

UNICEF Somalia

Education Strategy Note

2018-2020

1. Introduction

Somalia is experiencing one of the longest protracted situations of conflict, instability and environmental risk and since the early 2000's has consistently been ranked among the most fragile states by the Organization for Economic Cooperation and Development (OECD).¹ Currently the country is experiencing a drought that affects the learning and security of hundreds of thousands of children the effects of which will continue through 2017 and into 2018. The total population of Somalia stands at some 10.8 million, of which 5.8 million are under the age of 18 years (or 53 per cent).² Of these, some 1.8 million are under 5 years of age (or 18.2 per cent) and 2.6 million are adolescents between the ages of 10 to 19 years (or 24 per cent).³ Socially excluded groups face the greatest inequities and obstacles to living in safe and resilient communities. More than one quarter of Somalia's population is made up of purely pastoral communities,⁴ with a larger proportion falling into nomadic or semi-pastoralist categories (roughly 40 per cent),⁵ the majority of which live in rural and difficult to access areas where poverty is highest. There also remain significant pockets of urban poor in larger towns and cities as rural communities and IDPs migrate in seek of jobs and better opportunities.

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. The programme set out to enrol 1 million children in education and, over the period of the outgoing Country Programme in fact led to the enrolment of more than 2.4 million children in education. However, GER rates have remained fairly static due to continued weakness of the system to absorb additional children, particularly in the context of population growth and ongoing insecurity in Central South Somalia.

Somalia is committed to utilising social services such as education to support Peacebuilding and Statebuilding Goals (PSGs) underpinning the draft National Development Plan (NDP). The country and each of the Federal member States are striving to fulfil their commitments to children in line with the Convention of the Rights of the Child (CRC) and to overcome drivers of fragility such as violence, inequity and limited access to quality social services, weak governance and weak service delivery capacities, and limited capacities to mitigate or respond to environmental and man-made shocks.⁶ Nevertheless, over the years persistent challenges have been encountered with addressing distorting political economy incentives that undermine the effectiveness of the education sector and its utilization of government and donor resources. The Education Outcome in the new Somalia Country programme for 2018-2020 will therefore focus on ensuring that children in Somalia and adolescents aged 3-18 years, particularly girls and other socially excluded groups, have increased and more equitable access to quality basic education with improved learning outcomes by 2020. This will be realised by focussing on the following programmatic areas: 1) increasing Gross Enrolment Ratios through formal and alternative pathways to education and vocational training opportunities using schools as an integrated platform to build cross-sectoral synergies, 2) improving early grades teaching and learning processes to reduce primary school attrition rates from Grades 1-5, 3) system strengthening through improved school supervision and inspection, leadership, Education Monitoring Information System (EMIS), and education sector management and governance, and 4) conflict-sensitive Education in Emergency (EiE) programming and strengthening government capacities for humanitarian responses through education. UNICEF will take a focussed approach to addressing critical barriers and bottlenecks under all output

areas in Puntland and South Central Somalia, while in Somaliland UNICEF will maintain its support for EiE and build on broader programming areas as possible.

The assumptions underpinning the education strategy from 2018-2020 includes that sufficient mitigation measures are in place to manage anticipated risks related to domestic financing, economic and political factors following national elections, and risks of conflict in Central South regions of Somalia increasing or destabilising other areas of Somalia. It is further assumed that the capacity of education ministries to manage delivery of education services will be strengthened sufficiently, that education ministries carry forward governance reforms to improve the transparent utilization of funds, and increasing donor assistance to the education sector will be forthcoming as/if Somalia stabilises post-2017.

The achievement of education programme results will also be supported by strengthening synergies, as much as possible, with cross-cutting programming areas of child protection and WASH, with a strong focus on advocacy and demonstrating results through the use of innovative technologies. Programming approaches are also underpinned by a strong understanding of the linkages between development programming and humanitarian action to ensure sustainable progress toward SDGs related to education, equity, peace and security, and partnerships is achieved in the next country programme and are directly aligned to government sector plans being finalised under UNICEF managed GPE-processes

2. Prioritised issues and areas

Key priority areas that will be addressed by UNICEF's country programme are informed by Education Sector Analyses that have been conducted by UNICEF as part of the GPE programme and relate to inequities in education and those groups who are socially excluded from education services, key MoRES determinants affecting quality of education and retention in schools (i.e. learning at early grade levels and teacher quality), education sector management and its impact upon inclusive education service delivery, and education in emergencies (EiE) across Somalia and the associated impact on achieving SDG and National Development targets. Extensive consultations with government partners and key development partners were conducted over a period of eight months in formulating and finalizing this strategy note.

Access and equity

Somalia has one of the world's lowest proportions of primary-age children attending primary school. Nationally, the primary Net Attendance Ratio (NAR) is estimated at some 30.1 per cent for boys and 21 per cent for girls.⁷ While numerous inequities exist within Somalia, the most socially excluded groups are rural children (particularly those from pastoralist communities), children from households with the lowest wealth quintiles (including 'urban poor'), and children from IDP households. This is demonstrated by the primary school NAR of 39 per cent in urban areas compared to a dismal 11 per cent in rural areas and only 4 per cent for the poorest wealth quintile compared to 50 per cent for the richest wealth quintile, while those with the lowest access to education are pastoralist and IDP children.⁸

Primary and Secondary Gross Enrolment Ratio (GER). Since 2011, roughly 2.6 million children and adolescents have enrolled in primary education across Somalia.⁹ While this is impressive progress in enrolment, the national GER for primary education has remained low at 30 per cent for primary level and 26.5 per cent at secondary level.¹⁰ These figures represent small gains over previous years in states like Puntland (increasing by a rate of 10 per cent to current primary GER level of 55.4 per cent), whereas Somaliland has stagnated at 44.3 per cent.¹¹ Not surprisingly, the greatest challenge in

increasing the national primary school GER remains in the areas under the direct administration of the Federal Government of Somalia. Key reasons for this include ongoing conflict, instability and extreme governance weakness, with a primary GER of 20 per cent in Central South regions of Somalia. Similar upward trends with secondary education GER have occurred across Somalia. In Puntland, the GER has increased by a rate of 22 per cent over previous years to the current GER of 14 per cent, while there has been a 41 per cent rate of increase in Somaliland leading to a GER of 21 per cent, while in South Central the GER is 13 per cent (trend data for previous years is not available for Central South Regions).¹² Additionally, the GER for both primary and secondary education are lowest for socially excluded groups in rural areas, which demonstrates massive inequities based along geographic lines, livelihood lines, and in areas inaccessible due to security risks and ongoing conflict (primary GER urban – 57 per cent vs. primary GER rural 19 per cent, secondary GER urban – 52 per cent vs. secondary GER rural 9.7 per cent).

Primary and Secondary Net Enrolment Ratio (NER). The NER for both primary and secondary levels is considerably lower than the comparable GER at both levels. The primary NER¹³ is 17 per cent nationally, while the secondary school NER¹⁴ is only 9 per cent.¹⁵ However, as with GER, these figures demonstrate slight improvements over previous years in all states where trend data is available. Primary NER improvement rates range from 5-7 per cent to their current levels in Puntland (45 per cent), Somaliland (35 per cent) and Central South regions (14 per cent), whereas improvement rates for secondary NER range from 9.5-23 per cent to their current levels in Puntland (8.4 per cent), Somaliland (10.4 per cent) and South Central (7 per cent).¹⁶ However, these marginal gains also mask extreme inequities for socially excluded groups along geographic lines, livelihood lines, and in areas inaccessible due to security risks and ongoing conflict (primary NER urban 33.6 per cent vs. primary NER rural 10.7 per cent and secondary NER urban 18.6 per cent vs. secondary NER rural 3 per cent).¹⁷

Education gender inequities. Gender inequities in education are high, with girls' participation consistently lower than for boys. Although a recent population estimate survey conducted by UNFPA suggests greater equity between boys and girls in primary education (Gender Parity Index (GPI) for primary 0.98) and even in secondary education (GPI for secondary 0.92), other data sources show less progress.¹⁸ Education statistical yearbooks show modest rates of improvement ranging from a rate of improvement from 2 per cent to 14 per cent over the past few years. Current levels remain relatively low (primary GPI: Puntland .79, Somaliland .83 and SC .70/ secondary GPI: Puntland .57, Somaliland .68, and SC .44.1).¹⁹

In rural areas and among pastoral communities, gender inequities are greater, although less so among displaced communities where humanitarian actors have made concerted efforts to increase access to education for girls. The proportion of girls enrolled in primary education ranges from 44-45 per cent and for secondary education from 34-40 per cent across the three regions.²⁰ Gender inequities are most pronounced among the ranks of teachers, where between 8.9-14.3 per cent of primary school teachers are female and between 2-4.3 per cent of secondary school teachers are female. Not surprisingly, the proportion of female teachers is consistently lowest in South Central Somalia where security threats for teachers are highest and teacher management systems remain weakest.

Inequitable access to education services. Despite marginal increases in both NER and GER across the states, inequity of access remains a major issue, thus fuelling vulnerability of children, adolescents and young people which contributes to social exclusion, social and political risks, and the propensity for 'negative coping behaviours' and exploitation of children and adolescents.²¹ Those most disadvantaged are socially excluded children from urban poor, pastoralist, and IDP communities (including returnees), and particularly poorer adolescents and youth.

Rural and nomadic communities. Urban residents consistently have the best education indicators while rural nomadic and pastoralist populations the worst, particularly girls. Barriers include: lack of educational infrastructure including schools; insufficient numbers of teachers in rural areas; lack of learning materials and supplies; distance to schools; as well as a curriculum that is poorly aligned to the cultural and economic needs of most nomadic and pastoral communities.²² Moreover, the calendar and schedule of formal schooling is not adapted to nomadic lifestyles. For centuries, nomadic people educated their children through traditional indigenous sources, passing on from generation to generation the socio-cultural and economic knowledge required to pursue their traditional occupations.²³ This underscores the ongoing need to further develop quality alternative basic education programmes for this population, which are flexible, relevant and tailored to their lifestyle and aspirations, while meeting the standards of the national curriculum.

