

Final Draft

Puntland Education Policy Paper (PEPP)

Approved by Both council of Ministers and Parliament of Puntland.

2005.

Abbreviations

BED	Basic Education Division
CEC	Community Education Committee
CEITEED	Curriculum, Examinations Inspectorate, Teacher Education and Extra – Curricular Activities Division
CfBT	Centre for British Teachers
DG	Director General
DPARPGI	Division of Planning, Administration, Research and Puntland Gender Institute
DTED	Department of Teachers Education
ECD	Early Childhood Development
EMIS	Education Management Information System
ESC	Education Sectoral Committee
FDI	Foreign Direct Investment
GNP	Gross National Product
PRG	Puntland Regional Government
GTTC	Garowe Teacher’s Training College
ISPs	Internet Service Providers
IT	Information Technology
MOE	Ministry of Education
NFE	Non-Formal Education
NGO	Non-Governmental Organization
PARGID	Planning, Administration, Research and Gender Institute Division
PCC	Puntland Community College
PEC	Puntland Examination Council
PEPP	Puntland Education Policy Paper
PGI	Puntland Gender Institute
PIE	Puntland Institute of Education Department
PREC	Puntland Regional Examinations Council
PRG	Puntland Regional Government
PPED	Post Primary Education Division
PSCE	Puntland Secondary Certificate Examination
PSLE	Puntland School Leaving Examination
PTED	Puntland Teacher Educational Department
SACB	Somalia Aid Co-ordination Body
TVET	Technical/Vocational Education and Training
UNDP	United Nations Development Programme
UNESCO-PEER	United Nations Educational, Scientific & Cultural Organization – Programme of Education for Emergencies and Reconstruction
UNICEF	United Nations Children’s Fund

Part 1. Rationale for Developing a Puntland Education Policy Paper (PEPP)

Education is now globally recognized as one of the most potent instruments for nation building and social reconstruction. It is with this realization in mind that Puntland is in the process of developing an educational policy to guide the state's education process. As the state embarks on the path of reconstruction and economic development after years of civil war, enhancing the provision of education and literacy is considered a basic building block for development, particularly in terms assuring quantity, quality and relevance. Such a critical enterprise calls for clear guidelines and coordination. The education sector therefore requires a long-term development vision that establishes a clear set of policy priorities and defines the relevant sectoral directions and reforms.

A second set of justifications relate to gender and equity concerns. Women, minorities and vulnerable groups have not received adequate educational provisions in Puntland. A gender sensitive national education policy, which aligns with global standards such as those outlined in the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), is therefore needed as the region embarks on systematic human resource development and social transformation. Such an education policy would ultimately lead to the elimination of other discriminatory practices against women, which emanate from the wider society but rebound in schools. Similarly, the policy must be sensitive and respond to the rights and needs of minorities and other vulnerable groups.

Finally, the war and its aftermath have created the following problems: limited and unequal access to education, skewed heavily against the rural poor and girls; poor quality of educational provisions; an unresponsive school curriculum; absence of standards and controls; inadequate management and planning capacity; a weak financial base; and the existence of numerous and poorly coordinated educational provisions. A policy framework is therefore required to help the state address these constraints. It is only when such a policy is in place – and is based on the pillars of functionality and relevance – that education can realistically contribute to the attainment of national goals and objectives.

1.1 National Goals.

The educational goals of Puntland derive from the broad national goals of the Somalia.

These goals are:

- To build a modern society based on the rule of Law
- To promote the diffusion and practices of genuine Islamic principles and values
- To establish democratic governance emanating from the free expression of popular will and sovereignty
- To seek to attain the mastery and application of scientific, technological and managerial knowledge and skills for the purpose of development
- To protect and foster human rights and freedom.
- To promote social justice and national unity
- To create an enlightened society made up of individuals with correct social values and attitudes and who are committed to the preservation and enrichment of cultural values and tradition based on Islamic principles

- 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 Somalia becomes a useful member of the international community and contributes to human progress and welfare.
- To encourage nation-wide the acquisition of literacy, numeracy and life skills
- To encourage individuals to develop their full potential to enhance their ability to contribute to the society in return
- To promote within the society a sense of responsibility for peace and improve human relations at the community, national and international levels

1.2 The Puntland State Vision on Education.

Pursuant of these broad national goals, the goals of education in Puntland are to:

- Contribute to the development of a society committed to the preservation and enrichment of the cultural values and traditions based on genuine Islamic principles.
- Encourage acquisition of literacy and numeracy as well as mastery and application of scientific, technological and managerial knowledge and skills.
- Encourage the acquisition of key life skills for full self development and actualization of the individual's potential and for the purpose of state development and participation in the global economy.
- Foster ability for logical thought, critical judgment, self expression and self reliance.
- Promote learners' growth into strong, healthy, mature, useful and well adjusted members of society with positive attitudes to gender and other family life issues.
- Open the doors of opportunity and growth to all irrespective of gender, region or religion
- Cultivate national consciousness and unity in the minds of the children at an early age and enhance a spirit of patriotism for Somalia in general and Puntland in particular as well as a desire for its sustained integration, stability and prosperity.
- Inculcate knowledge, skills and attitudes which will enable Somalis protect and improve the environment so as to pass it on as a safer and better heritage to future generations.
- Promote the acquisition of attitudes and skills in Somalis in such a way as to make Somalia an active and effective member of the international community, which contributes to human progress and development.
- Inculcate skills and attitude which foster the growth of a sense of social justice, responsibility and the value and virtues of peace.
- Inculcate an appreciation and respect for the dignity of labour in the context of the region's socio-economic and environmental needs.

1.3 General provisions

The Puntland state is:

- Committed to the Principle of Education for All irrespective of sex, religion, clan or class
- Committed to increasing access and retention in education for all, especially girls and marginalized populations
- Committed to the principle of affirmative action in education to increase access for disadvantaged or under-represented groups.

The Government recognizes Education as a joint enterprise between itself, communities, civil society, the private sector and parents. The Government will therefore put in place measures and incentives designed to encourage the active involvement of these stakeholders in the provision of educational services

The Government will take steps to recognize and facilitate private sector investments and provide necessary regulatory frameworks to encourage such investment.

The Government of Puntland is also committed within these general provisions to the following areas:

Girl education
Life skills education
Education for nomads and other disadvantaged groups
Education of children with special needs

Girls' education

Increasing access and participation of girls in education is a state priority.

Consequently, the Government will pursue the following strategies to ensure that more girls are enrolled and retained in Punt land's primary schools:

- Intensification of awareness raising and sensitization campaigns at home, the community level, the school and the world of work.
- Sustained advocacy at the highest level of Government to gain support for and commitment to actions in favor of girls' education.
- Creating an enabling learning environment for girls by ensuring that there are adequate and relevant facilities, such as separate latrines for girls, in all primary schools and putting in place facilities that allow girls some level of privacy.
- Promoting teacher-training programmes that prepare teachers to be more sensitive to the needs of girls.
- Review of the primary school curriculum in order to make it more gender-sensitive.
- Removal of all forms of sexism and negative stereotypes from the school curriculum and textbooks.
- Putting in place and enforcing mechanisms to ensure that schools are more protective of girls, including improving security for girls at school as well as during their trips to and from school.
- Introducing/strengthening programmes of financial incentives for girls from the most deprived backgrounds as well as other incentives to help retain those enrolled in school.
- Enactment of legislation aimed at safeguarding the educational interests of girls, including a ban on early marriage.
- Recruitment of more female teachers, head teachers and other educational administrators at all levels of the system to provide role models for girls and to provide support for the specific needs and concerns relevant to girls.
- Strengthening representation of women in school and other local, district and management committees.

- Supporting measures that allow girls to get back into school in the event that their schooling was interrupted by early and/or unplanned pregnancies

At the secondary school level, government will continue to adopt similar strategies to attract and retain girls in secondary schools given the major socio-economic benefits of girl's education at this level.

The Government will also support the participation of nomadic youth, economically disadvantaged youth and youth with special needs in Secondary Education through the establishment of secondary schools in nomadic areas, the provision of sponsorship/bursary schemes for needy students, and through measures designed to promote the integration of students with special needs into mainstream education. These measures would include the development of secondary schools physical facilities with consideration for learners with disabilities and the posting of special training of special education teachers for secondary schools.

Life skills education

Given the importance of life skills, the Government will ensure that life skills are infused across all subjects in the primary and secondary school curricula.

The life skills curriculum will be socially relevant as well as culturally and gender sensitive. It will expose learners to current issues of global and regional concern such as HIV/AIDS awareness creation and behavior change, gender issues, sexuality education, assertiveness training, respect for others, tolerance, substance abuse, environmental management and coping skills.

Specifically with regard to the need for awareness creation and behavior modification in response to the HIV/AIDS pandemic, the Government will ensure that HIV/AIDS and other reproductive health issues are incorporated into the curriculum through selected carrier subjects in the shortest possible time.

The Government will also support the provision of guidance and counseling on family values and sexual and reproductive matters to learners, and the integration of life-skills education in teacher education programmes.

