudug	12	6	50%	6	50%
	Galgaduud	18	0	0%	18	100%
	Total	30	6	20%	24	80%
Banadir	**Total**	260	3	1.1%	257	98.8%
Central South 2015/16		**372**	**13**	**3.4%**	**359**	**96.5%**

UNICEF, Rapid Survey 2016

Within the regions and states, Benadir which has the highest number of schools has 99% of the schools managed by Non-governmental bodies while Galgaduud, Hiraan and Bay have no schools run by government. It is likely that these regions, as they are largely underserved have communities coming together to provide schools where government and not-for profit entities cannot.

7.5 Internal Efficiency of Secondary Education

Promotion, Repetition and Dropout rates. The MoECHE does not have consecutive information about student promotion, repetition and dropout rates. While some inferences can be drawn from data regarding the distribution of students across Form 1-4 shown earlier, analysis for internal efficiency indicators cannot be completed as part of this ESA. This is largely because only over the past few years has the MOECHE started developing EMIS systems after years of state failure and thus far it has only been possible to gather data on a limited number of core indicators. Additionally, the fragmentation of the education system has contributed to challenges with gathering routine data in a reliable fashion. Learners may apparently drop out of a school, but in fact may have moved to a different school or a different umbrella of schools not captured by the statistics from earlier years. This is also a factor between government and private schools as parents try and economise on school fees. Now, since 2016 the total figures are becoming more reliable and thus, cohort figures across all schools should become increasingly possible in the future.

Curriculum. The MoECHE faces a challenge of implementing a unified national curriculum in the country. Although there are various locally adapted curricula which majority of schools in CSZ use (33.9%), a unified national curriculum framework has only recently been ratified by the Ministry and is now in the process of being introduced into schools. Therefore, for the last 10 years, some schools have followed a variety of secondary curriculum, especially in Central and Southern Somalia. Some schools followed the Kenyan curriculum, up to 13 others used curricula from Saudi Arabia and the UAE[135]. The main challenges with this arrangement is that provision of relevant quality teaching and learning materials such as guides and textbooks is quite expensive. It also counteracts attempts at unity and the provision of relevant education, especially of social studies, as different schools learn different versions of history and geography, often more relevant to other countries and cultures than Somalia. It also complicates the standardization of secondary school completion qualifications as different

[135] Federal Government of Somalia. 2016. Education Statistics Yearbook 2015/16. Mogadishu: MoECHE.

schools provide different types of school leaving certificates and the Ministry is expected to endorse a range of qualifications for scholarships over which it has limited control.

IEESP (2013-2016) included as a priority objective plans to develop a livelihoods-oriented curriculum by ensuring that schooling is linked to the creation of economic development activities and livelihoods[136]. The development of the national curriculum, supported by the EU and USAID, was anticipated to trigger a series related activities such as generation of textbooks and other resources as well as a national examinations system. The National Curriculum Framework was finalized after wide community consultations involving over 4000 stakeholders, supported by UNICEF under the Dutch-funded Peacebuilding, Education and Advocacy Programme.[137] In 2017, the Framework was validated by a meeting of stakeholders under ministry guidance and work is well advanced in rewriting and validating syllabi to meet the demands of the framework.

However, in reality, the Ministry has had little chance to see this implemented, mainly because there is no funding available to fund new textbooks that will address the curriculum. There has however been a move towards greater harmonisation with the recognition of this framework and with the acceptance by the larger umbrellas of the Ministry's national form four examinations. 2015 was the first year that these exams were taken nationally. There are separate frameworks approved by the Ministries and communities in Puntland, Somaliland and Somalia. However, all three frameworks are compatible with very similar structures, values and broad learning outcomes at the key stages. Thus, the resulting qualifications are portable across all of Somalia and learners in the future should be able to move across the region from one school to another without significant disruption provided they are studying in a school using tone of the three frameworks.

The key activity needed for the curriculum to be fully active is to develop the relevant teaching materials and train the inspectors and teacher trainers in its implementation of these materials once written.

7.6 Special Education Needs

Figure 29 below shows that the total enrolment of students with special needs in secondary schools across Central South Somalia is 132 for the 2015/16 period, of which 58.3% are visually impaired, 25.8% are movement impaired and 15.9 are hearing-impaired.

[136] Somali Federal Republic Ministry of Human Development and Public Services Directorate of Education. 2013. Interim Education Sector Strategic Plan 2013/14 - 2015/16 for Central South Zone. Mogadishu: FGS.
[137] Knezevic and Renders (2017).

Figure 29. Enrolment of Secondary Children with Special Needs for 2015/16



While available data suggests that visual disability is the most common special need in secondary schools, this may well be because it is the most obvious and easiest to notice and record. The lack of data regarding children with special needs suggests that most adolescents and young people dealing with some form of disability have been excluded from consideration. It may also be a sign that people recording or reporting on those with special needs may themselves be very unaware of the issues concerned and may just fail to record them. Completely lacking is any records of or awareness of children with special needs related to behaviour or learning difficulties. In particular children suffering trauma as a result of conflict and stunted development at early stages of life due to malnutrition or disease are not considered here, even though they must be a major problem in or out of school and one which any future ESSP must address. A much better understanding of special educational needs is required for the education sector to develop an effective strategy to support a wide range of special needs that is likely to exist among Somali children.

7.7 Teacher management and quality Indicators for Secondary Education

Distribution of teachers. Based on validated government EMIS data, as shown in Table 90 and Table 91 below there are a total of 5,428 secondary school teachers across Somalia (Somaliland 1,804, Puntland 779, Central South 2,845). Just under 3% of these are female teachers (or 162), with 29.8% of all teachers working on 'government managed' secondary schools (in Puntland 54.3%, in Somaliland 60.7%, and Central South only 3.6%). Central South has the highest number of secondary teachers, working in 'non-government' managed schools. While looking at these figures, it should be born in mind that many teachers in fact work across both private and public schools, often covering a 'full time' job in each. This may lead to some double counting, especially in urban areas.

Of the 2,845 secondary school teachers in Central South Somalia only 57 are female, or 1.9%.[138]. This gender-based inequity is found across all regions and states of Central South. While the overall proportion of female teachers in 'government managed' schools is slightly higher compared to 'non-government' managed schools (4.9% compared to 1.9%), this seems only because the overall number of teachers in 'government managed' schools is very low at only 102. There are several regions in which the proportion of female teachers in government schools is 0% (Lower Juba, Gedo, Lower Shabelle and Middle Shabelle). As such, teacher recruitment practices at secondary school level tend to reinforce social and economic

[138] Federal Government of Somalia. 2016. Education Statistics Yearbook 2015/16. Mogadishu: MoECHE.

inequities against girls and women with a range of negative consequences such as denying girls any positive leadership role models or the opportunity of developing a career in education.

Table 90. Secondary Teachers by Gender, Urban vs. Rural, Somalia and Central South by region/state

State	Region	Government				Non-government				% Gov't
		M	F		Tot	M	F		Tot	
Jubaland	Lower Juba	15		0.0%	15	95	3	3.1%	98	13.3
	Middle Juba*	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Gedo	10		0.0%	10	61	3	4.7%	64	13.5
	Total	**25**	**0**	0.0%	**25**	**156**	**6**	3.7%	**162**	**13.4**
Southwest	Bakool	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Bay	n/a	n/a	n/a	n/a	29	1	3.3%	30	0
	Lower Shabelle	6		0.0%	6	201	1	0.5%	202	2.9
	Total	**6**	**0**	0.0%	**6**	**230**	**2**	0.9%	**232**	2.5
Hirshabelle	Middle Shabelle	9		0.0%	9	64		0.0%	64	12.3
	Hiiraan	n/a	n/a	n/a	n/a	139		0.0%	139	0
	Total	**9**	**0**	0.0%	**9**	**203**	**0**	0.0%	**203**	4.2
Galmudug	Mudug	34	2	5.6%	36	36	1	2.7%	37	49.3
	Galgaduud	n/a	n/a	n/a	n/a	76	2	2.6%	78	0
	Total	**34**	**2**	5.6%	**36**	**112**	**3**	2.6%	**115**	23.8
Banadir Total		**23**	**3**	11.5%	**26**	**1,990**	**41**	2.0%	**2,031**	**1.3**
Central South 2015/16		**97**	**5**	**4.9%**	**102**	**2,691**	**52**	**1.9%**	**2,743**	**3.6**
Puntland 2014/15**		410	13	3.1%	423	342	14	3.9%	356	54.3
Somaliland 2014/15**		1,035	60	5.5%	1,094	692	18	2.5%	709	60.7
Somalia Total		**1,542**	**78**	**4.8%**	**1,619**	**3,725**	**84**	**2.2%**	**3,808**	**29.8**

Not surprisingly, as with student enrolment, 92.4% of secondary school teachers across Somalia are found in urban areas. This is highest in Central South with 98.7% of secondary teachers found in urban areas followed by Somaliland with 90% in urban areas. Puntland has a much lower proportion of teachers in urban areas at 75%, though still fairly high.

Within Central South several states and regions have close to or entirely 100% of secondary school teachers working in urban schools. Only Bay Region within Southwest State varies from this pattern, with 70% of secondary school teachers found in urban schools. This data on the distribution of teachers between urban and rural areas points to several possible explanations. First, there are sampling biases with the data overstating the proportion of urban vs. rural teachers because EMIS data for Central South does not capture data for all schools, and in some instances was unable to collect data from rural areas for both primary and secondary schools. Secondly, limited government resources and a prioritization of supporting secondary schools in crowded urban areas has been a deliberate strategy across most of Somalia in order to reach as many young people as possible with the limited capacity of the secondary Subsector. Third, there are security concerns in rural areas where previously

groups such as Al-Shabaab prevented expansion of services to rural areas. Fourth, the dominance of 'private' schools as education services providers, which often prioritize 'profit' over providing social goods, coupled with the weak capacity of government systems has prevented the expansion of services to rural areas. Finally, many teachers themselves prefer to work in urban areas for many reasons, both social and economic and chasing second jobs, thus resisting postings in rural areas. Most likely a combination of all these factors explain the limited inequitable distribution of teachers to rural areas. Considering that inequities with the distribution of teachers between rural and urban areas is repeated across the entire country, including the more 'secure' Somaliland, sampling biases with EMIS data and insecurity in rural areas of Central South Somalia are clearly not the sole explanations underpinning massive educational inequities between rural and urban areas of Central South Somalia.

Table 91. Secondary Teachers by Gender, Urban vs. Rural, Somalia and Central South by region/state

State	Region	Urban				Rural				Total				% Urban
		M	F		Tot	M	F		Tot	M	F		Tot	
Jubaland	Lower Juba	110	3	2.7%	113					110	3	2.7%	113	100.0%
	Middle Juba*	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Gedo	64	3	4.5%	67	7		0.0%	7	71	3	4.1%	74	90.5%
	Total	**174**	**6**	3.3%	**180**	**7**		0.0%	**7**	**181**	**6**	3.2%	**187**	96.3%
Southwest	Bakool	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	32	7	17.9%	39	n/a
	Bay	21		0.0%	21	8	1	11.1%	9	29	1	3.3%	30	70.0%
	Lower Shabelle	202	1	0.5%	203	5		0.0%	5	207	1	0.5%	208	97.6%
	Total	**223**	**1**	0.4%	**224**	**13**	**1**	7.1%	**14**	**236**	**2**	0.8%	**238**	94.1%
Hirshabelle	Middle Shabelle	73		0.0%	73	n/a	n/a	0.0%		73		0.0%	73	100.0%
	Hiiraan	139		0.0%	139	n/a	n/a	0.0%		139		0.0%	139	100.0%
	Total	**212**		**0.0%**	**212**	n/a	n/a	**0.0%**		**212**		**0.0%**	**212**	**100.0%**
Galmudug	Mudug	70	3	4.1%	73	n/a	n/a	0.0%		70	3	4.1%	73	100.0%
	Galgaduud	69	2	2.8%	71	7		0.0%	7	76	2	2.6%	78	91.0%
	Total	**139**	**5**	**3.5%**	**144**	**7**		**0.0%**	**7**	**146**	**5**	**3.3%**	**151**	**95.4%**
Banadir	**Total**	**2,003**	**44**	2.1%	**2,047**	**10**		0.0%	**10**	**2,013**	**44**	2.1%	**2,057**	99.5%
Central South 2015/16		**2,751**	**56**	**2.0%**	**2,807**	**37**	**1**	**2.6%**	**38**	**2,788**	**57**	**2.0%**	**2,845**	**98.7%**
Puntland 2014/15**		562	22	3.8%	584	190	5	2.6%	195	752	27	3.5%	779	75.0%
Somaliland 2014/15**		1,553	70	4.3%	1,623	173	8	4.4%	181	1,726	78	4.3%	1,804	90.0%

Education Statistics Yearbook 2015/16. Mogadishu: MoECHE

Teacher Qualifications. Across Somalia only 34.4% of secondary school teachers are classified as 'qualified' accordingly to government EMIS data as shown in Table 92 below. Within this context, qualified means any teacher who has a relevant subject degree, i.e. education or a teaching subject, or a diploma in education. This is highest in Somaliland at 55%, followed by Puntland at 35.6% and then Central South Somalia with the lowest proportion of qualified secondary school teachers at only 21.1%. While the number of female teachers is much lower than males, the proportion of qualified female teachers across the country is slightly higher compared to males (37.1% f, 34.4%m).

Within Central South there are significant variations to national averages and large difference across states and between regions. The proportion of qualified female secondary school teaches is only 14% compared to a much higher national average, which in the context of Central South, translates into only 8 qualified teachers out of the 57 secondary school teachers, while 21.2% of male teachers are qualified, which translates into 592 qualified out of a total 2,788 male teachers. Several regions also either have no female teachers or have none that are qualified, which further reinforces the gender-based inequities that disadvantage girls being created, or perpetuated, through the management of the formal education system.

There are also significant differences across regions and states regarding the proportion of qualified secondary school teachers. Banadir State appears to have one of the lowest proportions of qualified teachers at only 17%, while the highest is Jubaland State with 55.1%. The state with the second highest proportion of qualified teachers is Hirshabelle State with 35.8% and the second lowest is Southwest State with 21% qualified. Within states there also appear to be significant inequities in regions such as Bakool and Bay regions which, based on EMIS data, have 0% qualified teachers, while Gedo Region has a much lower proportion to its neighbouring region of Lower Juba (21.6% compared to 77%).

Table 92. Secondary Teachers by Qualification and Gender, Somalia and Central South by region/state

State	Region	Total			Qualified*** Teachers			% of Qualified Teachers		
		M	F	Tot	M	F	Tot	M	F	Tot
Jubaland	Lower Juba	110	3	113	85	2	87	77.3	66.7	77.0
	Middle Juba*	-	-	-	-	-	-	-	-	-
	Gedo	71	3	74	16	0	16	22.5	0.0	21.6
	Total	**181**	**6**	**187**	**101**	**2**	**103**	**55.8**	**33.3**	**55.1**
Southwest	Bakool	0	0	0	0	0	0	0	0	0
	Bay	29	1	30			0	0	0	0
	Lower Shabelle	207	1	208	49	1	50	23.7	100.0	24.0
	Total	**236**	**2**	**238**	**49**	**1**	**50**	**20.8**	**50.0**	**21.0**
Hirshabelle	Middle Shabelle	73	0	73	9	0	9	12.3	0	12.3
	Hiiraan	139	0	139	67	0	67	48.2	0	48.2
	Total	**212**	**-**	**212**	**76**	**-**	**76**	**35.8**	**0**	**35.8**
Galmudug	Mudug	70	3	73	2	0	2	2.9	0	2.7
	Galgaduud	76	2	78	12	2	14	15.8	100.0	17.9
	Total	**146**	**5**	**151**	**14**	**2**	**16**	**9.6**	**40.0**	**10.6**
Banadir	**Total**	**2,013**	**44**	**2,057**	**352**	**3**	**355**	**17.5**	**6.8**	**17.3**
Central South		**2,788**	**57**	**2,845**	**592**	**8**	**600**	**21.2**	**14.0**	**21.1**
Puntland 2014/15**		752	27	779	265	12	277	35.2	44.4	35.6
Somaliland 2014/15**		1,726	78	1,804	952	40	992	55.2	51.4	55.0
Somalia Total		**5,266**	**162**	**5,428**	**1,809**	**60**	**1,869**	**34.4**	**37.1**	**34.4**

UNICEF Rapid Baseline Survey, 2016

Aside from data on 'qualified' teachers, government EMIS data does not provide information on teacher training programmes and the extent to which teachers have benefitted from such initiatives to improve teaching and learning processes for children in classrooms. To fill this gap, data is drawn from a 2016 Rapid Baseline Survey conducted by UNICEF. Based on a

sample of 2,201 secondary school teachers the survey only provides data for Central South Somalia and is presented accordingly in Table 93 below.

The proportion of qualified teachers in Central South Somalia is similar to the proportion of teachers who have received some type of pre- or in-service training (20%). While not replacing the function of formal qualification set out by the government, these trainings have been provided by development partners with funding from donors with the aim of improving the quality of learning processes in classrooms for children and adolescents. The states with the highest proportion of teachers receiving pre- and in-service training have been Jubaland State (49%) and Southwest State (42%), with Lower Juba Region and Bakool Region having the highest proportion of teachers trained relative to other regions within their states (68% and 46% respectively). Other regions with a high proportion of teachers receiving pre- and in-service training is Middle Shabelle Region in Hirshabelle State with 42% of teachers trained. Regions with the lowest proportion of teachers trained are Gedo Region (8%) and Bay Region (4%). No data is available on the impact that trainings have yielded for improving children's learning, nor on the quality of the training delivered by different partners on the ground.

There is a lack of evidence collected as to how successful these training have been. Available evidence is anecdotal but does suggest concern as to whether they fit in with any long-term priorities or have any long or short-term impact in the classroom, especially in terms of subject and skills teaching. Any future planning needs to include the strengthening of the ministry's control, both in deciding training priorities, and in monitoring the impact of the training. Such training in future needs to either be supporting a major national innovation led by the Ministry, or lead towards a recognised set of skills and qualifications and be less 'ad hoc' in implementation.

Table 93. % of Secondary School teachers receiving pre/in-service training, Central South Somalia by region/state (n=2201)

State	Region	Teachers trained	Teachers surveyed	% trained
Jubaland	Lower Juba	161	237	68%
	Middle Juba	n/a	n/a	n/a
	Gedo	9	109	8%
	Total	**170**	**346**	**49%**
Southwest	Bakool	18	39	46%
	Bay	9	240	4%
	Lower Shabelle	58	691	8%
	Total	**85**	**970**	**9%**
Hirshabelle	Middle Shabelle	50	119	42%
	Hiraan	77	375	21%
	Total	**127**	**494**	**26%**
Galmadug	Mudug	41	164	25%
	Galgaduud	23	227	10%
	Total	**64**	**391**	**16%**
Banadir		n/a	n/a	n/a
Central South		**446**	**2201**	**20%**

UNICEF, Rapid Baseline Survey 2016

Along with poor remuneration for teachers, lack of teaching qualifications and teacher training is a major challenge for improving the quality of education for children in Central South, as well as the entire country. [139] The outgoing IESSP identified the importance of a qualified teaching workforce noting that:

> *"The need for qualified teachers (initial teacher training) for early childhood, primary and secondary schools is critical although, before much can be done, a survey of the number of trained teachers and their location and their capacity needs will be required. (ii) The development of both a pre- and in-service teacher training policy, costed programme options and modalities will need to be fast tracked, as well as costed alternatives such as the introduction of emergency teacher training programmes will need to be developed and considered."*

The projected budget for that research was estimated to be USD 130,000. While many donor organizations have provided funding for teacher training across numerous areas, including training secondary school teachers, over the past several years (the European Union, UNICEF, USAID, CIDA, and others), no evidence was made available for this ESA as to whether such research was ever completed and how far the implementation of a costed teacher training policy has progressed since the inception of the IESSP. Thus, although teachers are being trained, both through degree programs and through Diploma programs, there is still no evidence of how many teachers are untrained and therefore need training at Secondary level.

The significant differences and high variations across states, and even between neighbouring regions within states, points to overall weaknesses with 'enabling environment' factors related to governance, policies and quality standards for supporting teacher training across all of Central South Somalia and, by extension, all of Somalia. While there have been numerous attempts, constant changes in ministerial leadership have undermined any sustained progress on strengthening teacher qualification and training initiatives in a manner that will strengthen a coherent and sustainable system. However, recognition should be given to the continued impact of the 'Scott' Teacher training program, especially at the recently reopened Somali National University where over 200 teachers are in training for Primary or Secondary level teaching. In addition, several universities now rum full degree programs for Form Four leavers who want to train as teachers. E.g. Banadir and Mogadishu Universities. (See Chapter 11.)

Teacher Remuneration. Payment of teachers by government in sustainable manner has proven a major challenge in Somalia for many years, often being pointed to as the greatest obstacle for ensuring a functioning and affordable education system. The capacity of government to pay both primary and secondary teachers varies across the country, as shown below in Table 94 regarding funding sources for payment of secondary school teacher's salaries.

Across Somalia 50% of secondary school teacher salaries are paid by 'private' sources, 22% by ministries of education (or government directly), 17% by 'community' with the remaining

[139] Hussein, A.S.A. 2015. Educational challenges in post-transitional Somalia. Case study Mogadishu. Mogadishu: Heritage Institute for Policy Studies.

8% covered by 'other' or 'undefined' sources. Government pays for the highest proportion of teacher salaries only in Somaliland (59%), while in Puntland and Central South government accounts for only a small proportion of payment of teacher salaries (9% and 3% respectively). 'Private' funding sources account for the lowest proportion of payment for teacher salaries in Puntland (only 1%) followed by Somaliland (24%), with the highest proportion found in Central South (79%). Meanwhile, 'community' is the highest proportion in Puntland (85%) and lowest in Somaliland (only 1%), while in Central South only 9% of teacher payments are made by 'community'. These significant differences between governments regarding payment of teacher salaries is largely due to the more extreme histories of violence, conflict, state collapse and fragility in Central South and a tradition of self-sufficiency and community support for teachers in Puntland that can be traced back to the opening of the larger schools in 1999. Moreover, the absence of a solid government taxation system in these areas for generating government revenue has created a greater reliance on 'community' and 'private' sources of funding to pay the salaries of secondary school teachers.

Within Central South Somalia there is also a significant amount of variation across states and regions regarding sources of funding for paying teacher salaries. While community is overall a small proportion, in Jubaland 'community' contributes 21% toward payment of teacher salaries, with 'community' in Gedo Region contributing 45% of funds for this. There are also variations in the way the government contributes to teacher salaries. Although the highest average across all states does not exceed 12%, several regions do emerge as large sources of funding for teacher salaries (Bay Region 27% and Middle Shabelle Region 36%). The lowest proportion of teacher salaries paid by government is in Banadir, with only 1% of teachers paid from government sources.

Conversely, 'Private' sources for paying teacher salaries is highest in Banadir State at 88% and, considering the concentration of teachers in Banadir, accounts for the largest source of teacher pay across all of Central South. Outside of Banadir, however, the proportion of teachers paid by 'private' funding sources varies greatly (as is the case for primary school teachers). In other states the proportion of teachers paid by 'private' sources ranges from 29% to 65%.

Based on government data, NGOs and other international organizations emerge as important sources for funding teacher salaries in those areas where 'community' and 'private' are relatively low as a source of funding teacher salaries. This appears most notable in Jubaland State where NGOs and other development partners account for 35% of teacher salaries. In two regions of Central South, 'undefined' sources of funding also account for a large proportion of paying teachers' salaries (Bay Region 33% and Galgaduud Region 35%, and Gedo Region 22%). Ministry data does not specific exactly what is meant by 'undefined' and can simply mean that this information was not provided during surveying or non-state actors who do not fall under the response categories provided during surveying (e.g. foundations from outside Somalia, money transfers to schools or households, etc). On the whole, 'private' remains the largest source of funding across Central South which is not surprising considering the concentration of schools and teachers in urban areas where business and trade opportunities are higher relative to rural areas. This pattern of funding of teacher salaries is another reason why it is difficult to expand Secondary Schools into rural areas. The rural areas do not have the community or the private funds available to pay the teachers, thus reinforcing the inherent urban bias. Furthermore, many of the best teachers will take on more than one job and may

also take on private coaching, thus increasing their salary and earning potential. In rural areas, with one Secondary school and financially poorer parents this is unlikely to be an option.

Table 94. Secondary Sources of Teachers' Salaries, Somalia and Central South by region/state

State	Region	Community			MoE			NGOs			Private			Others***			Not			Total
		M	F	% of Tot	M	F	% of Tot	M	F	% of Tot	M	F	% of Tot	M	F	% of Tot	M	F	% of Tot	
Jubaland	Lower Juba	6		5%	11		10%	42		37%	50	3	47%			0%	1		1%	113
	Middle Juba*																			
	Gedo	32	1	45%			0%	22	2	32%	1		1%			0%	16		22%	74
	Total	**38**	**1**	21%	**11**	**0**	6%	**64**	**2**	35%	**51**	**3**	29%	**0**	**0**	0%	**17**	**0**	9%	**187**
Southwest	Bakool																			
	Bay	6		20%	7	1	27%			0%	6		20%			0%	10		33%	30
	Lower Shabelle	21		10%	9		4%	21		10%	156	1	75%			0%			0%	208
	Total	**27**	**0**	11%	**16**	**1**	7%	**21**	**0**	9%	**162**	**1**	68%	**0**	**0**	0%	**10**	**0**	4%	**238**
Hirshabelle	Middle Shabelle	11		15%	26		36%	1		1%	28		38%			0%	7		10%	73
	Hiiraan	5		4%			0%	14		10%	102		73%			0%	18		13%	139
	Total	**16**	**0**	8%	**26**	**0**	12%	**15**	**0**	7%	**130**	**0**	61%	**0**	**0**	0%	**25**	**0**	12%	**212**
Galmudug	Mudug	10	1	15%			0%			0%	58	2	82%			0%	2		3%	73
	Galgaduud	7		9%			0%	5		6%	37	2	50%			0%	27		35%	78
	Total	**17**	**1**	12%	**0**	**0**	0%	**5**	**0**	3%	**95**	**4**	66%	**0**	**0**	0%	**29**	**0**	19%	**151**
Banadir	**Total**	140	8	7%	16	2	1%	12		1%	1,775	32	88%	35		2%	35	2	2%	2,057
Central South 2015/16		**238**	**10**	9%	**69**	**3**	3%	**117**	**2**	4%	**2,213**	**40**	79%	**35**	**0**	1%	**116**	**2**	**4%**	**2,845**
Puntland 2014/15**		638	26	85%	66	1	9%	33	0	4%	9	0	1%			0%	6	0	1%	779
Somaliland 2014/15**		11	2	1%	1,010	56	59%	29	0	2%	417	13	24%	0	0	0%	259	7	15%	1,804
Somalia Total		***887***	***38***	***17%***	***1,145***	***60***	***22%***	***179***	***2***	***3%***	***2,639***	***53***	***50%***	***35***	***0***	***1%***	***381***	***9***	***7%***	***5,428***

Education Statistics Yearbook 2015/16. Mogadishu: MoECHE

Secondary Pupil-teacher Ratio. The overall student: teacher ratio stands at 22.1 students per teacher, although this varies considerably by region as well as by school ownership, as shown in Table 95 below. Thus, while there may be shortages in some geographical areas and some subjects such as maths and English may be short of teachers, the overall ratio of teachers to students does not suggest a shortage of teachers. In fact, there are several regions where available data suggests that the number of teachers may be too high. In this regard, consideration should be given to maximizing pupil-to-teacher ratios to reduce high recurrent costs for teacher salaries in a context where government struggles to pay teachers on a regular basis. Only in one urban area of one region in Central South does the pupil-to-student ration appear very high while in all other it remains relatively low.

Table 95. Secondary Pupil-teacher ratio rural vs. urban, Somalia and Central South by region/state

State	Region	Rural	Urban	Total
Jubaland	Lower Juba	n/a	25.1	**25.1**
	Middle Juba	n/a	n/a	**n/a**
	Gedo	22.6	15.9	**16.6**
	Total	22.6	21.7	**21.7**
Southwest	Bakool	n/a	n/a	**n/a**
	Bay	47.3	25.2	**31.8**
	Lower Shabelle	5.0	17.2	**16.9**
	Total	32.2	17.9	**18.8**
Hirshabelle	Middle Shabelle	n/a	17.6	**17.6**
	Hiiraan	n/a	18.9	**18.9**
	Total	n/a	18.5	**18.5**
Galmudug	Mudug	n/a	19.5	**19.5**
	Galgaduud	18.3	26.8	**26.0**
	Total	18.3	23.1	**22.9**
Banadir	Total	n/a	22.8	**22.8**
Central South 2015/16 Total		**21.9**	**22.1**	**22.1**
Puntland 2014/15 Total		18.2	28.6	**26.0**
Somaliland 2014/15 Total		15.8	27.8	**26.6**
Somalia Total		**18.6**	**26.2**	**24.9**

Education Statistics Yearbook 2015/16. Mogadishu: MoECHE

Secondary Pupil-Classroom Ratio. Data on Pupil-classroom ratios could not be produced for this ESA as this data was not captured as part of school census activities that fed into EMIS 2015/16 data. However, UNESCO-PEER found that in 2008, the student classroom ratio for secondary schools in Somalia was 26 students per classroom. While some change has certainly occurred since 2008, in the absence of data it is impossible to determine the current ratios across the different regions and states of Central South Somalia though they may be comparable to figures for Puntland presented below.

Table 96. Secondary Classrooms & Pupil Classroom Ratio (PCR) by ownership type

	Total no. of classrooms	Gov't	Non-gov't	Gov't	Non-gov't	Total
		Classrooms	Classrooms	PCR	PCR	PCR
Central South 2015/16*	n/a	n/a	n/a	n/a	n/a	n/a
Puntland 2013/14**	1,122	181	283	63.5	30.9	43.6
Somaliland 2014/15**	5,144	659	463	40.4	45.9	42.7
Somalia Total	n/a	n/a	n/a	n/a	n/a	n/a

Republic of Somaliland, MOEHS, Education Statistics Yearbook 2014/15,

Secondary Pupil-Textbook Ratio. Pupil Textbook Ratio (PTbR) shows the number of pupils who shared one textbook by subject. Government EMIS data was available for Mathematics, English, Somali and Arabic textbooks at secondary level. As presented in Table 97 below, national data shows that the availability of textbooks is a major barrier to improving children's learning in schools across the entire country. The ratio of textbooks to students is 33:1 for Arabic textbooks, 23:1 for English, 19:1 for Maths and 64:1 for Somali textbooks. The availability of Somali textbooks is in fact lowest in Somaliland where government EMIS data shows a ratio of 82.5:1. The only area with a lower ratio is 98.9:1 in Jubaland State.

For Central South, textbook to student ratios are 19:1 for Arabic, 36:1 for English, 28:1 for Maths, and 51:1 for Somali. Given these high ratios it is easy to assume that across all regions and states there is simply an insufficient number of learning materials for students in secondary schools. While true, there are important variations to the availability of textbooks which point to major weaknesses with learning material 'supply chains' in Central South Somalia (and in fact the entire country). For example, Arabic, English and Maths textbooks have much lower ratios compared to other regions, while Hiraan Region seems to have fairly good access to Arabic and Maths textbooks compared to other regions and aggregate averages for Central South. On the one hand this has translated into inequitable access to educational learning materials across some states and regions. On the other hand, the overall lack of textbooks in secondary schools more correctly points to broad-based deprivations regarding learning supplies in schools, insufficient financing to equip schools with learning materials, and potentially serious challenges with the effective production, procurement, and distribution of textbooks (i.e. 'supply chain) to schools across different parts of Somalia. In addition, within Central South over 96% of students are in privately owned schools and therefore one would expect these textbooks to be funded out of school fees. So this shows that either communities or private owners consider that textbooks are of a very low priority or that they still expect donors or government to provide them with textbooks even though they are privately owned. These shortages are particularly true of textbooks for English medium schools which could, if valued, be bought for most subjects in neighbouring countries. There may however be an attitude within the private sector schools and the communities that donors, especially the UN, and the government has the responsibility to supply textbooks in English and Somali, even to private schools. This is a policy issue that will need to be addressed in any future planning of education supplies. The private sector needs to recognise the need to provide learning materials as part of its mandate and to understand the essential nature of these materials to quality education.

Another important observation is that the type of textbook least available for students are Somali textbooks. The availability of Somali textbooks across Central South is 51:4, but in the extreme cases at regional level (which may be somewhat overstated) is 253:1[140], followed by 175:1. While such extreme cases may be overstated, consistently across all part of the country Somali textbooks are those least available for secondary students. This is probably a reflection of the very low status given to Somali in Secondary schools. Usually only 2 lessons a week are Somali and the remainder are meant to be in English or Arabic. There is a Form 4 exam in Somali and it has one of the highest pass rates and is thus not seen as a subject to give time to. This is a great pity as Somali remains the National Language and is still the language in which most learners think and develop their concepts. Very few learners in fact have enough English to learn in English at Secondary level and in reality most classes are bilingual with the oral teaching in Somali and the reading and writing in English. Textbooks materials, when available, can thus prove a barrier to learning in secondary schools unless they are written in very accessible English or the learners English greatly improved and this may be a second reason why schools put less emphasis on buying textbooks for every student - students cannot use them efficiently. In schools where English is the medium of education, i.e. all government schools and a majority of private schools, the lack of appropriate textbooks has remained a major issue. Up until 2011 textbooks were being supplied by funding from the European Union for all government secondary schools in Puntland and Somaliland and selected schools in Central South through a virtual budget. Though they were insufficient, schools were able to get complete sets of English medium books for the key subjects such as Sciences and Maths as the syllabi for these subjects was very close in content to both the UK syllabi and the Kenyan syllabi. They had more difficulty obtaining books that covered the full curriculum in the social sciences and there was always a pressure to produce books for all subjects that were written by the curriculum departments specifically for Somali schools. This inequitable distribution between Puntland and Somaliland on the one hand and very few schools in Central South on the other hand inevitable has been a basis both for Central South being behind in textbook to student ratios and in them having expectations that donors or the Ministry will provide textbooks.

Table 97. Secondary Pupil Textbook Ratio (PTbR) by Subject for Somalia and Central South by region/state

State	Region	Arabic	English	Maths	Somali
Jubaland	Lower Juba	104.9	118	104.9	83.3
	Middle Juba*	n/a	n/a	n/a	n/a
	Gedo	15.5	6.8	9.6	175
	Total	38.3	19.9	26.3	98.9
Southwest	Bakool	n/a	n/a	n/a	n/a
	Bay	n/a	n/a	n/a	n/a
	Lower Shabelle	15.8	14	14.7	19.5
	Total	20.1	17.8	18.7	24.8
Hirshabelle	Middle Shabelle	25.7	160.8	25.7	160.8
	Hiiraan	4.6	175.4	4.8	175.4
	Total	10	30.6	10	41.3
Galmudug	Mudug	40.7	43.2	40.7	83.8
	Galgaduud	112.7	405.6	81.1	253.5

[140] Federal Government of Somalia. 2016. Education Statistics Yearbook 2015/16. Mogadishu: MoECHE.

	Total	13.3	37.9	13.2	51.9
Banadir	**Total**	29.8	50.3	28.4	54.5
Central South 2015/16 Total		**19.8**	**36.8**	**19**	**51.4**
Puntland 2014/15 Total**		57.5	19.6	19.3	65.3
Somaliland 2014/15 Total**		50.6	15.5	15	82.5
Somalia Total		33.4	23.9	19	64.4

Education Statistics Yearbook 2015/16. Mogadishu: MoECHE

7.8 Learning Outcomes

There are two sources for measuring learning outcomes between 2013 and 2016. The largest umbrellas have set their own exams for their schools, or in some circumstances they have moderated a school's own school leaving exams. The second source is the Ministry of Education's centrally organised Form Four examinations.

In theory, one could use the results of school leaving exams set by the umbrellas, especially FPENS and SAFE. These organisations cover a majority of schools in Central South, provide school leaving examinations and school leaving certificates which are then authenticated by the Ministry. However, these are all exams that are set and marked either by the school or by the umbrella itself. In both cases there is a competitive edge between the umbrellas and schools that may encourage examiners to mark high. In addition, many scholarships to universities in the Arab World depend on these results. As a consequence, results tend to be norm referenced rather than criteria referenced i.e. are based on the bell curve with average marks very high, usually in the high 80% range. While it would be possible to compare results over time for the Umbrella schools based on their leaving exams, changes in marks between years would reflect changes in marking criteria based on changes in the 'norm' rather than improvements in learning outcomes. Furthermore, the examinations throughout have tended to be heavily content based rather than skills based as required under the new curriculum framework.

The second source for measuring learning outcomes is the Ministry exams. AET has supported the Ministry of Education in setting the form four exams for the last three years (2017 included). In theory, these results should also provide a basis for measuring the learning outcomes, and improvements in these outcomes over the last four years. The figures are shown in Table 98 below comparing 2013 and 2016. However, although they do indicate marginal changes, these should be treated with caution. The figures available are neither totally reliable nor comprehensive. Prior to 2016, and as the table below shows, the Ministry exams only applied to a very small sample of schools and these were not necessarily a typical sample as schools in neither of the largest and most successful umbrellas were involved.

In addition, while the setting of the examinations was well moderated with international oversight and the exams were of a comparable standard to exams set in Puntland and Somaliland, the reliability of their marking prior to 2016 was not assured. Lack of security meant that the exams were not so closely invigilated and many of the markers were not trained and nor was the marking well moderated. Thus, the exams in 2013-15 could not be described as of international standard. Marking was largely carried out by the schools or umbrellas and any moderation that occurred was done at a distance. Four years ago, based on the evidence of the examiner who moderated across the three regions, marking of English in the final exams

in Mogadishu for that year reflected marks of 30% above what would have been given by the exam boards in Somaliland or Puntland. Thus, although we have made this comparison in Table 98, it is drawing conclusions related to changes in learning outcomes over the three years is not recommended, but rather to use these results as a sign of improvement in assessment procedures and reliability of marking.