Youth bulge/exclusion of young people. All three regions have a large youth bulge (4.6 Million or 38 per cent of the population is aged between 15-35 years). The educational and training needs of youth (in order to gain legitimate employment) are often not being met due to weak external efficiencies and non-alignment of skills development to local and traditional job markets and livelihood opportunities. General unemployment levels in Somalia are estimated to be 54 per cent while youth unemployment stands at 67 per cent – one of the highest rates in the world.²⁴ Only 45 per cent of youth can read and write (49 per cent male, 41 per cent female), 69 per cent of youth are not currently enrolled in school. This is exacerbated by nomadic populations migrating to urban centres. Additionally, nearly 46 per cent of youth reside in urban areas. As a result, recent reports suggest that young people who are socially excluded may turn to ‘alternative’ income generating activities, including petty theft, organised crime or joining extremist groups.²⁵ Supporting the social and economic inclusion of young people through conflict-sensitive alternative education/vocational training programmes is thus important for consolidating state-building efforts to support sustainable peace and development.

Early Grade learning and school preparedness for young children

School preparedness and entry into formal primary education at the appropriate age are critical for children’s success in primary education and as having a major impact on survival rates in primary education. Nevertheless, Early Childhood Education (ECE) and pre-school learning are neglected sectors across the education systems in Somalia, though in places such as Somaliland privately run foundations in urban areas have introduced pre-school learning that is outside of government regulation. While many children attend Koranic schools at early ages under the authority of the Ministry of Religion and Education in Somaliland for example, learning in these institutions typically focusses on religious teaching. As a result, limited attention is given to areas of holistic child development, numeracy and literacy, and social-emotional competencies required for effective learning in early grades of formal education. Small children are thus often ill-equipped to learn in formal school settings.

Similarly, little attention has been given to redress this challenge by strengthening the quality of early grade learning, and transitions into primary school and accelerated learning at early grade levels using appropriate learning materials and teaching methodologies to compensate for the lack of ECD and pre-school learning facilities.²⁶ These weaknesses, together with limited community understanding regarding the importance of early learning and school preparedness, have a direct impact upon learning outcomes at primary school level that are further compounded by late enrolment in education.

Recent national survey data from UNFPA, suggests that some 50 per cent of children enrolled in primary education are overage.²⁷ Data drawn from education ministry statistical yearbooks on Gross Intake Ratios (GIR) and Net Intake Ratios (NIR) for Grade 1 level demonstrate even greater challenges.²⁸ While roughly 25 per cent of children in the country start primary education at the

appropriate age, the majority of children enrolled in Grade 1 are overage. Upon entering formal schooling, these children are confronted with multiple learning challenges related to lack of preparedness through pre-school education or access to ECD services, poorly managed classrooms by teachers ill-equipped to deliver lessons using pedagogies appropriate for multi-age learning environments, and a dearth of appropriate learning materials. The challenges contribute to high attrition rates at the primary level.

Quality of Education

Literacy. The quality of education is ultimately judged by learning outcomes of children in school and literacy rates. The overall adult literacy rate, which according to the 1975 population census was 54 per cent, dropped to 40 per cent. According to Population Estimate Survey for Somalia (PESS 2014), main reasons for this decline were civil war and conflict.²⁹ Literacy rates are also identified as lowest among Nomadic communities (only 12 per cent) and for those in rural areas (only 27 per cent).³⁰ However, literacy rates are higher for younger Somalis, which demonstrates that there have been improvements in educational quality for younger Somalis. This is particularly true for those in the age cohort of 15-19 years old (52 per cent) demonstrating that, for at least a small proportion, the quality of education may be returning to pre-civil war levels. At the same time, these gains highlight significant inequities between different groups within the country that can undermine stability and achievement of PSGs suggested under Pillar 5 of the broader New Deal Compact for Somalia and reflected in the new National Development Plan (NDP).

Teacher quality. Over the past several years education ministries across Somalia have made progress in strengthening the quality of education by investing in teacher training. Based on the most recent statistical yearbooks published by the ministries of education, the total number of primary school teachers in Somalia is some 17,641 (2,132 female, or 12 per cent). At secondary school level, the total number of teachers is currently 5,166 (209 female, or 4 per cent).³¹ At primary level, 40.6 per cent of teachers are classified as qualified, with the lowest proportion of qualified teachers found in the South Central Somalia (20 per cent). While these figures remain relatively low, they represent improvements over previous years with increases ranging from 1-4 per cent across states. At secondary level, roughly 37 per cent of all teachers are classified as being qualified, with the lowest proportion again found in the South Central Somalia (21 per cent) – all of whom are concentrated in urban areas.³² While the current ratio of qualified teachers remains low, the figures indicates gains over previous years with rates of improvement ranging from 18-60 per cent.

Teacher management. Mixed results with improving the quality of education through teacher training and qualification is undermined by the lack of an integrated teacher management and training system or teacher assessment systems (both in-service and pre-service) that can support quality improvement for teachers. As a result, teacher supervision and quality assurance systems remain weak with unclear standards for assessing teacher performance and, more importantly, providing on-the-job support for improving teaching quality. This is compounded by the inability of governments to provide capacity strengthening and remuneration to teachers, with teacher payments for the most part being made through international agencies or INGOs, rather than regular government budgets.³³ However, this varies significantly across different parts of Somalia and reflects the varied levels of government capacity across the country.

Learning materials and supply issues. The quality of education is further undermined by limited availability of appropriate learning and children's recreational materials.³⁴ Student-textbook ratios vary widely: better resourced schools in urban centers tend to be well equipped, but the majority of schools across the country lack sufficient textbooks, and it is not uncommon to find schools in rural areas lacking the most basic materials such as blackboard, chalk, notebooks and pencils, particularly

for children in disadvantaged or hard-to-reach areas. The quality and relevance of the curriculum and related textbooks have been questioned though there have been encouraging gains in the past few years.³⁵ In 2015, the primary education curriculum was revised using a competency-based approach that integrates notions of conflict-sensitivity and peace building which is being implemented in South Central Somalia. Nevertheless, the availability and quality of teaching and learning materials remain a barrier, particularly in the early grades, where there is a lack of age-appropriate and culturally-relevant literacy materials.

As with access and equity, quality of education is lowest in rural areas in part due to the low provision of necessary inputs and supplies – including qualified teachers. Of the total 17,641 primary school teachers listed in government statistical booklets for 2014-2015, only 30 per cent are based in rural schools (of which 12 per cent are females). Of the total 5,166 secondary school teachers listed in government statistical booklets for 2014-2015 across the three regions, only 15 per cent are based in rural schools (of which only 4 per cent are female teachers). In addition to an undersupply of teachers, rural schools receive fewer qualified teachers than do urban schools (for primary on average 30 per cent of teachers in rural schools are qualified compared to just 46 per cent in urban schools and for secondary 27 and 38 per cent respectively). While the available data on teacher pupil ratio (33:1 in Puntland; 31:1 in Somaliland; 35:1 in Central South)³⁶ seems to suggest that Somalia is meeting the commonly accepted minimum standards (40:1 according to INEE), these statistics can be interpreted more as a reflection of the overall low enrolment than of a sufficient number of teachers.

Primary school drop-out and survival rates. Grade 1 dropout rates and poor school survival rates to Grade 5 demonstrate that low quality of education negates gains made with increasing access to education, particularly for the socially excluded. Available data shows that Grade 1 dropout rates stand at an average of 16 per cent.³⁷ The highest rate was recorded in Puntland at 23 per cent – an increase over previous years. School survival rates to Grade 5 are also low across all states. In Puntland school survival rates are currently 56 per cent, in Somaliland 71 per cent (a decrease over previous years), and in South Central Somalia 65 per cent. These figures suggest that efforts to improve teaching quality have not addressed the learning needs of children. While low quality of education is one factor, others include the high cost of education for poor households, distance to schools, and the availability of school facilities to accommodate pastoralist and nomadic communities, and violence against children in schools.

Cultures of violence and violence against children. The OECD lists ‘violence’ as one of the main characteristics of fragility in fragile states.³⁸ In this regard, the history of violence and its legacies continues to impact broader social stability and the quality of learning outcomes for children. Violence against children is prevalent within schools through practice of corporal punishment, homes through domestic violence, and communal violence.³⁹ Global research suggests that children and young people who have been physically or sexually abused are more likely to engage in abusive or maladaptive behaviours as adults (Craig and Sprang, 2007). Global evidence further suggests that violence negatively impacts upon the psycho-social well-being of children and their learning outcomes as well as contributing to children dropping out of school. Promoting inclusive and peaceful conflict resolution strategies among teachers and caregivers, as well as children in schools, is thus critical for promoting improved learning outcomes and contributing to children dropping out of school. Promoting inclusive and peaceful conflict resolution strategies among teachers and caregivers, as well as children in schools, is thus critical for promoting improved learning outcomes and contributing key targets in the National Development Plan related to quality and access. Additional studies in this area are required to provide a more robust evidence base.