The Ministry of Education (MOE) will also support the design and implementation of a life skills curriculum at the secondary school level. Beyond the dictates of improving learners' personal and social skills through appropriate life skills education at this level, secondary education sub-sector in Puntland will play a critical role in averting the dangers related to the HIV/AIDS pandemic, as these schools play host to the age bracket (14-19) most prone to these epidemics. Accordingly, special attention will be given to creating higher levels of awareness on HIV/AIDS prevention and behaviour change in learners at this stage so that they can also serve as change agents with parents and communities within reach of every school. This life skills curriculum will also include modules on substance abuse, behavioral skills, family life education, assertiveness and other related topics.

Education for children of nomads and other disadvantaged groups.

The Government will expand educational provisions for children of nomadic and rural communities and children in Internally Displaced Persons (IDP) camps in a bid to ensure equity and participation for all in access to education.

To this end, the Government will:

- Mount/strengthen sensitization and civic education programmes among parents of nomadic children/IDPs, local leaders, school teachers and the state leadership on the value of promoting education among nomadic communities.
- Introduce/strengthen targeted scholarship programmes and other incentives such as feeding programmes for the neediest nomadic children/IDPs.
- Introduce a relevant incentive package to encourage teachers to work in remote rural areas.
- Strengthen representation of nomadic parents in committees that manage education at all levels of the system. (Establishment of “mobile” schools where feasible.)
- Mount/strengthen non-traditional methods of delivering education to nomadic communities/ IDPs including use of radio and satellite broadcasting and pre-recorded lessons/modules.
- Support widening access to secondary education for disadvantaged communities and households, internally displaced segments of the population, girls and the handicapped as a way of promoting social equity and providing life chances for an increasing number of youth.
- Make provision for the needs of children with special education talents and see that these children develop their talents to the fullest.

Children with special education needs.

The Government will establish a special needs education support system including the provision of appropriate learning materials and a barrier-free environment within school compounds used by children who are blind, deaf, mentally handicapped and physically handicapped to meet the needs of the physically challenged child.

The Government will enact appropriate building regulations that ensure that the designs of new schools take account of the special education needs children and promote an integrated system whereby children with mild disabilities are taught in regular schools

The Government will also establish/strengthen institutions for children with severe and profound disabilities.

Provisions will be made to meet the educational needs of children in need of care and protection – in particular children of the displaced and returnees; street children; child labourers, militarized children; children of coastal fishing communities and children from urban and rural economically disadvantaged communities – through the development of a multi-pronged approach to education provision which, along with education, will include financial support, counseling, shelter, food, clothing, recreation and medical care.

1.4 Structure of the Puntland Education System

The education system of Puntland comprises two years of Early Childhood Development (ECD), eight years of primary education (four years of lower primary and four years of upper primary) and four years of secondary education. University education will comprise an average of four years (see Figure 1). In essence, the education system in the Puntland State can be described as a 2-4-4-4 system. The policy also recognizes non-formal and technical and vocational education as integral parts of the Puntland Education System.

The Government recognizes the existence of Koranic schools that focus on teaching basic Islamic values and early literacy in Arabic to young children.

The Government, however, also recognizes the limitations of these establishments and is committed to improving teaching and learning in them as well as to widening their curriculum and quality.

The Government will ensure that Koranic schools are regularly supervised and supported.

ECD, primary education and non-formal education programmes fall within the category of basic education. Basic education equips learners with the essential skills of literacy and numeracy upon which other learning and skills can be built. Koranic education will form a component of ECD

ECD is offered to children in the 0-5 age bracket. The focus of ECD is on stimulating and developing the cognitive, affective and psycho-motor skills of the young child and his/her holistic development.

ECD will also prepare children for school and ease the transition from home to primary school

Primary school education is generally offered to learners in the 6-14 year age bracket.

The primary education level is comprised of a four-year, Grade 1-4 elementary cycle and a four-year Grade 5-8, intermediate cycle. The Puntland Primary School Leaving Examination (PSLE) assesses the completion of this stage and determines entrance into secondary school.

Non-Formal Education (NFE) refers to a broad set of learning opportunities that are offered to young persons and adults. These include vocational skills training, adult literacy, community health education and agricultural extension activities.

Secondary school education is offered for four years to learners in the 15-18 year age bracket and leads to a Puntland Secondary School Certificate Examination (PSCE). The broad aims of secondary education are two fold: (a) to provide its beneficiaries with the knowledge to pursue further education; and (b) to enable them to acquire basic life skills required to earn a living.

Tertiary education refers to education offered on completion of secondary education. The purpose of tertiary education is to assist the Puntland State meet high level of human resource requirements for all sectors of the economy. Teacher Education is grouped for convenience under Tertiary education.

Technical/Vocational Education and Training (TVET) is designed to contribute to occupational proficiency through the inculcation of appropriate skills and training in the development and application of indigenous technology. It also responds to the basic occupational needs of its recipients.

1.5 Language of Instruction

Somali, Arabic and English are the recognized official languages in Somalia.

The medium of instruction in primary education from Grades 1-8 is Somali. English will be introduced as a subject from Grade 3.

The medium of instruction (except for in Islamic, Somali and Arabic languages studies) at the secondary school level will be English. Arabic and Islamic studies will be taught in the Arabic language through all grades.

The medium of instruction for tertiary education, except for Arabic and Faculty of Sharia, will be English.

Given the important role that language plays in national and cultural development, active encouragement will be given to the promotion of Somali language and culture at all levels of education.

The Government also recognizes the need for a language of communication with the outside world. Consequently, the Government will actively support the teaching of English and Arabic as international languages. In this regard, English language teaching will be encouraged as a tool for accessing the technologies of the world, whilst Arabic teaching will be encouraged for its cultural, commercial and regional importance and as a vehicle for the primary religion of the state, Islam.

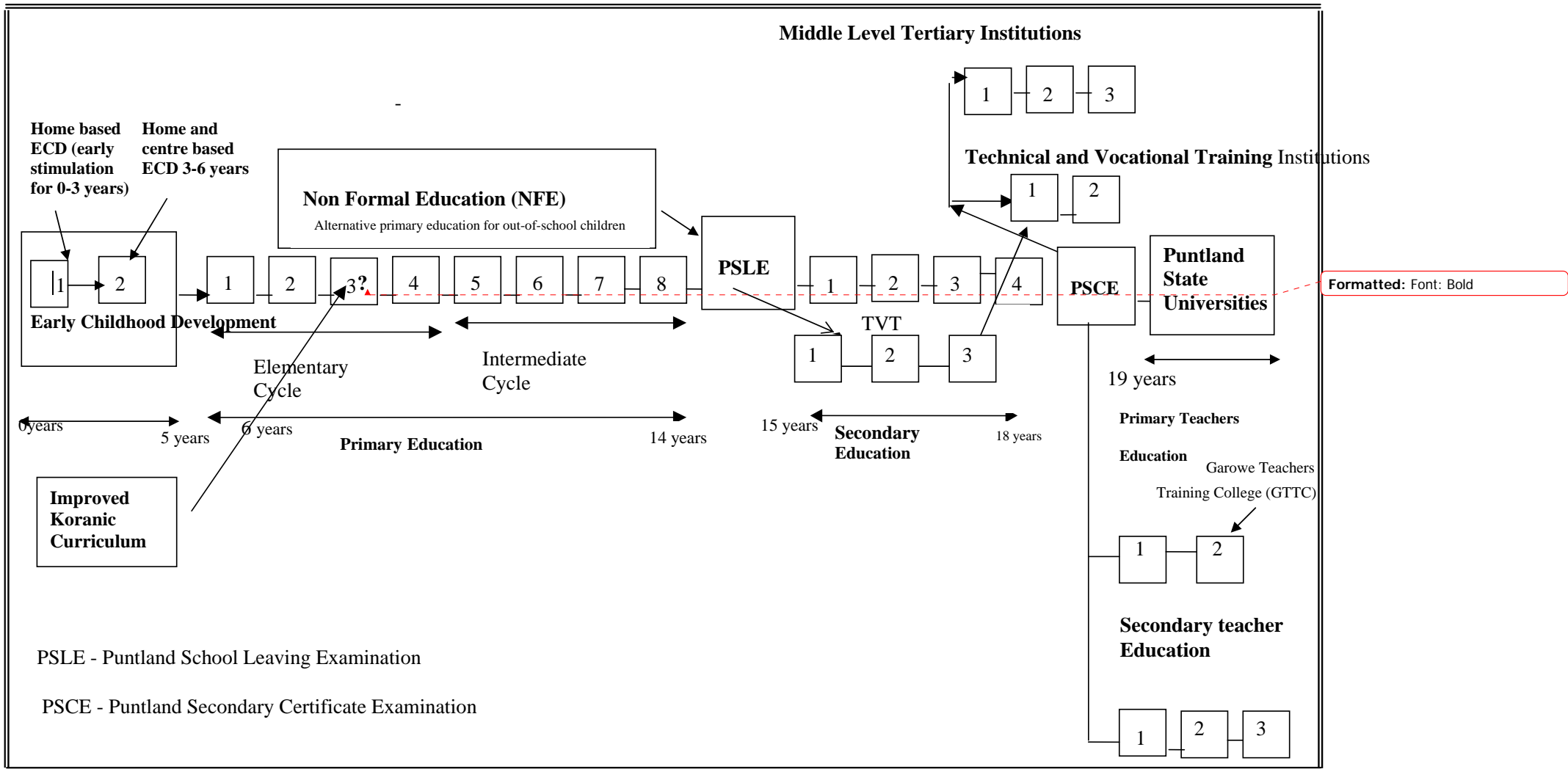


Figure 1 Proposed Structure of the Puntland Education System

PART II PROPOSED POLICIES AND STRATEGIES

2. Education Objectives, Curriculum and Coverage

2.1 Early Childhood Development (ECD)

Objectives

The objectives of ECD are to:

Promote the holistic cognitive, emotional, social and psycho-motor growth and development of the young child. ECD will aim to foster the holistic development of children in an environment in which children feel secure, are stimulated and have opportunities to play, explore and develop.

