



Federal Government of Somalia
Ministry of Education, Culture and Higher
Education

Girls' Education Accelerator

Program Document

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Forward Letter

Our nation's commitment to strengthening gender equity is not just an aspirational goal but a "cross-cutting imperative" in achieving the broader objectives set forth in the NDP-9. This strategic document recognizes the importance of addressing gender barriers as crucial to improving education outcomes and ardently commits to expanding education access to all children, regardless of gender.

In adherence to these national directives, the Federal Ministry of Education, Culture and Higher Education (MoECHE) has formulated the Education Sector Strategic Plan (ESSP) for 2022-2026. The ESSP, grounded in principles of equity and inclusiveness, aims to significantly enhance equitable access to primary education and foster an inclusive education environment. A key goal within this plan is the elevation of the primary Gender Parity Index (GPI) from 0.8 to 0.95 by 2026, marking a substantial stride towards gender parity in education.

Parallel to the ESSP, the Somalia Partnership Compact is dedicated to augmenting equitable access to quality and inclusive education across both rural and urban landscapes. The compact underscores our commitment to boosting gender equity and social inclusion in education, focusing on equitable enhancements in enrolment, literacy, numeracy, and completion rates, supported by robust regulatory and financial frameworks.

A cornerstone of these efforts is the Girls' Education Accelerator (GEA), a strategic collaboration between the Federal MoECHE and the Global Partnership for Education (GPE). This three-year, \$18.7 million partnership is designed to overcome gender and social inclusion-related barriers in education, particularly focusing on girls confronted with challenges such as displacement, conflict, disability, and social vulnerability. The GEA is set to play a transformative role in reducing the gender gap in primary education and improving girls' educational outcomes. Central to this initiative is the strengthening of institutional capacities and mechanisms, integrating gender transformative and socially inclusive practices in education management across Somalia.

I extend my heartfelt gratitude to the Federal Member States for their unwavering support and valuable contributions to the program's development. I also wish to acknowledge the Global Partnership for Education for their generous funding and CARE, our Grant Agent, for their indispensable technical support and contributions to the design of the program document.

This forward encapsulates our collective vision and commitment to fostering an educational landscape in Somalia where gender equity and inclusivity are not merely ideals, but tangible realities. We are confident that with your continued support and collaboration, we will achieve these noble goals.



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Contents

Forward from the Permanent Secretary	Error! Bookmark not defined.
Acronyms	6
1. Overview: Gender and Inclusion in the Education Sector	9
1.1 Policy Framework and Key Priorities	9
1.2 Access to Education	12
1.3 Quality of Education.....	18
1.4 System Capacity	21
1.5 Contextual Opportunities and Threats.....	22
2. Program Objectives	24
3. Theory of Change	24
3.1 Contributing to System Transformation	24
3.2 Theory of Change	24
4. Program Components	28
4.1 Program Principles	28
4.2 Participatory Design Process.....	29
4.3 Components and Subcomponents.....	29
Outcome 1: Equitably increased primary Gross Enrolment Rate.....	29
Outcome 2. Equitably improved literacy and numeracy and completion rates.....	39
Outcome 3. Strong regulatory and financing framework	43
4.4 Targeting.....	50
4.5 Gender and Inclusion	51
4.6 Complementarity with the System Transformation Grant.....	52
5. Sustainability	55
5.1 Fully Sustainable Subcomponents	55
5.2 Partially Sustainable Subcomponents.....	56
5.3. Non-Sustainable Subcomponents and Justification for Non-Sustainability	58
6. Program Implementation	59
6.1 Implementation Arrangements.....	59
6.2 Modalities of Implementation and Fiduciary Arrangements	63
6.2.1 Modalities of Implementation by Output.....	63
6.2.2 Disbursement Modalities by Output.....	68
6.4 Capacity Building.....	70

