

January 2020

# EDUCATION SECTOR PROGRAM IMPLEMENTATION GRANT (ESPIG)

*Baseline Evaluation*

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# CONTENTS

CONTENTS .....	ii
TABLE OF FIGURES .....	1
EXECUTIVE SUMMARY .....	3
BACKGROUND .....	4
Primary Education in Somalia .....	4
Project Background and objectives .....	6
METHODS .....	7
Geographic Scope .....	7
Training of Data Collection Team .....	7
Data Collection .....	7
Surveys Conducted .....	8
Limitations .....	9
Ethical Considerations .....	10
Child Protection Policy .....	11
PROFILE OF ASSESSED SCHOOLS .....	12
PROFILE OF CECS .....	21
SELF-REPORTED TEACHING PRACTICES .....	24
LINES OF INQUIRY .....	26
2.1 School needs .....	26
2.1 The potential for additional enrolment .....	33
2.3 Barriers to equitable education outcomes .....	41
2.4 Drivers of safety and effective management .....	47
2.5 Management and oversight needs .....	49
KEY TAKEAWAYS AND RECOMMENDATIONS FOR SYSTEM STRENGTHENING .....	53
School Needs .....	53
The potential for additional enrolment .....	54
Barriers to equitable education outcomes .....	56
Drivers of safety and effective management .....	57
Management and oversight needs .....	58
Key Takeaways and recommendations for ESPIG Activities .....	59
LOGFRAME INDICATORS .....	61
BIBLIOGRAPHY .....	62
Internal sources .....	62
External sources .....	62

# TABLE OF FIGURES

Figure 1 - Regions sampled during data collection .....	7
Figure 2 Quantitative surveys: by survey type and state .....	8
Figure 3 Qualitative surveys: by interview type, respondent, and state .....	9
Figure 4 Sampled schools: by state and region.....	12
Figure 5 Student body size.....	12
Figure 6 Gender distribution of student populations .....	13
Figure 7 Grade level distribution of schools.....	13
Figure 8 Reported IDP populations vs UNFPA population estimates.....	14
Figure 9 Enrolment of marginalised students .....	14
Figure 10 Percent of schools with marginalised students.....	15
Figure 11 Pupil teacher ratio.....	16
Figure 12 Gender of principals and teachers .....	17
Figure 13 Education level of teachers.....	17
Figure 14 Teacher qualifications and degrees .....	18
Figure 15 Learning levels offered.....	19
Figure 16 Receipt of textbooks for the new curriculum .....	19
Figure 17 Community education committees: by state and region.....	21
Figure 18 Gender composition of CEC's .....	22
Figure 19 Community education committee member types .....	22
Figure 20 Methods of selecting CEC members .....	23
Figure 21 Self-reported use of learner-centered teaching practices.....	24
Figure 22 Who des the teacher discipline? .....	25
Figure 23 ESPIG activities addressing school needs challenges .....	26
Figure 24 Teacher training received .....	27
Figure 25 Types of training received .....	27
Figure 26 Pupil textbook ratios for new curriculum textbooks .....	28
Figure 27 School priorities.....	29
Figure 28 Schools with administrative offices.....	29
Figure 29 Pupil classroom ratios.....	30
Figure 30 Percent of schools offering double shifts, by grade .....	30
Figure 31 Classroom temperatures and access to electricity .....	31
Figure 32 Student access to toilets.....	32
Figure 33 ESPIG activities addressing the potential for additional enrolment.....	33

Figure 34 Community support for school completion.....	34
Figure 35 Percent of student bodies that are minorities.....	36
Figure 36 Types of student disabilities .....	37
Figure 37 Head Teacher estimates of potential for additional enrolment, by grade.....	38
Figure 38 Head Teacher estimates of potential for additional enrolment, by region .....	39
Figure 39 Schools where potential for additional enrollment is 100% or more .....	39
Figure 40 ESPIG activities addressing barriers to equitable education outcomes.....	41
Figure 41 Questions on gender: negative statements.....	42
Figure 42 Questions on gender: positive statements.....	42
Figure 43 Percent of student body that are children living with disabilities .....	45
Figure 44 ESPIG activities addressing safety and effective management.....	47
Figure 45 Frequency of staff meetings .....	47
Figure 46 Roles of parent representatives in CECs .....	48
Figure 47 Tally of parent roles in CEC's .....	48
Figure 48 ESPIG activities addressing management and oversight needs .....	49
Figure 49 CEC meeting frequency .....	49
Figure 50 Roles of Community Education Committees .....	50
Figure 51 CEC's who have received training on school management in the past year .....	51
Figure 52 CEC members' perceptions of government support .....	52

# EXECUTIVE SUMMARY

Despite numerous efforts by the different multi-stakeholders, Somalia faces low national gross enrolment rates. The Federal Government of Somalia has thus devoted itself towards revitalizing the education sector in the country. The Ministry of Education, Culture and Higher Education in Somalia's, Education Strategic Sector Plan (ESSP) 2018 provides a blueprint for development of education sector in the country. The Education Sector Implementation Grant (ESPIG) will provide support to implement the components of the ESSP with special focus on the primary school education sub-sector. The primary objective of the project is to improve equitable access to and quality of education outcomes for all Somali primary school children through strengthened system capacity to design evidence-driven ESSP reforms, and collaborate effectively with partners in their implementation. To this end, this evaluation generates baseline data within the following lines of inquiry:

- i) School needs
- ii) The potential for additional enrolment
- iii) Barriers to equitable education outcomes
- iv) Drivers of safety and effective management
- v) Management and oversight needs

School needs reflect characteristics of student populations, school faculty, and basic infrastructure of schools. There is a near ubiquitous call for teacher training in all regions of Somalia. Of the headteachers surveyed, 93% cited the need for support in teacher training at their schools. Teachers must cope with a lack of teaching and learning resources, such as textbooks and curriculum guidance. Even where new curriculum textbooks have been distributed, pupil-textbook ratios remain high. In some classrooms, textbooks are available for teachers only, and none are provided to students. Lower grade levels, where class sizes tend to be larger, the pupil-textbook ratios tend to be higher, though all grade levels average over seven students to each textbook.

Schools average at approximately 44 enrolled students per classroom, though class sizes may be smaller, as many schools offer multiple shifts per day. Just over half of schools have access to electricity. In Bakool, just 10% of schools have access to electricity. In the entire sample, 23 schools do not have student-accessible toilets, with nearly half of such schools concentrated in Gedo (6 schools) and Galguduud (5 schools) regions. Lower Shabelle stands out performing particularly poorly on providing students gender-specific toilets. Sixty-four percent (9 of 14 schools) of schools in the region do not have gender-specific toilets – well over the total sample average of 13%.

The potential for additional enrolment is evaluated based on both supply- and demand-side deficits. The prominence of Quranic schools in the country and the resistance of some religious leaders to girls' full and equal participation in the school system are ongoing challenges to expanded access to quality education. There is also enormous potential for the promotion of access to education through religious institutions. A number of Islamic and traditional Somali values exemplify this potential; a CEC member in South West State claims that the education of many children is steered by religious leaders.

The school populations tend to have slightly more male than female students, with the total sample averaging 44% female and 56% male students in schools. Teachers most frequently reported no bias in community preferences, saying that there is equal support for boys and girls to complete both primary and secondary school. However, amongst those who did report a

gender bias in community preferences, teachers were far more likely to report greater support for boys' primary and secondary school completion than girls'. Poor attendance was a common theme when discussing girls' education with education officials and CEC members. Schools' inability to meet girls' sanitation needs was discussed by several participants. Even more frequently discussed were domestic responsibilities and expectations of girls specifically. Interviews with both CEC members and education officials revealed a common acknowledgement of girls' and women's domestic roles functioning as a key pull factor preventing girls' full and equal participation in the Somali school system. For both primary and secondary school, teachers reported girl students as far more likely to drop out of school. Education officials describe the drivers of poor attendance, along with other pressures which grow as girls mature, as culminating to a critical point in which a girl drops out.

Many of the conflict drivers in Somalia manifest similarly for IDP's and minority groups. Where clan identity dominates local politics, IDP's, agricultural groups, and minority clans often face excessive barriers to accessing education and other social services, as dominant clans control political offices and in turn resource allocation and access. The barriers discussed in reference to IDP and minority students are almost exclusively surrounding financial constraints. Children may then be required to leave school to help contribute to family income. Some education officials and CEC members insist that once such children enter the classroom, all students have access to the same quality of education and learning opportunities as other students. Others speak more openly about the discrimination faced by minority groups in schools, acknowledging their social marginalization preventing equal learning opportunities for all students.

Overall, schools reported serving very few students with disabilities, the demographic totalling just 2% of the total sample. Sixty-five percent of head teachers reported one or more students with physical disabilities and more than half (52%) have students with speech impediments. Students with learning disabilities and mental health issues are least frequently cited. There is a relatively clear decline in disability prevalence as diagnosis is less outwardly apparent. Qualitative data also suggests that discussions around disability are associated primarily with physical disabilities, as many comments centred primarily around physical access challenges. Disabilities which are less physically obvious appear to go undetected. Raising awareness around the rights of people living with disabilities is also critical in realizing the potential for additional enrolment for students with disabilities.

Headteacher estimates for potential for additional enrolment seem to be based exclusively on pupil-classroom and pupil-teacher ratios. A school's potential for additional enrolment must also be considerate of the quality of education outcomes, the adequacy of school facilities in meeting basic WaSH and safety standards, and the ability of teachers and school management to meet a range of student needs, including those of girls, children with disabilities, and IDP's. Programme design demonstrates a fundamental understanding of these trade-offs, as the ESPIG places a great deal of emphasis on equitable access to *quality* primary education.

Community Education Committees (CECs) are local structures that oversee the operation of a primary school in a given community. The committees typically consist of the school's head teacher, community leaders, and parents. CECs support the operation of schools in a number of ways, by monitoring student and teacher attendance, promoting enrolment and attendance, raising awareness of the importance of education, liaising with religious leaders and other

individuals of influence in the community, and providing material support to the school, among other tasks.

Sampled committee sizes vary from 3 to 13 members, with an average of 7.2 members. As with student and teacher populations, CEC membership favours males. With the exception of Banaadir and Galguduud regions, the majority of CEC's employ democratic selection processes. In Galguduud, the vast majority (88%) of sampled committees have members appointed by local leaders or elders. In most CEC's (88%), parent representatives work in conflict resolution. In more than half of schools (58%), parents also participate in recruitment and supervision of teachers. The relatively large portion (41%) of CEC's with parent representatives in resource mobilization is a positive indicator of parent and community ownership of their local education system and in turn the sustainability of the schools.

School management and oversight is the responsibility of multiple individuals and groups, at different levels. At the community level, CECs are tasked with providing oversight of school quality; at a broader level, government officials -- typically in the form of a DEO -- are responsible for transmitting and translating policy changes, monitoring teaching quality and attendance, and ensuring schools are providing education in line with official standards.

In general, monitoring of this kind is less consistent than it should be. According to the head teachers interviewed, only 65.7% of schools had received a visit from a school inspector or other official representative of the government in the previous three months. Jubaland and South West state had the poorest performance on this metric, with just 57.1% and 50.0% of schools reporting such visits over the same timeframe.

Though nearly half of CEC members feel the government is "very supportive", there is significant room for improvement, particularly in regions such as Lower Juba, Mudug, and Bakool (where between 0 – 16% feel the government is very supportive). As improving CEC capacity is a main pillar in ESPIG programme objectives, integrating government officials into community education committee trainings may be a significant opportunity to demonstrate state commitment and capacity in supporting schools.



# BACKGROUND

## PRIMARY EDUCATION IN SOMALIA

Education is a basic human right and every child is entitled to access to quality education. As guided by the United Nations Sustainable Development Goals, the current global path of sustainable development mentions the paramount importance of education explicitly in multiple instances<sup>1</sup>. All SDGs emphasize the common thread of leaving no one behind and reiterate the need to provide for and intervene to ensure children's access to education, including girls, minority children, IDPs, and pastoralists. There has been notable progress on global education, but despite significant efforts, 262 million children and youth aged 6 to 17 remained out of school in 2017.<sup>2</sup> Children from fragile and post conflict states are often denied access to quality education due to lacking or entirely missing government structures. Those from marginalised communities such as rural children and nomadic pastoralists are highly impacted and excluded in terms of enrolment, attendance, achievement and transition to higher levels<sup>3</sup>. Gender disparities become more pronounced as children approach adolescence<sup>4</sup>. In Somalia, girls are often absent from schools during their menstrual periods due to lack of hygiene facilities and social stigma in using the facility where it exists<sup>5</sup>.

The Federal Republic of Somalia's education sector operates in a fragile, post conflict state, with fragmentation in the education sector, dating back to the colonial period, and exacerbated by decades of internecine conflict. The pre-colonial education sector consisted of a system based on traditional forms of education, as was the case for most African states; in the case of Somalia, pre-colonial education was rooted in traditional Koranic schools and Arab-language studies. The colonial period saw the introduction of formal education with fragmentation in the North and South, with English and Italian as the languages of instruction, respectively<sup>6</sup>. Formal education in the state thrived post-independence with significant increase in enrolment in the 1970s, after major policy changes, including adopting Somali as the medium of instruction. This progress in formal education was later devastated by the outbreak of the Ogaden war that diverted resources away from education, which led to decline in enrolment by the 1980s<sup>7</sup>.

The unrest and conflict that began in the late 1980s and prompted the overthrow the Siad Barre regime caused a further decline of the education sector.<sup>8</sup> The collapse of state institutions and services resulted in a generation of Somalis with no access to state-run schools, and limited access to education at all. In the vacuum produced by decades of conflict and institutional weakness, other actors stepped in to provide education, including NGOs and private umbrella "associations", which bring together privately-run schools under a single non-state

<sup>1</sup> "Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all"; "Goal 5: Achieve gender equality and empower all women and girls"; "Goal 10: Reduce inequality within and among countries"

<sup>2</sup> Social Council and Social Council, 'Economic and Social Council', 07404.May (2019).

<sup>3</sup> Roy Carr-hill and Maroo Jeex, 'International Journal of Educational Development Education of Children of Nomadic Pastoralists in Somalia : Comparing Attitudes and Behaviour', *International Journal of Educational Development*, 40 (2015), 166–73 <<https://doi.org/10.1016/j.ijedudev.2014.10.001>>.

<sup>4</sup> 'Harnessing-the-Power-of-Data-for-Girls-Brochure-2016-1-1.Pdf'.

<sup>5</sup> Elijah Kipchumba, 'MAKING SCHOOLS MORE GIRL FRIENDLY : EXPLORING THE EFFECTS OF " GIRL FRIENDLY SPACE " ON SCHOOL ATTENDANCE OF ADOLESCENT GIRLS Keyword S', 5.11 (2017), 189–98 <<https://doi.org/10.18488/journal.61.2017.511.189.198>>.

<sup>6</sup> Ali Jimale Ahmed and Hussein M Adam, 'Journal of Somali Studies', 1.1 (2014), 1–108.

<sup>7</sup> Peter Moyi, 'International Journal of Educational Development Who Goes to School ? School Enrollment Patterns in Somalia', *International Journal of Educational Development*, 32.1 (2012), 163–71 <<https://doi.org/10.1016/j.ijedudev.2010.09.002>>.

<sup>8</sup> James H Williams and others, 'Education from the Bottom Up : UNICEF ' s Education Programme in Somalia Education from the Bottom Up : UNICEF ' s Education Programme in Somalia', 3312 (2015) <<https://doi.org/10.1080/13533312.2015.1059284>>.

organization, which is responsible for ensuring uniformity and quality of education. While a positive force for education since their founding, community schools, umbrella associations and NGO-provided education are also evidence of a still-fragmented system of education, as "umbrella schools" and independent private schools both vastly outnumber government-run schools.<sup>9</sup>

In recent years, periods of relative calm have allowed a recovery and reinvigoration of the education sector. It is estimated that since 2011, 2.6 million children and adolescents have enrolled in primary schools across Somalia, though national gross enrolment ratios remain low at 30 percent for primary school.<sup>10</sup> Enrolment rates vary considerably between regions of Somalia, and their calculation poses limitations due to the lack of reliable population data, but findings indicate that access is generally poor<sup>11</sup>. Challenges in access to the education in Somalia are multifaceted, characterised by unaffordability, poor school environment, crowded classes, poor quality of school services, and a limited number of trained teachers<sup>12</sup>. The collapse of the government meant that there was weak support and coordination of the education sector, resulting in community-run schools supported by INGOs and the diaspora community, and undermining teacher training, enforcement of standards, curriculum development, and other critical aspects of education governance. Over the past ten years, however, substantial progress has been made in this area, including the development of a unified primary school curriculum and textbooks, teacher trainings, supervision of teachers, establishment of Community Education Committees (CEC), rehabilitation of school facilities, and an education management information system<sup>13</sup>. These improvements have occurred as a result of sustained engagement by and collaboration between the government, development partners, and the diaspora community, the latter of which has played an especially important role in facilitating education during years of conflict and rebuilding the sector in the years since.<sup>14</sup> Communities have also become increasingly involved in the oversight and funding of schools, with CECs providing important monitoring and fundraising functions for many schools.<sup>19</sup>

Despite these numerous efforts by the different multi-stakeholders, Somalia still faces low national gross enrolment rates. The Federal Government of Somalia has thus devoted itself towards revitalizing the education sector in the country. A comparison of the sector during and post-civil war demonstrates the urgent needs of students, out-of-school children and teachers, as well as the potential of growth and development of the sector. The Ministry of Education, Culture and Higher Education in Somalia's, Education Strategic Sector Plan (ESSP) 2018-2020 provides a blueprint for development of education sector in the country. For the primary subsector, priority areas include expanding access to education in an equitable manner and increasing the quality of learning outcomes. Additionally, the Ministry has prioritised cross-

<sup>9</sup> World Bank. 'Study on Understanding the Role of Non-State Education Providers in Somalia'. (2018).

<sup>10</sup> Economic Cooperation and others, 'UNICEF Somalia Education Strategy Note', 2020, 1–31.

<sup>11</sup> Ministry of Education, Culture and Higher Education of Somalia (2016) Education Sector Analysis, p. 144-115.

<sup>12</sup> Abdullahi Mohamoud Mohamed and John Momanyi Ongubo, 'Primary School Enrolment in Somalia: What Are the Enabling or Hindering Factors?', *Somali Studies*, 1 (2016).

<sup>13</sup> Williams and others.

<sup>14</sup> Many of the umbrella associations of schools that arose during the conflict were funded by and run by diaspora members, and others brought together schools funded either entirely by diaspora funds or in part by remittances from diaspora Somalis (World Bank. 'Study on Understanding the Role of Non-State Education Providers in Somalia'. (2018)). The diaspora community has also contributed to education through the establishment and support of NGOs that ran schools (Farah, Abdulkadir Osman, 'Diaspora Involvement in the Development of Somalia', 2009). Diaspora involvement has not been limited to primary or secondary education, as the community has also contributed significantly to universities as well (Hoehne, Markus Virgil, 'Diasporic Engagement in the Educational Sector in Post-Conflict Somaliland: A Contribution to Peacebuilding?', 2010). Finally, Somali diaspora have also contributed, more recently, by repatriating back to Somalia and serving as teachers and in technical positions within government ministries, often pushing forward positive changes in policy and implementation.

<sup>19</sup> It is important to note the limitations of community funding of schools, however, as an emphasis on fundraising support from local communities privileges relatively wealthier communities. It also increases the risk that localized economic shocks will significantly impact schools, while state- or federal-level funding can smooth shocks through risk-sharing and cross-subsidization across a larger geographic area.

cutting issues such as increasing the organizational capacity of the MOECHE to manage/regulate the sector; developing learning materials based on the national curriculum framework; attaining equity and parity in the system; strengthening in-service teacher training systems; establishing a system-wide monitoring system and strengthening the EMIS; and support the decentralization of service delivery. The Education Sector Implementation Grant (ESPIG) will provide support to implement the components of the ESSP with special focus on the primary school education sub-sector.

## PROJECT BACKGROUND AND OBJECTIVES

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There are numerous gaps in data of the education sector of the Federal Government of Somalia. As such, Consilient Research has been commissioned by CARE to conduct a baseline study that will seek to determine the current status for the key ESPIG outcomes. The primary objective of the project is to improve equitable access to and quality of education outcomes for all Somali primary school children through strengthened system capacity to design evidence-driven ESSP reforms, and collaborate effectively with partners in their implementation. The three program component objectives are as follows:

- Increased equitable access to quality primary education through changes in three intermediate outcomes: increased access to education for out of school children, strengthened capacity of community education committees, community actions towards improved school safety.
- Enhanced quality of education to ensure grade-appropriate learning outcomes through the three intermediate outcomes: effective monitoring of teacher education and management policy; strengthened and harmonized efforts in teacher pre-service training; improved access to teaching and learning materials; and a strengthened assessment framework.
- Enhanced system capacity to regulate and manage the education sector, through the combination of the following intermediate outcomes: (i) strengthening regulatory and monitoring system for private, community, and government schools and (ii) improved capacity of education officers for planning, budgeting, policy implementation, coordination, and progress tracking.

To this end, this evaluation generates baseline data within the following lines of inquiry:

- i) School needs
- ii) The potential for additional enrolment in existing schools
- iii) Barriers to equitable education outcomes
- iv) Drivers of student safety
- v) Management and oversight needs

This study was also designed to identify and explore the factors affecting the achievement of the ESPIG outcomes. For instance, this study seeks to identify factors affecting access to primary education, as well as the quality of teaching. The findings will inform adaptations to the ESPIG activities and proposed methodology for their implementation.

# METHODS

## GEOGRAPHIC SCOPE

The baseline study for ESPIG employed a mixed method approach using both qualitative and quantitative aspects. Data was collected in ten regions within four member states: Galmudug, Hirshabelle, Jubaland, and South West State. Data was collected in Banaadir as well. Those four states have signed a Memorandum of Understanding with the Federal Ministry of Education, Culture, and Higher Education (MoECHE), and Banaadir (unrecognized as federal member state) remains under the auspices of the Federal Government of Somalia.

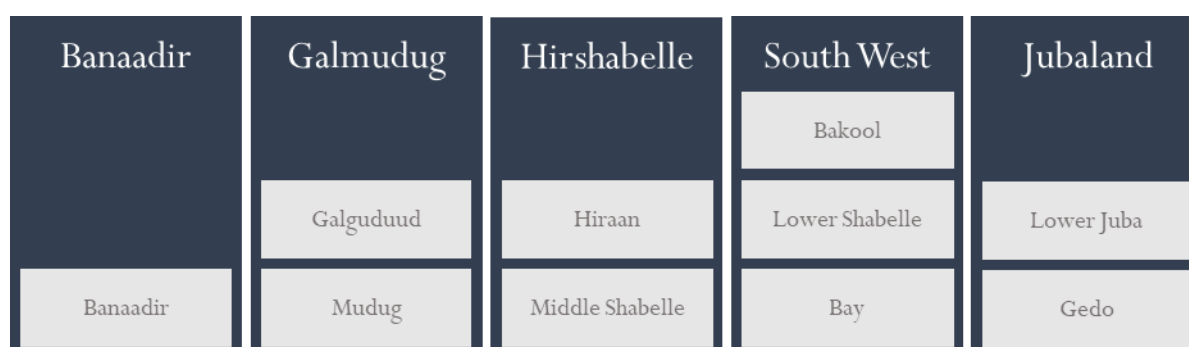


Figure 1 - Regions sampled during data collection

## TRAINING OF DATA COLLECTION TEAM

Prior to fieldwork, Consilient's Fieldwork Manager and Research Officer led a three-day training with the researchers that covered ESPIG project objectives, sampling strategy for each team, informed consent, quality assurance mechanisms in the field, management techniques, device troubleshooting, logistical plans and security procedures. Regarding data collection and quality assurance, the training team led modules on qualitative and quantitative research methods and techniques, as well as research ethics with an emphasis on child safeguarding that encompassed policies on the topic from both Consilient and CARE.

The team of researchers went through a rigorous training on the use of mobile data collection technology (CAPI), that facilitated the use of ONA software for quantitative data collection. ONA supports multi-language surveys allowing the team to customize the surveys to Somali language, which was recommended for the study, in addition to being easy to understand for the fieldwork researchers.

## DATA COLLECTION

The academic calendar operates on a northern hemisphere calendar beginning classes in September and ending in May or June. As such data collection for the baseline study began on the 22<sup>nd</sup> of September 2019. Data collection was conducted by 13 teams of trained researchers who reported to the Consilient Fieldwork Manager throughout the process and completed within 25 days.