The ECD curriculum will provide for cognitive stimulation and inculcation of psycho-motor skills. It will also foster the development of early affective skills using culturally appropriate learning activities.

Emphasis will also be put on good hygiene and sanitation practices, proper feeding, adequate nutrition, immunization and growth monitoring as well as on the enhancement of existing positive cultural child-rearing practices.

Somali language will be the medium of instruction.

The Puntland State government intends to initiate and strengthen the ECD system. To do this, it will:

- Promote the growth of a home based ECD programme to reach parents and care givers in their homes as well as in the ECD centers for 0-5 year old children.
- Support children and care givers, particularly mothers, so that children under their care are well nourished and healthy.
- Provide integrated care, support and nurturing that meet the psycho-social, health and educational needs of children through activities that encourage play, exploratory behavior, early cognitive growth and manipulation of objects.
- Encourage communities to play active roles in the development of local structures for the better care of young children, including the training of parents and other caregivers on how to provide opportunities for their children in developing life skills such as feeding themselves, washing, dressing and problem solving.
- Encourage communities to set up ECD centers in urban and rural locations including nomadic areas.
- Support the development of a multi-sectoral approach with regard to the provision of ECD that involves the MOE, health workers, local authorities, development partners and the private sector.
- Infuse major elements of ECD into the Koranic education curriculum for children in this age bracket.
- Ensure the development of appropriate linkages between ECD and primary school education.

Primary Education

Objectives

The main objectives of primary education are to introduce the child progressively to the world around him and her and to lay a solid foundation for future learning.

Primary education will:

- Promote learners' growth and acquisition of spiritual, cultural and intellectual values and adaptive attitudes to life based on Islamic principles and ethics.
- Inculcate basic literacy, numeracy, and reinforce communicative and manipulative skills.
- Foster the growth of desirable civic qualities of tolerance, respect for others, maintenance of peace and patriotism.
- Stimulate learners' desire for knowledge and lay the basis for future learning.

Policy direction

The Regional government is committed to the following policy objectives:

- Improvement of the participation of children aged 6-14 in primary education to at least 50% by 2014.
- Improvement of the participation of girls enrolled in primary education from the current estimate of 36% to 50% of total primary school enrollment by 2014.
- Improvement of the participation of children from nomadic/rural communities from the current estimated 4% to at least 25% of the total primary school enrollment by 2014.
- Improvement of the overall participation of children with special needs in primary education.
- Improvement of the overall participation of socially/economically disadvantaged children in primary education.
- Consolidation of the access gains made by reducing drop out and repetition rates especially among girls.

These policy objectives will be pursued largely through:

- Creation of awareness among parents and local leadership to place more value on education.
- Support to school construction, rehabilitation and expansion on the basis of school mapping.
- Establishing appropriate incentives to encourage more participation of communities, organizations and other non-state providers in the provision of educational services.
- Improving the relevance of primary education curriculum
- Support to the production of the right number of quality teachers for the primary education sector.
- Providing the correct level of financial support and incentives to the primary education system.

Curriculum of Primary Education

There will be nine compulsory subjects in primary education. They are: Arabic, Islamic studies, Somali, mathematics (including business education), science (health, environmental education and agriculture), social studies (including history, geography and civics), English, physical education and art and crafts. Lower and upper primary pupils will be taught for 36 and 42 lesson periods (each of 35 and 40 minutes) respectively, per week. The language of instruction will be Somali in subjects other than Arabic and Islam; English is taught as a subject from Grades 2 to 8.

The Government will take steps to expand access for all children of primary school age as well as to improve the quality and relevance of the education of the recipients.

The teaching methodology in primary school will incorporate modern approaches that focus on participation, problem solving, active enquiry, creativity and socialization.

The Government encourages the active and effective teaching of arts and crafts in the lower primary grades as a key means of stimulating local culture practices as well as the mental and physical development of the child.

Primary school education will also encourage the physical development of the child through sports and other relevant cultural activities.

2.3 Secondary Education

In addition to the broad aims of secondary education mentioned in section 1.4, the objectives of secondary school education are to:

- Facilitate all around development of students spiritually, mentally and morally according to the norms and principles of Islam so that they can make positive contributions to the development of society.
- Equip learners with appropriate skills and attitudes to enable them to achieve a better understanding of the world around them.
- Equip learners with appropriate knowledge, skills, attitudes and insights that will empower them to realize their full potential.
- Develop critical thinking and problem solving abilities in the students.
- Promote attitudes related to patriotism, co-operation and adaptability.
- Develop the knowledge base for students' access to tertiary education within Puntland and abroad.
- Equip students, for whom the secondary education may be terminal, with functional skills to enable them earn living

To attain the above objectives, ten subjects are taught in secondary schools, namely: mathematics, physics, chemistry, biology, Somali, Arabic, Islamic studies, English, physical education, geography and history. All subjects, with the exception of physical education, are compulsory. Except for the Somali and Arabic languages and Islamic studies, the English language will be the medium of instruction in secondary schools. Each school week will be comprised of 40 periods of 45 minutes each.

Policy Directions

The Government will actively work to expand and improve access to and the quality of Secondary Education with the following key policy objectives:

- Increase of the participation of youth aged 15-18 in secondary education to at least 20% of the total age group by 2014.
- Increase of the participation of girls enrolled in secondary education from the estimated 10% to 30% of total state secondary enrollment by 2014.
- Improve the overall participation of male and female youth with special education needs in secondary education.
- Improve the overall participation of nomadic communities and vulnerable and economically disadvantaged male and female youth in secondary education.

The Government will embark on a campaign to increase access to secondary education through a deliberate policy of school construction and the training of secondary school teachers.

The Government will also embark on a policy of school library construction and ensure that every secondary schools has functional library

The Government will see to the Provision of a conducive learning/teaching environment in schools through the construction of more learner-friendly blocks and through the provision of adequate and separate latrines for female and male students.

To encourage a culture of reading, the government will establish libraries in all secondary schools and see that these are fully equipped and staffed.

To ensure the psycho-social and full development of secondary school children, the government and communities will work together to provide recreational materials and facilities in all secondary schools

2.4 Tertiary Education

Tertiary education in the context of Puntland will include university education, education offered through diploma-level institutions such as community and teacher colleges.

Tertiary education aims at:

- Producing high level human capital needed for accelerating the socio-economic development of the state.
- Providing knowledge, skills and services that will help to solve the human resource problems facing society.
- Tapping universal knowledge, including key technological advances, with a view to harnessing it for state development.
- Developing, advancing, preserving and disseminating knowledge and other desirable values.
- Developing and nurturing creativity and critical thinking among students.

- Undertaking research to contribute to existing knowledge in the world and to solve immediate problems within society.

The main policy objectives for tertiary education will be geared toward promoting equitable access to higher education and to improving the quality and relevance of available higher education programmes.

Policy direction

The key policy objectives to be pursued by the Government with regard to expanding access of young adults aged to higher education opportunity are:

- Improving the percentage of young adults aged 19–22 enrolled in tertiary education institutions to at least 10% by 2014.
- Improving the percentage of female students in tertiary education institutions to at least 40% the total tertiary education population by 2014.
- Improving the overall participation of young adults (male and female) from historically and economically disadvantaged regions and social groups in tertiary education.

Access of young adults to higher education will be promoted through the expansion of existing tertiary institutions and establishment of new ones. This will be subject to the availability of funds.

The Government will encourage more female participation at tertiary level through a series of incentives, including bursaries and affirmative action in the area of admissions.

The Government will put in place measures to improve the participation of young adults from remote regions and other marginalized social groups.

Specifically, the MOE will aim at introducing a quota system targeting the recruitment of economically, socially and physically disadvantaged/handicapped young adults to higher education institutions and introducing an appropriate scholarship programme for disadvantaged social and regional groups.

Quality and relevance of tertiary education programmes will be ensured through the design and review of teaching and research programmes that closely respond to the needs of Puntland.

The Government will strengthen institutional management and planning capacities in tertiary institutions.