The results for 2016 can be used as a baseline indicator against which future improvements in learning outcomes, especially when related to individual subjects, can be measured. This is because these covered nearly all the schools, including, for the first time schools under the large umbrellas. In 2016, 87.5% passed their Form 4 exams with at least an E grade. The pass marks at D and E have relatively low passing criteria and a Grade C could be used as a more reliable measure, especially as this is the level recommended for university entrance. At present this figure has not been published by the Ministry or the exam board. However, the evidence is with the ministry and the full results should be made available when a baseline is established. Hesitancy to calculate these figures may be due to their sensitivity and an unwillingness to start an 'exam results' competition between umbrellas.

These results can be used with added reliability if also using the results from Somaliland and Puntland for 2016. These are given in Table 98 below. It is expected that improvements in learning outcomes across the three regions to be consistent and reflect improvements resultant from their three Education Strategic Sector Plans for the next three years.

As the Ministry's Examination Board, gains more experience at criteria-based marking and at setting competency-based exams set against the learning outcomes specified by the Curriculum Framework, it is hoped that improvements in learning outcomes over the next few years will be measurable. Based on the approaches to marking and setting used in 2016, the scores shown in each subject for that year can be used as a baseline against which improvements between 2016 and 2020 can be validly compared- but only after allowing for any changes in the learning outcomes measured, in particular there should be a shift towards more assessment of higher level skills, a shift already in process in 2016.

In addition, and in order to gain better baseline data the Ministry or the Examination Board should be encouraged to conduct a Minimum Learning Assessment early in the cycle of the new ESSP for a cross-section of students at Form 2 level with the emphasis on Science, languages and Mathematics. This will then act as a second base line for measuring progress at a key stage of learning and as a measure of the success of the Secondary School curriculum. Such a base line should be based on the broad learning outcomes specified in the Framework rather than the more heavily and specific content-based outcomes described in detail in the subject syllabi.

Table 98. Learning outcomes for Form 4 and Grade 8 Examinations taken in Central and Southern Somalia

	Grade 8		**Form 4**	**TOTAL**
2013				
Number of students	3039		759	3798
2016				

Numbers	3410		11574	14,984
No who pass	3153		10,104	
% pass	92.5%		87.4%	
Language used in 2013	Somali		Arabic 24% Somali 8% English 68%	
LANGUAGE 2016	Som 73% English 18% Arabic 10%			
MLA GRADE 7 administered Feb 2013	5% Sample			

Data source?

7.9 School Facilities at Secondary Education

School facilities have significant impact on access, quality, efficiency and gender equity of the education system. The availability of water (drinking and/or washing), latrines, laboratories, libraries and pedagogical centres in schools will attract students and is means of increasing quality and efficiency of education. Though limited in its sample of schools surveyed, a 2008 UNESCO survey painted a picture of the quality of infrastructure in secondary schools across Somalia. Toilets/latrines were found to be available in 94.9% of secondary schools across the country. The least available infrastructure was in secondary schools in Central South and included health centres (only 6.7% of schools) and vehicles (only 8.2% of schools). National analysis of other infrastructure in Somalia's secondary schools revealed that 19% of schools in Central South Somalia had a functioning library, electricity, dining hall, potable water points and toilets/latrines[141]. A total of 86.2% of schools had a potable water point and a further 96.3% had functional latrines. However, district level analysis showed that the majority of schools had no functional library.[142]

Much time has passed since 2008 and more recent data drawn from a UNICEF 2016 Rapid Baseline Survey of a much larger sample of schools in Central South Somalia suggests that infrastructure conditions of secondary schools are in a lower condition than suggested by UNESCO data in 2008 based on a smaller sample of schools, particularly in relation to water and latrines. Rapid baseline survey is presented here as indicative only of current conditions of secondary schools in Central South because of potential weaknesses with sampling and data collection and verification methods but used, nevertheless, in the absence of data that covers most regions in Central South. Table 99 below provides a summary of data regarding the type and qualify of secondary school infrastructure, access to safe water and availability of latrines in secondary schools, and the availability of school feeding programmes in Central South.

Types of Infrastructure. The majority of secondary schools in Central South Somalia, 65%, are classified as 'permanent' structures, 21% ae classified as 'semi-permanent' structures and another 14% classified as 'temporary' structures. Galmadug State has the higher proportion of 'permanent' structure secondary schools while Southwest and Hirshabelle have the lowest

[141]United Nations Educational, Scientific and Cultural Organization. Programme of Education for Emergencies and Reconstruction. 2009. Survey of Secondary Education in Somalia 2008. Nairobi: UNESCO PEER.
[142] Ibid.

at 57% each. Regions within states with the highest proportion of fixed structures schools are Gedo (88%) and Mudug (84%), those with the fewest are Bakool (40%) and Middle Shabelle (50%), while remaining regions vary between 55% and 69%. More permanent structures tend to be built in regions with relatively better security and learning environment is conducive.

Semi-permanent structures are less common across Central South with only Southwest and Hirshabelle States have relatively high proportions of such schools (24% and 34% respectively). Regions with the smallest proportions of semi-permanent structures are Mudug, Gedo and Bay (each with 5%-6%), while those with the highest are Lower Shabelle and Middle Shabelle (each with 33%) and Hiraan (36%).

'Temporary' structures are least common across Central South with only one state, Southwest State, nearly 20% of schools of such a type. At regional level there is also a high degree of variation regarding utilization of 'temporary' structures ranging from 60% in Bakool Region to a low of 4% in Hiraan Region. Only in regions with high IDP populations and a higher population concentration in urban areas do 'temporary' structures appear more greatly utilized (Lower Juba 18%, Bakool, Bay 25% and Middle Shebelle 17%). This is because IDPs having left their assets in their permanent residences are vulnerable and do not have enough resources to construct permanent structures. Similarly the structures are considered temporary before relocation back to the original dwellings as host communities may not allow permanent settlement.

While there is an overall preference for 'permanent' school structures at aggregate level, there remains a high degree of variation within states regarding the types of infrastructure being utilized. This variation is explain by a range of factors including insufficient funding to construct 'permanent' structures consistently across all regions and states, use of 'semi-permanent' and 'temporary' structures in areas heavily affected by conflict or natural disaster, and lack of government capacity at state and regional level to effectively coordinate, lead and supervise the construction of school facilities at state and regional levels.

Table 99. Type of structures, Secondary School level, Central South Somalia by region/state

State	Region	Type of Structure						
		Permanent	%	Semi-Permanent	%	Temporary	%	Tot
Jubaland	Lower Juba	11	65%	3	18%	3	18%	17
	Middle Juba	-		-		-		-
	Gedo	14	88%	1	6%	1	6%	16
	total	**25**	**76%**	**4**	**12%**	**4**	**12%**	**33**
Southwest	Bakool	2	40%	0	0%	3	60%	5
	Bay	11	69%	1	6%	4	25%	16
	Lower Shabelle	27	55%	16	33%	6	12%	49
	total	**40**	**57%**	**17**	**24%**	**13**	**19%**	**70**
Hirshabelle	Middle Shabelle	6	50%	4	33%	2	17%	12
	Hiraan	15	60%	9	36%	1	4%	25

	total	**21**	**57%**	**13**	**35%**	**3**	**8%**	**37**
Galmadug	Mudug	16	84%	1	5%	2	11%	19
	Galgaduud	19	68%	5	18%	4	14%	28
	total	**35**	**74%**	**6**	**13%**	**6**	**13%**	**47**
Banadir		n/a		n/a		n/a		n/a
Central South		**121**	**65%**	**40**	**21%**	**26**	**14%**	**187**

2016 UNICEF Rapid Baseline Survey

Quality of Secondary School Infrastructure. As shown in Table 100 below, although a number of schools have been constructed over the past several years with funding support from donors, only 8% of secondary school infrastructure in Central South is classified as being in 'good' condition, 53% in 'fair' condition, and a large proportion at 39% in 'poor' condition.

Only Jubaland and Southwest states have relatively large proportions of their secondary school infrastructure classified in 'good' condition (35% and 20% respectively). However, large proportions of schools in 'good' condition are concentrated in a few regions, while other such as Gedo Region and Lower Shabelle Region have a very small proportion of school infrastructure in 'good' condition (6% and 4% respectively). At the same time, Bakool Region, which has the highest proportion of school infrastructure in 'good' condition also has the highest proportion of school infrastructure in 'poor' condition. Galmadug and Hirshabelle states also have the highest proportions of school infrastructure in 'poor' condition (46% and 43% respectively). There is relatively little variation across all regions regarding the proportion of school infrastructure in 'fair' condition. The exception is low proportions in Bakool Region (20%) and Middle Shabelle Region (33%), and higher proportions in Lower Shabelle Region (63%). All other regions range between 41% and 57% of school infrastructure in 'fair' condition.

Rapid survey data thus points to obvious observations that the overall quality of secondary school infrastructure is generally low. Variations across regions within states also point to weak school maintenance and management systems on the part of 'owners' of schools, the absence of quality standards and operational funding to maintain existing school facilities in a 'good' condition. As such, the highly varied level of school infrastructure quality suggests that management of schools varies greatly and is highly dependent on community participation or other localized dynamics.

Table 100. Condition of Infrastructure, Secondary School level Central South by region/state

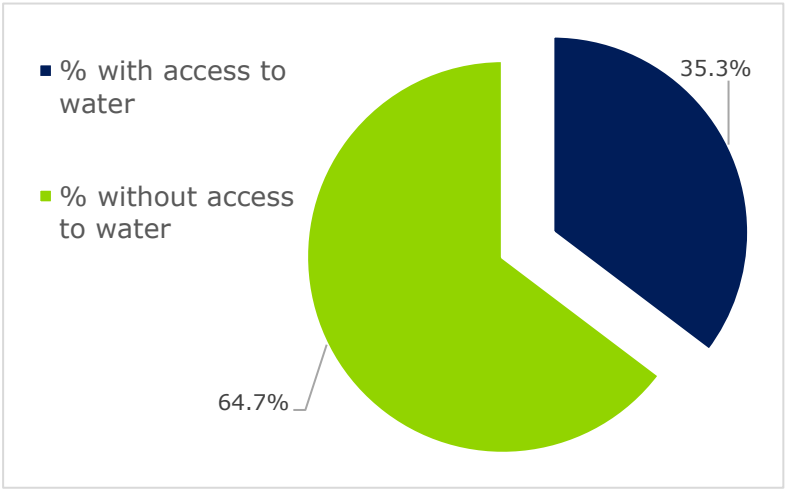
State	**Region**	**Condition of Infrastructure- Secondary**						
		Good	Fair	Poor	Tot	Good (%)	Fair (%)	Poor (%)
Jubaland	Lower Juba	6	7	4	17	35%	41%	24%
	Middle Juba	-	-	-	-	-	-	-
	Gedo	1	9	6	16	6%	56%	38%
	Total	**7**	**16**	**10**	**33**	**21%**	**48%**	**30%**
Southwest	Bakool	1	1	3	5	20%	20%	60%
	Bay	2	8	6	16	13%	50%	38%

	Lower Shabelle	2	31	16	49	4%	63%	33%
	Total	**5**	**40**	**25**	**70**	**7%**	**57%**	**36%**
Hirshabelle	Middle Shabelle	1	4	7	12	8%	33%	58%
	Hiraan	1	14	10	25	4%	56%	40%
	Total	**2**	**18**	**17**	**37**	**5%**	**49%**	**46%**
Galmadug	Mudug	0	10	9	19	0%	53%	47%
	Galgaduud	1	16	11	28	4%	57%	39%
	Total	**1**	**26**	**20**	**47**	**2%**	**55%**	**43%**
Banadir		n/a	n/a	n/a	n/a			
Central South		**15**	**100**	**72**	**187**	**8%**	**53%**	**39%**

UNICEF Rapid Baseline Survey 2016

Water and Hygiene Facilities in Schools. In the context of Somalia, and particularly Central South where the impacts of drought and flooding have historically been most severe, access to clear water and hygiene facilities is important for ensuring children's safety and resilience. Lack of water during periods of drought have proven a major factor forcing children out of schools, while flooding after dry seasons has often resulted in the transmission of disease such as cholera where hygienic facilities are not in place. Drawing on the 2016 Rapid Baseline Survey findings the sections below provide information on access to water and safe water in secondary schools and the availability of hygienic facilities (i.e. latrines). As shown in Figure 30 below, only 35.3% of secondary schools surveyed reported having access to any type of water supply, while 64.7% reported not having access to a water supply., This appears to be much lower than the proportion of schools with access to some type of water supply as reported in government EMIS data from Puntland and Somaliland (93% and 64% respectively), though it is employing a different data set and methodology to that used by Puntland and Somaliland EMIS

Figure 30. Proportion of Secondary Schools with access to water, Central South Somalia



UNICEF Rapid Baseline Survey 2016

Secondary school with access to alternative water sources. As shown in Table 101 below, of 187 secondary schools surveyed across 10 regions of Central South only 39 (or 21%) reported having access to alternative sources of water (rivers and streams, rain water, other). The overall proportions of schools across state level reporting access to alternative water sources was similar at around 20%-23% except in Galmadug State where only 15% of schools reported access to alternative water sources. Within states only several regions reported much higher proportions of schools with access to alternative water sources which included Bakool and Middle Shabelle regions (40% and 67% respectively). Hiraan Region was overall lowest with only 8% of secondary schools reporting access to alternative water sources.

Table 101. Secondary Schools with access to alternative water supply, Central South by region/state (n=187)

State	Region	With access	Schools surveyed	% with access to alternative water
Jubaland	Lower Juba	4	17	24%
	Middle Juba			
	Gedo	4	16	25%
	Total	8	33	24%
Southwest	Bakool	2	5	40%
	Bay	3	16	19%
	Lower Shabelle	9	49	18%
	Total	14	70	20%
Hirshabelle	Middle Shabelle	8	12	67%
	Hiraan	2	25	8%
	Total	10	37	27%
Galmadug	Mudug	4	19	21%
	Galgaduud	3	28	11%
	Total	7	47	15%
Banadir				
Central South		**39**	**187**	21%

UNICEF Rapid Baseline Survey 2016[143]

Secondary Schools with access to safe water supply. Few schools surveyed reported having access to safe water. The states with the lowest proportion of secondary schools with access to safe water were Hirshabelle (5%) and Galmadug (11%). Within Hirshabelle State, Middle Shabelle Region reported 0% of secondary schools with access to safe water. Conversely, Jubaland State reported the highest proportion of secondary schools with access to safe drinking water (21%), though with varied levels across the regions of Lower Juba (higher at 29%) and Gedo (much lower at 13%). As with other school infrastructure indicators, the high variation of access to safe water in secondary schools across regions within states

[143] UNICEF WASH Surveys for 2016 only cover three regions in Central South and with much higher levels of access to water and safe water facilities, but only cover areas where UNICEF WASH programmes operate.

suggests weak government management and support systems for schools provided by state level administrations. State administrations lack capacity to provide needed support to schools within districts across different regions.

Table 102. Secondary Schools with access to safe water supply, Central South by region/state (n=187)

State	Region	Yes	No	Schools surveyed	% with access to safe water
Jubaland	Lower Juba	5	12	17	29%
	Middle Juba				
	Gedo	2	14	16	13%
	Total	7		33	21%
Southwest	Bakool	1	4	5	20%
	Bay	3	13	16	19%
	Lower Shabelle	9	40	49	18%
	Total	13		70	19%
Hirshabelle	Middle Shabelle		12	12	0%
	Hiraan	2	23	25	8%
	Total	2		37	5%
Galmadug	Mudug	3	16	19	16%
	Galgaduud	2	26	28	7%
	Total	5		47	11%
Banadir					
Central South		**27**	**160**	**187**	14%

UNICEF Rapid Baseline Survey 2016

Schools with Latrines. As shown in Table 103 below, the availability of functioning latrines/toilets is much higher in secondary schools compared to other indicators, with 64% of 187 secondary schools surveyed across 9 regions having functioning latrines/toilets. This varies across states, with lowest proportion found in Jubaland State (55%) with increasingly higher proportion in Southwest State (61%), Hirshabelle State (65%), and then Galmadug State (72%). With the exception of Galmadug State, significant differences exist between regions within states. The proportion of schools with functioning latrines in Bakool Region is much lower at 20% when compared to other regions within Southwest State, Middles Shabelle is much lower at 33% compared to Hiraan Region in Hirshabelle State, and Lower Juba is much lower at 47% compared to Gedo Region in Jubaland State.

Table 103. Secondary Schools with latrines, Central South by region/state (n=187)

State	Region	Yes	No	Schools surveyed	% with latrines
Jubaland	Lower Juba	8	9	17	47%
	Middle Juba	n/a	n/a	n/a	n/a
	Gedo	10	6	16	63%
	Total	18	15	33	55%

Southwest	Bakool	1	4	5	20%
	Bay	10	6	16	63%
	Lower Shabelle	32	17	49	65%
	Total	43	27	70	61%
Hirshabelle	Middle Shabelle	4	8	12	33%
	Hiraan	20	5	25	80%
	Total	24	13	37	65%
Galmadug	Mudug	12	7	19	63%
	Galgaduud	22	6	28	79%
	Total	34	13	47	72%
Banadir		n/a	n/a	n/a	n/a
Central South		**119**	**68**	**187**	64%

UNICEF Rapid Baseline Survey 2016

School Feeding in secondary schools. As shown in Table 104 below, only 17% of 187 secondary schools surveyed reported having some type of school feeding programme available in schools. Southwest State had the lowest proportion with only 9%, with the highest proportions in Jubaland, Hiraan and Galmadug states (24%, 24% and 23% respectively). However, the available survey data again shows very significant variations across regions within states. Gedo Region has a much lower proportion at 13% compared to Lower Juba Region, while Middles Shabelle Region reported 0% compared to Hiraan Region at 24% in Hirshabelle State. All regions in Southwest state reported very low proportions of schools having school feeding programmes but Bakool Region was the only one to report 0%. Only Mudug and Galgaduud regions within Galmadug State reported comparable proportions of schools with school feeding programmes (26% and 21% respectively). Roughly similar patterns are repeated across regions and states regarding the availability of 'kitchen facilities' and 'storage facilities' in secondary schools. The only exception is Middle Shabelle Region in Hirshabelle State which has no school feeding reported for any schools but where 25% of schools reported having kitchen and storage facilities.

Table 104. Secondary School with school feeding, Central South by region/state (n=187)

		School feeding			Kitchen facilities			Storage facilities			**Schools surveyed**
State	**Region**	Y	N	% Y	Y	N	% Y	Y	N	% Y	
Jubaland	Lower Juba	6	11	35%	6	11	35%	6	11	35%	17
	Middle Juba										
	Gedo	2	14	13%	2	14	13%	1	15	6%	16
	Total	**8**	**25**	**24%**	**8**	**25**	**24%**	**7**	**26**	**21%**	**33**
Southwest	Bakool		5	0%		5	0%		5	0%	5
	Bay	2	14	13%	3	13	19%	3	13	19%	16
	Lower Shabelle	4	45	8%	5	44	10%	8	41	16%	49
	Total	**6**	**64**	**9%**	**8**	**62**	**11%**	**11**	**59**	**16%**	**70**
Hirshabelle	Middle Shabelle		12	0%	3	9	25%	3	9	25%	12
	Hiraan	6	19	24%	7	18	28%	7	18	28%	25
	Total	**6**	**31**	**16%**	**10**	**27**	**27%**	**10**	**27**	**27%**	**37**

Galmadug	Mudug	5	14	26%	6	13	32%	5	14	26%	19
	Galgaduud	6	22	21%	5	23	18%	3	25	11%	28
	Total	**11**	**36**	**23%**	**11**	**36**	**23%**	**8**	**39**	**17%**	**47**
Banadir		n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
Central South		**31**	**156**	**17%**	**37**	**150**	20%	**36**	**151**	19%	**187**

UNICEF Rapid Baseline Survey 2016

When considering the proportion of schools with 'good' infrastructure, water, availability of latrines and school feeding combined for all regions and states, as shown in Table 105 below, all states have almost equally poor facilities to support healthy and safe environments for learners. However, several regions appear slightly worse off than others. These are Bakool Region, Lower Shabelle Region, Middle Shabelle Region and Hiraan Region.

Table 105. Schools with 'good' infrastructure, alternative water, safe water, latrines and school feeding combined, Central South Somalia by region/state (n=187)

State	Region	% with access to alternative water	% with access to safe water	% with latrines	% with school feeding	Infrastructure Good (%)	Aggregate avg.
Jubaland	Lower Juba	24	29	47	35	35	34
	Middle Juba					-	
	Gedo	25	13	63	13	6	24
	Total	**24**	**21**	**55**	**24**	**21**	**29**
Southwest	Bakool	40	20	20	0	20	20
	Bay	19	19	63	13	13	25
	Lower Shabelle	18	18	65	8	4	23
	Total	**20**	**19**	**61**	**10**	**7**	**23**
Hirshabelle	Middle Shabelle	67	0	33	0	8	22
	Hiraan	8	8	80	0	4	20
	Total	**27**	**5**	**65**	**16**	**5**	**24**
Galmadug	Mudug	21	16	63	26	0	25
	Galgaduud	11	7	79	21	4	24
	Total	**15**	**11**	**72**	**23**	**2**	**25**
Banadir							
Central South		21	14	64	**17**	**8**	25

2016 UNICEF Rapid Baseline Survey

7.10 Summary findings and Policy Options

Key Findings

- The overall GER for secondary education in all of Somalia is only 15.8%, and lowest in Central South Somalia at only 12.9%. Within Central South, GER is highest in Banadir at 35%, while across all states it is below 10% with GER reaching as lows as 1.8% in regions such as Bay.
- Groups with the lowest GER are from the poorest wealth quintile, IDPs and nomadic/pastoralist communities, and those in rural areas.
- Secondary school enrolments are heavily skewed in favour of Banadir where there are many more urban areas and private organizations supporting secondary education

- Across all of Central South, enrolments in secondary education are heavily skewed toward urban areas which account for over 94% of all enrolments.
- Over 70% of students are enrolled in 'non-government' secondary schools. 'Government' secondary schools account for virtually all enrolments in rural areas.
- Gender inequities are high in secondary schools with a GPI of .7. Gender inequities are higher in rural areas compared to urban areas (.71 compared to .66).
- While no data is available on drop-out or survival rates across forms 1-4, available data on the distribution of enrolments across forms shows significantly lower enrolments rates in Form 4 compared to Form 1, with a steady decline across levels. This suggests low survival rates from Form1 to Form 4 or a rapid expansion at Form 1 or most likely a mix. Key reasons identified include financial barriers, lack of parental support and poor academic performance at secondary level.
- In a context where GER is low and numbers of out-of-school children and adolescents is high, the proportion of schools using 'double-shift' teaching in Central South is relatively low at only 29.6%. Banadir, which has the highest number of secondary school enrolments, has one of the highest proportion of schools using 'double-shift' schooling exceeded only by secondary schools in Southwest State. Regions with the highest proportion of schools using double-shift teaching are Lower Shabelle and Middle Shabelle.
- It is interesting to note that one of the federal states with the highest proportion of double-shift teaching, Puntland with 57.3%, is also one which has demonstrated some of the most notable gains in secondary school enrolments over the past several years.
- It is reported that over 94% of secondary schools in Central South charge some type of school fee for students. This is not surprising as most schools are managed 'privately' and have limited support from other funding sources to maintain school operations. Fees can range significantly up to around USD 30/month. School fees thus act as a major barrier to children accessing secondary education, particularly form among the most marginalized groups and the lowest wealth quintiles.
- The newly established curriculum framework has yet to be translated effectively into classroom learning due to limited textbooks and other learning materials for students. Production of learning materials based on new curriculum framework has yet to occur meaning that many schools still use outdated learning materials not fully aligned to the new curriculum framework.
- There is limited data available for children with special needs. Available data focusses only on those with visible disabilities. As such, data systems and understandings of 'special needs' likely excludes a large number of children from consideration whether in-school or out-of-school.
- Over 70% of teachers are employed in 'non-government' schools, only 4.5% of secondary school teachers are female (with none recorded as working in rural areas), with only 10% of teachers recorded as working on rural schools. Teacher management practices and the distribution of resources thus contribute to inequities along gender line and rural/urban divides. In many locations this is due to security related risks in areas recently liberated from Al-Shabaab control or due to the preference of teachers to work in urban areas where services and housing are more accessible.
- Only 21% of teachers in Central South Somalia are qualified. Based on government EMIS data this is lowest in Southwest State and Galmudug State, with roughly around

only 20% of teachers ever having benefitted from some type of in-service training support (most of which has been via INGOs or other development partners).

- In Central South, 79% of secondary school teachers are paid from 'private sources', though this varies across states and regions. In locations where business and the private sector are limited, communities, MOE and NGOs play a greater role in supporting teacher payments.
- Supply-side barriers are a critical factor impacting upon the quality of learning outcomes. While the overall ratio of pupil-teachers in Central South is reasonable at only 22:1, this varies across states and regions reaching a high of 32:1. While this does not demonstrate and under-supply of teachers, the lack of learning facilities and teachers in rural areas is a clear barrier to children and adolescents accessing secondary education.
- The lack of textbooks and learning materials based on the new national curriculum framework are also a major barrier to children accessing quality learning.
- There is little reliable data on learning outcomes for learners at secondary school level with school and umbrella based examination practices applying bell curves to support learners to access university or scholarship programmes. The national examinations, now being widely accepted uses primarily a criteria base so that measures of improvements in learning outcomes will be more reliable in the future.
- The overall quality of infrastructure is also low with close to 40% of learning facilities in 'poor' condition and only 8% in 'good' condition, only 14% of schools with access to safe water and 64% of schools with functioning latrines. Based on 2016 survey data, only 17% of secondary schools had some type of school feeding programme in place.

Key Policy Options and Strategies for the Secondary Education Subsector. While needs in the secondary education Subsector are extensive, only key priorities are identified below and which can realistically be addressed over the period of the next ESSP and aligned to strategies listed in the National Development Plan. Given the very limited domestic financing available in Central South Somalia, the implementation of these policy options and strategies are entirely dependent upon donors pooling funding into a coordinated sector-wide approach with investments directly aligned to supporting initiatives under the incoming ESSP. Several policy options and strategies are relevant for federal level while strategies for increasing access and quality in schools are more relevant for implementation at regional or state levels and feature as part of detailed action plans and priorities of state education ministries in Chapter 10.

1. **Increasing access to secondary education for the most excluded children and adolescents**
    - **Federal and State levels**: Strengthen annual EMIS and increase coverage to ensure more effective annual planning and targeting of resources where needs are greatest and so that policies are evidence-based. While this should be led by federal level, efforts to decentralize and build the capacity of states to support routine EMIS and school census activities is required to expand the scope and quality of coverage.
    - **Federal and State levels**: Strengthen partnerships between MOECHE at Federal and State levels with provide education service providers and umbrella education organizations to expand coverage and access to secondary schools.

- Major donors should invest in pro-poor cash grant schemes to ensure children from the poorest households, especially girls, are able to overcome financial barriers to access education.
- **Federal level**: Special needs education: design and support SNE education centre with trained teachers
- **Federal and State levels**: Utilize innovative technologies to expand secondary education to IDP and rural areas to overcome limited access to facilities and availability of qualified teachers.
- **State level:** Increase effective utilization of double-shift schooling to overcome barriers to education associated with limited school infrastructure and facilities.
- **State level:** Support expansion of formal secondary education through boarding schools (where appropriate) and strengthening mobile schools for pastoral communities and other nomadic rural communities, building schools in rural areas based on clear needs assessments.
- **Federal and State levels**: Building of new school facilities should also factor in the capacity of local governments and the federal level to pay operational costs of schools including teachers and maintenance of facilities. Where building of new schools is not financially feasible, rehabilitation of existing school facilities should be prioritised to improve quality of learning facilities and expand classrooms to cater for a greater number of children. Careful consideration should be given to building new school facilities in urban areas to avoid reinforcing inequities between rural and urban areas.
- **State level**: State administrations should consider providing teachers working in rural areas with special hardship benefits, particularly for those working in areas recently liberated from liberated form Al-Shabaab. Additional consideration should be given to providing housing for teachers in rural areas and identifying how such incentive schemes will be financed either locally or through donor support.
- **State level:** Construct more classrooms/mobile schools and boarding schools in rural areas. Though the construction of boarding schools requires particular care and sensitivity. Where feasible local communities should be provided with grants to erect semi-permanent classrooms in areas where government and development partners are unable to access due to security risks.
    - **State level:** State administrations should consider working through credible local NGOs to expand access to geographic areas liberated from Al-Shabaab or those areas where Al-Shabaab continues to have a presence.
    - **State level:** Build on successes of community school-based management approaches to further engage communities and parents in supporting schools and enrolling and retaining children in education. Stronger community engagement in school management will also help to mitigate risks of attacks against formal primary schools and reduce inter-clan tensions over access to school facilities.

2. Increasing quality of learning outcomes and teaching and learning practices in primary school classrooms.

- **Federal level:** Strengthen teacher management through improved teacher recruitment criteria and teacher training strategies, including more equitable distribution of teachers across rural and urban areas. To overcome inequities with the distribution of

teachers between rural and urban areas greater emphasis is needed on recruiting and training teachers from rural areas.

a. **Federal level**: Develop a standardized teacher training system for secondary school teachers covering pre- and in-service training and mentoring linked to quality assurance systems through school supervision. Teachers who are supported with pre-service qualification training at accredited universities or colleagues should also be required to commit at least two years of national service in government schools.
b. **Federal level:** Establish teacher training centres in established universities with government accredited programmes with training programme intakes structure on teacher needs at secondary school level.
c. **Federal and State levels:** Strengthen teacher and head teacher management practices by introducing competency-based and performance based evaluation criteria integrated to school supervision systems.

- **State level**: provide continuous in-service training and professional development should be provided to unqualified and qualified teachers through routine school supervision activities. This will require strengthening of school supervision strategies, approaches and resources (including improved capacities of REOs to provide mentoring and quality assurance services for schools with their areas of coverage).
- **Federal and State levels**: Additional support should be provided to less experienced or qualified teachers in rural areas through use of new technologies such as 'tablets' with pre-programmed lesson plans and teaching guidance to improve classroom teaching and learning.
- **Federal level:** Conduct a baseline study on teacher absenteeism, its causes, and introduce sanctions to incentivize regular teacher attendance in schools and 'time on task'.
- **Federal level**: Strengthen teacher remuneration and teacher management policies, but pragmatic approaches are required to ensure the fiscal viability of teacher payment systems considering that a large proportion of teachers are currently paid by donors, the private sector and communities rather than government.
- **Federal and State levels**: Criteria for teacher's receiving government salaries should be developed and conditional upon schools utilizing the national education curriculum as opposed to curriculum from other countries that may promote intolerance and hate against any group on any grounds.
- **Federal level:** Strengthen the national assessment system based on the national curriculum framework, with particular focus on improving learning assessment systems at early grade levels. Teacher training should include capacity development of teachers for supporting remedial or 'catch up' education strategies for students who struggle with achieve key learning competencies.
- **Federal and State levels:** Quality assurance procedures should be applied to the umbrella schools and other privately run institutions to ensure adherence to government quality standards.

3. Increase the availability of learning resources and qualify of learning facilities

- **Federal level:** A massive effort is required from donors to support the supply of schools with learning materials based on the national curriculum framework. This will be critical to counter the potentially destabilising influence that alternative curriculum

from foreign countries has upon the education sector as well as to support the peacebuilding and statebuilding goals of the government. Donors should fully fund the development of secondary school textbook and learning materials based on the national curriculum framework based on clear quality assurance guidelines, including the production and distribution of learning materials to all children in primary schools.

- Reproducing inequities should be avoided by providing this support to children from the lower wealth quintiles and those not enrolled in private 'for profit' schools.
- **State level**: Quality of secondary school infrastructure is generally low. Greater investments in rehabilitating infrastructure will contribute to safe and conducive learning environments for children and may reduce high costs for building new schools.
- **Federal and State levels:** Similarly, to promote safe learning environment for children that will provide protected environments during periods of emergency, government at federal, state and regional levels should allocate funding from different sources to ensuring access to clear water and latrines, as well as community-managed school feeding programmes. Partnerships with countries such as Indonesia can help with this latter strategy through the provision of in-kind support (e.g. rice) that can be distributed to schools to support community-managed school feeding initiatives. To this end, a rigorous mapping of secondary school infrastructure will be needed as outlined in the NDP priority strategies for the secondary Subsector.

4. Address Gender inequities in education

- **Federal level:** To promote gender equity immediate measures can be taken including recruiting and training a greater number of female teachers.
- **Federal level:** Recruit and train a greater number of female head teachers in schools.
- **Federal level:** Enact Laws stopping early marriage and gender-based violence in schools.
- **State level:** Promote greater participation of mothers in CECs.
- **State level:** Provide sanitary kits/ girl child clubs in schools.
- **State level**: Provision of special 'take home' ratios of food and cooking oil through school feeding programmes supported by organizational such as WFP.
- ***Teacher absenteeism and dropout rates at secondary level.*** Further research is needed into enrolment, transition rates and dropout rates of learners as well as teacher absenteeism. The latter is particularly important considering the high recurrent costs of paying teacher salaries and so as to ensure that any potential 'wastage' of resources is addressed.

8. Chapter 8 – Alternative Basic Education (ABE)

It is estimated that more than half of all children and adolescents in Somalia have never attended formal education or are currently out-of-school for a range of different reasons. There are diverse needs of children and adults (e.g. nomadic pastoralists, agro-pastoralists, street children, working children, returnees, internally displaced persons, orphans and the poor)**.** Alternative Basic Education (ABE) is a complementary initiative to formal primary education services for marginalized out-of-school children and those with diverse needs in order to with the aim of ensuring education can be accessed by all. Most ABE services in Somalia are provided by non-government organizations and designed to provide education for children of the same age-group as regular primary school-going children as well as those who are overaged and did not have opportunities to access formal educations services. ABE programme seeks to addresses the needs for out-of-school children through a condensed curriculum, flexible time-table, cost-effective use of resources and high community participation.

This chapter provides descriptive analysis of the ABE education subsector on indicators regarding student enrolment and participation, teachers and quality of infrastructure for ABE facilities. Data for ABE is limited, which reduces the scope and depth of analysis possible for this Subsector. Available data is drawn from government Education Statistics Annual Yearbooks, which only provides data for several regions across Central South, while fuller data is available for Somaliland and Puntland in government endorsed EMIS. Other data sources utilized include a 2016 UNICEF Rapid Baseline Survey, which provides figures on enrolment, teachers and quality of infrastructure. This latter dataset is used to conduct analysis on quality of infrastructure and teacher training, while approved government EMIS data is used for indicators such as enrolment and numbers of teachers. This is done to avoid inconsistencies in reporting due to different figures presented across the data sources for common indicators such as enrolment figures, which tend to be higher in Rapid Baseline data. Rapid Baseline data covers more districts and regions than government EMIS but is less reliable in terms of validation processes. Data for ABE was further validated and corrected during state consultations to correct for possible errors so as to provide as accurate analysis as possible in the section below.

ABE access and coverage indicators such as Gross Enrolment Ratio **(**GER) and Net Enrolment Ratio (NER) have been included in the reports of the primary education analysis (See Chapter 6) and thus are not repeated in the sections below.

8.1 Policy Context

ABE is designed to contribute to the MoECHE's goal of eradicating illiteracy and reaching SDG 4 education targets relating to increasing access to quality primary education. The principles of community participations; flexibility; non-discrimination; empowerment; accessibility; adaptability; linkages and transferability govern all ABE programmes. ABE aims to meet the learning needs of out-of-school children (and youth) in marginalized communities through condensed and integrated curricular, flexible timetables, cost-effective use of resources, and community participation aimed at improving access, equity and efficiency in the education system. Most ABE teaching and learning activities are implemented in established learning centres and are designed to cater to a wide range of age groups. There

are also important differences with ABE programmes and other forms of 'non-formal' education which are summarized in Table 106 below:[144]

Non-Formal and Continuing Education. Whilst ABE is primarily targeted at out-of-school children and youth, it is also recognized as a means of improving adult literacy, given that the vast majority of the adult population have never accessed formal education. Non-Formal and Continuing Education (NFCE) is a policy option that allows over-aged children, adults and youth to complete education equivalent to the level of the formal primary education Leaving Certificate[145]. It allows learners to enter formal secondary education and skills training via a number of institutions providing NFCE. However, there is insufficient capacity to cater for all these learners and the quality of education is not regulated or (in some cases) accredited. According to the MoECHE, NFCE is a level above ABE. Indeed, ABE is considered part of the formal primary education in the FGS. However, within the Ministry, there is "a pressing need to develop a parallel, regulated system of non-formal education that follows an agreed curriculum to open flexible entry-points into the formal system"[146]. Currently, the only source of data for NFLE falls under jurisdiction of Technical and Vocational Training (TVET), and is therefore covered in the TVET chapter.

Table 106. Differences between ABE and NFE/NFCE

- Alternative Basic Education (ABE), which is defined as "a practical and functional mix of fundamental literacy, numeracy and life skills".
- Non Formal Education (NFE), which has several working definitions with a focus on community- or district-based programs that engage out-of-school adolescents and youth in learning in order to equip them with foundational learning competencies related to numeracy and literacy and help them secure livelihoods. However, the most common understanding is rooted around understandings of non-formal Basic Education (further assessed in Chapter 9).
- ABE is also sometimes referred to as Accelerated Basic Education, which is a catch-up initiative to assist overaged children and youth who have not accessed formal education to obtain a basic educational qualification through an accelerated modality (in a comparatively shorter period).

Structure of ABE. The ABE structure employs the use of accelerated learning to provide education and training services to learners who did not have a chance at formal education.

Table 107. Structure of ABE

• Employs the use of formal curriculum with (8) subjects for Primary school. Language of instruction is Somali • Consist of 4 grades which are equivalent to 8 grades in formal primary schools	**Level against Formal Primary Equivalent** • Formal 1 • Formal 2 • Formal 3

[144] For reasons of consistency this report uses the term "ABE".

[145] Federal Government of Somalia Ministry of Education, Culture and Higher Education. 2016. Draft National Education Sector Policy. Mogadishu: MoECHE.

[146] ibid.

• The school calendar runs from August to May and consist of 10 school calendar months • ABE schools are under the administrative authority of the Ministry of Education, Higher Education and Culture (MOECHE) • In both Central and state jurisdictions, supervision of the activities of the ABEs fall under the DEO and REO while quality assurance and supervision is carried out by the QAASO officers.	• Formal 4 • Formal 5 • Formal 6 • Formal 7 • Formal 8

Progress with ABE policy objectives. As outlined in the draft National Education Policy (NEP), the federal government set out several objectives, including the need to establish a capable ABE department within the Ministry to ensure regulation of, and coordination between individual programmes in this field of education.[147.] In the FGS National Development Plan 2017-2019[148], the objectives of ABE (termed Adult Literacy and Non-Formal Education) are summarized in Table 108 below.