## SURVEYS CONDUCTED

### Quantitative Data Collection

The ESPIG baseline study consisted of 3 quantitative surveys:

i) **Headteacher School Need Assessment:**

One headteacher was interviewed at each school; the survey assessed general school needs.

ii) **Teacher Survey:**

Between 1 and 3 teachers of grades 1- 8 were interviewed from each school; the survey asked about teacher experience and teaching practices.

iii) **Community Education Committees (CEC) Functionality Survey:**

Between 1 – 9 members of a CEC were interviewed from each school where there was a functioning community education committee; the survey asked about the CEC membership and activities.

Quantitative Surveys: by survey type and state

	Banaadir	Galmudug	Hirshabelle	South West	Jubaland	Total
Headteacher School Needs Assessment	34	34	38	34	35	175
Teacher Survey	106	100	113	105	107	531
Community Education Committees Functionality	92	65	76	97	26	356
						Total surveys: 1,062

Figure 2 Quantitative surveys: by survey type and state

### Qualitative Data Collection

#### Focus Group Discussions

- i) Male Students
- ii) Female Students
- iii) Community Education Committees (CEC)

#### Key Informant Interviews

- i) Regional Education Officers (REO)
- ii) District Education Officers (DEO)

## Qualitative Surveys: by interview type, respondent, and state

		Banaadir	Galmudug	Hirshabelle	South West	Jubaland	Total
FGDs	Male Students	1	1	1	1	1	5
	Female Students	1	1	1	1	1	5
	Community Education Committees	0	1	1	1	1	4
	Total FGDs: 14						
KIIs	Regional Education Officers	3	2	1	2	2	10
	District Education Officers	3	2	2	2	2	11
	Total KIIs: 21						

Figure 3 Qualitative surveys: by interview type, respondent, and state

## LIMITATIONS

### Fieldwork challenges<sup>20</sup>

- **Participation consent:**
  - Four schools in Banaadir (Baarbe, Taadamun, Turkish Macaarif and 15-May primary schools) refused to participate in the study and were replaced.
- **School access:**
  - Two schools in Jubbaland (Buurdubo and Iftiin primary schools): Inaccessible roads affected the timeline of data collections in some areas. The enumerators in these districts reported the delays to the Consilient Fieldwork Manager and Research Officer, who provided them with sufficient time in order to achieve the targeted sample in the district. Schools that were completely inaccessible were replaced once again after consultation with the CARE.
- **School closures:**
  - Two schools (Kabxanley and Dugsiga Harqaboobe) were closed in 2019 and three schools (Ubaya Binu Kacab, Bishops Bile and Cali Goomey) did not exist in Hirshabelle: Researchers were not able to ascertain whether such schools were

<sup>20</sup> CARE provided a list of GPE supported schools prior to fieldwork, any schools that were either closed, inaccessible or did not exist were replaced with a school from the list in the same district, with the same category whether urban/ rural or community/ privately owned. The schools that did not provide consent to participate in Banaadir were replaced by the GPE Coordinator.

functional or not prior to fieldwork. As such, the schools that were closed or non-existent were replaced during fieldwork after consultation with the CARE.

### Inconsistencies in school records and reporting

At the outset of the baseline evaluation, the evaluation team and CARE staff recognized that collecting enrolment data from school records would be challenging. Specifically, it was hypothesized that school records of student enrolment might be incomplete, non-existent or inaccurate; the records might not be available or not be made available for the purposes of this study. The baseline data was consistent with this hypothesis, and the evaluation team removed a number of observations from CEC and Headteacher surveys.

- **Student Enrolment:** Headteachers reported the number of male and female students in each grade level, then separately reported the total number of male and female students in the school. In many cases, the sum of enrolment disaggregated by grade level did not match the total number reported. Where there is a difference of more than 30% between the total reported students and the sum of the students reported by grade level, the school was removed from any analysis which included number of students. Where the difference between the total reported students and the sum of the students reported by grade level is less than 30%, the estimated totals were replaced with the sum calculated from grade level reporting. The resulting sample size is 97 schools.
- **Student Demographics: Observations where the reported number of IDP students exceeded the reported number of total students were dropped for analysis which included IDP estimates.**
- **Teacher Counts: Headteachers reported the number of male and female teachers, then separately reported the total number of teachers in the school. In six observations, the total reported number of teachers and the sum calculated by adding the reported number of male and female students did not match. For all six, the difference was less than 10 and the total reported number of teachers was replaced by the sum.**

## ETHICAL CONSIDERATIONS

Standard research ethics apply:

All respondents are informed of the purpose of the study and their rights as a respondent:

- Participation in the survey is voluntary.
- The respondent has the right to end the interview at any point.
- The respondent has the right to refuse to answer any question they feel uncomfortable with.

All responses are kept confidential and no personal information will be shared with third parties.

## CHILD PROTECTION POLICY

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Consilient believes that the best way to minimize the risks associated with working with children is through the active and mindful prevention of abuse. The welfare of each child is the overriding concern when conducting all site visits and interviews where there are children present. Furthermore, our researchers will always:

- Treat children with respect regardless of race, colour, gender, disability, language, religion or other ethnic or social origins. Researchers will behave and use an appropriate language in the presence of children, and they will interact with children only if necessary and throughout the duration of the interviewing process;
- Permission will be sought before conducting an interview from the adult overseeing that location (such as a teacher), and from the parents or guardians of the participants. As previously mentioned, a comprehensive explanation about the survey questions was provided to the relevant authority figure so that they are fully aware of the nature of the survey and its content;
- In the event that photographs will be taken, the researchers will seek to receive permissions from the parents or guardians after explaining the purpose of the action. All photographs taken will ensure confidentiality of respondents and children photographed will be done in a dignifying manner.

Lastly, all Consilient staff working on this project were briefed on and held in compliance with CARE's Child Protection Policy and Policy on the Protection from Sexual Harassment, Exploitation, and Abuse.



# PROFILE OF ASSESSED SCHOOLS

The 175 schools sampled in the evaluation span Banaadir, Galmudug, Hirshabelle, Jubbaland, and South West State, within which, ten regions are targeted. This section provides a general overview of the assessed schools, including information on the student populations, profiles of teachers and principals, and an overview of the learning opportunities available.

Sampled Schools, by state and region

Banaadir		Galmudug		Hirshabelle		South West		Jubaland		Total
Banaadir	34	Galguduud	23	Hiraan	18	Bakool	10	Lower Juba	8	175 schools
		Mudug	11	Middle Shabelle	20	Lower Shabelle	15	Gedo	27	
						Bay	9			

Figure 4 Sampled schools: by state and region

## Student Populations

Sampled schools vary considerably in size; the smallest school reported just eleven pupils (Middle Shabelle) while the largest tallied 1,968 (Banadir). The average school reported 410 pupils; all regions but two have average student body sizes under 400. Schools in Banaadir and Lower Juba have, on average, the largest student populations, with school sizes averaging over 700 and 800 students, respectively.

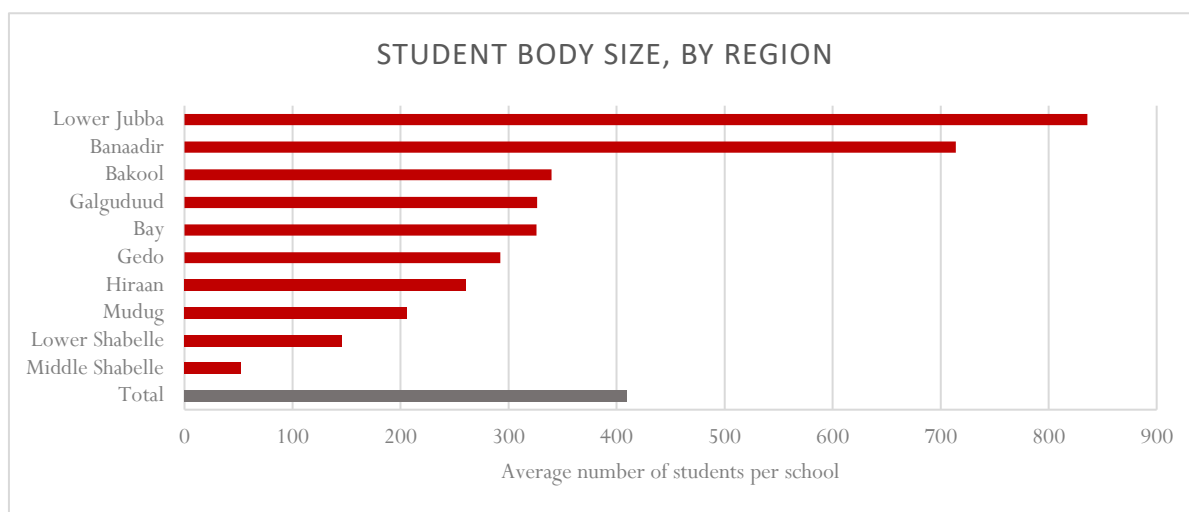


Figure 5 Student body size

School populations are concentrated in lower primary grades. Students in Grade 1 represent just over a quarter of student populations. Student enrolment decreases in each subsequent grade level, with 8<sup>th</sup> grade students making up just 5% of the average student body. The finding is in line with ESSP data showing that survival rates to Grade 5 in Somalia are just 64%. The results are also consistent with results from other areas of Somalia, where children in grades 1 and 2 make up an outsized proportion of the primary school population.<sup>21</sup>

Grade level distribution should be interpreted with caution, however, as doing so may overestimate drop-out rates. Repetition of grades can inflate the number of students in lower grade

<sup>21</sup> For instance, among schools sampled as part CARE's AGES project, grade 1 girls make up 19.5 percent of all primary school girls;

levels. A rapidly growing population, which is associated with a bottom-heavy population pyramid, can also contribute to increased class sizes of incoming school-age children, relative to higher grades, though this effect is unlikely to produce such large differences in enrolment numbers between grades in isolation.<sup>22</sup> Additionally, the large number of Grade 1 and Grade 2 students may be indicative of the increasing likelihood of new parents enrolling their children in the education system once they reach school age. Nonetheless, previous studies do confirm that many children in Somalia leave school before completing primary grades (1-8). The push and pull factors which contribute to drop out rates will be discussed in subsequent sections.

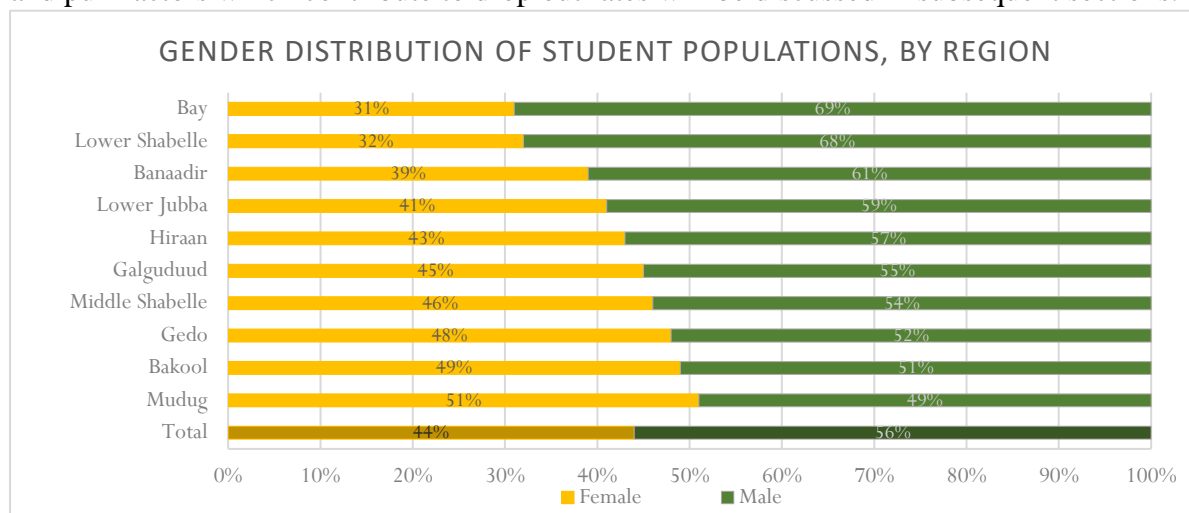


Figure 7 Grade level distribution of schools

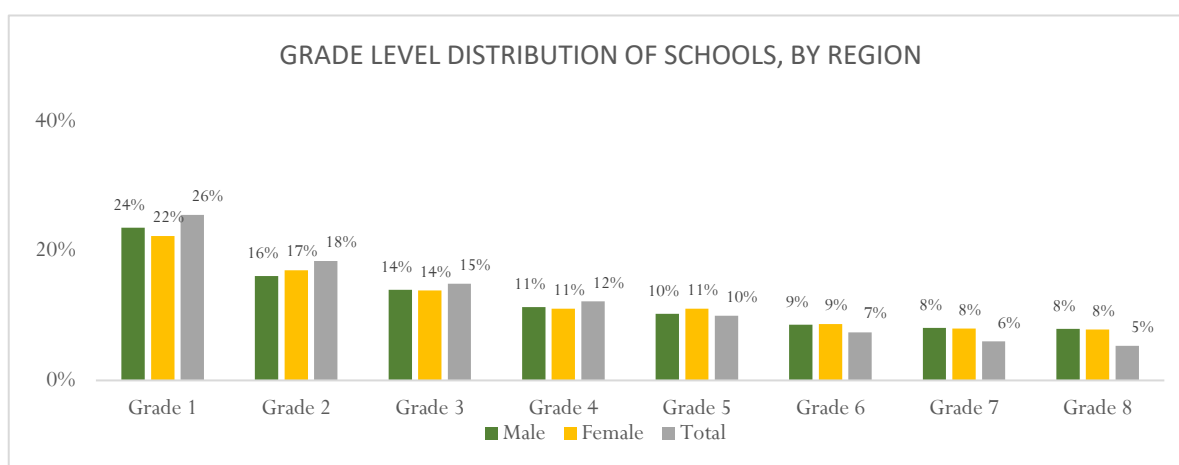


Figure 6 Gender distribution of student populations

The school populations tend to have more male than female students, with the total sample averaging 44% female and 56% male students in schools. The nationally representative data reported in the ESSP mirrors this, also finding just 44% of students in primary schools are female. Mudug is the only region which averages more female (51%) than male (49%) students. Bay and Lower Shabelle trail behind all other regions with the lowest rates of girls' enrolment; in both regions just over 30% of the average student bodies are female. It should

<sup>22</sup> According to the 2014 Population Estimation Survey for Somalia, the population's age distribution is heavily skewed toward the youngest age groups, with children 5-9 years making up the largest single 5-year population cohort. According to the same source, Somalia has a higher population share composed of children 0-14 years than any of its neighboring countries, surpassed in greater East Africa only by Uganda and South Sudan. Both of these facts suggest a large and actively growing youth population. On the other hand, in order for the differences observed in enrolment rates by grade to be explained by shifting population composition, it would require large year-on-year jumps in birth rates – while such shifts may have occurred, they are unlikely to be sufficiently large to explain the gaps in enrolment counts observed.

also be noted that two of the 21 schools in the Banaadir sample are in fact all-male schools. When these are omitted, the region's gender distribution balances out somewhat, from a 61% to a 57% male student body.

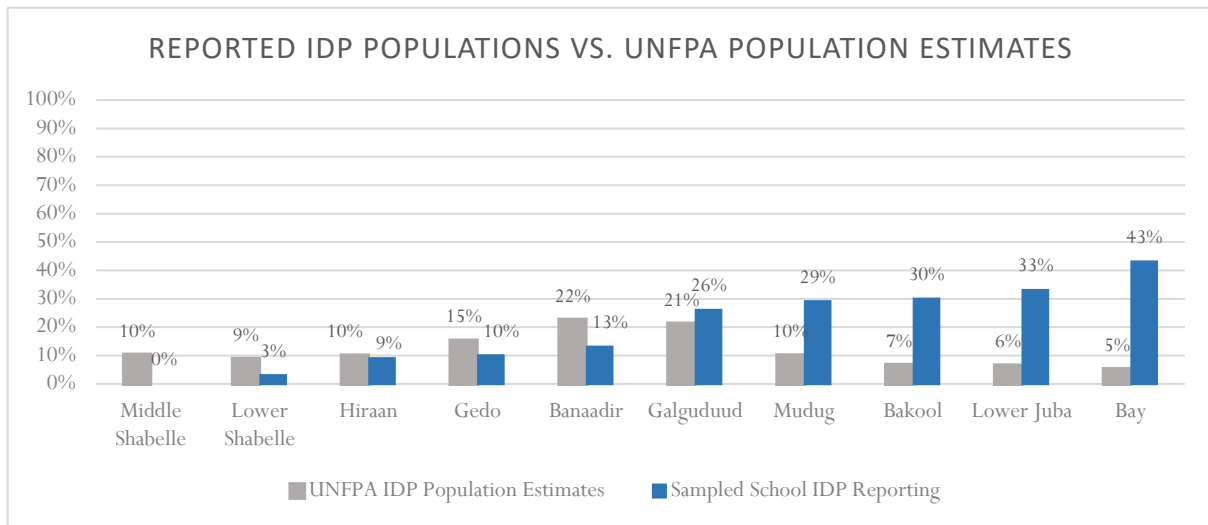


Figure 8 Reported IDP populations vs UNFPA population estimates

Many of the schools serve large IDP populations; across the entire sample 19% of student populations are IDPs. This is highest in Bay, where 43% of students are IDPs. Mudug, Bay, and Galguduud regions each have one school where the IDP population represents over 90% of the student body.

The reported IDP populations of the sampled schools are considerably higher than UNFPA population survey which estimates approximately 12.5% of the South Central Somalia population are internally displaced persons - 6.5 points below the sample average.<sup>23</sup> The UNFPA survey estimates 22.4% of Banaadir's population are IDP's, the highest in Somalia.

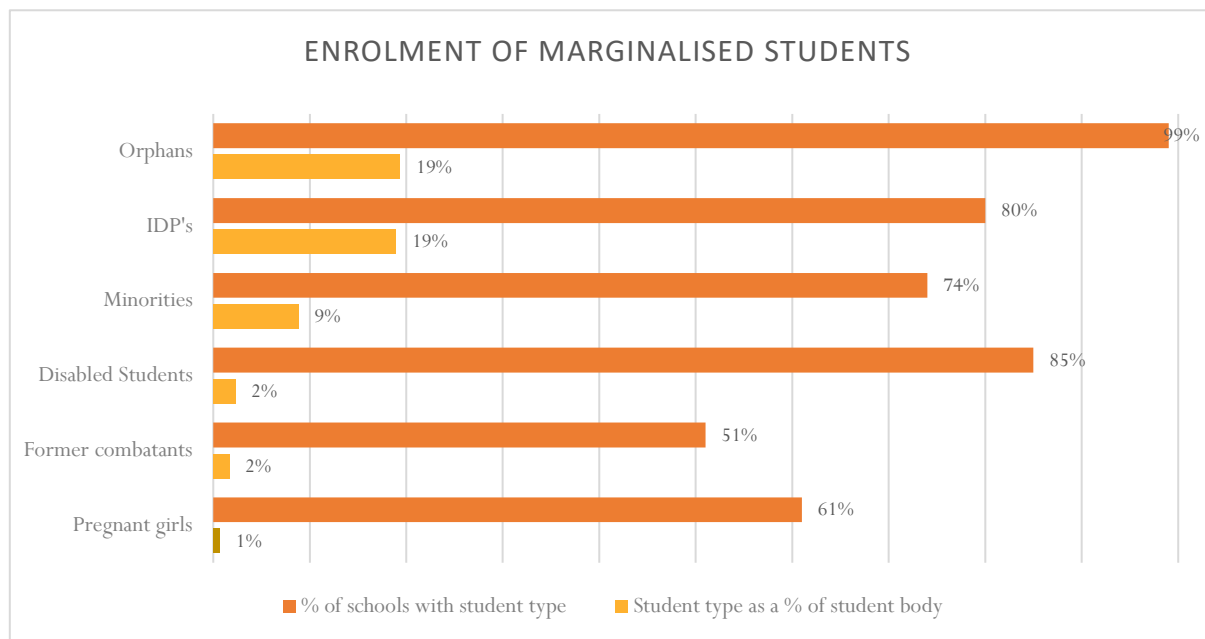


Figure 9 Enrolment of marginalised students

<sup>23</sup> UNFPA Somalia. 2014. Population Estimation Survey (PESS) (PDF).

However, IDP populations reported in sampled schools are far lower in Banaadir than Bay and Lower Juba, who are estimated to have 5% and 6.3% IDP populations, respectively. Given the time lags between the UNFPA data collection (conducted in 2014) and the conflict and population dynamics of Somalia, substantial changes in demographics within and between regions is not implausible. On the other hand, it is likely that the differences between IDP representation in the school population per region vis a vis the representation in the overall population reflect the limited access of IDPs to education services – in some areas if not in all.

Internally displaced persons in Somalia face a range of unique economic, social, and legal challenges and special attention should be paid to the needs of schools with high IDP populations. The ESSP reports literacy rates of IDPs (32%) among the lowest in the country, after nomads/pastoralists (12%) and rural communities (27.5%). In response to this reality, increased resources from development and humanitarian are often channelled towards communities hosting high IDP populations. Given the funding deficits faced by Somali schools, it is possible there is an incentive to over-report the number of marginalized persons being served. Resources and programming targeting IDP populations and other marginalized groups are also vulnerable to elite capture, particularly in instances where gatekeepers are present. The relatively high enrolment rates of IDPs reported should also be scrutinized given previous data suggests IDP's have among the lowest participation in education in Somalia. Such considerations should be at the forefront of programme design and resource allocation targeting IDP's and other marginalized groups.

Figures 9 and 10 summarize the prevalence of marginalized groups in schools. Just over half of surveyed schools have a pregnant girl enrolled, with an outsized share of them in the Middle

Percent of schools with marginalised students, by region						
	Former combatants	Minorities	Orphans	Pregnant girls	Students with disabilities	IDPs
<b>Banaadir</b>	38%	41%	100%	65%	88%	74%
<b>Galguduud</b>	39%	70%	100%	43%	78%	78%
<b>Hiraan</b>	33%	78%	94%	39%	83%	56%
<b>Middle Shabelle</b>	95%	95%	100%	95%	95%	95%
<b>Lower Shabelle</b>	87%	87%	100%	93%	87%	93%
<b>Mudug</b>	36%	100%	100%	91%	100%	100%
<b>Bakool</b>	40%	100%	100%	40%	80%	100%
<b>Bay</b>	100%	89%	100%	78%	89%	89%
<b>Gedo</b>	37%	63%	96%	41%	67%	63%
<b>Lower Jubba</b>	25%	100%	100%	25%	100%	100%
<b>Total</b>	51%	74%	99%	61%	85%	80%

Figure 10 Percent of schools with marginalised students

Shabelle and Lower Shabelle regions. Based on testimonies of pregnancy frequently prompting girls' dropouts, the scarcity of pregnant girls in schools does not reflect low levels of pregnant school-aged girls, but rather an ability to retain such students. The vast majority of schools in Middle Shabelle, Lower Shabelle, and Bay have students enrolled who are former combatants. Though schools in each region enrol former child combatants, they make up a tiny share (2%) of the total student body. Given many schools appear to serve a small population of former combatant students, it is unlikely any schools are able to dedicate significant time and/or resources toward targeted education or social programming for the group.

## Teachers and Principals

### Pupil – Teacher Ratio

Somali schools are chronically under resourced, beginning with the availability of qualified teachers. Pupil-teacher ratios, calculated based on reported student<sup>24</sup> and faculty sizes, vary considerably. Schools in Lower Juba average over 40 students to each teacher, well over the sample average of 31:1. Nationally representative data reported in the ESSP confirms Lower Juba struggles with larger class sizes than any other region in South Central Somalia. Middle Shabelle and Lower Shabelle report the lowest pupil-teacher ratios. Although ESSP data also reports these regions among the lowest, these ratios are unusually low, as with class sizes in Middle and Lower Shabelle at 34.4 and 29.5, respectively. Given the relatively small sample size, these discrepancies can be attributed to natural variance. The overall sample average is slightly under the average for South Central Somalia (35.0).