In order for the tertiary education curriculum to be relevant to the needs of Puntland, the Regional state will:

- Promote the establishment/strengthening of programmes that reflect the economic potential of Puntland such as marine, geological and livestock sciences and business studies, among others.
- Require established and new institutions to strengthen programmes on general education to ensure that graduates receive a well-rounded education.

- Encourage institutions of higher learning to strengthen links with the private sector and civil society in order to promote responsiveness of training and research programmes.
- Invest at least 25% of the tertiary education budget for teaching and research, scholarship programmes, etc, in areas deemed to be most relevant to regional development.

The Government will also rationalize courses in universities to minimize duplication of courses and wastage of resources.

Tertiary education will have an adequate life-skills curriculum as an essential part of a general studies component that will address issues of HIV/AIDS awareness creation.

The Government will encourage tertiary institutions to develop their learning environments, programmes and facilities to cater for the needs of students with physical disabilities.

Recognizing that much of the progress made in the areas of access, relevance and quality will depend on the extent to which the tertiary education sub-sector is well managed and its resources prudently managed, the Government will:

- Allow tertiary institutions autonomy with regard to their governance
- Enact appropriate legislation on the acceptable relations between government and higher education institutions including detailing levels of responsibility and accountability
- Establish a commission for tertiary education institutions to coordinate and regulate higher education development
- Support progressive widening of university curricula and put in place facilities that will enable them to support higher degree studies and research

2.5 Non-Formal Education (NFE)

Four main reasons justify the provision of NFE in Puntland. First, the country has a significant number of children and adults who missed out on formal education during the civil war. Second, enrollment rates at the primary school level are extremely low and a large proportion of children are not accessing education. Third, many primary school pupils, particularly girls, drop out before attaining a sustainable literacy level. Fourth, Puntland's basic education system has never reached the majority of the population and subsequently many adults are illiterate.

It is the desire of the State of Puntland to provide basic education to all of its citizens as a fundamental human right and as a means of achieving its economic and social development goals.

Objectives of NFE

NFE aims at:

- Increasing the access and participation of out-of-school children in basic education offered in primary schools but delivered flexibly with programmes such as distance learning.
- Imparting functional literacy and numeracy skills to youth and adults.

- Promoting acquisition of knowledge and skills equivalent to primary formal education.
- Inculcating life skills, positive attitudes to work, promoting a culture of peace and developing appropriate responses to social problems such as HIV/AIDS.
- Facilitating the development of economic opportunities through improved entrepreneurship and production skills.

The emphasis for the NFE system will be on improving access for out-of-school children, youth and adults as well as enhancing the quality and relevance of education offered to them.

In order for NFE to play its role in enhancing the acquisition of relevant knowledge, attitudes and skills for the out-of-school children and other relevant groups, the MOE will:

- Develop NFE programmes as an alternative form of primary education for out-of-school children.
- Promote NFE programmes for females
- Actively encourage nomadic children to enroll in NFE programmes.
- Improve access to NFE programmes for learners with special needs
- Raise the state literacy level from the current 26% to 50% by 2014.

The Government will actively promote the provision of functional literacy programmes for children who never had the chance to enroll in primary school or those who prematurely dropped out of the primary school system.

The Government will strive, through NFE provisions, to enhance the re-integration/re-entry of drop-outs back into the primary school system. To this end, the Government will ensure that links are forged and maintained between NFE offerings and offerings at the primary school level.

In centres where Koranic education is widely offered and embraced, the MOE will facilitate the diversification of the Koranic curriculum to incorporate selected NFE learning activities.

Female participation in NFE

Special attention will be given to improving the provision of female NFE programmes through providing functional literacy for out-of-school girls and women and through the establishment of a variety of NFE centers in the State to cater for their various education needs.

NFE for nomadic communities

The Government will use NFE as one tool for addressing the problems affecting nomadic communities and integrating them into the mainstream society.

The Government will provide flexible schooling at NFE centers to allow nomadic learners to attend at convenient times.

The Government will identify mechanisms for having nomadic children that are in NFE programmes filter into the regular primary schools.

The Government will support the development of a flexible NFE curriculum to reflect the cultural context of nomadic communities.

The curriculum offerings in NFE will focus on functional literacy, numeracy and life skills. Life skills will have a special emphasis on HIV/AIDS awareness creation and will form an essential component of the NFE curriculum.

Other components will include HIV business education, health education, environment and vocational skills. The MoE will support the improvement of the ability and pedagogical skills of literacy facilitators to transmit the life-skills curriculum.

To ensure the success of the NFE programmes, the Government will actively support the recruitment and training of an adequate number of qualified NFE teachers/ facilitators, paying special attention to the need to recruit female teachers and facilitators. The Government will also support the establishment of a good welfare package and incentives for NFE teachers in order to retain and motivate them and enhance their productivity.

The Government will set up standards and evaluate the performance of NFE programmes and develop an academic equivalency programme targeting children and adults who wish to obtain primary and secondary equivalent certificates in consultation with the certifying bodies in Puntland.

2.6 Technical/Vocational Education and Training (TVET)

Technical/Vocational Education and Training (TVET) will be offered at both the post-primary and post-secondary levels. The objectives of technical/vocational education and training at both the post-primary and post-secondary levels are to:

- Provide training opportunities for school leavers to enable them be useful citizens and self supporting.
- Provide a technical/vocational education and training which is relevant to the industrial, commercial and economic needs of Puntland.
- Reduce disparities through increased training opportunities for females, the handicapped and learners from disadvantaged communities.

The Government will encourage the construction and equipping of vocational training centres in key locations and towns with a view to increasing the quality, relevance and functionality of their offerings. Due emphasis will be given to the training of artisans, craftsmen, women and technicians and appropriate curricula reflective of local realities and needs will be developed for each of these. The Government will encourage the private sector, particularly the manufacturing industry, to provide services in this area

Policy direction

The MoE is committed to expanding access and equity in TVET and will take measures designed to:

- Improve the participation of primary and secondary school leavers in technical and vocational institutions to at least 30% of the total post-secondary enrollment by 2014.
- Improve the participation of female school leavers to at least 50% of the total TVET enrollment by 2014.

To this end, the Government will encourage increasing enrollments in existing vocational centers and training institutions. It will upgrade and expand some of the existing TVET training institutes to offer courses for crafts, technicians and technologists and it will develop a framework that will attract and support the participation of the private sector in the provision of TVET programmes.

The Government views the growing involvement of private sector in TVET as a positive development.

Gender gaps, which are very acute in the TVET sub-sector, will be addressed through:

- Provision of better facilities for the teaching and learning of science subjects and mathematics in primary and secondary schools.
- Provision of adequate opportunities for girls to identify with female role models in science, mathematics and technology-based careers.
- Provision of sponsorships for needy girls in science, mathematics and technology careers.
- Encouragement of girls to develop interest in science and mathematics while in school.
- Discouraging women entering TVET institutions from clustering around stereotyped and arts-business-commerce based courses.
- Application of affirmative action policies for enrollment in TVET institutions for female students.
- Provision of bridging courses in mathematics and science subjects for secondary and primary school leavers to enable women with a weak academic background to catch up with the more educated students.

The Government will also encourage employers to introduce attractive terms and conditions of service for TVET graduates as one way of promoting and sustaining the gains of expanded access in TVET. A programme of sponsorships/bursaries for TVET trainees, especially women and learners from economically disadvantaged backgrounds, will also be embarked upon, together with the establishment of gender responsive guidance and counseling units in TVET institutions to promote retention of learners.

The Government will develop TVET curricula and constantly review them.

Every effort will be made to improve the quality and relevance of the TVET system through the review and revision of the TVET curriculum to reflect the needs of Puntland and the trainees and through the incorporation of an adequate life skills curriculum within

its offerings.

The MoE will put in place measures for the establishment of standards and performance evaluation mechanisms for TVET graduates.

To ensure that TVET institutions are adequately staffed by academically and professionally competent instructors, the Government will embark on the development of a strategic plan for TVET teacher education and development.

The Government will also establish a technical teacher training college and put in place attractive pay packages and related terms and conditions of service for TVET instructors.

One of the causes for lack of professional commitment in TVET institutions is the scarcity of teaching/learning materials and equipment. To overcome this problem, the MOE will support the establishment of instructional resource centers. The training of TVET instructors, through pre-service and in-service schemes, will contain learning experiences that will enable them produce their own teaching and learning resources from the local environment. The Government will also encourage TVET institutions to produce low cost appropriate technology learning/teaching materials as well as gender sensitive technical teaching and learning materials that take into account both women's and men's indigenous knowledge and expertise.

To streamline standardization as well as the performance evaluation of TVET institutions, the following strategies will be pursued:

Establishment of a TVET unit within the MOE to deal with issues related to standardization, assessment, evaluation, equivalence and certification.

Gathering of gender analytical information and sex desegregated data related to student enrollment, staffing, course offerings, status of facilities and linkages within the labour market.

Development of evaluation models that will incorporate testing of skills related to the world of work.