Table 108. Federal Government National Education Policy Objectives of Adult Literacy and Non-Formal Education

• Establish and expand adult literacy and non-formal education and provide quality learning opportunities to the large numbers of youth and adults who missed out on formal education during the civil war. • Establish a non-formal and adult literacy department; develop policy, strategy and programme at federal and state level. • Recruit and train non-formal education teachers and establish education facilities in remote and rural areas. • Form standard examination and certification system to enable students in the non-formal education to transition to formal education, training, grading and certification.

None of the four ABE objectives outlined by National Education Policy has been achieved. Currently, the department does not exist and a lot of the ABE activities are being conducted by donors and partners. There has been no initiative to expand neither the adult literacy nor the non-formal literacy units. At the same time, there is no standard examination and certification system. The recruitment and facilitation of ABE teachers is being done mainly by donors and partners with little involvement of the MOECHE

Partners working on ABE. As shown in Table 110 below, there are different ABE initiatives provided by different stakeholders, and subsequently different target groups, curriculums, educational approaches and even objectives. A recent example is the USAID ABE initiative

[147] Federal Government of Somalia Ministry of Education, Culture and Higher Education. 2016. Draft National Education Sector Policy. Mogadishu: MoECHE.
[148] Federal Government of Somalia. 2016. The Somalia National Development Plan (SNDP) – Towards Recovery, Democracy and Prosperity 2017-2019. Mogadishu: FGS.

launched in October 2016[149] seeks to support alternative basic education for pastoralists through a combination of approaches tailored to the way of life of targeted communities. The USAID ABE initiative will also support the FGS to develop a robust Strategy for Non-Formal Education, based on the evidence gathered through this initiative.

Another ABE programme in Somalia is currently under implementation by the Norwegian Refugee Council[150], focusing on "reducing barriers to basic inclusive education, providing relevant quality basic education and enhancing livelihood opportunities". NRC continues to adopt an integrated approach that focuses on provision of quality education, safe learning environment and enhancing child protection. Despite the ready availability of project plans and proposals in this Subsector, evaluation reports and in-depth data on impact and outcomes of stakeholder involvement are lacking. As noted in a 2015 study on ABE in emerging countries[151]:

> *"It is significant that INGOs, and especially [Faith-Based Organizations], are often the main providers of ABE and vocational training in conflict and emerging from conflict situations, which reflects their greater knowledge of the particular situation and how to develop an appropriate ABE response to it. However, these are often small organizations, frequently outside the 'loop' of the humanitarian and development industry. This tends to perpetuate the accumulation of creative local strategies for ABE for which there has not been found a way of replicating, adapting to other countries or scaling up".*

Further, there is a lack of coordination between policy-makers, governments, NGOs and communities, resulting in poor sustainability of interventions and lack of data and lessons for good practice.

8.2 Relevant Learning Curriculum in ABE Learning Centres

There is currently no national curriculum for ABE in Somalia that is used systematically across any part of the country, including Central South. Different education partners reportedly develop their own ABE curriculum materials or utilize existing materials in coordination with government. As result, there is little assurance that ABE learners are gaining important competencies that will address their learning needs and livelihood opportunities. Developing 'relevant' learning objectives for ABE learners remains an important priority to develop to ensure ABE learning facilities support the learning needs of traditional excluded communities through the provision of relevant learning opportunities. There is a wide body of evidence to demonstrate that promoting equity in education through relevant learning opportunities for groups traditionally excluded from education is a key component of building an inclusive society able to support national economic development and strengthen the resilience such individuals and groups in numerous fashions.[152]

In this regard, formal primary education curriculum adapted to support accelerated learning in ABE facilities is thus not always an ideal strategy to employ. For example, a 2008 survey

[149] USAID Somalia. 2016. Alternative Basic Education for Pastoralists. Mogadishu: USAID.
150 Norwegian Refugee Council. 2015. ABE programme in Somalia. Mogadishu: NRC.
151 Dennis, C. & Fentiman, A. 2015. Alternative Basic Education in African Countries Emerging from Conflict; Issues of Policy, Coordination and Access. London: Africa Education Trust.
152 UNICEF ESARO, A study of Education Resilience in Arid and Semi-Arid Lands 2016.

conducted by the Africa Education Trust[153] on the education needs in Somali Pastoralist Communities in Somalia, Somaliland and Puntland, highlights the stated learning preferences listed by community elders, young men and women in nomadic pastoralist communities. Data is presented based on the most commonly cited preferences and aggregated averages of respondents and along gender lines, as shown in Table 109 below as an example of how learning content can be adjusted to suit the needs of learners considering gender-based preferences.

Literacy and numeracy were the most common preferences of community elders, young women and young men (95%, 91% and 100% respectively), while vocational skills was overall the second most cited learning preference, particularly among young men and women. Health was the third most cited learning preference among respondents, but much more preferred by young women compared to community elders and young mend (55% compared to 18% and 27% respectively). The fourth most cited learning preference related to 'raising and caring for animals', but this was most popular among community elders and young mend and least preferred by young women (27% and 27% compared to only 5%). Conversely, environment was the least popular topic with less than 10% of community elders considering it important and no young women or young men.

Important generational and gender differences regarding learning and curriculum were also evident from the AET survey. For example, while 'handicrafts' was the less commonly cited at aggregate average level, it was one of the most preferred learning subjects for women (55% of young girls compared to 0% for community elders and young men). Similarly, while only 5% of women preferred life skills as a learning subject, no community elders or young men listed this as a preferred learning subject.

Table 109. Preferences for relevant learning content among nomadic and pastoralist communities

Subject	Community Elders (%)	Young Women (%)	Young Men (%)	Avg. (%)
Literacy / Numeracy	95	91	100	95
Vocational Skills (tailoring, building, driving, computers)	32	50	50	44
Health	18	55	27	33
Lessons related to raising and caring for animals	27	5	27	20
English	18	18	23	20
Handicrafts (including sewing and mat-making)	0	55	0	18
Quranic	27	5	9	14
Arabic	18	14	9	14
Domestic work / Home Economics	0	14	0	5
Environment	9	0	0	3

[153] Africa Education Trust. 2008. A study of the Education Needs of Young People in Nomadic and Pastoralist Communities in Somalia, Somaliland and Puntland. London: AET.

Life skills	0	5	0	2
Farming	0	0	9	3
Science	0	0	5	2

Extracted from: Education Needs in Somali Pastoralist Communities[154]

[154] Africa Education Trust. 2008. A study of the Eeducation Needs of Young People in Nomadic and Pastoralist Communities in Somalia, Somaliland and Puntland. London: AET.

Table 110. Summary of Project overviews for Education Stakeholders in ABE[155]

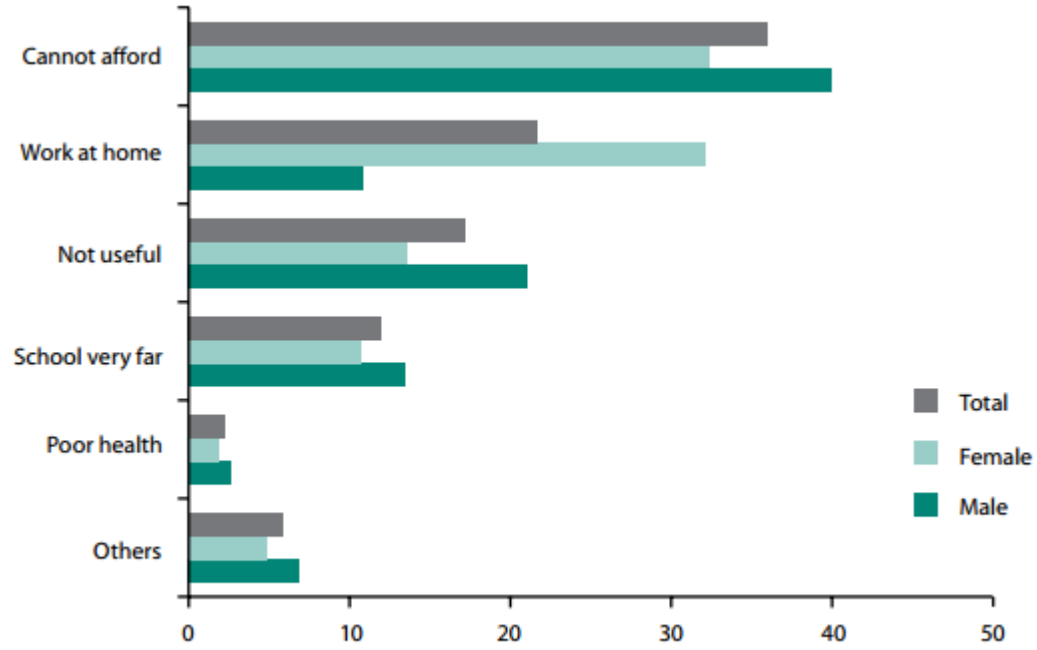
Agency	Project	Donor	Start	End	Region	Outcome	Budget	Secured Funding	Expenditure	Issues / Challenges
Mercy Corps	Somali Youth Leaders Initiative (SYLI) (*Kalkaal Kalmeeyaha Daliinta)*	USAID	April 2013	Sept 2016	Mogadishu, to expand to Lower Juba and Shabelle	4 CEC units mobilized and trained 2 schools rehabilitations work started 2 schools rehab/construction contracts signed	$1.3 M	1.3 M	355,000	2 of the assigned secondary schools occupied by IDPs thus delaying rehabilitation works
NRC	ABE and FE support	NMFA	January 2013	Dec 2013	Mogadishu, Baldoa, Adado, Dolo	n/a	$789,474	n/a	n/a	n/a
INTERSOS	Enhancing resilience of Somali IDP and host communities in Central South	UNHCR	January 2013	June 2013	Bay	The vulnerable youth including those at risk, with special needs, IDPs, marginalized ones, etc, have improved livelihood and alternatives for living.	$182,432	Yes	n/a	Funds not found for July-December for Bay
Africa Education Trust, UNICEF	Flexible approach to basic education (FABE)	DfID	March 2009	Sept 2011	Somalia	5,000 children between 8-14 years in hard-to-reach areas provided with appropriate “flexible” curriculum to learn basic literacy and numeracy skills	n/a	n/a	n/a	n/a

[155] Extracted from: Federal Government of Somalia Ministry of Education website. Summary of Project Overview for the Education Stakeholders. Updated September 2013.

8.3 Reasons for not being enrolled in education

As shown in Chapter 3, those who have remained most excluded from formal education are from very clearly defined groups including nomadic and pastoralist communities, those from rural areas, IDPs, and those from the poorest wealth quintiles across the country. Figure 31 below summarizes the reasons given by members of the population aged 6-29 years for not attending school, according to the Somalia Human Development Report[156]. Key reasons for not attending school was affordability, working at home, perceived benefit of school and distance to school. A small number of respondents also cited poor health as a barrier to education, with 'disability' likely a being a major reason for a large proportion within this group. A USAID Somalia Program Support Services Baseline report and suggests that 46% of parents whose children were enrolled in NFE stated that "affordability" was the key challenge in accessing FPE.[157]

Figure 31. Reasons for not attending school Aged 6-29 years (%)[158]



Source: Survey conducted for the Somalia HDR 2012.

According to a 2011 situational assessment for pastoralists across the Somali territories[159], access to education is limited for both children and adults, with 14% of men and 9% of women reporting to have attended FPE at some point in their lives. Data for school attendance in vulnerable groups revealed the following:

- 28% of respondents reported that they had been to a Quranic school

156 United Nations Development Programme Somalia. 2012. Somalia Human Development Report 2012: Empowering Youth for Peace and Development. Mogadishu: UNDP.
157 Colburn, M. et al. 2015. Somalia youth learners initiative (SYLU) baseline report. International Business and Technical Consultants, Inc. Nairobi: IBTCI & USAID.
158 United Nations Development Programme Somalia. 2012. Somalia Human Development Report 2012: Empowering Youth for Peace and Development. Mogadishu: UNDP.
159 Carr-Hill, R. 2011. Assessment of the livelihoods, living conditions and welfare of Somali Pastoralists: A representative survey conducted to provide a baseline for programmes in Maroodi Jeex (Wooqoyi Galbeed), Toghdeer, Mudug, Sanaag, Gedo and Galgaduud. Mogadishu: Horn Relief.

- 21% of boys and 19% of girls aged 6-7 reported to have been in formal schooling.
- Less than 3% of pastoralists and less than 2% of the overall adult population have attended a mobile school, IQS, or other form of ABE.
- Less than 2% of parents in any of the households reported that their children had accessed any form of ABE[160].

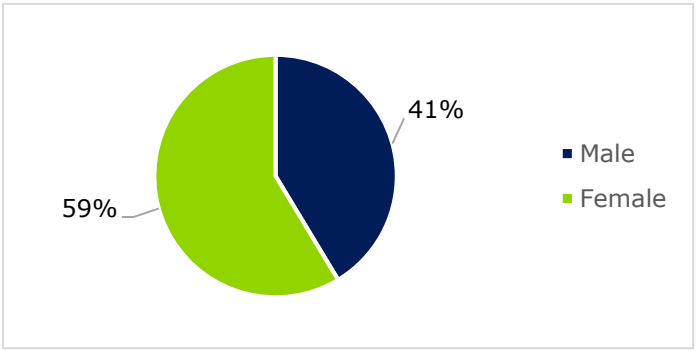
From the above, it is evident that attendance in Quranic schools and then Formal schools is preferred to ABE, even in the groups that ABE interventions are designed to reach. The main reasons for this are the limited prevalence of ABE facilities and the public perception that ABE is of lower quality than FPE.[161]

8.4 Enrolment

Available federal government EMIS data for 2015-16 provides data for only 4 out of 10 regions in Central South. As such, it is likely that figures for ABE enrolment are understated, but that understating of enrolment in ABE schools is not that great. This is demonstrated by comparing figures for Central South against similar data for Puntland and Somaliland in Table 111 below to show overall enrolment figures. Total enrolment in ABE schools across the entire country is estimated at 14,801 students (51% m, 49% f), with 51% of all ABE enrolments in Puntland, 38% in Somaliland and only 9% in Central South.

For Central South the total number of enrolments in ABE for 2015-16 were only 1,361 (59% f), which accounted for.6% of all primary school enrolments (FPE, IQS and ABE combined as shown in Chapter 6 figures for primary GER and NER). Of the 4 states providing ABE enrolment data, the largest proportion of enrolments were found in Banadir State with 2 ABE facilities and accounting for 40% of all those enrolled (or 540 learners). The fewest enrolments in ABE were found in Hirshabelle State, with Hiraan Region reporting only 143 enrolments in ABE. Based on available government EMIS, the region with the most number of ABE learning facilities was Bakool with 5 ABE centres that had the second lowest number of enrolments at 308 (or 23% of all enrolments in Central South).

Figure 32. ABE students by gender



While for Somalia as a whole the proportion of male to female learners is 53% to 47% respectively, in Central South the ratio is 41% males to 59% females, as shown in Figure 32. This suggests that in Central South access is relatively higher for female learners in ABE facilities compared to male students unlike FPE institutions where gender inequities remain high. This is the only education Subsector in Central South where girls have greater levels of

[160] Carr-Hill, R. 2011. Assessment of the livelihoods, living conditions and welfare of Somali Pastoralists: A representative survey conducted to provide a baseline for programmes in Maroodi Jeex (Woqoyi Galbeed), Toghdeer, Mudug, Sanaag, Gedo and Galgaduud. Mogadishu: Horn Relief.
[161] MoECHE Working Group on ABE.

access compared to boys. Several potential reasons provided during ministry technical working groups include:

- The increased flexibility provided by ABE enables women to combine studies and work with family life
- Decreasing discrimination against girls in families, girls' and women's' increased aspirations to obtain an education
- Other factors (for example girl-friendly places), which makes the ABE learning environment more conducive to girls
- There is also a public perception that ABE is mostly female-centric education, based on the fact that various ABE centres target women and girls.

Table 111. Alternative Basic Education Enrolment for the year 2015/16, Somalia and Central South by region/state

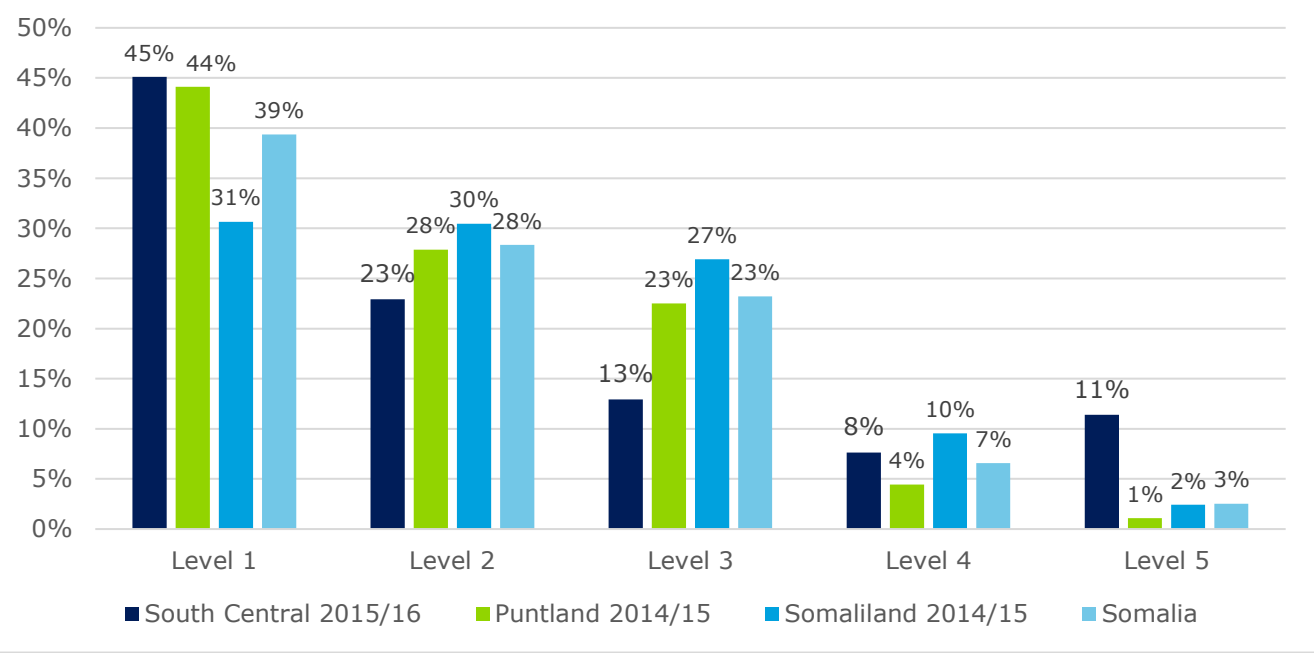
State	Region	Level 1			Level 2			Level 3			Level 4			Level 5			Total		
		M	F	%of tot	M	F	%of tot	M	F	%of tot	M	F	%of tot	M	F	%of tot	M	F	Tot
Jubaland	Lower Juba																		
	Middle Juba*																		
	Gedo	26	227	68%	22	41	17%	21	22	12%	6	5	3%			0%	75	295	370
	Total	**26**	**227**	68%	**22**	**41**	17%	**21**	**22**	12%	**6**	**5**	3%	**0**	**0**	0%	**75**	**295**	**370**
Southwest	Bakool	71	89	52%	21	69	29%	9	26	11%	6	4	3%	8	5	4%	115	193	308
	Bay																		
	Lower Shabelle																		
	Total	**71**	**89**	52%	**21**	**69**	29%	**9**	**26**	11%	**6**	**4**	3%	**8**	**5**	4%	**115**	**193**	**308**
Hirshabelle	Middle Shabelle																		
	Hiiraan	25	12	26%	13	14	19%	14	11	17%	9	11	14%	20	14	24%	81	62	143
	Total	**25**	**12**	26%	**13**	**14**	19%	**14**	**11**	17%	**9**	**11**	14%	**20**	**14**	24%	**81**	**62**	**143**
Galmudug	Mudug																		
	Galgaduud																		
	Total																		
Banadir	**Total**	**92**	**72**	30%	**59**	**73**	24%	**46**	**27**	14%	**33**	**30**	12%	**62**	**46**	20%	**292**	**248**	**540**
Central South 2015/16 Total		214	400	45%	115	197	23%	90	86	13%	54	50	8%	90	65	11%	563	798	1,361
Puntland 2014/15 Total**		1,837	1,742	44%	1,118	1,143	28%	992	834	23%	214	145	4%	51	38	1%	4,212	3,902	8,114
Somaliland 2014/15 Total**		909	724	31%	849	773	30%	796	637	27%	298	211	10%	88	41	2%	2,940	2,386	5,326
Somalia Total		**2,960**	**2,866**	**39%**	**2,082**	**2,113**	**28%**	**1,878**	**1,557**	**23%**	**566**	**406**	**7%**	**229**	**144**	**3%**	**7,715**	**7,086**	**14,801**

Education Statistics Yearbook 2015/16. Mogadishu: MoECHE

Distribution of Enrolments. Figure 33 below shows the distribution of ABE learners across class levels for all of Somalia based on available government EMIS data. Data is generally consistent that the majority of learners are enrolled at lower levels of ABE. Across the country 39% of all ABE learners are enrolled in Level 1, with Central South and Puntland have roughly equal proportions and only Somaliland being much lower at 31% of learners enrolled in Level 1.

28% of all ABE learners are enrolled in Level 2, through Somaliland has the higher proportion at 30% of ABE learners enrolled in Level 2, while Puntland has the lowest proportion at 23%. The overall trend for Levels 1-3 is a steady decrease across learning levels, with the only exception being Somaliland which has relatively equal proportion distributed across levels 1-3. However, there is a massive drop-off in the proportion of learners found at ABE Level 4. Nationally the proportion at Level 4 drops to only 7% as a proportion of all ABE learners, which is roughly the same for all other large administrative areas of the country. The only exception is in Puntland where the drop-off from Level 3 to Level 4 is relatively small as the much larger drop-off occurs from Level 3 to 4. At the same time, Central South appears to have the highest 'retention' of learners at ABE Level 5, which is much higher than the national average and for Puntland and Somaliland which have only 1% and 2% of learners distributed at Level 5 respectively. Within Central South, while there appear to some initially high drop-off rates regarding the proportion of learners from Levels 1 and 2, the distribution of learners at later levels is fairly equal. Overall the data suggest that many ABE learners are nevertheless lost after the first two years with only smaller proportions remaining in higher levels.

Figure 33. % of students enrolled across ABE levels 1-5, Somalia and Central South



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Enrolment by ownership 'type'. As shown in Table 112 below, based on available government EMIS data, unlike Somaliland and Puntland not a single learner is enrolled in 'government owned' ABE centres

in Central South Somalia. In the case of Somaliland, nearly 100% of ABE learners are enrolled in 'government owned' ABE centres, while in Puntland 43.5% of learners are enrolled in 'government owned' ABE centres. In Central South this figure is 0% of learners enrolled in 'government owned' ABE learning centres. This is consistent across all regions of Central South for which data is available (i.e. none of the ABE learners are enrolled in any 'government owned' ABE facilities).

Table 112. ABE Enrolment by Ownership (Gov't/MoE vs. Non-gov't), Somalia and Central South by region/state

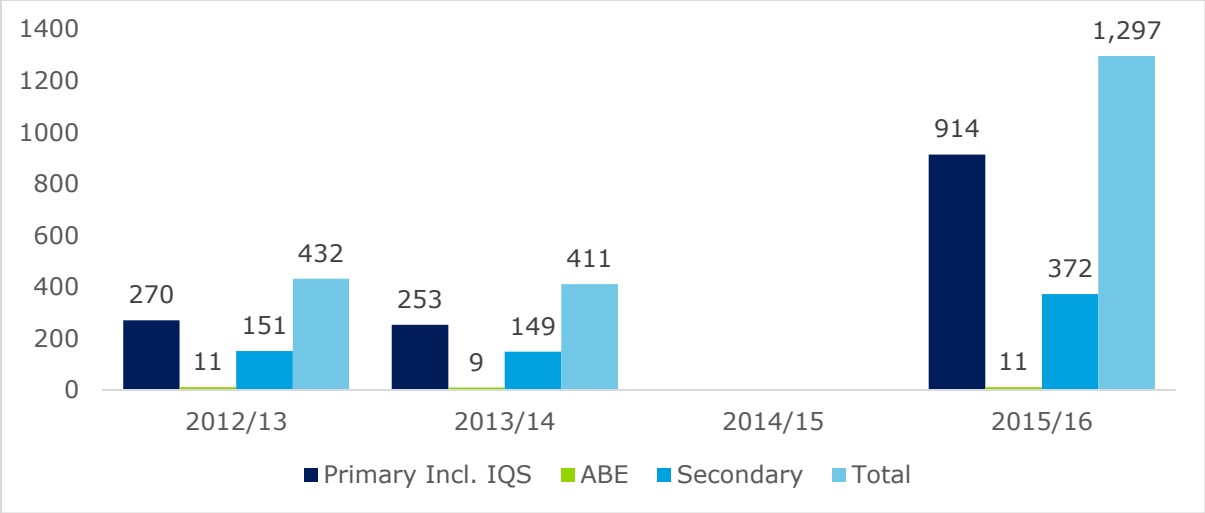
State	Region	Government			Non-government			Total			% of Gov't
		Me	F	Tot	M	F	Tol	M	F	Tot	
	Lower Juba	-	-	-	-	-	-	-	-	-	0.0
	Middle Juba*	-	-	-	-	-	-	-	-	-	0.0
	Gedo	-	-	-	75	295	370	75	295	370	0.0
Jubaland	**Total**	**-**	**-**	**-**	**75**	**295**	**370**	**75**	**295**	**370**	**0.0**
	Bakool	-	-	-	115	193	308	115	193	308	0.0
	Bay	-	-	-	-	-	-	-	-	-	0.0
	Lower Shabelle	-	-	-	-	-	-	-	-	-	0.0
Southwest	**Total**	**-**	**-**	**-**	**115**	**193**	**308**	**115**	**193**	**308**	**0.0**
	Middle Shabelle	-	-	-	-	-	-	-	-	-	0.0
	Hiiraan	-	-	-	81	62	143	81	62	143	0.0
Hirshabelle	**Total**	**-**	**-**	**-**	**81**	**62**	**143**	**81**	**62**	**143**	**0.0**
	Mudug	-	-	-	-	-	-	-	-	-	0.0
	Galgaduud	-	-	-	-	-	-	-	-	-	0.0
Galmudug	**Total**	**-**	**-**	**-**	**-**	**-**	**-**	**-**	**-**	**-**	**0.0**
Banadir	**Banadir Total**	**-**	**-**	**-**	**292**	**248**	**540**	**292**	**248**	**540**	**0.0**
Central South 2015/16 Total		-	-	-	563	798	1,361	563	798	1,361	0.0
Puntland 2014/15 Total**		1,922	1,609	3,531	2,290	2,293	4,583	4,212	3,902	8,114	43.5
Somaliland 2014/15 Total**		2,929	2,364	5,293	11	12	23	2,940	2,386	5,326	99.4
Somalia Total		**4,851**	**3,973**	**8,824**	**2,864**	**3,103**	**5,967**	**7,715**	**7,086**	**14,801**	**59.6**

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8.5 ABE Learning Facilities in Central South Somalia

Number of schools. Figure 34 below shows the trend in the number of different school types in Central South Somalia from 2012-13 to 2015-16. Whilst there was no data available for 2014-15, it is clear that primary and secondary schools have increased significantly over this period there has been relatively little growth in the number of ABE institutions. Figures for 2012-13 and 2013-14 are for Banadir only, while 2015/16 data does not include for Banadir, thus suggesting that ABE facilities have in fact doubled to around 24.

Figure 34. Number of Schools in Central South Somalia 2012-2016



Education Statistics Yearbook 2015/16. Mogadishu: MoECHE

As shown in Figure 34 above, the number of ABE schools decreased as of 2012/16 from 11 to 9 then to 11 in 2015/16. Data for 2014/15 is not available. Available government EMIS data thus suggests that the number of ABE schools across the surveyed regions (in addition to Banadir) has remained at around 11. However, official government EMIS data should be treated carefully given its limited coverage to only 4 regions, particularly when other data sets suggest that the number of ABE facilities across all regions of Central South can be as high as 44 which in turn would also increase overall ABE enrolments in Central South to over 4,938 learners.[162] Nevertheless, based on official government data ABE facilities account for only .85% (which only reaches 3% using alternative data) of all basic education institutions counted in the 2015/16 government EMIS. Even assuming EMIS understates the number of ABE facilities, when considering the numbers who are out-of-school or who have never attended school it makes clear that ABE is underutilized as a mechanism for reaching out-of-school children, adolescents and overage learners (only 1,361 based on EMIS or a higher 4,938 based on UNICEF Rapid Baseline survey data).

8.6 ABE Teachers

Across all of Somalia there are, based on official government EMIS data, a total of 383 ABE teachers, of which only 15% are female. Most ABE teachers are found in Somaliland (179) follow by Puntland (145) with the fewest in Central South (59). Only in Somaliland are the majority of ABE teachers found in government-managed facilities, while in Central South there are no teachers that work in government managed facilities.

[162] See 2016 UNICEF Rapid Baseline Survey.

Table 113. PTR ABE, Somalia Overall and Central South

Regions	Students	Teachers	**PtR**
Gedo	370	12	31:1
Bakool	308	13	24:1
Banadir	540	24	23:1
Hiraan	143	10	14:1
Central South Overall	1361	59	23:1
Puntland	3902	145	27:1
Somaliland	2386	179	13:1
Somalia Overall	***7649***	***383***	***20:1***

Education Statistics Yearbook 2015/16. Mogadishu: MoECHE

Within Central South, females only comprise 12% of the ABE teaching force, even though there is a higher proportion of female students compared to male students in ABE learning centres (7 out of 59). However, in Bakool Region there is a relatively high proportion of female teachers (31%). While official EMIS data is missing for most regions in Central South, available data is mostly consistent with teacher data from other parts of the country in regards to the overall few numbers of ABE teachers available to support learning in ABE centres. Central South does differ from the rest of the country in at least a two important ways. First, based on the distribution of teachers between government and non-government ABE centres there has been little government investment in building ABE as a viable alternative education model. Second, even though there appears to have been little investment made to maximize the potential of ABE to support out-of-school children and overage learners the overall student-teacher ratio stands at 23:1 in ABE facilities in Central South Somalia. As shown in Table 113, this appears to be a reasonable ratio of learners-teachers but varies considerably across states and regions within Central South from a low of 14:1 in Hiraan Region to a high of 31:1 in Gedo Region. However, the ABE PtR for Central South is also close to the overall national average of 20:1, with the lowest in Somaliland in Somaliland at 13:1 and highest in Puntland at 27:1. Available data thus suggests that, considering the number of out-of-school children, the country as a whole has not sufficiently utilized ABE to expand access to education.

Table 114. ABE Teachers by region and Ownership (Gov't vs. Non-gov't), Somalia and Central South by region/state

State	Region	Government			Non-government			Total			% of Gov't	% female
		M	**F**	**Tot**	**M**	**F**	**Tot**	**M**	**F**	**Tot**		
Jubaland	Lower Juba	-	-	-	-	-	-	-	-	-	0	
	Middle Juba*	-	-	-	-	-	-	-	-	-	0	
	Gedo	-	-	-	11	1	12	11	1	12	0	8%
	Total	**0**	**0**	**0**	**11**	**1**	**12**	**11**	**1**	**12**	**0**	8%
Southwest	Bakool	0	0	0	9	4	13	9	4	13	0	31%
	Bay	-	-	-	-	-	-	-	-	-	0	
	Lower Shabelle	-	-	-	-	-	-	-	-	-	0	
	Total	**0**	**0**	**0**	**9**	**4**	**13**	**9**	**4**	**13**	0	31%
Hirshabelle	Middle Shabelle	-	-	-	-	-	-	-	-	-	0	
	Hiiraan	-	-	-	10		10	10		10	0	0%

	Total	**0**	**0**	**0**	**10**	**0**	**10**	**10**	**0**	**10**	0	0%
Galmudug	Mudug	-	-	-	-	-	-	-	-	-	0	
	Galgaduud	-	-	-	-	-	-	-	-	-	0	
	Total	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	0	
Banadir	**Total**	**0**	**0**	**0**	**22**	**2**	**24**	**22**	**2**	**24**	**0**	8%
Central South 2015/16 Total		0	0	0	52	7	59	52	7	59	0	12%
Puntland 2014/15 Total**		35	10	45	77	23	100	112	33	145	31	23%
Somaliland 2014/15 Total**		160	18	178	1	0	1	161	18	179	99.4	10%
Somalia Total		**195**	**28**	**223**	**130**	**30**	**160**	**325**	**58**	**383**	**58.2**	**15%**

Education Statistics Yearbook 2015/16. Mogadishu: MoECHE

Teacher Qualifications. While there is an overall shortage of qualified teachers in education, the ABE Subsector is comparable to other Subsectors at a national level. For the whole country the proportion of qualified teachers is slightly over 40% based on government EMIS data. This is highest in Puntland where nearly 50% of ABE teachers are categorized as 'qualified' while in Somaliland the proportion of only 38.5%.

The lowest proportion of qualified ABE teachers are found in Central South where only 22% are qualified defined as completion of basic education (Primary school) according to MoECHE. There is also a very high level of variation with Central South regarding the availability of qualified teachers at state and regional levels. There is insufficient data for meaningful comparison at state level, but regions such as Bakool report that 62% and Hiraan report that 50% of ABE teachers are qualified while in Gedo and Banadir 0% of teachers are reported as being qualified.

There is no standardized qualification for teachers in ABE, just as there are no standardized curriculum or other educational requirements. This is mostly because each ABE centre is individually run/managed, and linkages between them are difficult to identify (i.e. there is a generally weak regulatory environment for the ABE Subsector with few quality standards in place), with few government offices at more local level having sufficient capacity to regulate or support quality standards in ABE learning centres. The Somalia National Education Policy acknowledges that increased teacher education and training as is a more effective quality assurance system to better regulate the ABE Subsector.

Table 115. ABE Teachers by Qualification and Gender, Somalia and Central South by region/state

State	Region	Total			Qualified Teachers			% of Qualified Teachers		
		M	F	Tot	M	F	Tot	M	F	Tot
Jubaland	Lower Juba									
	Middle Juba*									
	Gedo	11	1	12	0	0	0	0.0	0.0	0.0
	Total	**11**	**1**	**12**	**-**	**-**	**-**	**0.0**	**0.0**	**0.0**
Southwest	Bakool	9	4	13	5	3	8	56	75	62
	Bay									
	Lower Shabelle									
	Total	**9**	**4**	**13**	**5**	**3**	**8**	**55.6**	**75.0**	**61.5**
Hirshabelle	Middle Shabelle									
	Hiiraan	10		10	5	0	5	50.0	0.0	50.0
	Total	**10**	**-**	**10**	**5**	**-**	**5**	**50.0**	**0.0**	**50.0**

Galmudug	Mudug									
	Galgaduud									
	Galmudug Total	**-**	**-**	**-**	**-**	**-**	**-**	**0.0**	**0.0**	**0.0**
Banadir	**Total**	**22**	**2**	**24**	**-**		**-**	**0.0**	**0.0**	**0.0**
Central South 2015/16 Total		52	7	59	10	3	13	19.2	42.9	22.0
Puntland 2014/15 Total**		112	33	145	59	13	72	52.7	39.4	49.7
Somaliland 2014/15 Total**		161	18	179	62	7	69	38.5	38.9	38.5
Somalia Total		**325**	**58**	**383**	**131**	**23**	**154**	**40.3**	**39.7**	**40.2**

EMIS 2014/15

ABE Teacher Salaries. According to the FGS Education Yearbook for 2015/16, ABE teachers' salaries are paid by communities, private sector and non-government organizations, as shown in Table 116 below. Across the country some 46% of ABE teacher salaries are paid by government, 13% by 'private' sources, 14% by 'other' sources, and 7% by 'community. Government accounts for the main source of ABE teacher salaries only in Puntland at 61% of teacher salaries and lowest in Central South at 0%.

Within Central South Somalia the single largest source of ABE teacher salary payments is 'private' sources (56%) followed by 'community' (14%) and 'undefined' sources (15%). In none of the regions in which EMIS data is available was government listed as a source for payment of ABE teacher salaries. However, in Bakool Region 'community' accounted for 62% of payments for teacher salaries, in Hiraan Region 'private' accounted for 100% and in Gedo Region 50% of payments for teacher salaries. Only in one region with available data did INGOs account for a large proportion of payments for ABE teacher salaries, Banadir at 29%. While EMIS data is incomplete and misses payments made by other organization such as USAID and UNICEF, it remains clear that in no location has government demonstrated a capacity to pay salaries of ABE teachers, with the different sources of payment of ABE teachers' salaries further demonstrating lack of an overall regulatory framework under which to manage teachers.

The Ministry of Education acknowledges that it does not have sufficient domestic financing to pay ABE teachers and educational staff within the ABE department[163], which is a key reason that the Subsector is largely run by NGOs. The issues regarding sector financing, including teacher salaries, are explored in Chapter 4 on education financing and Chapter 11 on cross-cutting themes.

[163] Federal Government of Somalia Ministry of Education, Culture and Higher Education. 2016. Draft National Education Sector Policy. Mogadishu: MoECHE.