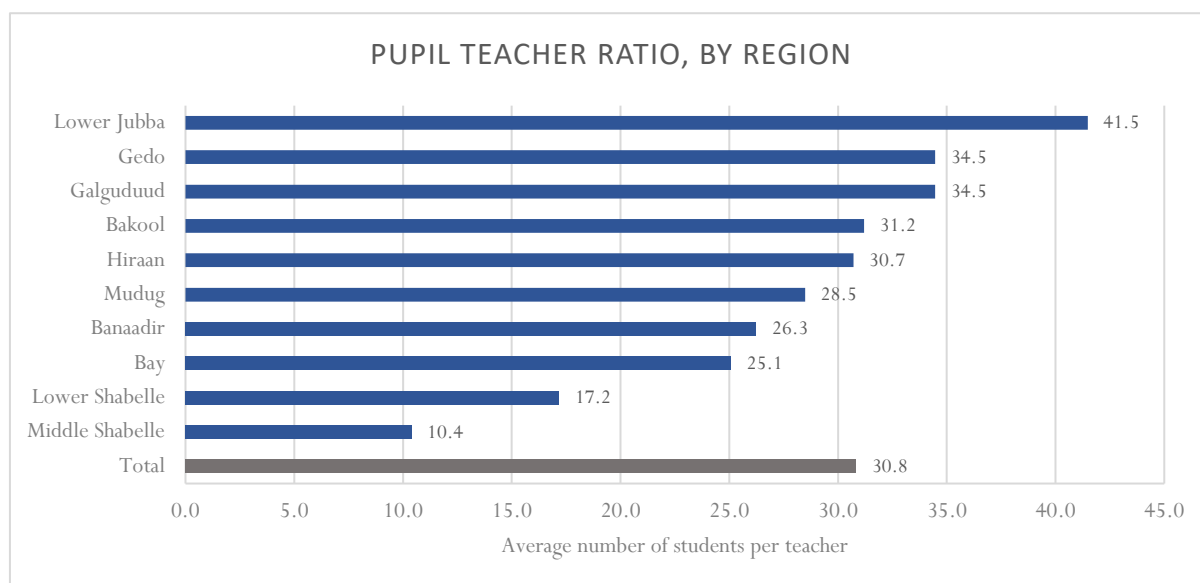


Figure 11 Pupil teacher ratio

### Gender Distribution

As with student populations, the gender distribution of school faculty is important in understanding gender roles in communities and, specifically, in their education systems. The representation of female teachers in schools is particularly relevant in its [impact on girls' enrolment](#). Improving gender ratios of teachers in Somalia is a challenge, however, given female education and literacy rates are far below those of their male counterparts. The history of gender inequities in education is profoundly evident in the gender ratios of sampled schools. Just 17% of teachers in the sample are female, and schools in Lower Shabelle average as low

<sup>24</sup> Recall that calculations which include student body sizes excludes schools whereby enrolment reporting was unreliable. See Limitations section for methods of assessing student enrolment data quality.

as 5%. The proportion of female teachers is, however, considerably higher than the overall proportion of female teachers found in the ESSP (8%).<sup>25</sup>

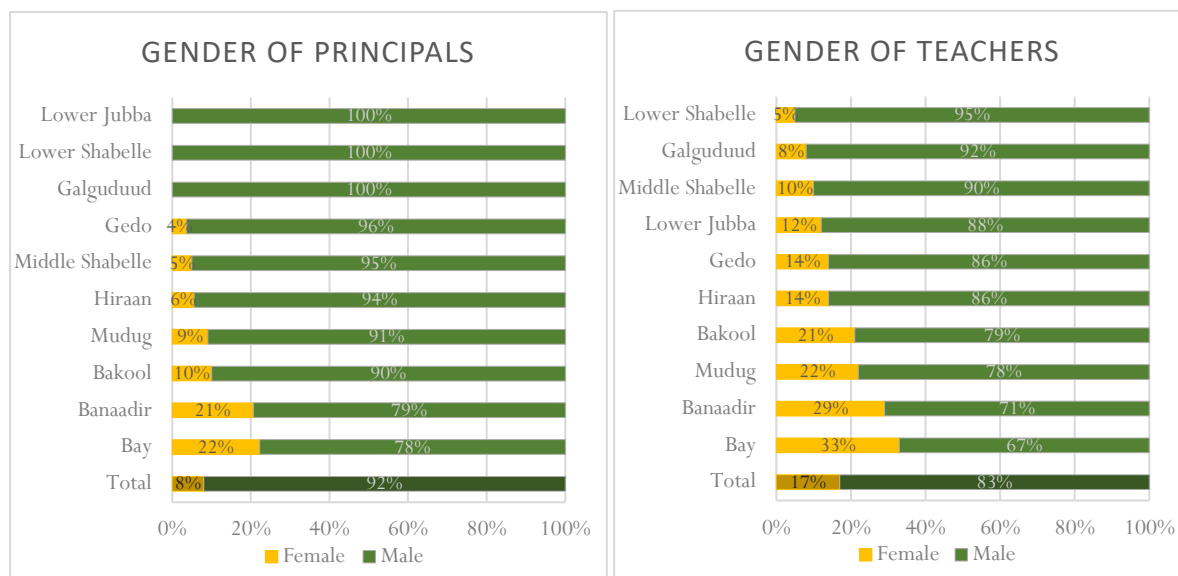


Figure 12 Gender of principals and teachers

The difference is even more stark among school principals, with female principals in just 8% of the sampled schools. Of the forty-six schools sampled in the Galguduud, Lower Shabelle, and Lower Juba regions, none had female principals. The gender parity in school leadership is important to note and speaks directly to the project’s objective in influencing the access, equity, inclusivity, and quality in Somali education at the system-level. Increasing female leadership in education is one of the key strategies of the 2018-2020 Education Sector Strategic Plan.

### Qualifications and Training

The Somali education system lacks established teacher training or qualification frameworks. Headteachers were asked to report on the qualifications of the teachers in their schools, the data from which is presented in graph “Teachers with University Degrees”. According to headteachers, 52% of male teachers and 39% of female teachers have university degrees.

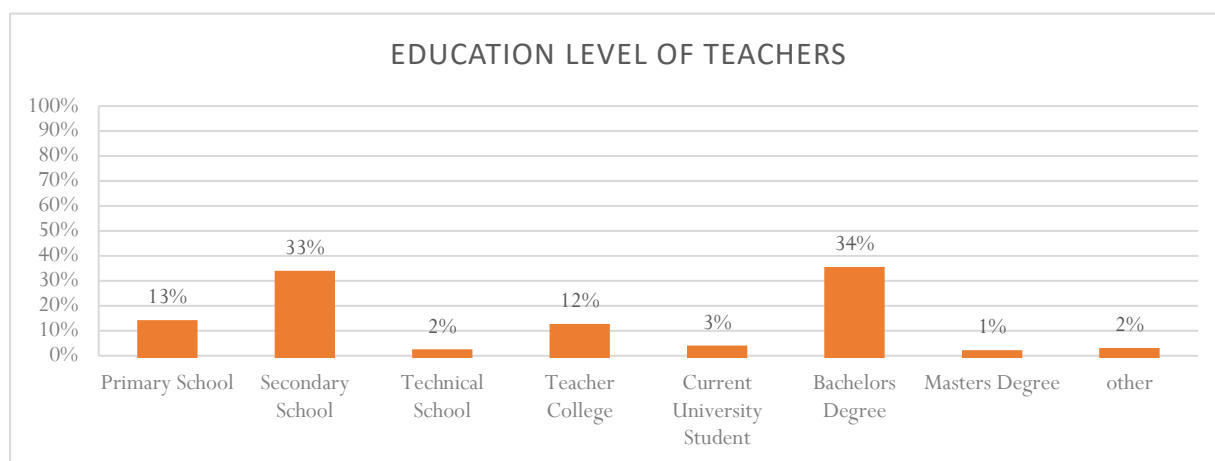


Figure 13 Education level of teachers

<sup>25</sup> Ministry of Education, Culture and Higher Education of Somalia (2017) Education Sector Strategic Plan 2018-2020, p.61

Banaadir stands out, as almost all teachers in the region have university degrees. In most other regions (with the exception of Mudug and Hiraan), however, the majority of teachers have not completed their bachelors' degrees.

In addition to the 175 headteachers surveyed, 531 teachers were surveyed across 161 schools. In these interviews, teachers were asked to report their highest level of education completed, the data from which is presented in the graph, "Education Level of Surveyed Teachers". These findings largely confirm the headteacher reporting. Thirty-eight percent of surveyed teachers have obtained, or are currently studying to earn, university degrees and another 12% were qualified in a teacher college. The majority of teachers appear to have completed higher education certifications of some kind, however one third do not hold tertiary degrees and 13% did not complete secondary school.

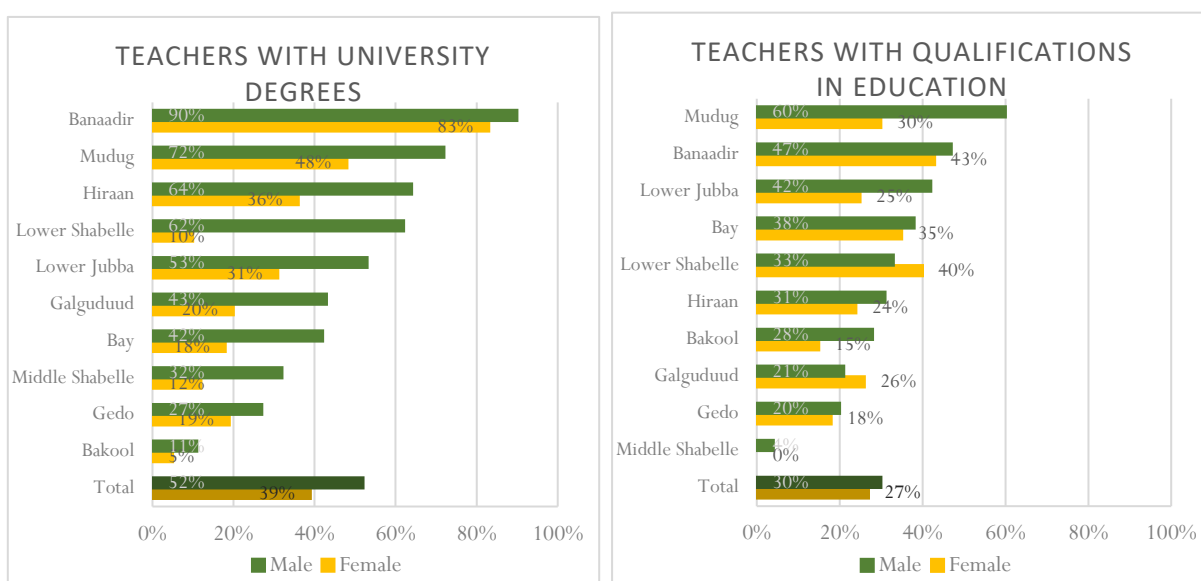


Figure 14 Teacher qualifications and degrees

## Course Content

### Learning Levels Offered

The current evaluation specifically targets primary schools, though a number of schools sampled offer a range of learning levels. Nearly half (47%) of the schools in the sample serve as both primary and secondary institutions. Non-formal education and/or accelerated basic education (ABE) are offered in approximately 15% of the schools. Quranic schools are also present in most regions; it is worth noting, however, that the sample of Quranic schools assessed in this study may not be representative of all institutions offering Quranic education in these regions, as many Quranic teachers may provide classes in more informal settings. The sample reflects national trends: Somali-wide data also finds the highest proportion of Quranic enrolment in Southwest State and the lowest in Galmudug. Representative data on Quranic

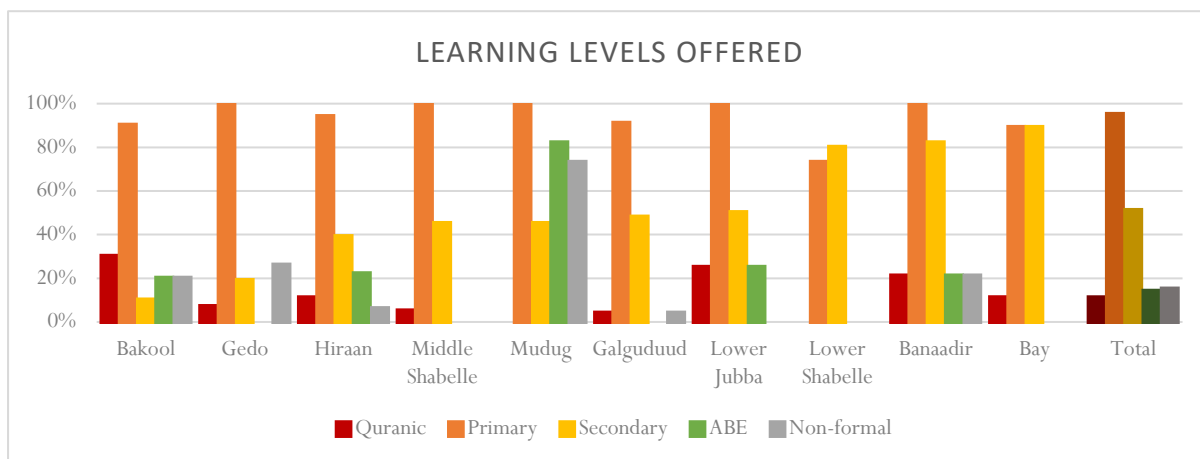


Figure 15 Learning levels offered

school enrolment in Banaadir is not available, so it is unclear whether or not its surpassing of SWS rates mirrors state-wide trends.

Strengthening coordination and collaboration mechanisms between Quranic schools and early childhood care and education (ECCE) facilities is highlighted as a key strategy by ESSP in expanding early learning opportunities for small children. This emphasis is founded, in part, on the unique challenges Quranic schools see – as community level conflicts around schools as well as disputes involving Al-Shabaab are most prevalent in Quranic schools.

#### Languages of Instruction and Learning Materials

With the exception of Middle Shabelle, Somali is the predominant language of instruction. Across the entire sample, 85% of schools use Somali, 14% use mainly English, and just 1% (2 schools) reported Arabic as their primary language of instruction. Schools in Somalia are often challenged in that few textbooks and learning materials are available in Somali. In the sample, just two schools (both in Banaadir) reported English as the main language of their textbooks despite Somali being their primary language of instruction.

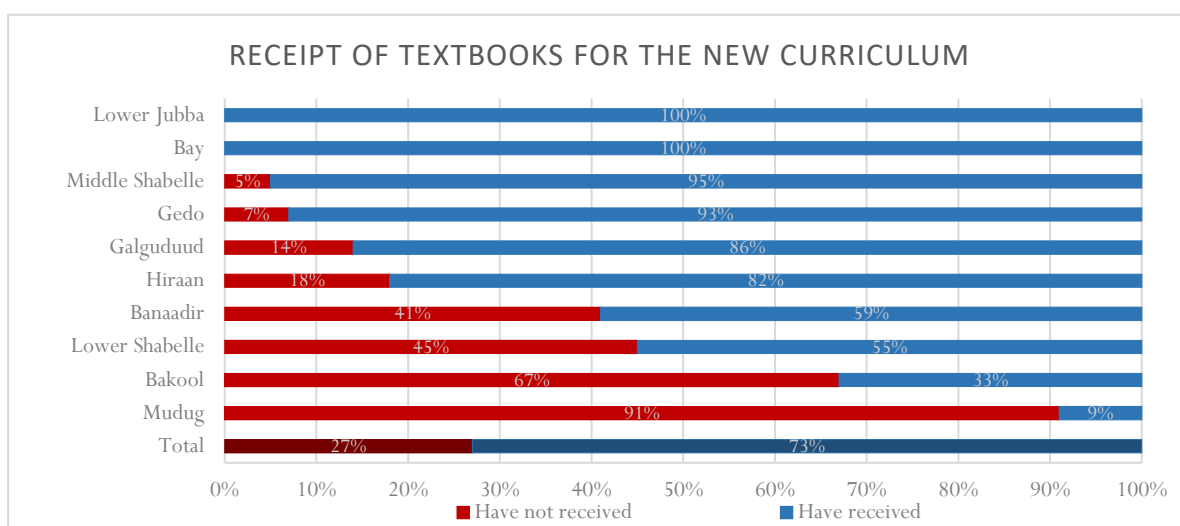


Figure 16 Receipt of textbooks for the new curriculum

Learning materials for the new curriculum began dissemination in August of 2019, replacing the textbooks adapted from the Kenyan curriculum that have been commonly found in schools throughout Somalia. Schools in Lower Juba and Bay all report to have received the new curriculum textbooks, and 73% of the total sample have said the same. However, in regions



such as Mudug and Bakool, less than half of schools have received the new textbooks. It is important to note that the data for this study was collected in September-October 2019, therefore before the distribution of the textbooks for the new Somali national curriculum was completed by the ESPIG in January 2020. Producing and supplying textbooks on the new curriculum is a fundamental objective of the ESSP, aspiring to distribute 1.2 million textbooks in 2019.

## PROFILE OF CECs

Community Education Committees (CECs) are local structures that oversee the operation of a primary school in a given community. The committees typically consist of the school's head teacher, community leaders, and parents. CECs support the operation of schools in a number of ways, by monitoring student and teacher attendance, promoting enrolment and attendance, raising awareness of the importance of education, liaising with religious leaders and other individuals of influence in the community, and providing material support to the school, among other tasks. This section broadly profiles the sampled committees, looking at committee size and membership. Elsewhere in this report, we highlight the role of CECs in school governance and management, including their efforts to monitor enrolment, attendance, and teacher quality.

A total of 356 CEC members were surveyed across 126 CEC's – with anywhere between 1 and 9 interviews conducted within a single committee.<sup>26</sup> Respondents were asked about both the composition of the CEC to which they belong as well as the nature of the committee's activities – these two aspects of the CEC are thus split into two sub-sections: 1) CEC Membership and Representation and 2) CEC Functionality. As with the previous section profiling sampled schools, this analysis will disaggregate data by region.

Community Education Committees, by state and region

Banaadir		Galmudug		Hirshabelle		South West		Jubaland		Total
Banaadir	27	Galguduud	14	Hiraan	13	Bakool	11	Lower Juba	7	126 CEC's
		Mudug	9	Middle Shabelle	10	Lower Shabelle	12	Gedo	14	
						Bay	9			

Figure 17 Community education committees: by state and region

### Committee Size and Gender Distribution

Sampled committee sizes vary from 3 to 13 members, with an average of 7.2 members. As with student and teacher populations, CEC membership favours males. Four CEC's (Banaadir (1), Lower Shabelle (1), and Hiraan (2)) have no female representation at all. In Hiraan and Lower Shabelle, respondents reported fewer than a third of CEC members are female. Much like the lack of female representation in headteacher populations, members report just 14% of CEC chairpersons are female. Bakool and Lower Shabelle have no CEC chairwomen. In no region do female chairpersons exceed a third of the committees sampled. The lack of female representation in community education committees again speaks to the challenges faced in the Somali education system – and society more broadly – regarding women's role in policymaking and decision making. The downstream effects of male voices dominating decision making roles in the sector should be considered, particularly given the programme (and country) ambitions to close the gender gap in children's education.

<sup>26</sup> Community education committees are not equally represented amongst the 356 members interviewed. To ensure all committees have equal weight in analysis, regardless of member representation in the data set, each school will be represented by a single observation in the following two-subsections. Where multiple members within a single committee are interviewed, a single "composite" observation will be calculated based on the mean of all responses from that committee.

## Committee Members

The Community Education Committees consist of members of the community such as teachers, principals, school support staff, community leaders, parent representatives, and students. Almost three quarters of all schools reported having parent representatives in their community education committees. More than half of committees also include community leaders and the school principal. While teachers and other school staff are members of many CEC's, just 1% of the committees sampled include students. Given the evaluation targets primary schools, students are unlikely to serve as committee members.

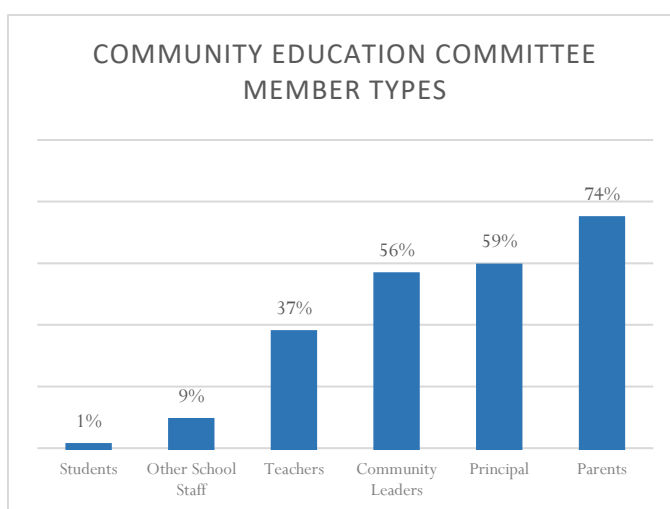


Figure 19 Community education committee member types

The diversity of the representation of committees varies significantly. Most schools (65%) have between two and four types of committee members. Just 5% of schools have more than four types of members, while 31% have just one category of members.

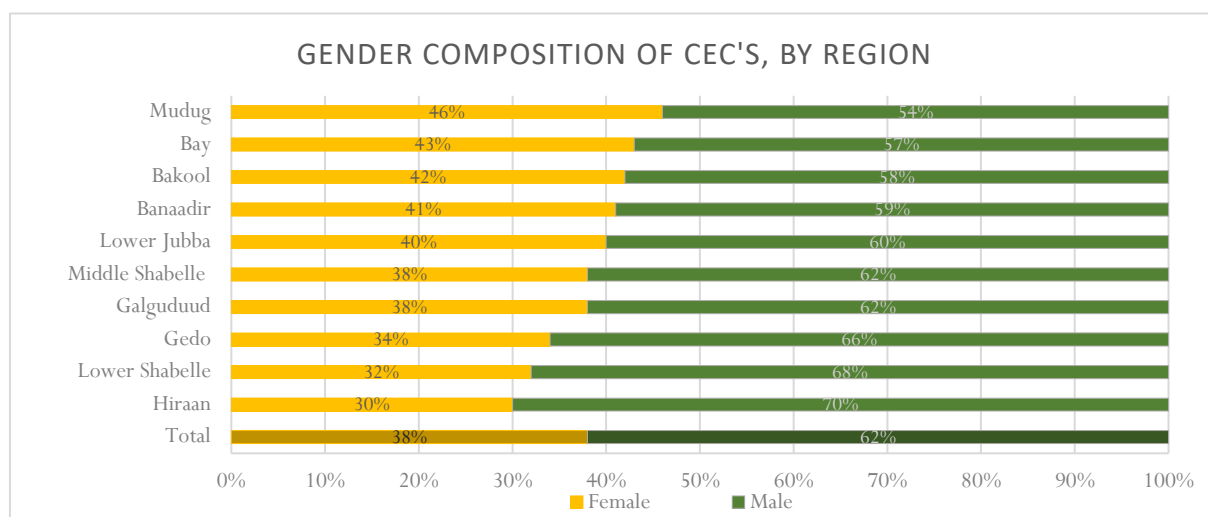


Figure 18 Gender composition of CEC's

Though the gender composition of CECs favours male members, females make up 40% or more of CEC membership in five regions (Mudug, Bay, Bakool, and Lower Juba). Less than a third of CEC members are female in Lower Shabelle and Hiraan. Given the prominent role CEC's play in school management and community-school engagement, membership representation (or lack thereof) has the potential for significant downstream effects regarding student enrolment and learning outcomes.

## Member Selection

Committee members may be delegated through a number of selection processes, including:

- Democratic elections during parents' meetings
- Appointment by the head teacher
- Recommendation of influential leaders by the ministry of education
- Appointment by local leaders or elders

- Self-appointment by volunteering

With the exception of Banaadir and Galguduud regions, the majority of CEC’s employ democratic selection processes. In Galguduud, the vast majority (88%) of sampled committees have members appointed by local leaders or elders. Committee selection in Banaadir varies, though the most common method is appointment by local leaders or elders (42%), followed by democratic elections during parents meeting (25%). Understanding the mechanisms through which decision makers are selected is critical in designing and implementing school development strategies. The selection process may serve to illustrate processes of establishing legitimacy within communities. Familiarization with CEC selection may also help identify ways in which elite capture may threaten project activities and decision-making targeting marginalized groups. The composition and selection of CECs can also offer a window into which groups currently have the means to voice and/or address their needs and who has yet to find a platform from which they may advocate.