Establishment of measures for assessment and certification of learning for all levels of technical education.

2.7 Teacher Education

The goals of teacher education will be to produce teachers with adequate levels of professional skills and commitment to transmit desired knowledge, attitudes and skills to learners.

The scope of the teacher education will cover:

- Training of Primary School teachers.
- Training of Secondary School teachers.
- Training of NFE teachers.
- Training of TVET teachers.

The minimum qualification for teaching at the secondary school level will be a degree in education obtained after four years of study in university

The Minimum qualification for teaching at the primary school levels will be a certificate in education obtained after two years of study in a teacher training college, on completion of secondary school examination

Being aware of the existing low professional and pedagogical skills among the teaching force, the Government will put in place a robust system of in-service training to actively upgrade the skills of serving teachers

The curriculum of teacher education will include:

- Principles of instructional design
- Principles of teaching methodologies
- General class management
- School administration

Based on the current realities and the teacher pupil ratio of 1:50, the policy objective in teacher education is to produce 2000 teachers by the year 2014.

Since the quality of education is dependent on the quality of teachers, the Government will actively recruit and train teachers that can function effectively in the delivery of quality education to all pupils. The Government will work towards the provision of an adequate number of professionally qualified teachers.

Specifically, the Government will embark on and support a sustained campaign of pre-service and in-service teacher education programmes with a view to providing an adequate number of qualified teachers and improving the skills of existing teachers. To this end therefore, the Government will provide short school-based support programmes and longer in-service workshops focusing on areas of specific difficulty during the vacations. The Government will also regularly mount English language training courses for primary and secondary school teachers in general with a particular focus on English language teachers.

The Government will also establish at least one or two (2-3) year teacher training colleges and improve the conditions of service for school teachers.

The Government will ensure that a gender component and analysis is introduced into the pre-service curriculum and pedagogy in all teacher training colleges.

The Government will ensure continuous improvements in the conditions of service of teachers as a way of attracting quality entrants and reducing attrition within the teaching force. To this end, a Teachers' Service Commission will be established in the MoE and charged with evaluating the conditions of service for teachers.

A teachers' register will also be established in due course and minimum basic conditions for registration established and enforced. Specifically, the MOE will develop and implement a regional strategic plan on teacher education and development and establish a Department of Teacher Education (DTE) to co-ordinate all matters related to teacher

training and recruitment; the DTE will also define state standards for teachers, training and certification and will be responsible for providing ongoing supervision, support and guidance for teachers and will oversee in-service training.

The Government will establish one teacher training college in Garowe in the immediate term and make plans to establish teacher training institutions in other regions in the long term.

The Government will also put in place a “crash” in-service teacher training program for the production of teachers exploiting both conventional and distance education delivery modes.

The Government will design and implement a system of teacher support with the aim of ensuring that all teachers have the required teaching/learning materials, are able to upgrade their skills on a regular basis and have the opportunity for upward mobility within the teaching profession.

The Government will promote the formation of teachers’ professional associations to provide teachers with an avenue for expressing their professional concerns to the Government, parents and other relevant education stakeholders groups.

The Government will also ensure equitable and sustainable deployment of teachers across districts and schools.

2.8 Education Management, Planning and Finance

MOE is reorganizing itself to attain efficiency in delivering educational services. The ministry has established the Directorate of Education headed by the Director General (DG) that consists of four broad divisions: Basic Education Division (BED), Post-Primary Education Division (PPED), Curriculum Development, Examinations, Inspectorate, Teacher Education and Extracurricular Activities (CEITEED) and Planning, Administration, Research and Gender Institute Division (PARGID). The main objective of the Directorate of Education is to oversee the running of education in the country. The field administration comprises of three regional education offices each responsible for an administrative region on policy and administrative matters. Below the region are fifteen district education offices. At the local level, there are Community Education Committees (CECs) comprised of local leaders and parents who work in consultation with school head teachers. This structure is shown in Figure 2 which summarizes the MOE’s organization organogram.

Both vertical and horizontal integration of the educational management and planning system is being proposed. Vertical integration will permit the central co-ordination of the implementation mechanisms and development of strategic plans in consultations with regions, districts and communities. This will eliminate bureaucratic delays and limit administrative bottlenecks between the identification of needs, decisions making and implementation. Horizontal integration will make the system more responsive to local needs; will enhance local involvement, a sense of ownership and multi-sectoral collaboration.

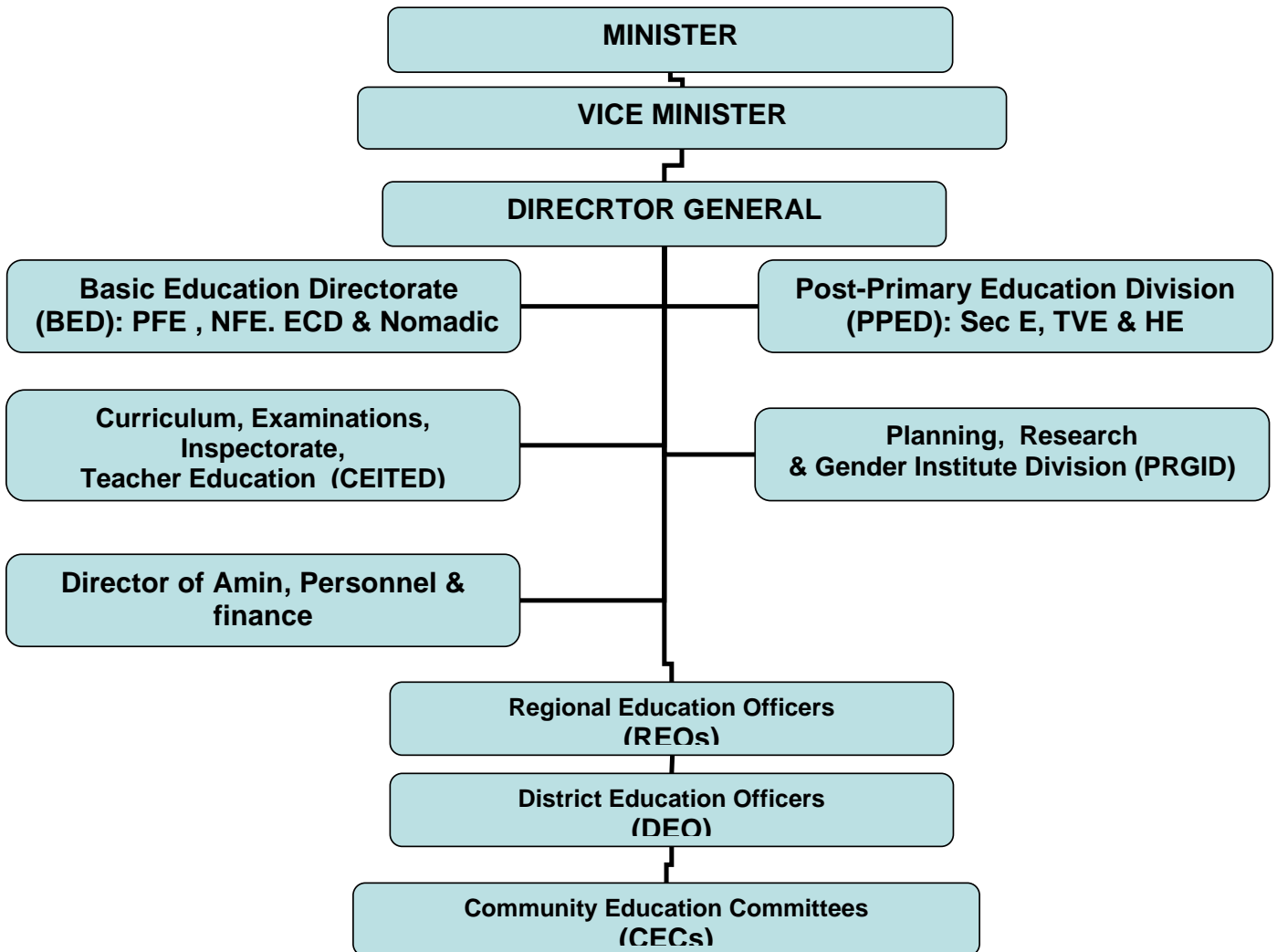
Government recognises the important role that has been played by development partners in educational financing, reconstruction and rehabilitation since the end of the conflict. Development partners have been active in rehabilitating learning institutions, provision of

technical equipment, textbooks and various forms of training for teachers and community members. This situation has largely been due to paucity of government resources and the high incidence of poverty among Puntlanders. With the progressive return to normalcy, Government intends to increase its contribution to the educational development of State. Local communities participate in financing of education by paying fees for their children to supplement teachers' salaries, provision of labour for school construction and in setting up school income generating activities. Government recognises and encourages these efforts. The private sector contribution is mainly focused on the establishment of educational institutions for Puntlanders who can afford private education.

Although the government is currently contributing little in the form of teachers salaries, it is set to increase its financial support to the education sector as soon as it strengthens its political and administrative structures as this will facilitate the levying and collection of taxes to boost its revenue base.