Institutional Capacities – Sector Management and Governance

Evidence from countries such as Kenya and South Sudan demonstrate that institutional capacity, sector management and ‘governance’ directly impact upon increasing access to quality of education and addressing different forms of fragility that expose children and adolescents to risks.⁴⁰ The institutional capacities of education ministries to deliver services hinges upon system strengths at a number of inter-related levels including regulatory and organizational.⁴¹

Regulatory environment (regulations and accountabilities). To date the education sector regulatory environment remains fragmented along different lines such as regional and state administrations, international and local NGOs, Community Education Committees (CECs), community-based organizations (CBOs), education umbrella groups often run privately, and religious groups. As a result, many schools fall outside of government regulation and receive funding from external groups in Arabia, the Gulf region and Turkey. The majority of these education services are run privately and operate on a fee system, which excludes the poorest and most vulnerable families. In addition, schools have often operated using their own, unregulated curricula, which reflects the interests and ideologies of the school funders, many of which may be faith-based, businesses, or diaspora organizations. Concerns have been expressed about certain such ideologies being promoted.⁴² Given the political and ideological underpinnings sometimes associated with curriculum, this often creates risks of generating violent conflicts, and that education facilities and personnel can be targeted for attack. Challenges with curriculum are aggravated by the absence of a revised teacher code of conduct. At the same time, divisions of authority between federal, regional and district governments remains contested with a lack of clarity over accountabilities for service provision across federal, regional and district government structures and ongoing debates over centralised vs. decentralised approaches to statebuilding, which in turn risk inflaming clan-based conflicts and aggravating inequities in the country. Greater research is also required on the role of decentralization with improving efficiency of services and access to education.

Organizational level – budgeting, accountability procedures and quality assurance mechanisms.

A lack of financial capacity continues to hamper the development and delivery of equitable quality education across Somalia. Recent government budget data shows that government funding allocations to the education sector are roughly 5 per cent on average (most of which is typically used for salaries of officials and teachers) – far below the globally recommended levels of 20 per cent (and that also falls short of allocation commitments made by respective state governments). Moreover, the majority of government expenditures are directed at recurrent costs for salaries and operational expenses – though still insufficient to cover required expenditures. The lack of domestic financing resources allocated to the education sector thus affects the operational and maintenance costs for schools and services provided by ministry offices which often lack basic office equipment, and the training, recruitment and retention of qualified teachers and the provision of adequate and appropriate teaching and learning materials including text books. Greater research and evidence is needed to identify institutional weaknesses with management and capacity.

Further weaknesses are found with monitoring and evaluation, school supervision and quality assurance of teachers and schools, weak financial reporting and accountability systems, limited procedures in place to ensure recruitment and procurement systems that are fully transparent, and learning assessment systems that are underdeveloped. Weak staff management systems also result in high turnovers of education officials, particularly at ministerial and vice-ministerial levels, which creates uncertainty and constant flux in terms of policy direction and strategy.

Education in Emergencies and Humanitarian Settings

Preserving the right to education is life saving and life sustaining as it promotes normalcy and can give hope for the future, not only for children attending schools but also for families and surrounding communities. Currently Somalia is ranked as one of the ‘highest risk’ countries in the Eastern and Southern Africa region.⁴³ Somalia’s history is littered with devastating shocks ranging from droughts to violent conflicts that have cost hundreds of thousands of lives over the past several decades. Those most affected have been children. Roughly half of the 280,000 victims of the 2011 drought alone were below the age of 18 yrs. Children in emergency settings often suffer from psycho-social impacts and protection risks. The impacts of risks remain evident with thousands of children affected. The numbers of IDPs across the country is nearing 1.1 million people the majority of them children and adolescents.⁴⁴ Additionally, if Somali refugees in Dadaab Kenya are repatriated to Somalia, there will be an additional burden on the education system and host communities. Moreover, donor fatigue has led to massive underfunding for humanitarian education responses and has thus contributed to neglect of host community needs in relation to housing, education, employment training opportunities and other benefits associated with humanitarian aid.⁴⁵ Greater research and advocacy is required on humanitarian donor funding patterns and how these have been used to strengthen advocacy for investing in education.

Across all regions of Somalia, education ministries also have limited capacities to mitigate risks, build resilience to shocks, and respond to and support the recovery of affected children and adolescents. EiE has not featured as a priority consideration in any of the previous sector analyses and sector plans across Somalia. As a result, education ministries rely almost entirely upon external donor assistance to respond to emergencies. Government action is typically unresponsive and fails to address root causes underpinning crises, thus leaving Somalia trapped in a cyclical pattern of shock-recovery which does little to support an upward development trajectory that will help children realise SDG 4 targets by 2030.

Lessons learned from the current country programme and UNICEF Comparative Advantage

Increasing access and enrolment. A key lesson of the ‘Go-to-School’ flagship programme during the previous country programme was with the limited overall gains at increasing gross enrollment rates. As shown in the key issues above, greater effort is needed to focus on children from socially excluded groups such as those from pastoral communities⁴⁶, urban poor, IDPs, and returnees – especially girls from the poorest households among these groups. The lack of a robust out-of-school study may also have been a factor that undermined more effective targeting of out-of-school children. Initiatives focusing on building school infrastructure also did not give sufficient attention to the quality dimensions underpinning sustained gains with increasing access to education, as shown by high attrition rates in primary school. A key lesson learned is that supporting sustainable gains in enrollment of children requires greater attention to quality at early grade levels for children and supporting transitions from home-to-classrooms. Moreover, investments in the education sector through domestic financing was insufficient to meet increasing demands placed on the education sector caused by population growth. As such, much greater attention is needed in the next country programme to increase domestic financing of education through greater allocations of the national budgets to the education sector, which have remained woefully low. Further evidence is required on domestic financing capacities of communities, local governments and ways of increasing government revenue base and earmarking funds for education. Additional research is required on how government utilised expenditures within the education sector.

Alternative education and reaching socially excluded children. Strategies for targeting the most socially excluded children who are unlikely to access formal education proved an important adjustment in the previous country programme that showed promising results for increasing access to education

and promoting equity. This was particularly true with programming designed to support children from pastoral communities through ABE programming. Moreover, interventions in rural areas that introduced integrated programming approaches focusing on food security (e.g. school feeding programmes) yielded the greatest results with increasing enrollment for rural and pastoral communities while at the same time increasing resilience against drought and food insecurity. Further evidence is needed on identifying gaps with information systems and usage of technology to increase quality of learning in schools and IDP locations.

Adolescents and youth. Conflict-sensitive approaches to providing vocational and skills training have proven effective at addressing risks related to the alienation and exclusion of adolescents and youth. However, such initiatives have proven highly costly with smaller numbers of persons being reached through INGO programmes. If maximum benefits are to be realised through such programming reaching a greater number of adolescents and youth, governments will need to be more intimately involved in developing, financing and delivering systematic certified vocational skills and training opportunities in a manner that is cost-effective and relevant to local livelihood needs and employment opportunities – particularly in relation to pastoral economies.

Teacher payments. Education ministries have expressed the political will to pay teacher salaries, but in reality they often lack the financial resources to pay the teaching force in a sustainable manner. The exception has been Somaliland which, with a relatively larger GDP in relation to the rest of Somalia, has generated sufficient domestic financing to pay many of its teachers. Nevertheless, a key lesson is that UNICEF and other development partners need to advocate more with governments to increase the proportion of national budget allocations to the education sector. Additionally, the many agencies and INGOs providing payments and incentives to teachers has undermined the development of integrated civil servant pay schemes with consistent pay levels provided, further undermining coherence of the education sector and sustainability of pay schemes resulting in a high level of dependency on donors to fund teacher salaries – most notably in South Central Somalia. Gaps exist on understanding about teacher absenteeism and should be addressed as a matter of priority through studies and research, particularly considering the amount of funds committed by donors to pay the salaries of teachers.

Education in Emergencies. The protracted nature of fragility and emergencies across Somalia has led to donor fatigue with supporting education in emergencies and as a result underfunding for this sub-sector. This in part is due to the nature of EiE programming over the years, which has remained focused on supply-side issues and payment of teacher incentives that has failed to address root causes underpinning emergencies and shortfalls in the design and delivery of EiE programming. Future EiE programming will need to focus on more innovative strategies to support durable solutions for children and adolescents. Moreover, future programming will need to focus in strengthening government ownership over EiE programming and integrating displaced communities, which thus far have remained largely excluded from government education service delivery.

Partnerships. Important lessons were learned in relation to building effective partnerships for children, particularly with local NGOs and with privately managed education foundations. Many local NGOs have proven very cost effective in programme delivery and thus warrant greater focus moving forward. Moreover, community and privately managed education foundations have tremendous potential to increase access to education through various pro-poor schemes to support enrollment of socially excluded children in such education facilities.

Applying conflict sensitive approaches to education programming. Another success of the Back-to-Learning Initiative has been integrating a conflict-sensitive approach to education programming to deliver a package of services that are child- and equity-focused. A key lesson has been that all

education programming can either ‘do good’ by addressing pressures that drive fragility, or conversely aggravate pressures that undermine resilience if not based on ‘risk informed’ and ‘conflict sensitive’ programming strategies.

UNICEF Comparative Advantage. UNICEF has proven experience in every aspect of the promotion of children’s rights and wellbeing, particularly for socially excluded children. As a global leader in advocacy and policy development on children’s issues, UNICEF has the ability to leverage funds for education programming and draw upon technical competencies at global and regional office levels to support quality programme delivery. UNICEF provides technical assistance to governments (at national and sub-national levels) and has extensive experience in community mobilization and programme delivery including with civil society and non-state actors. UNICEF has the necessary proficiency and skills in all aspects of programme management including planning, implementation, monitoring and evaluation, administration and financial management for the full spectrum of development. UNICEF has maintained a continuous presence across Somalia for the past several decades and has extensive experience engaging with national and local actors around all aspects of child and adolescent development. Moreover, UNICEF has supported and developed strong working relationships with key government partners and civil society organizations and has a high level of credibility due to its organizational mandate and focus on children’s rights. UNICEF is also a key partner in national and local Education Sector Committees, is a co-cluster lead for EiE and provides technical expertise, guidance and coordination to education partners to ensure quality education in emergency responses.