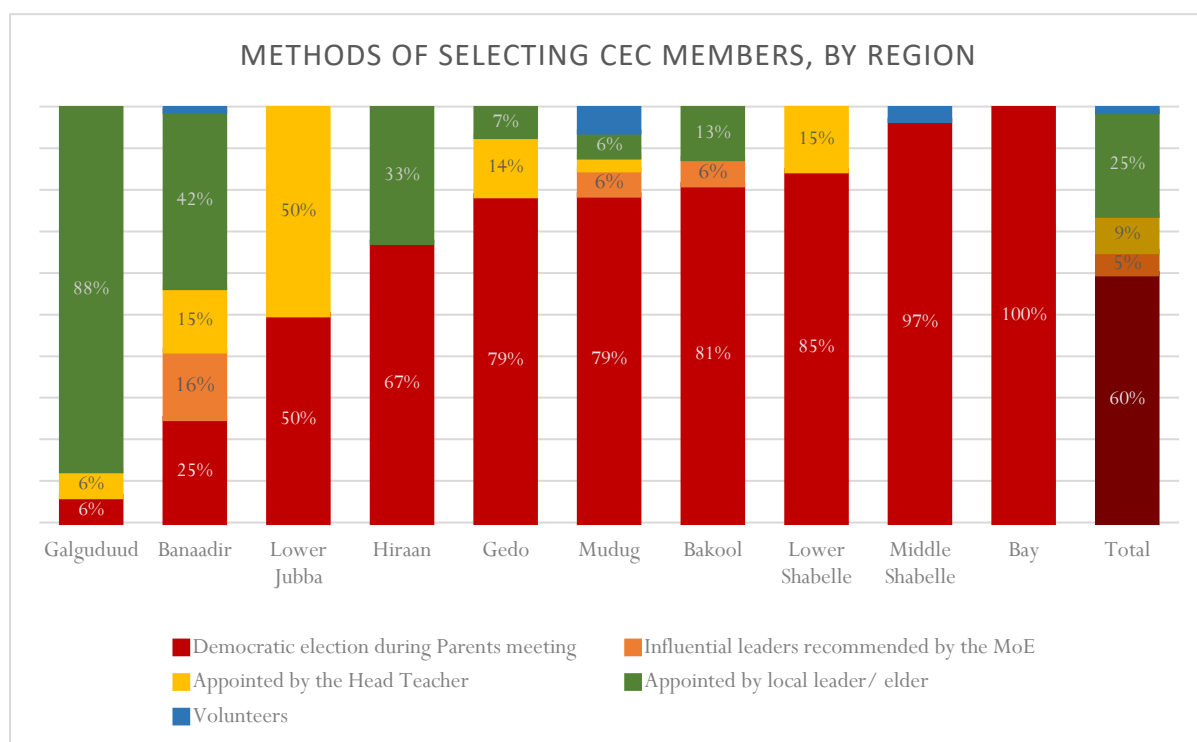


Figure 20 Methods of selecting CEC members

However, the impact of the different processes on representation should not be overstated. Somali society operates based on deeply entrenched identity politics. Within this context, both democratic elections and appointment of CEC members by other prominent figures (elders, head teachers or MoE officials) are prone to perpetuate dominant groups’ monopoly on decision making roles. Given the students able to access and remain in schools are already among the most privileged in their communities, parent representatives are likely representative of dominant groups and clans. Similarly, headteachers will likely have come from families able to facilitate their education and MoE officials from marginalized groups are few and far between. As such, whether it is parents of students in dominant groups and clans electing members, or elders and leaders of the same such groups, there is no clear avenue for marginalized or underrepresented groups to acquire CEC membership.

# SELF-REPORTED TEACHING PRACTICES

When teachers implement learner-centred pedagogy, students take a more active role in their own learning and teachers may better recognize that learners have different needs and abilities. Active and participatory classrooms are not uniform, though they often share a number of characteristics. In active and participatory classrooms, students engage in learning activities and learning material. They participate in classroom discussions, ask questions and are not passive learners expected to memorize information shared by the teacher. Teachers were asked to report on the extent to which classrooms are active and participatory, based on the degree to which they employ a select number of teaching practices.

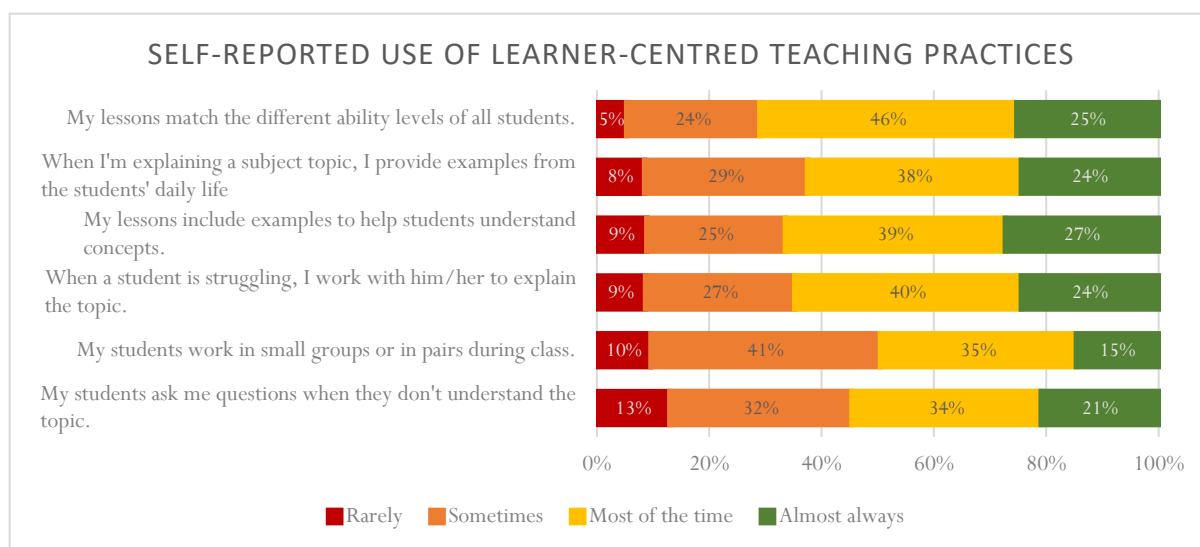


Figure 21 Self-reported use of learner-centered teaching practices

Critically, data around self-reported teaching practices is subject to reporting bias, as teachers may feel incentivized to misrepresent their practices. Specifically, it is likely teachers overestimate the frequency in which they employ participatory and/or learner-centered teaching practices. However, the prevalence of teachers reporting the use of such strategies either rarely or sometimes, even with the impetus to overstate the frequency of doing so, is telling.

No specific teaching practices emerge as particularly dominant (used by most teachers almost always), though many appear to be quite widespread (deployed at least sometimes by almost all teachers). In general, teachers report using group and partner work slightly less than the other teaching practices. Based on self-reported data, most teachers adapt lessons based on student skill levels at least sometimes, indicating teachers are attuned to students' specific and unique needs. However, students with learning and other cognitive disabilities are most likely to be affected when their ability levels and learning styles are taken into account only *sometimes*. Likewise, a confluence of factors, included the limited training of many teachers and the large classroom sizes limit the extent to which it is possible for teachers to ensure lessons are level-appropriate for all students.

Focus group discussions were conducted with male and female students in each of the four states in the study scope (Jubbaland, Hirshabelle, Galmudug, and South West) and Banaadir. Across all states, students agree teachers can be approached for extra help, that attention is generally distributed between both male and female students, and that all students are able to participate in class. There is a

degree of disagreement on all questions relating to teaching practices and classroom environment. However, no clear trends emerge based on either gender or geography and appear to vary normally.

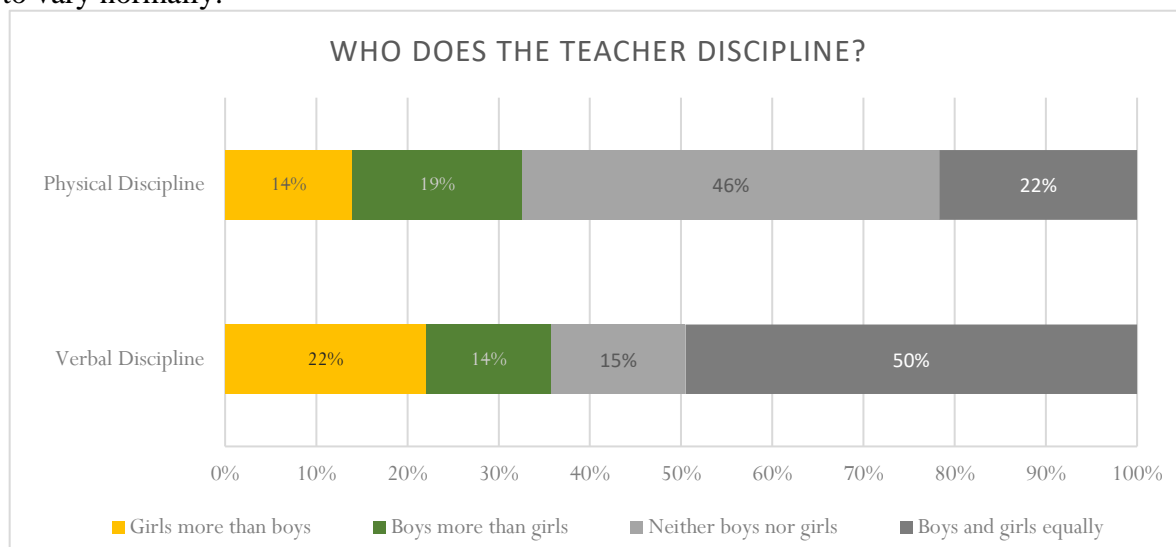


Figure 22 Who des the teacher discipline?

Teachers were also asked about disciplinary practices, in both their use of physical and verbal discipline. The majority of teachers self-report no bias between their use of discipline with boys and girls, with a larger share of teachers saying they do not use physical discipline on either boys or girls and a larger share saying they use verbal discipline equally among boys and girls. Where teachers do self-report a bias in disciplinary practices, more teachers physically discipline boys more than girls. For verbal discipline, the opposite is true; teachers more frequently reported the use verbal discipline in girls more than boys.

The substantial share (33%) of teachers self-reporting the use of physical discipline is alarming, especially given the presence of a social desirability bias likely tampering these numbers. Also notable are the 14% of teachers who apply physical discipline to girls more than boys.

# LINES OF INQUIRY

## 2.1 SCHOOL NEEDS

Reflecting on the student populations, school faculty, and basic infrastructure of schools, some clear gaps emerge. This section evaluates the degree and nature of these gaps across three main categories: teacher, management, and infrastructural needs. Each of these categories feeds into subsequent sections regarding the potential for additional enrolment, barriers to equitable education outcomes, drivers of safety and effective management, and management and oversight needs. This baseline data provides parameters by which programme activities may measure progress, while also guiding programme design by identifying significant gaps and trends in school needs.

ESPiG activities addressing school needs challenges	
Challenge	Relevant ESPiG Activity
Of the headteachers surveyed, 93% cited the need for support in teacher training at their schools. Just 34% of participating teachers said that they have received training since assuming their current posts.	Subcomponent 2.5 Tailored In -service Teacher Training
For teachers who have received training, the content and quality of such training is difficult to ascertain.	2.1.3: Harmonized Teacher Education and Management  Subcomponent 2.2: Teacher training institutes
Qualitative interviews overwhelmingly cite salary issues as a primary concern for teachers.	Subcomponent 1.1: School capitation grants Subcomponent 2.2: Teacher training institutes
Pupil-textbook ratios are high, even where learning materials for the new curriculum have been distributed. Lower grade levels, where class sizes tend to be larger, the pupil-textbook ratios tend to be higher, though all grade levels average over seven students to each textbook. In some classrooms, the teacher has a textbook to instruct from, but students do not receive textbooks.	Subcomponent 2.3: Distribution of primary textbooks

Figure 23 ESPiG activities addressing school needs challenges

### Teacher Needs

There is a near ubiquitous call for teacher training in all regions of Somalia. Of the headteachers surveyed, 93% cited the need for support in teacher training at their schools. Closely following, 82% feel teaching materials and equipment are lacking. This need is reiterated by teachers in their own self-reporting – since beginning working at their current schools, a third have received no additional training. The challenges in finding consistency and quality in teacher training strategies is discussed in the ESSP:

“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.”

As part of the evaluation, 531 teachers were interviewed across 161 schools. Just 34% of participating teachers said that they have received training since assuming their current posts. In regions such as Lower Jubba and Hiraan, less than half of teachers have received training.

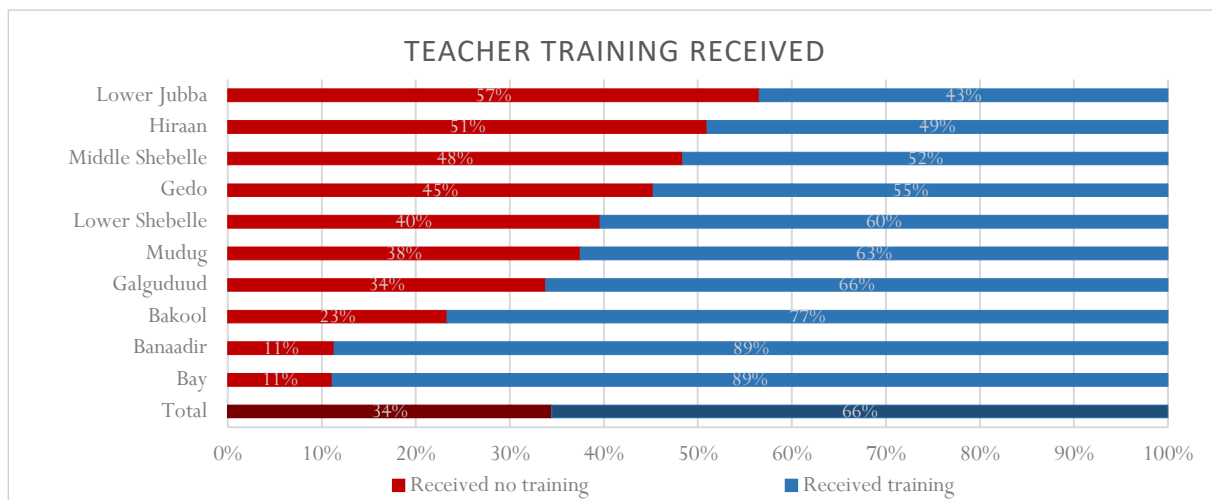


Figure 24 Teacher training received

Most teachers (75%) that have received training did so in school management and community engagement. Though the content of such trainings is not provided, both skillsets are critical in closing gaps in education access and outcomes among student demographics. Given the importance of community ownership and approval of school practices and curriculum, community engagement is of particular significance in the Somali context. Critically, just under a third of teachers have received gender training. A better understanding of the content of gender trainings is required before confirming its contribution to realizing gender equity in the Somali education system.

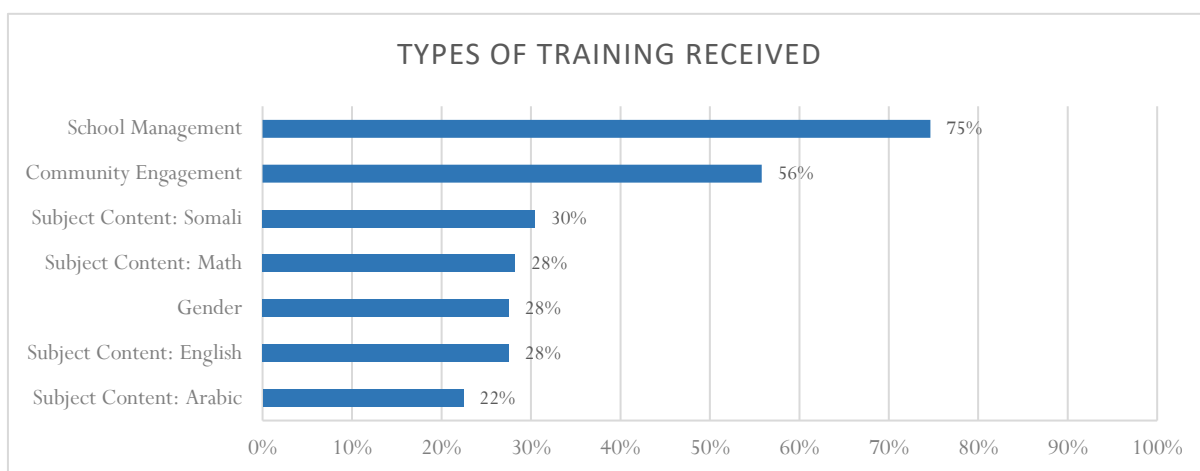


Figure 25 Types of training received

Qualitative interviews overwhelmingly cite salary issues as a primary concern for teachers. The issue of teacher salary payment is recognized in the country’s ESSP, which reports nearly half (47%) of teachers are paid by private institutions, a quarter are paid by the community, 8% by the MoE, 6% by NGOs, and the remaining paid through other or undefined funding sources. Similar patterns emerge in sampled schools. In some areas, education officials report a complete lack of funding from the government, in which cases the schools rely on CECs to finance teach salaries. Other schools have funding assistance from INGO’s, who may provide full salaries or incentives to teachers.



*“[There are] teachers who are doing a great job to build a good quality education and are not getting enough support. There are almost 250 teachers and their assistants who are involved in the education teaching system and only nine of them get paid.” REO*

Teachers also suffer when teaching and learning resources, such as textbooks and curriculum guidance, are lacking. High pupil-teacher ratios compound with a want for teaching resources and minimal teaching qualifications to create an extremely challenging scenario for teachers. In lower grade levels, where class sizes tend to be larger, the pupil-textbook ratios tend to be higher, though all grade levels average over seven students to each textbook (noting that the data for this study was collected before the completion of textbook distribution by the ESPIG).

Though nationally representative data for primary schools is not available, the ESSP reports even higher ratios for secondary schools, at 19:1 for Arabic textbooks, 36:1 for English, 28:1 for Maths, and 51:1 for Somali textbooks.

*“The teachers do their best to teach, some of the teachers teach the students for sixteen hours, and they do not have time to prepare the lessons very well.” DEO*

*“There is no salary for the teachers and most schools don’t receive fees from the students because students are from poor families. There are also other challenges including materials and equipment such as textbooks.” DEO*

Pupil-textbook ratios remain high (please note that the data was collected prior to the distribution of textbooks was conducted by the ESPIG). In some classrooms, textbooks are available for teachers only, and none are provided to students.

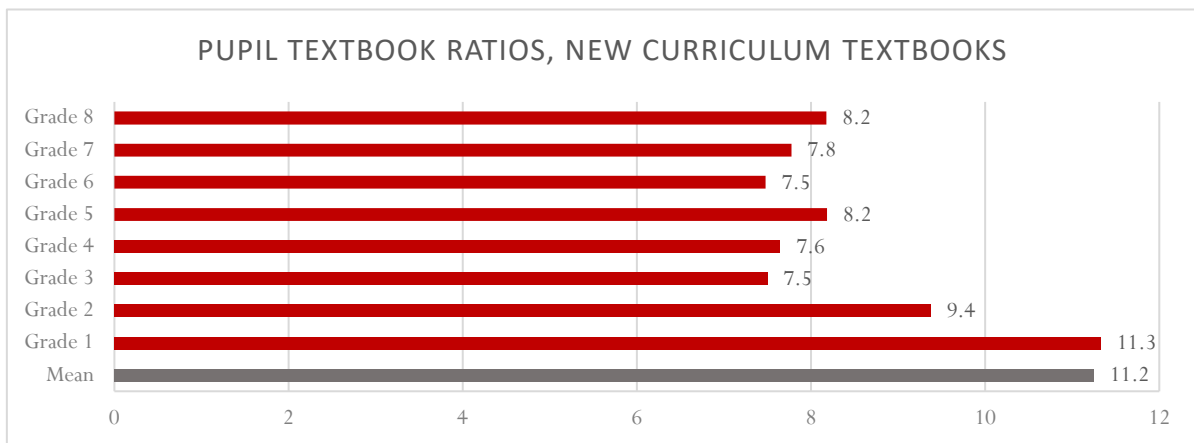


Figure 26 Pupil textbook ratios for new curriculum textbooks

## Management Needs

Head teachers reported the first and second priorities of their schools. For most schools, infrastructure challenges, such as damaged school buildings and facilities or a lack of classrooms, are of the utmost urgency. Educational inputs, including the provision of teaching/learning materials and the recruitment of teachers, were also commonly cited priorities. Water, sanitation, and hygiene (WaSH) facilities were rarely listed among the top two priorities, potentially reflecting the ‘normalization’ of poor access to WaSH in the communities themselves, since 13% of the schools lack functioning toilets for students, but only 5% of the head teachers considered toilets as a top or second priority for the school.

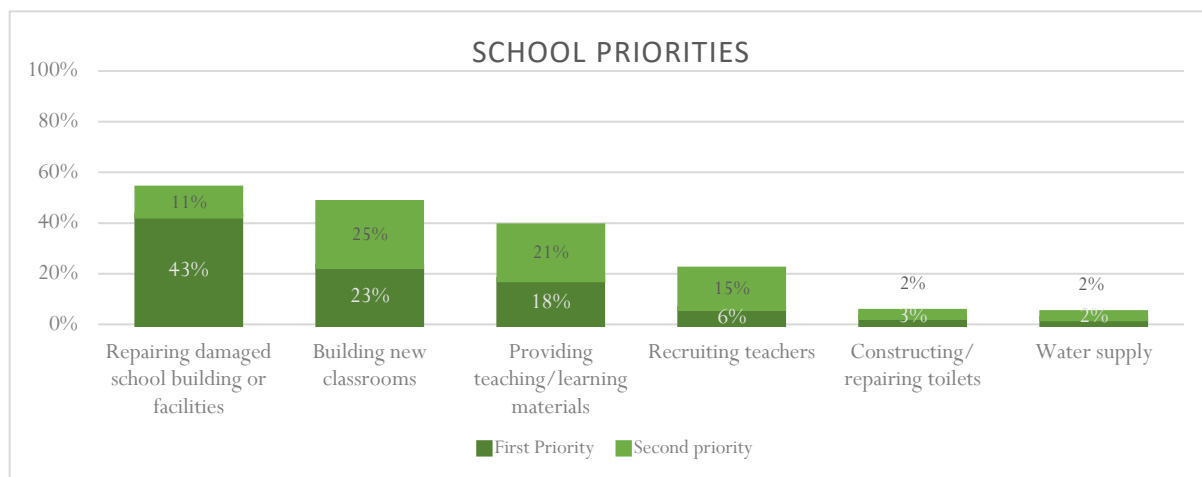


Figure 27 School priorities

To evaluate the school facilities from a systems perspective requires also considering space dedicated to teachers and administration - the provision of administrative buildings and/or offices. While the majority of the schools (81%) has administration offices, a sizable minority (19%) lack those; the situation is particularly critical in Bay and Bakool, where 67% and 50% of the schools, respectively, lack administration offices.

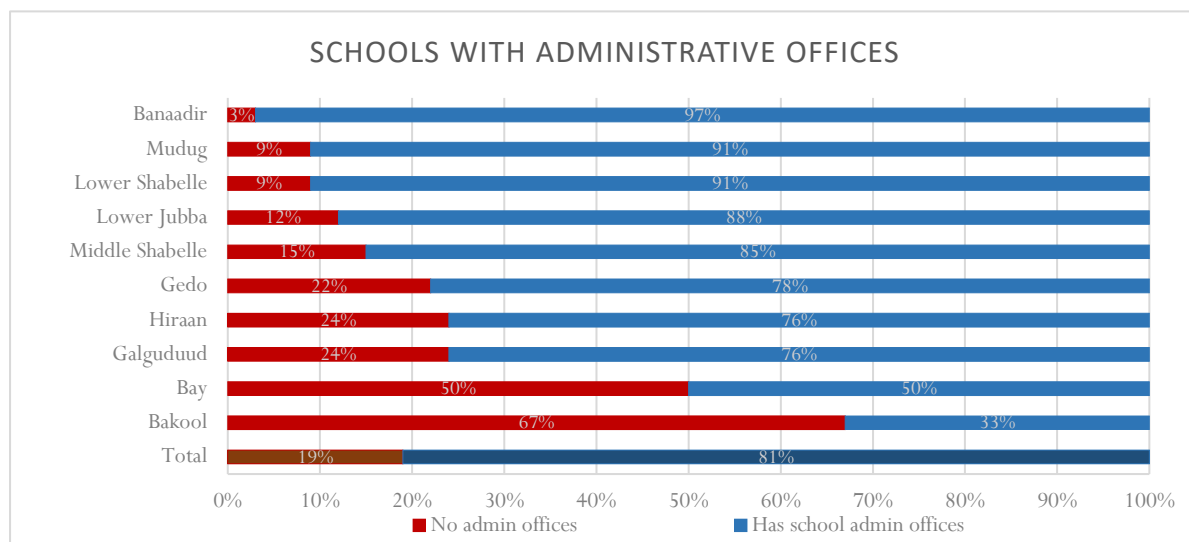


Figure 28 Schools with administrative offices

## Infrastructural Needs

### Classrooms

Pupil-teacher ratios offer an initial glimpse into the resource strains many of the sampled schools are under. Examining the infrastructure and facilities available for students and teachers reaffirms the trend of chronic under-funding in the Somali education system. Considering a school's access to both temporary and permanent classrooms, the total sample averages at approximately 44 students per classroom. It is important to note that these calculations, based on the total number of enrolled students and the total number of classrooms, do not necessarily represent the typical class size. To start, there is unequal distribution of students between grade levels, with grades 6-8 having far fewer students enrolled than the primary grades (1-5).