Figure 2 MOE Organisational Organogram

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PART III IMPLEMENTING PEPP

Strengthening Standardization and Coordination Mechanisms

Some of the most daunting challenges facing Puntland's education system are its lack of standardization and weak coordination structures. To promote the standardization and coordination of the education system, the regional government will endeavour to strengthen its leadership and coordination role as well as the decentralization of education service delivery.

Strengthening the Coordination and Leadership Role of the Regional Government

Despite the high decentralization of educational services, the state government has to provide leadership in guiding state educational development to ensure that education addresses desired goals and that its provision is equitable. In this connection, the MOE will first need to establish/strengthen appropriate administrative and implementation units at the headquarters, regional and local levels while clarifying roles and responsibilities of these relevant administrative units. Second, the MOE will introduce appropriate mechanisms for selecting and rewarding merit. Third, the MOE will accelerate its efforts in financing education as this is the key in determining the extent to which its authority will be binding. Fourth, the MOE will take the lead in directing the formulation and implementation of the education policy. Finally, the MOE will coordinate the efforts of all education providers, including external partners

To ensure that different education providers do not offer whatever education services they like irrespective of content and quality, it is necessary for the MOE to establish structures that will promote standardization of education services across the Puntland region. These structures will include: an education act enacted through parliament; a regional curriculum institute; a regional examination council; a training college; and a gender institute.

The State Education Act

This Act should detail the acceptable standards that potential school proprietors must adhere to with regard to: the establishment of schools and their location; school infrastructure; the educational curriculum; the quality of education provided; and the qualifications of both the administrative and teaching staff of educational institutions. The state education act should be in place by mid-2004. The Act should give the regional government both the authority and the force of law required to oversee education development in Puntland.

The Puntland Institute of Education (PIE)

This institute will be mandated with a number of responsibilities. First, the PIE will be charged with developing the pre-primary, NFE, primary, secondary and teacher education curricula. Among other things, this will involve regular and ongoing reviews of the curriculum as well the implementation of relevant curriculum modifications to ensure that it is updated with new developments relevant to society and the world at large. Second, the PIE will be responsible for orienting teachers and other educational personnel on all matters related to the curriculum. In addition, the PIE will disseminate and orient education institutions on curriculum-related issues. Third, the PIE will develop and approve all

textbooks to be used in schools while allowing for minor modifications to accommodate for the specific needs of schools and learners. Finally, the PIE will conduct and disseminate research on the state curriculum.

The Puntland Regional Examinations Council (PREC)

The PREC will take the lead in assessing and monitoring educational achievement at the state, regional/district and school levels. Toward this end, the PREC will design and conduct valid and reliable state examinations for certification, selection and placement purposes. The PREC will also provide appropriate professional advice on all matters related to both internal institutional and external assessment and examinations; and will lead in overall monitoring of educational standards through research and evaluation studies. In addition, the PREC will provide overall leadership with regard to the establishment and management of a qualification framework that will coordinate accreditation of institutions and certificates offered outside the Puntland education system.

The Department of Teacher Educational (DTED)

The DTED will promote standardization and coordination of all primary and secondary teacher education programmes. First, the DTED will oversee all matters related to teacher recruitment and deployment as well as those related to their training and professional development. Second, the DTED will coordinate all processes of teacher certification and accreditation. Third, this unit will provide a link between teachers and their officially recognized professional associations. Finally, the DTED will assist the Director General (DG) in managing external support related to volunteer teachers and overseas training of Puntland's teachers.

The Puntland Gender Institute (PGI)

The PGI will be charged with four main responsibilities. The first is the identification of strategies for ensuring improved participation by girls and women in all levels of the education system. Among other actions, this process will involve ongoing consultation with learners, parents, local communities, local administrators, politicians and all education providers on ways of enhancing enrollments of girls and women. One of the main focuses of these consultations will be to reach some measure of agreement regarding the need to discourage practices that promote the domestication of females, including early marriage and the tendency to overburden girls and women with domestic tasks.

Second, the PGI will endeavor to enhance the retention of girls and women in the education system. This will involve: the identification and implementation of appropriate affirmative action policies and programmes; the provision of educational facilities that are likely to encourage girls and women to remain in the education system including latrines and appropriate security arrangements; implementation of a gender sensitive curriculum; training of educational administrators and teachers to be more supportive of female students; enacting laws that protect female school goers from undisciplined teachers and other sources of distraction; and recruitment and promotion of more female teachers.

Third, the PGI will identify and implement measures that promote the participation of females in science and IT-based education as well as in other professionally rewarding areas of study. Among other measures, this may involve awards and scholarships for the

most talented female students, establishment of science academies for girls, introduction of quota systems that favour female representation in these fields and related approaches.

Fourth, the gender institute will spearhead the process of improving the representation of females in educational administration. This should be for all levels and types of educational institutions. At the headquarters in Garowe, there is need for more senior educational officers as is true of the regional/district/municipality levels. At the local level, women need to be more represented in CECs and other educational committees. Also useful is the need to encourage women to be more involved in teachers' and students' associations.

Fifth, the PGI will coordinate all the state and international efforts aimed at improving the participation and retention of girls and women in the education system. At the state and local levels, these efforts may be limited to funds' mobilization and to the provision of labour and materials. At the international level, on the other hand, relevant programmes may include scholarship programmes for advanced education and the identification of higher education opportunities for females, among other efforts.

Finally, the PGI will advise all education providers on matters related to the participation of girls and women in Puntland's education system as well as in relevant training programmes. Toward this end, the Institute will design, implement and disseminate research programmes that inform policy formulation and implementation regarding the education of girls and women.

Strengthening Decentralization of Education Service Delivery

The standardization and harmonization of education services will take place in the context of a decentralized management system. Already, most education service delivery is decentralized, and sometimes too decentralized. Given the fact that most of the relevant supporting structures already exist, what is needed is to guide such decentralized efforts to ensure that education providers are performing to a high standard. Only a well-designed and implemented education management structure can make this possible. The decentralized management structure will operate at four main levels, namely: headquarter; regional; district/municipality; and local. The main advantages of a decentralized system include: the potential for stakeholder groups outside of education being more involved in education service delivery and ownership; getting a truer understanding of ground level needs; and the possibility of greater access to educational services at the local level.

The Headquarter Level. With decentralization, the MOE's headquarters will have a number of key responsibilities. The first one is that of policy-formulation, planning and implementation. The second will be coordinating and harmonizing services that are beyond the control of regional, district and local offices and which are more directly related to Puntland's goals. Third, will be coordinating the monitoring of standards related to the curriculum, examinations and international exchanges. A fourth function will be that of overall capacity building, including teacher training and deployment to ensure that relevant standards are high and uniform across Puntland. Fifth, the regional government will oversee higher education development while allowing institutions some level of autonomy. These functions will be centrally managed to provide for not only acceptable standards but to also promote some level of equity in educational provision. Finally, the regional government will be responsible for coordinating funds' mobilization at both the local and regional levels.

Regional/district/municipal levels. This level will support implementation of policies developed at the MOE headquarter level. First, the regional/district/municipalities will be responsible for overall supervision of education delivery in their respective localities to ensure quality of services. This support will include issues related to teacher recruitment, training and remuneration, distribution of educational materials, monitoring of standards through appropriate tests and provision of technical and professional support. Second, these levels will support the central level in strengthening the newly established EMIS through coordination of data collection and the monitoring of relevant research studies. Third, regions/districts/municipalities will spearhead the process of local curriculum development with a view to promoting its flexibility to local needs. Fifth, these levels will design and implement capacity-building programmes related to the training of CECs and school managers and relevant community groups. Finally, this intermediate level will support funds' mobilization campaigns and the management of locally generated and other resources.

The local level. The management of local level services will mainly be in the hands of CECs which will include representatives of teachers, parents and members of the local communities where the schools are located. CECs will firstly develop constitutions that will be the guide on all matters related to school management from the organization of the timetables and school calendars to the disciplining of pupils and teachers. Second, CECs will be relied upon to mobilize community interest and support for education through the recruitment and retention of pupils and through generating local education resources. Third, CECs will be involved in teacher recruitment and deployment, which among other things will involve decision-making on their training and remuneration. Fourth, CECs will monitor the extent to which their schools are providing education of value to their children and will identify appropriate remedial measures if necessary. Finally, CECs will monitor the physical facilities of schools to ensure that the learning environments are of high quality.

Implementing, Managing and Monitoring of Educational Programmes

The successful implementation of the PEPP will require: consensus-building on the guiding principles of the Puntland's education system as well as its financing; identification of the most effective financing strategies; the establishment of appropriate management structures; and the implementation of a well designed monitoring and evaluation system.

