



# Somaliland's Education Sector Strategic Plan 2012–2016



## Foreword

This Education Sector Strategic Plan is informed by our legal obligations, by the Somaliland Education Policy Paper and by the outcomes of extensive consultation with key stakeholders nationwide and across the entire education sector. The desire of the Government of Somaliland to protect human rights, freedom and dignity translates in our education sector into fundamental goals of success in education for all, irrespective of background, gender or disability in line with the international agreements to which we are party.

The role of education and training in the economic development of Somaliland is recognized in this plan, which constitutes a road map to guide the ministry from our current situation, in which we rely heavily on the invaluable support of development partners, local and international agencies, towards sustainability. In the medium-term we shall drive towards equitable access to good quality education and in the long-term we shall independently fulfil our policy commitments. In the meantime, we acknowledge our limited financial contributions to the totality of inputs into the education system, a limitation for which we intend to compensate with intense commitment to a programmatic and collaborative approach to educational transformation.

We hope that this framework of strategic actions, targeting concrete achievements evidence by indicators will guide us all towards the ambitious goals set out in this strategic plan for education over the coming five years, informed by the core principles of equity, quality, relevancy, efficiency and sustainability within a holistic and balanced sector wide approach.

I wish to express my sincere gratitude to all people who have contributed to the formulation of this plan so that we can jointly plan and provide an all inclusive quality education that is accessible and relevant to our children.

The cooperation of all who receive this plan in their wholehearted and thoughtful support for its timely implementation is called for, expected and appreciated.

A handwritten signature in black ink, appearing to read 'Zamzam'.

Mrs. Zamzam Abdi Adan.

Minister of Education and Higher Education.

August, 2012.

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## ACRONYMS

|        |  |
|--------|--|
| AABE   | Accelerated Alternative Basic Education  |
| AIDS   | Acquired Immune Deficiency Syndrome  |
| ABE    | Alternative Basic Education  |
| ALP    | Accelerated Learning Program   |
| CBO    | Community Based Organization   |
| CEC    | Community Education Committee  |
| CfBT   | An international consultancy company, originally ‘Centre for British Teachers’ |
| CHE    | Commission for Higher Education  |
| CPD    | Continuous Professional Development  |
| DBE    | Department of Basic Education  |
| DEO    | District Education Officer   |
| DG     | Director General   |
| DP     | Development Partners   |
| ECD    | Early Childhood Development  |
| ECE    | Early Childhood Education  |
| EMIS   | Education Management Information System  |
| ESSP   | Education Sector Strategic Plan  |
| EFA    | Education for All  |
| EBT    | Enterprise Based Training  |
| EPS    | Employment Promotion Serves  |
| ESSP   | Education Sector Strategic Plan (2012 – 2016)                                  |
| GNP    | Gross National Product   |
| GDP    | Gross Domestic Product   |
| GER    | Gross Enrolment Rate   |
| HIV    | Human Immune deficiency Virus  |
| HDR    | Human Development Report   |
| IAS    | International Aid Services   |
| IBT    | Institute Based Training   |
| IP     | Implementing Partners  |
| IDP    | Internally Displaced Persons   |
| INGO   | International Non-Government Organizations                                     |
| ICT    | Information and Communication Technology                                       |
| ICDSEA | Integrated Capacity Development for Somali Education Administration            |
| JPLG   | Joint Programme for Local Governance   |
| MDG    | Millennium Development Goals   |
| MoEHE  | Ministry of Education and Higher Education                                     |
| MoLSA  | Ministry of Labour and Social Affairs  |
| NFE    | Non-Formal Education   |
| NFBE   | Non-formal Basic Education   |
| NGO    | Non-Governmental Organization  |
| NDP    | National Development Plan  |
| NQF    | National Qualification Framework   |
| NTA    | National Training Agency   |

|        |   |
|--------|---|
| PTR    | Pupil Teacher Ratio                                     |
| PPP    | Purchasing Parity Price                                 |
| QAAS   | Quality Assurance and Standard Service                  |
| QI     | Quality Indicators                                      |
| REC    | Regional Education Committee                            |
| REO    | Regional Education Officer                              |
| SEC    | School Educational Committee                            |
| SEN    | Special Educational Needs                               |
| SEIGYW | Somali Educational Incentives for Girls and Young Women |
| SL     | Somaliland  |
| SLSH   | Somaliland Shilling                                     |
| SNEC   | Somaliland National Examinations Council                |
| SNEP   | Somaliland National Education Policy                    |
| SPLE   | Somaliland Primary Leaving Examination                  |
| SSCE   | Somaliland Secondary Certificate of Education           |
| STIs   | Sexually Transmitted Infections                         |
| SC/UK  | Save the Children/United Kingdom                        |
| SCOTT  | Strengthening Capacity of Teacher Training              |
| SNACT  | Special Needs Assessment and Training Centre            |
| SWOT   | Strengths Weaknesses Opportunities and Threats          |
| SWAP   | Sector Wide Approach                                    |
| TVET   | Technical Vocational Education and Training             |
| UN     | United Nations  |
| UNCRC  | United Nations Convention on the Rights of the Child    |
| UNICEF | United Nations Children’s Fund                          |
| UNDP   | United Nations Development Program                      |
| UNESCO | United Nations Education Science Culture Organization   |
| VQF    | Vocational Qualification Framework                      |
| WHO    | World Health Organization                               |





## EXECUTIVE SUMMARY

1 This Education Sector Strategic Plan (ESSP) provides an agreed and comprehensive way forward for Somaliland's education sector for the five-year period 2012-16. It gives clear guidance to decision-makers and planners at all levels and enables our partners presently and prospectively engaged in the development of the sector, at both general and higher education levels, to make relevant contributions to a cohesive and structured sector.

2 ESSP is fully consistent with and strives to embody the United Nations Declaration of Human Rights (1948), the Jomtien and Dakar Declarations of Education for All (1990 and 2000), the UN standard rules on equalization of opportunities for persons with disabilities (1993); the Salamanca statement and framework for action on Special Educational Needs (1994); and the Millennium Development Goals (MDG).

3 From the outset, the Ministry of Education and Higher Education (MoEHE) has embarked on a participative, consultative process so that ESSP will be a joint initiative, incorporating the many stakeholders nationwide, reflecting the aspirations of Somaliland and its people, and 'owned' by the community-, district-, regional- and national-level citizens, teachers and managers who now share the responsibility for its successful implementation. It has evolved through local and regional consultations, culminating in a national educational consultation conference in July 2012: **the ESSP is 'owned' by Somali stakeholders nationwide.**

4 The Education Sector Plan is anchored in the National Constitution of Somaliland. It is informed by existing binding documents, in particular the National Development Plan, previous relevant policy and strategy papers, the Somaliland Education Act (2007), and the introduction of the Fee Free Primary Education Policy by H.E. the President of the Republic of Somaliland in 2011.

5 It is emphasised that this plan for the education sector over the coming 5-year period is set at the **strategic** level. It presents the objectives, priorities, strategies and intended outputs and outcomes, indicating the preferred routes to their cost-effective achievement. It thus provides the setting within which implementation arrangements will be specified. Every donor-supported intervention will detail what it will achieve in relation to ESSP objectives and will also specify its implementing and monitoring arrangements, consistent with those of MOEHE. The Ministry will also, in its annual plans, set out how its contributions to ESSP achievement will be implemented and monitored.

6 **Key Results Indicators** are set out in this ESSP document: the plan's achievement will be measured against these objectively verifiable targets. Progress will be assessed and reported upon by **Annual Review Missions** made up of representatives of Somaliland and its development partners.

7 While the goals and intentions within each sub-sector look forward to 'ideal' arrangements, the practical intentions across the sector for the 5-year plan period are realistic and achievable. Indicative cost implications of ESSP have been estimated and, on current prices,

a total of some **US\$ 315 million** will be required over 2012-16. An Indicative Costing Summary by sub-sector and by year is presented in this ESSP document.

8 Further details of these indicative costings are annexed along with ESSP-wide and sub-sector LogFrames, supplementary charts and tables, SWOP analyses and other background material. It is believed that these items will be of interest and value to decision-makers and planners, including those within our development and implementing partners.

9 As evidenced in the actual and prospective sector budget allocations by the Ministry of Finance, the sector is receiving increasingly significant support from national financial allocations. Nevertheless, in order to respond to the ambitious planning scenario identified in this Plan, significant external support from our Development Partners and the Somali Diaspora will be a strong requirement. It is opportune to call upon all Partners to align their support to the crucial elements and priorities as explicated in this ESSP.

10 Their support will be further reinforced through a targeted approach that is fully compatible with the defined priorities in this Plan and that responds to the principles of a sector budget support. Whilst present regulatory (fiduciary based) obstacles prevent formal implementation of this arrangement, external resources should increasingly be directly channelled to the MoEHE.

11 Somaliland has continued to demonstrate high levels of security and this should result in transformation and relocation of administrations and management structures to the ground where the action takes place. This will not only result in significant cost efficiencies, but will also re-focus the target funds to the real needs of the sector, to the benefits of children, disadvantaged girls and young women, and also to adults who are seeking to benefit from educational activities.

12 The level of poverty in the country, as evidenced by pertinent social indicators, does not tolerate continuing investment in expensive administrative and management structures. The MoEHE therefore appeals to all involved to reconsider their investment decisions with a view to achieve optimum aid effectiveness.

13 As reflected in the Plan, the MoEHE has, since 2007, been progressively following the principles of a **Sector Wide Approach** (SWAp). No education system can be developed with a limited fixation on selected sub-sectors and the emphasis of ESSP is on the education sector as a coherent whole. It is emphasised that this ESSP document should be understood and utilised as one coherent and integrated plan rather than as a set of isolated sub-sectoral 'planettes'.

14 The issue is to develop an integrated and well-articulated system that allows each individual the opportunity to move across sub-sectors following clearly defined exit and re-entry points, including a transition between the academic inclined paths, but also including technical and vocational education (TVET). The underlying policy of the Government is to open up educational opportunities and to encourage further learning and advancement according to

the potential and capabilities of all Somalilanders, in harmony with a gradual transformation to a knowledge based and computer literate society.

15 While every proposed development described in this ESSP may be regarded as both important and urgent, planning is about setting priorities in conditions of scarce resources. Accordingly, it is necessary to identify the top priorities for the education sector over the five-year period and it is those that will be given prominence by MoEHE and – it is to be hoped – by our development partners, by the private sector, by members of the diaspora, by the community, by civil society and by all who would contribute to the sector.

16 The highest priority for 2012-16 is the delivery of **good-quality primary education to as many of the age-group as possible**. This involves sufficient classrooms and properly-maintained school facilities including water and sanitation, sufficient competent and well-motivated teachers, effective supervision and appropriate learning materials.

17 Other very high priorities include the cost-effective provision of relevant **secondary, university and non-formal education, TVET and continuous teacher development** – together with effective **information** systems upon which sensible planning may be based and wise decisions taken, enabling effective **educational management** to occur.

18 To these may be added the development of Somaliland specific **curricula**, the transparent and efficient conduct of **examinations**, sector-wide **quality assurance** and the delineation, establishment and proper implementation of all necessary **policies, commissions** and other necessary **mechanisms and procedures**.

19 The ESSP's **Purpose** is identified as follows: a responsive, well structured and cohesive education system enabling all Somalilanders, children, women and men equally to fully participate in relevant education offerings and make significant progress to their personal and societal development.

20 Four **Results** are considered necessary and sufficient to bring about the ESSP Purpose:

- All children and adults are enabled to establish a sound basis for further learning and societal participation through equitable, quality primary education, in particular for girls and women.
- The education system makes a significant contribution to economic and societal development through delivery of expanded and improved equitable education offerings in secondary, vocational and higher/further education.
- Quality of delivery of education services to all levels is evidently improved.
- Efficiency of external assistance improved and external funding progressively channelled to/through the central and regional network of the MoEHE satisfying good PFM standards.

21 This Strategic Plan will expand and raise the quality and outreach of education by:

- Enhancing the institutional capacity of the Ministry,
- Developing appropriate education policies,
- Requiring each school and its community participatively to prepare and implement its School Development Plan'

- Initiating/ modernising teacher training programmes,
- Expanding capacity by building more classrooms and schools,
- Building boarding schools in rural areas for disadvantaged communities,
- Increasing primary and secondary school enrolment, opening opportunities for other avenues of learning and self-development through vocational training, and the related success rates,
- Introducing inclusive education nationwide,
- Revising and upgrading the school curriculum in Somaliland-specific areas,
- Strengthening the Commission for Higher Education,
- Introducing accreditation and quality control systems for higher education,
- Expanding and enhancing opportunities for the full participation of girls and women across the education sector, fostering nationwide awareness and advocacy, and achieving gender mainstreaming to reduce disparities;
- Increasing the number of technical vocational training institutions, and raising the level of training for the benefit of the economy and employment opportunities,
- Providing policy guidelines for privately-run TVET centres,
- Raising the relevance of advanced and higher education through regulatory frameworks and other forms of support.

22 Notwithstanding certain positive recent trends, it is of fundamental concern that **gender issues** at all levels of the system have been progressively worsening at the upper primary and secondary phases and the proportion of women has remained low in all professional levels as teachers, head teachers and administrators. MoEHE will continue to build on some recent relatively positive trends and strive for an education system where both girls and boys and both women and men are truly treated according to equitable principles.

23 One of the weaknesses of planning documents in the past has been identified as a lack of ownership and in the poor linkages between such papers and actual policy and strategy implementation has been disappointing. Given the progress of capacity building measures, and recognising future prospects to expand such programmatic approaches at the regional/district and local levels, it can be reasonably expected that the ESSP will indeed lead to the desired levels of practical implementation.

24 In addition, the MoEHE has ensured that its management cadres have been in the formulation of this Strategic Plan and will now be fully involved in its implementation. Furthermore, the planning process has been guided by a stringent orientation on outcomes. Therefore, tangible results, further concretised by indicators have been formulated for each of the relevant sub sectors. This will facilitate the subsequent monitoring of the implementation (vis a vis the planning elements) and thus contribute to making the Plan pivotally relevant for all management decisions, including the allocation of funds for the respective sub sectors.

25 MoEHE is committed to ensure a wide distribution of and on-going consultation regarding this Strategic Plan at the national and region/district/local levels and within the relevant political fora. This will ensure full nationwide and political commitment, together with the well-informed support of Development Partners. This, in turn, will provide the platform for

an effectively-shared and fully-supported national document that affects and impacts directly on the future aspirations and opportunities of all Somalilanders.

26 Previous analysis (undertaken on behalf of the Ministry of Planning in the context of reviewing the actual achievements vis a vis the Millennium Development Goals (MDGs) has demonstrated that vast external resources had been invested but have insufficiently produced the required and expected results. It is therefore the time to reflect that all Development (and all other external) Partners will align to the crucial elements and priorities as explicated in the ESSP. Progressively, this should be further supported through a targeted approach that is fully compatible with the defined priorities and responding to the principles of a sector budget support.

27 Whilst present regulatory (fiduciary based) obstacles prevent this, external resources should increasingly be directly channelled to the MoEHE. The Ministry, together with its Implementing Partners, has responded to previously observed administrative weaknesses, and has indeed strengthened the relevant financial section so that visible changes are objectively verifiable. For the international Implementing Partners, Agencies and NGOs whose works have been crucial to the sectoral achievements, the expectation would be in the future to consider shifting resources and administrative structures to the ground.

28 Somaliland has continued to demonstrate high levels of security and this should result in transformation and relocation of administrations and management structures to the ground where the action takes place. This will not only result in significant cost efficiencies, but also re-focus the target funds to the real needs of the sector, for the benefits of children, disadvantaged girls and young women, and also adults who are seeking to benefit from educational activities. The amount of poverty in the country, as evidenced by pertinent social indicators does not tolerate to continue investing into expensive administrative and management structures. The MoEHE therefore appeals to all involved to reconsider their investment decision with a view to achieve full aid effectiveness.

# SOMALILAND'S EDUCATION SECTOR STRATEGIC PLAN, 2012-2016

## 1. INTRODUCTION

### 1.1 This Document's Purpose

This Education Sector Strategic Plan (ESSP) for 2012-2016 sets out Somaliland's educational mission, goals and objectives. It presents the strategies for achieving them together with an indication of the enabling supportive structures. This ESSP serves also as a communication tool that brings together the key priorities of the Ministry of Education and Higher Education (MoEHE) in developing and promoting equitable, effective, efficient and quality education. It will therefore serve as a platform and partnership tool for all stakeholders to align and harmonise their intervention strategies according to Somaliland's educational needs and priorities.

ESSP is an important statement of public intent and commitment by the MoEHE in relation to the provision and development of high quality educational services for the next five years. The Plan illustrates the relationship between the vision, mission, objectives and outcomes, incorporating the logical framework process and a coherent methodological approach and analytical analysis. It is outcome and output oriented in terms of policy planning processes, implementation strategies and monitoring procedures, with the several educational phases recognised as inter-dependent elements within the one education sector. It also presents the indicative cost implications of the planned activities, identifying the highest priorities in the prevailing conditions of economic scarcity.

### 1.2 Plan Structure

The ESSP 2012-2016 document is divided into seventeen chapters. Chapters 1 through 4 offer an overview of the purpose, mission, goals and strategic objectives of Somaliland education within the overall economic and social context and in relation to the National Development Plan (NDP) 2012-2016. Chapter 5 emphasises the sectoral perspective, this being the one Strategic Plan for education generally rather than a set of sub-sectoral plans; it is in this key chapter that the ESSP's Key Result Indicators are specified: the intended achievements upon which monitoring and evaluation will be based and the Plan's success determined.

Chapters 6 through 16 then provide framework analyses of those several sub-sectors of the education (from early childhood to university) and the technical cross cutting issues of quality assurance and standards, curriculum, examination and certification and gender. The final chapter addresses educational management – the mechanisms and procedures through which inputs will be translated into outputs and outcomes in pursuit of ESSP objectives.

The indicative cost implications of the strategic objectives for all of the component elements of the sector, together with charts, tables, sector-wide and sub-sectoral LogFrames and some SWOT analyses are annexed.

### **1.3 Educational Planning for Somaliland**

Somaliland's education system comprises five levels: namely, early childhood, primary, secondary, tertiary and higher education. The Somaliland Education Act 2007 provides the legal bases for organising and delivering these inter-related phases of education for the benefit of Somaliland children and the nation as a whole. Other policy documents such as the Somaliland National Education Policy (2005), Teacher Education Policy (2006) and other existing sub-sector policies provide more specific guidance to national education provision. The foci of these policy documents are to ensure that the education system is responsive to the needs of all stakeholders.

The last two decades of the reconstruction and development programme have resulted in improved governance structures including institutional frameworks across Somaliland. Education has consistently and progressively been recognised as a top priority of Government. This is evidenced by very significant growth across the education sector. Since the year 2000, enrolment in primary education has grown from 12,000 to over 200,000 while secondary education enrolment has grown from 450 in 1999 to over 36,400 in 2012.

It is widely acknowledged that the MoEHE did not effectively implement 'ESSDP 2007-2011'. Factors such as "financial difficulties, leadership and deficient institutional capacity..." are often cited for the ineffective implementation of that earlier policy document. Therefore it is critical that the new ESSP 2012-2016 pays close attention to the lessons learnt from previous policy practices.

Another major factor cited for poor ESSDP 2007-2011 implementation was the lack of ownership. Many local education administrators and managers perceived that they were not consulted during the processes of the policy and plan formations. In order to avoid this barrier, the formulation of the ESSP 2012-2016 has involved a wide consultation process with central, regional and grassroots education professionals in Somaliland. Similarly, all of the other education stakeholders such as donor agencies, INGOs, civil society, women groups, professional associations and other ministries of the government, particularly the Ministry of Finance and the Ministry of Planning have participated and made their contributions, culminating in a major conference in July 2012 in which some 200 stakeholders from all over Somaliland participated openly – all of the comments and recommendations made at that conference are embodied in this ESSP.

### **1.4 Key Educational Challenges**

The Somaliland education system is characterised by huge challenges that embody matters of access, quality, resources and management, including:

- Very low gross enrolment rate averaging 46% (about 57% for boys and 40% for girls) with significant regional disparities;

- Weak fiscal dispersion against increasing demand for education, which leads to under resourcing and affects service delivery coverage;
- The large proportion of Somaliland citizens following the nomadic pastoralist way of life (this is considered in greater detail in subsequent chapters);
- Very large numbers of internally displaced persons (IDPs) and some refugees who are sometimes mobile. The IDPs and refugees in Somaliland receive very limited support from the international community due to disputed recognition status;
- Poor quality: examined from perspectives such as-teacher training and support, pedagogy, learning materials and leadership and school management including parental and community participation;
- Curriculum gaps and shortcomings, specially dovetailing the syllabuses to form a coherent continuum from early childhood to tertiary / higher education;
- Unacceptably high text book ratio (in theory 2 children : one book, but actually too often much higher) ;
- Limited availability of human resources;
- Exceptionally poor accountability framework in education;
- Inadequately governed, supplied and equipped schools;
- Low teacher motivation, partly resultant upon inadequate remuneration; and
- Poor coordination between private and public education.

Without external support, all of the above challenges present a clear threat to the free primary education policy and to the MDG target of achieving universal primary education by 2015. The expectation of achieving 75% primary Gross Enrolment Rate (GER) is threatened by inadequate financial and human resource capacity necessary for achieving this strategic goal.

Despite the above challenges, education in Somaliland has recently displayed some strengths and evidenced achievements, including:

- The recruitment of an additional 1,500 teachers in the last two years;
- Increased institutional capacity in areas of policy planning, financial management; quality assurance and standards, human resource management and organisational development and gender mainstreaming in education; and
- Committed leadership at the top executive levels of the Ministry.

All of these issues will be examined further in the chapters that follow in which the guiding principles of this Somaliland Education Sector Strategic Plan for 2012-2016, namely Equity; Quality; Efficiency and Sustainability, are embodied.

## **2. CONTEXT**

### **2.1 Constitutional Background**

The former British protectorate of Somaliland achieved full independence from the United Kingdom on 26<sup>th</sup> June 1960. On 1<sup>st</sup> July of that year the State of Somaliland united with Somalia



(the former Italian Protectorate) to create the Republic of Somalia. However, after the civil war that devastated the entire country, the political, economic and social structure of the central government of Somalia collapsed and Somaliland restored its independence (pulling out of the union with Somalia) on 18<sup>th</sup> May 1991. Since then, the international community has acknowledged the political stability and the development achieved by Somaliland, although its sovereignty as a separate state has yet to receive international recognition.

The conflict destroyed our education system and the impact of the civil war on the education system included:

- dismantling of institutional structures, policies and systems;
- destruction of schools;
- disruption of teaching and learning materials;
- collapse of the education infrastructure; and
- killing, dispersal and migration of teachers and educationists.

Constitutionally, Somaliland has a multi-party system. The administrative structure consists of a judiciary, legislative bodies (House of Elders and House of Representatives) and an Executive (the President and his chosen council of ministers). The country is divided into six regions which are subdivided into thirty five districts: the previous government created 7 other new regions but before they were approved by parliament there was change of government. The capital of Somaliland is Hargeisa, with an estimated population of about 1000,000: the principal port is Berbera.