6.5 Implementation Plan.....	72
6.6 Safeguarding	77
6.7 Reporting Processes and Schedule	77
6.8 Budget Summary.....	79
7. Aid Effectiveness	81
7.1 Government Ownership and Alignment	81
7.2 Complementarity, Coordination, and Collaboration with Other Initiatives	81
8. Logical Framework	83
9. Monitoring, Evaluation, Accountability, and Learning	94
9.1 Evaluation Design	94
9.2 Monitoring Processes.....	96
9.3 Accountability Processes.....	97
9.4 Learning Agenda and Knowledge Management Processes	97
10. Risk Management	99
Annex 1: ESC Approval and Meeting Minutes	104
Annex 2: Capitation Grants Guidelines (MOECHE, 2019)	104

Table of Figures

Figure 1: Gender Parity Index 2019-2022 trends.....	13
Figure 2: Primary GPI in 2021-2022, disaggregated by state.....	14
Figure 3: Proportion of children of primary school age affected by disability, disaggregated by age range and type of disability.....	15
Figure 4: Attendance rates obtained through headcounts conducted in a longitudinally tracked sample of 153 schools across Banadir, Galmudug, Hirshabelle, Jubaland, and Southwest.	15
Figure 5: Proportion of female and male primary teachers. Source: EMIS annual reports*2021-2022 figures include ABE teachers.....	19
Figure 6: Partnership Compact's Theory of Change, showing GEA contributions highlighted in yellow. ...	27

Table of Tables

Table 1: Partnership Compact's outputs focusing on strengthening gender equity and social inclusion.....	9
Table 2: Targeting procedures by output.	50
Table 3: Inclusion in GEA outputs	51
Table 4: Summary of synergies and efficiencies between the GEA and STG, by output and activity	52
Table 5: Governance structures involved in the management of the GEA and STG	59
Table 6: Total disbursements per activity and modality (TSA and Grant Agent direct delivery).....	68
Table 7: Summary of capacity building processes by output/ activity.....	70
Table 8: Implementation plan outline.....	73

Table 9: Summary of reporting types and schedule	77
Table 10: Summary of opportunities for collaboration, coordination, and complementarity between the GEA and other initiatives, disaggregated by output and activity.....	81
Table 11 - GEA Logical framework.....	84
Table 12: GEA indicators - annual and life of project targets.....	89
Table 13: Baseline evaluation questions (draft)	94
Table 14: Proposed evaluation questions - midline and endline	95
Table 15: Summary of GEA monitoring processes	96
Table 16: Operationalization of the GEA learning agenda: Questions and data sources.....	98
Table 17: Risk matrix	99

Acronyms

ABE	Accelerated Basic Education
AGES	Adolescent Girls' Education in Somalia
BAB	<i>Bar ama Baro</i> (Teach or Learn)
BOQ	Bill of Quantities
BRA	Banadir Regional Administration
CARE	Cooperative for Assistance and Relief Everywhere
CEC	Community Education Committee
CIES	Comparative and International Education Society
CLWD	Children Living with Disabilities
COVID-19	Novel Coronavirus 2019
DAC	Disability Advisory Committee
DEO	District Education Officer
DG	Director-General
DPO	Disabled People's Organization
EAC	Educate A Child
ECW	Education Cannot Wait
EDG	Education Donor Group
EGEP-T	Educate Girls, End Poverty - Transition
EiE	Education in Emergencies
EMIS	Education Management Information System
ESC	Education Sector Committee
ESPIG	Education Sector Program Implementation Grant
ESSP	Education Sector Strategic Plan
EYC II	Educate Your Children II
FCDO	Foreign, Commonwealth and Development Office – UK Government
FCRM	Feedback, Complaints, and Response Mechanism
FGM	Female Genital Mutilation