Consensus-Building on the Principles of PEPP, its Financing and Implementation

The building of consensus on the PEPP will take place at three levels: headquarter, regional and district. At the headquarter level, following consultations around the draft PEPP, the revised final version will be presented to the regional government for approval. The Regional Cabinet Committee on Education and/or full Regional Cabinet will approve the PEPP before forwarding it to Parliament, which will give it a legal backing. Also at the headquarter level, there will be a need to establish a joint Puntland Regional Government (PRG) Education Sector Committee which should bring together representatives of the different ministries involved in education, including those responsible for non-formal education training programmes, council of elders and women's stakeholder groups. A third key level of consultation at the headquarter level (and even within Puntland's regions) requires the organization of donor initiatives to reduce on the possibility of conflicts and

duplication of limited educational resources. This calls for the establishment of a joint regional government donor/coordinating committee. Among other things, this committee will prepare some form of “code of conduct” to guide the PEPP partners’ operations. It will spell out the duties and responsibilities of each party with regard to a collective disbursement mechanism, including procurement arrangements and joint PEPP annual reviews, evaluation and reporting systems. The Director General for Education and representatives of key donor agencies will lead this joint initiative.

Finally, at the region/district/local level, efforts will be made to win the support of relevant constituencies. Given the role those communities and other stakeholders are expected to play in managing and financing the education system, retaining their political support is critically important. This will require the sharing of information on the implementation of PEPP and the establishment of other occasions for consultation and debate on PEPP policies and strategies for achieving them. Thus, the DG will spearhead the dissemination of the relevant PEPP summary documents, will host radio shows and will conduct large and small ‘meet-the-people’ style gatherings. Once the views of the various stakeholder groups have been received, it will be necessary to incorporate them in the PEPP. The PEPP needs to be viewed as a dynamic and not static document.

Implementation of PEPP Programmes

Consensus-building is the preliminary step in beginning the process of PEPP implementation. The initial implementation and management stages will involve: the establishment of a PEPP Secretariat; the design and execution of a school mapping exercise; preparation of a PEPP implementation manual; design and conduct of relevant training workshops; and the development of education plans for Puntland, its regions, districts and municipalities.

Establishment of a PEPP Secretariat within MOE . The PEPP Secretariat under the leadership of the DG will be responsible for all matters related to the implementation, management, monitoring and evaluation of PEPP programmes. The nerve centre of this Secretariat should be a PEPP Task Force under the leadership of the DG. The Task Force will link with donor partners to map out a strategy for ensuring that the Secretariat has the required capacity to guide PEPP implementation. Among other outcomes, capacity strengthening should include developing the professional capacity of the Secretariat, mounting of relevant training programmes, expanding representation of key stakeholder groups in the Secretariat’s consultative group and provision of relevant infrastructure. The PEPP Secretariat should be set up by the first quarter of 2004.

Conduct of a school mapping exercise. If well implemented, regular school mapping exercises provide a mechanism for informed decision-making regarding the location of new schools as well as other educational institutions such as teacher training colleges. In fact, if the needs of educationally disadvantaged communities are to receive urgent and systematic attention, the PEPP Secretariat and partner organizations need to set the process of school mapping in motion by the beginning of 2004.

Preparation of a PEPP implementation manual. The successful implementation of the PEPP requires a clear understanding by the implementing authorities of what is expected of them. A PEPP implementation manual should therefore describe basic norms, criteria and procedures for each PEPP policy objective and strategy. This should facilitate PEPP

operations in achieving consistency during implementation and will enhance compliance with the essential parameters necessary to sustain the PEPP programmes. This manual would also provide relevant operational details on the roles and responsibilities of the implementing officers/departments, monitoring and reporting procedures, financial parameters for the procurement of goods and services, mechanisms for the flow of funds and accounting and auditing procedures. More importantly, the implementation manual should demarcate the critical areas that involve policy decisions that have direct relevance to field-level implementation.

Mounting relevant training workshops. Implementation of the PEPP will impose new and challenging responsibilities on MOE officials at all levels of the education system. In particular, to be well implemented, decentralization calls for significant administrative authority. This in turn will involve doing things in new ways. The headquarter-level administrators have to accept that much of the authority and resources will be beyond their control. District and school-based managers will have to play a more active role in managing their respective educational budgets as well as in the monitoring of progress towards the targets set by the PEPP for their respective constituencies. Likewise, school heads will be expected to perform challenging tasks such as curriculum development, supervision of school projects, school buildings' maintenance and financial management in collaboration with CECs. Thus, some initial orientation on the PEPP expectations will be necessary. Assuming that there will be a series of training workshops, it will be useful to identify a core team of trainers to run orientation courses for senior MOE staff, regional, district and local level staff, staff of tertiary educational institutions, heads of secondary schools and primary school management committees. These training workshops should commence in the second half of 2004.

Development of education plans. Implementation of the PEPP entails the operationalization of the policy objectives and strategies spelt out in part II of the PEPP document into feasible programmes and projects. This should be done at the central (Headquarter) level and should culminate in a Puntland Education Development Plan for the medium and long-term and in regional/district/municipal level education plans. The programmes and projects proposed at the central and other levels will to the extent possible be within the available financial resources and will define specific activities, outputs, targets, indicators and the resources needed to ensure their successful implementation. In view of the fact that available resources are always going to be much less than the extent of the educational challenges facing Puntland, regional and district development plans should be based on an acceptable system of prioritizing educational needs. Finally, given that prioritizing of needs is going to be based on knowledge of available educational resources, it will be necessary for all educational partners, and especially donors who provide the larger share of educational resources in Puntland, to indicate in advance what their financial commitments are. Ideally, all potential supporters of education in Puntland need to agree on some kind of basket funding that will require subscribers to support only those programmes and projects identified to be priorities by the Puntland authorities.

Financing PEPP Programmes

Successful implementation of PEPP programmes demand increased collaboration among the regional government, civil society and external partners. It is expected that the financial resources required to support education will come from five main sources, namely: the regional government; beneficiaries of education; local communities and Puntlanders in the

Diaspora; private entrepreneurs; and external sources including donors, NGOs and religious organizations.

Regional government Resources. The regional government will have to raise its profile with regard to educational financing in order to be accepted as the leader and overseer of education standards in Puntland. Needless to say, the ability of the regional government to invest in education will greatly depend on Puntland's economic growth and the extent to which the country can raise revenue from its citizenry and the private sector. All this necessarily calls for good governance and, more importantly, for the implementation of appropriate macro-economic policies. Depending on the regional government's success in raising public revenue given the underdevelopment of the education sector, at least 25% of Puntland's budget will have to be invested in education in the next 10 years. In addition to support for establishing educational institutions, available regional government resources should be expended on: payment of salaries of teachers and other educational staff; inspection and assessment services; curriculum development and implementation; and overall coordination of educational programmes.

Cost-sharing. In recognition of the fact that the regional government and donor partners are unlikely to shoulder all the costs related to financing education, those who benefit from education will increasingly be called upon to contribute to its provision. However, beneficiaries of education and their parents are more likely to value education if they learn to associate it with some benefit. Thus, the regional government needs to make every effort to prove to those seeking education that there is value added by education certification. In view of this, among other strategies, PEPP's education policies and strategies should, to the extent possible, be formulated within the cultural, linguistic and religious framework of Puntland society.

Requiring beneficiaries of education to pay for some of its costs is not entirely an unrealistic expectation, as average Puntlanders are not any poorer than a majority of their neighbors in Kenya, Ethiopia and Eritrea where the tradition of cost-sharing has taken root. This is evidenced by the relatively large size of the traditional pastoral and commercial activities that bring relatively high incomes to a substantial proportion of the population. Also not easily overlooked by proponents of cost sharing is the extent of conspicuous consumption by sections of the population and by the high proportion of income spent on *qat*. Moreover, in the absence of a well established and functioning public school system, many Somalis are paying for private education for their children at the primary and secondary school levels. Many Somalis of tertiary education age are also enrolled in regional and international higher education institutions. Thus, it is quite possible for a good portion of Somali parents to pay school fees for their children in public institutions. Those who cannot pay for the full fees could benefit from bursary schemes. Parents could also be asked to contribute to education-in-kind with their livestock, materials or labour. All parents could further be required to meet the costs related to school supplies such as exercise books, pens and pencils.

Puntlanders in the Diaspora. Local communities and individuals can also do much to promote education development in Puntland. Again, the participation of these groups in the educational process will depend on the extent to which they see value in education as well as the extent to which the regional government will be perceived to be effectively playing its role as the coordinator and overseer of educational. Communities will also need to be convinced of the good will of donors and other external education partners. Once this

goodwill is established communities could support education development in several ways. First, they could organize fund-raising campaigns for specific institutions or for programmes that benefit their localities, districts or regions. Second, communities could support income-generation projects for their respective educational institutions by using services provided by these institutions on a commercial basis. Such services could include the production of farm products through school farms and the production of stationery or even training programmes for non-school children and adults, among other commercial initiatives. Local communities could also organize their own fund-raising campaigns for the benefit of their schools. Such fund-raising campaigns could include participation in walks and related initiatives for specific school programmes or for fees meant for poor students.

Individual community members could further support education through donations in-kind or cash for schools or individual needy students. Somalis living outside of Puntland could provide additional support in the form of free consultancy and teaching services depending on their levels of expertise. They could also donate educational materials such as books and computers. Even more significant is the possible use of their international contacts to fund-raise for the educational institutions and for needy students and for organizing linkage programmes between Puntland's educational institutions and those based in their respective countries of operation.