## **2.2 Economic Setting**

With the absence of macroeconomic data it is extremely difficult accurately to appraise the Gross Domestic Product of Somaliland. There are various estimates, based on statistical projections, of Somalia-wide GDP provided in different reports. For instance, the World Bank's socio-economic survey of 2002 gives the figure US\$1.6 billion while its 2006 estimated GDP at \$1.3 billion: most of the international institutions use these reports as sources. But according to the latest CIA Fact Book figures Somalia GDP in PPP prices is given as \$5.896 billion, and the per capita income as \$600. The nominal GDP at the official exchange rate is estimated at \$2.372 billion which implies a GDP per capita of about \$240.

According to the World Bank report (2002), Somaliland's income per capita is relatively higher than that of Somalia generally due to its peace and political stability. Across Somaliland regions income per capita ranges from \$250 to \$350. Assuming an average nominal per capita income of \$300, and \$600 at purchasing parity price (PPP), and a population of 3.8 million, Somaliland's GDP would be about \$1.05 billion in nominal prices and \$2.10 billion in PPP terms. Again due to dearth of reliable macroeconomic data, we can only go by estimates about the contribution of agriculture, industry and service to GDP, and according to the most common figures Agriculture (including livestock) accounts for 65%, services 25% and industry 10% of the GDP.

Financial remittances from Somali Diaspora members and aid donations are also major contributors to the local economy. A 2007 UNDP report acknowledges states that remittances from the Somali diaspora- including Somaliland Diaspora constitute the largest source of foreign exchange in the country, estimated at US \$ 750 million to US \$ 1 billion annually. This

has an important impact on the economy, enabling the country to finance imports and meet foreign exchange needs as well as provide beneficiaries with improved food security and access to social services. The Diaspora community also provides direct financial investment in the country thereby generating employment opportunities and government revenues. This enhances and provides stimulus to the local economy (Ministry of National Planning and coordination, Somaliland 2006) and provides employment opportunities along with the knowledge, skills and ideas that are supporting development.

Notwithstanding visible positive social developments, it remains a concern that for the general situation in Somaliland the Human Development Report (HDR) 2010 estimates that out of 8.7 million people in Somalia (including Somaliland) about 7.1 million (i.e., 81.2%) are multi-dimensionally poor and have limited access to basic services, including health and education/training. Somalia has one of the highest levels of deprivation (63.3%) in comparison with sub-Saharan Africa (58.20%) and the Arab Region (50.9%). Standards of living have the highest level of deprivation, which stands at 86.7% followed by education (74.5%) and health (47.6%).

Key socio-economic indicators for Somaliland and Somalia are contained in the Annex to this document – few of these are, however, more recent than 2006. Such as they are, these socio-economic indicators make clear that both Somalia and Somaliland have challenging socio-economic backgrounds and confirm that the Somaliland development context will inhibit significant progress towards Education for All and the achievement of Millennium Development Goals (MDG) without significant donor support.

### **2.3 Pastoral Nomads**

The substantial number of ‘pastoral nomads’ is a major characteristic: these are roughly estimated at up to two-thirds of the entire Somaliland population, although the numbers are contested just as the terms are variously defined. In the late 1970s and early 1980s, the Somali government provided an innovative three-year education programme for nomadic and pastoralist children. A separate curriculum and attendance record was designed for them: children attended school for six months each year, when the seasons permitted. During the rest of the year they accompanied their families, with very little opportunity for schooling. Nomadic families who wanted their children to attend school throughout the year had to board them in permanent settlements or find an extended family member living close to school facilities who may stand guardian to their children. Similar and separate education strategies for this large group were proposed for Somaliland but no evaluation of outcomes can be located.

A recent study of Somali Pastoralists<sup>1</sup> highlighted the “increased socio-economic vulnerability and worsening poverty, with almost 50% of the total population in urgent need of humanitarian assistance. Pastoralists who account for up to 65% of the Somali population are worst hit by this crisis. Their non-sedentary way of life translates to a unique set of development needs as

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<sup>1</sup> Roy Carr-Hill and David Ondijo (December 2011) Assessment of the Education, Livelihoods, Living Conditions and Welfare of Somali Pastoralists

well as vulnerabilities to environmental changes and conflict.” The study indicated that, in relation to the substantial sample of pastoralists surveyed:

- 12% of all adults (18 years and older) had received some formal education, the average grade attained being Grade 6;
- 28% adults reported that they had been to a Koranic school;
- Formal schooling for children aged 6-17 years has been taken up by 22%, with boys’ enrolment higher at 24% than girls at 19%: this represents an increase of about 10% for both males and females over one generation;
- 44% of parents reported that one or more of their children had been to a Qur’anic school;
- Fewer than 2% of parents in households reported that any of their children had been to mobile schools, intensive courses, ABE courses, vocational training courses or to other types of non-formal educational possibilities;
- Low enrolment is largely due to unavailability of schools, especially for the pure pastoralists; and
- There is considerable variation between geographical areas.

The Study makes clear that households find it hard to meet their basic needs, as well as acquire services, as expenditures are way above income: cases of child malnutrition are still high. Its recommendations include boarding schools for pastoralist populations, equipping existing schools with learning and teaching materials, enhancing teacher skills through workshops during the long school holidays, sensitizing parents on alternative ways of disciplining children in order to minimize use of physical punishment and verbal abuse, and on the negative impact of heavy child workloads on education. As this segment of the Somaliland population is so substantial, meeting its needs and aspirations must be at the heart of all of our educational planning.

## **2.4 National Goals**

The educational goals of Somaliland derive from the broad national goals of the Republic which are:

- To build a modern society based on the Rule of Law;
- To promote the diffusion and practice of genuine Islamic principles and values;
- To establish democratic governance emanating from the free expression of popular will and sovereignty;
- To foster human rights, freedom, social justice and national unity;
- To create an enlightened society made up of individuals with correct social values, attitudes and who are committed to the preservation and enrichment of cultural values and traditions based on Islamic principles;
- To build a strong and self-reliant economy through the acquisition and application of scientific, technological and managerial knowledge and skills;
- To protect and improve the condition of the natural environment, so as to pass it on as a safer and better heritage to future generations;
- To ensure that Somaliland becomes a useful member of the international community and contributes to human progress and welfare; and
- To promote within the society a sense of responsibility for peace and improve human relations at the community, national and international levels.

Education is central to strengthening and contributing to Somaliland's National Development Plan 2012-2016. Its objectives are relevant to the MoEHE as highlighted in NDP 2012-2016, notably those related to the prevention of conflict and promotion of social cohesion; the strengthening of Somaliland's economic leverages; the acceleration of human resource development; and socio-economic progress. The close alignment of the Somaliland Education Sector Strategic Plan 2012-2016 to the National Development Plan 2012-2016 will ensure the realisation of both national goals and vision and the education goals.

### **3. EDUCATIONAL OBJECTIVES**

#### **3.1 National Educational Goals**

Somaliland envisages an education sector that will contribute

- to producing a society of individuals with enriched moral, social and intellectual skills and attitudes necessary for the growth and survival of the individual in a convivial social setting;
- to promoting within our society the acquisition and application of relevant knowledge, skills and attitudes necessary to fulfil its potential for development in a continuously changing world; and
- to promoting within our society:
  - Concern for proper management and utilization of the environment.
  - A sense of responsibility for peace and improved relations at the individual, family, community, national and international levels.
  - The growth of civic consciousness in an informed and open citizenry committed to mutual understanding, a culture of peace, an acceptance of diversity, and toward resolving differences without violence.
  - Values of loyalty, self-reliance, tolerance, co-operation, diligence, openness, inquiry, critical thought, honesty, justice, fairness and peace.
  - Awareness of the need for and the active promotion of social justice, in the context of Islam, and mutual consultation (Shuura).

Our national education system will play positive intervention role in gender equality. Ensuring that women and men share equitably in designing, planning, decision making, management, administration and delivery of education and also benefit equitably in terms of access, participation and allocation of resources

Since 1991, the country has taken great strides in the development of education. Yet literacy and primary enrolment rates are very low: the latest available data suggest that around 20 per cent of adults can read and write while less than half of our children are in school. This Strategic Plan will expand and raise the quality of education by:

- Enhancing the institutional capacity of the Ministry;
- Developing and applying appropriate educational policies;
- Requiring each school and its community participatively to prepare and implement its School Development Plan';

- Initiating effective teacher training programmes based upon continuous professional development;
- Expanding capacity by building more classrooms and schools;
- Building boarding schools in rural areas,;
- Increasing primary and secondary school enrolment and success rates;
- Introducing inclusive education nationwide;
- Revising and upgrading the school curriculum in Somaliland-specific areas,
- Strengthening the Commission for Higher Education;
- Introducing accreditation and quality control systems for higher education;
- Expanding women’s education;
- Increasing the number of technical and vocational training institutions on the basis of a structured and coherent framework; and
- Providing policy guidelines for privately-run secondary and TVET centres.

### 3.2 Education Sector Priorities

While every proposed development described in this ESSP may be regarded as both important and urgent, planning is about setting priorities in conditions of scarce resources. Accordingly, it is necessary to identify the top priorities for the education sector over the five-year period and it is those that will be given prominence by MoEHE and – it is to be hoped – by our development partners, the private sector, members of the diaspora, the community, civil society and all who would contribute to the sector.

The highest priority for 2012-16 is the delivery of **good-quality primary education to as many of the age-group as possible**. This involves sufficient classrooms and properly-maintained school facilities including water and sanitation, sufficient competent and well-motivated teachers, effective supervision and appropriate learning materials and feeding support to the most disadvantaged children.

Other very high priorities include the cost-effective provision of relevant **secondary, TVET, university and continuous teacher development** – together with effective **information** systems upon which sensible planning may be based and wise decisions taken, enabling effective **educational management** to occur.

To these need to be added the development of Somaliland specific **curricula**, the transparent and efficient conduct of **examinations**, sector-wide **quality assurance** and the delineation, establishment and proper implementation of all necessary **policies, commissions** and other necessary **mechanisms and procedures**.

### 3.3 Strategic Objectives

In order to achieve the above vision and goals, and in accordance with the identified priorities, this Somaliland Education Sector Strategic Plan 2012-2016 has identified broad education policy objectives with the following critical elements:

- Free Primary Education for all Somaliland children with at least 75 % of each cohort commencing Grade 1 in 2016 successfully completing grade 8.
- Trained teachers: Numbers of newly trained teachers keeping pace with increasing enrolment on basis of 45:1. In- and pre- service training programmes will ensure that all teachers are qualified and accredited;
- Teaching and learning resources (relevant curriculum/ schools and classroom construction/ learning materials) in step with expanding enrolment and national development priorities including equity and access;
- Trained, competent and equipped supervision teams in each regional education office are becoming a reality. Assessment and examination systems ensure compliance with international quality standards to facilitate recognition and accreditation;
- Application of a (holistic) SWAP approach to a decentralised, flexible education planning, management and delivery system capable of cost effective use of Government and donor resources;
- Organisational capacity and resources to respond quickly to emergency situations;
- With community and private sectors, expansion of quality secondary, vocational and tertiary enrolment to achieve at least 40% participation rate;
- Ministry with capacity to regulate and quality assure private/ community led educational provision (all sub sectors);
- Well resourced, coherent and effective language policy resulting in accredited functional literacy skills in Somali and English for all MOEHE staff, pupils, trainees and teachers;
- MoEHE with capacity to plan and manage reform programme; and
- Gender mainstreaming in education and other cross cutting interventions such as HIV/AIDS and environmental education integrated and strengthened into the 5-year plan.

## 4. EDUCATIONAL FINANCING

### 4.1 Education and the National Budget

The Government of Somaliland is committed to significantly supporting the expansion of education services despite serious financial limitations. The consolidated budget for MoEHE, including the National Commission for Higher education is US\$ 8.8 million for the 2012 Financial Year and this amount - lower than the mid-term financial projection estimated at US\$12.7 million – has now been approved by parliament. In 2009, actual spending in education was around US\$2.3 million, in 2010 it was US\$2.4 million and in 2011 it increased almost three fold to US\$6.2 million.

In the light of the Free Primary Education policy (see below), the Government of Somaliland recognised the need to increase resources for basic education as is evidenced by a massive increase in the education budget from about 11 to 33 billion SL shilling (1 dollar= 6,000 SL shilling) during the 2011 fiscal year. However this increased education budget is totally absorbed by the government policy of incorporating teachers into the government payroll (at the relief of parental contributions) and doubling teachers' salaries, thus leaving no provisions for capital expenditure and running costs of primary schools.

A significant percentage of the 2012 budget is expected to cover personnel costs at 67.38% (an improvement from the current budget allocation of 90% for personnel costs) and school expenses at 23.76%. The school expenses included in the budget are the bare minimum with an allocation of US\$250 per month per school to meet office stationary and costs for routine maintenance (no budgetary allocation at present); the costs of water are especially high due to delivery to feeding centres in tankers that are costly compared to other sources. Capital costs are generally investments in office equipment, computers and printers, which are necessary for efficient delivery of services.

Out of the US\$8.5 million budgeted for personnel costs, US\$4.9 million is provided by the government. Another US\$9.2 million is being furnished by DANIDA through SC. Therefore, actual personnel costs are US\$5.8 million which is 68% of total personnel costs, leaving a balance of 32% for unpaid staff, totalling almost 3,000 of various categories. The recurrent expenditure to capital and O&M splits are fairly standard for the sector. Despite the above mentioned adjustments to the downside, the figures demonstrate that the levels of financing for the sector begin to make universal access to primary education a fundable reality.

## **4.2 External Funding**

Presently, MoEHE does not have its own revenue source and thus depends on appropriations from the Ministry of Finance. Typically, support from development partners comes in the form of project implementation funding. While these development partner initiatives do address critical needs in the system, they are essentially pre-packaged interventions linked to specific sources and interventions. MOEHE hopes that development partners will be willing to channel funds through the Ministry when there is a credible and reliable financial management system in place to assure the efficient and transparent use of resources. However, unless Somaliland becomes an internationally accepted state, donors will not be able to provide direct budget support due to lack of acknowledged sovereignty and fiduciary risk management concerns.

Developing an automated system would however be critical to laying the ground for the future, and vital to timely reporting to aid policy development. Efforts to establish a fully automated system (which is likely to be expensive) will need to be supported as government financing of education makes MoEHE one of the largest spending units. The need to implement an automated system has now become more urgent because, with the introduction of free primary education (see below), there will be a need for the Ministry to handle external funds to bridge the resulting financial gap. Preparatory work has already begun in the creation of an Education Trust Fund that is expected to attract additional funding from government, private sector, the Diaspora community and other donor sources and, hopefully, trust funds are likely to play a key role in financing the sector for some time to come.

External funding will remain vital. The European Union, UN agencies, some bilateral donors and NGOs (using funds from donor agencies), communities and supporters from the diaspora provide the bulk of the development funding, including substantive help to develop the curricula, supply the textbooks, build and rehabilitate schools, train teachers, support their salaries, and also train communities to play an active role in education. It is currently estimated that spending on the sector by agencies and NGOs is approximately 10 times the Government budget for education. There are no estimates of spending by communities and the diaspora.

Past studies have observed that there are about 19 international institutions that are supporting the education sector in Somaliland. In addition, there are another 11 local NGOs that are working in the sector. Most of the development partners are implementing projects directly at the grassroots level and are not channelling any money through the Ministry. However, UNICEF and SC-UK have been routing a certain proportion of their support through MoEHE, on the basis of agreed performance parameters, and this could be the modality applicable and viable also to other Development and Implementing Partners.

### **4.3 Free Primary Education**

An important foundation for education sector planning for the next 5 years is the recent introduction of Free Primary Education. At the beginning of 2011 H.E the President of the Republic of Somaliland declared Free Primary Schooling for all. Previously, parental fees collected from all primary children were used to subsidise the running costs of schools and teachers' salaries. There are no accurate figures but it is estimated that overall parental contributions amounted to at least 30% of teachers' salary and management costs of schools.

The Government of Somaliland's commitment to make primary education free for all is indicated by the financial projections contained in the midterm fiscal strategy (2011 through 2013) prepared by the Ministry of Finance. The projected need to recruit an additional 1,500 teachers in 2011 was met at a cost of SL Sh. 12.5 billion but problems arose from the ending of DANIDA funding which previously paid the salaries of many existing primary teachers. Additional 500 teachers in each of 2012 and 2013 are also planned, which will cost SL Sh. 6.3 billion, and SL Sh. 9.4 billion, respectively.

It is anticipated that the impact of the free primary education policy and the Government's commitment to the vision of Education for All will include:

- At least 12% enrolment (entrants) increase on top of the usual approximately 12% annual increase in primary education;
- Additional teachers requirements (as already noted);
- An additional 360 learning spaces, furniture and associated learning equipment; and
- An additional 25,000 children enrolled as a result of the FPE in grade one alone.

It is also assumed that there will be increased enrolment in the other subsequent grades. This will require increased production of text books in all primary grades, and in particular grade one.

Following the introduction of fee-free Primary Education, an explorative study was launched by the Implementing Partners, in consultation with the MoEHE, and this demonstrated that the



policy shift would indeed boost increased participation. Due to the restrictions (mostly resultant upon insufficient funding and insufficient time for preparation for the reform) an estimated 10,000 children were refused entrance to the schools. The available empirical data suggested the following additional wait-listed school entrants:

- Hargeisa/Mar. Jeex: 2,721 (of 11,847 new entrants, grade 1)<sup>2</sup>
- Togdheer: 1,670 (of 4,698 new entrants, grade 1)<sup>3</sup>

This (explorative) research could be interpreted as implying that an additional 26.5% grade 1 entrants would have been enrolled into the system if sufficient capacity had been provided.

The noble values and the principles of Free Primary Education are fully supported. In order to implement FPE successfully, it is vital to have adequate planning processes alongside its introduction. The crucial components of the FPE implications highlighted above are fully considered in this ESSP 2012-2016.

#### **4.4 Policy Priorities and Strategies**

Taking full account of all developments, challenges and intentions:

- The government will continue increasing the national education budget and will solicit additional funding from the development partners and Diaspora community and other stakeholders in order to cover the cost of free primary education;
- MOEHE will promote sound financial and human resource management systems;
- The Ministry, its agencies and schools will make the most efficient use of scarce resources within clearly defined roles that will develop a rigorous culture of service commitment and support and mutual trust; and
- MOEHE will promote a sound physical resource management system. In relation to this:
  - MoEHE will ensure principles of data management and processing are developed and harmonised;
  - Computers will be provided to the department of finance and the personnel department and relevant software will be installed for the development of an electronic A/C system
  - Efficient and transparent procurement systems will be developed and operational;
  - Links and coordination with Ministry of Finance are strengthened and advocacy for increased education budget reinforced;
  - Sub-sector financing plans will be completed and reviewed regularly;
  - Training for central and regional level staff will be conducted, also in conjunction with the on-going UNDP led programme for supporting Local ;
  - Internal audit capability will be established and strengthened;
- Criteria will be established for efficient use of resources and cost effectiveness; and
- Government will strengthen the financial capacity of the existing trust fund and of primary schools grants to cover overhead costs.

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<sup>2</sup> NRC survey 10/2011.

<sup>3</sup> SC survey 2011.

MoEHE: Primary school Census; the total number of grade 1 pupils as per EMIS data base is 48,396

## 4.5 Service Delivery

A recent UNICEF assessment of the education sector (and some other Somaliland sectors) noted that “the majority of production (delivery) services are provided by default (not design) through the private sector, national and international NGOs and international donors. Government’s role (outside of paying nominal salaries) is largely limited to policy making, planning, budgeting and regulatory oversight and coordination”. As the Study makes clear, given that the MOEHE is unable to finance large elements of the educational system, it is likely that most students are not enrolled in public schools operated by civil servants. Rather, schools are community, NGO or private sector owned, meaning that a service delivery model must be focused on provision and not production functions until fiscal resources allow production to be financed.

It is noted that “a National Education Policy” has been in place since 2005 and a National Education Act since 2006. There is also a Somaliland Education Sector Strategic Plan for the period 2007-2011 and an Operational Plan for 2009. The National Development Plan (2012-2016) remains the most recent policy document. Additional documents approved include a Strategic Plan for Primary Education for Disadvantaged Groups, a document outlining Strategic Issues in Teacher Management and Development (approved in 2008) a Funding Plan for Expanded Access to Primary Education, a Secondary Education and Technical and Vocational Training (TVET) Strategic Document for the period 2008-2009, a Teacher Education Policy, a Teachers' Code of Conduct, and an Accelerated Basic Education (ABE) Curriculum, Transfer Policy and Implementation Strategy. In addition, a Gender Policy has been drafted and a Gender Scholarship Fund is in place”.

As the Study makes clear, implementing these and other policies requires not only clarity with regards to functional mandates, but also that financial resources and staff are recruited to implement sector policies, such capacities being the major gap. It is the case that “despite significant constraints, good stories are beginning to emerge in Somaliland that provide optimism for progressive modernization and improved service delivery, much of which demands stronger decentralization”.

As the Study makes clear, “the focus of support must be on (i) strengthening provision functions at central, regional and district levels, both within the sector and in local government, (ii) strengthening oversight of production functions (private, Koranic and NGO-run schools), and, (iii) moving (as fiscal resources allow) towards strengthening free provision of primary education through small block grants to the schools (via the MOE) and progressively piloting provision into nomadic communities”. A particular recommendation is for ‘Ten Agro-Pastoralist Secondary Boarding Schools at Strategically Selected Sites’.

This need for this present ESSP is reinforced by the UNICEF Study’s findings and recommendations. As it makes clear, there are numerous sector priorities that will need to be undertaken within the coming 2-5 years, critical to strengthening the Education Sector and clarifying vertical and horizontal functional assignments. It draws attention to the complexity of deconcentrating functions from the centre when the central Ministry, and REO and DEO offices

are substantially under-staffed or not staffed at all. The Study's call to 'de-projectise the sector' and to look at the functional assignments, staffing, structures, facilities, requirements and financing of REOs and DEOs is endorsed. Given the strong presence of NGOs and private sector delivery mechanisms, a focus on strengthening sector regulations and state education curricula along with the regulatory compliance functions, is vital. Similarly, its emphasis on School Based Management as the core model for general education and the developments of the Education budget by programme areas is endorsed.

#### 4.6 Funding Priorities and ESSP Costings

In the field of education, as in other sectors, the government lacks basic infrastructure, facilities, and resources. There is a need for a quantum jump in literacy and education, both in terms of quality and access. A substantial portion of children do not have access to educational facilities due to lack of space, insufficient teachers, and prohibitive expenses. Access to education is a fundamental right of the child and the government is committed to achieving this. The requirement of the second Millennium Development Goal is that of achieving Primary Education all children by 2015: this is a major government aspiration.

In Somaliland, the proportion of budget allocation for education has increased from about 6.7 % in 2011 to 7.2 % in 2012, lower than the 12% now approved by parliament). Since January 2011 the salaries of teachers have been doubled by the new government from USA \$50 to US \$ 100 and an additional 1,500 new teachers were added in the Government payroll for the last 2 years.