Table 116. ABE Teachers' Sources of Salaries, Somalia and Central South by region/state

State	Region	Community			MoE			NGOs			Private			INGO			Not defined			Total
		M	**F**	**% of tot**	**M**	**F**	**% of tot**	**M**	**F**	**% of tot**	**M**	**F**	**% of tot**	**M**	**F**	**% of tot**	**M**	**F**	**% of tot**	
Jubaland	Lower Juba																			0
	Middle Juba*																			0
	Gedo							2			5	1		-	-		4			12
	Total	**0**	**0**	**0%**	**0**	**0**	**0%**	**2**	**0**	**17%**	**5**	**1**	**50%**	**0**	**0**	**0%**	**4**	**0**	**33%**	**12**
Southwest	Bakool	5	3	62%			0%			0%	4		31%			0%		1	8%	13
	Bay																			0
	Lower Shabelle																			0
	Total	**5**	**3**	**62%**	**0**	**0**	**0%**	**0**	**0**	**0%**	**4**	**0**	**31%**	**0**	**0**	**0%**	**0**	**1**	**8%**	**13**
Hirshabelle	Middle Shabelle																			0
	Hiiraan			0%			0%			0%	10		100%			0%			0%	10
	Total	**0**	**0**	**0%**	**0**	**0**	**0%**	**0**	**0**	**0%**	**10**	**0**	**100%**	**0**	**0**	**0%**	**0**	**0**	**0%**	**10**
Galmudug	Mudug																			0
	Galgaduud																			0
	Total	**0**	**0**																	**0**
Banadir	**Total**			**0%**			**0%**			**0%**	12	1	**54%**	6	1	**29%**	4		**17%**	24
Central South 2015/16 Total		5	3	14%	0	0	0%	2	0	3%	31	2	56%	6	1	12%	8	1	15%	59
Puntland 2014/15 Total**		16	2	12%	72	16	61%	14	9	16%	5	2	5%			0%	5	4	6%	145
Somaliland 2014/15 Total**		2	0	1%	84	3	49%	34	10	25%	7	2	5%			0%	34	3	21%	179
Somalia Total		**23**	**5**	**7%**	**156**	**19**	**46%**	**50**	**19**	**18%**	**43**	**6**	**13%**	**6**	**1**	**2%**	**47**	**8**	**14%**	**383**

EMIS 2014/15

8.7 ABE School Management

Single vs. Double-shift schools. The available sample of ABE schools found in government EMIS data is relatively small for Central South (only 11) but is used here in combination here with the sample of all ABE schools in government EMIS data nationally (Puntland, Somaliland, Central South combined) to provide a sample of 136 ABE learning centres. This is done in order to identify common preferences on the usage of single vs. double-shift schooling in Somalia and Central South. For the country as a whole, single-shift teaching is used in the majority of ABE schools (73%). This is highest in Somaliland at 84%, followed by Puntland at 66%, and least in Central South at 55%. Considering the nature of ABE learning centres this appears to be a significant under-utilization of double-shift teaching in ABE learning facilities as a strategy for accommodating the different schedules of learners for which ABE facilities are meant to support and expanding access to education for those groups.

Available EMIS data for ABE learning centres in Central South shows that 45% of the 11 facilities surveyed utilize double-shift teaching. However, the overall trend in different regions is to utilize double-shift teaching much more than is suggested by aggregate data for Central South. Bakool Region has the largest number of ABE learning centres recorded in government EMIS (5 centres), which all rely on single-shift teaching and, as a result, which reduces the proportion of schools using double-shift teaching in Central South. Excluding Bakool Region, the usage of double-shift teaching ranges from 67%-100% in other regions. Given the small sample of ABE learning centres in government EMIS data, these observations can only be treated as preliminary. When combined with national data it seems that the overall trend is for using single-shift teaching in ABE learning centres and which thus poses questions about how effectively such facilities are managed in relation to providing flexible learning schedules for ABE learners. The usage of single shift teaching in the majority of ABE learning centres may act as a management barriers to out-of-school adolescents and youth to access ABE learning facilities.

Table 117. ABE Schools by Shift, Somalia and Central South by state/region

State	Region	Schools surveyed	Shift type			
			Single shift		Double-shift	
Jubaland	Lower Juba					
	Middle Juba*					
	Gedo	3	1	33%	2	67%
	Total	3	1	33%	2	67%
Southwest	Bakool	5	5	100%		0%
	Bay					
	Lower Shabelle					
	Total	5	5	100%	0	0%
Hirshabelle	Middle Shabelle					
	Hiiraan	1	0	0%	1	100%
	Hirshabelle Total	1	0	0%	1	100%
Galmudug	Mudug					
	Galgaduud					
	Total	0	0		0	
Banadir	**Total**	2	0	0%	2	100%
Central South 2015/16 Total		11	6	55%	5	45%

Puntland 2014/15 Total**	64	42	66%	22	34%
Somaliland 2014/15 Total**	61	51	84%	10	16%
Somalia Total	136	99	73%	37	27%

EMIS 2014/15

Community Education Committees (CECs). From the UNICEF baseline survey, no ABE school in the Central South is under the management of the government. 40.3% of the schools are run by the community 11.9% and are being run by the NGOs. It is not clear what the other 42% of the ABE facilities are being run by as they are categorised as 'others', though this comprises the largest proportion.

Table 118. Management of ABE facilities, Central South by state/region

State	Region	Type of Structure							
		Public		Community		NGO		Other*	
		NO	%	NO	%	NO	%	NO	%
Jubaland	Lower Juba		0	1	1.5%				
	Middle Juba	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Gedo		0%	**2**	3%	**1**	1.5%	**1**	1.3%
	total		0%	3	4.5%	1	1.5%	1	1.3%
Southwest	Bakool		0%	4	6%	1	1.5%	8	10.5%
	Bay		0%	2	3%	1	1.5%	4	5.3%
	Lower Shabelle		0%	**9**	13.4%		0%		0%
	total		0%		0%	2	3%	12	15.8%
Hirshabelle	Middle Shabelle		0%		0%		0%	2	2.6%
	Hiraan	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	total		0%		0%		0%		0%
Galmadug	Mudug		0%	2	3%	1	1.5%	1	1.3%
	Galgaduud		0%	**1**	1.5%		0%	**1**	1. %
	total		0%	**3**	4.5%	**1**	1.5%	**2**	2.6%
Banadir									
Central South			**0%**	**27**	**40.3%**	**8**	**11.9%**	**32**	**42.1%**

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8.8 ABE Learning Centre Infrastructure in Central South

Current government EMIS data provides little information on the availability and quality of ABE learning facilities, access to clean water and latrines or school feeding programmes, particularly in Central South Somalia. To address this gap, data is drawn from a 2016 Rapid Baseline Survey in Central South with covered 9 out of 10 regions with the support of UNICEF. The overall sample of ABE facilities included in the survey is larger than the sample of ABE learning facilities (44) than in government EMIS data (11 in Central South) due to a different data gathering methodology used by the 2016 Rapid Baseline Survey. The survey data is thus treated as indicative of conditions in ABE learning facilities because of potential

over- or under-reporting of conditions. Nevertheless, in the absence of other information for all of Central South the data is presented to provide a sense of challenges and needs for promoting safe learning environments conducive to supporting enrolment, learning and retention in ABE facilities. This section looks at the type and quality of infrastructure, access to water and the availability of latrines in ABE facilities and the availability of school feeding programmes in ABE learning centres in Central South.

Type of ABE learning centre infrastructure. Based on Rapid Survey data covering 44 ABE facilities across 9 regions of Central South, 39% are classified as 'permanent' structure, 31% as 'semi-permanent' and 30% as 'temporary'. The largest proportion of 'permanent' are found in Jubaland State (50%) with the same proportion of 'temporary' (50%). Galmadug State also has an equally high proportion of 'permanent' structures, but a much lower proportion of 'temporary' infrastructure for ABE learning facilities. The state with the fewest 'permanent' infrastructure is Southwest with 32%. Most of these 'permanent' structures are typically attached to, or extensions of, existing building for primary schools or secondary school learning facilities. With the exception of regions in Jubaland State, most others across other states rely much more on 'semi-permanent' types of infrastructure for ABE learning facilities. Considering that most 'permanent' infrastructure are typically extensions/additions to other types of facilities, rapid survey data suggests that there has been little investment in terms of the exclusive development of ABE learning centres and is not surprising given the relatively little overall government investment made in the ABE Subsector and the coverage and numbers of student enrolments.

Table 119. ABE type of infrastructure, Central South by region/state (n=44)

State	Region	Type of Structure						
		Permanent		Semi-Permanent		Temporary		Total
Jubaland	Lower Juba	1	50%		0%	1	50%	2
	Middle Juba							
	Gedo	2	50%		0%	2	50%	4
	total	**3**	50%	**0**	0%	**3**	50%	**6**
Southwest	Bakool	4	31%	3	23%	6	46%	13
	Bay	3	43%	3	43%	1	14%	7
	Lower Shabelle	1	20%	3	60%	1	20%	5
	total	**8**	32%	**9**	36%	**8**	32%	**25**
Hirshabelle	Middle Shabelle	2	100%		0%		0%	2
	Hiraan	1	20%	3	60%	1	20%	5
	total	**3**	43%	**3**	43%	**1**	14%	**7**
Galmadug	Mudug	2	50%	1	25%	1	25%	4
	Galgaduud	1	50%	1	50%		0%	2
	total	**3**	50%	**2**	33%	**1**	17%	**6**
Banadir		**n/a**						
Central South		**17**	**39%**	**14**		**13**	**30%**	**44**

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Quality of ABE Learning Centre Infrastructure. As shown in Table 120 below, 52% of all facilities are classified as being in 'poor' condition, 43% as being in 'fair' condition and only 2% as being in 'good' condition. The quality of infrastructure appears poorest in Jubaland State where 100% of schools across all regions report that ABE infrastructure in in 'poor' condition. Galmadug State has the higher proportion of facilities in 'fair' condition at 67%, though Galgaduud Region has some 50% of its ABE infrastructure in 'poor' condition. Some of the other regions with the highest proportions of their ABE facilities in 'poor' condition include Middle Shabelle (100%) and Bakool (52%). Those regions with some of the highest proportions of ABE infrastructure in 'fair' condition are Lower Shabelle (60%), Hiraan (50%) and Bay (57%). However, it is also only Bay and Hiraan regions that report any of their ABE infrastructure being in 'good' condition (14% and 20%) respectively, which amounts to only 2 out of the total 44 facilities in the survey dataset. Not surprisingly, the quality of ABE learning centre infrastructure in Central South is generally very low and likely not conducive to supporting learning and the retention of learners.

Table 120. Quality of ABE infrastructure, Central South by region/state (n=44)

State	Region	Condition of infrastructure n=(44)						
		Good		Fair		Poor		Total
Jubaland	Lower Juba		0%		0%	2	100%	2
	Middle Juba							
	Gedo		0%		0%	4	100%	4
	total	0	0%	0	0%	6	100%	6
Southwest	Bakool		0%	5	38%	8	62%	13
	Bay	1	14%	4	57%	2	29%	7
	Lower Shabelle		0%	3	60%	2	40%	5
	total	1	4%	12	48%	12	48%	25
Hirshabelle	Middle Shabelle		0%		0%	2	100%	2
	Hiraan	1	20%	3	60%	1	20%	5
	total	1	14%	3	43%	3	43%	7
Galmadug	Mudug		0%	3	75%	1	25%	4
	Galgaduud		0%	1	50%	1	50%	2
	total	0	0%	4	67%	2	33%	6
Banadir								
Central South		**2**	**5%**	**19**	**43%**	**23**	**52%**	**44**

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Access to Water in ABE Learning Centres. Based on 2016 Rapid Baseline Survey data, it is estimated that 86% of ABE learning facilities have access to some type of water source. However, as shown in Table 121 below only 7% of all schools surveyed reported having access to 'safe' water. None of the centres in Jubaland State and Hirshabelle State reported having access to safe water sources. In Southwest State, only Bakool Region reporting having any centres with access to safe water (2 out of 11). Galmadug State had the highest proportion of ABE centres with access to safe water at 17%, though this was concentrated in Galgaduud Region with 50% of its centres having access to safe water while Mudug Region had none of its centres with access to safe water. Considering the very low overall levels of access to safe water

sources for ABE learning centres it is difficult to suggest that any place is much better than another and that those regions with some level of access to safe water are simply outliers to overall trends with the poor quality of ABE learning facilities.

Table 121. ABE schools with access to safe water, Central South by region/state (n=44)

State	Region	Access to safe water			
		Y	N	Tot	% Y
Jubaland	Lower Juba		2	2	0%
	Middle Juba			0	
	Gedo		4	4	0%
	total	0	6	6	0%
Southwest	Bakool	2	11	13	15%
	Bay		7	7	0%
	Lower Shabelle		5	5	0%
	total	2	23	25	8%
Hirshabelle	Middle Shabelle		2	2	0%
	Hiraan		5	5	0%
	total	0	7	7	0%
Galmadug	Mudug		4	4	0%
	Galgaduud	1	1	2	50%
	total	1	5	6	17%
Banadir				0	
Central South		**3**	**41**	**44**	**7%**

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Conversely, the level of access to alternative water sources for ABE learning centres is relatively high at 80%. Alternative water sources include trapped rain water, rivers or streams, or small damns, among others. On a state-by-state basis, coverage is below 80% only in Galmadug State at 63%. Regions with ABE centres reporting the highest level of access to alternative water sources include Lower Juba, Bay, Middle Shabelle and Mudug (all 100%). Regions with ABE centres with the lowest level of access to alternative water sources include Galgaduud Region (0%) and then Gedo Region (75%). While access to alternative water sources is generally positive for these ABE centres, they become problematic during periods of crisis when alternative water sources dry up (e.g. during periods of drought) or during periods when there is high risk of disease transmission (e.g. risk of cholera outbreak) and sometimes flooding (e.g. if water sources are rivers or streams located close to learning centres).

Table 122. ABE schools with access to alternative water source, Central South by region/state (n=44)

State	Region	Access to alternative water n=44		
		Y	Schools surveyed	% Y
Jubaland	Lower Juba	2	2	100%
	Middle Juba		0	

	Gedo	3	4	75%
	Total	5	6	83%
Southwest	Bakool	9	13	69%
	Bay	7	7	100%
	Lower Shabelle	4	5	80%
	Total	20	25	80%
Hirshabelle	Middle Shabelle	2	2	100%
	Hiraan	4	5	80%
	Total	6	7	86%
Galmadug	Mudug	4	4	100%
	Galgaduud		2	0%
	Total	4	6	67%
Banadir			0	
Central South		**35**	**44**	**80%**

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Availability of Latrines in ABE Learning Centres. As shown in Table 123 below, only 16% of ABE learning centres in Central South are furnished with latrines. Galmadug State has the highest proportion at 25%, while all other states range from between only 14% to 17%. There is also a high level of variation across regions within states with several regions not having any latrines in ABE centres (i.e. Lower Juba, Bay and Mudug) while remaining regions have between only 20% to 25% of their ABE centres with latrines. Only Galguduud Region in Galmadug State has a relatively higher proportion of ABE centres (50%) with latrines. Considering that females make up a larger proportion of learners in ABE centres compared to males in Central South, the lack of latrines suggests that ABE centres are not 'gender sensitive' nor well-equipped to support the continued learning of females in these facilities.

Table 123. % of ABE facilities with latrines, Central South by region/state (n=44)

State	**Region**	**School n=44**			
		Y	**N**	**Tot**	**% Y**
Jubaland	Lower Juba		2	2	0%
	Middle Juba			0	
	Gedo	1	3	4	25%
	Total	**1**	**5**	**6**	**17%**
Southwest	Bakool	2	7	9	22%
	Bay		7	7	0%
	Lower Shabelle	1	4	5	20%
	Total	**3**	**18**	**21**	**14%**
Hirshabelle	Middle Shabelle		2	2	0%
	Hiraan	1	4	5	20%

	Total	**1**	**6**	**7**	**14%**
Galmadug	Mudug		2	2	0%
	Galgaduud	1	1	2	50%
	Total	**1**	**3**	**4**	**25%**
Banadir				0	
Central South		6	32	38	16%

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School feeding programmes. Across 9 regions of Central South for which data is available, evidence suggests that only 2% of all ABE learning centres surveyed have any type of school feeding programme. In nominal terms this translates into only 1 out of 44 ABE learning centres. The single ABE centre with a school feeding programme was reported in Hiraan Region of Hirshabelle State, with the remaining 4 centres in Hiraan not have a school feeding programme. For all other states and regions the proportion of ABE centres with school feeding was zero. Similar conditions were found with the availability of 'kitchen facilities' and 'storage facilities which were reported only in Hiraan Region and Bakool Region. Most ABE learning centres were not equipped to support any type of school feeding programme for ABE learners.

Table 124. ABE schools with school feeding programmes, Central South by region/state (n=44)

State	**Region**	**ABE school feeding n=(44)**								
		School feeding			**Kitchen facilities**			**Storage facilities**		
		Y	N	%Y	Y	N	%Y	Y	N	%Y
Jubaland	Lower Juba		2	0%		2	0%		2	0%
	Middle Juba									
	Gedo		4	0%		4	0%		4	0%
	total	0	6	0%	0	6	0%	0	6	0%
Southwest	Bakool		13	0%	1	12	8%	1	12	8%
	Bay		7	0%		7	0%		7	0%
	Lower Shabelle		5	0%		5	0%		5	0%
	total	0	25	0%	1	24	4%	1	24	4%
Hirshabelle	Middle Shabelle		2	0%		2	0%		2	0%
	Hiraan	1	4	25%	1	4	25%	1	4	25%
	total	1	6	17%	1	6	17%	1	6	17%
Galmadug	Mudug		4	0%		4	0%		4	0%
	Galgaduud		2	0%		2	0%		2	0%
	total	0	6	0%	0	6	0%	0	6	0%
Banadir										
Central South		**1**	**43**	**2%**	**2**	**42**	**5%**	**2**	**42**	**5%**

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8.9 Summary findings and policy options

Key Findings

- Although strengthening the ABE Subsector was identified in the outgoing IESSP as a key strategy and area through which to address legacies of conflict and educational exclusion, limited progress has been made in this Subsector over the past several years.
- Key policy objectives for expanding adult literacy and non-formal education for large numbers of youth and adults has not been achieved during the period of the outgoing IESSP. The proportion of out-of-school adolescents and youth enrolled in ABE remains very low, a non-formal adult literacy department has not been established and training of teachers for ABE has not occurred with no formal ABE examination system in place. The coverage and number of ABE facilities also remains relatively low when considering stated policy objectives.
- Lack of progress with the ABE Subsector is largely explained by the very limited funding available from government and that most donors have not prioritized investing in the ABE Subsector even though it has a tremendous role to play for addressing risk factors related to legacies of conflict and patterns of exclusion for some the poorest and most excluded communities in Central South.
- EMIS data only provides data on ABE learning facilities for four of Central South's ten regions, demonstrating the low prioritization received by this Subsector among policy-makers and officials, with recorded enrolments in Central South at only 1,361 across the four regions and state administrations for which data is available. Generally low enrolments in ABE facilities are in fact observed for the entire country where total enrolments in ABE facilities is only 14,801 in a context where millions of adolescents and youth are out of school.
- While literacy and numeracy is highly valued among learners, other learning areas in ABE facilities do not appear to sufficiently focus on key areas related to livelihood that will ensure the broader relevance of ABE for learners. There are also clear gendered preferences for learning content in ABE facilities that are not sufficiently catered to in ABE learning curriculum.
- ABE is the only education Subsector in Central South that favours girls' enrolment (59% girls vs. 41% boys), yet remains one of the more neglected areas in terms of donor funding and government resource allocation.
- While for the country as a whole the majority of learners are enrolled in 'government-managed' ABE facilities, in Central South there are no learners enrolled in 'government-managed' ABE facilities. Moreover, based on EMIS data the total number of ABE learning facilities in Central South is very low at only 12 recorded facilities. EMIS data also demonstrates that communities are, on the whole, strongly involved in managing ABE learning facilities and thus view these as important entry points for accessing education where they are available.
- There are no training programmes available for ABE teachers with payment of teacher salaries entirely dependent upon 'private sources', 'communities' or donor organizations.
- Only 22% of ABE teachers are listed as qualified in Central South with no standardized qualification or in-service training systems available for ABE teachers.
- Examinations are not available for ABE learners in most facilities meaning that the learning of many students is, in practice, often not recognized.
- Considering the number of out-of-school children and adolescents, it is also surprising that the majority of ABE facilities still utilize 'single-shift' teaching. This suggests that learning facilities are not utilized to maximize benefits and potentially that they are not sufficiently flexible enough to cater to the different lifestyle needs of out-of-school children, adolescents and youth.

- The largest proportion of ABE facilities are classified as 'temporary' or 'semi-permanent' with 52% classified as being in 'poor' condition and only 5% as being in 'good' condition. Only 7% of ABE facilities are classified as having access to safe water sources and only 16% are listed as having access to functioning latrines. None of the ABE facilities surveyed in 2016 reported having any type of school feeding programme available for their learners.

Key Policy Options and Strategies for the ABE Subsector

The limited progress made in this Subsector in relation to stated policy objectives suggests that a pragmatic approach should be taken in the new ESSP for the ABE Subsector. Donors and government will need to make clear commitments to its funding if any of the sub—sector objectives will be realized. Thus far this has not been the case with some policy makers casting doubt on the merits of supporting education in rural areas and those from nomadic/pastoralist communities – instead preferring the expansion of formal education services in urban areas.

- **Federal government:** As part of updates to the education policy and sector strategy, reaffirm the government's commitment to supporting traditionally marginalized and excluded communities, including those from rural and pastoralist communities where the majority of out-of-school children and young people are located.
- **Federal level:** Success of the Subsector requires the establishment of a functioning ABE/rural education unit with the MOECHE. As much as insufficient investment from donors, limited progress for the Subsector has been caused by insufficient organizational capacity with the MOECHE to drive forward a coherent and strong policy agenda able to coordinate effectively with state and regional level.
- **Federal level:** For ABE to be more effective, revised learning materials based on learner needs and preferences should be developed and based upon the formal primary national curriculum framework and ensure examination systems are applied for ABE learners to accredit their learning through nationally recognized learning certificates.
- Learning should continue prioritizing literacy and numeracy and include psycho-social support for situations of crisis and to also support community recovery from decades of conflict-induced social trauma. However, student learning will likely be most effective if utilizing Somali as the main medium of instruction.
- Revisions to learning in ABE facilities should take a much more gender sensitive approach and more strongly cater to the needs of female learners, especially considering that ABE is the only Subsector in which females are enrolled more compared to males.
- **Federal level:** Management of ABE facilities needs to more clearly cater to the schedules of learners with clear pathways identified for ABE learners to enter formal primary education or transition to vocational education and training programmes from ABE centers. Currently the lack of clearly articulated pathways between the formal education sector and TVET with ABE undermines the status and recognition ABE's important role for supporting children and young people who have been traditionally excluded from education and, moreover, support to the peacebuilding and statebuilding goals of the federal government.
- **Federal and State levels:** Establish coordination mechanisms and procedures for promoting enrollment in ABE centers (e.g. through awareness raising campaigns). The low levels of enrolment

in ABE centers suggests that such procedures and mechanisms do not exist, with few community members are aware of ABE's value.

- **Federal and State levels:** Ensure that ABE learning materials are updated, certified by government and distributed to all ABE learning facilities and learners with materials and teaching strategies genuinely aligned to flexible and accelerated learning approaches. Current information suggests that the availability of learning materials for students in ABE facilities is poorer than virtually every other Subsector.
- **Federal and State levels:** Stronger teacher management and training policies are required for the ABE Subsector. Considering that ABE facilities are geared toward supported out-of-school communities in rural areas, recruitment practices should also give much greater emphasis to identifying and supporting teachers from local communities where ABE centers are located. Currently only 20% of ABE teachers are qualified with no data available on in-service training for teachers.
- **Federal and State levels:** To overcome challenges with distance and quality of learning, teachers should be provided with innovative technologies such as computerized tablets with 'pre-programmed' lesson plans and learning content to improve teaching and learning in ABE centers. This should also include consideration for mobile learning approaches for pastoralist communities.
- **State level:** Stronger monitoring and supervision of ABE facilities is required to ensure adherence to quality standards and effective management of ABE learning centers. State-level monitoring of ABE centers should also include mentoring approaches for ABE teachers to ensure that they receive continuous professional development.
- **State level:** Though funding is limited, state and regional governments should give serious consideration to generating domestic financing through local taxes earmarked for supporting the maintenance and expansion of ABE learning centers, especially in those states and regions with high proportions of out of school adolescents and youth. The greatest barrier to expanding access to education for excluded adolescents and youth is the severe underfunding of the ABE Subsector. Additional partnerships should also be explored with humanitarian actors to support 'voucher systems' to ensure enrolment and retention in ABE learning facilities as these facilities can play an important role in strengthening community resilience during periods of emergency and mitigate risks for some of the most vulnerable members of community in rural areas of Central South Somalia.

9. Chapter 9 – Technical and Vocational Education and Training (TVET)

'Youth' are an important group to be served by education in order to support the state building and peacebuilding goals of the Federal Government as it continues to transition out of conflict and away from state failure. Young people can play either a constructive role in society or contribute to volatile social dynamics with education either adding to risks associated with youth being exploited, engaging in disruptive social behaviour or being recruited to armed groups through a failure to support young people find constructive paths in society, both economically and politically. According to the World Bank, youth unemployment in Somalia stands at 61%,[164] which makes it one of the poorest nations in Sub-Saharan Africa. In this context, there has been significant interest within government and among donors and political actors to focus on building the potential of young people through education and training in technical and vocational courses to support the development of a peaceful Somalia and address social and political risks associate with youth marginalization.

As discussed in Chapter 2, the population in the age group 15 to 64 who are working or are available for work are considered the most economically active population.[165] Total employment (comprising self-employment, paid employment, and unpaid economically productive family work excluding normal household chores) is at 70.4% of the total population (or 52.6% of the economically active population) meaning that half of the labour force are not engaged in any form of productive employment.

9.1 Policy context

The IESSP makes very little reference to TVET, though it did identify a need to map all TVET centres in Somalia. However, there is no data available on TVET in the Federal MOECHE. Most TVET activities are project-based and IPs and TVET centres liaise with Ministry of Youth and Sports, rather than the MOECHE.[166] The IESSP wished that the Directorate would provide basic relevant and quality technical and vocational educational opportunities for both male and female Somalis, in order to equip them with marketable skills that will meet the unfolding labour market needs of Somalia. Options derived from the curriculum studies would inform the directions to be adopted and the cost implications, with implementation of the preferred option probably occurring in year three of Phase One. A major weakness of the outgoing IESSP is that no definite and measurable targets set for the goals and objectives outlined in the strategy. Measuring of progress against the set targets has been therefore not entirely possible.

Additionally, the education policy framework hardly mentions the TVET Subsector, except the Annexure that gives a target of refurbishing 5 former TVET Centres in; Mogadishu, Merka, Beledweyn, Baidoa and Galkayo, and to Develop and deliver Catch-up programmes and livelihood skills development programmes during the Early Recovery Phase for post primary and secondary drop-outs.

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[164] Hassan-JRES Synthesis Report 2015.
[165] . Somalia Human Development Report 2012, UNDP. 2012
[166] Ibid

Several other documents address the TVET Subsector, for instance the JRES Synthesis Report (2015),[167] and the Report of Scoping Study of Technical and Vocational Education and Training institutions in Somalia (2016).[168]

Legal and Regulatory Framework for TVET. There's lack of TVET regulatory framework, poor coordination and identification of roles and responsibilities of sector stakeholders, including government and non-governmental organizations. This is a major problem for the TVET sector. There is an urgent need for the government to put in place the necessary legal and regulatory framework which would include: TVET policy, vocational qualification authority and national examination and assessment board, among others. There's neither a structured quality assurance system in place, nor a QA department. There's need, therefore, to embed QA in the management of service delivery, and assessment of TVET programs[169].

9.2 Youth population and TVET

According to the UNFPA Population Estimation Survey (PESS) 2014, Somalia has about 4.4 million young people between 15 to 34 years of age. Of this, as seen in Table 125 and Table 126 below, those between 15-19 years accounts for a third (33.7%) of the entire youth population. There are more male than there are females in this age bracket although with females comprising 52.1% of the youth population compared to 47.9% males. Interestingly, there is also a relative decline in the proportions across older age groups so that those 30-34 year only account for 18% of the youth population. This signifies both higher rates of population growth and the potential for a significant 'youth bulge' in coming years, as well as the possibility that migration, conflict and the hardships of life (i.e. high mortality rates) result in reductions of population across older age groupings.

Table 125. Estimated Youth Population by Gender in Somalia (PESS 2014)

Age	Male		Female		Total	
	No	As a % of Total (15-34)	No	As a % of Total (15-34)	No	As a % of Total (15-34)
15 – 19	763,831	17.3%	726,378	16.4%	1,490,209	**33.7%**
20 – 24	536,505	12.1%	616,758	14.0%	1,153,263	**26.1%**
25 – 29	429,989	9.7%	549,729	12.4%	979,718	**22.2%**
30 – 34	388,496	8.8%	408,504	9.2%	797,000	**18%**
TOTAL	**2,118,821**	**47.9%**	**2,301,369**	**52.1%**	**4,420,190**	**100%**

UNFPA, PESS (2014)

Table 126. Somalia Youth Population (14-24 years) by Type of Residency (PESS 2014)

Type of residence	14-17 yrs			18-24 yrs			TOTAL (14-24)	% of Total Pop (14-24)
	Male	Female	Total	Male	Female	Total		

[167] Ibid
[168] Wamwangi, J. (2016). Report of Scoping Study of Technical and Vocational Education and Training institutions in Somalia.
[169] Wamwangi, J. (2016), Ibid

Rural	154,218	124,473	278,691	184,236	200,567	384,803	**663,494**	**22.1%**
Urban	280,428	269,949	550,377	381,057	437,415	818,472	**1,368,849**	**45.6%**
IDP Camps	51,999	51,171	103,170	52,067	66,306	118,374	**221,544**	**7.4%**
Nomadic	166,384	140,980	307,364	220,884	220,287	441,171	**748,535**	**24.9%**
TOTAL	653,029	586,573	1,239,602	838,244	924,575	1,762,820	**3,002,422**	**100%**
% of Total Pop (14-24)	**21.8%**	**19.5%**	**41.3%**	**27.9%**	**30.8%**	**58.7%**	**100%**	

UNFPA, PESS (2014)

A large proportion (45%) of the youth population in Somalia is concentrated in urban areas[170] and is potentially the result of rural-urban migration and internal displacement as young people from rural areas have moved into IDP locations in larger towns. The high concentration of youth in urban areas combined with high unemployment rates and limited economic opportunities has led to significant strain on the available resources in urban areas and thus is considered a major challenge for consolidating a peaceful transition away from statue failure. In this context increasing education and training opportunities for youth in urban areas is often seen as an important focus area to address unemployment and social pressures that can undermine the statebuilding project in Somalia. While no doubt an important area to support, it is also true that training and education of youth alone will be insufficient unless broader economic opportunities improve in the country as youth who complete education and training can equally become frustrated and disenfranchised.

Often forgotten in discussions on addressing a potential 'youth bulge' and social pressures in urban areas due to youth unemployment is that the majority of youth remain in rural areas (22.1%) or are 'nomads' such as pastoralists or coastal fishing communities (24.9%).[171] Rural and nomadic youth still comprise the majority of Somali youth (47% combined), while the remaining 7.4% are found in IDP locations. In this regard, a major weakness underpinning much of the discussion on addressing a potential 'youth bulge' in Somalia is that solutions are geared primarily toward the formal (or 'modern') economic sector and neglect strengthening livelihood opportunities and economic skills for traditional herding or rural livelihoods – a major weakness considering that 'livestock' comprises a large proportion of Somalia's GDP and is among its most productive economic sectors. As such, formal education and TVET programmes potentially contribute to pressures for urban migration and fail to capitalize upon some of the most productive economic sectors of the country.

Central South Somalia has a majority of youth between 14 and 24 at 57% while Somaliland and Puntland have 34% and 9% respectively. Within Central South Somalia, Banadir and Southwest State have the highest proportion of the population aged 14 and 24 with Central South, though Jubaland and Galmadug states each have close to 300,000 youth between the combined ages of 14 to 24 years.

Table 127. Somalia Youth Population (14-24 Years old), Somalia and Central South by region/state

[170] UNFPA. (2014). Somalia Population Estimation Survey 2014
[171] ibid

Region		14-17 year olds			18-24 year olds			TOTAL (14-24 Yrs)
		Male	Female	Total	Male	Female	Total	
Jubaland	Lower Juba	23,283	18,543	41,826	33,613	37,601	71,214	113,040
	Middle Juba	13,849	12,822	26,671	25,953	30,013	55,966	82,637
	Gedo	18,751	19,388	38,139	25,082	36,671	61,753	99,892
TOTAL		55,883	50,753	106,636	84,648	104,285	188,933	295,569
Southwest	Bakool	20,825	13,568	34,393	21,017	20,382	41,399	75,792
	Bay	38,913	30,210	69,123	51,426	58,120	109,546	178,669
	Lower Shabelle	76,162	64,234	140,395	69,673	75,802	145,475	285,870
TOTAL		135,900	108,012	243,911	142,116	154,304	296,420	540,331
Hirshabelle	Middle Shabelle	26,212	21,415	47,627	28,477	29,283	57,760	105,387
	Hiraan	19,326	13,656	32,982	24,967	31,105	56,072	89,054
TOTAL		45,538	35,071	80,609	53,444	60,388	113,832	194,441
Galmadug	Mudug	37,598	33,297	70,894	45,975	52,329	98,304	169,198
	Galgaduud	26,329	24,176	50,505	31,231	38,477	69,708	120,213
TOTAL		63,927	57,473	121,399	77,206	90,806	168,012	289,411
Banadir		82,813	85,011	167,825	101,714	120,848	222,562	390,387
Central South Somalia Totals		**384,061**	**336,320**	**720,380**	**459,128**	**530,631**	**989,759**	**1,710,139**
% of Total 14-24Yrs old		**13%**	**11%**	**24%**	**15%**	**18%**	**33%**	**57%**
Somaliland Totals		214,008	199,105	413,113	297,472	302,456	599,927	1,013,040
% of Total 14-24Yrs old		7%	7%	14%	10%	10%	20%	34%
Puntland Totals		54,961	51,150	106,111	81,644	91,488	173,132	279,243
% of Total 14-24Yrs old		2%	2%	4%	3%	3%	6%	9%
Somalia National Total		**653,030**	**586,575**	**1,239,604**	**838,244**	**924,575**	**1,762,818**	**3,002,422**
% of Total 14-24Yrs old		**22%**	**20%**	**41%**	**28%**	**31%**	**59%**	**100%**

UNFPA, PESS (2014)

In consideration of the wealth quintiles, there is an almost equal distribution between the five quintiles outlined in the UNFPA PESS survey of poorest (18%), Second (19.3%), Third (20.3%), Fourth (20.4%) and richest (22%).[172] This overall there is less inequality in wealth distribution across different levels as there is a roughly even distribution across each of the quintiles, though inequality is extreme between rural and urban areas.

Table 128. Somalia Youth Population by wealth quintiles (PESS 2014)

	14-17 year olds			18-24 year olds			TOTAL (14-24 Yrs)	% of total 14-24 Yrs
Wealth Index	Male	Female	Total	Male	Female	Total		
Poorest	96,754	80,586	177,339	111,355	117,356	228,711	406,050	**18%**
Second	96,868	87,278	184,146	117,425	133,980	251,405	435,551	**19.3%**
Third	98,462	91,207	189,669	122,494	145,752	268,246	457,915	**20.3%**
Fourth	99,355	89,890	189,244	125,468	144,920	270,388	459,632	**20.4%**
Richest	95,206	96,634	191,840	140,617	162,282	302,899	494,739	**22%**
TOTAL	486,645	445,595	932,238	617,359	704,290	1,321,649	2,253,887	**100%**

[172] UNFPA. (2014). Somalia Population Estimation Survey 2014

% of 14-24 Yrs	**21.60%**	**19.80%**	**41.40%**	**27.40%**	**31.20%**	**58.60%**	**100.00%**	

UNFPA, PESS (2014)

9.3 Enrollment into TVET Institutions

Data on enrolment in specific TVET institution throughout Somalia is not easily available. The UNFPA PESS survey however did collect information on the enrolment of learners in tertiary institutions. Based upon PESS data, about 290,618 learners are enrolled in tertiary institutions across Somalia. It is interesting to note that there is about an even split between male and female enrolment for urban and IDP camps. There are however more female than male learners attending tertiary schools for rural and nomadic populations. This can be easily attributed to the nomadic lifestyles where males go out to engage in pastoralist activities while women, who often stay behind, are thus provided with greater opportunities to attend school. It may also be a pointer that a lot more female learners dropped out of formal schooling and are taking up TVET opportunities to increase chances of employability and better livelihoods.

From Table 129 below, about 95% of the youth between 14 and 24 years across the entire country are not in any type of tertiary institutions. It is not surprising to note that of the four categories of residence, there are more nomadic youth not enrolled in any type of tertiary institutions. Comparatively, urban youth are more likely to attend TVET institutions than all the other youth groups, possibly because of better access to tertiary education. This is because unlike basic education with increased support and in some cases free education, tertiary education is costly and learners from poor backgrounds do not get easy access.

As expected, there are more youth from the richest wealth quintile that have enrolled in tertiary institutions. Conversely, there are fewer, about 90% out of school youth from this wealth quintile. Such inequalities tend to manifest over generations as more youth from the richest wealth quintile go on to get better education and jobs which in turn gives them an advantage in life hence preserving an intergenerational cycle. This goes ahead to manifest into easier exploitation of youth from poorer backgrounds as they are easy targets for radicalization into terrorist groups, crime and piracy.

In consideration of all of Somalia, Central South, Somalia has 96% of its youth out of school while Somaliland and Puntland have 92% and 91% respectively. The MOECHE technical working group attribute these inequalities to higher poverty levels in Central South Somalia and poor quality TVET institutions. There are also no free tertiary education and funding to the Subsector is comparatively lower. Funding figures from donors and partners, as discussed later in this chapter, however reveal that Central South Somalia is a beneficiary to more funding for TVET than Puntland and Somaliland. Of the about USD 190 million invested in the TVET Subsector between 2013-2017 by donors and partners, 1% went to projects that solely cover FGS (or Central South Somalia) and not the other two regions of Somalia (Puntland and Somaliland), 55.8% went to projects located in both FGS and Puntland and 40.9% went to projects that cover all of Somalia (Puntland, Central South and Somaliland).

Within Central South Somalia, there are remarkable inequalities between Banadir at 91%, well above the average other states in Central South. This is due to the fact that Banadir, being an urban area, attracts learners from all over Somalia, who come in some cases specifically to pursue education while at the same time able to private and public TVET centres which can attract and retain qualified tutors.