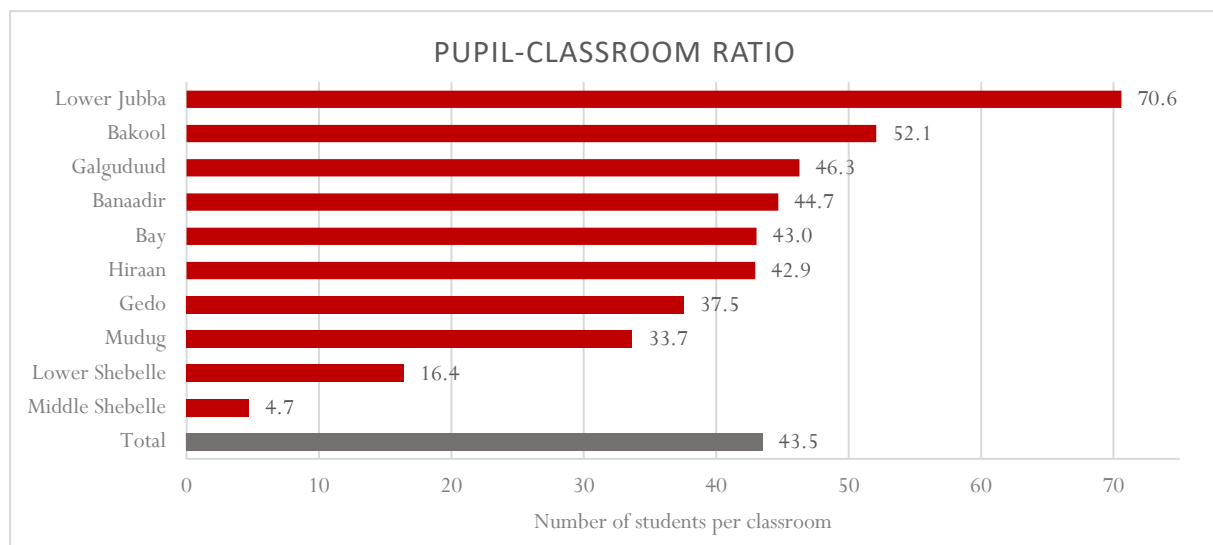


Figure 29 Pupil classroom ratios

Nationally representative data on pupil-classrooms ratios is not reported in the ESSP, and therefore the findings from this evaluation cannot be cross-verified against other data sources. However, schools often cope with issues of inadequate facilities by providing education in shifts. Double shift schools are those which offer morning and afternoon teaching shifts to maximize the number of students served. In line with the grade level distribution, lower grades are more likely to be offered in multiple shifts, as they serve larger student populations. More than 50% of schools offer Grades 1-4 in double shifts, while around a quarter of schools offer Grades 6 – 8 in double shifts.

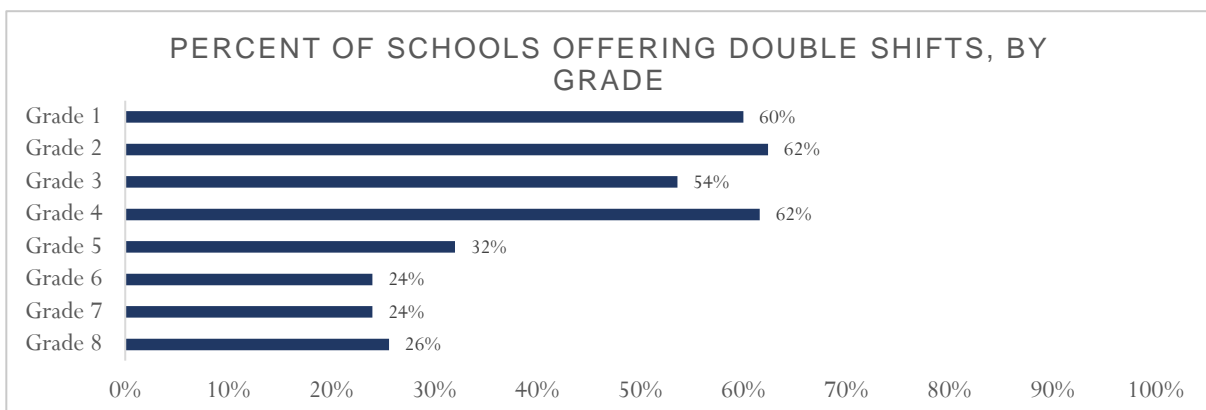


Figure 30 Percent of schools offering double shifts, by grade

## Utilities

Where there are classrooms, many still fail to provide a suitable learning environment for students. Twenty-three percent of head teachers surveyed claim that the temperatures inside classrooms are unacceptable for teaching. This is particularly problematic in Lower Jubba, where three quarters of schools are deemed to reach an unacceptable temperature by their head teachers. Just over half of schools have access to electricity. In Bakool, just 10% of schools have access to electricity. Schools in Banaadir appear to benefit from their proximity to Somalia's urban capital Mogadishu, with just 15% of surveyed schools lacking access to electricity.

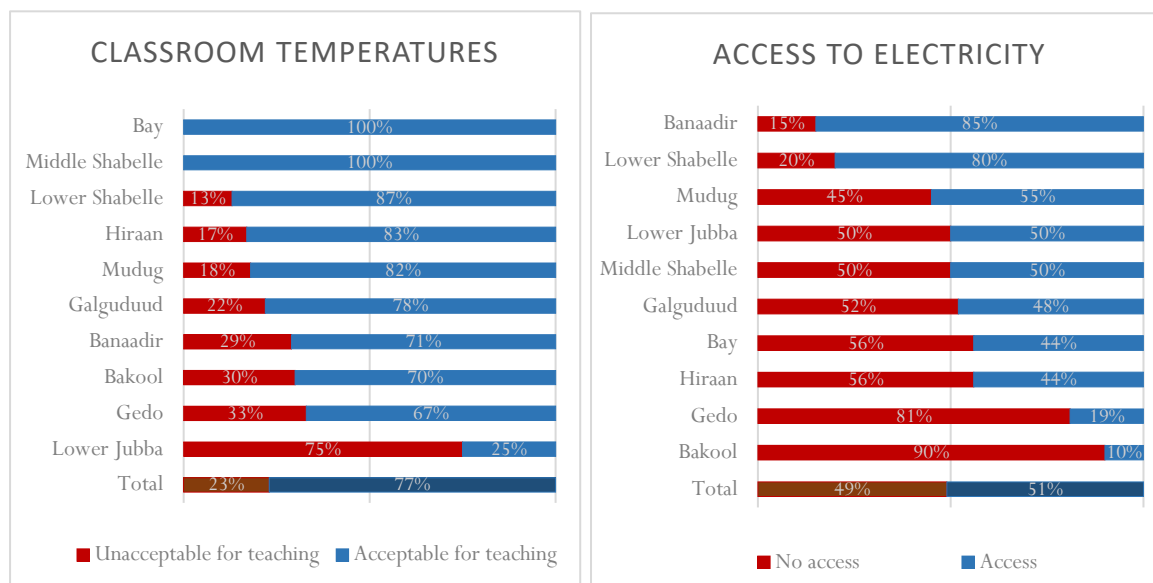


Figure 31 Classroom temperatures and access to electricity

The connections between electricity and education cannot be understated, and are discussed at length in UNDESA 2014 report “Electricity and education: The benefits, barriers, and recommendations for achieving the electrification of primary and secondary schools.”

“Lighting can enable classes to be taught early in the morning or late at night. Electricity enables the use of modern mass media tools in the classroom such as the internet and televisions. Electrified schools have better staff retention, outperform non-electrified schools on key educational indicators, and can in some cases enable broader social and economic development of communities.”<sup>27</sup>

Barriers to electrifying schools are particularly high in areas where a lack of basic infrastructure affects an entire community's ability to access reliable and affordable electricity. In such solutions, solutions such as the provision of solar power systems may be apt. However, such narrow problem solving is also likely to ignore the broader implications of poor community infrastructure and their impact on education. Learning outcomes and child well-being also relies on homes and other social spaces having the capacity to provide safe living and studying spaces for students.

<sup>27</sup> Sovacool, B., and I. Vera. "Electricity and education: The benefits, barriers, and recommendations for achieving the electrification of primary and secondary schools." *United Nations Department of Economic and Social Affairs* (2014).

## Water, Sanitation, and Hygiene (WaSH)

While classroom temperatures and access to electricity affect students largely indiscriminately, failing to provide access to toilets (or access to gender-specific toilets) has an outsized effect on female students. In three of the regions, Lower Juba, Bay, and Middle Shabelle, all sampled schools reported having access to functioning toilets for students and student access to gender-specific toilets. Fortunately, the need for female WaSH facilities appears to be increasingly recognized within the education sector.

*“Girls need more space such as female latrines and water tanks that only girls use. The most important is clean latrines for female students. Most schools do not have these facilities, which is why girl enrolments drop.” REO*

Still, some schools are unable to provide this most basic infrastructural support. In the entire sample, 23 schools do not have student-accessible toilets, with nearly half of such schools concentrated in Gedo (6 schools) and Galguduud (5 schools) regions. Lower Shabelle stands out as performing particularly poorly on providing students gender-specific toilets. Sixty-four percent (9 of 14 schools) do not have gender-specific toilets – well over the total sample average of 13%. Sanitation and hygiene services are most severely lacking with regards to school provision of hand-washing facilities. In more than half of sampled schools, students do not have access to hand washing facilities. In Lower Juba, Bay, and Mudug, less than a quarter of sampled schools have them. Middle Shabelle, however, stands out with just 5% of the twenty sampled schools lacking such facilities.

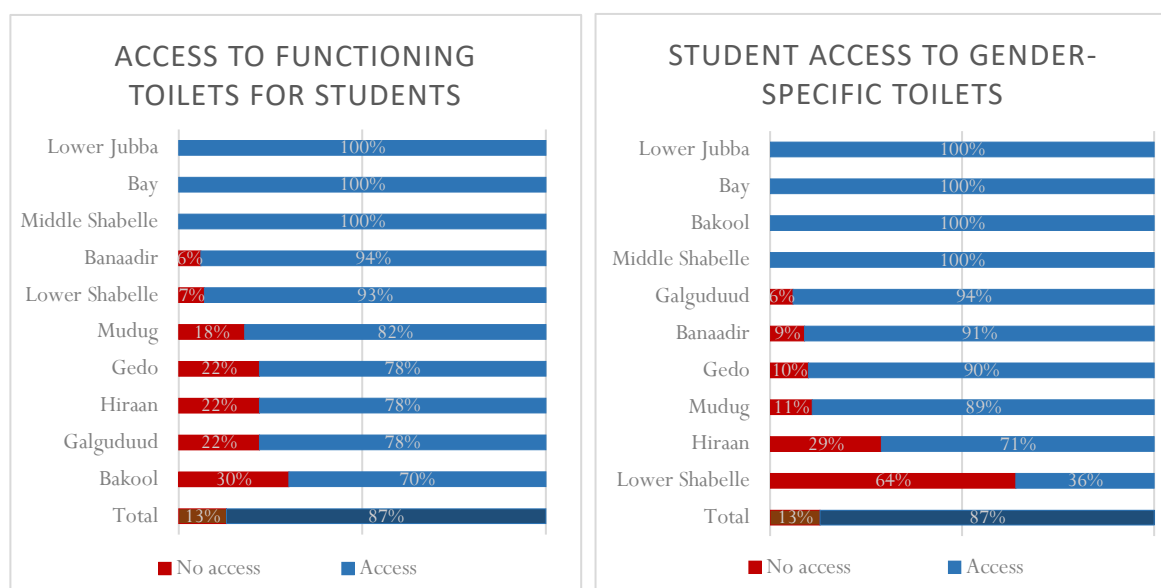


Figure 32 Student access to toilets

## 2.1 THE POTENTIAL FOR ADDITIONAL ENROLMENT

The programme's Theory of Change is based on the assumption that increasing access to education for marginalized children in Somalia requires a threefold approach to address both demand- and supply-side issues: it is expected that existing community education providers can be effectively mobilized to enroll out of school children through a combination of:

- i. Sensitization on the value of education for all based on principles of Somali and Islamic culture;
- ii. Training of Community Education Committees; and
- iii. The provision of resources to increase the capacity of community schools to absorb new enrollment.

The potential for additional enrolment is evaluated based on both supply- and demand-side deficits. Using the assumptions underpinning the ESPiG theory of change, demand is increased through the "sensitization on the value of education for all based on principles of Somali and Islamic culture." Likewise, supply-side constraints are mediated through "the provision of resources to increase the capacity of schools to absorb new enrolment."<sup>29</sup> The potential for increased enrolment is greatest among those populations least represented in school systems. As such, discussions around the expansion of access to education are discussed primarily with regards to marginalized and underrepresented groups. The groups include girls, internally displaced persons (IDPs) and minorities, and children living with disabilities.<sup>31</sup>

ESPiG activities addressing the potential for additional enrolment	
Challenge	Relevant ESPiG Activity
The reported numbers of marginalised students - specifically IDP's, minorities - are difficult to confirm and the implications of high minority populations are not straightforward. The ambiguities around who is a permanent resident versus an IDP and who is a member of a minority group versus a marginalized group are complex. There are also incentives for both under and over reporting the share of student bodies comprised of these groups. Given these factors and a lack of a standardized reporting and data system, the extent to which underserved populations are being reached by schools is difficult to ascertain.	3.3.1 EMIS software purchased 3.3.2 EMIS equipment purchased 3.3.3 Training on EMIS data collection, management, analysis, reporting and use provided to 30 MoECHE and State MoE staff
Pupil-teacher ratios have statistically significant relationships to head teacher additional enrolment estimates. The provision of resources to increase the capacity of community schools to absorb new enrolment. However, A school's potential for additional enrolment must also be considerate of the quality of education outcomes, the adequacy of school facilities in meeting basic WaSH and safety standards, and the ability of teachers and school management to meet a range of student needs, including those of girls, children with disabilities, and IDPs	Subcomponent 1.1: School capitation grants

Figure 33 ESPiG activities addressing the potential for additional enrolment

### Demand-side: Sensitization on the value of education for all based on principles of Somali and Islamic culture

Successful promotion of the value education, and in particular equitable access to education, requires simultaneously navigating the social dynamics hindering expanded enrolment while also embracing aspects Somali society which may help the education sector flourish. Ideally, this balance will result in culturally appropriate and locally driven approaches to strengthening the Somali education sector. In this way, Community Education Committees and religious leaders have significant potential in reshaping community perceptions of education and help create a culture of equal opportunity education in a manner that suits local norms. The

<sup>29</sup> The training of and activities assigned to Community Education Committees will be discussed in subsequent sections on school management, specifically those regarding school safety (Section 2.4) and oversight (Section 2.5) needs.

<sup>31</sup> For clarification on use of the term "minority", see section: Student Populations: Internally Displaced Persons and Minorities

prominence of Quranic schools in the country and the resistance of some religious leaders to girls' full and equal participation in the school system are ongoing challenges to expanded access to quality education. In fact, CEC members in Galmudug reflect on this in focus group discussions, recognizing the committee's role in massaging the tension between religious institutions and schools.

*“Yes, some of the parents don't send their children to school [and] we encourage them to enrol their children to school. Some of the Quranic school teachers are against the school system, we try to convince them to give their students chance to study both Quran and attend school” CEC member*

Nonetheless, there is enormous potential for the promotion of access to education through religious institutions. A number of Islamic and traditional Somali values exemplify this potential. *Iqra'a*, a concept from the Quran's first revealed verse, encourages Muslims to read and to “seek knowledge from cradle till grave.” In a focus group discussion with CEC members in South West State, these ties between Islamic tenets and education are specifically cited as important drivers of enrolment. The member claims that the education of many children is steered by religion.

*“The easiest way that we can encourage those people is, if the person understands religion they already know the importance of education, but if the person is ignorant we send a sheikh so he can preach and tell them lots of verses that talk about the importance of education and there are lots of children who have been brought to the school that way.” CEC member*

This section discusses the potential for and challenges in improving primary school access in Somalia. Islamic and traditional Somali values linked to program outcomes are highlighted, where relevant. Such links are based on those outlined in the Education Sector Program Implementation Grant Program Document, specifically Strategic Thread 1: Building upon Islamic and traditional Somali values.

### Girls

Gender based education inequality around the world is well documented and its prevalence in Somalia is illustrated most concretely in school enrolment data. On average, the Gross Enrollment Ratio in Somalia is 6 points higher for males.<sup>32</sup> In Gedo, the GER is 9.1 points higher for males. Culturally entrenched gender roles have manifested in a community-wide

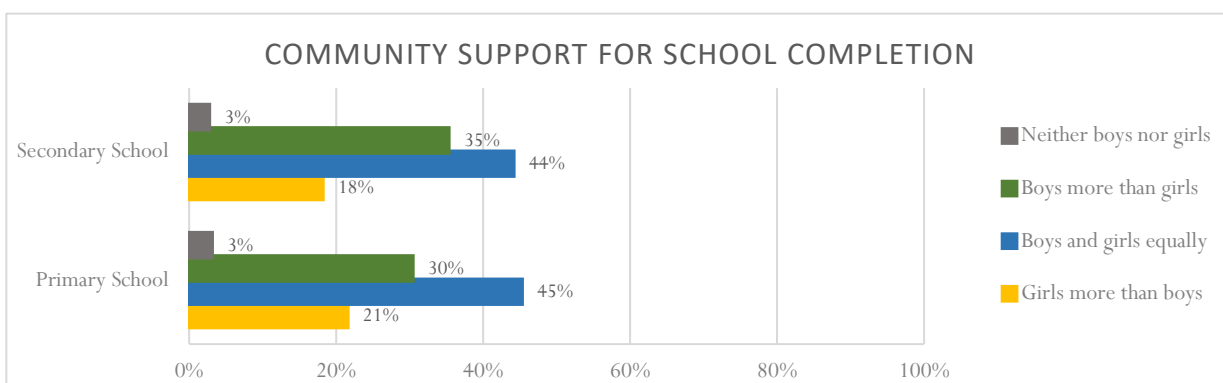


Figure 34 Community support for school completion

<sup>32</sup> Defined by the UNESCO Institute of Statistics as the total enrolment within a country "in a specific level of education, regardless of age, expressed as a percentage of the population in the official age group corresponding to this level of education" (<http://uis.unesco.org/en/glossary-term/gross-enrolment-ratio>)

bias prioritizing the education of male children over female; this trend continues to feature in many Somali communities.

Teachers were asked a number of questions regarding gender disparity in schools, including the degree to which communities support male and female completion of primary and secondary school. Teachers most frequently reported no bias in community preferences, saying that there is equal support for boys and girls to complete both primary and secondary school. Amongst those who did report a gender bias in community preferences, teachers were far more likely to report greater support for boys' primary and secondary school completion than girls'.

*“The challenges that girls are facing include early marriages and lack of school equipment. Parents' attitudes towards marriage and education, some of the parents believe that girls cannot not learn if they got married.” CEC member*

The unique cultural barriers facing girls are grounded in ideas of traditional gender roles, whereby males are encouraged to pursue education as a means of obtaining gainful employment in the future, while girls' educations are frequently disrupted by marriage or pregnancy prior to primary school completion. An increased demand for girls' education, therefore, is likely to be linked in part to gender roles of adults. Though Islamic teaching appears to view education through a capabilities lens (whereby the pursuit of maximizing individual capabilities and freedoms is an end in and of itself), economic circumstances are often more powerful influences in shifting gender norms. That is to say, an increase in both opportunities and expectation for women to enter the workforce as adults has potential to fundamentally shift the opportunities and expectations of young girls, specifically with regards to education. As such, awareness campaigns intending to shape public perception of young girls may consider incorporating a broader conversation on gender roles. This conversation must be one grounded in the Somali context, one which cites the country's high youth unemployment rates, highlights the growing portion of Somali women in the private sector, and emphasizes the role of education as an avenue of economic stability for women as individuals as well as their families and communities.

#### IDPs and minorities

Many of the conflict drivers in Somalia manifest similarly for IDPs and minority groups. Where clan identity dominates local politics, IDPs, agricultural groups, and minority clans often face excessive barriers to accessing education and other social services, as dominant clans control political offices and in turn resource allocation and access.

*“These challenges include lack of parents education, most of the people are from the IDP camps so, some of the students cannot adapt in the school. In addition to that their parents cannot afford to pay \$4 or \$5.” CEC member*

In recognition of the barriers faced by minority groups (including IDPs) in accessing the education system, the ESSP includes specific strategies aimed at increasing educational opportunities for minority groups. Importantly, strategies targeting these groups should not be limited to regions where minorities appear to be most prevalent, as is reported in Bakool and Mudug. In fact, the reported numbers are difficult to confirm and the implications of high minority populations are not straightforward. Large minority enrolment may reflect a high minority population and therefore signal a need for increased time and resource designation.<sup>33</sup> Alternatively, higher rates of minority populations may indicate a region has made greater

<sup>33</sup> The distribution of minority groups across states is not precisely known, as no census has been conducted and UNFPA data does not include population estimates on these demographics. As such, comparing enrolment numbers of minority groups to the share they comprise in the population is not feasible.



progress towards expanding access to marginalized groups, while low rates may reflect and absence of minorities from the school system.

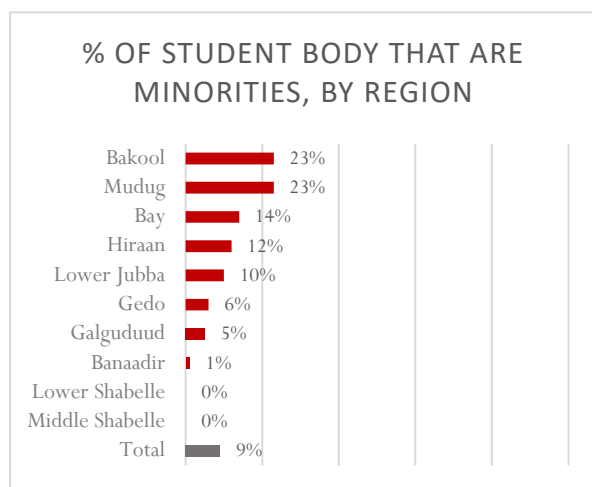


Figure 35 Percent of student bodies that are minorities

Calculating gaps in minority student enrolment is further complicated by the ambiguity in applying the term ‘minority’ in reference to marginalized groups. While a clan may be politically, economically, and/or socially marginalized, it may in fact be a majority in the community with regards to membership size. More significantly, genealogical ties and clan lineage to territories tend to influence power dynamics more than group membership size.<sup>34</sup>

The Bantu (or Jareer), for example, are the largest Somali minority group with regards to population size, but face significant social, political, and therefore economic

discrimination<sup>35</sup>. Occupational groups practicing non-nomadic occupations and crafts - such as the Midgan, Tumul, and Yibro groups – face barriers similar to IDP and Bantu populations, in that they are regarded as ‘foreigners’ lacking legitimate claim over occupied land.

*[What about the children from minority groups, like Oromo and Bantu?]  
 “So far we did not observe any minority groups which are facing problem, the foreign people are with the host families”*

*“One of the biggest challenges for children of minority clans is lack of recognition in the community. They are isolated of the community and schools. Most of the time these children are insulted in the schools.” DEO*

Further, depending on the context, the term “minority” may or may not include certain groups. For example, prior to the breakout of civil war in 1991, Benadiri enjoyed relative privilege as merchants in the country’s coastal cities. Today, many Benadiri have been displaced, living in urban settlements, IDP camps, and refugee camps neighbouring countries. In these cases, the Benadiri may face political, economic, and/or social marginalization, though not perceived as a minority or marginalized group given their historic role in Somali society. As such, evaluating the relative marginalization of “minority” groups must go beyond assessing regional prevalence of such populations. Instead, it is important for strategies to be community-specific and grounded in a nuanced understanding of local power dynamics. Barriers to accessing schools should be investigated where minority pupils are missing (Lower Shabelle, Middle Shabelle, Banaadir); designation of use of the term ‘minority’ should be interrogated where minorities appear to have greater ease of access to education (Bakool, Mudug).