UNICEF is also a well-respected and strong administrator of education resources for the education sector and has been an effective manager of GPE funds for Somalia, ensuring effective programme delivering achieving results in education for children. Moreover, UNICEF has unmatched experience and efficiency in logistics and operations in the difficult environments of Somalia.

3. Theory of Change; Results Structure and Framework

The goal of the UNICEF Somalia Education programme is: By 2020, the resilience of children and adolescents is increased through institutional capacities of government partners, private education foundations and local NGOs to provide effective and efficient education services with more children and adolescents accessing quality learning resulting in improved learning outcomes across humanitarian, post-conflict recovery, and development contexts. The overarching theory of change underpinning this objective is that: *“If education services for children and adolescents are delivered as peace dividends that address drivers of fragility, then children’s resilience will increase through expanded access to quality education that result in improved learning outcomes, safety and security for children, as well as increased government legitimacy.”*

Outcome: By 2020, the Gross Enrolment Ratio (GER) for primary school has increased by 9 per cent ensuring safe, equitable and quality education with improved learning outcomes for learners at the pre-primary, primary and secondary levels, with a focus on the most disadvantaged and vulnerable children, especially girls, populations and geographic areas.

Intervention Strategies and Outputs

UNICEF strategies will address key issues and determinants affecting enrolment in education, inequity and quality by engaging local actors (national and sub-national education ministries including Federal Member States, local NGOs and community members) and consistently applying a ‘risk-informed

lens⁴⁷ to its programming so as to promote resilience through education. UNICEF's Education strategy is aligned to key education goals outlined in the National Development Plans for education across Somalia related to improving equitable access to education; enhancing education quality; strengthening education sector management and governance; creating sustainable financing systems for education, and improving EMIS.⁴⁸ Activities will be based along four inter-related Outputs listed below.

Output 1: By 2020, national capacity to deliver quality primary school education is improved and there is increased availability of quality primary education services.

Increasing the **quality of education** through improved education service delivery is critical in order to sustain gains made with enrolment and expanding access. As noted in the 'key issues section' above, poor quality of education has contributed to high levels of school attrition, which undermine gains that have been made with enrolling children in education. This is particularly true with high rates of attrition during early grades. Output 1 is thus underpinned by the theory of change (TOC): *'If children are better prepared through quality early learning opportunities, if primary teachers are better equipped to teach in classrooms, and if the learning environment is safe and enriched with complementary teaching and learning materials...then survival rates to Grade 5 will increase and student learning in the core areas of basic numeracy and literacy will improve'.*

Indicative strategic interventions under Output 1 include:

- Support national and sub-national systems to develop equity-based sector strategies to expand early learning services in disadvantaged areas (including the urban poor) for young children who do not access to early learning opportunities.
- Together with partners UNICEF will build upon strategies for the holistic development of early grade children that include support for children's transition to primary education.
- Develop partnerships with umbrella education organizations (private and community-based) managing madrasa schools to integrate competency-based learning outcomes in the educational curricula, syllabus and teaching methods with specific attention to promoting equity for girls and ensure that learning environments are safe for children free of violence and different forms of abuse.
- Improve service delivery by strengthening early grade teaching and learning pedagogies by developing and distributing appropriate teaching and learning materials for Grades 1-3, particularly support children from socially excluded communities in Somalia.
- Develop and institutionalise Early Grade Reading Assessment (EGRA) systems to improve learning outcomes in literacy and numeracy for early grade children.
- Capacity strengthening through the development of an integrated teacher training system (including the development of recruitment criteria and processes and teaching standards) to ensure that 70 per cent of teachers in schools are qualified by 2020.⁴⁹

Output 2: 150,000 excluded children and adolescents have access to formal or alternative pathways to primary education.

This output will focus on children from populations with the highest rates of out-of-school children and adolescents, with particular attention to pastoralist communities, the urban poor, vulnerable children and adolescents and those with special needs. This access and equity component supports Somalia's NDP priorities and will contribute to raising the GER. This output is also aligned to UNICEF's regional out-of-school children agenda to address inequities by supporting children and adolescents access or remain in school. Output 2 is underpinned by the TOC: *'If children and adolescents from the most socially excluded rural and urban groups are supported with adaptive and*

gender-sensitive education services which are relevant to their cultural and livelihood contexts, then national GER will increase and contribute to strengthened resilience among young people by equipping them with skills to survive and thrive in society’.

Indicative strategic interventions under Output 2 include:

- Strengthen national and sub-national systems by developing or refining policies to increase the number of primary schools offering affordable formal education services (including potential school voucher schemes and school feeding programmes) so as to overcome hidden costs and financial barriers for socially excluded children to access formal and alternative education.
- Strengthen national systems and promote equity in education by contributing to teacher management, increasing recruitment of female teachers and teacher distribution systems to ensure rural communities are better served.
- Strengthen teacher training systems to include positive discipline and psychosocial support for children and establishing safe learning spaces to address legacies of violence that impact access to quality education.
- Expand service delivery by scaling up flexible alternative basic education in partnership with national and sub-national governments, local NGOs and umbrella education services providers to increase GER (targeting socially excluded children from IDP and rural communities with particular emphasis on girls).
- Scale up current pilot pastoral education models to expand access for children from pastoral communities
- Integrate vocational training programmes and strategies into government service delivery funded through increased domestic financing.
- Pilot resource mobilization strategies to engage diaspora communities in contributing to education programming through matching funding schemes in partnership with organizations such as Dahabshil.
- Capacity strengthening and social mobilization in partnership with effective local NGOs to ensure Community Education Communities and communities leaders are skilled with ‘school based management’ approaches that will contribute to enrolment and retention in primary education

Output 3: Education ministries have reliable data management, credible accountability structures, and quality assurance mechanisms in place with domestic financing for education increased by 5 per cent.

To address barriers to equitable access to quality education, it is crucial to have a well-managed education sector with accountable, effective and efficient education institutions that has the capacity to deliver services. This output will focus on supporting ministries in Puntland and the Federal Government of Somalia, which have demonstrated the highest potential for results in this area. Output 3 is underpinned by the TOC: ‘If donor support is *aligned to national development priorities and delivered through government systems based on strategies that will strengthen government transparency and accountability mechanisms and build community-based participation processes in developing education policies, then more effective government-led education services will be delivered leading to increased trust in government services and a greater capacity for generating domestic financing for the education sector’*. This approach will be fleshed out into a full capacity strengthening strategy by which skills transfer and tools are developed to strengthen education ministry systems in the areas of recruitment, financial management and accountability, budgeting, and procurement while generating evidence.

Indicative strategic interventions under Output 3:

- Provide training to ministry partners on financial management, staff recruitment and human resource management systems by adapting UNICEF tools to develop standard operating procedures, human resource guidelines and tools.
- Conduct evidence-based advocacy to increase the national budget allocation to the education sector and support domestic revenue generation at local and national levels by supporting improved regulations and earmarking tax revenue for the education sector.
- Generate evidence and strengthen knowledge management systems of education ministries.
- Strengthen government EMIS and data management systems in the ministries of education. This will include supporting annual school census surveys to monitor progress on key education indicators.
- Strengthen quality assurance mechanisms through improved school supervision and reporting including feedback mechanisms to school level to support quality improvement of services in schools.

Output 4: Increased country-level capacities (government and communities) to respond to emergencies with 120,000 children accessing education in emergency situation, including IDPs host communities and returnees.

Education in contexts of humanitarian emergencies (droughts, flooding, conflict and displacement) can play a lifesaving role for children by ensuring safety, protection and breaking cycles of vulnerability to protect development gains and minimise reversals for those who are most at-risk. However, Somalia's education sector plans lack a clear strategy to address environmental and man-made shocks, with over 1 million people (more than half of which are children) currently affected by emergency or displacement. Output 4 is underpinned by the TOC: *'If risk-informed approaches underpin government and donor planning processes for the education sector, with increased prioritization among donors and aid agencies for supporting education responses during periods of emergency, then drivers of fragility related to violence, governance and environment will be better addressed to support the accelerated achievement of SDG 4, particularly for the most socially excluded and at-risk children in Somalia'*.

Indicative strategic interventions:

- Capacity strengthening will be provided to government partners, particularly in Puntland and South Central Somalia, to ensure that education services support resilience strengthening in areas of access, equity and quality, while at the same time strengthening government and partner capacities to prepare for and respond to crises when they occur. Support will also be provided to the MOECHE to develop a clear reintegration plan for Somali refugees from neighbouring countries to ensure their re-integration to the education system and Somali society.
- UNICEF will continue providing support for children and adolescents affected by crises and ensure that Education in Emergency responses adhere to Core Commitments for Children in Emergencies (CCCs) utilizing integrated approaches to create synergies with WASH, nutrition and Child Protection. Focus areas for UNICEF's efforts in EiE will include support for IDP and returnee populations, those affected by drought, and support to host communities absorbing affected and displaced populations.
- In Somaliland, UNICEF will focus on strengthening partnerships with local NGOs to focus specifically on its core mandate area of saving children's lives and promoting access to education for those whose education has been interrupted by emergencies.