This ESSP has profound financial implications. Careful attention has been given as to what may be achieved during the 5-year plan period, applying the priorities delineated in this document. The indicative costs are tabulated below and set out in much greater detail in the Annexure to this report.

| <b>ESSP 2012-16: INDICATIVE COSTING SUMMARY (US\$)</b> |                   |                   |                   |                   |                   |                    |          |
|--|-------------------|-------------------|-------------------|-------------------|-------------------|--------------------|----------|
| <b>SUB SECTOR</b>                                      | <b>2012</b>       | <b>2013</b>       | <b>2014</b>       | <b>2015</b>       | <b>2016</b>       | <b>TOTAL</b>       | <b>%</b> |
| Education Management                                   | 1,499,300         | 1,581,560         | 1,821,872         | 2,339,273         | 2,575,096         | <b>9,817,101</b>   | 3.1%     |
| Early Childhood Development                            | 31,600            | 590,000           | 680,000           | 827,250           | 979,200           | <b>3,108,050</b>   | 1.0%     |
| Primary Education                                      | 25,665,100        | 36,420,120        | 44,834,944        | 54,328,893        | 61,956,943        | <b>223,206,000</b> | 71.0%    |
| Non Formal Basic Education                             | 1,147,976         | 1,861,311         | 2,093,413         | 2,366,056         | 2,662,987         | <b>10,131,744</b>  | 3.2%     |
| Secondary Education                                    | 4,035,900         | 4,898,000         | 5,914,656         | 7,330,723         | 9,029,284         | <b>31,208,563</b>  | 9.9%     |
| TVET   | 1,905,000         | 2,926,000         | 3,920,000         | 4,963,200         | 6,065,440         | <b>19,779,640</b>  | 6.3%     |
| Higher Education                                       | 1,524,000         | 3,315,300         | 3,637,560         | 4,021,392         | 4,585,670         | <b>17,083,922</b>  | 5.4%     |
| <b>GRAND TOTAL</b>                                     | <b>35,808,876</b> | <b>51,592,291</b> | <b>62,902,445</b> | <b>76,176,787</b> | <b>87,854,621</b> | <b>314,335,020</b> | 100%     |

Primary education being the priority, it is natural that the bulk of the investment – over 70 per cent of the total – is directed to that sub-sector: it will also be seen as increasing year-by-year as EFA intensifies. Further information is provided in the chapters devoted to the particular sub-sectors.

#### **4.7 Support to the Sector**

Implementing this ESSP will require almost US\$ 315 million over the 5-year period. This will necessitate substantial continuing support from our Development Partners together with that of the diaspora. It will further require the integrated and cost-effective application of that support, and this Plan addresses that issue. In addition, achieving the priority objectives of ESSP calls for continuing Government of Somaliland provision as an investment in our nation's development and our people's fulfilment.

While the Somaliland Government has played an integral role in coordinating and financing recurrent costs in the education sector, its budget of some about 7.2% per cent of overall government expenditure to the Ministry has been far from sufficient to finance its annual recurrent expenditure. Accordingly, a substantial level of donor support has enabled many of the vital projects and activities to take place. This Strategic Plan is predicated on the continuation of this support which, in turn, provides clear indications of needs and priorities to which development partners are called upon to respond in a coordinated manner.

It is appreciated that each of our development partners has immensely contributed to and effectively participated in the holistic development of education in Somaliland. Myriads of education projects have been supported and implemented successfully. And there has been an increasing trend in multi-donor programmes in recent years and this trend is welcomed. The involvement of our development partners in comprehensive programmes has led to the development of sector wide consultation in education and it is envisaged that this will continue and gain momentum, guided by this Strategic Plan which will further improve donor coordination.

An important foundation for achieving sustainability is largely dependent on how the beneficiaries appreciate, perceive and 'own' the projects that the development partners assist. Precisely when the Government of Somaliland and its Ministry of Education and Higher Education may manage and sustain the initiatives without on-going donor assistance will be determined by regular assessments carried out by the Implementing Partners in conjunction with the MOEHE and appropriate decisions will be taken by all actors.

Although direct bilateral aid has been constrained by the lack of recognition of Somaliland, through the UN/World Bank Joint Needs Assessment process and the recent efforts of the European Union countries and the European Commission there is a move towards a more direct dialogue on aid. Meanwhile, UN agencies and international NGOs, using funds from the multilateral and bilateral donors, contribute significant direct resources to recovery efforts. However, much of the recent assistance has been provided as humanitarian or emergency in nature, and there are often only limited attempts at transferring capacity from the NGOs and

agencies to the Ministry. In most cases the funds are managed directly by the agencies and plans and priorities are determined without adequate consultation with and direction from the Ministry. There is the manifest intention on the part of the Ministry and the major donors to apply the principles of a sector-wide approach coherently.

The number of development partners and the number of projects related to education has been steadily increasing, but the Ministry currently lacks the capacity to effectively coordinate, monitor and manage the aid flow and link external financing to its own budget and priorities. In addition to aid funding, large amounts of remittances are received by Somalilanders from the diaspora, but these are spent to a large degree on subsistence and on consumption rather than on investment in (for example) expansion of the education sector. One of the major challenges for the Ministry is therefore coordination of the various efforts which target or should target the education sector, for which the Ministry now requires increased capacity in order to play its coordination and leadership role effectively.

The government proposes exploring avenues of resource mobilisation from the Diaspora and encouraging the role of the private sector. Specific and targeted programmes, based upon this ESSP, will be dovetailed to enable the poor and talented to have access to affordable education.

## **5. THE SECTORAL PERSPECTIVE**

### **5.1 Sector-Wide Planning**

While subsequent sections deal with particular sub-sectors, it is emphasised that this Strategic Plan addresses all of Somaliland's intended educational activities in an integrated manner. It is necessary to conceptualise this 5-year campaign as the one coherent sector-wide Plan rather than as a series of disconnected sub-sector plans. Similarly, it is essential that the entire operation be managed and reported upon as one all-embracing drive to achieve broad educational – and the economic and social – goals as opposed to isolated campaigns aimed at solitary targets.

By such means may synergies between the sub-sectors be considered and, where relevant, applied, including such possibilities as the following:

- Continuous inter-action between the two directorates (e.g. numbers of secondary graduates seeking university places, careers guidance, teaching practice);
- Shared utilisation of facilities (for example, the one building being simultaneously a secondary school, a TVET centre and a NFE centre);
- Shared utilisation of equipment;
- Cross sub-sectoral roles (for example a DEO, on visiting a particular locality, inspecting and advising not only schools but also a Teacher Training College, a TVET centre and a university distance learning centre);
- University and college students volunteering to participate in a literacy campaign;
- EMIS progressively covering the entire sector in an increasingly cost-effective manner; and
- Continuous exchanges of information and ideas by representatives of all sub-sectors at MoEHE, regional and district levels.

Such a sector-wide approach focuses attention not only on potential synergies but on the necessity to establish priorities. As already emphasised, the topmost main priority over the 2012-16 period of this Plan will be the delivery of good-quality primary education to as many of that age-group as possible, with all that this involves in terms of sufficient classrooms and properly-maintained school facilities including water and sanitation, sufficient competent and well-motivated teachers, effective supervision and appropriate learning materials.

This is not to say that any of the other sub-sectors (secondary, university and non-formal education, TVET and continuous teacher development) or supporting services (educational management, information, curricula, examinations, quality assurance, policies, commissions, other necessary mechanisms and procedures) will be down-graded or starved of support. There is a need to advance on all fronts and cost-effective solutions will be sought and applied in each of these areas

Similar considerations apply across all sub-sectors and supporting activities: Somaliland's education sector must gain optimum benefits from scarce resources. Educational managers at all levels must be creative as well as responsible. Teachers are called upon to devote themselves to their vital tasks, despite their acknowledged limited remuneration, at this crucial phase of Somaliland's development. Each sub-sector will be addressed in subsequent sections of this Strategic Plan and the several objectives and policies presented there are coherent with and supportive of this overall Education Sector-wide approach.

## 5.2 Entry Points

Accordingly, the approach should commence at the education sector level, rather than separately within particular sub-sectors, as depicted in the table below:

| Result                  | Activities   |
|-------------------------|--|
| Systems in place        | International Conventions recognised and observed<br>Acts enacted and enforced<br>Policies determined and implemented<br>Plans participatively produced and determinedly fulfilled, from national through sub-sectoral to local school and community levels<br>Commissions established and operational<br>Sub-sectoral linkages and qualifications frameworks delineated and ascended<br>Organisations well-structured and working<br>Committees representative and functioning<br>Responsibilities understood and exercised |
| Participation increased | School mapping conducted and applied<br>Cost-effective construction and maintenance conducted<br>Inclusive education understood and applied<br>Discrimination (based upon gender, geography, special educational needs or other factors) identified and purposefully overcome, reflected in equitable access and outcomes<br>Child-friendly schools and classrooms created<br>Student costs and available support (scholarships and bursaries), conducive to   |

|                  |   |
|------------------|---|
|                  | nationwide access, put into practice  |
| Quality enhanced | Lifelong professional teacher development<br>Teacher status and morale heightened<br>Child-centred pedagogies and active learning widespread<br>Effective teacher supervision and support<br>Sufficient and stimulating teaching and learning materials<br>Research supported and conducted and findings disseminated and applied   |
| Support provided | Information-based planning and decision-making (sector-wide EMIS with definite costs/benefits)<br>Appropriate curricula developed and promulgated<br>Valid, reliable, transparent and widely-respected public examinations at key junctures<br>Development Partner support on-going and well-coordinated<br>Diaspora support continued and optimally applied<br>Private sector involvement strengthened<br>Civil society participation mobilised and harmonised<br>Local communities enthusiastic and responsible |

### 5.3 Programme-Level Conceptualisation

Each sub-sector will have its separate indicators and each has its indicative costs, fully coherent with the overall sectoral plan. Sub-sectoral LogFrames' have been developed, and these are presented in the Annex. Each of these is entirely consistent with the overall Education Sector LogFrame, also presented in the Annex. Its logic is as follows:

The **Purpose** of ESSP is to achieve “A responsive, well structured and cohesive education system enabling all Somalilanders, children, women and men equally to fully participate in relevant education offerings and make significant progress to their personal and societal development”.

This will contribute to the **Overall Objectives** of a “Competent, trainable and well-motivated workforce” and to “Social cohesion and individual fulfilment”.

The following **Results** are necessary and sufficient to achieve the Purpose set out above:

1. All children and adults are enabled to establish a sound basis for further learning and societal participation through equitable, quality primary education, in particular for girls and women.
2. The education system makes a significant contribution to economic and societal development through delivery of expanded and improved equitable education offerings in secondary, vocational and higher/further education.
3. Quality of delivery of education services to all levels is evidently improved.
4. Efficiency of external assistance improved and external funding progressively channelled to/through the central and regional network of the MoEHE satisfying good PFM standards.

These Results will be brought about through the following **Activities**:

- 1.1 School mapping
- 1.2 Construction, upgrading and maintenance
- 1.3 Inclusive education
- 1.4 Teacher placement

- 1.5 Free and compulsory primary education
- 1.6 Scholarships and bursaries
- 1.7 Targeted support for girls and female teachers
- 1.8 Child-friendly schools, including hostels for pastoralists target groups.
- 2.1 Activity learning
- 2.3 Qualified and certified teachers
- 2.4 Career-long professional development of teachers
- 2.5 Teacher morale upgraded
- 2.6 Curriculum development
- 2.7 Provision of suitable learning materials
- 2.8 Classroom- and school-based assessment
- 3.1 Organise comprehensive and independent review in modalities of teacher training, also considering establishing National Teacher Training College(s) for primary education.
- 3.2 Review consultant's recommendation on quality assurance/enhanced inspection services, and implement.
- 3.3 Review policies and regulations, and amend.
- 3.4 Review examination system for all sub-sectors, with a view to reduce costs, but maintaining independence and integrity.
- 3.5 Review operationalisation and management of the Commission for Higher Education with a view to actual impact on quality delivery of services
- 3.6 Establish a National Qualifications Framework, with emphasis on the basic 4 levels.
- 3.7 Enhance information-driven planning – cost-effective sector-wide EMIS
- 4.1 Intensify dialogue with external partners, traditional and new ones, to achieve direct cash transfers and enhanced integration of IPs operation WITHIN the MoE, supported by full transparency of operations, operational and financial
- 4.2 Strengthen internal public financial system and align with Government financial procedures as well as good PFM standards

The following **Assumptions** are made:

- Growth path of economic development remains intact.
- No major calamities disrupting implementation.
- Continued peaceful environment allowing systematic implementation of programme activities.
- Children, adult learners, employers and the community progressively recognise the importance of education at all levels and skills development.
- Development Partner support for education sector co-ordinated and maintained.
- Support of the Diaspora maintained.
- Support of local communities maintained, even though the introduction of Fee Free Primary Education.
- Support of civil society maintained.
- Support of private sector, including TVET (apprenticeships, participation National Training Agency, Internships) continues and expands.
- Proportion of public funds applied to education sector increased progressively by at least 40% annually.



As with the several sub-sectoral LogFrames, the overall ESSP LogFrame, is also Annexed. They all serve as a valuable roadmap for the five-year ESSP period. Moreover, the outputs and outcomes implied in the ESSP LogFrame are entirely consistent with the indicative costings tabulated above and detailed in the annex.

#### 5.4 Key Result Indicators

ESSP's implementation will be monitored by the team set up by MOEHE for this purpose. In addition, there will be **annual reviews by teams of DP representatives and stakeholders**. This necessitates a limited number of Key Results Indicators at the programme level. These KRIs need to be objectively verifiable and readily measurable. Each must be challenging yet achievable. Taken together, they will indicate whether and to what extent the ESSP has been an overall success. Each should relate to what is planned to be the end-of-Plan (i.e. 2016) situation. The agreed KRIs are set out below:

##### ESSP KEY RESULT INDICATORS

- A. From 2012 through 2016, all development partner supported projects and programmes accord with the objectives and priorities of this Education Sector Strategic Plan.
- B. In the 2015-16 FY, at least 15 per cent of the Somaliland national budget is directed to the education sector.
- C. By 2016, at least 25% of children aged between 3-6 years are enrolled in early childhood learning centres.
- D. By 2016, at least 75% of children aged between 6-13 years are enrolled in basic primary education.
- E. By 2016, at least 75 per cent of those who enrolled in Grade 1 complete primary education.
- F. By 2016, the nationwide rural-urban disparity in primary enrolment will be less than 20 per cent.
- G. By 2016, at least 60 per cent of pupils completing Primary Grade 8 score at least 'C' in the Somaliland Certificate of Primary Education.
- H. By 2016, 50% of grade 8 graduates commence secondary education.
- I. By 2016, at least 65 per cent of those who complete a phase of Non-Formal Basic Education enrol in formal education or TVET.
- J. By 2016, at least 40 per cent of primary-aged children with special educational needs are receiving appropriate education.
- K. By 2016, at least 60 per cent of TVET graduates are employed (or self-employed) using skills in which they received training.
- L. At least 85 per cent of all teachers in primary, secondary and TVET (including private schools) by 2016 are trained and certified.
- M. By 2016, all government school teachers are in government payroll.
- N. At least 95 per cent of all head teachers in primary and secondary schools have received leadership and management training and are receiving management allowances.
- O. By 2016, all the primary, secondary and NFBE centres are applying school improvement plans.
- P. By 2016 ensure reduced gender disparity in primary and secondary education.
- Q. By 2016, the average academic performances of girls and of boys, in mathematics and in science, at primary and secondary levels, differ in each subject and level by no more than 10 per cent.
- R. By 2016, at least 65 per cent of secondary graduates progress to accredited higher education programmes.
- S. By 2016, all post-secondary qualification programmes in all public and private higher educational institutions have been accredited by the Commission for Higher Education.
- T. By 2016 enhanced technical capacity of directorate of HE and CHE is in place.
- U. By 2016, EMIS is providing accurate and up-to-date information within three months of school

census dates in support of educational planning at primary, secondary and tertiary levels nationwide.

- V. By 2016, at least 75% of primary and secondary schools score at least 'satisfactory' grades in their annual comprehensive school reports conducted by the quality assurance and standards department.
- W. By 2016, Somaliland National Examination Council will be efficiently applying an electronic/technology assisted operational system.
- X. By 2016, Somaliland-specific curricula covering at least Social Studies and the Somali language are in use in all primary and secondary schools (including private schools).
- Y. By 2016, harmonised TVET curriculum in place and applied.
- Z. By 2016, all primary (including NFBE) and secondary pupils will be using textbooks across all grades and in all subjects with one book per pupil nationwide.

These KRIs relate to the end of the ESSP programme period: intermediary indicators will be interpolated based upon the above 2016 targets and the best available estimates of the current situation. There will also be Indicators associated with each donor-funded programme and project, to be agreed between the Ministry and the Development Partners. All OVIs should be consistent with and supportive of ESSP's objectives and priorities.

## 5.5 A Note on Gender

Our national education system will play a positive intervention role in gender equality. Ensuring that women and men share equitably in designing, planning, decision making, management, administration and delivery of education and also benefit equitably in terms of access, participation and allocation of resources

As the primary education figures show (see annexed data), over two-thirds of school-age girls are not enrolled in formal basic education, and more girls than boys who start lower primary do not complete upper primary. The proportion of girls as a percentage of primary enrolment has remained at around one third during the whole decade since 2001/02, indicating that recent efforts to increase girls' enrolment have not been sufficiently effective. (At secondary level the proportion is lower: fewer than one in four of the students are girls.) Amongst teachers the lack of females is even more marked: only 16% of primary teachers and 1% of secondary teachers are women, and this may be one of the crucial factors why girls' participation levels have remained stubbornly low as teachers normally act as role models. It should be considered that girls' participation progressively increased, but this was overcompensated by the growth of boys' participation, and by the fact that the girls' drop-out rates are higher.

This ESSP document outlines how the MoEHE will tackle the priority issues affecting female participation in education in Somaliland over next five years and addresses some of the key issues that confront education of girls and women as stipulated in the 1995 Beijing Platform for Action namely. These include: equal access to education, eradication of illiteracy among women, non-discriminatory education and training; and adequate resources for education. Particular measures to be taken over 2012-16 include:

- Enhancing opportunities for participation of girls and women in education systems;
- Promoting nationwide awareness and advocacy on participation of women and girls in education;
- Focusing gender mainstreaming strategy to reducing gender disparity in terms of educational management positions, enrollment, retention and completion of education;
- Establishing gender mainstreaming monitoring and evaluation mechanism for development;
- Establishing girl friendly spaces for girls safety and retention; and
- Introducing a system removing and eliminating cultural stereotypes of the girl child.

These will be applied across all sectors and specific measures for particular sub-sectors are contained in each relevant chapter below.

## 6. EARLY CHILDHOOD EDUCATION

### 6.1 Present Situation

In Somaliland, secular early childhood education<sup>4</sup> (ECE) is neither formalised nor well established and the few classes that exist are run by the private sector. The limited provision is largely due to factors such as the lack of economic ability and awareness among communities and parents regarding its importance. However, there are well established Koranic schools that provide Islamic religious early childhood education to children aged between 3-6 years and beyond.

The responsibility for supervision of the Koranic learning centres lies with the Koranic Schools Department of the Ministry of Religion and Endowments. The transition rate from Koranic schools to formal primary education is very low because in most rural nomadic areas where there are provisions for Koranic schools there are no formal primary schools.

MoEHE acknowledges the importance of ECE as well as the current inadequate provision for the formal pre-primary education sub-sector and, since children ensure continuity and the survival of any nation, it is important that their lives, education, health and general care are given utmost priority. Therefore, alongside the other levels of education the government will promote equity, relevance, quality, efficiency and sustainability of ECE.

### 6.2 Objectives

The policy in this area is to provide high quality and accessible early childhood education to children aged between 3-6 years in order to:

- Promote the child's physical development and sense of physical skills;
- Encourage behaviour in accordance with hygienic rules and regulations;
- Provide an enabling environment for the emotional development of the child;

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<sup>4</sup> The term 'Early Childhood Education' is used here to include all forms of education for children prior to Primary Grade 1, including kindergarten, pre-primary and nursery classes.

- Enhance the child’s communication, listening, creative and exploratory skills and stimulate the mental development of the child;
- Foster the holistic development of children in a setting in which children feel secure, are stimulated and have opportunities to play, explore and develop;
- Enhance the understanding of the environment and its protection;
- Ease the transition from home to primary schooling;
- Uphold Islamic and social values, introducing children to the recitation of the Quran and the teachings of the Prophet – Peace be upon Him; and
- Promote family and community understanding of the immorality and consequences of child abuse and neglect.

Above all, ECE should be FUN – inculcating an enjoyment of schooling that may persist throughout all phases of the educational process. International experience suggests that if all that happens in the provision of Early Childhood Education is that Grade 1 is delivered in a formal manner to, say, 4-year olds rather than to 6-year olds, the consequences are likely to be negative in terms of dropout and progress to the secondary stage.

### **6.3 Strategies**

This plan envisages interventions such as home-based, community based and centre-based ECE programmes. MoEHE will, over 2012-16:

- coordinate the development of a comprehensive ECE policy and ensure its incorporation in the national education sector policy and the legal education act.
- explore an integrated approach of Koranic schools and formal secular ECE;
- invest in the development of a high quality standardised Early Childhood curriculum, ECE managers and teacher training programmes;
- mobilise additional resources to build ECE learning centres from the Somaliland Diaspora community, private business communities and development partners;
- Involve Local Municipalities in creating community children’s public parks.
- Involve the International Agencies especially UNICEF to build suitable centres with the learning/teaching facilities.
- Establish national awards (trophies and shields) and encourage friendly competitions in such areas as painting posters (e.g. the Somaliland flag, environmental issues) and participation in national ceremonies;
- create an ECE unit within its schools department to develop the sub-sector;
- provide appropriate teaching learning resources for the sub-sector;
- support and solicit supplementary feeding for ECE centres in economically disadvantaged areas and or children;
- encourage and support females to train as EC teachers and managers;
- develop special ECE child protection policies and procedures;
- recruiting and assigning exclusively female teachers for early childhood; and
- addressing and eliminating gender stereotypes in ECE.

### **6.4 Cost Implications**

Early childhood education will be encouraged and coordinated by MoEHE albeit with very little public investment. The cost implications of developing the ECE Policy are not substantial and much of government activity will be through the Koranic schools. DP support for ECE learning centres will be welcomed once the top education sector priorities have been adequately funded. Over the five-year period, as reflected in the detailed costing tables, a total cost of US\$3.1 million is estimated.

## **7. PRIMARY EDUCATION**

This is the paramount ESSP priority.

### **7.1 Sub-sector Overview**

‘Basic Education’ comprises formal primary education (the focus of this chapter) and all forms of Non-formal education (the focus of Chapter 8) targeting disadvantaged children, with special consideration of girls and disadvantaged communities (including illiterate adults) with approaches such as flexible/alternative basic education, pastoralists education and others, all at primary education level.

In Somaliland, primary education consists of grades 1-8 (lower primary grades 1-4 and upper primary grades 5-8) and presents basic education to all children: the recommended age for enrolment in primary school is 6 years and the recommended maximum 8, with final decisions made by the Head Teachers. On completion of Grade 8, pupils sit for the Somaliland National Primary Education Certificate examination. Key national data on the Somaliland primary sub-sector are provided in the Annex.