Table 129. Enrolment in tertiary institutions against the demands by the Youth bulge

Type of residence	Youth Population (14-24)			Enrolment in Tertiary Institutions			Out of School Youth			% Out of School Youth		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Rural	338,454	325,040	663,494	8,843	9,226	18,069	329,611	315814	645,425	97.40%	97.20%	97.30%
Urban	661,485	707,364	1,368,849	52,586	52,927	105,513	608,899	654437	1,263,336	92.10%	92.50%	92.30%
IDP Camps	104,066	117,477	221,543	3,436	3,514	6,951	100,630	113963	214,592	96.70%	97.00%	96.90%
Nomadic	387,268	361,267	748,535	6,185	8,591	14,776	381,083	352676	733,759	98.40%	97.60%	98.00%
TOTAL	1,491,273	1,511,148	3,002,421	71,050	74,259	145,309	1,420,223	1436889	2,857,112	**94.2%**	**94.6%**	**94.4%**
% of Total Pop (14-24)	**49.7%**	**50.3%**	**100.0%**	**2.4%**	**2.5%**	**4.8%**	**47.3%**	**47.9%**	**94.4%**			

UNFPA, PESS (2014)

Table 130. Enrolment in tertiary institutions by wealth quartile

Wealth Index	18-24 year olds			Enrolment			Out of school Youth		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Poorest	208,109	197,942	406,051	6,570	5,516	12,350	96.8%	97.2%	97.0%
Second	214,293	221,258	435,551	9,981	9,647	19,861	95.3%	95.6%	95.4%
Third	220,956	236,959	457,915	14,332	14,429	29,239	93.5%	93.9%	93.6%
Fourth	224,823	234,810	459,633	15,684	16,376	32,176	93.0%	93.0%	93.0%
Richest	235,823	258,916	494,739	23,764	24,018	48,161	89.9%	90.7%	90.3%
TOTAL	**1,104,004**	**1,149,885**	**2,253,889**	**70,331**	**69,985**	**141,787**	**94.2%**	**94.6%**	**94.4%**

UNFPA, PESS (2014

Table 131. Tertiary school enrolment by region

Region		Youth Population			Enrolment			Out of School Youth		
		Male	Female	Total	Male	Female	Total	Male	Female	Total
Jubaland	Lower Juba	56,896	56,144	113,040	1,613	1,166	2,849	97.2%	97.9%	97.5%
	Middle Juba	39,802	42,835	82,637	753	1,201	1,847	98.1%	97.2%	97.8%
	Gedo	43,833	56,059	99,892	376	147	618	99.1%	99.7%	99.4%
TOTAL		140,531	155,038	295,569	2,742	2,513	5,313	98.0%	98.4%	98.2%
Southwest	Bakool	41,842	33,950	75,792	147	163	290	99.6%	99.5%	99.6%
	Bay	90,339	88,330	178,669	1,183	1,511	2,629	98.7%	98.3%	98.5%
	Lower Shabelle	145,835	140,036	285,871	2,299	2,274	4,655	98.4%	98.4%	98.4%
TOTAL		278,016	262,316	540,332	3,629	3,948	7,574	98.7%	98.5%	98.6%
Hirshabelle	Middle Shabelle	54,689	50,698	105,387	4,670	3,660	8,491	91.5%	92.8%	91.9%
	Hiraan	44,293	44,761	89,054	999	1,462	2,411	97.7%	96.7%	97.3%
TOTAL		98,982	95,459	194,441	5,669	5,122	10,902	94.3%	94.6%	94.4%
Galmadug	Mudug	83,573	85,626	169,199	4,276	4,239	8,651	94.9%	95.0%	94.9%
	Galgaduud	57,560	62,653	120,213	656	462	1,185	98.9%	99.3%	99.0%
TOTAL		141,133	148,279	289,412	4,932	4,700	9,836	96.5%	96.8%	96.6%
Banadir		184,527	205,859	390,386	16,071	15,348	31,826	91.3%	92.5%	91.8%
Central South Somalia Totals		843,189	866,951	1,710,140	33,043	31,631	**65,451**	96.1%	96.4%	**96.2%**
Somaliland Totals		511,480	501,561	1,013,041	41,064	36,702	78,181	92.0%	92.7%	92.3%
Puntland Totals		136,605	142,638	279,243	12,011	12,973	24,993	91.2%	90.9%	91.0%
National Totals		**1,491,274**	**1,511,150**	**3,002,424**	**86,118**	**81,306**	**168,625**	**94.2%**	**94.6%**	**94.4%**

UNFPA, PESS (2014)

9.4 TVET Curriculum

Currently there is no standardized national curriculum framework for TVET (this is the case across Somaliland, Puntland and Central South combined). The lack of a national TVET curriculum has contributed to graduates from various institutions getting to the job market with different capacities and skills profile. Provision of TVET training using approved curriculum at established TVET institutions will enhance their competency and increase their productivity, thus improving employer confidence in them. Although the Competency Based Training (CBT) system is the way to go, the introduction of the system will require substantial resources in terms of funding, curriculum development, and capacity building of instructors, managers, examiners, assessors and government officials. In Somalia, the TVET delivery system has remained largely supply-driven since it is the TVET providers who decide which skills/courses to train, based on the numbers to be trained in a project. Gender composition and the target groups as decided by the donors or sponsors.[173]

9.5 Funding for the TVET Subsector

Under-funding is a structural problem in the TVET sector in Somalia. There are very few resources allocated to TVET and there is no specific budget classification for TVET. The TVET centres seek support from donors and other sources. This makes financing of activities very challenging, as these funds are not regular, therefore not fully reliable. A good source of funding would be tuition fees, but most of the training centres do not charge tuition fees. Instead, some trainees are even paid allowances for transport and meals as an incentive to persuade them to participate in training.

Table 132. Donor support for TVET Projects in Somalia 2013-2017

Donor	Prog/Project Name	Main areas of activities	Regions	Value (USD)*	% of Total Volume
Somalia Stability Fund	Somalia Stability	Private Sector Development (PSD), enterprise development, TVET	Puntland & Central South Somalia	80	42.3%
UNICEF Somalia	Youth Employment Programme	Out of School youth	Puntland & Central South Somalia	2	1.10%
UNESCO	Skills for Life Project	Skills Assessment Needs assessment and Training	Somaliland, Puntland FGS	1	0.5%
USAID	Somali Youth Learners Initiative	Soft skills for in school	Somaliland, Puntland FGS	38	20.1%
ILO	Youth Employment Somalia (YES)	Skills Development-mainstreaming access to finance	Somaliland, Puntland FGS	8.9	4.7%
Govt of Japan	Youth for Change	Vulnerable youth, financial inclusion	FGS	2	1.1%
UNHCR/IOM)	Durable Solutions	Skills for employability, integration	FGS & Puntland	1	0.5%

[173] Ibid

EU	Sector Wide Approach Programmes	Integrate elements of TVET, Primary, Secondary, Capacity development & Teacher training	Somaliland, Puntland FGS	25.5	13.5%
EU	TVET Programme Empowerment for better livelihood	Informal TVET to marginalized community dependent on the economy	Puntland	3.1	1.6%
EU	TVET Programme for Roads and Energy	Building technical and management capacity in private and public sector	Somaliland, Puntland FGS	4.1	2.2%
Norway	Vocational School - TVET	Solar Energy	FGS & Puntland	2.7	1.4%
World Bank	Somalia Education Analytical and Advisory	Analytical and Technical Advisory	Somaliland	1	0.5%
World Bank	Recurrent Cost Financing Programme		FGS & Puntland	20	10.6%
	TOTAL			**189.3**	**100%**

TVET Donor stakeholder meeting 2017, GIZ
*in millions

Different development partners have contributed significantly to TVET programs financially and through technical support, but more needs to be done in order to provide sustained employment opportunities for the vast majority of Somali youth. It is however worth noting that the relative size of investment in TVET is in fact quite large in relation to funding for the primary and secondary education sectors for a relatively much smaller coverage of beneficiaries. At present, TVET is largely driven by the international partners due to their substantive funding support and is heavily skewed towards in livelihood programs in order to meet their main priority of poverty alleviation and post conflict recovery and reconstruction underpinned by a desire to ensure youth do not turn to negative coping strategies for their survival in Somalia.

Table 133. Donor support for per region TVET Projects in Somalia 2013-2017

Regions	**Value (USD)***	**% of Total Volume**
FGS & Puntland	105.7	55.8%
FGS	2	1.1%
Puntland	3.1	1.6%
Somaliland	1	0.5%
Somaliland, Puntland & FGS	77.5	40.9%
TOTAL	**189.3**	**100%**

TVET Donor stakeholder meeting 2017, GIZ
*expressed as millions of dollars

From the donor support and mapping analysis, more funding is injected in Central South Somalia and Puntland and largely because this is where the majority of youth are concentrated and are those which are most vulnerable to recruitment into armed groups, piracy and radicalization.

Table 134. Donor support per Agency for TVET Projects in Somalia 2013-2017

Donor	Value (USD)*	% of Total Volume
EU	32.7	17.3%
Govt of Japan	2	1.1%
ILO	8.9	4.7%
Norway	2.7	1.4%
Somalia Stability Fund	80	42.3%
UNESCO	1	0.5%
UNHCR/IOM)	1	0.5%
UNICEF Somalia	2	1.1%
USAID	38	20.1%
World Bank	21	11.1%
Total	**189.3**	**100%**

TVET Donor stakeholder meeting 2017, GIZ

*expressed as millions of dollars

9.6 TVET Instructor Qualification and Distribution

From the data, there are about 534 TVET instructors across Central South Somalia. There is no other reliable sources of data that can help map out the whole of Somalia and provide zonal similarities. From the analysis 44% of the qualified instructors are in Jubaland while the Southwest regions have about 34%. Lack of trained and qualified teachers and instructors leads to less superior quality of education and training which in turn limit the ability of the graduate to apply these skill sets at the workplace. Such graduates are not only unable to compete regionally, they also have not received value for the resources invested in their training.

A qualification framework for TVET instructors does not currently exist. Lack of such frameworks makes the regulation of TVET instructors impossible which in turn leads to poor quality of training and instructions in TVET centers. At the same time, lack of regulations leads to inequalities within the system in that regions with better access such as urban areas attract better qualified instructors while underserved regions get to have under-trained and possibly untrained instructors which then compromises the quality of technical skills acquired by learners.

Table 135. Teacher qualification in technical schools in Central South by region/state

State	Region	Teacher certificate	Certificate in other discipline	Secondary school	Primary school	Other academic background	No academic background	Total
Jubaland	Lower Juba	5	11	50	6	118	6	196
	Middle Juba	-	-	-	-	-	-	_
	Gedo	1	4	10	6	19	0	40
	Sub total	6	15	60	12	137	6	236
	% of Total	1.1%	2.8%	11.2%	2.2%	25.7%	1.1%	44.2%
Southwest	Bakool	21	17	35	15	11	5	104

	Bay	19	6	12	6	17	4	64
	L. Shabelle	1	0	2	0	0	0	3
	Sub total	41	23	49	21	28	9	171
	% of Total	7.7%	4.3%	9.2%	3.9%	5.2%	1.7%	32.0%
Hirshabelle	M. Shabelle	-	-	-	-	-	-	_
	Hiraan	10	0	4	2	2	0	18
	Sub total	10	0	4	2	2	0	18
	% of Total	1.9%	0.0%	0.7%	0.4%	0.4%	0.0%	3.4%
Galmadug	Mudug	24	0	24	8	19	2	77
	Galgaduud	15	2	8	0	7	0	32
	Sub total	39	2	32	8	26	2	109
	% of Total	7.3%	0.4%	6.0%	1.5%	4.9%	0.4%	20.4%
Banadir		n/a	n/a	n/a	n/a	n/a	n/a	n/a
SCC Sub-Total		96	40	145	43	193	17	534
% of Total		17.98%	7.49%	27.15%	8.05%	36.14%	3.18%	100%

UNICEF Rapid Baseline Survey (2014)

Of the 525 technical school teachers, 45% are located in Jubaland while 32% in Southwest. Only 3.2% are in Hirshabelle while data for Benadir, which presumably has the highest number of TVET centres is not available. As discussed before, States that are largely underserved have fewer qualified TVET instructors as compared to those located in comparatively developed regions and states. Fewer and less qualified instructors would, as expected have challenges delivering quality education and training. While leaners in underserved areas receive less superior education and skills training their urban counterparts get ahead and have better chances of accessing better paying jobs.

Table 136. Number of technical school teachers, Central South by state/region

State	Region	Male	Female	Total
Jubaland	Lower Juba	66	133	199
	Middle Juba	_	-	-
	Gedo	25	14	39
	Sub total	91	147	238
	As a % of Total	17.3%	28.0%	45.3%
Southwest	Bakool	45	71	116
	Bay	37	15	52
	Lower Shabelle	3	0	3
	Sub total	85	86	171
	As a % of Total	16.2%	16.4%	32.6%
Hirshabelle	Middle Shabelle	_	-	-
	Hiraan	13	5	18
	Sub total	13	5	18
	As a % of Total	2.5%	1.0%	3.4%
Galmadug	Mudug	22	36	58
	Galgaduud	23	17	40
	Sub total	45	53	98
	As a % of Total	8.6%	10.1%	18.7%
Banadir		n/a	n/a	n/a
Central South Total		**234**	**291**	**525**

% of Total	44.57%	55.43%	100%

UNICEF Rapid Baseline Survey (2014)

9.7 TVET school infrastructure

Data on the type of infrastructure on TVET institutions is unavailable for the whole of Somalia. However a Rapid UNICEF baseline survey conducted in 2016, though with considerable limitations in its approach and sampling methodology, provides an insight into the type and conditions of TVET infrastructures, the role of school feeding programmes in TVET and access to water and sanitation facilities in TVET centers in Central South Somalia.

Table 137. Type of Structure of Technical Schools, Central South by state/region

State	Region	Type of Structure			
		Permanent	Semi-Permanent	Temporary	Total
Jubaland	Lower Juba	7	14	17	38
	Middle Juba	-	-	-	-
	Gedo	4	-	4	8
	Sub total	11	14	21	46
Southwest	Bakool	6	4	15	25
	Bay	3	2	4	9
	Lower Shabelle	-	1	-	1
	Sub total	9	7	19	35
Hirshabelle	Middle Shabelle	-	-	-	-
	Hiraan	-	1	2	3
	Sub total	0	1	2	3
Galmadug	South Mudug	4	-	4	8
	Galgaduud	5	3	2	10
	Sub total	9	3	6	18
Banadir					
Central South Somalia		29	25	48	102

UNICEF Rapid Baseline Survey (2014)

There are a lot more temporary structures for TVET education than they are permanent and semi-permanent. It is also possible that prioritization of primary, ABE and secondary education leaves little to no funding left for construction of adequate permanent TVET facilities. Lack of adequate facilities including structures undermines the quality delivery of education and training which in turn limits the employability of the youth population in Central South. Lack of employment opportunities against increasing demand for livelihoods and increased cost of living creates a youth population susceptible to radicalization into joining Al-Shabaab and other militant groups, piracy and other criminal activities.

Conditions of Infrastructure for TVET Institution. Of the 102 structures surveyed, 14.7 % are in good condition while 27% and 55% are in fair and poor conditions. No school in Hirshabelle and Gedo have no new structures. This is probably because of the invasion and use of school facilities by military barracks and war.

Table 138. Condition of Infrastructure at Technical Schools, Central South by state/region

State	Region	Condition of Infrastructure- Technical Schools						
		Good	Fair	Poor	Total	Good (%)	Fair (%)	Poor (%)
Jubaland	Lower Juba	6	12	20	38	15.8	31.6	52.6
	Middle Juba	-	-	-	-	-	-	-
	Gedo	0	3	5	8	0.0	37.5	62.5
	Sub total	6	15	25	46	13.0	32.6	54.3
Southwest	Bakool	0	5	20	25	0.0	20.0	80.0
	Bay	5	3	1	9	55.6	33.3	11.1
	Lower Shabelle	1	0	0	1	100.0	0.0	0.0
	Sub total	6	8	21	35	17.1	22.9	60.0
Hirshabelle	Middle Shabelle	-	-	-	-	-	-	-
	Hiraan	0	1	2	3	0.0	33.3	66.7
	Sub total	0	1	2	3	0.0	33.3	66.7
Galmadug	South Mudug	1	1	6	8	12.5	12.5	75.0
	Galgaduud	2	4	4	10	20.0	40.0	40.0
	Sub total	3	5	10	18	16.7	27.8	55.6
Banadir		n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South Somalia		15	29	58	102	14.7	28.4	56.9

UNICEF Rapid Baseline Survey (2014)

School Feeding on TVET Institution. There are insufficient facilities for school feedings and kitchen and storage facilities. For instance, only 2 of the 65 schools have school feeding programs. Lack of school feeding programmes undermine attendance as learners who have to split between going to school and staying away to pursue other livelihoods activities.

Table 139. Presence of School Feeding Facilities at Technical Schools, Central South by state/region

State	Region	School Feeding – Technical

		School Feeding		Kitchen Facilities		Storage Facilities		School Feeding (%)		Kitchen Facilities (%)		Storage Facilities (%)	
		Y	N	Y	N	Y	N	Y	N	Y	N	Y	N
Jubaland	Lower Juba		-	-	-	-	-	-	-	-	-	-	-
	Middle Juba	0	1	0	1	0	1	0.0	100.0	0.0	100.0	0.0	100.0
	Gedo	1	7	1	7	1	7	12.5	87.5	12.5	87.5	12.5	87.5
	Sub total	1	8	1	8	1	8	11.1	88.9	11.1	88.9	11.1	88.9
Southwest	Bakool	0	25	0	25	0	25	0.0	100.0	0.0	100.0	0.0	100.0
	Bay	0	9	0	9	0	9	0.0	100.0	0.0	100.0	0.0	100.0
	Lower Shabelle	0	1	-	1	0	1	0.0	100.0			0.0	100.0
	Sub total	0	35	0	35	0	35	0.0	100.0	0.0	100.0	0.0	100.0
Hirshabelle	Middle Shabelle		-	-	-	-	-		-	-	-	-	-
	Hiraan	0	3	0	3	0	3	0.0	100.0	0.0	100.0	0.0	100.0
	Sub total	0	3	0	3	0	3	0.0	100.0	0.0	100.0	0.0	100.0
Galmadug	South Mudug	0	8	1	7	0	8	0.0	100.0	12.5	87.5	0.0	100.0
	Galgaduud	1	9	1	9	1	9	10.0	90.0	10.0	90.0	10.0	90.0
	Sub total	1	17	2	16	1	17	5.6	94.4	11.1	88.9	5.6	94.4
Banadir		n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South Somali		**2**	**63**	**3**	**62**	**2**	**63**	**3.1**	**96.9**	**4.6**	**95.4**	**3.1**	**96.9**

UNICEF Rapid Baseline Survey (2014)

Availability of latrines. Only 7% and 44% of the schools n Central South have adequate sanitation and water facilities. Lack of water and proper sanitation are major risks to the uninterrupted continuation of school programme as poor sanitation and lack of water often leads to outbreak of epidemics such as typhoid and cholera

Table 140. Technical schools Access to Safe water and Latrines, Central South by state/region

State	Region	Access to Safe Water			Access to Latrines		
		YES	No	Total	YES	No	Total
Jubaland	Lower Juba	3	35	38	18	20	38
	Middle Juba	-	-	_	-	-	_
	Gedo	1	7	8	4	4	8
	Sub total	4	42	46	22	24	46
	% of Total	3.8%	40%	43.8%	21%	22.9%	43.8%
Southwest	Bakool	1	24	25	7	18	25
	Bay	1	8	9	2	7	9
	Lower Shabelle	1	-	1	-	1	1

	Sub total	3	32	35	9	26	35
	% of Total	2.9%	30.5%	33.3%	8.6%	24.8%	33.3%
Hirshabelle	Middle Shabelle	-	-	_	-	-	_
	Hiraan	-	3	_	2	1	3
	Sub total	0	3	3	2	1	3
	% of Total	0%	2.9%	2.9%	1.9%	1%	2.9%
Galmadug	South Mudug		8	_	6	2	8
	Galgaduud	1	9	10	6	4	10
	Sub total	1	20	21	14	7	21
	% of Total	1%	19.1%	20%	13.4%	6.7%	20%
Banadir		n/a	n/a	n/a	n/a	n/a	n/a
SCC Sub-Total		8	97	105	47	58	105
% of Total		7.6%	92.4%	100%	44.8%	55.2%	100%

UNICEF Rapid Baseline Survey (2014)

Management of TVET facilities. On consideration of the management of TVET institutions in Table 141 below, quite a number of institutions indicated 'Other' for its management entity. About 31% and 27% are managed by the NGO and the communities respectively. Not a single school is managed by the Public. Lack of public managed TVET institutions remarkably reduces government control over the supervision, accreditation and qualification which could lead to different institution offering varied courses. Similarly, institutions not controlled or owned by governments tend to be located in areas good for business and strategic reasons and not necessarily where most are required such as underserved areas.

Table 141. Management of Technical schools, Central South by state/region

State	Region	Public	Community	NGO	Other*	Total
Jubaland	Lower Juba	-	8	15	15	38
	Middle Juba	-	-	-	-	
	Gedo	-	2	2	4	8
	Sub total		10	17	19	46
	% of Total		9.8%	16.7%	18.6%	45.1%
Southwest	Bakool	-	9	4	12	25
	Bay	-	2	5	2	9
	Lower Shabelle	-	-	-	1	1
	Sub total		11	9	15	35
	% of Total		10.8%	8.8%	14.7%	34.3%

Hirshabelle	Middle Shabelle	-	-	-	-	
	Hiraan	-	-	-	3	3
	Sub total				3	3
	% of Total				2.9%	2.9%
Galmadug	South Mudug	-	3	3	2	8
	Galgaduud	-	4	2	4	10
	Sub total		7	5	6	18
	% of Total		6.9%	4.9%	5.9%	17.6%
Banadir		n/a	n/a	n/a	n/a	n/a
Central South Sub-Total			**28**	**31**	**43**	**102**
% of Total			**27.45%**	**30.39%**	**42.16%**	**100%**

UNICEF Rapid Baseline Survey (2014)

9.8 Major Economic Activities in Somalia

A comprehensive market study that profiles the whole of Somalia based on the major economic activities and maps out the employability of both institutional based TVET (IBTVET) and Enterprise Based TVET (EBTVET) was not available for this analysis.

An assessment on the TVET Subsector was carried out in Somaliland between October 2012 and November 2015 covering 19 districts and six regions of Somaliland[174]. These are Maroodijeh, Sahil and Awdal where TVET is delivered through vocational centers- Institutional Based TVET (IBTVET) and Togdheer, Soll and Sanaag where TVET is company based, delivered through enterprises (EBTVET). The aim was to assess the impact of the skills training provided, in terms of the employability of the graduates, income levels and marketability of the courses provided. The study covered 32 TVET providers- 6 IBTVETS and 26 EBTVET in Somaliland.

Table 142. TVET Graduates in paid employment by length of getting employed

Time taken to find employment	Number of graduates	Percentage of graduates
1 to 3 months	53	28.5%
4 to 6 months	32	17.2%
7 to 12 months	19	10.2%
More than 1 year	17	9.1%
Less than 1 month	65	34.9%
Total	**186**	**100.0%**

Source: TVET Study Report: Horumarinta Elmiga

[174] Save the Children International, (2015), Final Report, Horumarinta Elmiga

The tracer study on TVET reveals that of the 186 TVET graduates surveyed, 35% had been employed for a month while less than 10% had been employed for over one year. Chapter 2 extensively discusses challenges related to youth unemployment have been these findings serve to provide correlations on the economic hardships that the sector faces. Policy makers, while encouraging the growth of a reliable labor force need to device strategies that will create a conducive environment for self-employment and entrepreneurship.

Table 143. TVET Graduates by length of Programme

Length of program	Female	Male	Graduates	% of Graduates
6 months	94	102	196	40.6%
6 to 12 months	92	57	149	30.8%
1 year	24	21	45	9.3%
1 to 2years	36	46	82	17.0%
More than 3 years	7	4	11	2.3%
Grand total	**253**	**230**	**483**	**100.0%**

Source: TVET Study Report: Horumarinta Elmiga

Table 143 reveals that most of the TVET graduates have been enrolled in courses that run between 6-12 months at 70% while only 2% have taken courses that take more than 3 years to complete. Better competencies in most TVET programmes are acquired over a period of 3-5 years and shorter unregulated periods of study compromises the learners ability to comprehensively master skills taught which has an effect on the employability of the graduate

Table 144. TVET Graduates in paid employment by Industry

Industry	EBTVET				IBTVET				Grand total	
	F	M	T	%	F	M	T	%		
NGO	0	0	0	0.0%	1	0	0	0.0%	**1**	**0.3%**
Private, public partnership company	0	1	1	0.8%	0	0	0	0.0%	**1**	**0.3%**
Private sector	38	68	106	80.3%	73	65	138	68.7%	**244**	**73.1%**
Public sector/ government	6	19	25	18.9%	31	32	63	31.3%	**88**	**26.3%**
Grand total	44	88	132	100.0%	105	97	201	100.0%	**334**	**100.0%**

TVET Study Report: Horumarinta Elmiga

The private sector encouragingly seems to absorb about 73% of the TVET graduates surveyed while government and public sector accounts for 26%. There is still a gap in the exploitation of public private partnerships which have potential to surpass the purely government opportunities in the employment opportunities.

The major economic activities in Central South are Pastoralism, Agro-Pastoralism, trading and fishing as identified by the technical working groups at the MOECHE. Comprehensive information on the potential of each sector is not available but regions such as Lower and Middle Juba, Bay and Banadir which have multi-faceted economic potential are good grounds for exploitation of labor potential through IBTVET and EBTVET approaches. Not surprisingly, 'agro-pastoralism', 'fishing and 'pastoralism' comprise the majority of economic opportunities as reported by stakeholders.

Table 145. Major economic activities, Central South by state/region

Region		Major Economic Activity
Jubaland	Lower Juba	Agro-pastoralism, trading, fishing
	Middle Juba	Agro-pastoralism, trading, fishing
	Gedo	Pastoralism
Southwest	Bakool	Pastoralism
	Bay	Agro-pastoralism, trading,
	Lower Shabelle	Agro pastoralism
Hirshabelle	Middle Shabelle	Agro-pastoralism
	Hiraan	Pastoralism, trading,
Galmadug	Mudug	Pastoralism
	Galgaduud	Pastoralism
Banadir		Trading, fishing, agro-pastoralism

MOECHE technical working groups

9.9 Challenges in Implementing TVET Programmes in Somalia

Outlined below are several challenges identified with implementing TVET programmes in Somalia and Central South. From the donor mapping exercise it is clear that there are several challenges in the implementation of TVET programmes including;

1. There are limited resources, in the form of investments, to serve the about 95% of youth without TVET education as well as short funding cycles. It is therefore unsustainable to introduce TVET programmes and follow them through to the point that one can determine its impact in the job market.
2. Lack of clarity on relationship between Federal, State and Local authorities and generally weaker structural lead to inadequate regulation of TVET institutions which then results in failure to develop and administer minimum qualification frameworks. This leads to the TVET institutions churning out graduates that are not suitable for the job market. Technicians and Craftsmen not suitable for the job market are a liability to the development of the country.
3. The lack of security, just like in many other sectors in Somalia is a challenge as TVET institutions cannot be adequately distributed to reach underserved youth in rural and IDP populations. This leads to inequalities in the provision of education and training services.

Table 146. Challenges in implementing TVET Projects in Somalia (TVET Donor Mapping 2017)

Prog/Project Name	Main areas of activities	Regions	Target group	Main Challenge of Implementation
UNHCR Reintegration	Returnee support centre, Job placement Vocational training	Lower Juba (Afmadow, Kismayo)	Youth	Short funding cycles (sustainability); Lack of skilled master trainers
RESILIENCE	Livelihood (VC) (APFS) CMDRR Learning	Kismayo Afmadow Dhobley Baidoa Puntland Elwak Burhakaba	5,000 Households 30,000 beneficiaries Returnees from Dadaab (IDPs)	Lack of clarity on relationship between Federal, State and Local authorities; Skilled youth for APFS unavailable
Youth Employment programme OSIYOR Reintegration project IOM/ Germany government	Youth training of business management trainers	Baidoa district Bay region	Youth at risk Youth disengaged components	Security of reintegrated people; Youth unemployment and request to create youth employment centre
Horumarinta Elmiga II (S2) Education is Light (SWAP) (PL)	IBTVET, EBTVET, EPS (Employment Promotion Service) MoE (VQF & VQA), EPS (Employment Promotion Service) MoE (VQF & VQA)	Somaliland Puntland	Youth (male and female)	Limited ministries capacity managing coordination; Lack of system; Lack of standard certification; Weak coordination among service
PACT/Mercy Corp funded by USAID Somali Diaspora APD	Cross border peace building Plant Maintenance Unit (PMU) MCHN	Central South Somalia (Afmadow), Somaliland	Youth, women, local administrators, peace committees, Al Shabaab returnees, Youth, PLW, children under 5	Insecurity; Lack of funding
Education is Light II HORMARINTA ELMIGA II The Bridges DSIRS	Skills Training (IBTVET) - Instructor training - Support to VTC, MoE - Private sector engagement - LMA - Curriculum, competence standard development	Somaliland Puntland Galmudug Jubaland Banadir	Youth and women (14-24) TVET instructors MoE staff/VQA Existing workforce	Instructors not qualified; Weak centre management; Limited funding (govt); Lack of standards; Negative perception
Education - ELENA EU - Elmidoon Enhamc Action; Currently	TVET - courses - civil works (primary, secondary) Empl Adv. Service	Banadir (new TVET centre) Galmudug Galkayo South Abudwak NEW	Certifications Framework for Q reference (curriculum) PP enhancement Q trainers	No framework; Quality; Security; 'Reputation' of TVET advocacy

applying for EDF	Soft skills courses; 6 months courses			

9.10 Summary findings and policy options

Key Findings

- Management of TVET is split across the MOECHE and the Ministry of Youth and Sports which has created the potential for conflicting lines of accountability and authority for the implementation of TVET programmes and policies.
- Due to government funding constraints, TVET has typically been fragmented project-based and funded by donors with programmes implemented through INGOs. This has resulted in fairly high unit-costs for implementing TVET programmes. Over the past several years close to USD 200 million has been invested by different donors into TVET programmes across Somalia which have served a relatively small proportion of out-of-school youth. Much of this high cost springs form the overhead, operational and staffing charges imposed by INGOs for implementing these programmes with costs ranging from 30% to 50% of donor-funded grants to Somalia.
- Existing technical schools suffer from inadequate provision of key services like adequate clean safe water and sanitation facilities that are key to ensuring conducive learning facilities.
- Youth aged between 15-34 yrs account for roughly 35% of the entire Somali population, while those aged between 15-24 yrs account for almost 59% of the 15-34 yrs age grouping.
- 45% of all youth are concentrated in urban areas while 47% (rural and nomadic combined) are located in rural areas of Somalia and only 7.4% are found in areas classified as IDP locations.
- The largest proportion of youth are found in Central South Somalia (57% of the entire population in Central South) with poverty among youth being highest in rural areas, among nomadic/pastoralist communities and those in IDP locations.
- Based on available PESS 2015 data, approximately 95% of youth are not enrolled in any type of tertiary or TVET learning programmes.
- With the high proliferation of TVET providers, currently there is no standardized learning curriculum for youth in TVET facilities. Instead, TVET programmes have typically been designed and managed by INGOs which inform programmes with market survey analyses.
- Given risks associated with youth marginalization and risks of recruitment into armed groups, the majority of funding for TVET programming provided by donors has been in Central South Somalia and Puntland.
- Available information on TVET instructors suggests that a large proportion are themselves not certified to provide TVET training and do not receive any significant level of professional development support from government or donors.
- Many TVET programmes in Central South have also lacked clear pathways to the employment sector or apprenticeship programmes with businesses to ensure work placements for youth completing TVET programmes.
- The quality of TVET learning facilities varies, but based on available data the majority are ‘temporary’ in nature and classified as being in ‘poor’ condition. Only around 17% report having

some type of school feeding programme which, considering that these facilities have focused on supporting the most at-risk and marginalized youth in Central Somalia, would be important to ensure the participation of youth in TVET programmes.

- A lack of current comprehensive key TVET data remains. TVET data collection has not been systematic and routinely collected and analyzed to inform its design and overall planning. This bottleneck continues to hamper the TVET Subsector hindering responsive planning and overall performance.
- Partnerships with the ever-growing private sector have not been developed and used to spur growth of the TVET Subsector. Very little focus has been put on collaborating and partnering with existing successful companies to model public-private sector partnerships on TVET.

Key Policy Options and Strategies for the TVET Subsector

TVET is regarded as a critical area to invest in to address risks related to 'youth bulge' and supporting statebuilding and peacebuilding goals. However, the limited progress made in this Subsector for reaching a high number of at-risk youth suggests that significant improvements can be made with donor investments to address the needs of youth and strengthen government ownership over these programmes. Key policy options and strategies for Central South include:

- **Federal and state levels:** Conduct a comprehensive labour market survey that identifies status and trends in the employment market and relate these to design of planned TVET programmes. A Labour Market Survey currently being planned by a new European Union-funded TVET programme implemented by a consortium of partners should include the full participation of both the MOECHE and Ministry of Youth and Sports from federal and state levels. The survey should also be done jointly with the Ministries of Finance and Planning and the private sector and should include employment opportunities in the livestock sector.
- **Federal level:** The MOECHE and the Ministry of Youth and Sports together with business partners should also clearly articulate learning pathways that link ABE with TVET as the adolescents and youth served by these two Subsectors are often similar target groups for achieving government goals of Statebuilding and peacebuilding and often with similar rationales for engagement.
- **Federal level**: Based on survey findings, the curricula (training plans/syllabuses, learning materials (books, and other materials/ media) need to be developed, or, where existing, upgraded and revised. All modules should be output/outcome/ competency based, meaning that the learner has to demonstrate a degree of professionalism in the relevant trade/ subject. Curricula development should further integrate TVET career counselling enabling informed choice of technical programmes by potential learners.
- **Federal level**: TVET programmes at institute level should be developed in modular form, based on demonstrable competencies and outcome (output) oriented, aligned to the occupational standards developed by the relevant sector committees. It is important that all training programmes are harmonized, and one standardized award (certificate or diploma) will be aligned to testify industry linked qualifications.
- Entrepreneurial training should become compulsory in order to equip trainees with the necessary skills (and knowledge) to start their own small business (mostly in the informal sector).

- Training centres should expand their scope of programming and take the form of business incubators, by providing start-up capital and partnering/ collaborating with other business incubators, as often recommended.
- Many TVET learners will arrive with very insufficient basic education levels. Basic Literacy and Numeracy, but also general skills of good communication and reasonable interaction (or 'life skills') are essential pre-requisites to make TVET a meaningful alternative to secondary education).
- **State level:** A comprehensive set of studies should be conducted under the auspices of the Government in collaboration with local technical institutes and universities to explore potential economic growth sectors, coupled with increased value added chains, and niches of regional comparative advantage and needs to attract qualified human resources.
- **State level:** Sector councils should be established to serve as links between the economic/employment (demand) system and the training (delivery) system and strengthen industry leadership in the sector.
- **State level:** MOECHE should be responsible for all monitoring and quality assurance functions for TVET facilities at state and regional levels, with funding support and training provided by donors to equip MOECHE to effectively carry out this function. This will ensure integration and government ownership over TVET programmes and support capacity development of the government.
- **Federal and state levels:** A selection of the leading national universities should be integrated with TVET so that they can support TVET research, and manage the TVET teacher training component. In-service training through leading national universities should be started applying competency-based approaches and learner centred vocational pedagogy with lessons learnt from related TVET researches.
- **Federal and State levels:** In the future implementation of donor-funded TVET programmes, it is highly advisable the more cost efficient models for project implementation are explored and that will build the capacity of government and local service providers to delivery TVET programming. The level of investment in TVET programming and associated costs for implementation by INGOs points to significant opportunities for locating greater efficiency that will reduce potential wastage of resources.
- There is a need for a systematic collection and analysis of TVET data on a regular basis. This can be done as part of EMIS or supplementary to tracking key parameters like access, quality and learning trajectories is crucial towards an understanding a Subsector that has remained deprived of information for a long time. This information is further crucial for planning, advocacy and Subsector performance
- The TVET Subsector should build partnerships with other partners beyond education providers especially leading private sector and key players in a variety of industries. While the private sector may be narrow in Somalia, it has proven to be versatile and resilient to survive in a highly fragile context. These partnerships are crucial for ensuring relevance, and demand for high quality TVET products and can support TVET financing.
- A broad range of TVET financing options will be required if the current dependency on international actors is to be complemented. Local incentives for industries that support and absorb TVET learners and graduates should be piloted and implemented to scale to stimulate more absorption of learners into apprenticeship/ "on-the-job trainings"
- Somalia continues to present dual potential economic pathways- for both rural and urban settings. With rural economies driven by either livestock or agricultural livelihoods and urban

economies demonstrating a variety of mixed options mainly stimulated by businesses. The TVET sector will need to identify and prioritise interventions that reach out to both sets of target groups in rural as well as urban areas while aligning itself to key sectors that have potential to spur growth in the TVET Subsector.

- TVET cuts across various arms of government ministries, institutions and actors. An established participatory governance structure that facilitates collaboration and cooperation will be required. Development of effective Subsector leadership will also be required enabling better planning, budgeting and convening influence.
- **In order to change TVET Perception**, Government must organize a well-designed country wide TVET awareness campaign on the importance and contribution of TVET to social and economic development of the country by Publicize and actively market TVET programs through various media outlets: radio, TV, drama, posters and websites, also, Develop career counseling and guidance materials for use by primary Grade 8 pupils and secondary Form 4 students and train at least one teacher in every school – primary and secondary as career master to counsel on TVET and on the world of work through MOECHE – TVET Directorate.
- **Federal and State level**; Access and Equity, Provide open access to education and training without discrimination on any grounds, for example, with regard to gender, disability, ethnic, religious, or socioeconomic background.
- **Federal:** Quality Assurance and Accreditation all TVET Centres, Establish Directorate of Quality Assurance and Standards as part of the TVET Department in MOECHE to ensure quality and standards are maintained similarly set Accreditation unit as part of Quality Assurance, also set standards for training facilities (minimum requirements for training facilities, tools and equipment) and Accredit and register TVET Institutions.
- **Federal and State level:** Identify underrepresented groups, including girls, women, persons with disabilities, and geographically disadvantaged populations and develop special programs to increase their access to TVET institutions and programs.
- **Federal and State level:** Gender Equity, Set standards to ensure a fair gender balance in the intake of trainees in IBTVET and EBTVET also Promote gender equity for TVET instructors and balance occupations that are gender sensitive to the cultural and social context of Somalia.
- **Federal and State level**: Financing of TVET, Ensure increased budget allocation by the government for TVET through appropriate means and promote coordinated funding by the various Development Partners for sustained development of TVET.
- **Federal:** TVET Governance, Management and Coordination, Restructure and expand the TVET Directorate with adequate staffing and resources to ensure implementation and coordination of TVET Programs.
- **Federal:** also must be Strengthened TVET Working Group to facilitate smooth coordination and reporting of TVET activities all TVET-WG members (ongoing and upcoming projects) to minimize overlap projects.
- **Federal:** increase and implement comprehensive professional and administrative training programs for the TVET personnel and Centre Managers.
- **Federal:** Curriculum / Syllabi, Establish Directorate of TVET Curriculum Development, Recruit and train curriculum developers and Develop a harmonized national curriculum /syllabi for all skill areas / courses being offered.