4. Resource Requirements

<i>Programme component</i>	<i>(In thousands of United States dollars)</i>		
	<i>Regular resources</i>	<i>Other resources</i>	<i>Total</i>
	3 900	50 220	54 120

5. Monitoring outputs and demonstrating UNICEF's contribution to outcomes

Annex 1 illustrates the linkages between UNICEF education programme activities to achieving desired Output and Outcome results by addressing key education barriers and bottlenecks. UNICEF's Education Programme results are aligned to priority indicators of the National Development Plans of Education Ministries and UNICEF Strategic Plan indicators. To the extent possible indicators will utilise national indicators measured by government with a given regularity in order to monitoring progress towards outputs and the overall education outcome. Alignment has also been made with regional and global indicators in cases that these match the needs of the host country Education Ministry and adhere to SDG 4 Working Group global guidance for utilizing comparable cross-country indicators.⁵⁰ The country reporting will use data produced on an annual basis by the ministries of education, Government EMIS data and education cluster data for monitoring results under Output 4. To this end, as noted under Output 3 UNICEF will also support ministries of education in strengthening national monitoring systems (EMIS), conducting school censuses on an annual basis, and school supervision to generate data for monitoring progress towards outputs and outcomes. This will entail providing direct budget support from UNICEF resources, strengthening of school census forms and supporting analysis of annual government EMIS data published on an annual basis. Additionally, UNICEF will pilot real time monitoring systems and continue utilizing third party monitoring in areas that remain inaccessible to UNICEF and programme staff to track progress on key result indicators.

Early Grade Reading Assessment (EGRA) will be launched in UNICEF supported areas to gather data for assessing progress with children's learning, with an aim to scale up EGRA systems to support national evaluations of early grade learning. Where possible, UNICEF will also conduct out-of-school surveys to better understand factors contributing to child being out-of-school. Efforts will also be made to conduct a teacher absenteeism study as well as studies examining the impact that violence in schools has upon children learning and access to education.

Annex 1 – Results Framework

Key results	Progress indicators	Baseline	2018	2019	2020 Target	Means of verification	Key Partners
<p>Sustainable development goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all;</p> <p>Sustainable development goal 5: Achieve gender equality and empower all women and girls;</p> <p>Sustainable development goal 10: Reduce inequality within and among countries;</p> <p>Sustainable development goal 16: Promote just, peaceful and inclusive societies</p>							
<p>UNICEF Strategic Plan – contribute to a future vision for education that is more focused on equity – so that all children, regardless of their circumstances, have equal opportunities in education and learning – helping children to secure basic skills such as literacy and numeracy, and a wider range of social, emotional, and cognitive skills necessary to survive and thrive in an increasingly complex world.</p>							
<p>UNICEF Regional Priorities - work with governments & other partners to increase commitment, social accountability & national investment in early learning, quality education, and the integration of conflict sensitivity & peacebuilding into education service delivery.</p>							
<p>National Development Plan Priority - Education Outcomes</p>							
<p>UNICEF Education Programme Outcome</p>							
By 2020, the Gross Enrolment Ratio (GER) for primary school has increased by 9 per cent ensuring safe, equitable and quality education	(SP P5.2) Primary school GER increased 9% by end of 2020 (m/f)	32% (aggregate average)	Increase 3% (35%)	Increase 3% (38%)	41%	Statistical yearbooks of ministries of education/ EMIS	MoEHS, ESC, UNESCO, World Bank
	(SDG 4.1 – 4) Survival rate to Grade 5 (m/f)	Data currently not available	55%	60%	65%	Statistical yearbooks of ministries of	Private foundations/ umbrella

with improved learning outcomes for learners at the pre-primary, primary and secondary levels, with a focus on the most disadvantaged and vulnerable children, especially girls, populations and geographic areas.						education/ EMIS	organizations, MOEHS, ESC
	(SP P5 b2/ SDG 4.1 – 1/ GPE Goal 1 - 1) % of children at end of Grade 3 achieving minimum proficiency levels in literacy & numeracy (m/f) in supported schools	Data currently not available	25%	30%	35%	EGRA assessment system	MOEHS, local NGOs, National University and training institutes, USAID, RTI, AET, ESC
	(SP P5 4) National budget allocation to education sector	Aggregate avg. 6%	7%	8%	9%	Ministry of Finance	MOEHS, World Bank, ESC
UNICEF Education Programme Outputs							
1. By 2020, national capacity to deliver quality primary school education is improved and there is increased availability of quality primary education services	(SP P5 a2/SDG 4.2-10) Pre-primary education curriculum framework in place	none in place	Action plan developed	Draft framework developed	Draft framework Finalised	Government policy documents	Private foundations/ umbrella organizations, MOEHS
	(SDG 4.c – 37) % of qualified teachers based on national standards (m/f)	Aggregate average 55%	57%	59%	61%	Statistical yearbooks of ministries of education/ EMIS	MOEHS, local NGOs, National University and training institutes, GPE, RTI, AET, ESC, UNESCO

	(SP P5 c1) National early grade learning assessment standards	Not in place	Draft framework in place	Standards piloted	Endorsed standards utilised nationally	Ministry policy documents	MOEHS, local NGOs, National University and training institutes, USAID, RTI, AET, ESC
	(SP P5 b2/ SDG 4.1 – 1/ GPE Goal 1 - 1) Percentage of children in Grade 3 with access to age appropriate literacy & numeracy (m/f) learning materials in UNICEF supported schools	Data currently not available	10%	20%	30%	EGRA assessment system	MOEHS, local NGOs, National University and training institutes, USAID, RTI, AET, ESC
	(SP P5 c2/ SDG 4.7 – 25/ NDP) Proportion of primary schools adopting competency-based national curriculum framework in UNICEF-supported areas	Data currently not available	20%	30%	40%	Statistical yearbooks of ministries of education/ EMIS	MOEHS, local NGOs, National University and training institutes, USAID

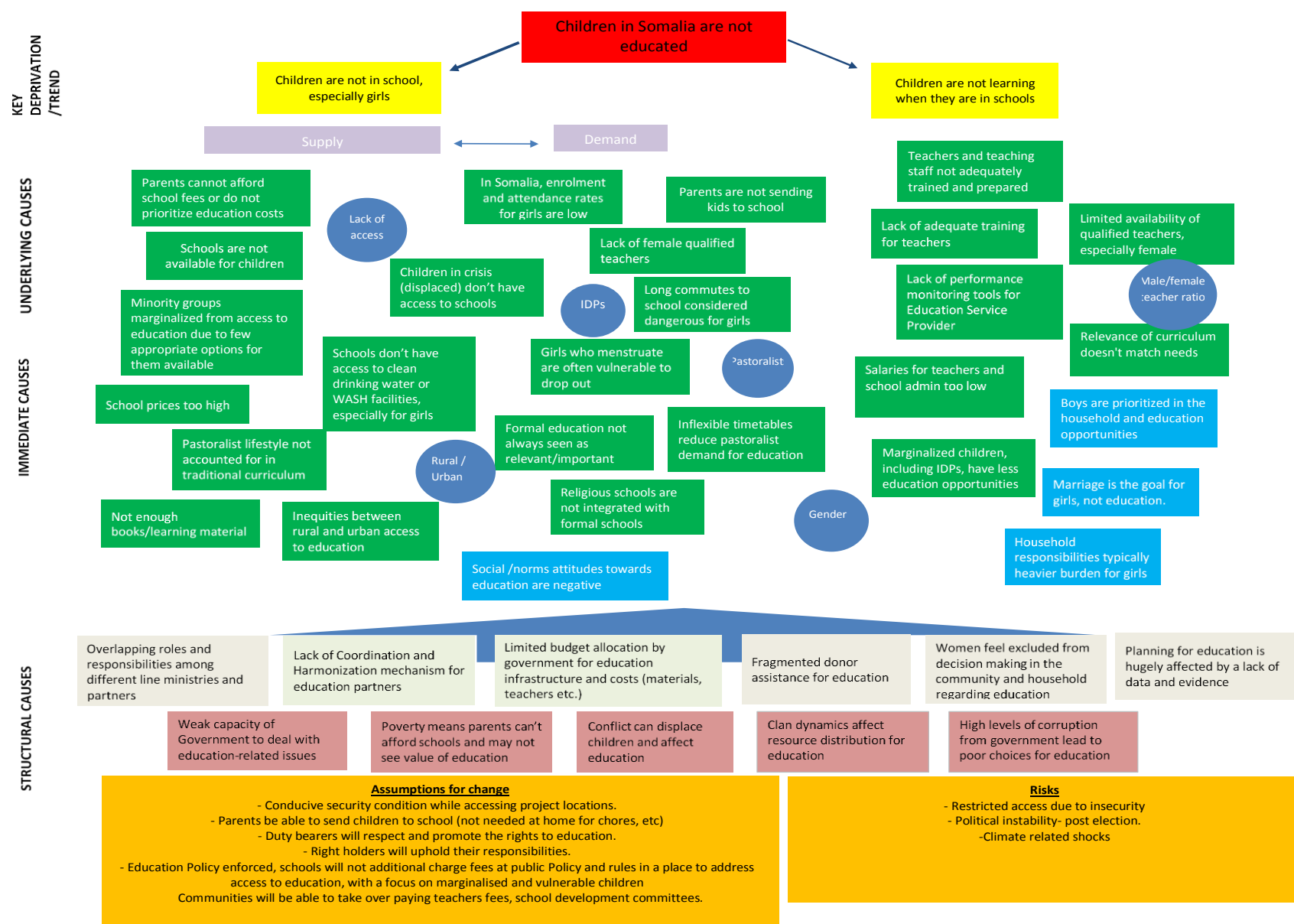
2. By 2020, 150,000 excluded children and adolescents have access to formal and alternative pathways to primary education.	(SP P5 b4/ NDP) % of the primary schools that have functioning community education committees (CEC) in UNICEF-supported areas	25%	30%	50%	70%	Statistical yearbooks of ministries of education/ EMIS	MOEHS, local NGOs, National, USAID, JIKA, GPE, EAC, ESC
	(SDG 4.a – 33) % of UNICEF-supported schools with anti-bullying policies in place and implemented	0%	30%	50%	70%	Statistical yearbooks of ministries of education/ EMIS	MOEHS, local NGOs, National, USAID, JIKA, GPE, EAC
	(SP P5 b1/ SDG 4.1-5) Number of out-of-school pastoral children enrolled in primary education (m/f) in UNICEF-supported areas	0	40,000	30,000		PESS, Statistical yearbooks of ministries of education/ EMIS; RapidPro	MOEHS, local NGOs, National, USAID, JIKA, GPE, EAC, RTI, AET, NRC
	(SP P5 b1/ SDG 4.1-5) Number of out-of-school urban poor children enrolled in primary education (m/f) in UNICEF-supported areas	0	20,000	15,000 (total 35,000)	15,000 (50,000 total)	Statistical yearbooks of ministries of education/ EMIS; RapidPro	MOEHS, local NGOs, National, USAID, JIKA, GPE, EAC, RTI, AET, NRC