Overall, enrolment has significantly and consistently improved and Somaliland has achieved much higher participation levels than neighbouring regions. It is also encouraging to see that girls’ participation has increased. However, there is no doubt that the MDG of 100% participation in 2015 remains no more than a noble aspiration as Somaliland is one of the most disadvantaged countries in the world regarding education.

There is a number of serious concerns regarding the performance of the primary system, further supported by detailed analyses pointing to the fact that quality issues remain high on the agenda. Lack of pedagogical support to teachers, poor teacher remuneration and management at school level, poor management of schools from local/district authorities are contributing factors to poor class management and weak pedagogical support of children.

Recurrent natural calamities, such as drought and combined under- and mal-nourishment lead to frequent and repeated absences of learners, and finally make them drop-out, and this is particularly true for girls. Although no cohort flow analyses exist, it is apparent that, of 100 children entering grade 1, only about 20 will leave the system with the primary education certificate. Effective teacher utilisation and management could raise the efficiency of the services significantly.

## 7.2 Factors impacting on Policy

Some 20% of primary schools are owned by private individuals. The rest are owned by local authorities and/or communities (separately or jointly). Annual average growth in enrolment is over 12%, with girls' enrolment growth slightly higher but too small to guarantee equity over the 5-year plan period. Despite solid growth, Education for All remains a challenging goal, and access and participation as well as retention remain high priorities as evidenced by the very low gross enrolment rate of 44.26% with female GER of around 38.16.

Despite the abolition of school fees by the President of the Republic of Somaliland, the levels of additional enrolment have remained limited. In addition, there are serious geographical disparities, with infrastructure and teachers disproportionately lower in rural areas than urban areas. High drop-out and poor attendance levels in lower and (even more significantly for girls) in upper primary education suggesting:

- Low professional quality of delivery of services (including the persistence of corporal punishment);
- Insufficient provision for disaster preparedness (drought);
- Insufficient measures to ensure quality delivery of services; and
- increased the pressure on the system due to the introduction of fee Free Primary Education.

Regarding the related issues of **parental contributions and teacher remuneration**, it is presently not clear to what degree the old system (prior to introduction of the FPE policy) is operational; if continued, parents may have to pay fees varying around 1 to 3 USD monthly. A quarter of schools are estimated to get direct financial support from the communities, most of which is usually used for teachers' salaries. About half of the teachers currently receive government salaries. Supplements are usually paid during agency- or NGO-run training which also contribute to teachers' incomes. Previous discussions emanating from the introduction of FPE suggest that the state should cover entirely the costs originated by the teaching cadre (possibly with a degree of flexibility for an interim phase until sufficient public funds are secured).

The number of primary teachers who have completed secondary education or above is relatively high (88% in 2005/06), and Government policy will be continued to ensure that all teachers in the system will be certified (teacher training diploma), as further discussed in the chapter on Teacher Development. There is no career structure or code of conduct for the teaching cadre in place. Head Teachers are listed and remunerated simply as teachers and are given no special training for the supervision and management of schools and academic leadership.

The curriculum is divided into nine subjects (Islamic education, Somali, Arabic, English, maths, science, social education, PE/Art/Craft, life skills). In general, teachers teach specific subjects rather than teaching all subjects to one class which is an indication of the lack of confidence of many teachers in teaching some subjects and of the methodology used, reflecting their own limited training (curriculum matters are also discussed further, below).

The **language policy** for the learners in primary education and the related medium of instruction in the training of teachers have been under debate. There is strong indication that the policy should define Somali as the medium of instruction in primary education, both for children and teachers. However, since the transition from Primary to Secondary education needs to be expanded significantly (to build a knowledge based society), additional measures will have to be taken to prepare students and teachers for the task.

Given the growing need for advancing technology and knowledge, the transition from primary education to secondary education needs to be better reflected to facilitate larger transitions into it or into vocational training. This will have to include action to ensure a proficient level of English in secondary education (both for children and teachers) as English is the medium of instruction in secondary education. Other (second) languages should be introduced into the curriculum, such as Arabic, and other modern languages. All of this places high demands upon teachers and the system generally.

It is widely agreed that the quality of service delivery is too often at a sub-standard level and a comprehensive strategy is needed to address this situation. This problem is also evidenced by the recent measuring of Learning Achievements, which reveals that children at grade 4 level are clearly underperforming in writing and numeracy skills. Apart from strengthening the existing regional, district and local governance structures (including local education councils/committees) inspection (quality assurance/strengthening) services need to be re-thought to deal effectively with the enormous challenges, and these matters are also addressed below.

- Families that reside in rural areas are at an increased risk of being displaced due to droughts; therefore it is prudent to introduce *flexible school terms* to mirror this natural phenomenon;
- Training centres for female teachers should be established, especially for lower primary classes;
- Literacy and Numeracy should be emphasised during Primary Education, because large percentage of Primary Education leavers may not continue further education. Therefore the government recommends that the private sector not to employ anyone who does not have Primary Education certificate in order to optimise their chances of receiving good quality education;
- Teachers in lower Primary schools should be trained to teach all subjects. However, upper primary school teachers should be required to specialize to teach one of four main areas; Science and Maths, Social studies including Islamic Studies, Languages and PE/Art/Craft and Life Skills;
- All Primary school teachers will be trained to teach all subjects but each teacher concentrate on one area of Primary Education at the end of his/her teacher training as mentioned above;
- Increased GER must not be at the expense of quality;
- Awareness among older boys and girls prohibited behaviours and bad habits such as; smoking, use of recreational drugs and chewing Jad or Qad should be raised; and

- Good educational facilities should be provided in the rural areas and specifically for the disadvantaged children (mobile libraries, IT facilities and laboratories - these provisions can also be extended to those schools in cities that do not have these facilities).

### 7.3 On-going Primary Educational Developments

Data now being gathered through the comprehensive modernisation of the EMIS<sup>5</sup>, suggest that the system is reflecting strong levels of growth. Connected with all forms of non-formal education (see chapter 8) the present gross enrolment rate stands at approximately 44.26%. Given widespread concern for data quality before the creation of the EMIS in late 2011 and the absence of a reliable population census, the GER benchmark indicator may be even overstated, thus raising the challenges to reach the anticipated goal of 75% by 2016. This is further compounded by the very substantial Nomadic/Pastoralist population (see above).

Even the compromised goal of 75% GER may prove to be extremely challenging. Over the past 10 years the primary/basic education system has grown annually by an average of 2.4%. In order to reach the 75% target, a massive annual increase of some 5.5% must be achieved, thus growth must be doubled. This will require very special efforts with vast implications for the whole sub-sector, such as: additional spaces (furnished classrooms, hygiene facilities), qualified teachers, learning materials, supervising staff. However, accelerated growth is not to be pursued at the cost of quality. And these related costs will be significant, in terms of head teacher and teacher training, learning materials provision and learning spaces, for example.

A shift in channelling external resources is required to meet these challenges: as the MDG (2010) report noted, significant external (and internal) funding has gone into the sector, but this has not been equally reflected in the performance of the system. Government therefore urges the Development Partners to strengthen the system from within. Whilst fiduciary risks will persist to hamper the application of a sector budget support, Government will engage to ensure that funding is channelled through the IPs but that a greater portion of the aid is actually received inside the Government system. This could be arranged through such modalities as Direct Cash Transfers, where the IP transfers funds into the MoE financial system on the basis of agreed work plans and procedures.

As Head Teachers are not adequately trained or supervised there is little scope for them to manage their teachers effectively. There are not yet any specific regulations and standards for the organisation and administration of schools, nor a regular programme of in-service orientation and communication relating to policies, curriculum issues or instructional strategies. REOs, DEOs and CECs are expected to play a role in school governance and supervision, although their actual powers in this respect are not yet clear.

### 7.4 Goals and Objectives

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<sup>5</sup> Through the on-going EU/UNICEF supported capacity development programme, the establishment of a functioning EMIS in late 2011 has marked a significant improvement in data management, policy setting and performance monitoring.



The objectives of primary education in Somaliland have been developed in line with the national goals of education. In broad terms the goal of primary education is to lay the intellectual foundation for basic knowledge and lifelong learning as well as meaningful participation in society. The objectives specifying this further are to:

- move steadily towards universal primary education – and successful primary completion – paying especial attention to increasing the numbers of girls, establishing networks for advocacy on female participation in primary (and subsequent) education;
- provide girls and boys with appropriate knowledge, insights, skills and values that will enable them to realize their potential and be able to make worthwhile contributions for their own benefit and to the development in society;
- impart appropriate knowledge, insights, skills and Islamic moral values on children, that will enable them to relate well with others and take responsibility for good social relations in the community;
- equip girls and boys with the listening, speaking, reading and writing skills in Somali, the national language;
- lay the foundation for basic skills of reading, writing, listening and speaking of Arabic and English, as bases for further learning;
- equip children with a sound foundation of mathematics and the appropriate application of mathematics to practical problems:
- provide children with the basic skills, relevant to their communities and environment, such as animal husbandry, agriculture, budgeting, family welfare, community development, care for the environment, community health and physical fitness;
- foster children’s appreciation of the contribution of the family, community, national development and for the interdependence of the various communities in Somaliland;
- support children in upper primary applying what they are learning in practical community efforts, such as those that seek to protect the environment;
- create an enabling learning environment for girls by ensuring that there are adequate and relevant facilities such as separate latrines at all levels and putting in place facilities that allow girls privacy;
- expand school feeding and continuing provision take home ration for girls in primary schools;
- establish girl clubs and student networks for advocacy on female participation in education.
- encourage girl only boarding schools;
- support learners acquire practical skills and manual dexterity through productive activities integrated into the actual curriculum;
- raise awareness among pupils about life skills and issues including reproductive health and HIV/AIDS; and;
- lay the foundation for participation in the community as literate citizens, conversant with basic information technology.

## **7.5 Policy Directions**

The Government reiterates its commitment to enhancing access and participation in primary education as part of its commitment to the realization of Education For All. As mentioned above, this policy has been reinforced by the decree of H.E. The President of the Republic of Somaliland to abolish school fees in public schools, and thus make Primary Education fee free.

Given the extremely low education participation levels at the beginning of formation of the Republic of Somaliland, it must be clearly stated that full compliance with the MDG goal of universal education for girls and boys cannot be achieved by 2015. Instead, the benchmark has been ambitiously set at 75% GER, with equal participation of girls and boys, with full compliance of children protection standards, and satisfying good standards and quality of teaching services in child friendly environments (spaces and equipment).

The Government has demonstrated its full commitment to these goals and standards by providing significant financial resources. However, these will not suffice to fully implement the reform programme and Somaliland will therefore continue to seek active dialogue with the international community and Development Partners to share the burden of this reform for the benefit of Somali children.

Government is committed to the policy objectives seeking to:

- Enhance equitable access to primary education across districts, gender and disadvantaged socio-economic groups;
- Develop a primary school system (both public and private) that offers opportunities for all children of school-going age, including children with disabilities and those in need of special care and protection, particularly girls;
- Increase the enrolment of girls from the present estimate of 38 per cent to 50 per cent of the total primary school population by 2015;
- Improve the participation of male and female children with disabilities and those in need of special care and protection, (particularly girls) to more than 40 per cent of their share of the population by 2015; and
- Increase the participation of children of pastoralist communities from about 10 per cent to at least 40 per cent by 2015.

The number of teaching weeks per year in primary schools for new content and anticipated revision is 35 weeks, excluding holidays and examinations. Achievement of this minimum level has to be documented by the Head Teacher and will be reviewed by the education authorities (pending further administrative provisions).

The teaching methodology in primary schools will be learner centred, incorporating modern approaches that focus on participation and group work, problem solving, active enquiry, research, stimulating activity, creativity and socialization. Teachers are encouraged to take full advantage of various experimental experiences such as Child-to-Child clubs and other innovative approaches.

The Government encourages the active and effective teaching of arts and crafts in the lower primary as a key means of stimulating local cultural practices as well as the mental and physical development of the child. Primary school education will also encourage the physical development of girls and boys through sports and other relevant cultural activities.

## **7.6 Raising the Quality of Service Delivery**

In reacting to the described challenges, and often sub-standard quality of tuition, the Government is committed to improving the quality and relevance of primary education and to raising the educational achievements of learners in literacy, numeracy and life skills on completion of primary education and will take the following steps to achieve this:

- Improving the teaching/learning process through a more equitable and sustainable deployment of teachers across districts and schools;
- Improving the quality and efficiency of learning in classrooms through a three-fold approach: production of new teachers; upgrading the skills of current teachers and supporting practicing teachers to make them more productive;
- Concrete measures to discourage and as soon as possible eliminate corporal punishment and make all schools protective and friendly areas for all girls and boys;
- Infusion of life skills in health and HIV/AIDS education into the primary school curriculum;
- Adopting the systems of transferring students from schools to specialized institutions according to clear criteria (see the Special Educational Needs chapter, below).

The Government will pursue the following additional strategies to improve the quality and relevance of the teaching- learning process:

- Reviewing existing curricula and syllabuses for primary education
- Raising the quality, availability and use of educational materials;
- Establishing guidance and counselling services to help all pupils, and especially the girls, in schools;
- Improving teachers' conditions and terms of service;
- Supporting the placement of female teachers upon completion of training;
- Enhancing gender responsive physical facilities, particularly latrines, water and play facilities;
- Instituting school health programmes which include lessons of basic hygiene, reproductive health and HIV/AIDS education;
- Exploring all means to expand nutritional services for appropriate nutrient and hygienic services, adopting a system of hygienic supervision at schools, facilitating the usage of school facilities to practice hygienic and environmental activities;
- Ensuring that all schools make sufficient provision for physical education and child friendly playgrounds;
- Life-skills training, health and HIV/AIDS education using appropriate messages and examples will constitute an essential feature of the primary school curriculum;
- Adopting a specified policy for school achievement tests coping with the requirements of the Somaliland Curriculum;
- Developing procedures to benefit from achievement, diagnostic, national and international tests in the educational development process;
- Adopting the system of assessing students, taking into consideration all aspects of the educational process;
- Making provision for relevant learning sources (books, electronic media) to enable self-motivated and –driven learning processes;
- Supporting Head teachers and communities to better manage schools through (local) CEC's; and
- Strengthening the inspectorate (quality assurance) services (at central, regional, district level) to ensure improved quality of services delivery.

## 7.7 Learning in the Classroom

The most critical variables impacting on the quality of the delivery of services (at the point of learning) are:

- Teachers and teaching to be dealt with as a separate result/priority area in view of its complexity and heavy importance;
- Quality of supervision and teaching support by Head Teachers as well as Quality Advisors;
- Learning materials, including textbooks (based on a relevant curriculum)
- Learner centred (rather than the widespread teacher centred) methodologies
- A climate of stimulating, child friendly environment (where fear and corporal punishment have no place)
- A gender responsive/conducive environment is in place, in terms of pedagogy, learning facilities (spaces), female teachers.

These will be responded to by intensified measures to increase the proficiency of (actual) classroom teaching, giving close attention to:

- physical presence of teachers according to the time-table; and
- teachers prepared according to good standards of the profession (lesson plan with objectives, strategic approach towards achieving teaching objectives, learner reflections (psychological, pedagogical) and appropriate decisions on teaching approach, good (reflected) interactions in the classroom motivating learners to follow the instruction, creating stimulating, child friendly atmosphere, handling large groups of learners competently (e.g. group works and their management)

Steps will be taken to design/improve career paths in the teaching service and implement (will imply to abolish the present system where all teachers are remunerated the same); get consent from the competent body (civil service commission) and liaise with MoF to design realistic career patterns, including Job Descriptions and the mechanisms to actually implement these reforms.

As soon as feasible, all teachers shall be certified, possess a Diploma for the teaching of primary education subjects, and be on the payroll register of the MoEHE. For an interim period, IPs will be approached to assist in complementing and bridging the related costs. In the drive to mitigate the sudden influx of additional children into grade 1 primary education, for an interim period, teachers will be allowed to work overtime up to 50% of their normal teaching load, and shall be compensated on a pro rata basis. Teachers with very big classes shall be compensated for heavy working conditions.

The Government is committed to employ at least 500 additional teachers annually, but it is observed that this number may have to be increased to cope with the influx caused by the introduction of FPE. A service and career structure will be developed for the teaching cadre and reflect performance remuneration principles, which will have cost implications. Government recognises the need to provide adequate remuneration for good qualified teachers, thus avoiding their leaving the service.

**Head teachers** play a crucial role in managing the education affairs at the place of learning. There is presently no differentiation between teachers and Head Teachers. Government will therefore introduce a management course for Education Managers, and this will have to be reflected in adequate remuneration.

**Women** are very under represented in the teaching services, and this has vast implications and disadvantages for girls (in the absence of positive role models). Government will therefore introduce affirmative policies to achieve gender equality in the teaching cadre, including Head teachers.

The present levels of drop-outs, and in particular of girls, are of serious concern to the Government, and a multi-level approach to improve the situation will be applied, in addition to the improvements in the teaching cadre and supervisory staff. It is observed that natural calamities such as drought strongly contribute to children dropping-out from school attendance. On the other hand, there is empirical evidence<sup>6</sup> that **school feeding programmes** for the most disadvantaged communities are an effective measure to mitigate these problems. Government will therefore attempt to introduce such programmes for the most disadvantaged communities, and actively seek the collaboration of suitable international organizations/agencies.

#### **7.8: Classrooms as conducive learning environments**

Particularly in urban areas with unacceptable high teacher / students ratios of up to 1:100, new classrooms have to be built and equipped. Conversely, it is the wish of the Government to better address the educational needs of disadvantaged children and youth of Pastoralists communities in rural areas. In pursuing this, government will embark on a significant construction and rehabilitation programme. Assuming an influx of annual growth of 25,000 children, classroom average of 40, and 50% double shift utilisation, this calls for the construction of: 612 classrooms annually. Sufficient hygiene facilities will be installed in all educational establishments, and will comply with WASH principles.

The Government is committed to observe learning standards and to encourage each child to have study and reference material at her/his hand. In order to comply with this, textbooks must be locally produced, even if at lower quality in order to achieve cost efficiencies and achieving the policy of 'One child One book'. With 9 subjects, and 8 grades and annual growth of 25,000 children, and assumed cost of production at USD 1, we assume the cost to be USD. The feasibility of digital textbooks will be explored.

#### **7.9: Costing Implications**

The provision of good quality primary education is a top education sector priority and implementing the strategies set out in this chapter has considerable cost implications. On the assumption that overall numbers of primary pupils will rise by 25,000 annually, that student-teacher ratios remain constant, and that teacher salaries keep pace with the consumer

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<sup>6</sup> See, for example: Partnership for Child Development, 1999, p.7; available on the internet.

prices index, it is projected that the recurrent costs for the sub-sector will amount to app. 25.6 million US\$, and for the total planning period: US\$ 223 million (see Detailed Costing table 2012 – 2016).

Other scenarios will produce differing results. For example, a major increase in teachers' salaries would significantly increase costs. [It is accepted as a major responsibility of government to cover the costs of teachers' salaries.] Any such development would need to be carefully costed as it is planned.

## **8. NON FORMAL BASIC EDUCATION**

### **8.1 Scope**

The United Nations Declaration of Human Rights (1948), the Jomtien declaration of education for all (1990), the Dakar Declaration of Education for All EFA (2000), MDG and Somaliland Education Act (2007) all state that every child is entitled to education as a basic right. The mode of delivering Non-Formal Basic Education (NFBE) will be a complementary initiative to formal mode of basic education delivery in order to achieve such national and international commitments through expanded access opportunities to children with diverse needs.

There are three dimensions of NFBE in Somaliland: (a) Accelerated Basic Education (ABE) for children aged 6-14 years; (b) ABE for young people aged 14-18; and (c) Adult literacy programmes and girls learning spaces. Internationally, ABE is defined as accelerated basic education which is a catch up initiative to assist older children or youth who have missed years of education and schooling to complete their basic educational qualification in relatively short period of time. Similarly, the ABE programme in Somaliland will be an educational programme that addresses the needs of out of school children through condensed and integrated curricular, flexible time table, cost effective use of resources and high community participation aimed at improving access, equity and efficiency in the education system.

Adult literacy programmes that operate in centres and girls learning spaces have been established to provide education and other services to adults and girls. The age category for this target group is between 15-45 years. These programmes particularly aim to improve the literacy and numeracy skills of adults and mainly focus on women and girls, thus empowering them and reducing gender disparity in basic education.

### **8.2 Rationale for Non Formal Basic Education**

In Somaliland, there are large proportions of people including children, youth and adults who have had no access to formal schooling due to a mix of challenges including either past exposure to insecurity or access related reasons. As a result, literacy levels in Somaliland are about the lowest in the world. For example, the pastoralists Situational Assessment (April-August 2011) indicates very low level access to basic education by pastoralist children and adults as stipulated below (data refer to both Somaliland and Somalia):

24% boys and 19% girls have attended formal school, average grade attended-grade 3. Reasons not for sending children to formal schools include unavailability of schools (cited by 48% of respondents), lack of money for fees and materials (37%), constant migration (18%); and lack of perceived benefits from education (12%). Only 18% of respondents said they had received some formal education. The reasons given for adults not having attended formal schools comprised: unavailability of schools (71%); lack of money for fees and materials (59%); constant migration (43%) and lack of perceived benefits of education (13%). Only 7% had any opportunity for alternative education, but only 3% took them up. 28% have attended Qu'ranic schools. Fewer than 3% attended mobile schools or AABE centres. Fewer than 2% listened to education broadcasts, attended skills training, correspondence or self study courses, programmes designed by the Ministry of Health; adult literacy classes or leadership courses.

Only a quarter of women in Somalia (including Somaliland) are literate and that literacy status varies greatly by place and residence. For example, forty-five per cent of women residing in urban areas are literate compared to only 10 per cent of their rural counterparts indicating lack of learning opportunities available for women in rural areas

The NFBE programmes are therefore envisaged to address this low level of access and participation to basic education by the disadvantaged groups within the society; the following specific justifications are presented:

- NFBE has proved to be an alternative access opportunity to children who cannot go to formal schools for various reasons. Hence will address the overall low enrolment rate in primary education hence contributing to achieving the MDG in Somaliland;
- Evidence from the ground shows that NFBE programmes address the needs of disadvantaged groups including children from the pastoralist communities, out of school youth and working children who could not go to formal schools;
- Literate society is proved to be a basis for all development endeavours and also contributes to improved access to quality education through improved attendance, parental support and school community relationship; and
- Using cost effective and flexible NFBE approaches to expand access is not an option for states like Somaliland with limited financial resources in addressing the rights of all children most of whom are not in school.

### **8.3 Goals and Objectives**

The goals and objectives of NFBE are consistent with the overall vision, aims and objectives of Somaliland's National Education Policy that relate to manpower development, individual's self-fulfilment, prevention of conflict and education positively contributing to social cohesion. However, the following NFBE goals and objectives more specifically relate to the role that education can play in empowering marginalised categories of learners that cannot access basic formal education:

- Provide quality equitable education for out of school learners by providing appropriate knowledge, skills and values thus contributing to the processes of industrialisation and economic recovery;
- Provide second chances for those who discontinued their education and dropped out at different levels, thus engaging youth positively and promoting social cohesion;
- Provide education opportunity for those children who failed to join school at the right age;

- Establish a flexible, cost effective and responsive approach to completion of basic education system, thus contributing to the attainment of EFA goals of 2015;
- Establish an education programme that fits to the life style of the pastoralist, agro-pastoralist, coastal towns, disadvantaged urban children and IDPs, thus promoting education access, participation and equity and inclusion;
- Promote gender equity in education by providing additional learning opportunities to girls and women; and
- Provide functional adult literacy programme to men and women.