- TVET providers: to improve the quality of skills training by hiring qualified instructors and providing training materials, tools and equipment. To start offering higher Skill Levels 2, 3, 4, 5, 6 courses.
- **Federal:** The MOECHE to establish stronger linkage with TVET staff at the State level to facilitate coordination and provide management training to all persons dealing with TVET.
- **Federal:** For the reason that of higher demand qualified technical teachers, the MOECHE must develop and build Technical Teacher Education College (TTEC) in order to get enough TVET teachers.

10. Chapter 10 – Cross-cutting themes: Management, Governance, School Quality Assurance and Learning Assessment Systems

Many children in developing and fragile settings such as Somalia complete primary education without ever gaining foundational skills in numeracy or literacy.[175] This has significant implications both for the development of the country and for the impact this failure may have on its stability. Recent evidence on the role of education in fragile and conflict-affected settings demonstrates that the quality and content of education plays a critical role in supporting sustainable peace and development, or conversely can contribute to fragility and aggravate risks of marginalization and increase the likelihood of forms of violence.[176] These understandings underpin the political commitments made by Somali education officials in a Pan-African political communique by which the ministries of 13 countries committed to strengthening the role of quality education in supporting the achievement of SDG 4 and strengthening the resilience of children, young people and communities.[177]

This chapter examines several cross-cutting areas related to achieving quality learning outcomes for children. Specifically, this chapter looks at the capacity of the MOECHE to manage a coherent education system including management and coordination challenges related to decentralization from federal to state level, the nature of 'private' education service providers in Central South Somalia and the status of quality assurance mechanisms through school supervision, examinations and EMIS.

10.1 MOECHE Structure and Service Delivery Capacity

The MOECHE at federal government level is responsible for the overall guidance and administration of education in Somalia. Its mandate is to ensure that a viable system is in place to promote quality education and training for all citizens in order to optimize individual and national development. Currently, the ministry is led by a Minister under which is a Permanent Secretary followed by a Director General (who reports to the Permanent Secretary). Appointments to these senior positions typically adhere to an agreed 'power sharing' system that reflects the parliamentary principle of power-sharing between different majority and minority clans in Somalia so as to ensure an inclusive governance approach that guarantees the meaningful representation of different clans in political and governance processes.

The challenges for MOECHE are immense and the funding available very small. Thus, in response to this and with regard to the numbers of out-of-school children and national development priorities the ministry has focussed its efforts on the Basic Education Subsector.

This priority, and the fact that much of the basic education is supplied by private organisations, is reflected in the organisation of the 10 departments in the ministry, 1 of which is specific to private education and 6

[175] UNICEF, World Bank 2009, Abolishing School Fees in Africa: Lessons from Ethiopia, Ghana, Kenya, Malawi, and Mozambique, World Bank, Washington D.C.
[176] UNESCO, Education for All Global Monitoring Report 2011, The Hidden Crisis: Armed Conflict and Education, UNESCO Publishing; Novelli, M., M.T.A. Lopes Cardozo, A.A. Smith. 2015. A theoretical framework for analysing the contribution of education to sustainable peacebuilding: 4Rs in conflict-affected contexts. Amsterdam: University of Amsterdam.
[177] UNICEF, Peacebuilding, Education and Advocacy in Conflict-Affected Contexts Programme: Pan-African Symposium on Education, Resilience and Social Cohesion – Strengthening Education Policies and Programmes to achieve SDGs and Africa's Agenda 2063, Outcome Report. UNICEF WCARO/ESARO.

of which directly feed the basic education sub sector. This structure is essentially very similar to the structure of the ministry prior to civil war and state collapse when domestic financing was greater and when the ministry had some 50,000 personnel under its authority (government staff and teachers combined). Arguably the current structure has not been updated to reflect the realities of the country and a much more poorly resourced government and state institutions with a much fewer number of personnel to manage.

The departments are:

a. **Department of Administration and finance** is responsible for finance, budget and human resource management. The Human Resource Management and Administration section is responsible for all aspects of employment, conditions of employment and developing clear HRM guidelines.
b. **Department of Public Education** is responsible for the management and coordination of public primary and secondary schools. The sub-departments under this department include Primary Education, Secondary Education, NFE and Office for Special Need education.
c. **Department of umbrella and private education** is in-charge of management and coordination of private education institutions.
d. **Department for Quality Assurance-** This department has separate sections for curriculum, teacher management and supervision in both private and public institutions
e. **Department of policy and planning** has the responsibility of policy formulation, EMIS and education statistics.
f. **Department for Examinations and certification**, which is responsible for administering exams to schools in the Basic Education Subsector and certification.
g. **Department for Private Education** responsible for providing guidance to primary and secondary institutions that fall under the private sector including umbrella schools.

Each department is, in theory, headed by a Director. The above structure and divisions of responsibilities remains fluid and have changed several times of the last three years. For example, until recently, QASS and supervision were in separate departments. In addition, some departments such as Higher Education are new and hardly operative and may not yet have an appointed director. Others, such as gender and NFE are created in response to donor support or the implementation of a specific project rather than as part of a longer-term plan and structure. Thus, some departments are not sustainability past the lifetime of their programs. In addition, there are several overlaps between departments. For example, it is not clear whether QASS or private education is responsible for supervising private schools and HR is yet to establish its role as distinct from or as part of the department of administration.

In developing the next ESSP, it will be necessary to agree on a structure, an agreed number of departments and on their roles in response to the long term needs of that plan rather than reacting to donor or short term program needs. Only then will the ministry be in a position to take a more active lead in planning and decision making in relation to such interventions. There will also be a need to restrict the number of departments to meet both capacity of personnel and the financial strictures. Ideally, all such departments

should be financed by the government rather depending on donor funding as this practice creates a conflict of interest with department staff in danger of being more loyal to the program than to the ministry.

Regional states within Central South have varied levels of administrative structures and departments in place, each of which suffer similar (or more severe) capacity deficits compared to the federal level MOECHE. As federal government structures were only established several years ago capacities within the ministry remain generally low, which are explored below in relation to staffing, skills and training of personnel.

Staffing and Capacity. A comprehensive capacity assessment report conducted by the Department of Private and Public Education in 2016 identifies challenges related to capacity of the ministry of education and its ability to deliver effective services. These challenges are common within the ministry (and arguably across ministries and at all levels of the education system) and are summarized below.

Table 147. Capacity Deficits for providing effective education services

- Deployment of staff into position does not always match the individual's skills and competences.
- Lack of organizational capacity to impart new key competencies on staff that are needed in a rapidly changing environment to enable them to function more effectively in the education sector.
- Lack of clear operational framework between staff at federal, state and region levels has undermined effective field operations and accountability at different levels of the education system.
- There are no clear linkages in developing education sector plans and poor alignment regarding objectives, targets and strategies across different administrative levels of government. Regional plans do not feed into national plans, which are developed without reference to federal level priorities and targets.
- Personnel incentives are weak and salaries are not paid on time.
- Education officials suffer from limited material and financial resources to carry out their duties at federal, regional, and local levels, especially when they need to travel to schools.
- Education officials suffer from limited material (offices, supplies, computers, etc.) and financial resources to carry out their activities at federal, regional, and local level.
- Education officials, like all government staff, face serious security challenges which inhibits their freedom of movement and ability to carry out required duties and functions.
- There is a gap between competencies and the responsibilities of education managers in relation to assignments undertaken. Many officers have not been inducted on their roles and responsibilities upon deployment.
- Lack of well-coordinated framework for actors offering capacity development in education management in Somalia. Instead, many diverse training opportunities are provided that undermine the strengthening of coherent and effective government systems.
- Key legal and policy frameworks (Education Act and National Education policy) have not yet been finalized. As a result, overall weaknesses with the broader regulatory environment for the education sector have not been addressed.
- Development partner's support to the education sector typically uses project-based approaches that have limited timeframes. This inhibits sustainability of programmes and effective system strengthening.

MOECHE 2016, Draft Capacity Assessment Report for the Directorate of Schools

As listed in Table 147 above, critical capacity deficits covering the regulatory environment (policies and regulations including clear accountabilities between different levels of administration), organizational capacities (weak systems, procedures, staff management and insufficient resources such as computers, stationary, transportation and security for facilities and personnel to support operations), and deficiencies with staff skills (which are also sometimes not always aligned to functions) and not supported through

clearly articulated staff development strategies aligned to key priorities within the ministry. Due to inherent system and staffing weaknesses, the MOECHE (like many other ministries) relies on additional support in the form of technical advisors who typically come from the Somali diaspora community with the aim of supporting State building and recovery processes inside the country.

Strengthening the enabling environment. Policies and regulatory frameworks are currently being put into place to guide the effective implementation of educational and training strategies. The Education Act has been developed and endorsed while the Higher Education Act is in draft form awaiting finalization.

The government's Human Resource Policy Manual (2015) also outlines the general rules governing the employment of civil service employees in the MOECHE including other rules such as promotions, transfers and seconding of staff. The policy further lays out the categories of employment as Permanent and Pensionable, Replacement of Next of Kin, Contract and Temporary appointment.[178]

The policy further proposes that the MOECHE adopts a salary structure based on the banding system which is divided into three levels and seven distinct bands based on tasks and responsibilities as well as required skills and qualifications. However, clear guidelines need to be given as to how the majority of staff members, i.e. teachers and head teachers, would fit into what is essentially an administrative wage structure. As these two categories are likely to dominate the budget any planning document will have to make these two categories the dominant influence on budget planning.[179]

Table 148. MOECHE Staff and Salary Structure (HR Policy, 2015)

LEVEL	CATEGORY	BAND
Level I	Intellectual and Administrator/Policy Makers	A
Level II	Supervisors /Line Managers	B
	Clerical Officer	C
Level III	Formal Technician	F
	Apprentice /Non-Formal	X
	Support Staff	D

CFBT, Human resource Manual (2015)

Transparency and Accountability. Considering the debilitating impact that corruption has on effective government performance and delivery of services, as well as Somalia's ranking as the most corrupt country globally for nearly a decade, the MoECHE has focused on strengthening key dimensions of good governance[180]. This commitment to improving transparency and accountability has been further underscored by the new President of Somalia and his incoming government. These key dimensions of good governance as listed in MOECHE policy documents are;

[178] CFBT, Human resource Manual (2015)

[179] Federal Government of Somalia 'CIM Guideline No. 2. Pay and Benefits Management Manual for Capacity Injection Mechanisms (CIM) – A guideline to effect the administration of engagement and employment benefits and conditions of Capacity Injection Mechanisms appointment for the Federal Government of Somalia', FGS National Civil Service Commission, 2016.

[180] MOECHE, Joint Review of the Education Sector, 2015

1. Public Sector Management
2. Transparency
3. Accountability
4. Regulatory reform and,
5. Public sector skill and Management

Ministry efforts have led to several minor improvements with transparency and accountability within the MOECHE. Identification of specific needs for the Finance department has led to 5 members of the department (1 female) receiving training on financial procedures and use of QuickBooks. Consequently, MOECHE has shifted from the use of manual accounting systems to QuickBooks[181] which ideally should improve the overall financial reporting of the ministry. The MOECHE is yet to put in place a strategy for disseminating financial utilization reports publicly or with stakeholders and thus no information is available on the extent to which financial utilization reports are disseminated publicly or shared with education stakeholders. It is however currently under discussion as part of the ministry's broader 'communication strategy' under review.

Skills development and training of government personnel. At federal level, training and capacity building has been conducted for most departments in the MOECHE. This has included 26 staff (5 female) being trained on human resources and staff management including transparent recruitment. Training has also been provided for 36 staff (3 female) on quality assurance and minimum standards for school performance and school management as part of efforts to strengthen school quality assurance systems. No information was available of similar training conducted for education personnel at state or district levels although one training related to QASS and one to the new curriculum did involve representatives from the states, but only one representative from each state.

With funding support from the European Union, MOECHE staff have been awarded scholarships to study Masters Degrees and Post-graduate Diplomas in Education Planning, Administration and Curriculum Development from the University of Nairobi. These are in fact a continuation of a policy started by EU under the earlier capacity building project. Of the 24 staff members in Central South Somalia (FGS MOECHE) who have graduated from these programmes, 16 are male and 8 are female[182] The courses have all been directly related to Educational Management or to Curriculum Development, thus, they should have improved upon the Ministry's capacity. Some of the beneficiaries have also come from the State Ministries, in particular, Galmudug. However, only 14 of the 24 personnel trained still work at the MOECHE while the rest have moved elsewhere. While the 10 who have moved elsewhere may still be contributing to the education sector, possibly within the NGO community for example, there is no evidence of this due to a lack of tracer studies. Thus, such leakages can impact negatively on capacity building efforts of donors and partners. To avoid such problems, policies should be put in place which involve that some form of 'bonding' is attached to scholarships that will ensure scholarship beneficiaries remain in government employment, or where they do move elsewhere, the new employer compensates the ministry, for example,

[181] MOECHE, Joint Review of the Education Sector, 2015
[182] ibid

by funding similar scholarships. The most common leakages of scholarship beneficiaries, especially female beneficiaries, has reportedly been to NGO's or the UN.

Several trainings have been supported by the federal level ministry which has included education personnel from state and district levels in relation to gender and EMIS. The MOECHE Gender Unit has conducted training for 96 personnel (30 female) drawn from central and district levels.[183] Meanwhile, over the past three years the Department of Quality Assurance has led training of federal, state and district level education personnel on EMIS. This has included 50 REOs and Education umbrella staff representatives trained on how to conduct census and validation of the EMIS data.

Table 149. Summary of MOECHE Personnel trained

Training	M	F	Total	% of Female Staff Trained
Human Resource Management	21	5	26	19.2%
Quality Assurance and Minimum Standards	33	3	36	8.3%
Gender	66	30	96	31.3%
EMIS	N/A	N/A	50	N/A
Financial Management and QuickBooks	4	1	5	20.0%
MA/DIP Education Planning and Curriculum Development	16	8	24	33.3%
Total	**140**	**47**	**237**	**19.8%**

FGS, MOECHE, Joint Review of the Education sector, Synthesis Report. 2015

Analysis of training initiatives provided for ministry personnel demonstrates several points. A strategy document prepared by the Director, HRM seem not to clearly implement the capacity development strategy for the ministry of education that explains why certain trainings are implemented or how government training packages will improve the overall performance of the education sector.

Training data demonstrates a significant bias in favor of males being training compared to females with, for example, only 31% of the beneficiaries of training on Gender being female while those that participated in quality assurance and minimum standards training account for 8.3% of training participants[184]. This gender imbalance is the natural result of biases originating with recruitment and staffing systems within the ministry that favor males over females, with the majority of education ministry personnel being male. There may also be pressures related to security as women are less likely to travel far.

Additionally, available information regarding the participants for ministry training activities demonstrates that a higher proportion of participants have been drawn from the federal level than from the state and district levels. This is understandable given efforts to build viable national level systems for the education sector, but suggests that capacities at state and regional levels in relation to staff skills in areas of funds

[183] MOECHE, Joint Review of the Education Sector, 2015
[184] ibid

management and, human resources and procurement systems remain relatively weak in comparison to federal level. In addition, inviting relevant candidates for training from the states significantly increases the costs and makes the logistics more challenging- especially from insecure areas.

Table 150. Short courses and training to the MOE Staff- CSS

Department	Region	No of Trainees	Course	% Total	Facilitating Agency	Period
Gender Department	CSS	118	Gender and Leadership	25.3%	DfID & RI	2014-15
		26	Gender sensitive monitoring		DfID & RI	
Quality Assurance	CSS	30	Quality Assurance and Monitoring	5.3%	DfID & RI	2014-16
Policy and Planning	CSS	115	Pathways of dialogue	20.2%	DfID & RI	2015
Teacher Training	CSS CSS (Galmudug)	35	Leadership Management – Head Teachers	49.2%	DfID & RI	2015
		70	In-service training (female teachers)			2014-2016
		45	Female teacher mentor training			2014
		90	Child Protection and GBV		DfID & RI	
		25	In service teacher training		CARE	2015-2017
		15	Preservice teachers training			
CSS Total				**100%**		
Policy and Planning	CSS, PL & SL	239	Management and Leadership Practices	-	USAID	2012-2017

Source: MOECHE ESA working groups

Additional data from a few donors and partners between 2012 and 2017 on supporting training and capacity building of MOECHE staff disaggregated along the departments reveal a remarkable lean towards teachers training at 49%. This indicates that strengthening the capacity of teachers and head teachers through in-service and pre-service training as well as improving institutional management is a priority to the sector stakeholders. This also includes mentoring female teachers and child protection against gender based violence.

Significant importance is also placed on gender development and equality with about 25% of those targeted for capacity building receiving training in this area. Quality assurance and monitoring on the other hand only had 5.3% of the total trainees indicating that a lot more resources need to be invested in this area to achieve considerable improvements in learning outcomes.

As the ministry further strengthens critical capacities related to budget management, staffing and quality assurance systems, future capacity development activities will need to engage more with state and district levels to improve core ministry functions at those levels. Future strategies also need to be developed based upon a clearly articulated institutional capacity development strategy with training priorities set by the government so as to avoid externally 'donor-driven' trainings taking precedence over government priorities and strategies.

Organizational Capacity for Payment of Salaries of education personnel. The ability of the MOECHE to pay staff salaries is a strong indicator of its organizational capacity to support core functions within the ministry, including its capacity to finance resources such as materials, computers, office space, and transportation and security costs of ministry facilities. Table 151 below draws upon available MOECHE data regarding sources of payments for key ministry personnel at federal and state levels for ministers and REOs, supervisors, quality assurance officers, DEOs, and teachers and head teachers. Data demonstrates that the MOECHE directly pays only .3% of all salary costs for listed types of personnel. The vast majority (97%) are paid with external funding sources from donors/development partners. The majority of these personnel have thus far been paid by the Global Partnership for Education, the European Union and to a lesser extent UNICEF which covers incentive payments for key ministry TAs at federal level.

Irrespective of external donor support, without which the MOECHE could not function, there remain key personnel that are not paid by any funding source. This includes some 23% of the Regional Education Officers (REOs), 86% of Quality Assurance Officers (QAOs) and 100% of District Educational Officers (DEOs). The non-payment of key MOECHE staff that are tasked with supervision of the quality of education and training services is a major gap that has significant negative effect on the delivery of education services.

Analysis of 'sources of payments' for the salaries of key ministry personnel demonstrates that the MOECHE at all levels is still heavily dependent upon external donors to maintain a minimal level of organizational capacity to deliver services. This has, in turn, greatly diminished opportunities for addressing other organizational capacity weaknesses related to improving equipment, facilities and addressing transportation needs for the MOECEH and its personnel – all of which should also be funded from government revenue instead of donors. The reliance on donors to pay recurrent government costs such as the salaries of government staff to ensure that systems operate at a minimal levels has also 'diverted' donor funding away from development initiatives to improve the quality of learning for children in schools. The only solution to this is increasing the proportion of the national government budget to the education sector to cover recurrent costs related to salaries of personnel, increasing government revenue through improved taxation (or other government revenue generating strategies) while at the same time increasing transparency and accountability to minimize potential wastage of available resources.

Table 151. Payment of MOECHE Staff

Position	Paid by Government			Paid by Donors/Partners			Not paid		Total
	No	%	Amount	No	%	Amount	No	%	
Regional states Ministers	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Regional Education Officer (REOs)	3	23.1%	$700	7	53.8%	n/a	3	23.1%	13
Supervisors	0	0.0%	$700	5	100.0%	$700	0	0.0%	5
Quality Assurance Officers	2	13.3%	700	0	0.0%	700	13	86.7%	15
Head Teachers	0	0.0%		76	100.0%	0	0	0.0%	76
Deputy Head Teachers	0	0.0%		76	100.0%	$150	0	0.0%	76
Teachers*	0	0.0%		1300	100.0%	$130	0	0.0%	1300
District Educational Officer (DEOs)	0	0.0%		0	0.0%	$100	25	100.0%	25
Total	**5**	**0.3%**		**1464**	**97.0%**		**41**	**2.7%**	**1510**

MOECHE HR Department

*available data for teachers currently paid by MOECHE via GPE

Technical Support to the MOECHE. The MOECHE requires technical advisory for specialized skills and services that they are not able to mobilize within the ranks of the available staff. Donors and Education partners contribute to the development of the capacity of the MOECHE through the payment of technical advisors who in turn work with the various departments while building the capacity of these departments.

Currently, the MOECHE utilizes three Technical Advisors (TAs) engaged for the departments of Policy and Planning, REO coordination and Teacher Training and receives additional funding support for technical advisors in areas of engineering construction and pastoral education initiatives, which have been funded by donor organizations such as the European Union, UNICEF and USAID. From Table 152 below, much of the technical assistance to the MOECHE is in the form of technical officers while the Department of Policy and Planning takes up a majority of the TAs available to the sector. The other departments of Gender, Quality Assurance, Finance, HR, Higher Education and Public Schools each has one technical advisor. While this support has proven crucial for ensuring that the ministry retains core operational capacities, the management of TAs and donor funded positions varies greatly ranging from strong accountability and reporting on results being achieved by these positions to very loose arrangements by which no clear results can be identified based on performance-based reporting on clearly defined deliverables for technical positions supported by donors. There is also, inevitably a tension between the TA and the local ministry officials based on the salary differentials. The policy is effective in the short-term but consideration needs to be given to how the TA support can be made more sustainable. Thought should be given to what support is needed and whether a model in which the TA gradually becomes a 'local' staff with more minimal additional support is more sustainable.

Table 152. Technical Support to the MOECHE

Department	No of TAs	Percentage of Total	Paying Agency	Start (MM/YY)
Policy and Planning	4	22.2%	IOM & EU	2016

Quality Assurance /Curriculum Development	1	5.6%	IOM	2016
Gender	1	5.6%	IOM	2016
Finance	1	5.6%	IOM	2016
HR	1	5.6%	IOM	2016
Higher education	1	5.6%	EU	2016
Public schools	1	5.6%	GPE	2016
Officers (technical)	8	44.4%	EU	2016
REO Technical Advisor	1	5.5%	UNICEF	2016
Teacher Training Technical Advisor	1	5.5%	UNICEF	2016
GPE Consultant	1	5.5%	UNICEF/GPE	2016
ESC coordinator	1	5.5%	UNICEF	2014
Total	**22**			

MOECHE HR Department

10.2 Education Sector Governance, Administrative Decentralization and Statebuilding

Current administrative structures and divisions of authority. Administrative structures for Somalia have been undergoing rapid transformations, sometimes contested, for the past several years. This is particularly true in regions of Central South Somalia that have only recently been 'liberated' from Al-Shabaab control and where local systems have evolved quite differently compared to other areas of Central South and Somalia more broadly. As a country there are currently three major administrative units including the Federal Government of Somalia comprised of Federal Member States (FMS and referred to throughout this document as those areas making up 'Central South') and of which Puntland is a part, and Somaliland. Each of these contains further sub-national administrative units covering regional, district and village administrations.

Central South, which is regarded as more squarely being under the direct administrative authority of the Federal Government, currently contains four new states (Jubaland, Southwest, Galmudug and Hirshabelle) together with Banadir, including 10 regions across the states, and 58 districts across those regions. Each of the administrations contains their own education ministries and political representation that includes 'presidents' and other representation mechanisms that have, until recently, to some extent viewed themselves as entities separate from of federal government political representation mechanisms. While the newly elected Federal government has taken steps towards concluding the political agreements with the FMS (including Puntalnd), important issues pertaining to the new federal structure, including allocation of powers, jurisdiction and resources, remain to be resolved. Currently there is an MOU among the Ministries of education in the FMS in Central South with the Federal Government MOECHE in which they have agreed to work cooperatively in all matters related to education sector. It is also agreed the roles and responsibilities of each jurisdiction (e.g., MOECHE vs. FMS Ministries). FGS MOCHE is mandated to develop regulatory frameworks, e.g. Education Acts and policies and coordination while the regional states are mandated to carry out all implementation works of education. Due to resource scarcity, there is a perception of mistrust and disconnect between the FGS and FMS MOEs in that states believe that they are mandated under the federal rules to deal directly with development partners while FGS believes that they are the ultimate entity entrusted to manage bilateral arrangements with development partners

In addition to the establishment of new states, functioning district-level governance structures also have an important role to play in extending access to education services, promoting stability and achieving longer

term development goals, as reflected in the May 2017 London Conference's emphasis on strengthening sub-national levels of administration and increasing the accountability of public officials. Outside of Puntland, however, there are only a few functioning district level governance structures to date (Adado and Benadir). Federal and state governments have prioritized district council formation in Jubaland, Southwest, Galmudug and Hirshabelle over the coming months, with a focus on building nascent, accountable and representative local governance structures capable of delivering basic services to the populations they serve.

Given the recently established federal government structures, laws and policies on local government and decentralization of administrative functions for social services such as education have not yet been finalized. As such, Somalia's education system lacks an agreed upon legal framework to guide decentralizing education services. In theory, the central MOECHE is responsible for the formulation of national education policies and guidelines, strategies and standards, and curricula, the development of annual budgets, and the management of teacher training institutions (TTIs) and national secondary schools. State ministries are responsible for implementation and resource distribution at the state level, including delivery of secondary education and TVET, and districts have responsibility for establishing and overseeing the operation of primary schools[185]. However, the way in which power is negotiated between administrative levels and clan dynamics across state and regional lines, as well as managing the legacies of conflict and influence of Al-Shabaab in 'recently liberated areas', shapes the governance of education institutions, and influences (informal) political bargaining and settlements for managing education service delivery.

The governance of education services is also affected by coordination challenges between the education sector and other ministries. For example, issues related to child protection and violence against children fall under the purview of the Ministry of Justice, with mixed levels of coordination with the MOECHE on related issues in school. The degree of cross-sectoral engagement across different ministries varies by state and sector, and linkages are generally project-based rather than institutionalized. MOECHE directly deals with MOF. For example, MOECHE remits examination and certification fees to the MOF while for the child protection services, the MOECHE does not have a dedicated department for such services. There are other line Ministries, such as Ministry of Youth and Sports, Ministry of Religious and endowment, Ministry of Health that do not coordinate as required with the MOECHE for instance on matter such as youth training, WASH programs, Quranic Schools.

Forms of decentralization of education services. International donors have given limited support to strengthening decentralized governance as part of broader state-building efforts in Somalia, including social service delivery, instead focussing on building viable central government institutions, security and security sector reform, elections and issues of human rights. Notable exceptions exist with donor-funded programmes such as the Joint Programme for Local Governance which supports decentralization legal and policy reforms, as well as capacity-building of state and district-level institutions for equitable service delivery.

[185] See Southwest Local Government Law No. 10 of 3 July 2017, Article 20.

Federal government education officials aspire to establish a decentralized system of education service delivery under which state, regional and district officials play a strong role in managing and delivering education services. In part, this springs from a need to accommodate the country's broader political system of power-sharing with majority and minority clans in the country (as reflected in parliamentary power-sharing arrangements) and to address associated inequities in distribution of power and representation in decision-making. However, different forms of decentralization exist that involve different objectives and forms of decision-making authority, the implications of which have not yet been considered in tentative steps taken toward decentralizing education services. ***Deconcentration*** (often considered the weakest form of decentralization) redistributes financial and management responsibilities among different levels of the central government (e.g. to local administrative officials under the supervision of central government ministries). ***Delegation*** involves the transfer of responsibility for decision-making and administration to semi-autonomous authorities accountable to the central government, but with a great deal of decision-making power. ***Devolution*** involves the transfer of finance and management responsibilities to quasi-autonomous local governments with decision-making authority within recognized geographical borders While the exact mechanism for decentralizing education services in emerging FMS is yet to be determined, there are a number of lessons that can be drawn from the experience in Somaliland and Puntland, including the importance of ensuring alignment and coherence across various legal and policy instruments, from the start. Local government laws, decentralization policies, as well as education sector guidelines such as the ESSP need to reflect a common understanding of the division of functions and responsibilities across administrative levels, so as to strengthen the enabling environment for decentralized education services. Full devolution of education services has yet to be achieved in Somalia. However, several districts in Somaliland have demonstrated their capacity to carry out a number of functions devolved by the Ministry of Education, including the rehabilitation and maintenance of primary schools, payment of auxiliary workers and utilities, as well as the oversight of community outreach activities, with a significant portion of financing coming from local revenues. The experience in Somaliland, and Puntland to a lesser extent, indicates that, with sufficient policy and capacity-building support, it is possible to successfully transfer decision-making, finance and management responsibilities to districts for the delivery of primary education services.

The current status of decentralization in Central South (and Somalia overall) thus reflect tensions between the perceived importance of locally responsive service delivery and more centralized policy development and management systems (contributing to statebuilding processes), the form of decentralization to be utilized, and balancing institution building at federal level with the principles of power-sharing and representation to accommodate clan-based dynamics. Local opportunities for representation in education sector administration and management also reflect wider clan-based structures and dynamics of political authority at sub-national levels. These processes potentially contribute to the reproduction of factional clan-based political systems, competition over access to political opportunities and resources, grievances over exclusion from decision-making opportunities, and limit trust in higher levels of government. These tensions will only be aggravated in the absence of clearly articulated legal frameworks to support effective decentralization of education services to state, regional and district levels.

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10.3 Special Needs

In previous chapters the issue of special needs education specifically in Primary and in Secondary Schools has been briefly addressed. However, special needs is such a crucial area if the aim of giving every child the educational opportunities and SDG4 is to be fulfilled. Thus, it is an area that needs to be looked at

more holistically if any results are to be achieved. The statistics quoted in the above chapters show two very distinct messages

A vast majority of children with special needs, whether in school, or more probably out of school, are being greatly under reported. Somaliland only recorded 1% of children with special needs. Central South only recorded 132 children with special needs in Secondary schools.[186] The issue of why SN children are unreported is an issue that cuts across all social services not just Education. It is related to stigma and also to a lack of awareness of many teachers and those who are doing the reporting.

A second factor to become apparent is the very narrow definition of special needs reported. There were only three categories recorded: Sight impaired, Hearing impaired and physically impaired. These three categories leave out a vast number of different and serious categories that also need to be addressed in any policy or planning documents. The categories of greatest concern should be:

- the range of impairments related to learning problems, including slower learners, those with attention deficits, dyslexia and other such problems
- the range of impairments resultant from living in a society vulnerable to conflict and poverty, in particular issues of trauma and intellectual impairment resultant from malnutrition should be included in the categories of children in need of special attention.

The next ESSP needs to build into its plans a clear policy and strategy for addressing all issues related to all impairments in every sector of education including early childhood. The plan should consider and provide funding for:

- A national assessment of special needs in children of all ages, both in school and out of school. Such an assessment should be a cross ministry activity and should include an assessment of services and institutions that serve special needs learners.
- Once such an assessment is carried out, then a clear policy should be developed and costed which chooses whether Somalia wishes to follow:-
    - an inclusive policy for special needs children in which they are kept in school and given additional in school support
    - or whether Somalia wishes to establish more institutions that are specifically for such learners
    - or whether they would like to use a mixed approach.
    - And how slow learners and traumatised children will be supported
- To develop an in-service and pre-service teacher training program that will sensitise teachers in schools on how identify and then to support the range of SNE learners in their classes.

[186] MOECHE EMIS. 2016

Such planning and budgeting needs to be across the sectors rather than planned sector by sector in order to ensure a coordinated policy.

10.4 'Private schools' and the fragmentation of the education sector

Following the failure of the Somali state in the early 1990s, the void of government managed education services was filled by a range of actors over the following 20 years. This has given rise to different types of schools that are often referred to as 'private schools', or the 'private sector'. However, the nature of these schools and their management varies so greatly that referring to 'private schools' or a 'private sector' is misleading. In the context of Somalia, such schools are different from 'private schools' in the West, which tend to be more profit oriented. 'Private schools in Somalia include private 'for profit' schools as well as several other important types which have their origins in the period of Somalia's state collapse.

At least three major categories of 'private schools' have emerged over some 20 years. The first identifiable category of 'private school' that emerged to fill the education void in the 1990s were those established by Somali educated intellectuals, which in some cases later merged into 'education umbrellas' to expand reach and coverage of education services for children (primarily concentrated in urban areas). A range of community-run schools also emerged, as demonstrated in earlier chapters when looking at 'funding sources' of teachers and school management. These schools have been more abundant in areas where security risks are higher and various government (as well as many education umbrellas) have had difficulty to access. A third category of 'private schools' is those funded by 'non-state' actors from outside Somalia. These include international NGOs, diaspora-supported institutions providing direct-funding to schools from abroad and primarily various Islamic-leaning foundations from Gulf States, with the latter type of actor often heavily involved in supporting Quranic schools. Major portion of funding comes from parents of the children while other funding may come from diaspora and communities and Islamic charities organizations

In Central South, these 'private schools' have emerged over the years as the main provider of education services at primary and secondary school levels. These actors play an important role in maintaining some level of basic education services for children. However, as shown in Table 153 below, the quality of service provision varies greatly depending on the type of 'private school'. At the same time, these schools have contributed to the 'fragmentation' of the primary education sector in terms of curriculum being taught, objectives of education for children and quality standards in schools, accessibility for children from minority clans (or at least clans that are not involved in the management of certain types of schools), contributing to rural and urban inequities, and varying management systems for the different types of schools that undermines developing consistent quality standards applied to all schools. It is hoped that the new curriculum framework, discussed in the next section, will address this particular issue. Over past years the nature of the relationship with 'government' and 'private schools' has also been mixed with the different categories of private schools sometimes being seen as 'in competition' with the government for managing the education sector. In other cases, however, the founders and managers of private schools often have close relationships with government personnel (it not uncommon that officials in government have business interests in private schools).

However, as the private sector is such a dominant sector in Central and Southern Somalia, giving learning opportunities to as much as 90% of the learners in school, it is important that their contribution is recognised and that in planning for the next ESSP, their contribution to education is valued and built into the plan with

a clear policy of how a strong public private partnership to deliver quality education can be made operative and resolving the governance challenges that exist.

Table 153. Categories and characteristics of 'private schools' in Somalia and Central South

Private 'for-Profit' Schools	Community supported schools	'Non-state actor'-supported schools	'Other'
Characteristics	Characteristics	Characteristics	Characteristics
• User fees charged, ranging from $20-$40 per month for students, • Fees charged for other materials in schools • Primarily located in urban areas • Varied curriculum utilized • Relatively small proportion of children attending schools enrolled in this type of school • Quality and resources in schools generally much higher compared to other types of schools • Teachers receive regular payments from private sources at higher rates compared to other school types • Most follow the government curriculum and take government exams *Examples of organizations:* 1. Formal Education Network for Private Schools (FENPS)	• Schools funded from community contributions • Greater levels of community participation and accessible to poorer households • Coverage beyond urban areas to include rural areas • Fees with schooling but much lower compared to private for profit schools • Relatively large proportion of children attending schools enrolled in this type, but quality assumed to be low • Less certain teacher payments systems and lower payments compared to private schools • Varied curriculum utilized by schools but many follow government syllabus but set their own exams *Examples of organizations:* 1. School Association for Formal Education (SAFE) 2. School Organization for Formal Education (SOFE) 3. Somali Education Development Association (SEDA) 4. Gedo Education Network (Gen)	• Internationally Sponsored (Gulf states) Schools • Coverage beyond urban areas to include rural areas • Fees with schooling but much lower compared to private for profit schools • Typically strong focus on Islamic teaching • Relatively large proportion of children attending schools enrolled in this type, but quality assumed to be low • Less certain teacher payments systems and lower payments compared to private schools • Varied curriculum utilized by schools but includes Arab world 9:3 model and have used their own assessment school leaving exams *Examples of organizations:* 1. Formal Private Education Network in Somalia (FPENS) 2. Somali Formal Education Network (SOFEN) 3. Somali Formal Education Link (SOFEL)	No information available

10.5 Curriculum Framework and Curriculum Approach

Curriculum issues as directly related to specific education sectors have already been discussed. This section is however an overview of the general approach to curriculum development as it relates across all sectors of education and to the Ministry's philosophy and approach to curriculum and the role of the curriculum in future education planning and development. The key features of the Framework, insofar as they impact on any future plan across the education sector is summarized below. Further details can be found in the National Education Curriculum Framework (NECF) 2016.

The Curriculum Framework was developed over a two-year period and included consultative workshops with a range of educationalists and representatives from all the private sector educational providers including private for profit schools, community schools and representatives of non-state actors' umbrellas. Once developed the draft framework was then taken out for consultations, a process led by the youth and funded by UNICEF to ensure conflict sensitive and inclusive curriculum was developed to support peace building objectives of the government through education. The consultations involved over 2000 community members in Central South alone covering 10 regions and were led by 100 trained youth. The curriculum was modified in the light of these consultations and has been accepted by all key players.[187] Its official validation was conducted on 9 May 2017.

The NECF is seen by the Ministry as an important first step towards unifying all the different schools who were at the time offering a range of different curricula, syllabi and textbooks or teaching materials. The principle behind such a Framework is that it establishes agreement across the broad areas, standards and aims of education. Under such a framework the different levels, and sectors, both private and public can then develop independent syllabi and teaching materials but can still ensure portability between geographical areas and levels. In theory at least, the framework is not only for formal schools but also applies to non-formal education, both accelerated education and other forms which select from the learning outcomes and learning areas.