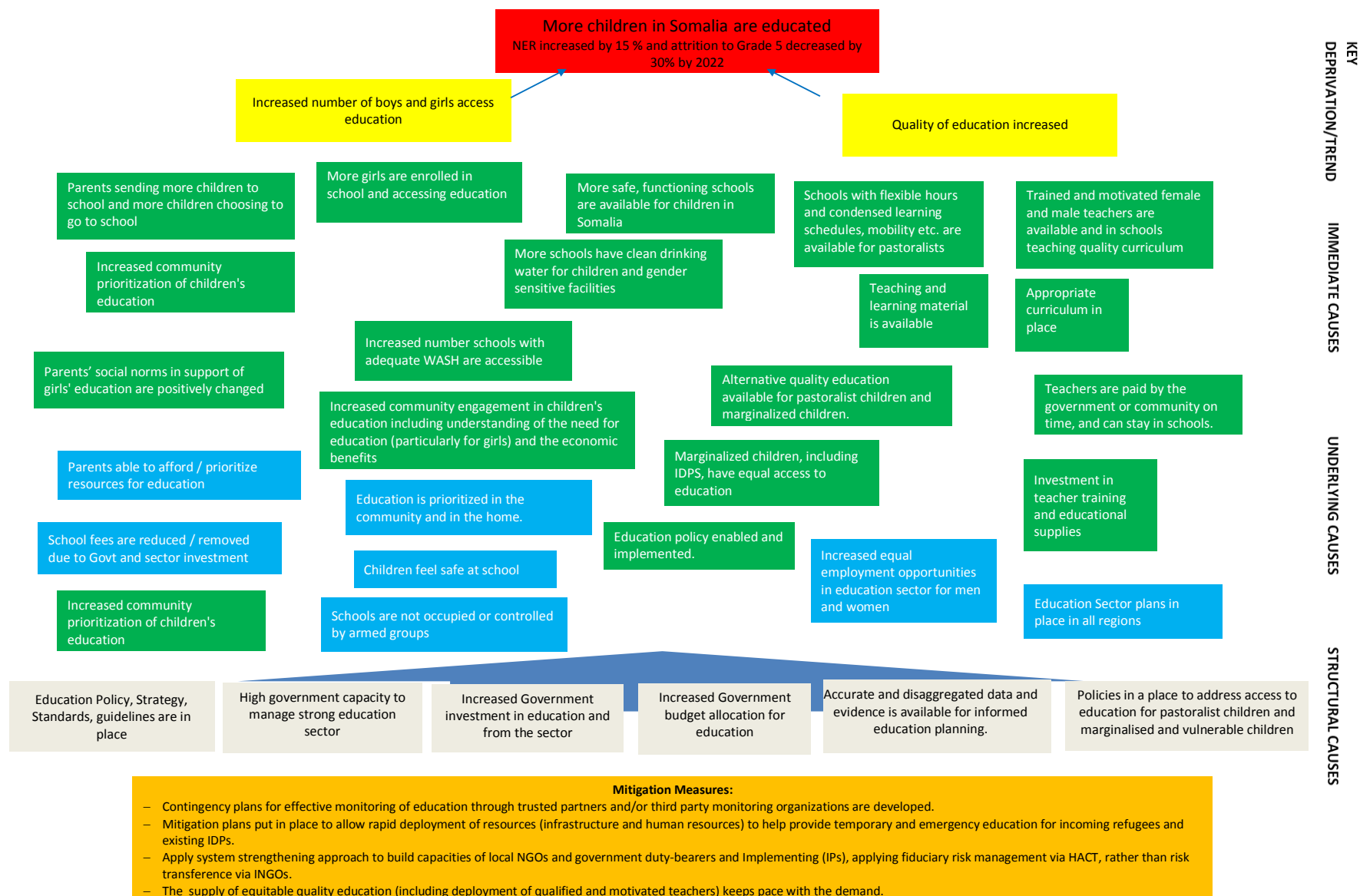
3. By 2020, education ministries have reliable data management, credible accountability structures, and quality assurance mechanisms in place with domestic financing for education increased by 5%.	(NDP) % of school administrators (principals and vice principals) who complete certified school leadership and management training (m/f) in UNICEF- supported schools	20%	45%	48%	50%	Government training reports/ EMIS	MOEHS, local NGOs, National, USAID, JIKA, GPE, EAC, RTI, AET, NRC
	(SDG 4.5 – 19) Sector budgeting allocates resources based on formulas to address inequities	None	Ministry working group established	Draft criteria developed	Formula developed and used	Ministry of education annual budget plans	MOEHS, GPE, World Bank, UNESCO, ESC
	(NDP) Number of supported primary schools receiving at least one full supervision once every year	20%	30%	40%	50%	Statistical yearbooks of ministries of education/ EMIS	MOEHS, local NGOs, National Universities, USAID, JIKA, GPE, EAC, University of Minnesota
	(SP P5 e1) Functional EMIS system used to identify barriers and bottlenecks for access to education;	Not functioning	Education Statistical yearbooks produced (CSR/Puntland)	Education Statistical yearbooks produced (CSR/Puntland)	EMIS used for planning and resource allocation (PL & CS)	EMIS system	MOEHS, local NGOs, National, USAID, JIKA, GPE, EAC, World Bank, UNESCO

4. Increased country-level capacities (government and communities) to respond to emergencies with 120,000 children accessing education in emergency situation, including IDPs host communities and returnees	(SP P5 d1) Number of targeted children in humanitarian situations accessing formal or non-formal basic education	0	40,000	40,000 (total 80,000)	40,000	Statistical yearbooks of ministries of education/ EMIS	MOEHS, local NGOs, National, USAID, JIKA, EAC, Edu Cannot Wait
	% of additional children and youth in humanitarian situations (m/f) accessing learning opportunities who benefit from teaching and learning materials	0%	75%	75%	75%	Statistical yearbooks of ministries of education/ EMIS	MOEHS, local NGOs, National, USAID, JIKA, EAC, Education Cannot Wait
	Number of additional Cluster partners and MoE staff trained in emergencies preparedness and response (m/f)	0%	35	35 (70 total)	35 (105 total)	Ministry training reports	MOEHS, local NGOs, National, USAID, JIKA, EAC, Education Cannot Wait
	(SP P5 c3) Availability of a risk reduction strategy within the Education Sector Plan/Policy - score (1-4),	Not available	Draft risk reduction strategy in place for MOECHE based on ESSP	Risk reduction strategy endorsed by MOECHE	ESSP and costed yearly work plan in place	ESSP documents and annual work plans of ministries	MOEHS, local NGOs, National, USAID, JIKA, EAC, Education Cannot Wait

**Indicators aligned to relevant SDG 4 targets, UNICEF draft Strategic Plan Indicators for Education, and draft Somalia National Development Plan.*

Annex 2: Problem and Solution Trees





Annex 3: Key Education Statistics

	Aggregate Somalia figures*	Puntland**	Somaliland***	Central South (FGS) ****
Access to ECD	2% ⁵¹			
Primary Grade 1 GIR (IQS and ABE)	n/a	146.3% (-3.8)	94.4% (-7.2)	29%
<i>=Primary Grade 1 GIR (IQS and ABE) Rural</i>	-	132.8	55.5	6.4
<i>Primary Grade 1 GIR (IQS and ABE) Urban</i>	-	157.6	130.9	69.8
Primary Grade 1 NIR (IQS and ABE)	n/a	47.2% (+4.9)	23.5% (+7.3)	5.1%
<i>Primary Grade 1 NIR (IQS and ABE) Rural</i>	-	42.9	13.7	1.2
<i>Primary Grade 1 NIR (IQS and ABE) Urban</i>	-	50.9	32.3	12.7
Primary GER (IQS and ABE)	30.1%	55.4% (+10.6)	44.3% (-)	20.1%
<i>Primary GER (IQS and ABE) Rural</i>	18.8%	50.4	25.8	4.4
<i>Primary GER (IQS and ABE) Urban</i>	56.8%	59.7	60.8	48.3
Primary NER (IQS and ABE)	17.3%	45.5% (+7.1)	33.7% (+5.1)	14.1%
<i>Primary NER (IQS and ABE) Rural</i>	10.7%	41.3	19.6	3.1
<i>Primary NER (IQS and ABE) Urban</i>	33.6%	49.0	46.2	34.0
Secondary GER	26.5%	14% (+21.9)	21.3% (+41.8)	13.3%
<i>Secondary GER Rural</i>	9.7%	5.4	2.7	0.3
<i>Secondary GER Urban</i>	52%	21.2	37.8	36.6
Secondary NER	9.3%	8.4% (+23.4)	10.4% (+9.5)	7.2%
<i>Secondary NER Rural</i>	3.2%	3.2	1.3	0.2
<i>Secondary NER Urban</i>	18.6%	12.7	18.4	19.8
% of Qualified primary qualified teachers	n/a	62.6% (+.8)	39.3% (+4)	20.1%
<i>% of Qualified primary qualified teachers rural</i>	-	50.7	26.2	15.5
<i>% of Qualified primary qualified teachers Urban</i>	-	71.8	45.7	20.8
% of Secondary qualified teachers	n/a	35.6% (+61.8)	55.1% (+18.2)	21.1%
<i>% of Secondary qualified teachers Rural</i>	-	34.6	49.0	0.0