FGS	Federal Government of Somalia
FMS MOEs	Federal Member States Ministries of Education
GAC	Global Affairs Canada
GBV	Gender-Based Violence
GEA	Girls' Education Accelerator
GEC	Girls' Education Challenge
GEEPS	Girls' Education and Empowerment Project in Somalia
GER	Gross Enrolment Rate
GESI	Gender Equity and Social Inclusion
GPE	Global Partnership for Education
GPI	Gender Parity Index
GTEC	Garowe Teachers Education College
IDP	Internally Displaced Person
IE	Inclusive Education
INEE	Inter-Agency Network for Education in Emergencies
JRES	Joint Review of the Education Sector
KIX	Knowledge and Innovation Exchange
MOECHE	Ministry of Education, Culture and Higher Education (Federal)
MOEHE	Ministry of Education and Higher Education (Puntland)
MOH	Ministry of Health
MOU	Memorandum of Understanding
NDP-9	National Development Plan – 9
PMU	Program Management Unit
PPP	Public-Private Partnership
QAR	Quality Assurance Review
QAO	Quality Assurance Officer
REO	Regional Education Officer
SCG	System Capacity Grant
SCI	Save the Children International

SEL	Social-Emotional Learning
SEND & IE	Special Educational Needs, Disability, and Inclusive Education
SESSP	Somalia Education Systems Strengthening Programme
SISEND	Somali Institute of Special Educational Needs and Disability
SNE	Special Needs Education
SOMGEP-T	Somali Girls' Education Promotion Project - Transition
SomReP	Somali Resilience Program
STG	System Transformation Grant
TaRL	Teaching at the Right Level
ToR	Terms of Reference
TSA	Treasury Single Account
TTI	Teacher Training Institution
UKFIET	UK Education and Development Forum
UNGEI	United Nations Girls' Education Initiative
USAID	United States Agency for International Development
WASH	Water, Sanitation, and Hygiene
WB	World Bank
WRO	Women's Rights Organization

1. Overview: Gender and Inclusion in the Education Sector

1.1 Policy Framework and Key Priorities

Somalia’s 2020-2024 National Development Plan (NDP-9) acknowledges strengthening gender equity as a “cross-cutting imperative” to the achievement of its goals, enabling the Plan to address the needs of the most vulnerable members of the population.¹ NDP-9 also acknowledges gender barriers to the achievement of improved education outcomes as a key issue and commits to the continued expansion of access to education services for both girls and boys.² The General Education Law (2021) states that the Ministry of Education is responsible for “the improvement of quality and quantity of education that is equally accessible for girls and boys” and makes education compulsory for both girls and boys.³

The Federal Ministry of Education, Culture and Higher Education (MOECHE)’s Education Sector Strategic Plan (ESSP) 2022-2026 consider equity and inclusiveness as one of its guiding principles and made expanding equitable access to primary education and promoting inclusive education key priority objectives.⁴ Through the implementation of the ESSP, the MOECHE seeks to increase the primary gender parity index (GPI) from 0.8 to 0.95 by 2026.⁵ The key strategies for the achievement of these priority objectives include:

- Expanding the capacity of public schools
- Expanding education service delivery in partnership with the community; and
- Implementing equity-based schemes targeting children from disadvantaged groups.⁶

In line with the ESSP, Somalia’s [Partnership Compact](#) seeks to enhance equitable access to quality and inclusive education in rural and urban areas by addressing supply and demand barriers.⁷ The Partnership Compact commits to boost gender equity and social inclusion (GESI) in education through:

Table 1: Partnership Compact’s outputs focusing on strengthening gender equity and social inclusion

Access	Quality	System Strengthening
<ul style="list-style-type: none"> - Reducing financial barriers to education for the most marginalized - Increasing awareness of the benefits of education for all - Improved water, sanitation, and hygiene (WASH) school infrastructure 	<ul style="list-style-type: none"> -Increasing the number of female teachers and prioritizing training of female teachers - More effective teaching and use of teaching materials, prioritizing the use of Teaching at the Right Level/ TaRL through teacher training, coaching, and 	<ul style="list-style-type: none"> -Strengthening the Education Management Information System -Unified education system, including a Teacher Management Framework, development and rollout of sub-sector policies, and