## 8.4 Main issues and Challenges

The present context is characterised by:

- Insufficient government resources leading to low quality education and poor physical facilities;
- The MoEHE's enabling infrastructure that supports NFBE is weak due to inadequate personnel and resources;
- The quality of education provided by the NFBE subsector is generally poor due to inadequate educational inputs including unqualified teaching staff, limited educational materials and poor supervision support. Therefore provisions are minimal and mainly focus in narrow aspects of literacy and numeracy;
- The MOEHE's inspectorate (to be renamed: quality assurance and standards) department has got little role to monitor the performance of the Non-formal basic education;
- The coordination and collaboration between the various stakeholders in NFBE programmes needs to be improved;
- About 60% of Somaliland population are pastoralists and semi-pastoralists demanding a flexible and responsive delivery approach taking into account of their life style and movement patterns;
- Teacher recruitment, selection, training and development requires clear policy and standards;
- Shortage of relevant educational materials including textbooks and supplementary reading resources, particularly in the rural learning centres;
- Standardised curriculum exists but there is ineffective delivery system due to low capacity of teaching staff and weak supporting infrastructures.
- There is general perception that non formal education is inferior to formal education;
- NFBE is mainly donor funded and lack of aid predictability and government limited resources makes sustainability challenging;
- Linkages to formal education system and accreditation system remains unclear despite existence of strategies such as the ABE implementation strategies; and
- Quality and standards are also major concerns as instruction often takes place in centres with poor physical conditions, inadequate training materials and poorly trained and motivated facilitators.

## 8.5 Policy Framework



The Government is committed to the educational, safety and emotional wellbeing of all its citizens, particularly marginalised children of all categories. It encourages all school age children to enrol into formal primary and secondary schools but acknowledges that there is diversified need of children and adults. Therefore certain categories of children and adults such as nomadic pastoralists, agro-pastoralists, street children, working children, returnees, internally displaced persons, orphans and adults who have missed earlier opportunities to education might not benefit from formal basic education provisions.

MoEHE is committed to improving access, equity, retention and quality of NFBE as part of its goal of eradicating illiteracy and work towards reaching Education for ALL (EFA goals) by 2015. Given the close association between literacy and development, Somaliland must rise to the challenge of increasing literacy levels as one way of ensuring its socio-economic transformation. Non-formal basic education (NFBE) offers enormous opportunities to Somaliland toward developing its human resources and re-addressing gender imbalances in access to information and education.

In order to promote the quality of NFBE education, the regular NFBE schools and centres will follow the mainstream formal primary education curriculum (There should be an equivalent curriculum to cater for the needs of the learners in the NFBE sector. If for example it is accelerated. However, the delivery of the curriculum will be different in terms of its flexibility and pace of delivery because of the age difference factor and other socio-economic prevailing conditions. The principles of community participations; flexibility; non discrimination; empowerment; accessibility; adaptability; linkages and transferability should govern all forms of NFBE programmes.

The ABE learning modes will cover three sets of age groups which will include:

- Primary school age children aged between 6-14 years;
- Youth aged 14-18 years: accelerated youth learning programme through youth centres; and
- Adult basic education literacy programme through centres and girls learning spaces.

The mode of the NFBE curriculum delivery, instructional time, minimum levels of learning competencies; supervision; assessment and certification and the roles of the different actors are adequately covered in the existing ABE implementation guideline published in December, 2008 (inclusive education policy guidelines). These provisions should be regularly revised, implemented and updated to improve access, relevance and quality. The language of delivery of all categories of NFBE curriculum should be consistent with that of formal basic education at the similar level so that linkages and transfer opportunities become easier.

There is a need to establish a clear linkage that ensures efficient and smooth transfer of learners between NFBE and formal primary education schools. The NFBE should have a qualification framework for its learners with equivalent examinations and certification. This gives an opportunity for learners to progress from one level to another and from one mode to another with ease and open up opportunities to progress to higher classes. Where such situation arises the following matching table should be used as a reference:

| NFBE Level | Equivalent formal primary education |
|------------|-------------------------------------|
|------------|-------------------------------------|

|         |                             |
|---------|-----------------------------|
| Level 1 | Grade 1                     |
| Level 2 | Grade 2 and part of grade 3 |
| Level 3 | Part of grade 3 and grade 4 |
| Level 4 | Grade 5 &6                  |
| Level 5 | Grade 7& 8                  |

NFBE service delivery will be achieved through public, private and voluntary sector (INGOs LNGOs, CBO, faith groups) partnership and collaboration. This will be an on-going process building on trust and confidence and the MoEHE will play its leadership role and gradually provide promotional financing to the subsector. However, the roles and responsibilities of the different actors should be clearly stated and documented. This approach will be subjected to periodic reviews, sharing of information and best practices.

## 8.6 Strategies to address key policy issues

To advance the implementation of all categories of NFBE, the Government through the MoEHE will:

- Review the current curriculum and develop a more coherent and locally-relevant one;
- Develop a standard training manual and provide short-term training for all NFBE teachers based upon it;
- Strengthen the institutional capacity of the existing Directorate of Non Formal Education, working through a decentralised structure of the NFE department in partnership with the INGOs and faith organisations;
- Provide management and administrative training for NFBE officials, implementing effective supervisory mechanisms;
- Create regular NFBE learning centres in both rural and urban marginalised areas/communities in order to Provide life-long education among male and female children, youth and adults who have not had the opportunity to benefit from the formal system of education;
- Facilitate NFBE learners with opportunities to access and advance higher level of education by establishing strict relevant linkages (Certification and examination);
- Raise literacy levels by strengthening NFBE as an alternative basic education route for male and female children and youth in difficult circumstances;
- Revive and operationalize family life education centres;
- Establish an equivalency certification system for girls graduating from NFBE;
- Improve on public awareness and appreciation of NFBE programmes in Somaliland through community mobilisation and dialogue;
- Encourage parental and community participation in the management of NFBE programmes; and
- Develop and implement a delivery structure based on public-private/voluntary sector partnership, which enables all stakeholders to participate in the delivery of quality NFBE.

## 8.7 Cost Implications

The provision of good quality NFBE is a top education sector priority during 2012-16 and implementing the strategies set out in this chapter has considerable financial implications. However, with the intention that all children should, on reaching their sixth birthday, commence the first year of formal primary, the numbers requiring NFBE should progressively decrease over the years. It is projected that the recurrent costs for the sub-sector – mainly salaries – will be approximately US\$ 1.1 million in 2012, and for the 5- year period around US\$ 10.1 million.

The need for additional centres will be limited and NFPE facilities will, as this category of pupils is phased out, be utilised for primary, NFE and/or TVET purposes on a planned basis. Other priorities as set out in this chapter will need to be met on a carefully-designed and cost-effective basis – teacher development, learning materials, inclusive education, active learning and other related initiatives are addressed in other chapters. Provided all of the top education sector priorities have been met, development partner support will be welcomed.

## **9. SPECIAL EDUCATIONAL NEEDS**

### **9.1 Rationale**

Special Educational Needs Education (SEN) is educational provision geared towards meeting diverse needs through appropriate modification of the curricula, teaching methods, education resources, medium of communication and the learning environment in inclusive settings.

The right to be educated and not to be discriminated against is highlighted more detailed in instruments such as:

- UN conventions on the rights of the child (1989);
- The world declarations on education for all (1990);
- The UN standard rules on equalization of opportunities for persons with disabilities (1993);
- Salamanca statement and frame work for action on SEN (1994);
- World education forum frame work for action on SEN, Dakar (2000);
- Convention on the rights of persons with disabilities (2006); and
- The Millennium Development Goals (MDGs), these being of particular significance.

However, despite the various international conventions, one of the greatest problems facing the world today is the growing number of persons who are excluded from meaningful participation in the economic, social, political and cultural life of their communities. According to WHO (2011), about 15.3% of the world's population consists of persons with moderate or severe disabilities. UNESCO (2009) says that approximately 80% of these persons live in the developing countries, including Somaliland. Among these children with special educational needs and others who are vulnerable to marginalisation and exclusion, only a minority (about 2%) have access to education.

The Government of Somaliland is dedicated and committed to provide equal access to quality and relevant education and training opportunities to all citizens including those with special

educational needs. Implementation of FPE is critical to the attainment of Universal Primary Education which is a key milestone towards achievement of the EFA goals and national development. However, this goal will only be achieved when the current education provision is extended to reach out individuals with SEN and others who are vulnerable and excluded from receiving quality education through coordinated SNE programmes.

## 9.2 SNE Categories

Target groups of Learners with Special Education Needs include:

- Learners with hearing impairments
- Learners with visual impairments
- Learners with physical disabilities
- Learners with cerebral palsy
- Learners with epilepsy
- Learners with mental disabilities
- Learners with Down's syndrome
- Learners with autism
- Learners with behaviour, emotional and social difficulties (BESD)
- Learners with specific learning difficulties/learning difficulties
- Learners who are gifted and talented
- Learners with speech and language difficulties
- Learners with multiple disabilities
- Learners who are deaf and blind
- Learners with chronic health problems

It should be noted that these learners can vary greatly in degree: the needs and potential of every person is unique. Individuals can have some of the above conditions in a smaller degree that may not be considered as a barrier to learning or functioning in general. Some therefore require substantial and regular support while others need occasional support to overcome slight learning barriers. In every case, particular and thoughtful approaches should be applied to avoid the possibilities of stigma and negative discrimination.

## 9.3 Objectives

Special Educational Needs provision in Somaliland is geared:

- To establish and strengthen structures for early identification, assessment and intervention of learners with special educational needs.
- To increase access to quality and relevant education for learners with special educational needs at all levels of ECD, Basic, Secondary, Higher, TVET and Teacher Education.
- To enhance provision of accessible, safe and friendly learning environment and facilities for learners with special educational needs.
- To increase enrolment and promote values which enhance access to education and retention of learners with special educational needs in all learning institutions.
- To support learners with special educational needs to access affordable assistive devices.

- To develop diverse and flexible curriculum that meets varied needs and learning environment of learners with special educational needs.
- To facilitate provision of effective and efficient professional and support services to learners with special educational needs in institutions of learning/training.
- To promote participation of learners with special educational needs and other key stakeholders in decision making on matters that affect their education.
- To advocate and create awareness among stakeholders on the needs and issues affecting learners with special educational needs.
- To establish new and strengthen existing partnerships and collaborations in special educational needs education among all stakeholders.
- To enhance gender mainstreaming in SNE programmes at all levels and ensure increased enrolment, participation and completion rates for both girls and boys with special educational needs in education.
- To promote research, documentation, good practices, resource provision and information sharing in Special Educational Needs.
- To enhance resources mobilization and sustainable professional and support services to learners with special educational needs.

#### **9.4 Current status of SNE in Somaliland**

At the moment there are ten schools and centres catering for persons with special educational needs in Somaliland from pre-school through primary to pre vocational levels. These are special schools, integration schools, special units and rehabilitation centres. In addition, International Aid Services (IAS) has established five Special Needs Training and Assessment Centres (SNTACs) in the five regional headquarters in the country. IAS is also undertaking in-service training of teachers on SNE from all over the country to give them knowledge, skills and attitudes so as to effectively support learners with SEN in regular schools.

Weaknesses and threats in the SWOT (see Annex), together with the following problems, are regarded as challenges:

- ❖ Lack of adequate specially trained teachers on SNE
- ❖ Lack of adapted curriculum for learners for SEN
- ❖ Lack standardised assessment and evaluation criteria for various groups of learners with SEN
- ❖ Lack of proper monitoring and evaluation on SNE programmes
- ❖ Lack of proper coordination between MOE and service providers
- ❖ Lack of motivation for teachers supporting learners with SEN in the mainstream schools.
- ❖ Negative attitudes towards learners with SEN
- ❖ Lack of adequate teaching/learning materials and assistive devices
- ❖ High cost of specialised materials and equipment for learners with SEN
- ❖ Lack of SNE language development for learners with hearing and visual impairment (deaf and blind)
- ❖ Difficulties to reach PWDs who live in geographically difficult areas

#### **9.5 Policy framework and implementation strategies**

The objective is to encourage social, physical and emotional as well as academic development of SNE pupils/students. Policy implementation over the plan period will be incremental rather than revolutionary – it is recognised that Free Primary Education is in its infancy. The key will be increased nationwide awareness and heavy stakeholder involvement. ESSP 2012-2016 will address the following specific areas of interventions:

- **Assessment and early intervention policy:** The government will establish Special Needs Assessment and Training Centres (SNTACs) fully equipped with the necessary tools as well as qualified personnel. Three different possibilities for the integration of SEN students are:
  - Direct integration into mainstream schools with special training for current teachers;
  - Formation of new special schools such as SNACTs; or
  - Resourced mainstream schools –combination of the previous two, whereby students are placed in mainstream schools but given specialized resource and support

After this classification, students can be allocated to relevant school. For example SENs with severe learning difficulties are in more need of special schools or specialized support .SENs with less severe learning difficulties and students with physical disabilities can be integrated more need special schools into main stream schools.

- **Teachers:** Those working in Assessment Centres should be specially trained. Assessment should follow multi-disciplinary approach where the assessment team should be made up of the teachers and other professionals for example medical personnel and social workers from other ministries like Health & Social Services
- **Access to Quality and Relevant Education:** MoEHE will (a) enforce equal access and inclusion of persons with special educational needs and training programmes at all levels, (b) intensify monitoring, supervision and quality control in all schools to ensure that children with special educational needs are provided for without discrimination, and (c) ensure provision of learning and teaching materials in accessible formats
- **Conducive, accessible and Safe Environment:** MoEHE will (a) facilitate the establishment of barrier free environments in all learning institutions in liaison with development partners, (b) ensure that learners with SEN are provided with regular treatment and medicine to preserve or improve their level of functioning, and (c) institute measures to ensure appropriate modification of learning institutions to respond to the needs of learners with special educational needs.
- **Inclusive Education:** MoEHE will recognise and reinforce inclusive education as one of the means for learners with special educational needs to access education [NOTE: the entirety of the education sector will be based upon the inclusive principle].
- **Specialized Facilities and Equipment:** MoEHE will, in collaboration with partners, ensure that learners with special educational needs have access to specialised facilities at subsidized cost.
- **Curriculum Development and Adaptation:** MoEHE will ensure the continuous review, adaptation and development of curriculum that is tailored to the needs of learners with special educational needs.
- **Capacity Building and Human Resource Development:** MoEHE will undertake and collaborate with development partners to develop mechanisms to improve efficiency in human resource training and deployment in institutions offering SNE.

- **Participation and Involvement:** MoEHE will involve persons with special educational needs in decision making processes at all levels in education and training.
- **Advocacy and Awareness Creation:** MoEHE will recognise and respond to issues of advocacy on learners with special educational needs in line with other existing policies, conventions and practices. It will also undertake continuous awareness creation and campaigns on SNE.
- **Partnerships and Collaboration:** MoEHE will encourage and coordinate partnerships and collaboration with other stakeholders in provision of services and materials towards Special Educational Needs.
- **Gender Mainstreaming:** In order to address disparities in SNE, MoEHE will encourage the gender mainstreaming of boys and girls with special educational needs in education programmes at all levels.
- **Research and Documentation:** MoEHE will undertake and provide an enabling environment for research development, documentation and information sharing in Special Educational Needs.
- **Resource Mobilisation:** MoEHE will, in collaboration with development partner, continuously review and increase budgetary allocation to institutions and programs that provide Special Educational Needs.

## 9.6 Cost Implications

The education sector top priorities for 2012-16 in this sub-sector are the establishment of fully-equipped and properly staffed Special Needs Assessment and Training Centres in each region. However, it makes sense to have a pilot project of implementing in one region before nation wide action commences and this will also make it easier for MoEHE to conduct a major survey into different levels of SEN school population across Somaliland, covering the location, age groups and needs of those identified.

Inclusive Education will, as a further ESSP top priority, be implemented nationwide over the 5-year period, commencing in 2013 in all teacher education activities.

The payment of salaries together with the running costs of centres may be regarded as the responsibility of government. Accordingly, the costs of involved in developing the SNATCs and in moving into Inclusive Education nationwide may be regarded as top education sector priority deserving donor support, and these may total something of the order of USD\$ 2 million per annum<sup>7</sup>.

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<sup>7</sup> This amount is indicative. In the annexed detailed costings, special needs education is integrated into the respective sub-sector (e.g. primary, secondary...).

## 10. SECONDARY EDUCATION

### 10.1 Overall Situation

Secondary education consists of forms 1-4 made up of two sections, junior secondary (1-2) and senior secondary (3-4). Ministry policy is to aim a GER of 50% by 2016. Currently there are some 100 secondary schools of which over one-third are private. The age category of secondary education is not well defined because the primary education entry age varies due to access and participation related conditions. Out of the 63 public secondary schools there are 7 that operate double shift system due to inadequate learning spaces. The total current student enrolment of both private and public secondary schools 2011/12 is 36,400. The total teaching force currently serving the secondary education sector is 1,202 teachers of whom only 26 are female.

The numbers of schools have expanded rapidly although the places available are still very limited and the schools are concentrated in the urban areas, limiting access for children from the rural/ pastoralist communities. This is a sub-sector where the private sector is playing a key role and investment from the Diaspora is also increasing. Although private provision has been increasing it is not yet expanding at a rate which will have a significant impact on enrolment. The Ministry has set a standard fee rate for public schools of SSh 15,000 (US\$2.35) per month but this is not adhered to by all.

The majority of the secondary school teachers in public schools also teach in private schools. In this sub-sector as elsewhere, private tuition occurs, certainly benefiting those students who receive it and those teachers who are paid by parents to deliver it, but also raising questions regarding equity (and perhaps core role productivity – the effectiveness of those teachers in their ‘normal’ classes) which will at some stage need to be addressed.

The curriculum is of a general academic nature and has yet to be assessed in terms of its relevance to national development and labour market needs, in particular whether it results in the sort of skills which are needed to make a significant impact on the economy in the longer term. [Curriculum, syllabus and text books are dealt with in the relevant chapters, below.] Since September 2007 Agriculture and Business Education subjects have been offered as new elective subjects and others will be added later. There is an intention to place special emphasis on maths and science, but in the case of the latter this requires laboratories, equipment and materials which are expensive to obtain and maintain: this also applies to libraries and facilities in schools are generally poor.

Most secondary teachers who have training qualifications have obtained these outside Somaliland. Currently Amoud University and Hargeisa University have the only secondary teacher education faculties but their capacities for teacher development are very limited.

Secondary education is therefore not yet at a stage where it can play its full role in producing young people who will help drive national economic growth. The main constraints which need to be overcome are the inadequate number of schools, poor facilities, the gross imbalance by



gender among both students and teachers, the shortage of trained teachers, lack of well defined and standardised curriculum and limited availability of teaching and learning materials.

## **10.2 Vision and Objectives**

The vision is to provide quality secondary education that will provide a wide range of options for the future study and career choices of the learners. The objectives are:

- to facilitate all round development of students i.e. spiritually, physically, socially, mentally, academically and morally according to the principles of Islam so that they make positive contribution to the development of the society;
- develop learners competencies so that they can compete job markets especially in the productive sectors of Somaliland economy and global markets;
- extend and consolidate the knowledge, skills values and attitudes acquired at primary education level so that students can acquire strong foundation of quality higher education;
- develop in students critical and creative thinking and problem solving abilities;
- furthering an understanding and appreciation of the contribution of science and technology to development.

## **10.3 Challenges facing Secondary Education**

The present Somaliland secondary education context is characterised by:

- a rapid increase in numbers entering secondary schools with annual growth rates of about 20% - far above that planned for. This in turn has led to overcrowding in schools/classrooms and high pupil-teacher ratio, and poses a major challenge that impacts on all of the other areas;
- An acute shortage of teachers especially mathematics, sciences and English language teachers;
- Poor pedagogical practices: classroom teaching and learning practices are still teacher-centred because education is mainly geared towards knowledge consumption rather than knowledge creation. In addition, professional developments of teachers mainly focus on in-servicing of primary teachers hence there is need equally to strengthen the secondary sector through site training programmes;
- Limited access to secondary education by the poor and other disadvantaged groups due to school fees charged by schools. This prevents grade 8 graduates from poor families accessing secondary education;
- Limited school, government and community ability to support with the required equipment and consumables for practical science subjects;
- Poor efficiency and completion rates especially for girls;
- Inadequate use of ICT to enhance the quality of teaching and learning;
- Poor English language proficiency by both students and teachers which has led to poor curriculum delivery and pedagogical setbacks, thus disadvantaging many students who have insufficient grasp of English to operate academically;
- Inadequate infrastructure and equipment;
- Inadequate standards and quality assurance officers to visit and support the development of schools;
- Inadequate teaching staff and inequitable region/school distribution of teachers.
- Lack of empowerment of managers to monitor standards and quality in their schools;

- Inadequate or lack of infrastructure such as libraries and laboratories for effective delivery of the curriculum in science and languages; and
- Theoretical (chalk and board) teaching even in science subjects, emphasising recall and thus failing to develop cognitive and academic skills.

#### 10.4 Policy Priorities

In response to the above objectives and challenges the MoEHE sets the following policy priorities:

- Improving access to secondary education through construction of new schools as well as the rehabilitation of damaged schools that will keep pace with increasing enrolment rates. The government will target increased transition from primary to secondary education rate of 50% by 2016;
- Provision of quality secondary education: this includes providing quality teachers, appropriate curriculum and diversified range of educational experiences which will enable students to make informed choices about their future;
- Increase the secondary education qualified teaching staff level in consistent with the increased gross enrolment rate;
- Effective Management: the creation of a standardised system of that focusses on school improvement and leadership;
- Developing effective secondary education quality assurance, standards and accountability system at regional, district and school level;
- Provision of adequate resources and facilities i.e. furniture, equipment, ICT; technical workshops, science laboratories, adequate supply of curriculum materials; sport facilities; security fence, open play grounds, toilets, clean safe drinking water, hygienic environment etc.,
- Introduction of affirmative action programmes to improve access, retention and academic performance of girls in secondary education;
- Scholarship programmes for girls, who obtain high scores in national examinations) to attract and retain girls in secondary school;
- Creating of an enabling learning environment for girls by ensuring that there are adequate and relevant facilities such as separate latrines for girls in secondary schools.
- Establishing female school counsellors for secondary school girls .
- Promoting girls networks and linkages with other students.
- Encouraging girls only secondary boarding schools
- Establishing gender-balanced boards of governors in accordance with the Education Act;
- Increasing funding for the secondary education sub-sector: adequate funding and resources should be availed to enable standards and quality to be improved;
- Reviewing the guidelines on language policy i.e. appropriate determination of the stage and methodology for learners to switch from Somali to English medium and the role of Arabic;
- Provision of organisational infrastructure and providing direct incentives such as tax exemptions to stimulate private sector investment in secondary education;
- Provision of additional teachers in core subjects such as maths, science, languages;
- Establishment of computer supply programme and science equipment;
- Creation of secondary EMIS data similar to that of Primary education;

- Capacity of standards and quality assurance officers (inspectorate) should be strengthened, including taking action on their reports from different schools;
- Establishing a programme for teacher development through regular retraining and in servicing to improve teacher competence in curriculum delivery which provides a certified qualifications;
- A system for periodically monitoring teaching and learning competences at various grades using established attainment standards should be put in place;
- Establishing of a comprehensive maintenance system and a methodical management system of school facilities and learning resources that holds accountable school head teachers, teachers and students;
- Developing and promoting transparency and accountability in the management of sector at school, regional and central levels; and
- Enforcing the minimum secondary learning timetable of 34 periods each of 45 minutes. The minimum number of weeks in school year should be 36 excluding holidays, with a teacher-student ratio not exceeding 1:40.