% of Secondary qualified teachers Urban	-	35.8	56.3	24.2
Primary pupil teacher ratio	n/a	32.6% (-1.2)	30.9% (+14.4)	35%
Primary pupil teacher ratio Rural	-	31.2	23.5	36.5
Primary pupil teacher ratio Urban	-	33.7	35	34.7
Secondary pupil teacher ratio	n/a	26% (-1.5)	26.6% (+7.3)	22.1%
Secondary pupil teacher ratio Rural	-	18.2	15.8	21.9
Secondary pupil teacher ratio Urban	-	28.6	27.8	22.1
Primary Grade 1 Drop Out Rate	n/a	23.3% (+8)	9.5% (-48.4)	n/a
Primary Grade 1 Drop Out Rate Rural	-	22.6	17.9	-
Primary Grade 1 Drop Out Rate Urban	-	23.9	1.8	-
Primary survival rate to Grade 5	n/a	56% (+2.6)	70.9% (-17.2)	65%
Primary survival rate to Grade 5 Rural	-	53.1	45.5	46.1
Primary survival rate to Grade 5 Urban	-	58.8	84.2	69.4
Gender Parity Index Primary	n/a	.79	.83 (+2.8)	.81
Gender Parity Index Primary Rural	-	0.75	0.79	0.77
Gender Parity Index Primary Urban	-	0.80	0.84	0.82
Gender Parity Index Secondary	n/a	.57 (-6,7)	.68 (+14.5)	.70
Gender Parity Index Secondary Rural	-	0.54	0.64	0.66
Gender Parity Index Secondary Urban	-	0.58	0.69	0.71
% of female students primary	n/a	43.6% (+.1)	45.1% (+1.1)	44.1%
% of female students primary Rural	-	43.2	44.3	45.3
% of female students primary Urban	-	43.9	45.4	43.9
% of female students secondary	n/a	34.8% (-4.3)	38.8% (+4.6)	40.6%
% of female students secondary Rural	-	35.4	32.1	44.6
% of female students secondary Urban	-	34.7	39.2	40.5
% of female teachers primary	n/a	13.8% (+3.9)	14.3% (-26.5)	8.9%

% of female teachers primary Rural	-	13.5	9.5	10.9
% of female teachers primary Urban	-	14.0	17.0	7.8
% of female teachers secondary	n/a	3.5% (+23.4)	4.3% (-48.5)	2%
% of female teachers secondary Rural	-	2.6	4.3	2.6
% of female teachers secondary Urban	-	3.8	4.3	2.0
Budget allocation to education sector	n/a			
Budget allocation to education sector Rural	-			
Budget allocation to education sector Urban	-			
<p>* Drawn from UNFPA population based survey results 2015</p> <p>** most recent statistical yearbook publication for 2014-2015 for Puntland</p> <p>*** most recent statistical yearbook publication for 2015-2016 for Somaliland</p> <p>**** most recent statistical yearbook publication for 2015-2016 for Central South</p> <p>Additional Notes:</p> <p>*Rural includes Nomadic and IDPs</p> <p>*2014/15 PL & SL indicators are computed based on UNDP 2005 School age population while 2015/16 CS indicators are based on UNFPA PESS 2014 School age population</p> <p>*The percentage of urban population used for computing Urban/Rural indicators is based on UNFPA PESS 2014 (54.2% for PL, 52.9% for SL, 35.7% for CS and 42.4% for Total Somalia)</p>				

Annex 4 – MoRES Barriers and Bottlenecks

Using a MORES determinant framework, this section briefly identifies key barriers and bottlenecks in relation to the areas examined above for increasing access to quality education and addressing risks underpinning fragility across Somalia.

Access and equity	
<i>Enabling environment</i>	<ul style="list-style-type: none"> • Inadequate level of funding to achieve objectives with reliance on donor funding and limited domestic financing. • Policies lacking to support refugees IDP and agro-pastoralist, pastoralist and urban poor communities. • Weak sector policy and strategy implementation coordination and financial support. • Lack of textbook and supplementary material production policy. • Weak HRM policy including teachers recruitment and remuneration
<i>Supply</i>	<ul style="list-style-type: none"> • High turn-over of Ministry of Education staff in addition to lack of qualified personnel whom require additional support and capacity strengthening. • High migration of rural capacitated teachers to urban areas. • Shortage of adequately trained teachers. • Lack of proper utilization, management and deployment of teachers. • Infrastructure barriers, such as limited learning space and lack of access to clean water, sanitation facilities and schools creating long distances. • Inequitable and inadequate distribution of resources (teachers, schools, learning materials), particularly between rural and urban. • Lack of pro-poor financial schemes for poor households. • Gross gender disparities with regard to recruitment of female teachers.
<i>Demand</i>	<ul style="list-style-type: none"> • High rates of poverty creating financial barriers to education. • Dominance of pastoralism and agro-pastoralism that dampens demands for formal education. • Traditional gender biases towards girls in education, particularly at secondary school level. • Early marriage and FGM/C • A low percentage of children are enrolled in and begin grade one at the appropriate age.
<i>Quality</i>	<ul style="list-style-type: none"> • Education curriculum containing biases towards females, minority groups and traditional livelihoods (e.g. pastoralism). • Overcrowd classes • Multi-grade classes • Unqualified teachers • Limited Teaching and Learning Material(TLM) including textbooks • Lack of reading and supplementary material including libraries.
Early grade learning and school Annex 1 – Programme Structure and Result Indicators I preparedness for young children	
<i>Enabling environment</i>	<ul style="list-style-type: none"> • Inadequate level of funding from government and donors in areas of early learning and school preparedness. • Lack of government policies for supporting early learning, including ECD, Koranic schools and early grades. • No policies in place for training of caregivers and teachers for early grade teaching.

	<ul style="list-style-type: none"> • High private school depend on ECE and lack of mandate and registration by MoE&HS • Koranic schools not registered and accountable to the government
<i>Supply</i>	<ul style="list-style-type: none"> • Lack of adequately trained caregivers and teachers. • Lack of ECD facilities. • Lack of reading and learning materials to support accelerated learning at early grade levels to fast-track late students to the grade appropriate for their age.
<i>Demand</i>	<ul style="list-style-type: none"> • Competing demands for parents to send children to school as opposed to support household activities and income generation. • Limited understanding about linkages between ECD/early grade learning and strengthening resilience and social cohesion. • Low value on formal ECE relative to value placed on religious education via Madrassa schools. • Focus and prioritization placed on early Islamic education of the informal type
<i>Quality</i>	<ul style="list-style-type: none"> • Lack of early grade assessment systems and specialised remedial education strategies to support home-to-school transitions.
Quality of Education	
<i>Enabling environment</i>	<ul style="list-style-type: none"> • Inadequate level of funding to achieve objectives, high reliance on donor funding with limited domestic financing. • Weak government quality assurance, supervision and monitoring mechanisms. • Limited staff capacity at the ministries to support improving the quality of education. • Weak policy on retention of qualified/capacitated staff.
<i>Supply</i>	<ul style="list-style-type: none"> • Majority of teachers are not qualified nor on government payroll systems. • Lack of in-service and pre-service support for teachers in schools • Inadequate teaching and learning materials including textbooks and teachers guides • Lack of teachers' resource centres
<i>Demand</i>	<ul style="list-style-type: none"> • Relevance of education for socially excluded communities, particularly pastoralists. • High rates of violence at community level impacting quality of education (including access and retention) • Limited community participation in school-based management approaches.
<i>Quality</i>	<ul style="list-style-type: none"> • No systematic teacher training and continuous professional development programmes. • High rates of violence at community level impacting quality of education (including access and retention). • Absence of standardised quality assessment systems.
Institutional Capacities – Sector Management and Governance	
<i>Enabling environment</i>	<ul style="list-style-type: none"> • Weak accountability and transparency mechanisms. • Limited staff capacity strengthening systems (budgeting, recruitment, procurement, staff training) • Contested authority between political and administrative levels of government creating fragmented education system. • Weak data management systems to support effective planning and service delivery. • High fiduciary risks and lack 'biased' hiring practices.