#### Children with Disabilities

Better equipping schools with the capacities and resources to meet the needs of students living with disabilities is critical in improving equitable access to education for all Somali primary school children. Overall, schools reported serving very few students with disabilities, the demographic totalling just 2% of the total sample. Such low numbers are a critical finding in

<sup>34</sup> Barnes, Cedric. "U dhashay—Ku dhashay: genealogical and territorial discourse in Somali history." *Social Identities* 12.4 (2006): 487-498.

<sup>35</sup> UNICEF (2016) Situational Analysis of Children in Somalia, p.16

and of themselves. The [World Bank](#) estimates that globally, approximately one third of the 58 million children who remain out of primary school have a disability. The tendency to keep children with disabilities out of schools is likely a driver of the fact that 25% of schools report serving zero children with disabilities. Everywhere, however, the barriers facing disabled children are emphasized. These include a lack of infrastructure and lack of training on the part of teachers.

*“There are some challenges that children with disability face. There is no latrine especially for disabled children, a van to pick them up, or support for them to continue their learning. For example, if the student is blind and he/she has no experienced teacher who can teach him/her, it will be difficult for them to continue learning. There is a huge gap in the region because disabled children have no solutions for their needs and NGOs don't look at the needs of disabled children very closely. Disabled children need huge support immediately.” REO*

Sixty-five percent of head teachers reported one or more students with physical disabilities and more than half (52%) have students with speech impediments. Students with learning disabilities and mental health issues are least frequently cited. This reporting is in line with other national representative data, however neither the sample nor national datasets necessarily accurately represent disability prevalence in Somali children. There is a relatively clear decline in disability prevalence as diagnosis is less outwardly apparent. Physical disabilities and hearing and sight impairments are most frequently cited. Qualitative data also suggests that discussions around disability are associated primarily with physical disabilities, as many comments centred primarily around physical access challenges. Disabilities which are less physically obvious appear to go undetected.

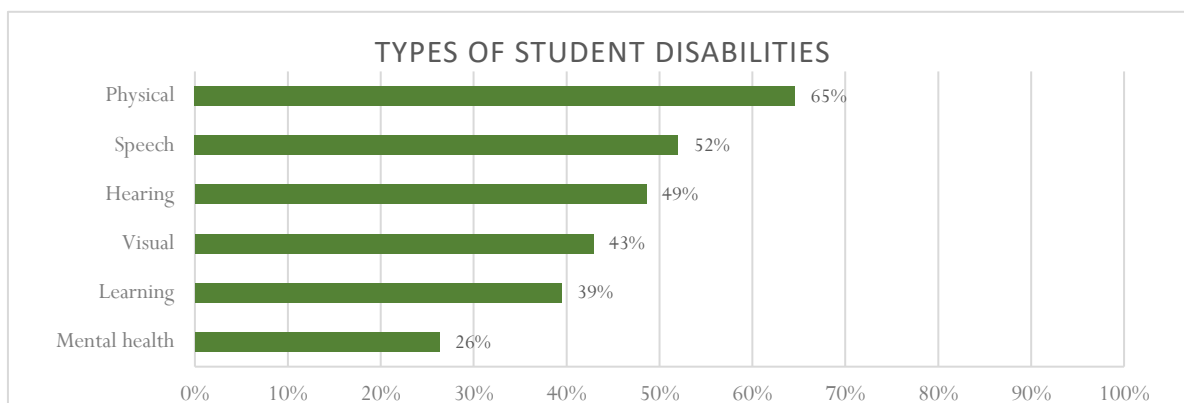


Figure 36 Types of student disabilities

In Somalia in particular, [the number of people](#) living with these less visible disabilities is estimated to be higher than global averages – a product of the region’s contracted conflict and ongoing humanitarian crises. However, a want of reliable data and a complete lack of legal frameworks regarding persons with disabilities prevent the availability of accurate estimates. These factors contribute to the region’s limited awareness on people living with disabilities, and more specifically of disability-tailored education programmes. As a result of low levels of diagnosis and designation of disabilities in children, students with disabilities is also likely considerably underestimated.

*“The main challenge they face is lack of support for their needs, such as a wheelchair.”  
DEO*

*“We don’t have schools and teachers that can teach disabled students, all the schools are designed for non-disabled students,” DEO*

*“Challenges with transportation to go to schools; if they do not have transportation to go to the school or when they are coming from the school, they cannot attend school. I met a lot of children with disabilities who stayed home and couldn't get to school because they have no transportation.” DEO*

*“Actually, we did not provide anything to disabled children because we got nothing from the MOE and our capacity is limited so we can't do anything.” DEO*

Raising awareness around the rights of people living with disabilities is also critical in realizing the potential for additional enrolment for students with disabilities, specifically on the demand-side. However, there are a range of supply-side deficits preventing children with disabilities from accessing schools.

### Supply-side: Provision of resources to increase the capacity of community schools to absorb new enrolment

Head teachers were asked to estimate the number of additional students that could be enrolled in each grade. These figures were then calculated as a percentage of the school's current enrolment. The resulting data illustrates the head teacher's estimate of the percent increase of students they believe the school has the potential to accommodate. Despite persistent concerns over resource constraints and teacher qualifications, just 13 schools, or 8% of the sample, said they could enrol no additional students. In fact, 21% saw potential for an increase in enrolment of 100% or more.

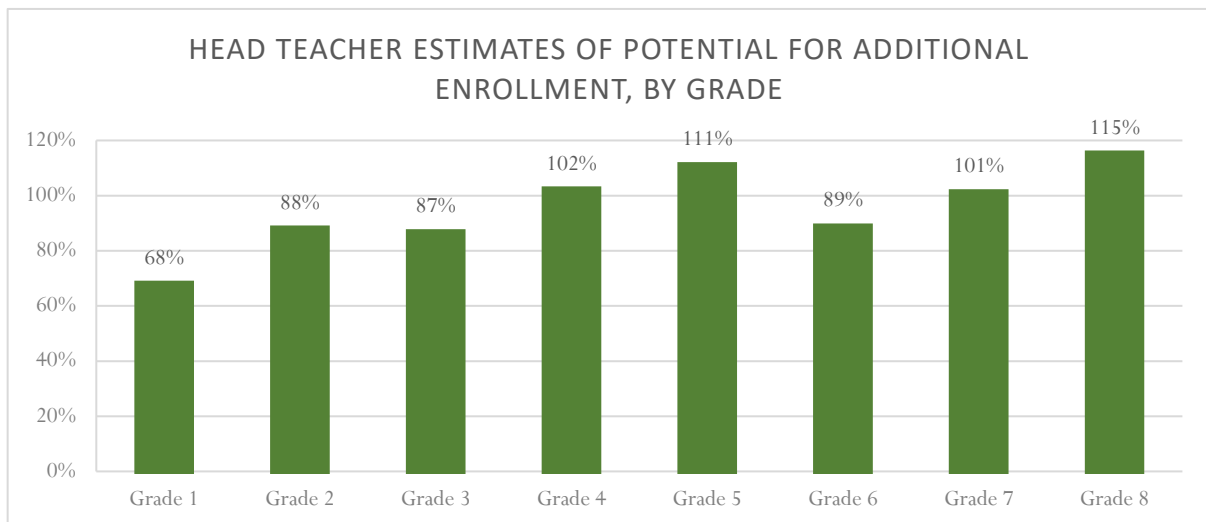


Figure 37 Head Teacher estimates of potential for additional enrolment, by grade

Grade level trends (see School Profile section) showed higher enrolment rates at lower grade levels. This reality is reflected in headteacher estimates, capacity for additional students is more conservative at lower grade levels. Despite having lower enrolment rates, the dip in the trend between grades 5 and 6 is likely a reflection of the 22% of sampled schools which do not offer grades 6-8. Schools in Mudug are the most ambitious in additional enrolment potential reporting capacity for a student increase of over 200%. Middle Shabelle follows with an estimated capacity for 123% increase in student enrolments. The sample on average estimates schools can withstand a 62% increase in the number of students enrolled.

Given the human resource, infrastructural, and funding deficits schools face across all regions, the estimates initially appear questionable. The schools are seemingly at or above capacity and one may expect Head Teachers to claim minimal potential for additional enrolment. Instead, Head Teachers generally profess a willingness to further increase student bodies (often rather

significantly). In understanding this phenomenon, it is important to note that researchers did not specifically define what capacity for additional enrolment entailed. As such, head teachers were left to estimate the potential for additional enrolment based on their own perceptions of school constraints. Nonetheless, both pupil-teacher ratios pupil-classroom ratios have statistically significant relationships to head teacher additional enrolment estimates<sup>36</sup>. That is to say, the availability of classrooms and teachers, in relation to student body size, influences a headteacher’s estimate of increased enrolment capacity. This relationship contributes to the legitimacy of the seemingly outsized additional enrolment potential indicated in headteacher reporting.

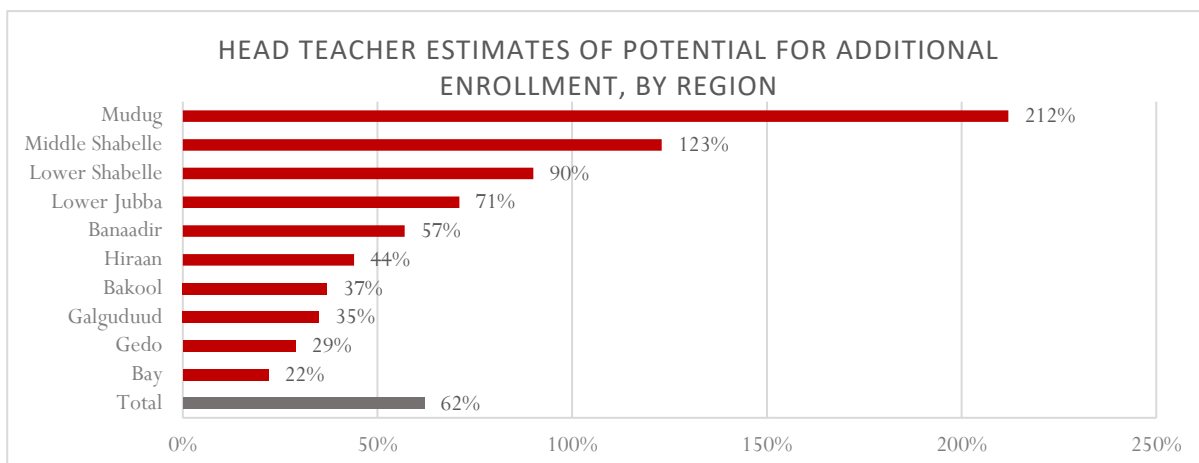


Figure 38 Head Teacher estimates of potential for additional enrolment, by region

Other school characteristics that may also be expected to influence these estimates do not have statistical significance. Neither the student body gender composition nor the prevalence of vulnerable groups (IDP, students with disabilities, orphans, minorities) have a statistically significant relationship with these estimates. Nor do other infrastructure related concerns such as the school’s access to electricity, availability of toilets for students, and the acceptability of classroom temperatures. Resource and infrastructure deficits, as they relate to access issues for students with disabilities, is acknowledged in the qualitative data. However, teacher qualifications and level of education also have no statistically significant relationship with the potential for additional enrolment.

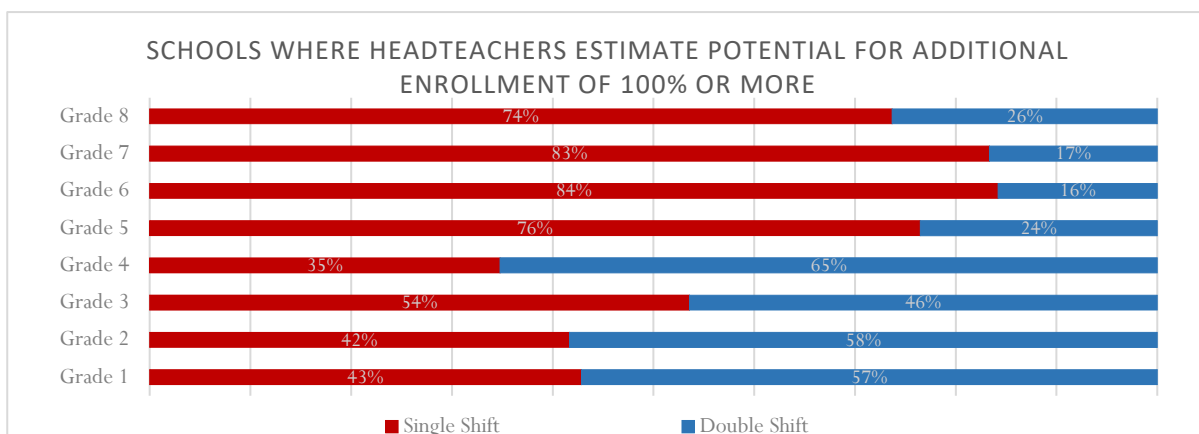


Figure 39 Schools where potential for additional enrollment is 100% or more

<sup>36</sup> The estimated potential for additional enrolment decreases by 12.5% for every single digit increase in the pupil-teacher ratio where p = 0.001. Additional enrolment estimates decrease by 4.1% for each additional student per classroom in the pupil-classroom ratio where p = 0.01.

Figure 36 looks at schools where head teachers estimate a grade has the potential to increase enrolment by 100% or more. Of these, it compares how many of these schools are already offering the grade in double versus single shifts. For example, in 24 schools, headteachers estimated the potential for increased enrolment in Grade 1 was greater than or equal to 100%. Of those 24 schools, 57% were already offering Grade 1 in double shifts. Though schools offering double shifts in upper grades (5-8) appear considerably less likely to estimate potential for additional enrolment at a rate over 100%. However, this does not appear true at the lower grade levels (1-4).

These findings are important in a number of ways. Firstly, it indicates that inputs such as classrooms and teachers are the primary supply-side constraints teachers perceive in expanding access to education. As such, the provision of these resources, contributed in tandem with the implementation of suitable demand-side barriers (for example financial constraints pulling children into the workforce) can be expected to affect enrolment rates. However, the lack of measurable influence factors such as prevalence of students with disabilities indicates such enrolment expansion will likely come at the expense of education outcomes and school capacity to meet student needs. As such, the provision of resources to increase the capacity of community schools to absorb new enrolment should be careful to define capacity to include metrics beyond availability of classroom space and presence of teachers.

*“I came across some tough situations during monitoring visits, like I went to a school near the IDP camps. The school was overcrowded because the school did not have enough space and teachers to cater to all those who were interested in learning. It is a challenge if the school cannot cater to the increase in the number of students. I reported the issue to the MOE, we are waiting for their response.” DEO*

A school’s potential for additional enrolment must also be considerate of the quality of education outcomes, the adequacy of school facilities in meeting basic WaSH and safety standards, and the ability of teachers and school management to meet a range of student needs, including those of girls, children with disabilities, and IDPs. Programme design demonstrates a fundamental understanding of these trade-offs, as ESPIG places a great deal of emphasis on equitable access to *quality* primary education.

## 2.3 BARRIERS TO EQUITABLE EDUCATION OUTCOMES

The programme emphasis on access to quality education requires consideration of inequities faced by marginalized groups even after access and enrolment are realized. While there is a degree of overlap with barriers to enrolment and access, this section is geared towards those variables which affect learning opportunities once enrolled, including school attendance, attrition and drivers of student dropouts, and classroom activities and/or environments. Qualitative interviews with education officials probed for challenges faced by girls, disabled students, and minority groups, from which key themes emerged. These themes are supplemented with additional quantitative data, where relevant, but also reference previously reported data including teaching practices, cultural dynamics, and infrastructural limitations.

ESPiG activities addressing barriers to equitable education outcomes	
Challenge	Relevant ESPiG Activity
Based on self-reported data, most teachers adapt lessons based on student skill levels at least sometimes, indicating teachers are attuned to students' specific and unique needs. However, the limited training and qualifications of teachers limits the suite of strategies available to teachers in ensuring lessons are level-appropriate for all students. Students with learning and other cognitive disabilities are most likely to be affected when their ability levels and learning styles are taken into account only sometimes.	2.2.1 TTI & Special Education Resource Center operational Subcomponent 2.5: Tailored in-service teacher training
Without a foundational understanding of mental health needs and/or the nature of learning and cognitive disabilities, children with disabilities go undiagnosed and are fundamentally misunderstood. This translates into distinct challenges for teachers and school management teams in creating positive learning environments for students with disabilities.	2.2.1 TTI & Special Education Resource Center operational
High pupil-teacher ratios hinder teachers' capacity to meet the individual needs of children. This has potential to be particularly impactful on education outcomes of those with learning and cognitive disabilities.	Subcomponent 1.1: School capitation grants 2.5: Tailored in-service teacher training

Figure 40 ESPiG activities addressing barriers to equitable education outcomes

### Girl Students

Teachers were asked a series of questions covering themes including student behaviour, student competency, and social expectations of students. For each question, teachers could respond in one of four ways:

- Boys more than girls
- Girls more than boys
- Boys and girls equally
- Neither boys nor girls

Teacher responses to these questions are used to examine the barriers girls face in education outcomes, centering on their attendance, attrition, and classroom activity. The first table illustrates responses to questions asking about **positive** attributes, activities, and perceptions. For these questions, a higher percentage translates to teachers' more favourable view of that gender. The second table aggregates questions where teachers were asked about **negative** attributes, activities, and perceptions. In this table, a higher percentage is undesirable and indicates a negative bias towards a gender.

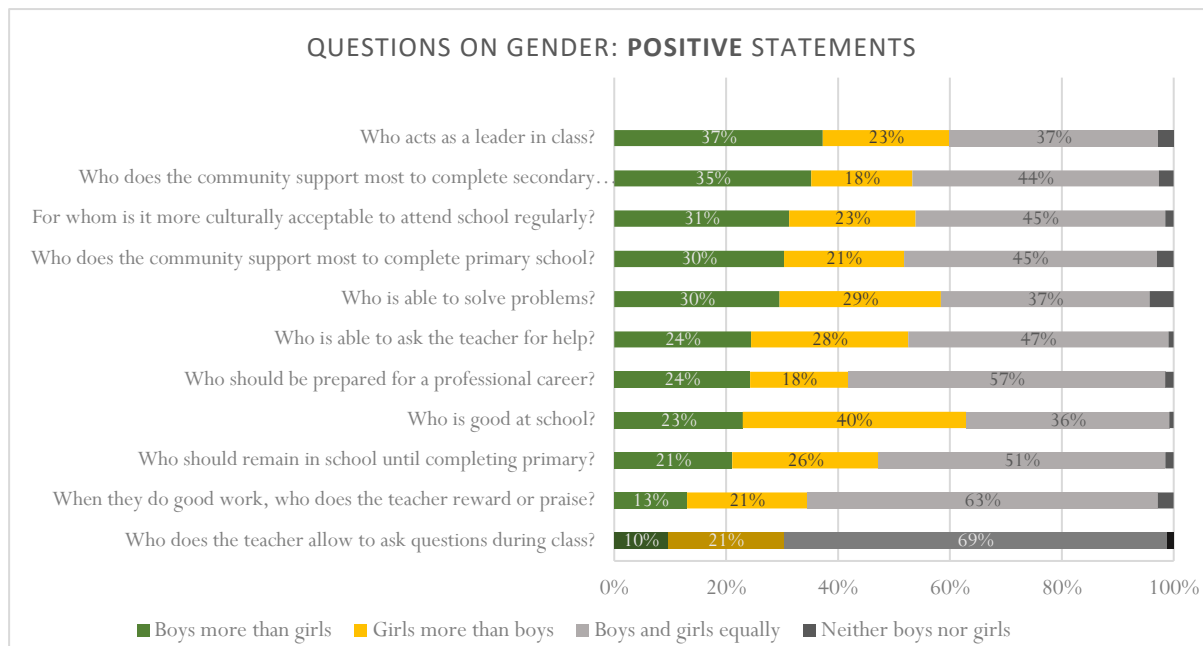


Figure 42 Questions on gender: positive statements

The specific questions are examined more closely in the following sections. In many cases (51%), teachers report no bias, saying the questions apply to boys and girls equally. Where teachers did respond with one gender, positive statements were assigned to boys and girls equally. Alternatively teachers were slightly more likely to specify a gender for negative statements. Negative statements were also applied far more often to girls (35%) than boys (20%). Importantly, the negative statements teachers applied to girls more than boys apply to external dynamics largely beyond the student’s capacity to influence, namely issues of attendance and attrition. Questions of classroom behaviour and student aptitude, all of which fall within the category of positive attributes do not reveal a strong bias against female students.

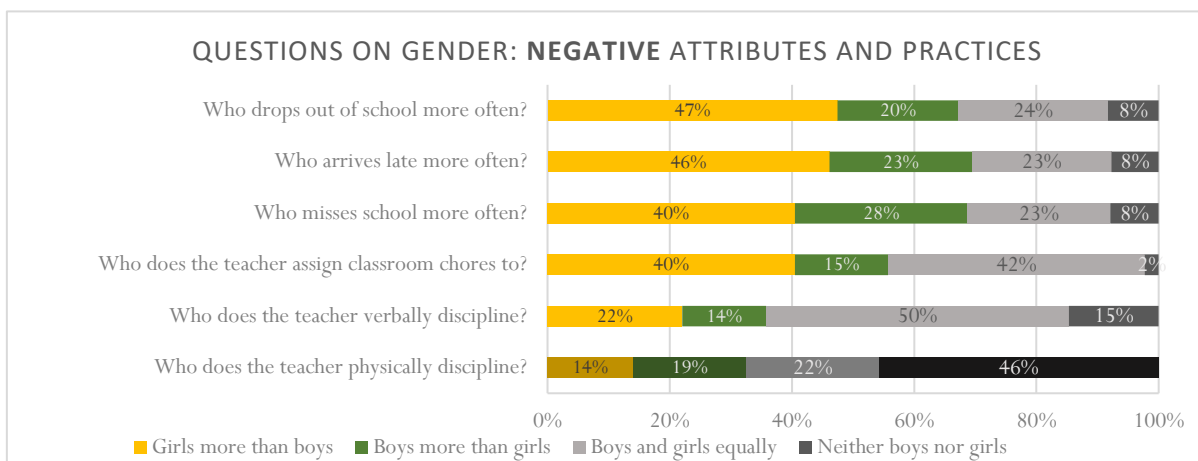


Figure 41 Questions on gender: negative statements

Again, it is important to note the susceptibility of self-reporting data to social desirability bias. As the marginalization of girls in the education sector is widely acknowledged, teachers may feel incentivized to respond neutrally (boys and girls equally OR neither boys nor girls) or more favourably towards girls. As with self-reported teaching practices, it is noteworthy that, even with such built in biases and incentives, a substantial number of teachers still attributed positive behaviour and learning capacity to one gender over the other.

Poor attendance was a common theme in discussing girls' education, with education officials and CEC members citing different push and pull factors as root causes. Schools' inability to meet girls' sanitation needs was discussed by several participants. This reality is acknowledged by the ESSP reporting which found adequate school infrastructure contributes to improved student attendance. The lack of adequate facilities is reiterated in the headteacher surveys, 13% of who reported serving in schools with no student bathrooms.

Even more frequently discussed were domestic responsibilities and expectations of girls specifically. Interviews with both CEC members and education officials revealed a common acknowledgement of girls' and women's domestic roles functioning as a key pull factor preventing girls' full and equal participation in the Somali school system.

*"Because of circumstances girls are needed at the home; when mothers get sick, they don't let their girls come to the school. They want the girl to help them, which means they will miss their classes. Girls have that challenge." CEC member*

In focus group discussions, most girls said they do not face pressure from family preventing them from attending school. The majority said parents were driving factors behind their attendance and participation in school. Most miss school only when they were sick. However, a handful of female focus group participants in Banaadir, Hirshabelle, and South West States recalled times where they have missed school due to work or family obligations. Critically, no male student focus group participants said they missed school for similar reasons.<sup>37</sup> This again is reflected in the teacher feedback, whereby 40% said girls were more likely to miss school compared to just 28% said boys had worse truancy (the remaining 31% gave gender-neutral responses). Similarly, 8% more teachers believe it is culturally more accepted for boys to attend school regularly than girls.

For both primary and secondary school, teachers reported female students as far more likely to drop out of school. In discussing girls' attrition, education officials describe the drivers of poor attendance, along with other pressures which grow as girls mature, as culminating to a critical point in which a girl drops out.