Private entrepreneurs. The private sector's role in supporting educational development in Puntland has yet to be fully exploited. First, private entrepreneurs need to be encouraged to establish schools for those Puntlanders who can afford to pay for private education. To be attractive to potential learners, the education offered in private schools has to be of high quality. In addition to the proprietors of these schools and the demands of the beneficiaries of private school education, the regional government will have a major role to play in ensuring that unscrupulous profiteers do not exploit their clients. The regional government further needs to introduce incentives for private school proprietors in the form of provision of land on which to construct schools, by exempting them from paying duty on supplies meant for schools and by providing them with grants-in-aid and enacting laws that protect the rights of these educational entrepreneurs to open and run schools without undue interference from the regional government and local authorities, politicians and local communities. Second, the private sector could provide scholarships and other types of educational sponsorships to outstanding students and/or economically disadvantaged students. Such scholarships could be for national (inside Somalia) and international institutions. Third, the private sector could donate learning materials to educational institutions or offer services related to their areas of specialty at subsidized, non-profit rates. Computer companies could donate computers and computer software and Internet service providers (ISPs) could donate Internet services to link schools at reduced prices. Book publishers could donate books and related supplies. Fourth, financial institutions could provide educational institutions with grants and loans for infrastructure development or for the benefit of talented students who could be bonded by these financial institutions. Entrepreneurs can support internship programmes for students and teaching staff especially for middle-level and higher education institutions and joint research programmes between themselves and these institutions.

External partners. These will include bilateral and multi-lateral organizations as well as NGOs. Regrettably, external partners will continue to be the leaders with regard to education provision in Puntland and especially in the areas of basic education, non-formal education, secondary education, teacher education and tertiary education. This is because

the government of Puntland, in its formative stages, remains under-resourced. However, support will increasingly have to be focused on improving the quality, relevance, management, planning and coordination of educational services and less on construction and rehabilitation of physical infrastructure. Nevertheless, donor partners will necessarily have to support infrastructure development programmes in remote and economically disadvantaged regions as well as programmes for marginalized groups such as females and learners with specific needs. Donor partners may also be called upon to invest in institutional development with regard to teacher and tertiary education development which are in a nascent stage at present and because the level of start-up financing for these projects may be outside the ability of most local communities.

In the area of quality and relevance improvement, external partners will be called upon to: continue their support for training programmes for teachers and other educational staff; provide learning/teaching materials including textbooks and other equipment including computers, where practical; and review and implement the curriculum. Other support in this area will include that related to the provision of science and library infrastructure and materials. With regard to management and planning, external support will be targeted to the training of educational management staff – from head teachers to senior level administrators; and to improving the capacity of the educational system to gather, analyze, manage and use data. External partners may also have a role in promoting organizations that are buffers between the regional government and educational institutions and those that are focused on the standardization of education services.

In the absence of a strong regional government, donor organizations will continue playing the coordinating role they have been playing under the Education Sectoral Committee (ESC) of the Somalia Aid Co-ordination Body (SACB). The ESC provides a forum for information exchange and discussions of policy-related issues as well as the coordination of external inputs. To fully address the educational needs of Somalia in general and Puntland in particular, this forum needs to be more inclusive of Somali voices than is currently the case. The location of the Secretariat in Nairobi does not help this objective and there is therefore a need to consider its relocation to Somalia in the long run. In addition to a possible relocation, the key officials of this committee need to be Somali educational professionals or there should at least be some way to ensure that Somalis are adequately represented.

A second major shortcoming of the ESC is that it has not been particularly successful in eradicating duplication of donor efforts, both in terms of the programmes they support or with regard to where they are eventually located. Donor coordination in the spirit of basket-funding, could be strengthened through: consensus-building on guidelines for PRG/donor collaboration; ensuring that the programmes and projects supported through donor initiatives are prioritized by PEPP; sharing of any relevant educational information; advance agreement on all modalities related to the selection of projects which need support as well as relevant technical assistance; active encouragement by participating donors on consensus-building on project support, and the involvement of local representatives in all these processes.

Local authorities/municipalities. Outside of the regional government, local authorities and municipalities can do much to support education in their respective regions and towns. First, they could provide land for the construction of schools and other educational institutions. Second, they could levy taxes from business communities for the support of

construction and rehabilitation projects as well as for teacher salaries and other educational staff. Third, local authorities could mount sponsorship programmes for talented students through endowments from businesses and philanthropic organizations. Fourth, they could seek donations of construction materials, training/teaching materials and even labour inputs from their local communities.

Monitoring and Evaluating PEPP Programmes

Setting up a monitoring and evaluation unit. Successful implementation of the PEPP will depend on the establishment of an effective monitoring and evaluation strategy. This will help when gauging the extent to which set targets are being achieved, in identifying and addressing problems as they arise and in adjusting plans and targets in a timely fashion. In doing this, it will be necessary to hold regular consultations to review progress with civil society and other stakeholders through the PEPP Secretariat and regional and local governments, as well as periodic roundtables with the MOE key donors. There is therefore a need to establish a PEPP monitoring and evaluation unit within the planning department. Among other responsibilities, this unit should outline the schedule and the key elements of the PEPP review, monitoring and evaluation exercises. The unit should also set the tone for the rationalization of specific reviews by the various funding agencies within the context of joint PEPP annual reviews following advance agreement between stakeholder groups on the scope of these reviews. In addition, this unit should suggest time frames and measures for utilizing the findings of independent MOE-related project monitoring systems and schedules into the wider PEPP process. The DG will direct this activity. The unit should be set up once the PEPP implementation has began, hopefully by 2004.

Review of MOE data collection & analytical capacity. The initial task of the PEPP monitoring and evaluation unit will be to review the capacity of the MOE to collect, analyze and report planning data and especially for monitoring the PEPP performance indicators. In addition to strengthening EMIS, among other things, this stage will also involve establishing a work-plan for the collection, processing, analysis and reporting of results and findings from both school census surveys and other studies initiated for purposes of monitoring PEPP progress.

Strengthening the MOE education management information system (EMIS). The monitoring and evaluation unit should greatly benefit from a working EMIS system. Already UNICEF is leading the process of revitalizing EMIS in order to provide reliable and relevant educational statistics to input into the process of improving the overall performance of the Puntland education system. Although the process of strengthening EMIS should be an ongoing one, a dependable EMIS needs to be in place by 2004 and should be updated on annual basis.

Regularizing the generation of the MOE's annual report. One of the goals of the EMIS exercise is the production of regular issues of the annual report. A dependable annual report should give the MOE a good indication regarding progress towards the targets set in the PEPP for all levels of the education system disaggregated to district and school levels and by gender. Relevant information here will include:

Access and equity. Sex desegregated data on enrollment rates and attendance by year, age, geographical, location, dropout rates, school type, grade, transition rates,

barriers to access and retention and participation.

Quality. This should include gender analytical information and sex desegregated data on number of teachers, their distribution both regionally and across grades, their qualifications by level and subject, projected teacher numbers, teacher-pupil ratios plans for pre and in-service training and attrition rates and their causes. There is also need for inventory of availability and adequacy of physical facilities at each level of the system; numbers of classrooms and other facilities constructed; numbers of desks and chairs available to pupils; educational outcomes as measured through state selection examinations and other tests; the capacity of the school inspectors to monitor, supervise and enhance quality; and related data.

Relevance. The focus here will be on curriculum content and its responsiveness to the needs of Puntlanders; number of teachers trained on its delivery; availability of appropriate instructional materials; the ability of PIE and other educational institutions to design and update the curriculum as required; the extent to which the curriculum is adjusting to the needs of the labour market/wider society; the effectiveness of the inspection department to oversee curriculum reviews and implementation; and other aspects of the curriculum as necessary.

Management & Planning. Relevant data here will include sex desegregated data on numbers of educational school administrators possessing relevant administrative and supervisory skills; and the extent/nature of the participation of stakeholder groups in educational decision-making. Equally important is data on the availability of the relevant capacity for the collection, analysis, storage and use of educational data; the existence/effectiveness of an EMIS; the effectiveness of micro planning; and the development and use of strategic plans; etc.

Finance & efficiency. Data should also be collected on proportions of the state educational budget accounted for by the various stakeholder groups; and educational expenditure by region, district, school and type of expenditure.

Conduct of other relevant studies. In addition to the collection of relevant educational statistics, the monitoring of PEPP programmes should be supported by targeted evaluation surveys depending on the specific needs of the MOE, regional and district educational offices and key stakeholder groups. These will be mounted by the various stakeholders depending on need and will necessarily be an ongoing process.

Modification of targets and strategies. The report of the PEPP evaluation and monitoring processes will be used to guide modifications to the PEPP objectives and strategies. The evaluation will further guide the process of preparing the annual budgets of the following year on the basis of a revaluation of previously set targets, indicators, results and modifications of PEPP programmes and activities. The annual budget will be prepared during the first quarter of each year under the guidance of the DG.