The key areas that were agreed as core to the Curriculum Framework are as follows:

- **Overall goals of education**, i.e. to build the learners as an important member of society who will be self-sufficient, fulfilled and can play a productive role at community, country, regional and global levels of society.
- **The values** to be instilled in the learners irrespective of their background. These are broad values related to religious, moral, patriotic and cultural areas and also recognizing the importance of the key basic and scientific and technical skills for the modern world.
- **The core learning** areas and cross cutting issues to be covered. This inevitably specifies the core subjects to be learnt but does not limit schools to those subjects if they wish to add to the electives.

[187] Neven Knezevic and Glenn, S. W. (2015). Reducing fragility and supporting peacebuilding through youth facilitation of the National Education Curriculum Framework in Somalia: achievements, challenges, and lessons learned. Nairobi: UNICEF; Neven Knezevic and Marleen Renders (2017), 'The potential of conflict-sensitive education approaches in fragile countries – the case of curriculum framework reform in Somalia' – Practitioner's Note, Journal of Education in Emergencies. New York.

- **The basic skills,** including life skills and 'peacebuilding/peace education', work skills and learning skills to be developed through the learning areas.
- **The broad learning outcomes to be achieved at each level of the curriculum.** These are the key to any harmonization of syllabi across different schooling systems and to portability between those systems. Thus, the Framework specified in broad terms what a learner would be able to do by the end of each cycle of education. The cycles were divided into four-year blocks, i.e. Grade 4, Grade 8 and Form 4.

The Policies agreed. In addition to the core areas fundamental to any curriculum development, the framework also laid out policies that were to be followed over time. These included the following:

- **A language policy** which stated that Somali, the first language of virtually every child in Somalia, should be the foundation upon which other languages are learnt and through which education proceeds. Thus, it will be the language of instruction and literacy in the foundation years and up to Grade 8 with English and Arabic as subjects and then either of these languages becomes the medium of Education in Secondary Schools. While this policy was agreed, no attempt has been made to fully implement it in Arabic medium schools.
- **The schools' structure** would follow an 8:4:4 system to fit in with the broad learning outcomes. Again, this is an ideal for the future and many Arabic medium schools remain with the 9:3:4 structure, though the new curriculum is still in the process of being implemented. This is not a deviation that creates any problems provided the broad outcomes remain central to their syllabi and assessment.
- **Methodology** that will be learner centred and activity-based. Although broadly agreed, what is meant by this among those drawing up syllabi, writing materials and implementing or quality assuring the curriculum remain very varied with continued emphasis on a knowledge based approaches.
- **An assessment system** with the formal system using the learning outcomes as the basis for summative assessment at grade 8 and 12. In addition, formative assessment would include teacher continuous assessment, peer assessment and self-assessment activities.

Although the curriculum reform process has been slow it does seem to have received general acceptance. The validation process has been slow for largely political reasons and will hopefully be completed in May. The syllabi for Grades 1-8 have also been developed and written up but cannot be taken further until NECF validation is complete.

Thus, the key areas for implementation remain, validation of the NECF followed by finalization of the syllabi for formal primary and secondary schools. A gap analysis of existing textbooks needs to be followed by identifying the needs for textbooks to meet the additional needs of the syllabi once developed. These should be completed within the next few months. However, the final part of the process, i.e. textbook development, is one that will need some focus in the next ESSP. In particular, options on funding and procurement with the need to ensure quality and competition will need to be addressed. A number of procurement models already exist in the region that could be examined as a basis for a future strategy to be considered within the ESSP for Somalia.

Fragmentation of education learning materials/curriculum in schools and classrooms in Central South Somalia. The need for the harmonised NECF and the centralised examinations is enforced when one looks at the varied learning materials and potentially divergent curriculum materials in use across schools in Central South Somalia. This is in contrast to Somaliland and Puntland where over 85% of schools keep to their respective ministry's 'curriculum and take the centralised examinations at the end of each cycle.

In Central South there are a range of different curriculum or learning materials being utilized at both Primary and Secondary levels. This is demonstrated through indicative survey data for Central South that reveals the extent to which learning materials from different sources are being utilized in schools. For instance, for the primary subsector 40% use learning materials referred to as a 'UNESCO curriculum' a further 40% using what is termed the 'Somali curriculum'. According to the MOECHE technical working groups, these two syllabi are similar and suggests that 80% of learners in the primary subsector use a 'Somali curriculum'. Numerous other schools using curriculum (or at least learning materials) from countries such as Saudi Arabia, Yemen, Kuwait, Kenya, Egypt, Sudan, Pakistan and Turkey. Not surprisingly, the utilization of different types of curriculum are related to which types of organizations or groups provide funding support to schools (see primary and secondary chapters on 'sources of funding' for schools and teacher salaries).

A review in 2013 carried out by AET[188] with 11 umbrella organisations concerning which curriculum and learning materials were being used in Secondary Schools found that there was considerable confusion as to what was meant by a 'curriculum'. Nearly half the schools interviewed said they had no curriculum document and therefore operated from their textbooks and saw these as their curriculum. Further discussions followed up by a questionnaire among 17 schools discovered that 36% claimed to follow the Somali or Government curriculum and the remainder followed a curriculum from other countries. On use of textbooks, some 50% used textbooks from Kenya, but in many cases these were used in line with the Government curriculum, especially in the sciences and social studies.

Lack of a standardised curriculum and learning materials throughout the country has posed significant challenges in the supervision and quality assurance of education content in learning institutions. At the same time, it has also been difficult to administer common examinations across the country or enforce standardized certification of students upon their completion of different levels of schooling. Many of these weaknesses ultimately sprang from: 1) weaknesses with the broader enabling environment in which clear policies and systems were not in place for generations, 2) weak teacher training policies and systems that have not equipped teachers to implement the national curriculum and 3) lack of learning materials in

[188] 'Curriculum review and analysis report on consultation workshop May/June 2013' Ali Hussein for Ministry of Education and AET Nov 2013

schools based on any national curriculum to support children's learning and attainment of key learning competencies.

Assessment Approaches and the Role of the National Examination Board. The national assessment system within Somalia has developed considerably over the last few years. Somaliland and Puntland have been setting centralised examinations for their regions for Grade 8 and Form 4 for the last 15 years. However, in Central South the examination system has been far more fragmented, which also reflects the fragmentation of the curriculum and learning materials used in schools.

'National' examinations for form 4 and grade 8 have been set, under Ministry direction, for the last 8 years. However, these were originally only serving a limited number of schools, either government, private for profit or a few NGO sponsored community schools (e.g. Gedo). Gradually more schools have started to have confidence in the system so that numbers taking these examinations have grown.

Last year (2016) for the first time, all the major schools joined in and took the harmonised Form Four examinations. 11,500 took the examinations and there was a pass rate of approximately 90%. A pass is an E or above.[189] This is a major step in harmonising the curriculum. The exams were set in English but then translated into Arabic for the Arabic medium schools. The exam setters used both the textbooks circulated and the broad learning outcomes of the NECF as the criteria against which exams were set. It is important that in the ESSP, this process is supported so that examinations can continue to play a significant role in harmonising the different syllabi used and in providing clear criteria in terms of learning outcomes against which individual schools and the system as a whole can be judged.

Challenges to the examinations. The development of these examinations has been met with a considerable number of challenges which will continue to be significant over the next few years.

- Inevitable the first challenge is that of security. Insecurity in any country leads to an increasing likelihood of examination leakage and increasing unreliability of examination supervision. In particular, there have been cases of exam supervisors being threatened and in one case, several years ago, locked up for the duration of the exam. In the past the examinations were printed in Nairobi to eliminate one source of leakage. 2017 there were plans to print the examinations in Mogadishu. However, as the exams came closer, the ministry did not feel sufficient confidence in the security and exams were again printed in Nairobi.
- Lack of funding has been a further challenge. As the numbers have increased, the costs have risen much faster than the income available. In 2017 the grade 8 exams for Central and South will not be managed centrally due to lack of funds
- The capacity of the exam setters and markers is also still below the capacity of those setting and marking exams when compared to the other regions. As a result, pass rates are less reliable. As an example, three years ago an international moderator, moderating marking across the three regions noted that English papers marked in Central South were being given marks at least 25%

[189] See learning outcomes sections in both the primary and secondary sub-sector chapters above.

higher than they would have been given in Somaliland or Puntland, in spite of clear and very similar marking guidelines.

The way forward for examinations. It is essential that the form four examinations continue to play their role, as a harmonising force within education, as a 'gold standard' that provides clear criteria against which passes are awarded and as the provider of a school leaving certificate that is respected throughout the region as criteria based and transparent that can be trusted by universities, employers and those international donors who may offer scholarships to high calibre candidates.

However, the formal summative exam model is very high cost. It may be necessary for the ministry to start looking for equally reliable, but lower cost models, especially at grade 8 levels where the stakes are less high. The Somalia education curriculum framework encourages the use of continuous assessment and other more formative modes of assessment. Such approaches need to be explored and alternative ways of assessing primary school leavers considered. Some form of question banks and formative assessment tasks developed by the exam board but delivered as school based assessments may be a more effective low cost long term method of assessment for primary and lower secondary assessment.

It should be noted that Puntland examination board has a much more sustainable model for financing exams with candidates paying USD 30 per form four student and USD 10 per grade 8 student. The system includes very transparent accounting of funds to parents – a tradition that goes back over twelve years when formal examinations were started in Puntland. Although this level of exam fees raises issue of access for the poorer students, any planning decisions related to examinations needs to look at the three models offered by Somaliland, Puntland and Mogadishu to identify sustainable ways forward.

Table 154. Sources of curriculum/learning materials in Primary School in Central South by region/state

State	Region	UNESCO	Somali	Saudi	Yemen	Kuwait	Egypt	Kenya	Sudan	Turkey	Pakistan	Other	Tot
Jubaland	Lower Juba	38	37	8	0	1	3	10	0	0	1	18	**116**
	Middle Juba*	50	3	2	0	0	0	1	0	0	0	0	**56**
	Gedo	98	93	3	0	2	3	12	1	0	0	9	**221**
	Total	**186**	**133**	**13**	**0**	**3**	**6**	**23**	**1**	**0**	**1**	**27**	**393**
Southwest	Bakool	50	59	5	0	0	1	4	0	0	0	6	**125**
	Bay	37	40	2	0	0	0	0	1	0	1	9	**90**
	Lower Shabelle	36	61	12	0	0	2	10	0	0	0	14	**135**
	Total	**123**	**160**	**19**	**0**	**0**	**3**	**14**	**1**	**0**	**1**	**29**	**350**
Hirshabelle	Middle Shabelle	29	82	6	1	0	0	0	0	0		8	**126**
	Hiiraan	90	87	5	1	0	1	3	0	1	0	11	**199**
	Total	**119**	**169**	**11**	**2**	**0**	**1**	**3**	**0**	**1**	**0**	**19**	**325**
Galmudug	Mudug	43	22	2	0	0	2	12	1	0	0	2	**84**
	Galgaduud	32	44	3	0	0	2	13	2	0	0	7	**103**
	Total	**75**	**66**	**5**	**0**	**0**	**4**	**25**	**3**	**0**	**0**	**9**	**187**
Banadir		n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South		**503**	**528**	**48**	**2**	**3**	**14**	**65**	**5**	**1**	**2**	**84**	**1255**
% of Total		**40.1%**	**42.1%**	**3.8%**	**0.2%**	**0.2%**	**1.1%**	**5.2%**	**0.4%**	**0.1%**	**0.2%**	**6.7%**	**100**

UNICEF Rapid Baseline Survey, 2016

Table 155. Sources of curriculum/learning materials used in Secondary Schools in Central South, by region/state

State	Region	UNESCO	Somali	Saudi	Yemen	UAE	Egypt	Kenya	Other	Tot
Jubaland	Lower Juba	0	7	3	0	0	0	6	1	**17**
	Middle Juba*	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Gedo	6	7	1	0	0	0	1	1	**16**
	Total	**6**	**14**	**4**	**0**	**0**	**0**	**7**	**2**	**33**
Southwest	Bakool	2	1	0	0	0	0	0	2	**5**
	Bay	2	10	1	0	0	0	1	2	**16**
	Lower Shabelle	10	23	7	1	1	0	4	3	**49**
	Total	**14**	**34**	**8**	**1**	**1**	**0**	**5**	**7**	**70**
Hirshabelle	Middle Shabelle	1	3	2	0	0	0	1	5	**12**
	Hiiraan	5	16	1	0	0	0	3	0	**25**
	Total	**6**	**19**	**3**	**0**	**0**	**0**	**4**	**5**	**37**
Galmudug	Mudug	5	8	1	0	0	0	5	0	**19**
	Galgaduud	6	16	0	0	0	1	4	1	**28**
	Total	**11**	**24**	**1**	**0**	**0**	**1**	**9**	**1**	**47**
Banadir		n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South Total		**37**	**91**	**16**	**1**	**1**	**1**	**25**	**15**	**187**
% of Total		**19.8**	**48.7**	**8.6**	**0.5**	**0.5**	**0.5**	**13.4**	**8**	**100**

UNICEF Rapid Baseline Survey, 2016

*It should be noted that the MOECHE believes that all secondary schools only use government curriculum and learning materials in schools.

Table 156. Sources of learning curriculum/learning materials used in ABE Schools in Central South, by region/state

State	Region	UNESCO	Somali	Saudi	Egypt	Kenya	Other	Total
Jubaland	Lower Juba	0	0	0	0	1	1	**2**
	Middle Juba*	n/a	n/a	n/a	n/a	n/a	n/a	n/a
	Gedo	0		1	0	1	1	**3**
	Total	**0**	**0**	**1**	**0**	**2**	**2**	**5**
Southwest	Bakool	0	6	0	0	0	7	**13**
	Bay	0	4	1			2	**7**
	Lower Shabelle	0	2	0	0	1	2	**5**
	Total	**0**	**12**	**1**	**0**	**1**	**11**	**25**
Hirshabelle	Middle Shabelle	0		0	0	0	2	**2**
	Hiiraan	0	2	0	1	1	2	**6**
	Total	**0**	**2**	**0**	**1**	**1**	**4**	**8**
Galmudug	Mudug	1			1		2	**4**
	Galgaduud	1			0	0	1	**2**
	Total	2	0	0	1	0	3	**6**
Banadir		n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South Total		**2**	**14**	**2**	**2**	**4**	**20**	**44**
% of Total		**4.5**	**31.8**	**4.5**	**4.5**	**9.1**	**45.5**	**100**

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Table 157. Sources of learning/materials used in Private Schools in Central South, by region/state

State	Region	UNESCO	Somali	Saudi	Yemen	Kuwait	Egypt	Kenya	Sudan	Other	Total
Jubaland	Lower Juba	2	17	7	0	1	2	4	0	53	86
	Middle Juba*	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	0
	Gedo	3	7	0	0	0	0	1	0	16	27
	Total	**5**	**24**	**7**	**0**	**1**	**2**	**5**	**0**	**69**	113
Southwest	Bakool	6	10	1	1	0	0	2	0	27	47
	Bay	2	20	7	0	0	0	1	0	23	53
	Lower Shabelle	0	15	1	0	0	0	2	1	18	37
	Total	**8**	**45**	**9**	**1**	**0**	**0**	**5**	**1**	**68**	137
Hirshabelle	Middle Shabelle	2	15	1	1	0	0	2	0	15	36
	Hiiraan	3	5	0	0	0	0	0	0	13	21
	Total	**5**	**20**	**1**	**1**	**0**	**0**	**2**	**0**	**28**	57
Galmudug	Mudug	1	14	0	0	0	1		0	11	27
	Galgaduud	4	6	1	0	0	1	2	0	14	28
	Total	**5**	**20**	**1**	**0**	**0**	**2**	**2**	**0**	**25**	55
Banadir Total		n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Central South Total		**23**	**109**	**18**	**2**	**1**	**4**	**14**	**1**	**190**	**362**
% of Total		**6.4**	**30.1**	**5**	**0.6**	**0.3**	**1.1**	**3.9**	**0.3**	**52.5**	**100**

UNICEF Rapid Baseline Survey, 2016

10.6 Quality Assurance Systems, Standards and Supervision

At present the Quality Assurance Standards and Supervision department (QASS) is responsible for curriculum, teacher training as well as supervision. It has at least two different sets of policy papers or guidelines. The first is the School Inspection and Improvement Manual which is accompanied by a training manual.[187] This manual includes a set of 8 quality indicators (QI's) for assessment and is addressed to supervisors. It follows a clear school improvement approach and inspectors have attended training in its use under CFBT. It is based on work and an approach carried out by Jackie Sinclair in Puntland and Somaliland for ICDSEA. It includes guidelines on how to assess and register private schools with clear criteria on the minimum standards required for such assessment.

In addition, the department also has a checklist for use in schools to collect data using the Minimum Standards Approach[190] and includes a check list of over 200 hundred items, which have to be ticked on a Yes/No basis. As a result there does seem to be some confusion within the Ministry as to how best to combine the two very different approaches and what approach to use for inspecting private schools. This potential conflict of approach and attitude is a classic example of two different international organisations providing guidance and tools for supervision but with a ministry that does not have the power or capacity to ensure a coordinated approach. Unfortunately, due to both insecurity and lack of funds very little supervision is carried out. In a recent workshop for supervisors, the only schools that participants had visited in recent months were those in Mogadishu, and then only in one area of the city.[191]

The management of quality assurance systems and the implementation of minimum standards of education is the responsibility of the Department of Quality Assurance. The Department wishes to use a combination of capacity building, inspections and external evaluations to achieve the desired outcomes of quality and reliable education. However, its structure remains unclear and at present there is no post of Chief Inspector nor anyone else holding an equivalent position such as Head Quality Assurance Officer. There have been discussions on terminology, and what term to use for the 'Inspectors'. It seems to have been agreed that they will be called Quality Assurance Officers. But, the Director of Quality Assurance is also responsible for curriculum development and teacher training so does not have the role of a traditional 'Chief Inspector. In addition, there is no clear line of management between the department in Mogadishu, i.e. the Federal Government and the departments in the different States.

Quality Assurance and School Supervision implementation and coordination challenges. While the overall framework and systems for conducting school supervisions and promoting quality standards appear sound on paper, supervision exercises conducted across Central South have experienced several challenges and in practice seldom take place unless funded by a donor. Primary among the challenges are:

1. Insufficient numbers of supervisors and supervisors without clear training or guidance for conducting supervision, including supervisors who are unfamiliar with the agreed tools.

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[190] COMPREHENSIVE QUALITY ASSURANCE CHECKLIST FOR SCHOOLS NOVEMBER, 2015 MOECHE Quality Department/ CfBT 2015

[191] MOECHE, School Inspection and Improvement Guidelines (2015) and School Inspection and Improvement Training Manual (2015)

2. No government operational budget to visit schools or conduct inspections. This insufficient logistics (e.g. vehicles, computers, etc.) and no regular school supervision except when dependent organizations such as UNICEF wish to conduct school census),
3. The checklist and the Handbook used for school supervision exercises needs alignment to ensure that supervision is not just a measure of minimum standards but includes clear program for school improvement. During school supervision exercises there were sometimes conflicting guidance provided from the different sources. The purpose of supervision has not always been clear. It has been successful as a data collection exercise conducted with UNICEF support but not as an exercise that will lead to any quality improvement.
4. Due to the focus on data collection many of the supervisors involved in the exercise spend less time on school supervision than was planned. For example, in some schools the teacher's classroom observations captured data on fewer than five teachers, and had no time for discussion with teachers or the students either to gather their views or to guide them on how to improve. Many of the supervision teams also failed to conduct any Focus Group Discussions with Community Education Committees (CECs), which could have provided information on Indicator 5 (community relations) from the school supervision.
5. In some regions, regional quality assurance focal points were inactive or did not exist. In such instances, the participation of regional authorities was not maximized and amounted to lost opportunities for strengthening capacities for education service delivery at decentralized level.

Challenges experienced with the implementation of school supervision activities highlight several critical deficits with the MOECHE capacity to exercise its quality assurance function at school level. As summarized in Table 158 below, these spring from: coordination and lack of clarity over roles between different levels of government and limited engagement of some regional offices, insufficient funds to carry out routine school supervision because of reliance on donor funding and limited allocations form the MOECHE budget As a result, while the overall approach and design of quality assurance systems are sound, the capacity weaknesses within Department of Quality Assurance has undermined effective implementation and the overall quality assurance role of the MOECHE.

Table 158. Summary of organizational capacity constraints – Quality Assurance and School Supervision

Issues	Implications
. Insufficient numbers of staff in place for schools supervision with no budget allocation from government.	. No visits can be undertaken unless funded by UNICEF, another donor, or an NGO via a donor-funded project. As a result, the ministry is not able to control any agenda connected to supervision
. Rural schools poorly covered by QA and school supervision	. No visits and insecurity means QAOs cannot travel there.
. Too many comprehensive frameworks for inspecting educational institutions which cannot be used uniformly by all inspectors across Central South	. Unclear to many inspectors as to what the aim of a specific visit. In addition, the ministry is unable to collect its own data or receive feedback on where improvements are needed or being achieved. QA department has limited authority over privately managed schools, with supervision activities thus far only extending to government-run

. Lack of strong regulatory powers to inspect and guide private schools.	facilities. This has undermined a comprehensive framework and only added to the ongoing fragmentation of the education system which, for all intents and purposes, remains unregulated as a result.
. The Department of Quality Assurance faces financial and infrastructure constraints	The department continues to face constrains in terms of the resources allocated. There are insufficient resources to enable supervision and QA activities to reach all schools. Supervision remains dependent on donor funding. Lack of government investment in this area undermines government ownership and accountability over effective implementation. Lack of supervision tends to further marginalize the most disadvantaged communities by not providing them with government supervision and quality assurance support.
. There has not been the provision of routine professional development, counselling and guidance to teachers through visits to schools or in-service trainings.	Continued Professional Development (CPD) and encouragement and counselling of teachers have not been rolled out by the Department of Quality Assurance. MOECHE has not developed guidance materials/resources that can be used by school managers that can be used on a day-to-day basis at school level. As a result, schools are not able to self-assess themselves.

10.7 EMIS, Monitoring and Evaluation

Commendable progress has been made over the past three years in developing a functioning EMIS system to support better monitoring of the progress made in achieving key education sector indicators. The use of EMIS was piloted in Benadir region from 2013-2015 and was scaled up in 2016 to cover most of the Central South regions. There are however still pockets of inaccessible areas in the Central South where the control of Al-Shabaab and general insecurity has made it impossible to collect data for the EMIS. Middle Juba in its entirety is not covered by the EMIS. This section reviews existing Education Monitoring Information Systems (EMIS) utilized by the MOECHE and identifies capacity weaknesses with existing systems, as well as progress it has made over the years.

MOECHE has used data software called Pacific Island Nation Evaluation Analysis Policy and Planning Leveraging Education Statistics (PINEAPPLES) since 2013. This is the primary software used to capture data collected from schools during annual school census surveys. It is based on Microsoft SQL Server technology and is compatible with Microsoft applications such as Microsoft Excel to perform statistical analysis and Microsoft Word to create and publish documents. The system was donated by the Australian government to the government of FGS through UNICEF.

To assess EMIS, the sector analysis employs a SABER-EMIS[192] assessment methodology which is built on four key policy areas essential to effective EMIS. The policy areas are:

1. Enabling environment
2. System soundness
3. Quality data
4. Utilization for decision making

An assessment of the EMIS, including the reliability of its findings was conducted. This included a review of the system against the four policies above and interviews with the MOECHE staff who had utilized the EMIS findings. A questionnaire was also circulated to the EMIS Unit staff to provide additional information for the analysis.

The EMIS unit staff interviewed were highly critical of the EMIS system in use. They have little trust in the security capabilities of the EMIS system and they also do not think that the system is providing up to date, consistent and accurate information. On the usability of the PINEAPPLE software, which is the architecture of the EMIS, the EMIS staff interviewed said that the system is not user friendly and does not allow users to correct mistakes easily.

[192] *SABER Education Management Information Systems Solomon Islands Country Report 2015. http://wbgfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/CountryReports/EMS/SABER_EMIS_Solomon_Islands_CR_Final_2015.pdf*

Table 159. Analysis of the FGS Education Management Information System (EMIS)

Policy Area	Component	Findings
Enabling Environment	Human resources	There is understaffing in the EMIS unit under the line authority of the Planning and Policy Department. An M&E department/Unit does not exist. The EMIS unit staff is responsible for manually entering information captured using paper-based questionnaires. They also generate data findings from the EMIS system based on ad hoc requests and through the Education Statistics yearbooks that are now produced on an annual basis with funding support from UNICEF. None of the EMIS staff had the requisite capacity to make modifications to the system or the questionnaire.
	Budget	There is no standalone government budget allocation dedicated towards EMIS operations for MOECHE. Much of the MOECHE activities are funded by donor organizations, with EMIS having been supported and funded entirely by UNICEF for several year. This is true for FGS Puntland and Somaliland. As such, investments into systems such as software upgrades, training and data collection via regular school census are potentially unsustainable or, at the very least, entirely donor dependent. This is particularly true if only one or two partners have prioritized improved data management and EMIS systems for investment as has been the case to date with only UNICEF providing any significant funding support. It also means that there is no real incentive for the Ministries to develop their own capacity or to plan their own priorities or to use the data collected to meet their or their communities' own prioritised needs.
	Data-driven culture	There is no policy document detailing how data accuracy can be verified within the MOECHE. School principals, who are the chief sources of data from school level, do not have a means through which to verify that the data provided in printed questionnaires format is entered correctly into the EMIS. Nor does there exist a policy document detailing how EMIS data will be expanded to capture information for missing education Subsectors such as ABE, TVET or ECCE (with ECCE and TVET being major data gaps in the current EMIS). This also results in these areas receiving lower priorities when planning just because the data has ignored them.
System Soundness Quality Data	Architecture and data coverage	The school questionnaire used by the MOECHE is designed to collect basic data on students, teachers and schools. Relevant non-educational databases such as workforce (especially to inform TVET policies) and internship data are not collected, neither are they linked with the EMIS. In addition, there is no clear link between data collected through standard school supervision visits and the data analysed when measuring needs, progress against indicators or prioritising areas for improvement. The only time that data from QAS department visits is fed into the EMIS system is when visits are specifically for data collection. Common IDs for teachers, subjects and schools, among others, are not used in a consistent fashion, which would help data integration and support more reliable data analysis. Combined with the use of multiple databases, this creates risks of data errors and incorrect data analysis. Additionally, many key educational indicators for primary and secondary are not captures by school census activities, particularly in relation to efficiency indicators such as repetition and drop-out, and learning outcomes of children.
	Data analytics	PINEAPPLES is capable of performing basic tabulations in Microsoft and Excel. The system produces pivot tables and pivot charts using the EMIS data to conduct descriptive analysis, tabulations and identify data relationships. Data can be disaggregated by parameters of gender, school types, regions and districts. Ratios are also calculated, such as teacher-student ratio. However, at present no advanced simulations and projections are performed by the EMIS, such as projecting enrolment rates for the next five years. The lack of advanced data analytics is supplemented by performing analysis with Microsoft Excel spread sheets. It has typically been the case that external consultants will

		perform data analysis for the MOECHE once all data has been entered into the system. This limitation therefore may be more a result of staff capacity than a fault within the actual PINEAPPLE system.
	System flexibility	PINEAPPLES is a standalone desktop application that has not been integrated with other systems within the MOECHE. As it is difficult to upgrade the system the MOECHE is constrained in its ability to adapt the system to emerging needs and align with other data collection efforts. While using the same data gathering tool has benefits related to comparability of data over time, it is common that minor adjustments to tools are made from year-to-year to capture additional data deemed important based on changing circumstances.
	Serviceability	Compiling data into EMIS is a lengthy process and can involve duplication of information and data errors. There are few EMIS staff tasked with compiling and inputting questionnaire data. As a result, data entry takes several days. The manual data entry also exposes the process to error due to fatigue of EMIS staff.
	Methodological soundness	The annual school census questionnaire contains data on students, schools and teachers. The questionnaire is a 21-page paper-based survey (not updated since 2011). Data collection takes a minimum of 5 days if school principals are gathered in a central regional location to complete the survey. Alternatively, if questionnaires are delivered to school principals by REOs and DEOs the process takes more time and reliability can vary. Once completed, questionnaires are sent to the ministry for data entry.
	Accuracy and reliability	There does not appear to be any mechanism to minimize data errors throughout this process. The manual questionnaire does not enforce skip logic, consistency checks or basic data validation. Data inconsistencies are identified when data is entered into the system, with data verification at that point being difficult and requiring school principals to be contacted directly, which is not always possible. Additionally, there are no validation mechanisms at regional levels to monitor the quality of data entered into the questionnaires. However, the EMIS has the capability to flag data outliers.
	Periodicity and timelines	The turnaround time between data collection and dissemination is long. Data entry takes an average of 45 days while the data collection takes a minimum of 5 days under the best of circumstances. Time required for data analysis varies and is dependent on an external consultant brought into FGS to perform the analysis. The absence of enforceable policies relating to timelines within which school principals should submit their completed survey forms also adds to the time for completing analysis. Infrastructural issues also contribute to delays as REOs and DEOs can only visit a limited number of schools per day given the road network, transport challenges and security risks within rural FGS.
Utilization for Decision-making	Openness	EMIS data is currently accessible only to the central government MOECHE and the donor organizations supporting the education system. The public only has access to the EMIS outputs through the annual ESY report, which is normally published after the data collection exercise. Local education authorities do not have access to data and consequently cannot use the information to improve school performance through effective 'feedback' loops.
	Operational use	MOECHE uses EMIS to publish and disseminate the annual ESY. The report is used by MOECHE to assess the progress made in achieving the set priority objectives as laid out in the ESSP. Donor organizations use the report to assess progress of the sector and also objectively measure the impact of their interventions
	Accessibility	The ESY is distributed to a limited number of institutions, most being education stakeholders, MOECHE and donor organizations. There is no online platform where reports can be accessed. Potentially one of the most powerful benefits of EMIS data is usage at school level to improve performance for learners but at present this is not feasible, thus losing one of the EMIS's most effective tools for driving improvement

EMIS summary points. The MOECHE has made significant progress over the past few years by establishing an EMIS system where no functioning systems were previously in place. The MOECHE now collects school data on an annual basis and produces statistical yearbooks which are used by many partners for assessing performance of the sector and their respective programmes. There is now a high level of commitment within MOECHE to strengthen monitoring of results with a growing appreciation of the role that data has for improved planning and for achieving results in education by helping to set priorities and to develop relevant and targeted services for the most disadvantaged.

10.8 Summary Findings and Recommendations

Key findings

- ***MOECHE capacity to deliver services.*** Administrative structures of the MOECHE, having only been established a few years ago, and was started from virtually scratch. As a result capacities, especially staff capacities to delivery services, remain very low.
- Poor alignment of strategies and targets across different administrative levels (Region, State and Federal) remain an issue, especially between States and the central Ministry.
- There is limited infrastructure in place to support the organizational capacity of the MOECHE (offices, vehicles, computers, and logistics).
- Transparency, accountability and financial utilization capacities of the MOECHE remain low at all level, especially at State and Regional levels, which undermines its ability to effectively absorb and deliver activities.
- Skills training for MOECHE personnel has been entirely dependent upon donors and typically funded through 'project-based' approaches. This has undermined a coherent government-led system strengthening approach, with most beneficiaries of training being drawn from the federal level.
- Less than 1% of all MOECHE personnel are paid from the government budget (this includes teachers, ministry officials and other officers from the ministry).
- ***Decentralization and Federal-State relations***. Challenges exist with agreements on the specific form of decentralization to be applied in Central South and this continues to impact upon clear delegation of authorities and roles and between different levels of government. State administrations, for example, often seeks donor funding directly from external sources while the federal government views this as their role and not the role of the States.
- While MoUs exist between the federal level and the state MOECHE units, clearer accountabilities and roles need to be clarified based on exact form of decentralization to be applied with legislation passed and agreed and details as to how this should apply to individual departments such as QAS and planning.
- ***'Private schools'***. The majority of schools in Central South are classified as 'private', though this category tends to misrepresent the real nature of 'private' schools in Central South. Only a very small proportion of schools are 'for profit', while the majority are a mixture of 'community-run' schools and those established by influential members of the Diaspora and philanthropic interests to fill the vacuum of education services left by the failure of the Somali state following 1991.
- The majority of 'private' school are found in urban and more accessible areas, but those with the greatest coverage in areas with greater security risks have tended to be 'community run'.

- Currently there is no strong policy framework to link all private schools under the overall authority of the Ministry or in specifying the role of the Ministry as central to guarantying minimum standards and quality improvement. It is essential to establish the ministry's role in inspection and certification of private education institutions to advance and harmonize the education system.
- ***Curriculum***. Recently completed national curriculum frameworks have been an important development for the FGS to harmonize learning within the sector and ensure greater relevance of education for learning. However, the challenge now is to ensure that the framework is universally adhered as a unifying instrument by all institutions and that schools have the resources to implement it and the ministry has the resources to monitor that implementation.
- However, insufficient government funding has meant that the curriculum framework has yet to be applied effectively at school level due to the continued use of learning materials from other sources and countries. Importantly, not all learning materials currently used in schools are aligned to the curriculum framework and, in the worst cases they may promote messages of intolerance, hate, bias and potentially incites violence against groups.
- The use of multiple languages of instruction in schools has also potentially created barriers to children's learning, particularly as few learning materials are available in the Somali language even though Somali is the most effective language of instruction for Somali learners. This is also a feature of the
- Assessment systems based on the new national curriculum framework have not been fully developed and the implications for assessment at school level will involve considerable training.
- ***Teachers***. Teacher training systems (both pre- and in-service), already poorly developed with a minority of teachers being qualified, have yet to be strengthened and aligned to equipping teachers with skills and resources to effectively implement the new national curriculum framework.
- Teacher training systems currently in place are largely driven by development partners and, as a result, highly fragmented and not based on standardized competencies and quality standards as they are evolving in government policy documents (which themselves need to be further strengthened and aligned into a coherence package).
- ***Quality Assurance Systems.*** At design level the MOECHE has in place several important and well thought-out quality assurance mechanisms covering 'external and internal evaluations', 'Quality Improvement Officers', 'Quality Improvement Managers' and 'Quality Improvement Coordinators'.
- However, insufficient budget allocations for 'investment expenditures' has meant that these mechanisms have remained poorly developed with few officers in government receiving any training on these mechanisms. This gap is particularly acute at State and Regional levels. Few officers are actually in place to operationalize Quality Assurance mechanisms within the MOECHE, and there is virtually no operational budget to support the actual implementation of Quality Assurance activities.
- School level supervision and quality assurance activities are also not implemented effectively for reasons outlined above. As a result, little support is provided to head teachers or teachers in schools to improve the quality of learning and teaching via government QA systems.
- Given the lack of a coherent policy to regulate the different types of private schools, there have also been challenges with regulating the quality of private schools and access to high risk geographic

locations has further undermined the ability of the MOECHE at all levels of administration to regulate the quality of services across the overall education sector.

- ***EMIS***. The government has made strong progress over the past few years at implementing a functional EMIS system, which has been a commendable achievement. While weaknesses exist, the government is now able to publish annual statistical yearbooks for the education when previously no such data existed. The MOECHE now collects school data on an annual basis and produces statistical yearbooks which are used by many partners for assessing performance of the sector and their respective programmes. There is now a high level of commitment within the MOECHE to strengthen monitoring of results with a growing appreciation of the role that data has for improved planning and achieving results in education by helping to set priorities and develop relevant and targeted services for the most disadvantaged.
- However, EMIS activities are entirely dependent upon external donor support and has, on the whole, been implemented on a minimal budget over the past few years.
- There has been insufficient capacity development in terms of training of personnel and system strengthening at either at either State or Regional levels and thus there has been no improvement in the coverage or quality of EMIS overall.
- A clear policy framework for EMIS has yet to be developed by the MOECHE which can lead to parallel systems of data gathering being conducted at federal and state levels and which can be integrated (e.g. teacher tracking).
- Currently software used for EMIS is not perceived as 'user-friendly' by ministry staff.
- There are no effective 'feedback loops' in place to ensure that EMIS data is shared with State/Regional official and with schools. This undermines the usefulness of data which should be used to address identified weaknesses with delivery education services at school level.
- Adaptability of the EMIS software system is problematic, for example questionnaires used for annual school census exercises have not been adapted since 2011.
- Maintenance and support for updating or troubleshooting the PINEAPPLES software is difficult as the MOECHE does not have a direct link to the vendor.
- The current EMIS only captures data for primary and secondary schools, thus excluding important areas such as ABE, ECCE, and TVET.

Key Policy Options and Strategies to address cross-cutting issues

- ***MOECHE capacity to deliver services.*** Donor-funded technical advisors and government personnel funded by donors/development partners should be employed on a performance-basis with monthly reporting on deliverables and results achieved in order to improve the efficiency of these high cost inputs.
- **Federal and State levels**: ESSP priorities and strategies from Region, State and Federal levels must be fully aligned and work toward achieving common NDP indicators across the States.
    - **Federal and State levels** Strengthen transparency, accountability and budgeting systems as well as government infrastructure to deliver and manage education services more effectively (see Chapter 3 for details).

- **Federal level**: Sustainability strategies need to be identified and actioned by the Ministry of Finance to ensure, at a minimum, a core of critical staff at all administrative levels can be retained without donor funding support.
- **Federal and State levels**: To achieve this, expectations of 'top up' incentives for officials/personnel already on government payrolls should be abolished to ensure a greater number of personnel can be retained in the sector with or without donor funding support.

- ***Decentralization and Federal-State relations***. As a matter of urgency the existing MoU between Federal and State levels outlining roles and responsibilities should be drafted into law and specifically determine the form of decentralization to be applied in Somalia. The law will clearly articulate legal divisions of authority, accountability and roles across different levels of government.
- **Federal level:** Training and 'awareness raising' packages should be developed to implement decentralization laws including training on implemented different accountability relevant to different levels of government.

- ***'Private schools'***. A clear policy and regulatory framework should be finalized to ensure 'private' schools will come under the authority and standards framework for the education sector including Quality Assurance functions of the MOECHE and adherence to the Curriculum Framework.