	<ul style="list-style-type: none"> • Weak accountability and commitment for strategy and standards guidelines implementations • Lack of organizational memory and documentation • Lack of retirement policy and accommodation/retention of young professionals.
<i>Supply</i>	<ul style="list-style-type: none"> • Insufficient resources for administration (offices, computer systems, vehicles) • Lack of qualified ministry personnel to manage education sector. • Government budget priorities salaries instead of operational and management
<i>Demand</i>	<ul style="list-style-type: none"> • Limited community engagement in government planning and decision-making processes. • High centralised decision making – Top down management.
<i>Quality</i>	<ul style="list-style-type: none"> • Lack of training and internal quality assurance systems. • Lack of staff performance evaluation systems, accountability and transparent promotion procedures for ministry personnel. • Limited management commitments
Education in emergencies and humanitarian settings	
<i>Enabling environment</i>	<ul style="list-style-type: none"> • Education is not seen as lifesaving intervention • Absence of government policies on education in emergency. • Risk assessments and preparedness policy disaster policy and response planning lacking in sector planning processes. • Absence of government budget allocations for responding to emergencies and protracted humanitarian needs of children. • Absence of reintegration strategies to support communities affected by crises.
<i>Supply</i>	<ul style="list-style-type: none"> • Insufficient numbers of education officers, CeC members, teachers, learning spaces, and learning materials for EiE-related needs. • Insufficient psychosocial support provided to children affected by armed conflict and disasters. • Absence of rapid response mechanisms for responding to emergencies and dedicated ministry focal points to support emergency response. • Absent of contingency plans
<i>Demand</i>	<ul style="list-style-type: none"> • IDPs and other affected communities socially excluded and given little support from communities. • Contestation between IDPs, Refugees and affected communities with host communities of limited resources.
<i>Quality</i>	<ul style="list-style-type: none"> • Lack of assessment systems to support children's ongoing quality learning during periods of emergency. • Limited rapid assessment skills • Weak EiE coordination

- ¹ See OECD, *States of Fragility 2015: meeting Post-2015 Ambitions*, OECD Publishing, 2015.
- ² UNICEF State of the World's Children 2016, data tables available at: <http://data.unicef.org/resources/the-state-of-the-world-s-children-2016-statistical-tables.html>. Other estimates place population figures at over 12 million for the entire country.
- ³ Ibid.
- ⁴ UNICEF, *Situation Analysis of Children in Somalia*, 2006, p. 7. Other sources place the figure as high as 60 per cent.
- ⁵ For example, see: MoEHS, *Somaliland Education Sector Analysis*, 2016. Rural and pastoral communities combined make up over 50% of the total population in Somaliland, with roughly 35% classified as purely 'pastoralist'.
- ⁶ For further information see OCEC-DAC *Fragile States Report 2015* on 'characteristics of fragility'.
- ⁷ UNICEF, *The State of the World Children 2015 (SOWC)*.
- ⁸ UNICEF State of the World's Children 2016, data tables available at: <http://data.unicef.org/resources/the-state-of-the-world-s-children-2016-statistical-tables.html>
- ⁹ Ministry of Education and Higher Studies, Somaliland/Puntland/Federal Government of Somalia, *Education Statistical Yearbooks 2014-2015*.
- ¹⁰ UNFPA, *Population Based Estimate Survey for Somalia (PESS)*, 2015. Secondary GER includes those adolescents and youth who have re-entered education through alternative education pathways.
- ¹¹ Ministry of Education and Higher Studies, Somaliland/Puntland/Federal Government of Somalia, *Education Statistical Yearbooks 2014-2015*.
- ¹² Ministry of Education and Higher Studies, Somaliland/Puntland/Federal Government of Somalia, *Education Statistical Yearbooks 2014-2015*.
- ¹³ The proportion of those aged 6-13 years enrolled in primary school at the correct grade level.
- ¹⁴ The proportion of those aged 14-18 years enrolled in secondary school at the correct grade level.
- ¹⁵ UNFPA, *Population Based Estimate Survey for Somalia (PESS)*, 2015.
- ¹⁶ Ministry of Education and Higher Studies, Somaliland/Puntland/Federal Government of Somalia, *Education Statistical Yearbooks 2014-2015*.
- ¹⁷ Ministry of Education and Higher Studies, Somaliland/Puntland/Federal Government of Somalia, *Education Statistical Yearbooks 2014-2015*. In the absence of a robust out-of-school study, NER and GER rates support estimates made that more than half of all children and adolescents in the country are out of school (roughly 2 million children and adolescents),¹⁷ with the greatest proportions of those who are out of school being found in rural areas and among pastoralist and IDP communities.
- ¹⁸ UNFPA, *Population Based Estimate Survey for Somalia (PESS)*, 2015.
- ¹⁹ Ministry of Education and Higher Studies, Somaliland/Puntland/Federal Government of Somalia, *Education Statistical Yearbooks 2014-2015*.
- ²⁰ Ministry of Education and Higher Studies, Somaliland/Puntland/Federal Government of Somalia, *Education Statistical Yearbooks 2014-2015*.
- ²¹ Barakat et al, *Beyond Fragility: A conflict and education analysis of the Somalia context*. University of York, Post-war Reconstruction Unit. UNICEF Somalia, 2014.
- ²² Roy Carr-Hill and David Ondijo, *Assessment of the Education, Livelihoods, Living conditions and welfare of Somalis pastoralists: A representative, multi-sectoral survey conducted to provide a baseline for programming for pastoralist communities*, UNICEF, 2011 study. For comparable examples also see Resilience in Education Study, ESARO 2015, and Ethiopia Pastoral education assessment 2016.
- ²³ Barakat et al, *Beyond Fragility: A conflict and education analysis of the Somalia context*. University of York, Post-war Reconstruction Unit. UNICEF Somalia, 2014.
- ²⁴ Barakat et al, *Beyond Fragility: A conflict and education analysis of the Somalia context*. University of York, Post-war Reconstruction Unit. UNICEF Somalia, 2014; UNFPA, *Population Based Estimate Survey for Somalia (PESS)*, 2015.
- ²⁵ Barakat et al, *Beyond Fragility: A conflict and education analysis of the Somalia context*. University of York, Post-war Reconstruction Unit. UNICEF Somalia, 2014. FHI 360, Sussex and Ulster studies on Equity, Governance and Education, OECD Fragile states report 2016...
- ²⁶ For importance of early grade learning see: <https://www.usaid.gov/what-we-do/education/improving-early-grade-reading> and Kinnucan-Welsh et al, *Strategic teach and strategic learning in first grade classrooms*, Reading Horizons, Vol 40, Issue 1, 1999, available at: http://scholarworks.wmich.edu/cgi/viewcontent.cgi?article=1209&context=reading_horizons
- ²⁷ UNFPA, *Population Based Estimate Survey for Somalia (PESS)*, 2015.
- ²⁸ In Puntland the Grade 1 GIR is 146 per cent compared to a Grade 1 NIR of only 47 per cent. In Somaliland the Grade 1 GIR is 94.5 per cent, while the Grade one NIR is only 23.4 per cent. In the Central South Region, the Grade 1 GIR is 29 per cent while the Grade 1 NIR is only 5 per cent. Statistical yearbooks 2014-2015.
- ²⁹ UNFPA, *Population Based Estimate Survey for Somalia (PESS)*, 2015, p. 7.
- ³⁰ UNFPA, *Population Based Estimate Survey for Somalia (PESS)*, 2015.
- ³¹ Ministry of Education and Higher Studies, Somaliland/Puntland/Federal Government of Somalia, *Education Statistical Yearbooks 2014-2015*.
- ³² Ministry of Education and Higher Studies, Somaliland/Puntland/Federal Government of Somalia, *Education Statistical Yearbooks 2014-2015*.
- ³³ A notable exception is Somaliland where close to 70 per cent of teachers are paid directly by the government.
- ³⁴ Development partners such as UNICEF, the EU and others invested greatly in support the governments of Somalia develop a unified competency-based curriculum which has yet to be finalised and implemented across the country.
- ³⁵ In 2015, the primary education curriculum was revised using a competency-based approach that integrates notions of conflict-sensitivity and peacebuilding.
- ³⁶ Ministry of Education and Higher Studies, Somaliland/Puntland/Federal Government of Somalia, *Education Statistical Yearbooks 2014-2015*.
- ³⁷ Ministry of Education and Higher Studies, Somaliland/Puntland/Federal Government of Somalia, *Education Statistical Yearbooks 2014-2015*.
- ³⁸ OECD, *States of Fragility 2015: meeting Post-2015 Ambitions*, OECD Publishing, 2015.
- ³⁹ Barakat et al, *Beyond Fragility: A conflict and education analysis of the Somalia context*. University of York, Post-war Reconstruction Unit. UNICEF Somalia, 2014.
- ⁴⁰ Novelli et al, *Exploring the Linkages between Education Sector Governance, Inequity, Conflict, and Peacebuilding in South Sudan*, University of Sussex, UNICEF ESARO, 2016 and 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

⁴¹ See UNDP documents on institutional capacity strengthening.

⁴² Barakat et al, *Beyond Fragility: A conflict and education analysis of the Somalia context*. University of York, Post-war Reconstruction Unit. UNICEF Somalia, 2014, and Bekaloet, et al., 2003. Conversely, Koranic and Madrasah schools are highly valued by communities because of their historic role in filling the void left by the collapse of state education in 1991 and before colonial rule (Cassanelli and Abdikadir, 2007).

⁴³ UNICEF, *Index for Risk Management* (InfoRM), 2015.

⁴⁴ UNICEF Somalia, 2016 Humanitarian Needs Assessment.

⁴⁵ Barakat et al, *Beyond Fragility: A conflict and education analysis of the Somalia context*. University of York, Post-war Reconstruction Unit. UNICEF Somalia, 2014.

⁴⁶ Patta Scott-Villiers et. al., *A Study of Education and Resilience in Kenya's Arid Lands*, UNICEF, Nairobi Kenya, 2016.

⁴⁷ UNICEF, *Guidance note for effective programming in fragile states*, UNICEF ESARO, 2016.

⁴⁸ Federal Government of Somalia, National Development Plan 2017-2019. The NDP identifies key priorities relevant for each of the different regional governments of Somalia, which will be further refined based on Education Sector Analysis and Strategic Plan priorities currently being finalised.

⁴⁹ Key partnerships for Output 1 will include the ministries of education, local NGOs such as HIRDA and private education foundations such as FPENS, as well as strategic partners in areas where significant added value is provided (e.g. Africa Education Trust on curriculum development or the University of Minnesota).

⁵⁰ UNESCO, *Thematic Indicators to Monitor the Education 2010 Agenda*, Technical Advisory Group Proposal, 2016.

⁵¹ UNICEF, *State of the World's Children 2016*, data tables available at: <http://data.unicef.org/resources/the-state-of-the-world-s-children-2016-statistical-tables.html>