### **10.5 Expected Outcomes**

As a consequence of those policy elements, the following outcomes are anticipated over the 2012-16 ESSP period:

- Improved gross enrolment; successful secondary completion rates and numbers; reduction in drop out rates; valid certification of achievement; acquisition of knowledge, skills, values and attitudes that can promote further learning and constructive life styles;
- Improved supplies of teaching-learning materials;
- Rehabilitated schools and new classrooms constructed leading to a smaller class size.
- Renewal of the curriculum which can be delivered through a range of appropriate textbooks;
- Adequate secondary school teacher development and in-servicing of teachers; and
- Well equipped/furnished special workrooms such as science laboratories/ computer laboratories/English language laboratories/gymnasia for physical education.

### **10.6 Cost Implications**

The provision of sufficient secondary places and good quality education is a top education sector priority and implementing the strategies set out in this chapter has considerable cost implications.

On the assumption that overall numbers of secondary pupils will rise by 4,000 annually, that student-teacher ratios remain constant, and that teacher salaries keep pace with the consumer prices index, it is projected that the recurrent and capital costs for the sub-sector will amount to approximately US\$ 4 million in 2012.

This investment in additional secondary places with adequate learning facilities is a top education sector priority.

Other priorities as set out in this chapter will need to be met on a carefully-designed and cost-effective basis – teacher development, learning materials, inclusive education, active learning and other related initiatives are addressed in other chapters. Provided all of the top education sector priorities have been met, development partner support will be welcomed. It is anticipated that some US\$ 31 million over the 5-year period (see ESSP detailed costing spread sheet) might valuably be invested in this sub-sector – other than in the identified top education sector priorities – over the 2012-16 ESSP period.

## **11. TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING**

### **11.1 Terminology and Objectives**

This Strategic Plan adopts a broad definition of Technical and Vocational Education and Training (TVET), which embraces all forms of relevant skills acquisitions, including so called life skills (functional verbal, numeric literacy, problem solving skills). These skills will enable the individual to partake in gainful employment. The learning process may take the form of initial learning, re-training, or continuous training (life long learning), as well as entrepreneurial training.

TVET involves preparing individual learners for the ‘world of work’, for gainful, decent employment in non-formal or formal settings. It is designed as an alternative path for education and training for those (typically) young individuals who are seeking to further their talents and achieve their professional aspirations by acquiring theoretical knowledge and combine these with the development of specific, professional skills.

The nature of TVET differs to its counterpart, the education path of secondary education, in this combination of theoretical knowledge and labour market related skills acquisition. A major aspect of a good (relevant) TVET system is its proximity to the needs of the economy and the relevant labour market, no matter if formal or informal. International comparative studies demonstrate that the responsiveness of the training system and its linkages to the ‘world of work’ is the most single crucial factor for the quality and relevance of the TVET system, and its contribution to the economy and the society. A well designed TVET system will contribute to productivity gains and will raise the quality of goods and services produced. This, in turn, is the decisive factor for the generation of wealth and for reducing the threats of poverty and hazards.

Both educational paths (TVET and secondary) build on the strong foundation of solid primary education. Both should have the same status, and, once successfully completed, allow the individual learner to continue her/his qualification career at post-secondary/higher education institutions. Such equitable status is essential to provide the economy and the society with good talented and technically competent young working cadres. Furthermore, such equity based status avoids from the onset that TVET is regarded with a stigma, with a degree of inferiority. With time, an attractive, well designed TVET system will demonstrate that it is truly

of equal value in the career decision (of young learners), and has an equitable status as compared to academic oriented (secondary) education.

## 11.2 Context

TVET has grown from very low levels at the turn of the century to more than 10,000 trainees in the system at present. Often the training is offered under the label of training for livelihoods, which equates in TVET terminology to the most basic level of the TVET hierarchy of qualifications. Generally, these positive developments were supported by the Somaliland Diaspora, Development Partners (DPs) and a network of Implementing Partners (IPs), such as UN agencies and NGOs. Given the cross-sectoral nature of TVET, it is prudent to see that TVET is supported by the MoEHE in collaboration with the Ministry of Labour (and Social Affairs), the latter promoting linkages to labour market and employment promotion strategies. In addition, close collaboration is sought with the ministries of planning, commerce, industries, health as TVET cuts across almost all economic sectors and the inter ministerial taskforce can provide higher collaboration and prominence. This is also required when considering that involvement of private sector/employer associations in building the governance structures is extremely crucial.

There are also specialised (long- and short-term) training programmes such as those in health care, nursing and TVET veterinary services delivered under the leadership of their respective Ministries of Health. One of the critical challenges, however, is the lack of coordination within and among these sectors, which calls for the development of standards-based coordination and quality assurance.

## 11.3 Broad sectoral challenges

Significant increase in TVET access and equity has been achieved through continued support to TVET since 2005. Institute Based Training (IBT) and Enterprise Based Training (EBT) have been the preferred modalities for TVET in Somaliland. Donor financing towards the sub-sector has contributed to this development and there has been increased attention to long-term development strategies. However, donor supported programmes continue to be guided by thematic concepts (e.g. 'youth promotion' or support to 'livelihoods' or 'fighting piracy') and are often driven by a rationale of 'quick-fix' solutions, attempting to put youth into gainful employment. In line with these concerns, stakeholder consultations (particularly in Somaliland and beyond) have repeatedly concluded that critical challenges remain which need to be strategically addressed in order to provide a better 'fit' of the training (supply) system vis-à-vis the employment (demand) system, thereby enhancing (economic) growth and income development. It is also observed that the focus on 'youth' could result in disadvantaging young women by not fully addressing their diverse needs.

### **Major challenges for TVET in Somaliland:**

1. Limited access to quality skills training, particularly in rural areas, particularly for women
2. Lack of progression from basic training to advanced, more complex levels
3. Available training programmes lacking standardisation, assessment/certification and quality assuring measures

4. Absence of institutionalised coordination mechanism ensuring a systematic dialogue between the training system and the employment system (employers), or: absence of 'social dialogue'
5. Limited TVET governance structures and policy frameworks
6. Inadequately equipped training facilities and trained trainers in relation to the needs in the economy and the trainees
7. Partial saturation of market demand (as a consequence of years of basic-level-trainings resulting in limited employment opportunities
8. Lack of credit access and advisory services for small-scale start-ups
9. Marginal opportunities for employment within the formal sectors (often requiring advanced skills and knowledge)

TVET policy documents (for Somaliland), project reports and a UNESCO PEER Feasibility Study (2009) have highlighted these critical issues as adversely affecting the development of TVET. An enterprise survey commissioned by ILO (2011) points to the lack of skilled personnel and access to credit facilities (for start-up small businesses) as two major hindrances to the development of skills training and related economic development.

These observations, supported by empirical evidence, suggest that increased investments in TVET could be seen as an opportunity, and the probability is considered high that such investments will yield positive returns. In social terms this would result in a significant contribution towards poverty alleviation, which is a critical factor for relevant TVET (and skills) development in the Somaliland context.

The Somaliland (mostly informal) labour market currently faces an acute shortage of skilled and semi-skilled artisans and specialists who would be instrumental to remove developmental 'bottlenecks' in commercial organisations across all branches of the economy, and thus raise productivity, production and incremental product quality improvements.

It is further observed that the process of rebuilding national educational structures, firstly (and positively) resulted in building the foundation of the education system, and that is basic education (formal and non-formal primary education). This has resulted in enormous cohort pressures stemming from the expansion of basic education on the sub-sectors of post-primary education (secondary and TVET). It should be also noted that the significant drop-out rates, particularly of girls, mostly at the lower primary cycle, call for measures to provide second opportunities for such early leavers. Good TVET design will need to address this.

The strong growth in basic education has also led to significant growth in secondary education with similar cohort pressures (and as a result has led to classes that are often overcrowded and to general quality losses in education services). The issue is: where do the (growing) leavers of basic and secondary education (graduates and early leavers/'drop-outs') continue on their transition path to employment? Furthermore, as highlighted above, there is evidence that the economy demands specific skills and profiles to improve competitive advantage, and general education will not sufficiently address these requirements.

Currently, the TVET sub-sector in Somaliland is fragmented and requires substantial reorganisation in relation to coordination, policy and structural reforms, as well as relevant and market-driven training programmes to be offered in all sectors through formal, non-formal and informal channels of training. This calls for a more cohesive approach that links the system with the needs of a diversified labour market and economic sectors. In particular, the TVET sector should explore the needs for qualified labour in growth sectors such as agriculture and livestock, hospitality, health, fisheries, infrastructure and construction as well as ICT in order to fully contribute to improved employment potential.

As already emphasized, the current TVET training programmes have been largely driven by social themes focused on quick results by offering rather short-term training measures (most courses have a duration of less than six months), and represent the most basic (pre-vocational) level. Contrasted with a progressively diversifying economy, and supported by labour market surveys and voices from the business community it becomes transparent that a diversified training programme is in strong demand. As the experience in other countries demonstrates, a structured training programme that provides the economy with relevant qualifications at basic, intermediate and advanced levels will address these issues. By applying a holistic, sector wide approach, such qualification structure will have to be developed for all relevant qualifications (addressing the needs of the economy), where TVET qualifications will form the basis of the progressive professional levels. A feasibility study, requested by the Government, with support from the EU, implemented by Save the Children revealed that a Qualification Framework is indeed feasible, and this will be reflected in the TVET sector reform (see 11.5, below).

#### **11.4 Current Structure of Services Delivery and Sectoral Management**

One of the main policy concerns for TVET is its weak institutional structure which hampers its ability to operate effectively as a national programme. Since TVET presently lacks a clearly defined institutional/structural framework it is facing the following problems in implementation of its national programme:

- Weak human resource base hampering effective implementation;
- Weak professional capacity development framework for TVET professionals, managers and instructors, from the central to grassroots level;
- Weak monitoring and quality assurance services with resultant weak quality control of TVET services.

TVET management is thus weak from the central ministry to the ground level. Additional to the weak human resource base, TVET centres/institution managers are not trained in institutional management. Most of the TVET centres do not have institutional management boards, a situation which further compromises TVET institutional management. The roles and duties of Regional Education Officers (REOs) in terms of supervision and monitoring TVET activities on the ground are not defined.

Currently there is no **national qualifications framework** defining the expected TVET instructor qualifications at the various levels of instruction; and TVET trainee qualification at exit points (end-of-training/graduation) from the various levels of training.

This situation encourages the deployment of unqualified instructors with no proper TVET background, a situation which further compromises the quality of instruction at the TVET centres. Since there is no precise description of the terminal qualification profile a TVET graduate should possess at the end of the training period, and since the training levels are themselves not precisely defined, the certificates awarded by the SNEB are general. For the graduate this implies a challenge when s/he is entering the job market because as employers want to see the qualification of a certificate holder clearly defined before offering employment.

Currently **linkages** between TVET and the various relevant MoEHE departments, public, private and civil society institutions are not clearly defined, and overwhelmingly do not exist. The seeming linkage that now exists between the MoEHE and the Ministry of Labour and Social Affairs (MoLSA) and the National Chamber of Commerce in terms of Employment Promotion Services (EPS) monthly meetings is strongly INGO/donor driven, project based and thus not institutionalised. The likelihood of such a forum to collapse with the expiry of donor funding is high. In recognition of TVET service provision as a national programme whose services are cross cutting, the importance of clearly defined institutionalised linkages between it and the private sector, and with other departments/Government organs cannot be over emphasized.

In addition, the relationship between the National TVET Programme and the Private Sector is largely unstructured. This raises particular concerns towards the quality and the relevance of the TVET programme and the related absorption of TVET graduates into the formal (or informal) employment market. The weak linkages between TVET and the private sector and other stakeholders create the setting for a deficient TVET programme in the country, which essentially results in the following negative consequences:

- The development of misplaced or unmarketable skills;
- Lack of ownership of the TVET programme by the private sector;
- Perceived low value of TVET certification and qualifications; and
- Disillusioned and discouraged TVET graduates.

Currently partnerships and networking between TVET as a comprehensive national programme and the implementing partners (and their respective funding partners) and also with the TVET providers is weak. There is a TVET Working Group (under the ESC coordination forum chaired by the DG of the MoEHE) but it does not meet regularly and is not strongly linked to the overall Education Sector Coordination Body (ESC). As such, implementation of TVET in Somaliland is not properly coordinated and tends to be haphazard, and it is not clear who is doing what, and where. TVET centres in Somaliland are neither registered nor classified by type of services offered. Furthermore, the actual number of operational TVET centres and their distribution by region/district, and the type of courses they offer is not clearly known. This adds to the challenge of weak coordination and management of TVET services by the MOEHE.



## 11.5 Planned achievements

According to MoEHE: TVET policy implementation guideline (2010)<sup>8</sup> the following broad objectives of Technical Vocational and Education and Training (TVET) have been identified:

- Develop appropriate skills through practical (oriented) training and work experience;
- Produce women and men who apply scientific knowledge to the solving of problems in their respective environment and are equipped with skills for decent labour- and self-employment;
- Cultivate a firm link with the Industrial Sector and world of work;
- Develop a work culture with strong ethics and precision;
- Provide education and expand training opportunities for junior secondary school and grade 8 leavers and equivalents that opt for an entry to the TVET provisions;
- Provide technical knowledge and vocational skills that will stimulate the economic growth of Somaliland.

The Government is committed to the following policy objectives seeking to:

- Increase access to relevant (employment effective) TVET and will pay special attention to enrolment of girls in TVET schools and institutes (or colleges) and, through public awareness programs and provision of vocational education fields that may be more attractive to girls, to increase their enrolment. In addition, dormitory facilities will be provided to attract students from rural areas and poor families, especially girls. The MoEHE will also begin work toward a policy of establishing one TVET school in each district in order to increase access to TVET for all young women and men. Initially, the general school building will be used in the second shift, where applicable, for establishing and running TVET programmes. This strategy will facilitate quick expansion of the TVET, cost effective service delivery, and less investment in infrastructure;
- Engage in social dialogue and apply a participative approach with all relevant stakeholders in structuring and reforming the sub-sector of TVET; this will include the institutionalization of a Qualification Framework that will ensure a structured approach to design an adequate TVET sector, including curriculum development for learners and trainers, and, by applying such professional approach, give TVET the relevant social status to attract the best talents in the society and recognise TVET as an equal path (compared to post-basic academic oriented ) to relevant education and decent employment;
- Good social partners dialogue will facilitate the expansion of the TVET system and close linkages with growth sectors in the economy, in particular through the already existing Enterprise Based Training (or Apprenticeship) approach
- Ensure that sufficient administrative structures at central and services delivery level are created to ensure good management of the sub-sector and high quality of delivery of education and training services. This will also include the creation of a National Training Agency that provides an institutionalized forum for social partners dialogue;
- Take suitable measures to raise the quality and professional standards of Head teachers, instructors and trainers in TVET institutions.

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<sup>8</sup> MoEHE: TVET Policy Implementation Guide, 2010.

## 11.6 Structured Approach to TVET Reform

The Government is committed to implement these recommendations and to create the required legal and institutional framework in the nearest future. The curriculum approach will require a broad consultative process which is led by the MoEHE in close collaboration with the MoLSA, and most importantly active collaboration with the private sector (social dialogue with enterprise representatives and civil society (in the absence of trade unions)). The institutional platform for this could be a 'lean, light-touch administration' to be seen as the nucleus of a National Training Agency, as discussed below.

The present examinations managed by the Somaliland National Examinations Council (see the relevant Chapter, below) should be reviewed so that all final examinations and trade testing is being done with full participation of the employers/social partners. Areas to be examined are competency (outcome) based practical and theory subjects of the profession/trade. A good balance between final and continuous assessments needs to be found.

Access to and participation in TVET should be increased to at least 360 full-time students trained per annum, plus in-service trainees from enterprise/apprenticeship based training. For each year of implementation (of this sector plan) the Government will establish/refurbish/rehabilitate one new Vocational Training Centre in an urban setting so that in 2016 five new or rehabilitated centres are operational. These will progressively offer professional training services at craft levels one to four (see VQF).

MoEHE will consider introducing mobile TVET training in order to reach out to the rural areas and provide training opportunities to the disadvantaged rural young women and men. In addition, MoEHE will explore the introduction of Community VTCs to meet the demands of the rural population with a focus on the local economic training needs.

The training fields (or: occupational areas) will be determined on a specific needs survey, guided by the most recent available Labour Market surveys. Consideration will be given to the establishment of a **National Training Agency (NTA)**. The final decision on the training and related equipment and staffing will be made after a consultative approach with employers by the Board attached to the National Training Agency (or its nucleus).

## 11.7 Cost Implications

TVET is for the most part, donor/partner driven and is NOT self-sustainable in Somaliland. The education sector top priorities for 2012-16 in this sub-sector are, in terms of public expenditure, the cost-effective implementation of policies (such as the establishment of the National Training Agency and the implementation of a Somaliland Qualifications Framework), the salaries of the TVET Head teachers, instructors and Quality Assurance Supervisors and other recurrent expenditures.

Further ESSP top priorities are focussed upon the continuation and expansion of existing VTCs and the establishment of additional ones, including mobile VTCs, and the development of

effective and relevant curricula: these may be regarded as top education sector priorities deserving private sector and donor support. Provided all of the top education sector priorities have been met, further development partner support will be welcomed for other TVET initiatives. It is anticipated that some US\$ 20 million (see the detailed aggregation on annual basis for the 5 year period in the annexed Costing spread sheet) might valuably be invested in this sub-sector – other than in the identified top education sector priorities – over the 2012-16 ESSP period.

## **12. TEACHER EDUCATION**

### **12.1 Overview**

Teacher education in Somaliland (both primary and secondary) is categorised and located within the higher education institutions. Universities in close collaboration with the international development agencies and Ministry of education and higher education department together manage teacher development programmes. These programmes are primarily in-service trainings for the practicing teachers to update their pedagogical skills and ensure professional certification. There are also pre-service programmes that go on in selected universities.

Currently there are there are 5 universities taking part in teacher education programmes. These include Amoud University, Hargeisa University, Burao University, Golis and Nugal university. The SCOTT project funded by the EU and implemented by a consortium of INGOs primarily serves primary teacher development in Somaliland. Secondary school teachers are normally graduates of the collages of education in universities and of education courses offered by faculties of science, businesses education, fine arts and physical education.

Currently monitoring of the teacher education is being implemented by the teacher education unit within the MoEHE in partnership with Save the Children: this mechanism needs to be reviewed and improved upon. The present in-service programmes are unable to upgrade performance as most of the teachers do not have the necessary basic skills in pedagogy. Existing training has very limited scope, not focussing on teaching methods but on subject matter. All of these approaches will be reviewed so as to become relevant to the educational needs in Somaliland.

### **12.2 Objectives for teacher education**

Teacher education now needs to be regarded as lifelong professional development. The central objective is to create effective and efficient teacher development and utilisation system so that quality education is available to all Somaliland learners, in order to:

- produce a core of dedicated professionals equipped with knowledge, understanding, values and attitudes to develop educational, social and emotional needs of the learners;
- produce teachers that can apply child centred approaches so that learners can promote their' competencies for the future knowledge society;

- produce core professionals that work with other teachers in teams and other professionals involved in pupils/students' learning processes;
- produce core professionals that link the development of the new curriculum competencies with subject learning;
- produce core professionals that organise powerful learning environments and facilitate learning processes;
- produce core professionals that promote their own professional development in life-long learning perspective;
- produce core professionals that can engage the classroom and control the children for effective learning;
- Core professionals that can communicate with parents and liaise with other agencies;
- Produce core professionals that can involve with the strategic planning, responsibility and decision making that characterise school effectiveness and development.
- There should be more emphasis on training on methods and techniques of learning
- Child centred approaches are the most ideal but may be difficult to implement in the immediate future due to very high and unfavourable student teacher ratio or the large number of students in schools.
- Teacher training must now prepare the way for inclusive education nationwide by producing professional teachers who will integrate Special Needs learning into their teaching professions.

### **12.3 Concerns and issues in current teacher education**

The following are major concerns from the stakeholders about the quality of teacher education and teacher professionalism in the Somaliland context. These concerns can be divided into two categories:

First, there are those problems relating to the enabling infrastructure that supports teacher education and teacher professionalism:

- Inadequate teacher education policy both in terms of clarity of objectives, vision and implementation strategies. In addition
- Contested and uncoordinated governance system; unclear accreditation system of teacher education institutions; poor quality assurance system; inadequate funding; unclear outcomes; disparities in qualified teacher status in different universities; narrow paths into the teaching profession and lack of interest among graduates to pursue teacher education because of its low status resulting from poor remuneration. The results of the above challenges have been an acute shortage of teachers at all levels.

Secondly there are those problems that are specific to the teacher education programmes in the local universities. These include:

- Poor selection criteria and low level quality of teacher education entrants: The policy on selection is poorly articulated in the sense that predominantly trainees are selected by the Central Board of Admission, comprising Universities Deans of Education, Vice Chancellors and the Somaliland National Examination Council officials. The selection criterion is based on a

regional quarter system and if the trainees fail to take up chance, as happens in most of the cases, then each university has the right to fill its gaps without consulting the Central Admission Board. Trainees are selected as a result of meeting a minimum academic requirement and there are no further interviews, aptitude tests or language tests. Generally, the minimum academic requirement points are too low reflecting lack of interest among the graduates to pursue teaching as a career. This presents a problem to teacher training institutions who must dedicate extra time and resources to improve the language and the knowledge content of the student teachers before they fully access the required teaching courses.

- Teacher education students experience training and curriculum that is irrelevant to the role of education.
- Poor partnership between universities and schools: currently all initial teacher education models in Somaliland are university based, apart from the teaching practice where students spend eight weeks in schools. School teachers and mentors also play very little role in trainees assessment, planning and certification. Schools assume the role of receivers of trainees rather than partners in the training process.
- The need for improved coordination professional development of teachers. Professional development programmes for Somaliland teachers are failure because there are no records of the nature of content covered, number of participants, certification procedure, progression criteria and quality assurance.
- Teacher utilisation by the government is extremely poor. Current recruitment, retention and utilisation procedures are extremely unacceptable. This has led to teachers trained by the government through resources from the donors switching service provision to private schools thus disadvantaging education in public schools.
- Existence of regional, gender and disability related disparities in teacher deployment mechanisms.
- Inadequate terms and conditions for teachers.
- Low motivation and morale of teachers and school leaders.
- Assessment and certification; implementation and compliance is still a challenge.