- ***Curriculum***. See Chapters 6, 7, 8 and 9. A massive effort and investment is required to implement the recently completed national curriculum framework across all schools with corresponding learning materials and textbooks, together with training and resource materials made available for teachers and costing to achieve these objectives.
- There will need to be additional support to the exam board to ensure transparent and improved examinations, even in security sensitive areas. Key areas of expenditure will include expenses in supervising exams, in secure setting and printing or exams and in improved capacity of key examination staff to set, mark and administer examinations that are assessing a competency based curriculum.
- **Federal level**: FGS should pass legislation that specifies that only materials that are consistent with, and have been approved for use to deliver the new curriculum can be purchased for schools using public money.
- **Federal and State levels**: Quality Assurance systems will need to be developed and implemented to ensure all learning materials, textbooks and teacher guides adhere to 'conflict sensitive' criteria and promote equity, inclusion, gender-sensitivity and cultural, political and religious tolerance and are free of any messages of hate or incitement to violence (also see Chapter 3).

- ***Teachers***. Develop an integrated teacher training system covering in-service and pre-service certification of teachers in partnership with local universities. Clear quality standards and desired competencies should be fully detailed including Teacher Codes of Conduct.
- **State level:** Teacher training programmes/approaches should utilize new technologies (e.g. tablets) with pre-programmed lesson plans and teaching resource materials, particularly for teachers in rural or remote areas.

- **State level:** NGOs/INGOs providing training to teachers should be required to utilize training materials (once available) that have been endorsed by the government and that support and are compatible with the approach of the new curriculum and will lead to teachers acquiring the learning/teaching competencies they require.

- **Federal and State levels**: Pre-service training programmes leading to teacher certification/qualification should be embedded in higher education institutes and Vocational Training Centers (the latter relevant for ABE teachers). Many universities have established a specific faculty for teacher training and teacher education (see Chapter 12) but these need to be more closely in partnership with the Ministry running courses approved by the Ministry.

- ***Quality Assurance Systems.*** Existing QA frameworks and tools should user-friendly focusing on key quality indicators with inbuilt methods for teacher and school improvement rather than just checklists that measure the status quo. Such methods should include clear action plans with timelines for implementing identified improvements. This should then be tied to Quality Assurance Officers' training materials that can be rolled out by the MOECHE. Tools should be piloted before they are finalized and, once refined, scaled up across all State and Regional offices to support QA improvements across all schools and across all states.
- It is essential that the ESSP plans for the provision of core funding that will support federal government's provision for supervising schools of a regular basis with a clear policy and approach as to the purpose of school supervision. This policy and purpose needs to be wider than just the collection of data or measure of minimum standards.
- The department needs to be restructured in a way that will separate supervision from exams and curriculum to avoid the inevitable conflict of interest that arises and to ensure that supervision receives sufficient priority.
- A clear line of management with policies on how far and in what forms the schools supervisions at State level feed into the federal government so that at both levels there is consistency and so that the federal government receives reliable and consistent feedback on both data and priorities for improvements.'
- That a legal framework and a regular policy framework is established and funded to ensure that the Federal ministry can supervise private schools to ensure that they deliver the Curriculum Framework and maintain minimum standards of education, providing value for money for their community
- **State level:** QA processes should give greater attention to including CECs for data gathering and quality assurance processes in schools as well as well as providing cost-effective contracts to local NGOs to conduct routine monitoring and quality improvements in difficult to access areas or those facing security risks.
    - **State level:** Local governments (State and Regional levels) should explore partnerships at local level to generate additional revenue to support the implementation of QA functions as well as looking at how modern technologies can be used to support remote QA.

- ***EMIS***. Develop an overall EMIS policy that establishes quality guidelines and roles and functions of different levels of administration.

- **Federal level:** During the design phase of the incoming ESSP, ensure that indicators, targets and means of verification are realistic and achievable and logically tied to sector objectives.
- Adapt or replace current EMIS software with global software tools developed by UNESCO and ensure its application across all of Somalia.
- Specific training should also be provided to EMIS officers at State and Regional levels to improve quality of annual School Census activities.
- The MOECHE should allocate sufficient budgetary resources to improve upon EMIS systems pending a decision on which technical option to adopt for EMIS improvement.
- Data collection tools should be updated to better fit with conditions of FGS and include important information that is not being captured via the annual school census.
- **Federal level and State levels:** Data collection tools used by the MOECHE should be rationalized and integrated to avoid duplication and data analysis errors.
- **Federal level and State levels:** Develop a communication strategy for EMIS that can be used to share results with communities and schools and to also help advocate with government to increase budget allocations to the education sector.

11. Chapter 11 – Higher Education

Higher Education is an indispensable element for a developing nation as it fosters social and human growth, empowers citizens with the necessary competencies for working together, and with an awareness of shared values and belonging to a common social and cultural space. In post-conflict nations, however, higher education plays critical role in the development and strengthening of stable, peaceful and democratic societies. Higher Education has the potential to bring divided societies together.[193]

11.1 Public Institutes of Higher Education (IHE's)

As shown in earlier chapters, Somalia is characterized by poverty, high illiteracy rates, low participation rates in higher education, huge capacity gaps, and high unemployment among youth. In this context there is a high demand for higher education. For the immediate post-conflict Somalia, higher education is considered a public good that should stimulate development and boost social justice through increased access to knowledge, resources, skills and capabilities. Furthermore, public higher education can widely encourage post-conflict recovery strategies including re-pooling human capital depleted by war and displacement, research on local social and developmental challenges, and long-term sustainable approaches to capacity development.

For Somalia, a process of public higher education for the masses is critical to post-conflict recovery and peacebuilding. Faced with high youth demographic, Higher education, particularly public education, plays a crucial role increased capacity for improvement of livelihoods and development of innovative approaches to problem solving.

Without a strong and sound public higher education system and institutions that can provide quality education, Somalia will struggle to develop from fragility and arrested development to full recovery and a thriving socio-economic society. Somalia National University is one of the more vibrant public institute of Higher Education in South Central Somalia.

Table 160. The role of public Higher Education: Somali National University

As shown in Chapter 2, approximately 70% of all Somalis are 30 years old or younger, arguably one of the youngest populations in the world. Unfortunately, for more than two decades, young Somalis have been trapped in a seemingly endless cycle of intractable violence, both as active participants and routine victims. Inequality, marginalization, and exclusion are widespread and increasing, with little or no hope about the future. In an environment where a whole generation has been born and socialized by the logic of 'guns and boots' instead of 'books and pens' it would undoubtedly take quite a long time to transform the minds of the population from the culture of war and violence, to one that promotes tolerance and

[193] Unfortunately it is also the case that many graduates of higher education have tended to be those most motivated and often found in high numbers among 'boat people' or those seeking refuge in European countries in hopes of finding a better future where employment and business opportunities are better.

peaceful co-existence among all the different groups in Somalia. Today, more than ever, the demand for better and relevant public higher education with appropriate infrastructure has never been higher.

The rebuilding and expansion of the Somali National University will have an everlasting positive effect because of the following reasons:

a) A government run University is a symbol of the return of peace, stability, normality and the end of the civil war;

b) It builds the morale, the confidence and the self-esteem of the Somali youth who will see it as the renaissance of the lost hope and the road to a brilliant and splendid future.

c) It will induce and encourage many young people to stay at home and seek better life instead of perishing in the oceans and deserts.

d) It will contribute to the production of young and well educated and skilled labor force that will be the backbone for the restoration of the Somali state and its future economic development.

11.2 Privately Run Institutes of Higher Education (IHE's)

Somali National University, which first opened in 1954, now has faculties in medicine, engineering, law and education among other and was the first University in Somalia and the only higher education institution in the country public or private prior to the collapse in the 1990's. Since the collapse of the state, many privately run higher education institutions have opened up and put great efforts to establish faculties and specializations that were not previously available.

As a result of this expansion by 2013 there were 44 universities recorded across the whole of Somalia including Puntland and Somaliland[194]. Now, in 2017 there are 54 institutions that have registered themselves as Universities within Central and Southern Somalia alone, a majority in Mogadishu. If one was to include universities in Somaliland and Puntland then this number would probably double. It is not possible to obtain reliable statistics for all the universities or pseudo universities. Thus, the statistics below are based the statistics recorded in 2013 by HIPS or, for 2016, based on the most reputable 10 institutions in Central and Southern Somalia.

The quality of education offered by these institutions varies and the Ministry of Education is in the process of trying to authenticate higher education institutes into the following categories:

1. University – 4 year college degrees with several faculties
2. Community or City College – 4 year college with limited faculties
3. Institute – Diploma issuing institute specializing in a particular field
4. Adult Education Program- Literacy and numeracy education for adults

However, the numbers involved and the rapidity with which they open and close makes this a very difficult task. In addition, there is no real criteria that the Ministry can use to decide what a university is and what

[194] Heritage Institute for Policy Studies, (HIPS) 2013

is a valid degree course. The Table below shows the most prominent of the Universities with a breakdown of student numbers and the gender divide.

Table 161. University Enrolment by Gender of Top 10 Universities

Name of Institution	Male		Female		Total
	Number	%	Number	%	
Banadir University	735	71.4%	294	28.6%	1,029
Plasma University	556	43.4%	724	56.6%	1,280
University of Somalia	1,101	73.0%	407	27.0%	1,508
Livestock Training & Animal Husbandry	40	66.7%	20	33.3%	60
Horizon International College	132	61.7%	82	38.3%	214
SIMAD University	2,134	84.6%	388	15.4%	2,522
Mogadishu University	2,814	68.9%	1,273	31.1%	4,087
University of Southern Somalia	172	62.3%	104	37.7%	276
Indian Ocean University	412	76.2%	129	23.8%	541
Islamic University	329	65.1%	176	34.9%	505
Jazeera University	118	64.8%	64	35.2%	182
Merka University College	144	63.7%	82	36.3%	226
Central Hiran University College	84	73.7%	30	26.3%	114
Hiran University	**51**	69.9%	**22**	30.1%	**73**
Total	8822	69.1%	3794	30.9%	12341

University enrolment in Somalia reveal significant inequalities between male and female learners. Of the about 14,000 leaners enrolled in institutes of Higher Education listed above, only 31% are female. This mirrors a similar inequality in Secondary Schools. Greater inequalities can be seen in Universities such as Simad where only 15% of the learners enrolled are female. It is encouraging to see that Plasma University has more female than male enrolled. Provision of equal access to education and training services for either gender promotes equal opportunity

Table 162. University Faculty and Administration by Gender and Qualification

Function		Male	Female	Total	Education Level				Total
					Diploma	Bach	Mast	PhD	
Administration Staff	**No**	219	25	244	0	179	50	15	244
	% of Total	89.8%	10.2%	100.0%	0.0%	73.4%	20.5%	6.1%	1
Teaching Staff	**No**	705	41	746	22	437	233	54	746
	% of Total	94.5%	5.5%	100.0%	2.9%	58.6%	31.2%	7.2%	1
Other Staff	**No**	233	51	284	N/a	N/a	N/a	N/a	N/a
	% of Total	82.0%	18.0%	100.0%	N/a	N/a	N/a	N/a	N/a
Total		**1,157**	**117**	**1,274**	**22**	**616**	**283**	**69**	990

The Higher Education (HE) sector is relatively new in the Federal Republic of Somalia and thus has received a low priority in terms of planning and policy making. As a result, data on university education in Somalia is extremely limited due to lack of regulation of institutions and insufficient Ministry involvement. Neither the IESSP (2013-2016) nor the EMIS Statistical Yearbook (2015-2016) makes mention of the HE Subsector of education. It is therefore worth noting that the information herein is derived from other sources, most of which dates back to 2013.

11.3 History of Higher Education in Somalia

The public university sector was totally destroyed during the civil war and all equipment looted. Currently, whilst there are about fifty four private higher education institutions operating in Central South Somalia, there is no public university in the country. In contrast, before the civil war, all higher education institutions were public, free and managed by the Government[195].

Although the main Campus of the Somali National University was extensively destroyed, it was under reconstruction in 2013. The Directorate planned to reopen the University with initial Faculties of Education, Veterinary Science, Agriculture and Medicine at the earliest in September 2013 but in reality it finally opened in 2014. It was proposed that the opening of the SNU would facilitate the provision of fair, affordable and high quality education that is comparable with the international standards. It would also expand access to higher education since currently as many as 75-80% of Somali young people cannot afford private university education.

11.4 Policy Objective

Privately owned higher education institutions run their own programs and are subject to no regulatory or quality control by the Directorate of Higher Education within the Ministry. The Directorate does not know whether they are running relevant education programmes or not, or what selection criteria are used when offering candidates places on their various programmes. Nor does it know what criteria are used on pass-marks, graduation and final qualifications. The Government clearly needs to re-establish a policy and regulatory control of these institutions including clear criteria and minimum standards to be achieved. According to MOECHE technical working groups, regulations governing the establishment of a Bill was drafted by the Commission for Higher Education was never really established. This Commission for Higher Education however, was never under the control of the Ministries but was funded by the EU and set up by CFBT with assistance from Nairobi University and was a networking organisation for sharing knowledge and systems between the universities of Puntland, Somaliland and Central and South. It was instrumental in also involving the African Virtual University, establishing stronger internet and virtual courses, but always under a voluntary code of conduct with very little genuine sharing of information or standards.

The Directorate of Education in Mogadishu now wishes to ensure the relevance of academic programmes by matching skills acquired by higher education graduates to the needs of national development and the job market. In addressing these, the government has identified the need to prepare measures to initiate access to quality higher education by establishing an effective higher education policy and strategic framework aimed at facilitating both the development of the sector and the means to ensure a balanced

[195]IESSP 2013-2016

supply of qualified human resource personnel. Once the HE Policy has been agreed, a number of costed strategic options to direct and inform current and future investment in the sector will be developed. In addition, the development of a quality standards framework together with a number of strategic options regarding current and future funding and the role of private investment is proposed.

However, it remains important that this framework is developed in cooperation with the lead universities in all three regions so that the framework can build on work already carried out and that established universities become partners in this development, and have a sense of ownership and commitment to the process rather than seeing it as a set of rules imposed by the ministry. At this level, it is especially important to engender cooperation between the most senior universities, i.e. Amoud University and Hargeisa University in Somaliland and East African University and Puntland State University (PSU) in Puntland if a genuine and strong Higher Education system is to emerge.

11.5 Overview of Higher Education Institutions (HEIs): A comparative Study across Somalia[196].

Given the fact that only one university existed in the country (located in Mogadishu with approximately 4000 students) prior to the collapse of the state in 1991, growth patterns across Central South, Puntland, and FGS in the last two decades have been remarkable. The absence of a strong central government in Somalia and the limited capacity of regional authorities have naturally led to the privatization of social services including education (Bradbury, 2008, 197). Consequently, the growth in the private provision of higher education sector may have changed the view of higher education from a public good to a tradable commodity and thus encouraged more private players into the higher education market.

Higher education institutions have proliferated in Somalia during two decades of civil war. More than 50,000 students are attending some 50 universities across central and southern Somalia. This exponential growth has happened largely without government oversight and quality control. Research and publications capacity is almost non-existent. Teaching capacity is low. Universities lack adequate facilities such as science and computer labs. Most rely almost exclusively on student fees to fund their operations. If the next generation of Somali graduates is to contribute towards the reconstruction of the country and compete with returning members of the diaspora in the job market, the quality of service provided by higher education institutions must improve.

In the absence of central government, local communities, Islamic non-government organizations and the Somali diaspora have spearheaded efforts to develop the higher education sector, even as conflict raged through the country. Between 2004 and 2012 alone, 34 higher education institutions were established.

With very little money to contribute and severely limited by lack of human capacity, the government has had little choice but to allow the private sector to dominate the provision of education. While universities and colleges may register with regional governments when they first open, there is very little further interaction with authorities. Many institutions are governed by self-established local education associations. Others claim to be entirely independent of any oversight. In Somaliland, the government does contribute

[196]Abdi Aynte. (2013). The State of Higher Education in Somalia: Privatization, rapid growth and the need for regulation.
[197]Bradbury, M. (2008). Becoming Somaliland. Oxford: James Currey.

a small amount to the university but this has not led to them having any significant control and the universities remain dependent on self-regulation with the respective senates being the decision makers in terms of their regulations and standards.

11.6 Enrollment

The total number of students across all 44[198] universities as of June 2013 was estimated at 51,471. The highest number of these students were enrolled in universities in South-Central (25,147), accounting for 49%; followed by Somaliland (18,223) at 35% and then Puntland (8,101) at 16%. The top university with the highest number of students was at that time Mogadishu University (10.2%). However, these figures have all expanded considerably since then and Somali National University has become a major player.

Qualification of Teaching Faculty

The total number of lecturers across all Somali universities stood at 2501 in 2013, making the overall student-lecturer ratio approximately 21:1. The number of lecturers across the universities varies. Moreover, since the number of lecturers in not disaggregated by faculty, student-lecturer ratio is not a good indicator of students experience in different faculties.

Table 163. Number of lecturers in the ten largest institutions in Somalia and Somaliland.

HEI	Students	Lecturers	Student/lect. Ratio
Mogadishu University	5240	292	18:1
University of Hargeisa	4000	200	20:1
University of Somalia	3912	134	29:1
Amoud University	3887	212	18:1
SIMAD University	3765	165	23:1
Gollis University	2778	25	111:1
East Africa University	2700	91	30:1
Plasma University for Science & Tech.	2693	105	26:1

Heritage Institute for Policy Studies, 2013

Qualification of lecturers/ Research capacity. The HIPS reports that among the 2,501 lecturers at the forty-four institutions it surveyed, 39% were reported to have Bachelor's degrees, 50% were reported to have Masters degrees, and the remaining 11% were reported to have PhDs (HIPS 2013[199]). Only 15 of the 44 surveyed institutions reported being engaged in any publishing activities. None reported being involved

[198] Heritage Institute for Policy Studies. "The State of Higher Education in Somalia: Privatization, Rapid Growth, and the Need for Regulation", 2013

[199] Heritage Institute for Policy Studies. "The State of Higher Education in Somalia: Privatization, Rapid Growth, and the Need for Regulation", 2013.

in any research activities. The absence of research capacity is exacerbated by the lack of meaningful research links and relations with other institutions in the region and beyond.

Table 164. Distribution of lecturers' qualifications in the eight largest institutions in Somalia.

HEI	PhD	Master's Degree	Bachelor's Degree	% with PhD
Mogadishu University	46	181	65	13%
University of Hargeisa	3	10	187	10%
University of Somalia		864	44	5%
Amoud University	10	146	56	6%
SIMAD University	16	99	50	7%
Gollis University	8	11	6	5%
East Africa University	11	52	28	4%
Plasma University for Sci. & Technology	15	40	50	10%

Heritage Institute for Policy Studies, 2013

11.7 Infrastructure and programs

There are serious concerns that without regulation the quality of education received at Somalia's higher education institutions may fall far short of international standards. Somalia's graduates may, as a result, be ill-prepared to enter employment with qualifications that are unlikely to be recognized beyond the country's borders. There are significant concerns that many students are not receiving a decent higher education and so are not sufficiently competitive in the workplace, with university operators keener to make money than to raise education standards. An alarming number of education institutions exist without a library, without computer or printing facilities, and without scientific laboratories. Many institutions operate without adequate libraries; of the surveyed 44 institutions only 28 confirmed they had a library with the number of books ranging from 300 to 50,000. In addition, two institutions reported to have e-libraries and one institution reported to have online subscriptions to academic journals. 32 of 44 universities from across all of Somalia that were surveyed reported to have at least one computer laboratory with printing facilities.

Distribution of students across faculties. There is a worrying concentration on specific disciplines with approximately one third of all students enrolled in information technology (IT) and business administration courses. As the country enters a new phase of post-conflict reconstruction, there is an increasing need for qualified doctors, lawyers, engineers, and teachers. Given that 68% of all surveyed universities (in 2013) offer computer-related degrees, it is no surprise that 15% of all students registered in universities across South-Central, Puntland, and FGS are registered in computer-related fields. Approximately 30% are registered in variants of Social Sciences and Business Administration. Public Health and Law (Sharia) are the other popular faculties with approximately 14% and 13% of overall students respectively. Of the reported 51,471 students, approximately 44% are enrolled in computer-related courses, and variants of business administration and social sciences courses. The implication here is that upon graduation these students will enter the labour market with similar skills which may reduce their ability to secure employment. The actual courses offered are dictated by costs rather than the needs of the economy. Thus, business

education is a relatively cheap course to offer. However, science, medicine and engineering, all greatly needed by the community, are all much more expensive courses both in terms of equipment and in terms of finding skilled lecturers.

11.8 Financing

Of the 22 institutions surveyed in Central South, 14 reported depending fully on student fees for their funding. The remaining eight funded part of their operations through external aid (international NGOs, the diaspora, and Islamic NGOs). No institutions in Central South reported receiving government subsidies, though since then it is reported by government officials that SNU now receives at least some minor level of support. The situation in Somaliland is different. Although all institutions surveyed depended on student fees for a large percentage of their operational budget, all but one (Admas University) receive government subsidies. These subsidies ranged from 3% and 20% of their operational budget, although the majority falls between 3% and 5%. The situation in Puntland is similar to that of Central South where six of the nine surveyed institutions receive government subsidies ranging from 5% to 70% of their operational budget.

11.9 Governance

Beyond the initial registration process, there is a limited relationship between local authorities and HEIs. The surveyed institutions reported that although communication channels exist, federal and local authorities have little oversight on the day-to-day activities of HEIs[200]. When asked who governed the higher education policy in their respective regions, 20 of 44 of the surveyed universities stated that they are governed by local education associations and umbrella organizations. These institutions are independent private organizations with no policy guidance or orientation from the local administrative authorities in the areas in which they operate. Policy and other administrative and management tasks come under the jurisdiction of institutionally mandated committees including the university senates and councils composed of founders, investors, and other stakeholders appointed on specific interests that fulfil the objectives of the institutions in one way or another[201.]

11.10 Teacher Training and Certification

Somali National University (SNU) has been playing a central role in the training and certification of teachers[202]. Through the programme Elmidoon (seeking knowledge) funded by the European Union, primary and secondary school teacher trainees are enrolled in SNU for in-service teacher training course for trainers of teachers based on the SCOTT materials. SNU has enrolled 230 students under this program which finishes in August 2017.

Table 165. Profiles of the Participants of the Elmidoon teacher trainees program at SNU

Primary School			Secondary School	
Region	**No**	**%**	**Region**	**No**
Middle Shabelle	30	17.6%		30

[200] Heritage Institute for Policy Studies. "The State of Higher Education in Somalia: Privatization, Rapid Growth, and the Need for Regulation", 2013

[201] The Revival of Higher Education in Somalia: Prospects and Challenges (2015).

[202] MOECHE, Teacher Training Progressive Report, 2016

Lower Shabelle	20	11.8%	Banadir	
Benadir	120	70.6%		
Total	**170**	**1**		**30**

MOECHE, Teacher Training Progressive Report, 2016

Additional courses under the Elmidon program are taking place in Mogadishu University and Benadir University (85 students). All students under the Elmidon program benefit from a scholarship base at least for fees. In addition, the following universities now provide their own four-year degree programs in education: Benadir, Mogadishu, Somalia, SNU, SU, Aljazeera, Plazma, Darulhikma. These are funded out of university fees. The final source of teacher training certification is through FPENS own training program. This is a Diploma program preparing teachers for teaching in their own schools.

The modules for Primary teacher trainees consisted of 9 subjects; Mathematics, Science, Social Studies, Physical Education, Islamic Religion, Arabic language, English Language & Somali language while secondary teacher modules comprised of Mathematics, Physics, English language, Education and Physical education[203]

11.11 The needs and challenges facing HEIs in Somalia.

HEIs across Somalia face great challenges, ranging from insecurity, institutional weakness, poor capacity of staff and infrastructure, limited resources, and a lack of teaching materials. Perhaps the greatest challenge is the quality of their education.[204] That over 50 higher education institutions operate in a country the size of Somalia is a matter of serious concern for the education community. The majority of the surveyed institutions face similar difficulties. All surveyed institutions reported the lack of sufficient financial resources as one of their key challenges. Almost all sampled universities (96%) reported the shortage of teaching and learning materials to be another constraint, followed by insufficient basic infrastructure (89%), shortage of teaching and learning equipment (89%), shortage of qualified academic staff (89%), limited capacity of the administrative staff (86%), and the lack of university owned buildings (73%). The lack of curricula development capacity was also reported by 18% of the institutions surveyed.

Specific challenges identified in the HE Subsector within Central South Somalia include:

- There are no comprehensive national higher education laws and no national commission for higher education; the sector is run haphazardly with no curricula guidance or quality benchmarks or other key forms of support. This is attributed to restrictive statutory prescriptions, the public policy vacuum and the opaque relationship with government.
- There is a need to manage the growth of Higher Education to ensure that all HE institutions meet minimum quality standards and supply of qualified personnel. Weaknesses and deficiencies in university management system, including the absence of clear regulations

[203] MOECHE, Teacher Training Progressive Report, 2016

[204] Heritage Institute for Policy Studies. "The State of Higher Education in Somalia: Privatization, Rapid Growth, and the Need for Regulation", 2013

governing such processes while challenges in the governance structure such as poorly defined lines of authority and delegation.

- Directorate is concerned that fees charged by private universities may be prohibitive and could exclude many eligible Somali students. The lack of national commissions and standardization of qualifications will lead to a lot of secondary school graduates not getting a chance to join higher education leading to joblessness and vulnerability to radicalization, crime and piracy.
- Directorate wishes to ensure that HE provision expands in tandem with the envisioned expansion of secondary education.
- Directorate wishes to ensure equity of access and gender equality in all HE institutions.

11.12 Summary findings and policy options

The growth of the higher education sector in Somalia in the past two decades, despite widespread conflict, is remarkable. Efforts should now be diverted from expanding the number of institutions operating in the country. Strategic options facing the government will be to decide on whether to continue funding students to study elsewhere in the region or in local private institutions, or to commence the provision of selected courses locally where the capacity is limited.

There is a growing need for regulation of the higher education sector in Somalia. The federal government and regional administrations must develop educational policies that address quality issues and align national priorities with educational policies if graduates are to enter gainful employment and contribute towards the reconstruction of the country. Government institutions will likely require support as they engage further with universities and colleges if they are to address growing concerns about the quality of service provided. The JRES (2015205) recommended the following measures for higher education still relevant today as follows:

- Develop regulatory framework for Universities
- Establish Commission for Higher Education
- Strengthen Education Faculty in SNU
- Equip and furnish University faculties
- Enhance professional development for faculty staff

[205] Hassan-JRES 2015

12. Chapter 12 – Summative recommendations for developing the new Federal Government of Somalia ESSP 2017-2021

Each of the main chapters of the ESA provides a series of key findings and recommendations to draw upon for the forthcoming ESSP in Federal Government of Somalia. As such, this chapter provides several overarching comments to support the prioritization of investments. While there is no shortage of need, shortages with domestic financing and donor funding require clear prioritization of future interventions. This prioritization should be framed around addressing key barriers and determinants that impact upon children's learning, the resilience of adolescent and young people, and will improve sector performance and efficiencies so that results achieved will be sustainable.

12.1 Prioritize areas that yield high return on increasing equity and quality learning outcomes

Given that roughly half of all children and adolescent remain out-of-school, prioritizing investment in primary, secondary and ABE subsectors is perhaps the most prudent approach to reach the most children and learners in the most cost-effective manner. Given high rates of school attrition and poor learning outcomes, as well as weak capacities to deliver effective services, greater thought is needed to focus on key determinants across these subsectors affecting learning and enrolment for the most disadvantaged groups.

Proposed Actions:

- Re-think strategies for primary, ABE and secondary education enrolment to ensure sustained growth in access and attainment, including a rigorous analysis addressing quality and efficiency issues throughout the sector. Critical among these is addressing high rates of attrition at early grades in the formal education system and supporting early childhood development.
- The education sector needs to examine the role of the private sector in greater detail and capitalize on potential partnerships without losing focus on supporting the most marginalized and disadvantaged children or inadvertently making education costs inaccessible to the poor.

12.2 Identify state-building modalities to promote an effective and efficient education system

As the GDP of Federal Government of Somalia has grown over the years, so too has the national budget. Yet the proportion of the national budget allocated to the education sector is below 1%. This leaves sufficient fiscal space for domestic financing to be added to the education sector. Such action from the government of Federal Government of Somalia will help to ensure gains made are genuinely sustainable, fill financing needs to address some of the main education priorities, and promote national ownership and greater control over the education sector. The reality, however, is that the FGS will remain dependent upon donors for several years until its domestic financing increase.

Accountability systems remain weak within the MOECHE, both in terms of reporting on results and utilization of resources. Regular reporting (strategy vs. actual achievements) based on robust data for all Subsectors needs to be strengthened. The annual JREs (introduced with the GPE support) are a good start to develop processes and systems that are fully owned by national stakeholders and build effective partnerships that will achieve equity and quality outcomes for the sector.

Proposed actions:

- Identify national priorities based on the strength of the respective rationale, ensuring that strategies developed will promote equitable access to education and distribution of educational resources.
- Explore with development partners and NGOs the modalities of operations so that partners work through ministry systems as much as possible to support capacity development of the education sector and governance systems.
- Strengthen government accountability and transparency mechanism in the education sector to ensure greater levels of donor funding can be channelled through government systems directly.
- Specific focus should be given to ensure effective government oversight and quality assurance over the education sector to build synergy and coherence, including over teacher training and management.
- MOECHE should develop a domestic advocacy strategy to mobilize more funding for education from the national budget using evidence from the ESA as a basis for resource mobilization.

12.3 Moving beyond fragility by strengthening education and the resilience of children and communities

Discussion of risks and their mitigation in education policy development and management has demonstrated that such risks cut across education service delivery and sector management. Risks related to governance, learning and inequity are addressed above and, if incorporated into the new ESSP, will contribute to national development priorities for building a peaceful and prosperous Federal Government of Somalia.

Evidence also demonstrates that environmental and man-made hazards have had significant impacts upon children's education, yet government capacities to plan for and mitigate impacts remains weak to non-existent. At the same time, greater action is needed from the international humanitarian actors and donors to support rapid responses to the immediate education needs for children, or risk another lost generation in Federal Government of Somalia.

- The MOECHE should integrate conflict sensitive and risk reduction approaches across its sector development policies and practices so as to bridge the 'divide' between education development programming and humanitarian action.
- It is important to strengthen institutional mechanisms and capacities in the education sector at national, sub-national and local levels and systematically incorporate risk reduction approaches into emergency preparedness, response and recovery programmes in the education sector.
- Humanitarian actors and donors, as a matter of urgency, must invest more in the education of children and young people affected by crises such as displacement, drought and conflict.
- Further research is required to better understand how education sector management and governance contribute to inequities and aggravate pressures underpinning fragility and fuel vulnerability of young people.

Annex 1 – Federal Government of Somalia 2011/12 - 2014/15 Educational Indicators with Rural/Urban and Gender Disaggregation

Access & Coverage Indicators	[CS Somalia w/o M. Juba]		
	Central South Somalia (2015/16)		
	M	F	T
1.1 Primary (incl. IQS & ABE) Grade 1 Gross Intake Rate (GIR)	31.3	26.9	29.1
1.2 Primary (incl. IQS & ABE) Grade 1 Net Intake (NIR)	5.8	4.8	5.3
1.3 Primary (incl. IQS & ABE) Gross Enrolment Rate	22.2	17.9	20.1
1.4 Primary (incl. IQS & ABE) Net Enrolment Rate	15.7	12.6	14.2
1.5 Secondary Gross Enrolment Rate	15.5	10.9	13.3
1.6 Secondary Net Enrolment Rate	8.3	6.0	7.2

Quality Indicators	[CS Somalia w/o M.Juba]
	Central South Somalia (2015/16)
	T
2.1.1 Percentage of primary incl. IQS qualified teachers	20.0
2.1.2 Percentage of secondary qualified teachers	21.1
2.2.1 Primary incl. IQS Pupil-Textbook Ratio [Mathematics]	18:1
2.2.2 Secondary Pupil-Textbook Ratio [Mathematics]	24:1
2.3.1 Primary incl. IQS Pupil-Teacher Ratio	34.8
2.3.2 Secondary Pupil-Teacher Ratio	22.1

Gender Equity Indicators	[CS Somalia w/o M.Juba]		
	Central South Somalia (2015/16)		
	Primary (incl. IQS/ABE)	Secondary	
4.1 GPI (Gender Parity Index) using GER	0.81	0.70	
4.2 GG (Gender Gap)	4.3	4.6	
4.3 Percentage of female students	44.2	40.6	
4.4 Percentage of female teachers	8.2	2.0	

Other Additional Data I	[CS Somalia w/o M.Juba]		
	Central South Somalia (2015/16)		
	Primary (incl. IQS/ABE)	Secondary	
5.1 Average School Size	231	169	
5.2 No of Schools	925	372	
5.3 No of Classes	n/a	n/a	

Other Additional Data II	[CS Somalia w/o M.Juba]		
	Central South Somalia (2015/16)		
	M	**F**	**T**
6.1 Primary (incl. IQS & ABE) Enrolment	119,536	94,562	214,098
6.2 Secondary Enrolment	37,309	25,487	62,796
6.3 Primary (incl. IQS & ABE) Teachers	5,639	505	6,144
6.4 Secondary Teachers	2,788	57	2,845

Indicators	[CS Somalia w/o M.Juba]		
	Central South Somalia (2015/16)		
	M	F	T
Primary Grade 1 GIR [incl. IQS & ABE]	**31.2**	**26.8**	**29.0**
Primary Grade 1 GIR [incl. IQS & ABE] (Rural)	6.8	5.8	6.4
Primary Grade 1 GIR [incl. IQS & ABE] (Urban)	74.5	64.7	69.7
Primary Grade 1 NIR [incl. IQS & ABE]	**5.8**	**4.8**	**5.3**
Primary Grade 1 NIR [incl. IQS & ABE] (Rural)	1.3	1.0	1.2
Primary Grade 1 NIR [incl. IQS & ABE] (Urban)	13.8	11.6	12.7
Primary GER [incl. IQS & ABE]	**22.2**	**17.9**	**20.1**
Primary GER [incl. IQS & ABE] (Rural)	4.8	3.7	4.4
Primary GER [incl. IQS & ABE] (Urban)	53.0	43.2	48.2
Primary NER [incl. IQS & ABE]	**15.7**	**12.6**	**14.1**
Primary NER [incl. IQS & ABE] (Rural)	3.4	2.7	3.1
Primary NER [incl. IQS & ABE] (Urban)	37.4	30.3	34.0
Secondary GER	**15.5**	**10.9**	**13.3**
Secondary GER (Rural)	0.3	0.2	0.3
Secondary GER (Urban)	42.8	30.2	36.6
Secondary NER	**8.3**	**6.0**	**7.2**
Secondary NER (Rural)	0.2	0.1	0.2

Secondary NER (Urban)	22.8	16.7	19.8
% of Qualified Primary teachers	**20.3**	**17.7**	**20.1**
% of Qualified Primary teachers (Rural)	14.5	23.3	15.5
% of Qualified Primary teachers (Urban)	21.2	16.4	20.8
% of Qualified Secondary teachers	**21.2**	**14.0**	**21.1**
% of Qualified Secondary teachers (Rural)	0.1	0.0	0.1
% of Qualified Secondary teachers (Urban)	21.5	14.3	21.4
Primary Survival Rate to Grade 5	**67.4**	**62.1**	**65.0**
Primary Survival Rate to Grade 5 (Rural)	51.6	41.7	46.1
Primary Survival Rate to Grade 5 (Urban)	70.9	67.2	69.4
Primary % of Government School Enrolment	**7.3**	**7.3**	**7.3**
Primary % of Government School Enrolment (Rural)	19.7	18.7	19.2
Primary % of Government School Enrolment (Urban)	5.3	5.4	5.4
Secondary % of Government School Enrolment	**3.0**	**3.3**	**3.1**
Secondary % of Government School Enrolment (Rural)	0.0	0.0	0.0
Secondary % of Government School Enrolment (Urban)	3.1	3.3	3.2
Primary % of Government School Teachers	**7.2**	**14.5**	**7.8**
Primary % of Government School Teachers (Rural)	19.4	18.9	19.3
Primary % of Government School Teachers (Urban)	5.4	13.5	6.0
Secondary % of Government School Teachers	**3.5**	**8.8**	**3.6**
Secondary % of Government School Teachers (Rural)	0.0	0.0	0.0

Secondary % of Government School Teachers (Urban)	3.5	8.8	3.6

Indicators	[CS Somalia w/o M.Juba]
	Central South Somalia (2015/16)
	T
Primary Pupil Textbook Ratio [Maths]	**18:1**
Primary Pupil Textbook Ratio [Maths] (Rural)	17:1
Primary Pupil Textbook Ratio [Maths] (Urban)	18:1
Secondary Pupil Textbook Ratio [Maths]	**23:1**
Secondary Pupil Textbook Ratio [Maths] (Rural)	33:1
Secondary Pupil Textbook Ratio [Maths] (Urban)	23:1
Primary Pupil Teacher Ratio	**34.8**
Primary Pupil Teacher Ratio (Rural)	36.5
Primary Pupil Teacher Ratio (Urban)	34.6
Secondary Pupil Teacher Ratio	**22.1**
Secondary Pupil Teacher Ratio (Rural)	21.9
Secondary Pupil Teacher Ratio (Urban)	22.1
Primary Gender Gap	**4.3**
Primary Gender Gap (Rural)	0.8
Primary Gender Gap (Urban)	9.4
Secondary Gender Gap	**4.6**

Secondary Gender Gap (Rural)	0.1
Secondary Gender Gap (Urban)	12.8
Primary Gender Parity Index	**0.81**
Primary Gender Parity Index (Rural)	0.78
Primary Gender Parity Index (Urban)	0.82
Secondary Gender Parity Index	**0.70**
Secondary Gender Parity Index (Rural)	0.67
Secondary Gender Parity Index (Urban)	0.70
Primary % of female students	**44.2**
Primary % of female students (Rural)	45.3
Primary % of female students (Urban)	44.0
Secondary % of female students	**40.6**
Secondary % of female students (Rural)	44.6
Secondary % of female students (Urban)	40.5
Primary % of female teachers	**8.2**
Primary % of female teachers (Rural)	10.9
Primary % of female teachers (Urban)	7.8
Secondary % of female teachers	**2.0**
Secondary % of female teachers (Rural)	2.6
Secondary % of female teachers (Urban)	2.0

Primary % of Government Schools	**7.8**
Primary % of Government Schools (Rural)	21.6
Primary % of Government Schools (Urban)	5.1
Secondary % of Government Schools	**3.5**
Secondary % of Government Schools (Rural)	0.0
Secondary % of Government Schools (Urban)	3.6

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