¹ Ministry of Planning, Investment and Economic Development, *Somalia National Development Plan 2020 to 2024: The Path to a Just, Stable and Prosperous Somalia*, pgs.105-106

² Ministry of Planning, Investment and Economic Development, *Somalia National Development Plan 2020 to 2024: The Path to a Just, Stable and Prosperous Somalia*, pgs.261-262

³ Federal Republic of Somalia (2021) *General Education Law: Level 1, Level 2 and Higher Education*, pg.6; pg.9

⁴ Ministry of Education, Culture and Higher Education, *National Education Strategic Sector Plan 2022-2026*, pg.34; pgs.37-38

⁵ Ministry of Education, Culture and Higher Education, *National Education Strategic Sector Plan 2022-2026*, pg.54

⁶ Ministry of Education, Culture and Higher Education, *National Education Strategic Sector Plan 2022-2026*, pgs.53-54

⁷ Ministry of Education, Culture and Higher Education (2023) *Somalia Partnership Compact 2023-2026*, pg.9

Access	Quality	System Strengthening
<ul style="list-style-type: none"> - Targeted measures to increase girls’ participation (sensitization campaigns, provision of dignity kits) - Strengthening education in emergencies for disaster-affected children 	<p>strengthened supervisory systems</p>	<p>establishment of the Special Needs Education Department</p> <p>-Strengthening monitoring and evaluation systems</p>

The MOECHE has put in place a **Gender Policy for the Education Sector** (2020). The Gender Policy considers the intersectionality of gender-related barriers and other forms of social exclusion in its *key objectives*, which are as follows:

- Establish effective and efficient governance structures for the implementation of the gender policy strategies across all education sub-sectors.
- Improve participation in gender-sensitive, free, inclusive, and quality education for all learners, with a particular focus on the disadvantaged, such as orphans and vulnerable children, internally displaced people (IDPs), children living with disabilities (CLWDs), nomads/ pastoralists, those living in rural areas, and the urban poor.
- Enhance community awareness of and prioritization of investments in gender-inclusive and free quality education.
- Provide access to equitable educational opportunities and resources for all learners regardless of age, gender, location, disability, or any other form of discrimination.
- To expand, revamp and entrench a gender inclusive and responsive quality education for all learners without any bias or discrimination.
- Create a safe, protective, and enabling teaching and learning environment free of physical and any other types of violence for all learners and teachers.
- Integrate gender-responsive mentoring in teaching and learning processes.
- Strengthen monitoring, evaluation, and accountability systems to fast track the mainstreaming of gender strategies in the education sector.

The MOECHE has also developed a **Special Educational Needs, Disability and Inclusive Education (SEND & IE) Policy** (2018). The SEND & IE Policy considers that addressing the intersectionality of gender and disability-related barriers is critical to boost equitable access to education. The key priority actions identified in the SEND & IE policy include:

- Promoting and organizing inclusive education (IE) and special needs education (SNE) services.
- Establish a Directorate of Special Needs and Inclusive Education and strengthen Federal and state-level capacity for the implementation of IE and SNE.
- Building the technical capacity of providers of inclusive and special needs education through in-service and pre-service training; set up a regulatory framework for SNE and IE professionals.

- Improve supervision of SNE and IE services; and
- Set up public-private partnerships (PPPs) to enable expansion of SNE and IE services.

Somalia’s Education Cluster Operational Framework 2020-2023 guides the implementation of emergency education in country. The Framework considers gender as a key cross-cutting issue and highlights the importance of gender analyses to develop strategic plans and inform interventions. The Framework also has a focus on protection activities, seeking to address the impact of gender-based violence on education outcomes for children affected by emergencies.