*"According to the girls, their challenges are lack of girls' latrines, a room for girls in the school that they can use alone, and lack of financial ability to pay the school fees and to be honest with you all these challenges make the girls leave the school, stop learning and get married." DEO*

*"There are a lot of challenges that girls face in this district, first there are no separate schools for girls and most principals of schools are men and with less female teachers. This is especially a challenge during the adolescent stage, as the girls experience new things such as getting their period and cannot talk to the male teachers. This may lead to gaps in their education because they are shy to ask for help from the male teachers." REO*

In fact, cases of female student dropouts are most frequently attributed to early marriage and/or school fees. Students in particular, both male and female, cite these drivers. In focus group discussions, students were asked to predict events in a hypothetical scenario. In the scenario, there is a child named Shukri, a Somali girl in secondary school. Students were asked to predict Shukri's future. In all regions, both male and female students predicted similar challenges for

<sup>37</sup> A single male FGD participant reflected on tension in his home, whereby his mother and father disagree on his attending school: "My father is an old person who is ignorant and doesn't understand the value of education. Therefore, he does not want me to go to school because he believes that people who are non-Islamic are trying to brainwash us and we may forget our religion, but thanks to God my mother was very supportive of education and helped me always. There was a story told by my mother about a man who went to the Arab country without knowing the Arabic language, and then he tried to get a job to earn his living by opening a hairdressing shop. Then, he names his barber shop "Chopping the head off," then soldiers saw that sign and came to him and asked him what is this about a man who is cutting heads off. They arrested him and then released him when they realized he didn't know the meaning of this."— Male Student, Jubaland



Shukri: exceedingly burdensome school fees, pregnancy, or marriage pushing Shukri out of school.

*“She might drop out of education and start to work for her family or she might get married.” Male student*

*“When a girl finishes Grade 8, girls get challenges [such as] paying secondary school fees, and for that reason they leave school to marry” Female student*

The challenge of school fees is not necessarily gender-specific and is in fact a challenge for all pupils. Within the sample of students in focus group discussions, there was no variation - by gender or geography – in participants’ own personal ambitions to complete university and pursue careers in medicine or education. However, both teachers and education officials both refer to high attrition rates as affecting female students more than their male counterparts.

Self-reporting classroom activity, as reported above by teachers, indicates similarities in that girls and boys both ask the teacher for help and solve problems. Though several students described differences in classroom behaviors between boys and girls, focus group discussions also revealed no real discrimination in this regard. Teachers appear much more likely to say girls are better at school than boys, though this sentiment is not echoed in any real way in other datasets nor in nationally representative data presented in the ESSP.

Critically, teachers report classroom chores are more likely to be assigned to girl students than boys. Given females’ burden of domestic chores and responsibility appears to influence female education outcomes, this is problematic. Gender roles such as these are often deeply entrenched and present in all social interactions and it is therefore unsurprising to find they carry into classroom environments. Gender training can help teachers better navigate these norms and create a more egalitarian school culture.

### IDPs and Marginalized Groups

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The barriers discussed in reference to IDP and minority students are almost exclusively surrounding financial constraints.<sup>38</sup> Financial constraints are an issue for many poor families, regardless of background or residence status. Children may then be required to leave school to help contribute to family income. The ESSP reports that child labour affects roughly 40% of Somali children and approximately 1 in 5 children between the ages of 4-14 combine both work and school.

*“It is common for the parents to make their children drop out of school to help rear livestock.” CEC member*

Some education officials and CEC members insist that once such children enter the classroom, all students have access to the same quality of education and learning opportunities as other students. In fact, many emphasize the prioritization of and additional resources allocated to marginalized groups such as IDPs and minorities. Others speak more openly about the discrimination faced by minority groups in schools, acknowledging their social marginalization preventing equal learning opportunities for all students.

*“Of course, we do give priority to minority children. For example, we distributed school uniforms about 150 students, 30 of these uniforms were provided by the minority and poor children, so yes we do try our best to give them priority.” CEC member*

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<sup>38</sup> Recall that ‘minority’ is ambiguously defined. In qualitative interviews, the groups which constitute minority or marginalized groups were not specified. As such, discussions are around the interviewee’s perceptions of who is a minority group.

*“Children from minority clans are discriminated against, insulted or harassed ... because they come from a minority. Then the child is bullied several times in the school or outside the school because his or her clothing that is not clean and then they become a drop-out”*

REO

At the same time, there are instances whereby schools are absolved of responsibility in catering to marginalized groups, the pretext being that there are no IDP or minority groups present in the area and/or school. This again is reflective of the ambiguous definitions of what constitutes a minority or marginalized group and in what context.

*“We don’t have any strategy about this, because we don’t have any minorities.”* CEC member

A number of education officials attribute many of the drivers of poor educational outcomes to forces outside of the school and education systems. An REO attributed stunted educational outcomes among pastoralists to lack of parental support, saying parents in pastoralist households “don’t know the benefits of education.” Another REO spoke of a child’s ambitions being tampered or limited by the expectations of their community.

*“There are no specific challenges as such because they are given an education just like other students. The only challenge for them is that minority clan children drop out of schools and isolate themselves.”* REO

There certainly may be validity underlying these hypotheses: it is the case that not all sects of society place the same value on formal education; clan identity in Somalia is traditionally based on occupation and livelihood and therefore children may be pressured to pursue specific skillsets that do not include and/or require a primary education; marginalized groups may choose to avoid institutions (such as schools) which are run by or population with groups in which they are in ongoing conflict with. It is important, however, to avoid that such perceptions manifest into a fatalist mentality, whereby CEC members and other actors feel no obligation or motivation to improve intergroup equity in education.

## Disabled Students

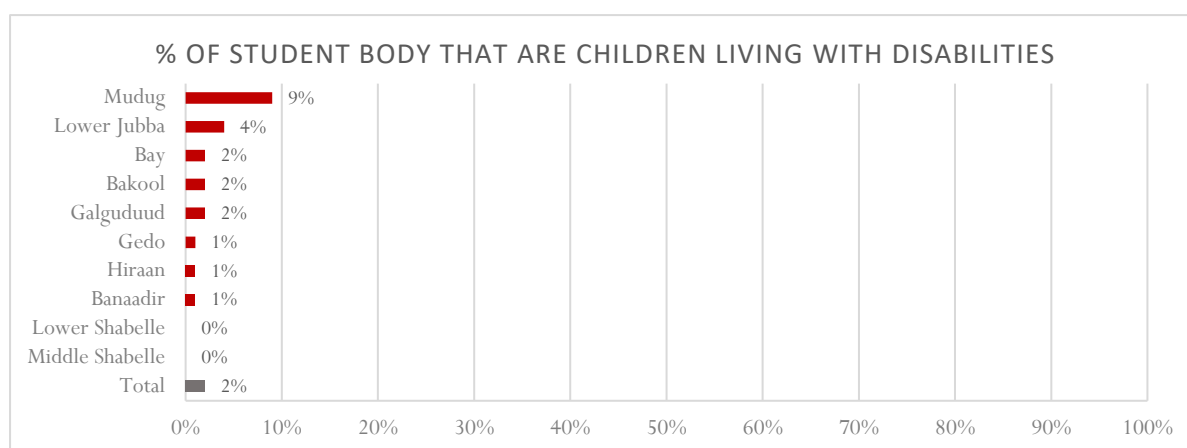


Figure 43 Percent of student body that are children living with disabilities

The challenges faced by disabled students are predominantly discussed in terms of access to education, as discussed in section 2.1: The potential for additional enrolment. There is significant opportunity for increased enrolment rates among children with disabilities, potentially enabled through measures as simple as infrastructural improvements, including access ramps and paved roads, and provision of support in the form of hearing aids and wheelchairs. Importantly, these strategies offer little reprieve for students whose disabilities

require additional classroom support and/or specialized pedagogical approaches. In this regard, there are a number of barriers preventing improved learning outcomes for those children with disabilities who can and do access schools.

First and foremost, there is a severe lack of information, data, and awareness – within both social and political realms. Without a foundational understanding of mental health needs and/or the nature of learning and cognitive disabilities, children with disabilities go undiagnosed and are fundamentally misunderstood. This translates into distinct challenges for teachers and school management teams in creating positive learning environments for students with disabilities. Cultivating a culture whereby all students are viewed through a lens of differences and not deficits is important in encouraging teachers to better meet the needs of all pupils.

*“There are no disabled children who can't walk who are enrolled in this school but there are some students who can't see and those who have bad tempers; for those we give them special care. We did many things. Before now, there were two girls who were enrolled in this school. They were fighting every time, then the CEC had a meeting about that and realized that they are not healthy and they can't tolerate any word told to them; even sometimes they fainted. We decided to treat them differently from how we treat other students. Also there are students who have difficulty hearing and can't hear explanations of the lesson which no one is aware of. The committee interferes in all of these things and after we discover all these, we treat them differently which is different from how they were being treated.” CEC member*

In the same regard, high pupil-teacher ratios hinder teachers' capacity to meet the individual needs of children. This has potential to be particularly impactful on education outcomes of those with learning and cognitive disabilities. In self-reported teaching practices, just a quarter of teachers regularly adapt their lessons to student abilities.

*“Generally, the disabled people living in Somalia face problems and I believe this is not something related to the Ministry of the Education but there needs to be better general awareness in the communities. In general children with disabilities are rare so it would be appropriate if we could make them understand the importance of education.” REO*

Several interviews also allude to social stigma and ostracization of people with disabilities carrying into schools, creating an inhospitable learning environment. In focus group discussions, students generally assure researchers that children with disabilities are met with kindness and understanding in the classroom, though several acknowledge school bullying may affect disabled children more than others. The degree and frequency of bullying within schools, particularly with regards to children with disabilities, is likely underreported. By failing to designate cognitive and learning difficulties as disabilities, it is likely children are not extending the same empathy and tolerance as they might to students with physically obvious disabilities, including hearing and sight impairments. Policy frameworks and school management strategies targeting the barriers to equitable education outcomes affecting disabled children are absent – owed in large part to a culture of low awareness and further undermined by lack of reliable data.

## 2.4 DRIVERS OF SAFETY AND EFFECTIVE MANAGEMENT

In the Somali context, where state capacities are limited, it is up to local actors to ensure school safety, management, and sustainability. School faculty and parental engagement, complemented by effective school policies, coalesce to create safe and functional learning environments for students. These forces contribute to the programme objectives in enhancing system capacity and establishing effective and efficient management at the local level.

ESPiG activities addressing safety and effective management	
Challenge	Relevant ESPiG Activity
Currently, schools rely on CEC's for a range of functions: conflict resolution, attending school meetings recruitment and supervision of teachers, resource mobilization, and payment of salaries. However, not all CEC's provide all critical services; most serve in 2-3 of the above roles.	1.3 Schools & CEC's develop and follow-up on safety and security action  3.2 Improved capacity for planning, budgeting, policy implementation, coordination and progress tracking

Figure 44 ESPiG activities addressing safety and effective management

### School Policies and Practices

The vast majority (92%) of schools have adopted a code of conduct or similar policy in place that specify standard for education personnel behaviour, indicating a common understanding of the significance in ensuring schools are safe environments for children. Schools in Hiraan, Lower Shabelle, Bay, Gedo, and Lower Juba all have codes of conduct. Likewise, between 85% and 95% of schools in Middle Shabelle, Banaadir, Bakool, and Galguduud reported the same. Mudug region is an outlier in this regard, with just 45% of headteachers reporting their school has adopted a code of conduct or similar policy.

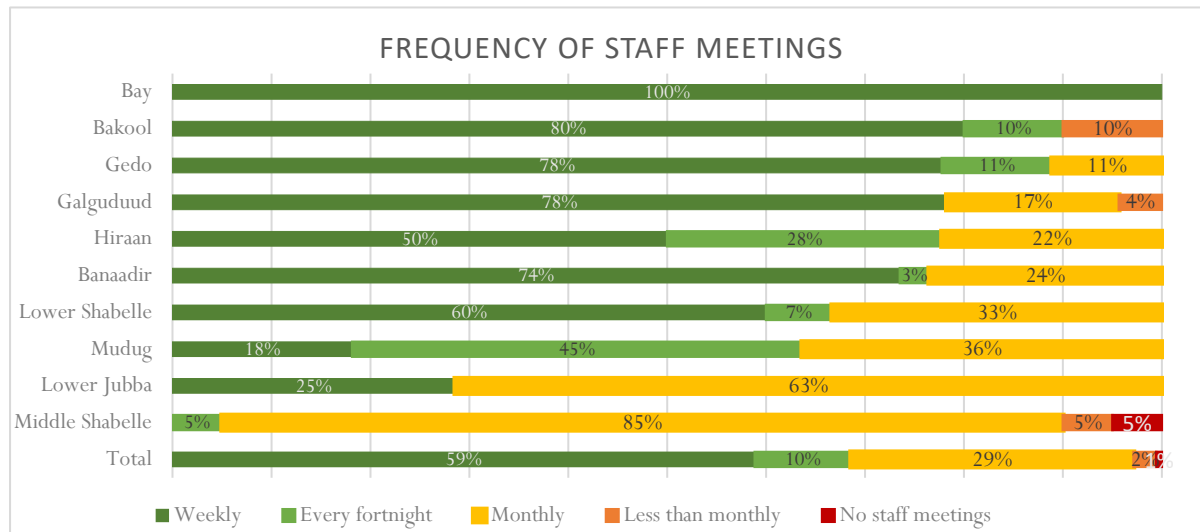


Figure 45 Frequency of staff meetings

To supplement top level policies, such as codes of conduct and the like, regular staff meetings are an important driver of effective management and school functionality. More than half of schools (59%) hold staff meetings on a weekly basis, with another 10% meeting biweekly. Twenty-nine percent of schools hold monthly staff meetings and just 3% report fewer or no staff meetings. Schools in Bay report the most active meeting schedules, with 100% of schools in the region reporting weekly staff meetings.

## Parents' Engagement in School Management

The degree and nature of parent involvements in community education committees has real and measured impacts on school functionality. The ESSP emphasizes this point in particular:

“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. Thus, an active CEC can be an indicator of responsive school management and the retention of teachers in schools and improved learning outcomes, can, in these circumstances, serve as an indicator of the effectiveness of parental and community participation.”

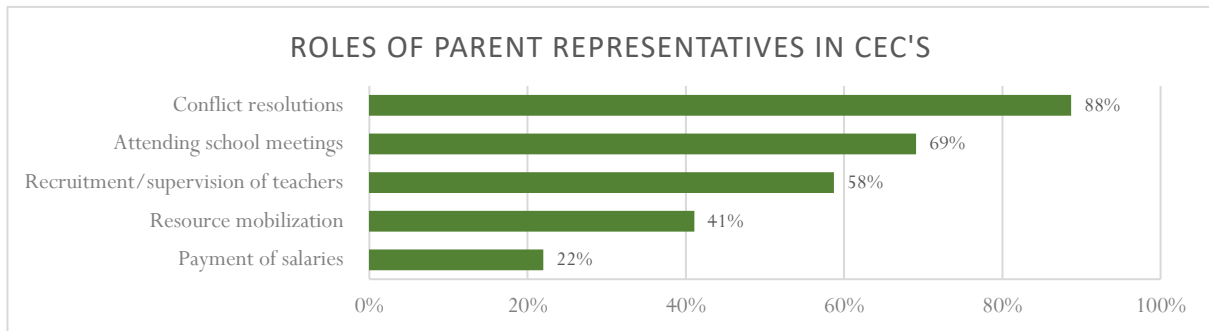


Figure 46 Roles of parent representatives in CECs

Much of this is confirmed in CEC member reporting. In most CECs (88%), parent representatives work in conflict resolution. In more than half of schools (58%), parents also participate in recruitment and supervision of teachers. The relatively large portion (41%) of CECs with parent representatives in resource mobilization is a positive indicator of parent and community ownership of their local education system and in turn the sustainability of the schools. It may also reflect the large contribution of the Somali diaspora to education<sup>39</sup>.

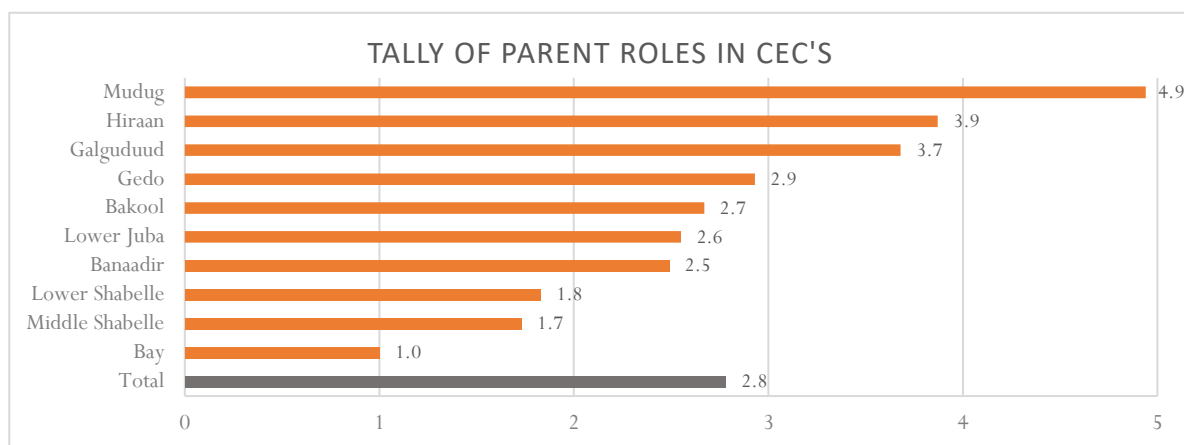


Figure 47 Tally of parent roles in CEC's

For each CEC, the number of activities in which parent representatives engaged in were tallied, giving a number between 0, whereby parents do not engage in any of the activities listed in the table “Roles of Parent Representatives in CEC’s”, and 5, where parents engage in all of the activities. The sampled CECs average 2.8 roles, with committees in Mudug the most active. In Mudug, tend to serve all five of these roles in CECs. In Bay, where CECs report a single function for parents, they serve almost exclusively in conflict resolution roles. Of the CEC

<sup>39</sup> Benson, J. B., Heger, L.L., Sorensen, L. C. & Wise, A. S. (2016) Somali Diaspora Investment Survey Report: Typologies, Drivers and Recommendations, p.22

roles under consideration, conflict resolution may be viewed as least relevant to school management and decision making. As CEC’s in Bay are largely comprised of school principals and community leaders, this finding further indicates the lack of participation of parents in school management in Bay.<sup>40</sup>

## 2.5 MANAGEMENT AND OVERSIGHT NEEDS

While building capacity at the local level makes communities more resilient to government and political instability, long term sustainability requires the development of top-level systems which may manage and provide oversight on a large scale. Community education committees serve as a first level conduit between school systems and the community. An active CEC is a critical aspect in establishing oversight systems, responsive to both community preferences and school needs. Ideally, these committees are also engaging in two directional information exchange with education officials from the Ministry of Education or other relevant government bodies. Such connections are important avenues for government officials – whose capacity varies dramatically in each region – to engage with their constituents.

ESPiG activities addressing management and oversight needs	
Challenge	Relevant ESPiG Activity
Where just over 40% of CEC’s have school management training. Despite this, most CEC’s engage in a broad range of activities, with each of the following activities included in the CEC roles for over 85% of committees: monitoring student needs, monitoring teaching practices, monitoring student attendance, monitoring teacher attendance, and conducting school monitoring visits.	1.2 CEC harmonized policy and training package developed (promoting enrolment, inclusion, safety & learning)
In general, school management and oversight is less consistent than it should be. According to the head teachers interviewed, only 65.7% of schools had received a visit from a school inspector or other official representative of the government in the previous three months.	3.2 Improved capacity for planning, budgeting, policy implementation, coordination and progress tracking

Figure 48 ESPiG activities addressing management and oversight needs

### Community Education Committees

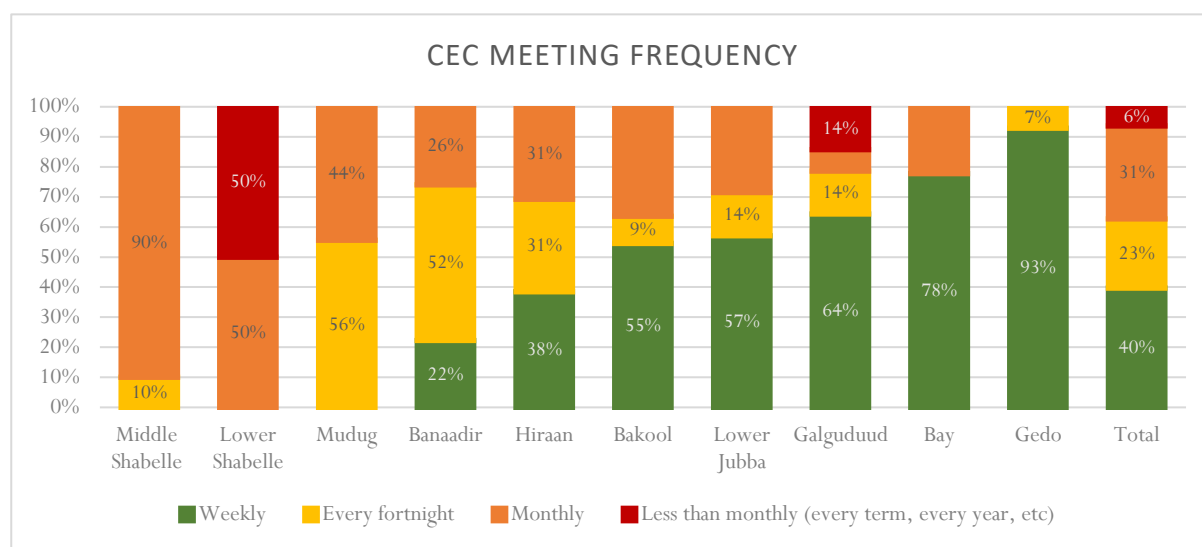


Figure 49 CEC meeting frequency

Community Education Committees tend to meet at least once a month, with 40% meeting on a weekly basis. Likewise, CEC meeting frequency contributes to a better understanding of the

<sup>40</sup> It appears this question was interpreted to refer to the role of parents in general and not specifically to parent members of CEC’s.

community’s engagement with CEC’s and the extent to which schools are able to independently troubleshoot and develop effective problem-solving systems. Community Education Committees in Gedo appear to be the most active, with all committees in this region meeting multiple times each month. In fact, in all regions except for Middle Shabelle, Lower Shabelle, and Mudug, more than half of all committees meet between two and four times per month.

The Community Education Committees engage different matters pertaining to the school; conflict resolution in schools between students and teachers, support for school management, solve security challenges, connect teachers and students, child abuse, monitoring of teachers and students, including sensitization on enrolment in schools to the community. These committees play an important role in the day to day functions of most schools.

In fact, most CEC’s engage in a broad range of activities, with each of the following activities included in the CEC roles for over 85% of committees: monitoring student needs, monitoring teaching practices, monitoring student attendance, monitoring teacher attendance, and conducting school monitoring visits. Lower Shabelle stands out with unusually low CEC activity compared to other regions, however on average CEC's engage in between 4 – 5 of these roles.

*“The CEC plays a big role. The CEC was selected by the parents and they supported the education system during the civil war. Their main job is to find a solution for the challenges that the school faces on a daily basis. The CEC mobilizes students and tries to solve their problems. Most importantly, the CEC finds ways to implement after the MoE suggests new rules and encourages students to follow the rules.” REO*

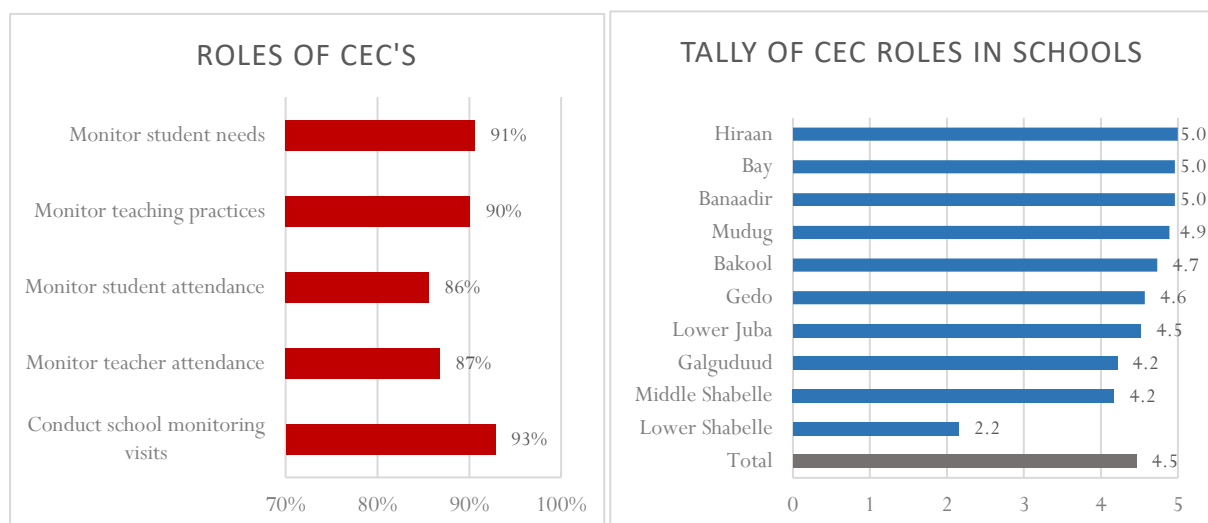


Figure 50 Roles of Community Education Committees

## Education Officials

School management and oversight is the responsibility of multiple individuals and groups, at different levels. At the community level, CECs are tasked with providing oversight of school quality; at a broader level, government officials -- typically in the form of a DEO -- are responsible for transmitting and translating policy changes, monitoring teaching quality and attendance, and ensuring schools are providing education in line with official standards.