Accreditation should be vested into two main governmental or quasi-governmental agencies, MOEHE for basic education up to secondary levels and the CHE for university level education. Teacher certification/registration should be mandatory for all teachers and training programmes should be accredited and assigned value for the professional growth of teaching.

### **12.3 Goals and Strategies**

In order to achieve teacher education objectives and address the above challenges MoEHE will pursue the following targets and strategies;

- Provide the necessary infrastructure governing teacher education system. The roles and responsibilities of different actors in teacher education will be defined and enacted through the review of the education act and review of the teacher education policy.
- Create quality assurance and standards system for teacher education and teacher professionalism.
- Create semi-autonomous Somaliland Teachers Service Commission to manage all aspects of teacher development and teacher utilisation.

- Increase the relevance and quality of teacher education by reviewing and reforming teacher education curriculum and training and maintain fit for purpose teacher education. Cross curriculum dimensions such as ICT; special needs; drug abuse, prevention and counselling; HIV/AIDS education; managing the process of children growing up will be integrated into teacher education curriculum.
- Provide financial incentives to motivate bright secondary graduates, particularly girls and other disadvantaged students join pre-service teacher education programmes.

MoEHE will consider rehabilitating and re-establishing former primary teacher training colleges so that universities can concentrate on courses for secondary teachers. This will necessitate MoEHE having the capacity (space, infrastructure and resources) to develop primary teacher training colleges. The existing teacher training institutions should be expanded and supported through:

- provision of financial resources to train teachers;
- development of clear examination and minimum standards;
- provision of technical and professional training for training institutions and support continuous professional development;
- support to development of systems;
- support to infrastructure development; sports facilities, laboratories, libraries.

Gender issues must be addressed and the following principles will be applied:

- Provide additional training for female teachers to improve their teaching skills;
- Promotion of teacher-training programmes (both in-service and pre-service) that prepare teachers to be more gender responsive;
- Encourage female teachers access to equal teaching opportunity including science and mathematics;
- Sustained advocacy with the highest level of Government to gain support for and commitment to actions in favour of girl's education;
- Establish female teachers Networks enable female teacher link with international educational networks;
- Implementing a teacher code of conduct; and
- Ensuring that all schools are free from gender based violence.

The following actions will also be addressed by the MoEHE:

- identify clusters of secondary schools and secure their involvement in teacher training practices;
- provide information and advice on teaching as a career;
- provide range of postgraduate training routes to graduates who hold non education degrees but are interested to join teaching as a career;
- ensure that teachers trained are based on demand projections;
- ensure that there is coordinated continuous professional development for practicing teachers. The system should keep records of the nature of content covered, number of participants, certification procedure, progression criteria and quality assurance;

- encourage practicing teachers to engage in action research in order to inform best teaching-learning practices;
- build the capacity of the head teachers to manage and develop school teachers;
- play more leadership role and ensure that development partners in teacher education use MoEHE priorities in their intervention programmes;
- facilitate professional dialogue between teachers and policy makers through the creation of teachers unions;
- reduce disparities of teachers availability between rural and urban areas;
- ensure promotion of teacher-training programmes (both in-service and pre-service) that prepare teachers to be more gender responsive.
- Donor funded programmes should focus on pre-service training to ensure that the country gets good trainable teachers.

The **Teachers Service Commission** should be to:

- Register teachers and maintain a register of teachers;
- Recruit and employ teachers;
- Assign grades to teachers based on fields of specialization, qualifications and performance;
- Remunerate teachers;
- Posting and transfer of teachers;
- Discipline for teachers;
- Developing and periodically review a code of regulation for teachers;
- Reviewing standards of education;
- Determining the teacher training needs of the country; and
- Determining of fitness to teach for appropriate persons entering the teaching service.

#### **12.4 Cost Implications**

The provision of good teachers is a top education sector priority and implementing the strategies set out in this chapter has considerable cost implications.

Other priorities as set out in this chapter will need to be met on a carefully-designed and cost-effective basis – teacher development, learning materials, inclusive education, active learning and other related initiatives are addressed in other chapters. It is noted that the costing of this section of the reform is integrated in sub-sectors of primary and secondary education and TVET. From 2017 onwards, continuous professional development of all teachers will be shown under discrete financial headings.

## **13. HIGHER EDUCATION**

### **13.1 Present Situation**

The teacher development sub-sector, addressed in the previous chapter, is an integral higher educational element. Although the numbers reaching this level are at present relatively small (in comparison with, say, the numbers commencing Primary Grade 1), higher education is of great significance for Somaliland's future. Moreover, it will continue to expand and a particular challenge is to identify cost-effective and sustainable routes forward in conditions of serious scarcity.

Eight years ago only three universities existed in Somaliland with few thousand students. However, currently there are twenty universities with an approximate enrolment of some 15,400 students of whom 55 per cent are enrolled in the seven public universities. There are currently some 10,500 male and 4,900 female students in Somaliland's 20 universities, with some 902 teaching staff and 416 non teaching staff. The most popular courses are Business Administration (over 26 per cent of students), ICT (over 16 per cent), Science and Technology (almost 13 per cent), Engineering (almost 8 per cent) and Economics (over 7 per cent). Fewer than 0.5 per cent are at Masters' degree level.

### **13.2 Vision, Mission and Goals for Higher Education**

The Vision is to develop Somaliland's Higher Education Institutions as centres of academic excellence that meet the development needs of the country

The Mission is to develop and strengthen quality higher education programmes that promote research, knowledge transfer and life long learning and produce individuals who are competitive and innovative with high moral values to meet the nation's aspirations

The Goals are to:

- improve the legal framework and other enabling organisational infrastructure that support higher education;
- improve the financial capacity of the public higher education institutions by 500% within the next 5 years;
- increase equitable access and retention to higher education by 50% within the next 5 years;
- improve the quality of teaching learning for enhanced students achievement;
- promote and extend the provisions of science and technology faculties and courses;
- improve the quality of academic and research programmes;
- ensure that higher education opportunities and trainings match with the socio-economic needs of the nation and are competitive in the international labour market;
- provide female students and other disadvantaged students with special opportunities to access higher education;
- Improve physical facilities, training infrastructure and support services that relate to higher education;
- Ensure good accreditation and standardization of higher education institutions and programmes to fulfil quality assurance standards provided by the Commission for Higher Education.



- Develop competent, efficient and effective governing bodies for all higher education institutions.
  - Create and expand linkages between local higher education institutions and international universities, organisation, research institutes and Somaliland Diaspora communities
- The Ministry of Education and Higher Education should make sure that all Higher Education Institutions conform to the National Education Policies,
  - Ensure that there is no external influences when setting the education goals and strategies at all levels,
  - Ensure that Somaliland National values, and moral and Islamic values be reflected in the studies at Higher Education studies by offering appropriate courses.

### **13.3 Strategies:**

The above higher education sector goals (together with the SWOT analysis presented in the Annex) have led to the formation of the following sector strategies for the ESSP 5-year period: the MoEHE will:

- review the clarity and adequacy of the existing higher education policy framework so that there is clear separation of the roles and duties of the higher education ministry, Commission for Higher Education and universities senate bodies;
- strengthen the powers, roles and responsibilities of the new directorate of Higher education, Commission for Higher Education (CHE)<sup>9</sup> and university senates in a revised new Education Act;
- review academic programmes of public universities to ensure relevance to national development;
- create national research council to identify areas of priority research, solicit and process research funding;
- increase the budget financial allocation to public universities as well as solicit additional funding from the donors;
- through the directorate of higher education and the Commission for Higher Education ensure that quality assurance and standards framework are developed for higher education institutions and this framework will be implemented by all accredited higher education institutions;
- strengthen the capacity within the local universities to conduct research;
- encourage and support the development of private universities in order to increase access and participation in higher education;
- increase access to higher education for all disadvantage groups by taking measures that promote participation of women, special need students, minority groups and other socio-economically disadvantaged students;
- establish and implement financing mechanism for scholarships for girls leaving secondary schools to attend universities;
- provide incentives for higher educational institutions to locate in regions and districts that have no or have few higher education institutions;

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<sup>9</sup> The term 'Commission for Higher Education' and the acronym 'CHE' are the preferred terminology.

- ensure that higher education institutions teach quality programs of study and standardized curriculum that is competitive and meets the international standards is followed.
- strengthen the institutional management and leadership capacity of public higher education institutions
- support liaison and networking abilities of the local universities;
- improve the physical infrastructure and teaching learning resources that are necessary for quality higher education;
- ensure that cross-curriculum dimensions such as health life styles, identity and culture of Somaliland,; community participation; enterprise; global dimension and development; technology media and creativity and critical thinking skills are integrated into the academic programmes of the universities;
- pay special attention to strengthening the teacher training component of the higher education in order to improve the quality of education in the lower level sub-sectors of education;
- The Commission for Higher Education will ensure that universities provide and integrate internships and practical attachment to their academic and training systems to enhance standards, quality and relevance to meet market and industry needs;
- Universities curricula should include and implement at all levels Somaliland studies and Islamic studies,
- Significantly increase and improve the financial capacity of universities up to an extent.
- The Commission for Higher Education will ensure the academic independence of internal autonomy of universities to discharge their duties,
- Ensure that the universities periodically review their curricula and academic programme,
- Seek and work for further legislative Act, if and when deemed necessary, but in the meanwhile the Higher Commission is to work according to the President decree mandate,
- Ensure that the universities develop and implement distance E-Learning programme,
- Form a monitoring and supervision body to make follow up to the mechanisms for implementation of the ESS Plan; and
- Encourage all government Institutions to involve the universities research component by asking universities make researches for them.

#### **13.4 Commission for Higher Education**

This rapid expansion of public higher education institutions in Somaliland and the growth of private universities in the country have necessitated the creation of the Somaliland Commission for Higher Education, to which reference has already been made. The HEC was established on August 2011 and is responsible for advising the Minister on all matters relating to the accreditation of Higher Education institutions. It is also responsible for monitoring and evaluating the quality and standards of the higher learning institutions.

H.E. The Somaliland President appoints the members and the Executive Secretariat of the commission. The Commission is chaired by the Minister of Education and has wide representation. It will: ensure that universities provide and integrate internships and practical attachment to their academic and training systems to enhance standards, quality and relevance

to meet market and industry needs. A key role is to ensure the academic independence of internal autonomy of universities to discharge their duties.

The Commission for Higher Education (CHE) will play the role of auditor and evaluator of the higher education institutions. The commission is required to set up quality assurance standards and accreditation system which will serve as benchmarks against which public and private universities performance, financial capacity, infrastructure, education resources, and academic staff competence would be measured.

Several functions have been conferred on the Commission of Higher Education under the President Decree. CHE exercises the following key functions:

- Accreditation and regular inspection of universities
- Setting up of quality assurance and standards for higher education institutions
- Co-ordination and regulation of admissions to universities;
- Co-operate with the government in the planning of human resources development through accredited higher education institutions
- Advise and make recommendations to the Minister on matters relating to higher education.

Particular challenges for the newly-established Commission include:

- Unclear and often overlapping roles and responsibilities of directorate of higher education and HEC;
- Currently the mandates and functions of the HEC are not enacted in any bill therefore the commission finds legally difficult to conduct evaluation of higher education institutions;
- Weak coordination between the commission of higher education and the higher education institutions;
- The commission is financially supported by the Government and the amount given to it is one hundred thousand US Dollar per year, this amount cannot cover all the activities of the commission;
- Inadequate professional knowledge and skills to effectively perform the core institutional functions. For example, inspecting and auditing of higher education institutions.

A number of charts and diagrams relating to the roles and functions of the CHE in relation to the higher educational units within MoEHE, and in relation to their respective roles are annexed and should be studied alongside this chapter.

### **13.5 CHE Policy priorities and Strategies**

Over the 5-year ESSP period, the following policy priorities will be pursued by the Commission:

- In close collaboration with the directorate of HE, the Commission is committed to developing Higher Education Act and the Universities Act so that the commission is legally empowered in carrying out its mandate;
- The commission is committed to and will develop and implement in the near future a HE quality assurance and standards system;
- The HEC will invest and develop its own organisational infrastructure necessary to effectively carry out its mandate;

- The HEC will invest in the development of the technical capacity of its existing staff as well as recruit 5 more specialised professionals in the field of HE;
- The Commission will maintain close working relationship and networking with the directorate of higher education, international development agencies and other international bodies that work in higher education.

These policies will be addressed through the following strategies:

- In close collaboration with the HE directorate the HEC will develop HE Act and Universities Act to be enacted by the parliament;
- HEC will develop and implement QAA system for the HE sub-sector;
- The HEC will establish new linkages and /or liaison with the directorate of higher education, foreign HE commissions and institutions that works in higher education;
- The commission will mobilize resources from various sources including the government, international organizations and private sector in order to develop professional human resource capacity capable of effectively executing its mandate.

### 13.6 Cost Implications

University education is expensive, as is research. Nevertheless, careful and imaginative planning can considerably increase benefits to costs ratios, just as a thoughtful approach to relevance, optimum utilisation of facilities and potential sponsorship. The priorities include enabling the Commission for Higher Education to operate effectively, the provision of internet access to all faculty members and students, upgrading teaching, enabling research, and the provision of scholarships and bursaries.

Other priorities as set out in this chapter will need to be met on a carefully-designed and cost-effective basis – teacher development, learning materials, inclusive education, active learning and other related initiatives are addressed in other chapters. Provided all of the top education sector priorities have been met, development partner support will be welcomed. It is anticipated that app. 1.5 million US\$ will be required in 2012, and for the 5 year period total costs (recurrent and capital) are estimated at US\$ 17 million (for details see the spread sheet in the Annex Detailed Costing 2012- 2016).

## 14. QUALITY ASSURANCE

### 14.1 Background

The **Quality Assurance and Standards Service (QAAS)** – formerly the Inspectorate Department - is a department of the MoEHE contributing towards achieving the Government’s strategic goal of “Improving the relevance and quality of education”. Its powers to inspect schools and services are set out in Somaliland’s Education Act 2007 and the revised Somaliland National Education Policy of 2012. The mandate covers monitoring and evaluation of all aspects and levels of education and training including monitoring of the institutional capacity that supports

education delivery except universities where the Commission for Higher Education is in charge of quality assurance and standards. There are at present 89 Inspectors of whom 15 are female.

Currently, in collaboration with the ICDSEA programme, the MOEHE is strengthening the capacity of the QAAS department. This component of the programme is to ensure standards and quality assurance system is in place for primary, secondary, formal and non-formal education with minimum standards agreed and MOEHE regional staff provided with basic training in the skills of monitoring, recording and evaluating performance at all levels. The success indicators of this programme include:

- MOEHE will employ more young qualified QAAS officers and pay well to motivate and retain them;
- At least 50% of accessible government schools receive annual supervisory visits that produce reports and recommendations, leading to actions that contribute to school level improvements;
- The MOEHE has at least 6 people able to supervise, write reports and recommend appropriate remedial actions;
- At least 12 MOEHE employees trained and able to assess curriculum, select appropriate learning materials and develop assessment tools at all levels.

Education quality and the setting of standards from which quality can be measured are as important as access to education. Quality is the key determinant of the impact of education on economic growth and social development, and is essential for sustaining the gains achieved in education access. This objective is intended to assist the MOEHE develop quality standards and procedures for achieving these standards in the relevant departments of the Ministry, the regional education offices and in all schools and institutions involved in the delivery of education. It is also intended to train key personnel in the Ministry so that they can establish and monitor standards, write reports and plans, and implement remedial action when required.

This objective will enable the MOEHE to establish minimum standards and standardised methods of assessing educational delivery at the level of the teacher, the class, the school and the region. It will also provide key individuals with the ability to plan, implement and respond to supervisory visits. The project will work to develop the capacity of old and new MoEHE staff to be able to: conduct research and hold discussions with all key stakeholders in order to establish realistic, relevant standards, have these accepted and understood at the various levels of delivery and to conduct reliable and valid measures of educational delivery, and train others to do so.

## **14.2 Major Issues**

There is an unwritten rule regarding education in Somaliland stating that students do not fail certificate examination. There is also a widespread belief that the current system encourages cheating in examinations – often tolerated or even encouraged by parents. All of this must change. Other current issues to be addressed include:

- There being no comprehensive common framework for inspecting educational institutions which can be used uniformly by all inspectors in Somaliland;

- The Directorate of QAAS faces financial and infrastructural constraints. For instance, it is not provided with adequate transport to enable its officers to reach as many institutions as they would wish to;
- Majority of the QAAS officers lack the required modern knowledge, skills and competences to add value to the standards and quality of education in the institutions;
- Limited access to ICT facilities;
- Lack of proper office space and suitable working environment;
- The QAAS officers are poorly paid hence lack motivation and enthusiasm to effectively do their work;
- The department has not carried out frequent field inspections so as to monitor and maintain appropriate educational standards. This is because the department is not well staffed.
- It has also not been providing frequent professional encouragement, guidance and counselling to teachers through visits to schools as well as providing in-service training courses;
- The few reports provided by school inspectors remain ineffective because no one acts upon them since the department lacks organisational capacity to execute policies and practices;
- Quality Assurance Officers are often directly recruited from serving teachers (sometimes those who failed to teach). This recruitment practice compromises the authority of the QAAS officers.
- There is no specific scheme of service and code of conduct for the QAAS officers to give them incentives to work;
- Standards and quality assurance services are irregular and rarely reach the target institutions;
- The interaction between the QAAS officers and school managers is not often cordial;
- School managers do not have the necessary skills and competences to monitor standards and quality of curriculum delivery. Therefore self-evaluations of the educational institutions are either poor or non-existent;
- School managers are not integrated in the standards and quality assurance service delivery;
- Delivery of education services in Somaliland indicates that many children are learning very little and that learning outcomes in literacy and numeracy are poor;

### **14.3 Policy Framework**

The MOEHE is keen to move beyond approaches to supervision and inspection of schools which measure compliance with minimum standards, and adopt approaches which more effectively promote school improvement. This fresh approach will focus on supporting immediate improvement in specified Quality Indicators (QIs) through (a) EVALUATING the outcomes within and impact of these aspects of education, and (b) IMPROVING the quality of the systems and processes that support positive outcomes. Having children and other learners at the centre of all that we do, these values drive how we work.

Inspection is designed to improve the quality of education in Somaliland through our three strategic objectives:

- Support schools to improve children's learning and achievement
- Develop a culture of informed self-evaluation and improvement planning in schools, and strengthen leadership of improvement

- Provide MOEHE and stakeholders with objective and reliable information about standards in schools.

**Self-evaluation** works best when a school has a shared understanding of what it means by quality and an agreed view of what the school should be like in two or three years time. To develop a shared vision, a school must engage with stakeholders to agree on its values and aims. We can then evaluate how well we are doing in achieving our aims using Quality Indicators to help us.

Self-evaluation involves groups of teachers (including the head teacher) reflecting on their work together. It should focus on effective leadership and learning outcomes, taking account of the views of parents and other stakeholders, including the learners themselves. By using some or all Quality Indicators and sources of evidence, we can arrive at a view of quality. The selection of evidence on which to base evaluations should be kept manageable by sampling.

Schools Improvement Plans should contain the following essential features:

- School Aims
- School Strengths
- Good Practice
- Priorities for Improvement
- SMART Targets for each, with detail about how these will be achieved
- Review of the outcomes of the improvement plan

Private schools may use the “Guidelines for School Improvement” to guide their work. The deployment of QAOs as school improvement agents in private schools is at the discretion of the MoEHE.

#### **14.4 Cost Implications**

Support to this sector, aimed at enabling QA to occur nationwide and on a cost-effective basis, is fully justified.

## **15. EXAMINATIONS AND ASSESSMENT**

### **15.1 Current Situation**

The Somaliland National Examinations Council (SNEC) is responsible for the national examinations system and the accreditation of certificates for primary, secondary, teacher education and tertiary sub-sectors of education and training. [University exams and some sections of TVET do not fall under the current mandate of SNEC.] In addition, the management of overseas scholarships has been added to the scope and functions of the department. It aims at providing fair and transparent exams that will accurately measure the achievements of students in both the formal and non-formal sectors of education. Through the exams SNEC promotes high standards education, higher level skills and provides recognition of academic achievement in general.

The draft SNEC Act, which in mid-2012 was yet to be enacted, will provide the legal basis for the overall status, mandate and functions of the SNEC. Through the SNEC, MoEHE will be responsible for the assessment and certification of final examinations of public and private education institutions. SNEC was created in 2006 and development of the SNEC as a semi-autonomous institution under the Ministry has been supported by donor-funded projects and the main challenge is now to ensure sustainability of resources and standards once the projects have finished.

## **15.2 Policy priorities, Objectives and Targets**

The priorities and indicators for the ESSP five-year period are as follows:

- Reliable, accurate and relevant examinations enhanced through consultations with all stakeholders by 2016;
- SNEC operational costs should be mainstreamed in the government budget from by 2013.
- Enhance close collaboration and links among the examination, curriculum, syllabi and textbooks systems and the inspectorate for all sub-sectors examined by the SNEC.
- Upgrade both the technical and resource capacity of the SNEC;
- Move from the current manual operational system into modern electronic and technology assisted operational system for data collection, analyses and storage;
- Provide intensive capacity building programmes to the existing staff, segregating roles and responsibilities and creating curriculum and examination subject units and panels within the SNEC;
- Adopt an electronic system for signing national certificates;
- Provide conducive working environment for examination setting, marking and moderation;
- Reform the current assessment and examination systems, particularly secondary and tertiary to give sufficient attention to formative assessment and examination. In current practice, teachers tend to ignore aspects of learning that are not examinable, even if they are emphasised in the curriculum, and are important for the learners holistic development

## **15.3 Concerns and Issues**

The current situation is characterised by the following challenges:

- The draft SNEC Act has not been forwarded to parliament for approval which holds back process;
- Weak technical and organisational capacity;
- Inadequate financial support from the MOEHE and unpredictable funding support from the INGOS causes delays in setting, marking and moderating exams;
- Poor relationships between the SNEC and the CDC and inspectorate departments;
- Poor record keeping resulting from the use of manual data keeping system and lack of adequate space;
- The manual signing of the certificates creates unnecessary delays and inconvenience to parents, students and takes a lot of time from the top executive;
- The SNEC board is semi-functional and does not meet regularly unless there is an emergency situation;



- Inadequate educational facilities (furniture and space) in schools which compromises the validity, reliability and fairness of the assessment and examination instruments;
- Insufficient attention paid to formative assessment and examination. In practice, therefore teachers tend to ignore aspects of learning that are not examinable, even if they are emphasised in the curriculum, and are important for the learners' holistic development;
- Lack of school teacher training in the area of educational measurement and evaluation; and
- Lack of concern and action for children with special educational needs (see relevant chapter).