In general, monitoring of this kind is less consistent than it should be. According to the head teachers interviewed, only 65.7% of schools had received a visit from a school inspector or other official representative of the government in the previous three months. Jubaland and

South West state had the poorest performance on this metric, with just 57.1% and 50.0% of schools reporting such visits over the same timeframe.

Although monitoring visits from the government are not sufficiently frequent or consistent, DEOs interviewed as part of this evaluation reported that training sessions provided on monitoring practices have improved their ability to monitor schools effectively. They also argue that security and transportation challenges impede the effective discharge of their duties, which partially explains the infrequent monitoring reported above.<sup>41</sup> Therefore, they often have to conduct monitoring sessions via telephone. The majority of respondents use checklists during their monitoring sessions. The others use notebooks to address concerns of the teachers and students.

*“Yes, I do monitoring visits, though it is not much and I use telephone monitoring instead of going to visit due to lack of transportation as I told you earlier; our capacity is limited, because going to visit schools requires transportation. Our monitoring visits are not regular due to the same circumstances, but we do them monthly as planned and sometimes it is difficult to go and visit schools as I mentioned.” DEO*

Cognizant of the role of community education committees and their influence on school functionality, the Ministry of Education intends for 60% of school CEC’s to have personnel trained on safe school implementation by 2020, as outlined in the ESSP. Though this target appears feasible within the overall target, where just over 40% of CEC’s have school management training, there are significant regional discrepancies. Schools in Middle Shabelle and Lower Shabelle also have not undergone training on school management in the past year. Few CEC’s in Bakool (9%) and Gedo (14%) have received such training, while the majority of committees in all other regions have been trained on school management in the past year. A more distributed deployment of such support should be considered in ensuring project activities are conflict sensitive. In an environment where inter-state tension is already high, education programming should focus on mitigating such inequalities, which have the potential to exacerbate conflict.<sup>42</sup>

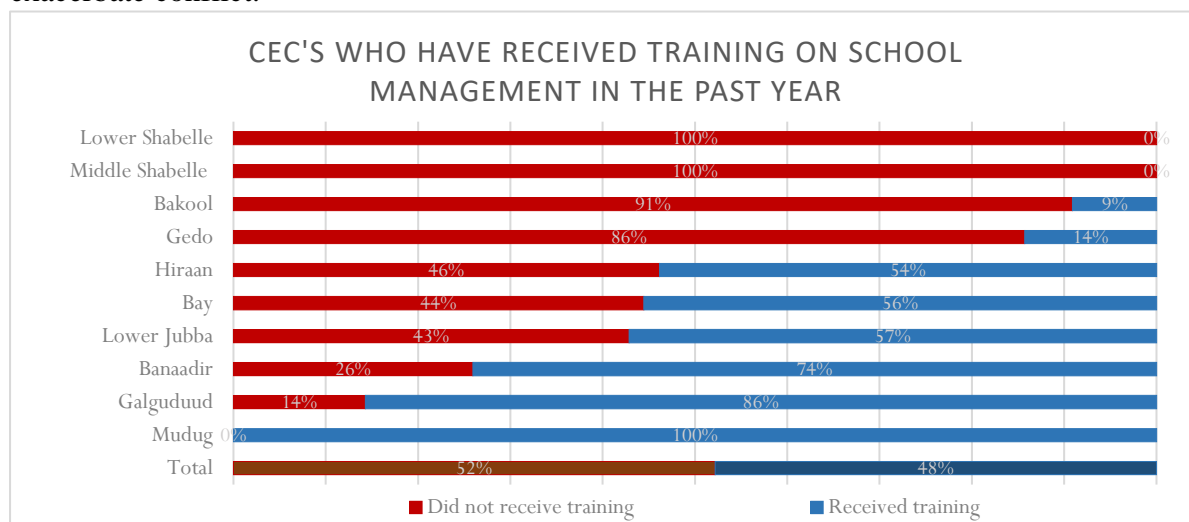


Figure 51 CEC's who have received training on school management in the past year

Though nearly half of CEC members feel the government is “very supportive”, there is significant room for improvement, particularly in regions such as Lower Juba, Mudug, and

<sup>41</sup> Security challenges could explain, in particular, the low rate of monitoring in South West state; likewise, although Jubaland has been less affected by conflict recently, issues of territorial control and ties to either the federal or state government in different districts may influence the performance of monitoring duties by DEOs.

<sup>42</sup> The term “state” here referring to Federal Member States of Somalia



Bakool (where between 0 – 16% feel the government is very supportive). There is no clear connection between CEC’s receiving training and their perception of government support. This is owed to the fact that, despite CEC training stated as an objective of the Ministry of Education, the government has not been implementing these trainings. According to CEC members, a handful of NGO’s are responsible for these trainings. Very few attribute the school management training to the government, the Ministry of Education, or other state departments. As improving CEC capacity is a main pillar in ESPIG programme objectives, integrating government officials into community education committee trainings may be a significant opportunity to demonstrate state commitment and capacity in supporting schools.

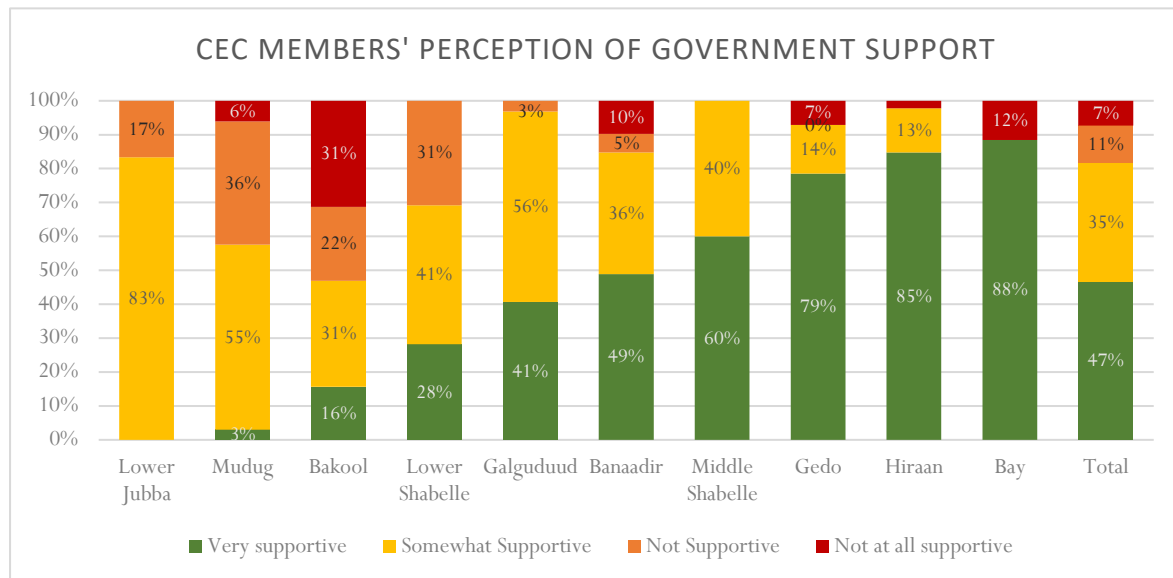


Figure 52 CEC members' perceptions of government support

# KEY TAKEAWAYS AND RECOMMENDATIONS FOR SYSTEM STRENGTHENING

## SCHOOL NEEDS

- ◆ **There is a near ubiquitous call for teacher training in all regions of Somalia.** Of the headteachers surveyed, 93% cited the need for support in teacher training at their schools. Just 34% of participating teachers said that they have received training since assuming their current posts. While the majority of teachers appear to have completed higher education certifications of some kind, one third do not hold tertiary degrees and 13% did not complete secondary school.

### Recommendation:

*In-service teacher training and professional development opportunities which will be provided to teachers through Subcomponent 2.5 should have content designed to build off of existing experience and education. Given the importance of community ownership and approval of school practices and curriculum, teacher training on community engagement is also of particular significance in building a sustainable education sector and, as an organization, in ensuring programming is conflict sensitive and needs responsive.*

- ◆ **Teacher salaries are low, disbursed inconsistently, and often must be sourced by schools where the government lacks funding capacity.** Qualitative interviews overwhelmingly cite salary issues as a primary concern for teachers. In some areas, education officials report a complete lack of funding from the government, in which cases the schools rely on CEC's to finance teacher salaries. Other schools have funding assistance from INGO's, who may provide full salaries or incentives to teachers.

### Recommendation:

*Funding support is required to attract and retain qualified teachers. Where there is opportunity to encourage government funding – for example through a match-finance scheme – such support can also help legitimize the state role in supporting the education sector. The finding also highlights a potential risk to the absorption of future graduates from the ESPIG-funded Teacher Training Colleges into the most vulnerable, underserved areas.*

- ◆ **Pupil-textbook ratios are high, even where learning materials for the new curriculum have been distributed.** Lower grade levels, where class sizes tend to be larger, the pupil-textbook ratios tend to be higher, though all grade levels average over seven students to each textbook. In some classrooms, the teacher has a textbook to instruct from, but students do not receive textbooks.
- ◆ **Sampled schools average approximately 44 students per classroom.** Schools often cope with issues of inadequate facilities by providing education in shifts. Double shift schools are those which offer morning and afternoon teaching shifts to maximize the number of students served. In line with the grade level

distribution, lower grades are more likely to be offered in multiple shifts, as they serve larger student populations.

- ♦ **School electrification is an issue across most regions.** Twenty-three percent of head teachers surveyed claim that the temperatures inside classrooms are unacceptable for teaching. This is particularly problematic in Lower Juba, where three quarters of schools are deemed an unacceptable temperature by their head teachers. Just over half of schools have access to electricity. In Bakool, just 10% of schools have access to electricity.
- ♦ **There are significant regional discrepancies in school provision of WaSH facilities.** In the entire sample, just 23 schools do not have student-accessible toilets, with nearly half of such schools concentrated in Gedo (6 schools) and Galguduud (5 schools) regions. Lower Shabelle stands out as performing particularly poorly on providing students gender-specific toilets. Sixty-four percent (9 of 14 schools) do not have gender-specific toilets – well over the total sample average of 13%.

#### **Recommendation:**

*There are a number of basic inputs – such as additional classrooms, WaSH facilities, electrification, and textbooks – which are likely to fundamentally transform learning environments in schools where they are severely lacking. These should be input immediately, however with the understanding that resulting increased enrolment may exacerbate quality issues if teacher training (ESPIG Subcomponent 2.5) and hiring are not implemented in tandem.*

## THE POTENTIAL FOR ADDITIONAL ENROLMENT

- ♦ **Religious leaders may use their influence to impede or promote access to education:** The prominence of Quranic schools in the country and the resistance of some religious leaders to children’s full and equal participation in the school system are ongoing challenges to expanded access to quality education. However, when aspects of Islam which embrace and encourage educational pursuits are emphasized, religious leaders may be among the most influential in efforts to mobilize communities and families to engage with the education sector. CEC members acknowledge this and play an important role in linking schools with the community and with religious institutions

#### **Recommendation:**

*Take deliberate action to establish additional avenues for communication and cooperation between school systems and religious institutions where feasible.*

- ◆ **IDP enrolment reporting is higher than population estimates.** Based on headteacher reporting, 19% of the students in sampled schools are IDPs. The reported IDP populations of the sampled schools are considerably higher than UNFPA population survey which estimates approximately 12.5% of the South Central Somali population are internally displaced persons. This discrepancy deserves scrutiny, as IDP's have among the lowest participation in education in Somalia. Given funding streams often target large IDP populations, it is possible there is an incentive to over-report the number of marginalized persons being served.

#### **Recommendation:**

*It is important for school improvement strategies to be community-specific and grounded in a nuanced understanding of local power dynamics. Barriers to accessing schools should be investigated where minority pupils are missing. Designation of use of the term 'minority' should be interrogated where minorities appear to have greater ease of access to education. Programme implementers should be cautious of elite capture of resources and objectives, especially where there are strong gatekeepers present.*

- ◆ **Schools report very few students with disabilities, most citing infrastructure and a lack of teacher training as primary barriers to access.** Overall, schools reported serving very few students with disabilities, the demographic totalling just 2% of the total sample. Insufficient infrastructure, a lack of teacher training, and a tendency to keep children with disabilities at home are all likely drivers of the fact that 25% of schools report serving zero children with disabilities.
- ◆ **The narrow definition of disability used among respondents suggests the number of students with disabilities is likely to be considerably underestimated.** Discourse around disabilities is centred primarily around physical and physically visible disabilities. Sixty-five percent of head teachers reported one or more students with physical disabilities and more than half (52%) have students with speech impediments. Students with learning disabilities and mental health issues are least frequently cited.

#### **Recommendation:**

*Raising awareness around the rights of people living with disabilities is critical in realizing the potential for additional enrolment for students with disabilities. Physical access is required for children with mobility disabilities. School capitation grants (Subcomponent 1.1) should include a greater focus on the inclusion of students with disabilities, holding schools accountable for their enrolment. The upcoming teacher training subcomponents of the ESPIG should address cultural perceptions of disability in order to meet the needs of all students.*

- ◆ **Teachers appear to estimate capacity for additional enrolment based exclusively on pupil-classroom ratios and pupil-teacher ratios.** However, the lack of measurable influence factors such as prevalence of students with

disabilities indicates enrolment expansion based on these inputs will likely come at the expense of education outcomes and school capacity to meet student needs. Given the programme emphasis on equitable access to *quality* primary school education, establishing a definition of capacity of community schools to absorb new enrolment to include metrics beyond availability of classroom space and presence of teachers.

**Recommendation:**

*A school's potential for additional enrolment under Subcomponent 1.1 (school capitation grants) must also be considerate of the quality of education outcomes, the adequacy of school facilities in meeting basic WaSH and safety standards, and the ability of teachers and school management to meet a range of student needs, including those of girls, children with disabilities, and IDP's.*

## BARRIERS TO EQUITABLE EDUCATION OUTCOMES

- ◆ **Girls are more likely to miss school than boy students.** Among teachers, 28% find boys have poorer attendance than girls, while 40% report truancy is worse among girls. Family pressure to stay home and tend to domestic needs is cited by education officials and CEC members as specifically affecting female students. In focus group discussion, no male students reported family pressure to miss school, while a handful of females reported instances where they stayed home to tend to family matters.
- ◆ **Girls are more likely than boys to drop out before completing secondary school.** Schools' inability to meet girls' sanitation needs was discussed by several participants. The lack of adequate facilities is reiterated in the headteacher surveys, 13% of who reported serving in schools with no student bathrooms. There less community support for girls' education, according to head teachers. Marriage and pregnancy are cited often in relation to female student dropouts.

**Recommendation:**

*Culturally defined gender roles – whereby women are family carers and men are breadwinners – play a clear role in family and community emphasis on boys' education. Awareness campaigns which more clearly connect education outcomes to economic opportunities, especially for girls, may help contribute to a culture shift which embraces equal education for boys and girls. Subcomponent 1.1 – school capitation grants – should hold schools accountable for equal enrolment and retention of female students.*

- ◆ **The existence of discrimination against IDP and minority groups is debated.** Some education officials and CEC members insist that once such children enter the classroom, all students have access to the same quality of education and learning opportunities as other students. Others speak more openly about the discrimination faced by minority groups in schools, acknowledging social splinters hinder equal learning opportunities for all students.

- ◆ **Financial constraints drive dropouts among poor and marginalized groups.** School fees are widely acknowledged as a barrier for enrolment – and continued enrolment – for many students. Even where school fees are waived, additional ‘hidden costs’ such as books and uniforms may overburden families. Likewise, students may be pulled from school (either part-time or full-time) to join the workforce and help support family needs.
- ◆ **Disabilities are discussed primarily with regards to physical and physically observable.** Interventions targeting students with disabilities tend to benefit those with mobility hearing, and visual challenges. Without a foundational appreciation for the range of mental health needs and/or the nature of learning and cognitive disabilities of students, children with disabilities go undiagnosed and fundamentally misunderstood, preventing adequate use of inclusive approaches to support this subgroup in classroom activities.

#### **Recommendation:**

*Teachers, once trained on pedagogical approaches for different disabilities and learning styles under Subcomponents 2.2 and 2.5, may be mobilized to help lead a shift in the discourse on learning and cognitive disabilities in their communities.*

## **DRIVERS OF SAFETY AND EFFECTIVE MANAGEMENT**

- ◆ **Schools appear to make considerable efforts to keep staff engaged and informed through, indicated by the frequency of staff meetings.** More than half of schools (59%) hold staff meetings on a weekly basis, with another 10% meeting biweekly.
- ◆ **Parents play an active and diverse role in many community education committees.** Parents are members in 74% of sampled CEC’s. In 88%, parent representatives work in conflict resolution. In more than half of schools (58%), parents also participate in recruitment and supervision of teachers. The relatively large portion (41%) of CEC’s with parent representatives in resource mobilization is a positive indicator of parent and community ownership of their local education system and in turn the sustainability of the schools

#### **Recommendation:**

*Given parents play a fundamental role in community education committees, underrepresented and marginalized groups are likely to be absent from CEC’s. Emphasis should be given to ensuring committees are diverse and able to reach out to sects of the community typically excluded from the education system and from decision making roles more broadly.*

## MANAGEMENT AND OVERSIGHT NEEDS

- ◆ **Community education committees are generally active and most meet at least once a month.** Just 6% of sampled CEC's meet less than once each month. In all regions except for Middle Shabelle, Lower Shabelle, and Mudug, more than half of all committees meet between two and four times per month.
- ◆ **Most CEC's engage in a broad range of activities.** Over 85% of committees monitoring student needs, monitoring teaching practices, monitoring student attendance, monitoring teacher attendance, and conducting school monitoring visits. Lower Shabelle stands out with unusually low CEC activity compared to other regions, however on average CEC's engage in between 4 – 5 of these roles.
- ◆ **Just over 40% of CEC's have received school management training, though there are significant regional discrepancies.** Schools in Middle Shabelle and Lower Shabelle also have not undergone training on school management in the past year. Few CEC's in Bakool (9%) and Gedo (14%) have received such training, while the majority of committees in all other regions have been trained on school management in the past year.
- ◆ **Activities designated to education officials are hampered by resource constraints, with school visits specifically affected by a lack of transportation support.** According to the head teachers interviewed, only 65.7% of schools had received a visit from a school inspector or other official representative of the government in the previous three months. Jubaland and South West state had the poorest performance on this metric, with just 57.1% and 50.0% of schools, respectively, reporting such visits over the same timeframe.

### Recommendation:

*Training CEC's on school management under Subcomponent 1.2 may help mitigate the impact of resource constraints faced by education officials. Committees better equipped and more motivated to conduct school monitoring may be impacted less by education officials lacking support and financing to do so themselves. For schools that are difficult to access this is especially critical, as transportation is a main impediment for education officials in conducting oversight activities.*

## KEY TAKEAWAYS AND RECOMMENDATIONS FOR ESPIG ACTIVITIES

Activity	Findings and Recommendations
1.1 Community and government primary schools receive school capitation grants	Funding allocation should target marginalised groups, including children with disabilities, IDP's, minority groups, and orphans. However, the project team should remain cognizant of the incentives this places on over-reporting of the share of marginalized groups in student bodies. Likewise, programme implementers should safeguard against elite capture of resources, especially where there are strong gatekeepers present.
1.2 CEC harmonized policy and training package developed (promoting enrolment, inclusion, safety & learning)	Given CEC's are often comprised of parents of students, they are likely to represent majority (in terms of economic and political power) groups. Inclusion, as an element of the policy and training package, should emphasize the need for marginalized groups to be included in decision making bodies.
2.1 National teacher training coordination & knowledge sharing	While this study did not assess learning outcomes, the limited understanding of the potential for education of children with disabilities suggest that this topic should be a prominent feature in a harmonized teacher training framework.
2.2.1 TTI & Special Education Resource Center operational	<p>Perceptions of disabilities and special needs tend to be limited to those who exhibit obvious indications of physical and/or cognitive handicaps. While the Special Education Resource Center has the potential to improve access and quality of education to children whose disabilities fall within these parameters, it does not address the shortcomings in awareness and diagnosis of children with disabilities at large.</p> <p>The findings on lack of financial support to teacher salaries suggest a potential risk in the absorption of graduates in the teaching profession, particularly in areas where CECs are unable to mobilize resources.</p>
2.3 Distribution of primary school textbooks	The findings highlight the limited access to textbooks and the need for additional provision of learning materials, particularly in underserved areas where pupil-textbook ratios are extremely high.



2.5 Tailored in-service teacher training	As mentioned above, there is a need to build a greater understanding of the barriers and opportunities related to inclusion of children with disabilities and female students.
3.1 Strengthened regulatory environment for private, community and government schools	The findings reinforce the need for increased frequency of monitoring visits and highlight the need to use such visits to coach CECs and teachers with limited or no exposure to training.
3.2 Improved capacity for planning, budgeting, policy implementation, coordination and progress tracking	Such training must be supplemented with interventions addressing the barriers education officials meet in their jobs, including salary deficits and school access challenges.

# LOGFRAME INDICATORS

ESPIG Outcomes and Intermediate Outcomes	ESPIG Indicators	Proxy Indicator	Baseline value (for proxy indicators)
<b>1. Increased equitable access to quality primary education for out-of-school children</b>			
1.1 Increased access to education for out-of-school children	% increase in gross primary enrolment disaggregated by sex	Gender ratio of enrolled students % of schools with traditionally marginalized groups (orphans, IDPs, minorities, CwD, pregnant girls, former combatants)	44% Female   56% Male Orphans: 99% IDP's: 80% Minorities: 74% CwD: 85% Former combatants: 51% Pregnant girls: 61%
1.2 Strengthened capacity of community education committees	% of targeted schools with operational CEC's	Schools with operating CEC's and the frequency with which they meet	126 (72%) schools with CEC's 42% of CEC's trained on school management in the past year Meeting frequency: Weekly: 40% Fortnightly: 23% Monthly: 31% < Monthly: 6%
1.3 Improved community awareness and actions for school safety	% of schools implementing actions to increase school safety	Schools with codes of conduct or similar policy	92% have adopted a code of conduct or similar policy
<b>2. Enhanced quality of primary education to ensure grade-appropriate learning outcomes</b>			
2.1 Effective monitoring of Teacher Education and Management Policy	Number of government TTT's operational	% of teachers who have received training at current post	66% have received training at current post
2.2 Strengthened pre-service teacher training	% of teacher training providers receiving annual monitoring visit	% of teachers with qualifications in education	30% of male teachers 27% female teachers
2.3 Increased access to teaching and learning materials linked to the new National Curriculum	Pupil textbook ratio in targeted schools	% schools who have received textbooks for new curriculum pupil-textbook ratio for new curriculum	73% have received new curriculum textbooks pupil textbook ratio: 11.2:1
2.4 Strengthened assessment framework	Minimum Learning Assessment	No proxy indicator	N/A
<b>3. Enhanced capacity at Federal Member State levels to manage, monitor and regulate the education sector</b>			
3.1 Strengthened regulatory and monitoring system for private, community, and government schools	% of targeted schools receiving at least three monitoring visits per year	% of schools who have received a visit by a school inspector or other education official	66% in the past 3 months 77% in the past 6 months
3.2 Improved capacity of education officers for planning, budgeting, police implementation, coordination and progress tracking	% of MoECHE and State MoE staff with improved competencies	CEC members' perception of government support	47% very supportive 35% somewhat supportive 11% not supportive 7% not at all supportive

# BIBLIOGRAPHY

## INTERNAL SOURCES

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- ◆ CARE Final Quarterly Report RAJO Project Q2 Nov - Feb 2019
- ◆ Care Int. Final 1\_SSF\_RAJO\_Logframe for Investments
- ◆ Care International Gendered Context Analysis

## EXTERNAL SOURCES

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- ◆ CARE Final Quarterly Report RAJO Project Q2 Nov - Feb 2019
- ◆ Care Int. Final 1\_SSF\_RAJO\_Logframe for Investmen