#### **15.4 Strategies**

The planned strategic approaches are for MOEHE to proceed as follows:

- Catalyse the process of enacting the draft SNEC Act;
- In close collaboration with the International partners in education, invest in an electronic/ technology assisted operational system and in the training of all SNEP staff in that system;
- In close collaboration with the International partners in education, will build one or more modern central and regional examination centres;
- In close collaboration with the International partners in education, will invest in building the knowledge, skills and competence levels of the SNEC staff and recruit more young professionals to join the commission;
- Ensure that there is close collaboration between the examination system, curriculum, syllabi, textbooks and quality assurance system across all subsectors of education that fall under the mandate of the SNEC;
- Ensure that all the education stakeholders adhere to and operationalise the SNEC Act;
- Incorporate the budget for primary, secondary and tertiary exams annually to the MoEHE budget;
- Devise and apply mechanisms that ensure that all teachers understand relevant educational measurement and evaluation principles;
- Continue long-term technical assistance to provide training and capacity building; and
- Put in place arrangements to ensure that students with SEN are given all necessary care during examinations..

#### **15.5 Cost Implications**

The efficient, transparent and reliable conduct of public examinations at key stages is an undoubted priority to be carried out on a cost-effective basis.

## 16. CURRICULUM

### 16.1 Current Concerns

At present, the curriculum and learning situation is characterised by:

- Inadequate working environment/ lack of space. The existing CDC is unsuitable and inappropriate for modern functions of a national curriculum development centre;
- A lack of any officially prescribed curriculum clearly defining the objectives, content, methods and structures of intended learning experiences at all levels of both formal and non-formal education;
- The guidelines in primary and secondary and non-formal education fail to account conditions for implementation that ultimately shape learning experiences and define learning outcomes.
- National examinations overlook the cross curriculum dimensions
- The aims and the values of the current curriculum are not clear
- There is no model of cooperation between NGOs, schools and the MOEHE and curriculum developers
- Inadequate skills of curriculum developers and instructional designers;
- The national curriculum development centre lacks both physical and human resources
- Lack of textbook policy, which would serve as basis for teaching, learning of skills vital to personal, social and national development
- There is need to reconcile and reconceptualise curriculum in conjunction with national development policies;
- Need to strengthen the vision and theme of social cohesion in the schools curriculum
- Weak institutional framework for curriculum policy formulation
- There are no systematically planned curriculum reviews to match with the dynamics of the society
- An urgent need to do curriculum assessment in areas of objectives, content, teaching learning activities, methodologies, resources to identify gaps between what is desired and what exists
- An urgent need to carry out need assessment of the instruments that are used to measure curriculum achievement of learners; and
- An urgent need to establish a common curriculum for all higher educational institutions.

### 16.2 Policy framework

The objective is to provide a curriculum (and assessment) framework which meets the challenging needs of pupils, teachers and society, including the economy. To prepare for the future, we need to think about what children and other learners should learn. Changes in the way we live and work, in relationships between people and the impact of information technology will all affect what young people want from school. The challenge is to help every person have the best kind of life. The balance between learning about individual areas of knowledge and learning the skills with which to apply that knowledge is important.

Teachers are at the heart of education. In the future, teachers may have new ideas about what they aim to provide for their pupils. Parents and other authorities are often a child's first teacher. There has been much international research in recent years about how the brain functions. We should be helping children to be creative in everything they do. Technology develops at a rapid pace, and provides ways to research and communicate like never before – we need to ask how can technologies such as mobile phones help us realise our vision for the future?

### 16.3 Values

The Government of Somaliland intends that all learners will be taught to:

- Apply Islamic values (justice, honesty, social cohesion, good relationships with others, hospitality) in their lives;
- Respect themselves and others;
- Give great effort and commitment
- Be active, engaged and responsible citizens;
- Be self-reliant;
- Achieve spiritual, ethical, physical, mental and emotional fitness;
- Have proper and relevant curricular knowledge and understanding; and
- Be adaptable to a changing world

These values should shine through all of the approaches in the various subject areas and at all levels.

### 16.4 Curricular Framework

The curriculum throughout the country will develop the same three dimensions of a person's mind to give (a) **breadth** of knowledge and understanding, (b) an **application** of skills that are needed for a positive, successful and meaningful life, and (c) increasing intellectual **challenge**, as the person moves through the levels. The higher the level, the more challenging is the learning. The key challenge to be addressed is how the curriculum will change children's attitudes: its affective function will be stressed. [The teaching of the curricular areas and cross-cutting themes to be included at every level are as annexed as are examples of skills that enable learners to apply their knowledge and understanding in the contemporary world].

- **Life skills.** People now live in a technology and media-saturated environment, with: 1) access to much information, 2) rapid changes, and 3) the ability to make individual and shared contributions on an unprecedented scale. To be effective people must be able to exhibit a range of functional and critical thinking skills related to relationships, information, media and technology. People must form and sustain good personal and inter-personal social and working relationships, demonstrate self-belief, confidence and self-motivation, show resilience when faced with personal challenges and setbacks, be empathetic, look at things from someone else's perspective, think ahead, look to the future and make plans for life and career and for one's family
- **Learning and thinking skills** increasingly are being recognized as the skills that separate people who are prepared for increasingly complex life and work environments in the 21st

century, and those who are not. A focus on creativity, critical thinking, communication and collaboration is essential to prepare learners for the future.

- **Work skills.** Today's work environments require far more than thinking skills and content knowledge. The ability to navigate the complex work environments in the globally competitive information age requires people to be flexible, adapt to changing situations, be creative and make their own jobs if there are few employment opportunities.

## 16.5 Strategies for Curriculum Policy Implementation

During the 5-year period of this Education Sector Strategic Plan, MOEHE will:

- Build a new national curriculum development centre with adequate working spaces for all subject panels and administration units;
- Strengthen the technical capacity of the national curriculum development centre existing staff and will hire more young professional to re-energise old capacity;
- Improve the quality of the teaching learning materials;
- Ensure close cooperation between curriculum development, curriculum delivery, curriculum assessment and monitoring and evaluation system;
- Conduct assessments in areas of curriculum objectives, content, teaching learning activities, methodologies and resources to identify gaps between what is desired and what exist;
- Carry out need assessments of the instruments that are used to measure curriculum achievement and
- Review the curriculum at all levels with the aim of making it more gender-sensitive and removal of all forms of sexism and negative stereotypes from curriculum and textbooks.

The issue of the language of instruction is addressed elsewhere in this Plan.

## 16.6 Sports and Physical Education

This is considered a crucial curriculum element, to be enjoyed by all students, contributing to their all-round development, and providing a foundation for excellence across the wide sporting panorama.

- All students must be encouraged to participate in physical education, physical activity and sports;
- A National Student Sports Policy will encompass the development, promotion and creation of initiatives and programmes for sports and physical activity in the Primary and Secondary Schools;
- Every primary school to have a Sports Teacher to coordinate and implement the school sports programme;
- All primary schools to be encouraged to hold regular sports tournaments at the district level;
- Secondary schools and other post-primary institutions to be encouraged to hold regular sports tournaments at the schools, district and regional levels;
- Encourage participation, safety and excellent performance in sports;
- Appropriate sport infrastructure will be developed;

- Participation in sports by students with special needs create positive peer interaction, empowerment, and greater self-confidence, strengthen mental and physical aptitudes, and rehabilitation will be promoted;
- Sports tournaments for students with special needs will be encouraged;
- Private schools to be involved in the nationwide education sector sporting and physical fitness regimen; and
- MoEHE will coordinate the training and accreditation of teachers as coaches and referees in various sports disciplines.

## 16.7 Cost Implications

The highest priority relates to those subject areas (such as the Somali language, social studies and some TVET skills) that are Somaliland-specific or where existing curricula cannot be satisfactorily utilised over the 2012-16 period. Support in the area of sport and physical education may also be regarded as a high priority.

Other priorities as set out in this chapter will need to be met on a carefully-designed and cost-effective basis and, provided all of the top education sector priorities have been met, development partner support will be welcomed. The cost for curricula development have been integrated into the relevant sub-sector costing; see the separate spread sheet Detailed Costing 2012 – 2016.

## 17. EDUCATIONAL MANAGEMENT

It is appropriate that the concluding chapter of this ESSP addresses how best the available and scarce resources will be managed to achieve the priority objectives for the education sector over the 2012-16 plan period.

### 17.1 Education Governance and management

The overall goal of the education governance and management is to improve the capacity of the education planners and managers to enhance access, equity, relevance and quality education for the benefit all Somaliland learners. In order to achieve this goal three main approaches to capacity building will be pursued i.e.: *formal training, mentoring and exchange programmes*. Other initiatives such as decentralisation, coordination, performance based management; team working and strategies to promote staff motivation will be also pursued and strengthened. The assumption is that the combination of these strategies will lead to prudent utilisation of education personnel, funds and equipment thus enhancing the efficiency and quality of Somaliland education system

The cross cutting themes that will run across all approaches to institutional capacity building for 2012-2016 education Sector Strategic Plan will be: *efficiency, effectiveness and quality enhancement*. In this context the concept of governance refers to the process of providing policy leadership, oversight and strategic guidance to quality education delivery, people and resource management within the education sector as well as the formulation and

implementation of sound educational policies. Education will be used as an agent of basic change in status of women in terms of decision making, leadership, roles and advanced education, including promoting female participation in educational management and governance at all levels in MOEHE

## 17.2 Capacity development

In this context capacity development will refer to all initiatives such as policies development, strategies and activities initiated by the government, MOEHE and development partners that will enable the human resource force within the MOEHE to undertake their assigned tasks with confidence and dedication. It is an important part of organisational development as it ensures effective and efficient utilisation of resources to achieve the desired goal which is to make MoEHE a professional, accountable and efficient organisation that can deliver quality education to all learners.

MoEHE's institutional capacity building objectives are:

- To strengthen or establish institutional human resource and organisational development policy frameworks to govern and manage the national education system;
- To improve the alignment between education policy and strategy formulation at central level and policy implementation and accountability at regional, district and school (institutional) level by linking administrative structures to support policy discharge and human resource development;
- To provide a comprehensive capacity development plan for all different categories of MOEHE staff
- To establish a service level agreement between the two Directors Generals (General and Higher Education) and departmental directors and Heads of Units and These service level agreements must be based on the directors work plan. Similarly the same provisions should apply between the directors and other staff. Ensure 75% delivery against the established service level agreement for all individuals must be pursued and achieved and that at least 75% overall sectoral objectives are achieved in time and within available resources;
- To strengthen the collaboration and partnership between the private sector investment in education and MOEHE;
- To identify, clarify and strengthen management roles at all levels of the education system;
- To strengthen the monitoring, evaluation, and accountability systems across the whole education sector;
- To strengthen the Education Management Information System (EMIS) and improve the use of education statistics;
- To ensure equity in resource allocation; and
- To ensure effective decentralisation and community ownership and participation.

Particular strategies related to gender comprise:

- Ensure gender mainstreaming policy implemented in all educational management levels.
- Establish gender mainstreaming monitoring and evaluation for development.
- Strengthen technical capacity of gender unit and regional gender focal points

- Promote recruitment and appoints more female head teachers, REOs, DEOs, Inspectors and HODs in the MOEHE.
- Provide additional trainings for female teachers to improve their teaching skills.
- Promotion of teacher-training programmes (both in-service and pre-service) that prepare teachers to be more gender responsive.
- Sustained advocacy with the highest level of Government to gain support for and commitment to actions in favour of girl's education.
- Establish female teachers' networks and facilitate links with international educational networks.
- Increasing the recruitment primary female teachers from 14% to 40%, of head teachers from 0.01% to 25% , of REOs from 0.1% to 10% , of DEOs from 0.1% to 10% , of Inspectors from 2 % to 25%, and MOEHE HODs from 1/8 to 3/8 over the 2012-16 period.

Internal capacity building includes staff training in order to enable them understand the key elements of the national education policy and strategic vision of the ministry for overall performance improvement and effective service delivery. The training may include administration and management for efficient implementation of the national education strategy. For external capacity building, MOEHE should formulate comprehensive guideline in working with other affiliated national institutions and international to better coordinate resources

It is very significant that the future policies and strategic goals of institutional capacity building for the next 5 years should be based on building upon the work already done and lessons learnt in the current ICDSEA programme. This programme is scheduled to end some early 2013. It currently supports the capacity development of MOEHE to reform the education sector and to model a structured, cohesive education and training system. The programme is intended to contribute to increasing the capacity of MoEHE to more effectively plan, manage and deliver formal and non formal educational services. The ICDSEA, implemented through a sector wide approach, has a focus on institutional strengthening and organisational development to underpin achieving outcomes and outputs in five key result areas in which Somaliland's MOEHE has been supporting:

- Strategic planning and policy development;
- Human resource management and organizational development;
- Financial management and planning;
- Standards-based quality assurance; and
- Gender mainstreaming and girls' education participation.

Although the scope of the ICDSEA programme covers in principle all levels nationwide, it is assumed that the present phase very limited results will be achieved at the regional, district and school levels because of the magnitude of the capacity needs at the central level. Therefore future capacity building exercises should primarily focus on regional, district and school level, and in this context it is important to see the links to the new JPLG programme.

Equally, the next capacity building interventions for the MOEHE should heavily invest in HE development because previous capacity building programmes did not address the needs of this sub-sector and the HE directorate and the CHE are both recently created institutions. Thus lacks

the necessary infrastructure and human resource capacity to govern and manage quality higher education. The rationale for this policy priority is that for the Somaliland education system to respond to the needs and the aspiration of the society, the government must invest in higher education and make it internationally competitive and relevant. The nature of relevance and the desired education is clearly stated in the Somaliland’s National Education Policy: relevant education “as that in which the content and methods are related and respond to the needs and aspiration of the society”. The policy texts further clarify the nature of this desired relevant education and what the aspiration and the vision of Somalilanders are respectively: “The government recognises the need for an education system that will provide the human resources required to match the economic growth of Somaliland in the next two decades and enable the country to realise its national vision”.

### 17.3 Regional, District and School Leadership

The Government will work towards more decentralised systems of delivery that would improve capacities of learning and training institutions in a manner that enhances their capacity to effectively and efficiently deliver quality educational services. To realise this, the MoE will focus on building the capacity of the REOs , DEOs, schools inspectors and school head teachers:

**Regional Education Officers:** Currently, there are 13 REOs appointed to each of the (newly expanded) 13 regions in Somaliland. These Officers are the managers at the regional level. They perform a vital role in ensuring that all policies on curriculum, assessment, teaching, student and staff administration, school management, and school improvement are implemented through monitoring, reporting and providing assistance to all schools in the district. They deal with the communities on all issues that may arise regarding the students, teachers or the school. In some regions provisions are made for education planners, HR, Finance and personnel officers that assist the REOs. However, it is important to note that this additional capacity mainly exists in the old six administrative regions of Maroodijeex, Sahil, Togdheer, Sool, Sanaag and Awdal regions. The other 7 new regions of Gabiley, Salal, Hawd, Oodwayne, Sarraar, Buhodle and Badhan lack this additional human resource capacity.

**District Education Officers:** Currently, there are 26 approved District Education Officers (DEOs) across all the 13 regions. These officers are charged with:

- Coordination of various sub sectors of education under their jurisdiction;
- Planning and establishing new schools including upgrading and renovating old schools;
- Planning the human resources and equitable deployment of teachers across schools;
- Monitoring, evaluating and assessing the quality of education programmes;
- Advising the REOs on all matters of education and school development.

**School management:** The School Heads and the Community Education Committees (CECs) are charged with the role of providing effective school leadership that is inspirational and that can result in excellent curriculum leadership, good resource management and public relationship. During 2012-16, the development, implementation and evaluation of School Improvement Plans will be a key activity at every school – this is considered further in the previous Quality Assurance chapter (14)



## 17.4 Current Institutional Capacity Issues

The education sector is currently confronted with the following challenges, each with management implications:

- The government education sector financing is generally poor. 7.9 % of the GDP about 8.8 million US\$. The vast majority of the funds are absorbed by teachers' remuneration which results in a situation of minimum investment in enabling structures that support the education system;
- General lack of human resource capability and capacity across the education system;
- There is clear absence of a systematic, coherent capacity development framework at all management levels of the system: REOs, DEOs, School Heads and CECs;
- Generally, education reform and change is associated with two phenomena i.e. international partners/ consultants business and or attempts to bring young professionals into top management and administration positions thus creating deep resistance from the current Heads of departments;
- Overall, the REOs DEOs are disconnected from the educational policies and strategies that are developed at central level. This makes policies and strategies implementation and accountability difficult;
- Generally, there is no common quality assurance and standards framework to follow thus encouraging ad-hoc initiatives and loop holes for laziness and inefficient practices;
- There is no service level agreement between the D.Gs and Departmental directors. Similarly, there is no service level agreement between the directors and other departmental staff. This makes policy implementation and accountability difficult.
- There are no minimum qualifications for appointment to management positions. This makes recruitment processes unclear and open to corruption and nepotism;
- Institutional management and appointment of heads sometimes experiences political interference;
- Generally there is very poor partnership between MOEHE and the private sector that delivers about 40% of education in urban centres regions;
- Very limited access and use of ICT in education management and communication;
- Heavy reliance on UN agencies and INGOs for agenda setting, so that work plans of senior staff are often determined by outside agencies rather than internal planning;
- Limited capacity to collect and use data (with a heavy reliance on outside support for data processing and utilisation, data mostly restricted to the primary sub-sector)
- Limited capacity for interpreting the national education policy documents in terms of departmental and individual actions;
- Lack of clear job descriptions and reporting lines leading to limited accountability;
- Limited remuneration, resulting in key staff focusing on activities (such as workshops) which result in supplementary payments from aid agencies and NGOs, which limits their accountability to the Ministry;
- Meetings and workshops often announced at short notice, distracting staff from their proper duties;
- Poor physical facilities, both centrally and in the regional and district offices;
- Limited human resources, with key staff inexperienced in the planning and management duties they are now required to perform, and with limited numbers of support staff;

- There is extreme gender disparity at all levels of education governance and management

Similar constraints were identified in the analysis of the UN & World Bank Reconstruction and Development Framework (RDF), which highlights the inadequate facilities in education offices, inadequate data and statistics for planning, and the inadequate funding and low planning and implementation capacity of MOE. More broadly in relation to service delivery across the sectors, the RDF notes that there are large geographical disparities in service provision, that some basic services are delivered by the private sector and NGOs, that there is no regulatory framework for public-private partnerships, and that there is limited government capacity and available financing.

### **17.5 Policies and Priorities**

During the 5-year ESSP period the Government will:

- ❖ establish an efficient institutional framework for effective delivery of education services;
- ❖ invest in the technical capacity development of the current education work force and will recruit more young professionals into the top management through a balanced approach of succession planning;
- ❖ invest in proper and adequate working environment (space) for the MoEHE staff at central, regional and district levels;
- ❖ pursue an effective decentralised education governance and management system and will closely work with the JPLG decentralisation initiative;
- ❖ identify and strengthen management roles of all levels of education system;
- ❖ strengthen the EMIS and improve use of education statistics;
- ❖ create an effective monitoring and evaluation system for the implementation and the accountability of the ESSP 2012-2016;
- ❖ promote close collaboration and partnership with the private and civil society in education service delivery.

A contingency plan has been developed setting out how education in Somaliland will respond to education emergencies such as prolonged droughts, conflicts and winds, storms and floods. Several prerequisites for rapid effective emergency responses (planning; mechanisms for rapid decision making; taking contingency actions; and the availability of standby resources, human and material) are specified. This plan will be made known, practiced and implemented as necessary across the sector during the 2012-16 period.

### **17.6 Strategies**

In order to achieve the governance and management objectives of the national education system and overcome the stated problems the government (MOEHE) will pursue the following strategies:

- ensure that all educational policies are formulated in a broader context and in deep and wide consultation with all the education stakeholders so as to minimise resistance and enhance local ownership;
- solicit additional funding to construct adequate office spaces for its staff at central, regional

and district levels

- provide CPD for both its teaching and non teaching staff;
- base planning and management of the system on well researched statistics and information;
- create Job descriptions and procedures to fulfil duties that reflect all strategic plans that have been developed at all levels from Central office to schools to indicate targets and responsibilities of each person in implementation;
- establish proper monitoring and evaluation of the system, and a school-based procedure for monitoring learning;
- set in motion the process for an enabling regulatory framework: Education acts, rules and regulations as well as mechanisms for coordination between MOEHE and its partners (only one office shall be the access point and coordinator for all NGOs funded education related programs)
- institutionalise full and regular dialogue between the MOEHE and all partners;
- manage all types and levels of education through a Sector Wide Approach (SWAP)
- streamline the Ministry's spending on Human Resources related expenses; cost-benefit analysis on employee expenses shall be undertaken every two years;
- ensure that Management and development of Human Resources Department will receive added attention in collaboration with the Administration in regards to teacher education in support of regional education offices, through: analysing of, and reporting on, human resources requirements and capacity
- facilitate service level agreements as the basis for monitoring and evaluation framework for reporting on service delivery in education by the D.G, Heads of departments, REOs, DEOs, and Head of Schools will be created. Including responses to national initiatives, such as the Free Primary Education for All Programs and the International Agencies' funded programs;
- improve the effectiveness of the teacher performance system, as part of the integrated quality management system, through working with regional and district education offices to ensure that all schools develop effective plans and schedules and undertake meaningful assessments and teacher development plans guided by Human Resources Management Office;
- Systematise the recruitment of teacher personnel and a strategy put in place to ensure that every learner has a qualified educator in the relevant subject area in time;
- An assessment of the effective utilization of teachers at schools will be undertaken and plans developed as to how schools match teachers supply to curriculum demands.
- Schools will be required to fill vacant posts within specific time's frames as allowed in the SL Civil Servant's Act and if they are unable to comply the Human Resources Department will have to fill the post on their behalf.
- The Human Resource Management Information System will be mapped out to ultimately lead to an operational database system. This system will drive the management of all aspects of HR in education sector.
- The government will ensure that educational institutions including schools are accountable to stakeholders;
- The government will ensure that schools and learning institutions are accountable for all learning outcomes
- The government will evaluate effectiveness in implementing national policies, school policies and programmes through the use of school appraisal as a tool for accountability;

- The government will ensure that internal processes of the MOEHE are effective and efficient
- The government will promote and ensure effective decentralisation of education governance system which is transparent and accountable
- The government will provide additional resources to support a functioning decentralised education system;
- The government will reinforce the human resources department at central and decentralized levels (by building their capacity) and invest succession planning project.
- Review procedures relating to the human resources Management and administration of education for their adaptation and modernization.
- Revise and update educational legislation by HRM office the Law Review.
- Teach school management and administration to all teachers, and ensure that school heads regularly undergo special training on HRM.
- A profile of the teacher utilization by subject and qualifications will be produced by the end of every other year.
- Schools will need to report on the quality of applicants for posts and where no suitable applicants are available channels will be opened for them to recruit educators from outside their regions.
- Establishment and enforcement of mechanisms to ensure that educational institutions are more protective of girls, including improving security for girls at Educational institutions as well as during their trips to and fro.

### **17.7 Cost Implications**

The bulk of the expenditure on educational management will be the remuneration of government officers which will be derived from the MOE budget. Specific projects that support effective educational management – including its efficient decentralisation – will merit support and should be planned and implemented on a cost-effective outcome-oriented basis.

The total costs for the current year are estimated as US\$ 1.5 million, and for the full reform period US\$ 9.8 million have been anticipated (see the annexed Detailed Costing 2012–2016 spreadsheet).