Over the last five years, the MOECHE has also developed guidelines for key implementation areas – Community Education Committees (CECs) training, capitation grants – which prioritize gender and inclusion. For instance, the capitation grants guidelines state that increasing equity is an expected impact of the grants and require 50% of the resulting enrolment to be female, with specific guidance on enrolling children from disadvantaged groups (i.e. with disabilities, displaced, nomadic, from minority groups).⁸

Policy gaps. The limited number of female teachers in country, safeguarding issues, and poor menstrual hygiene management pose severe barriers to girls’ education (see section below on access to education). While there is a stated commitment to increase the number of female teachers in the 2022-2026 ESSP,⁹ there are no policy mechanisms for affirmative action in favor of female teachers in teacher recruitment, requirements for employment of female teachers in publicly-supported schools, or programs for accelerated training of female teachers.¹⁰ The ongoing review of the Teacher Education Policy, recently presented to the Education Sector Committee (ESC), did not mention gender disparities as an issue nor explicitly proposed any actions to address those (however, those points may be included in the final revised policy document).¹¹ There are also no policy guidelines incentivizing an increased proportion of female head teachers. Similarly, there is no official policy fostering female leadership at Federal Member States Ministries of Education (FMS MOEs) or MOECHE level. There is no public policy in place for affirmative action towards the recruitment of teachers or school administrators with disabilities.

There is no official policy on safeguarding in schools or official mechanisms for reporting cases of abuse taking place at school. While the MOECHE and FMS MOEs have implemented safeguarding response mechanisms with technical assistance from projects,¹² those are not grounded on a comprehensive legal framework for child protection. There is no policy regarding the use of corporal punishment against students. The current legal framework does not include sufficient provisions against gender-based

⁸ Ministry of Education, Culture and Higher Education (2019) *School Capitation Grants Guidelines*.

⁹ Ministry of Education, Culture and Higher Education (2022) *National Education Sector Strategic Plan 2022-2026*, pg.114

¹⁰ Successful experiences in Somalia indicate that it is possible to increase the proportion of female teachers in underserved areas/ among vulnerable subgroups of the population by providing accelerated training and incentives for retention. The AGES project supported state MOEs to identify and train 701 non-formal education teachers, 58% of whom are female, through a combination of targeting female secondary graduates, offering accelerated training, and ensuring systematic follow-up coaching to maintain quality standards.

¹¹ Teacher Education Policy presentation to the Education Sector Committee, November 30, 2023 (disseminated to ESC members on December 5, 2023)

¹² The AGES, EGEP-T, and SOMGEP-T projects have supported MOEs to set up response mechanisms supported by DEOs, Gender Focal Points, and CECs, linked to local protection services. The three projects have also supported DEOs and QAOs to work with teachers and CECs to boost the use of non-violent discipline in schools.

violence (GBV) (including in school settings) and allows for early marriage. There are no policies regarding the enrolment or re-enrolment of married girls and young mothers.¹³

The importance of dignity kits for menstrual hygiene management is acknowledged and prioritized in the 2022-2026 ESSP.¹⁴ However, there is no standardized guidance on menstrual hygiene management in schools, or guidance to teachers / head teachers on how to support girls and prevent menstruation-related absenteeism.

1.2 Access to Education

Somalia's primary Gross Enrolment Rate (GER) stands at 31%¹⁵ (33% Puntland).^{16 17} Most of the enrolment (94%) is concentrated in urban areas¹⁸ due to large-scale displacement; conflict; insurgent groups banning formal education services in rural areas; the limited availability of services in rural areas; and economic migration to cities. In January 2021-November 2022, 897,300 children were displaced due to worst drought in four decades.¹⁹ The 2023 Somalia Humanitarian Needs Overview Report estimated that 1.7 million displaced people were living in urban areas.²⁰ The recent catastrophic floods (November 2023) are estimated to have affected over half a million people,²¹ resulting in school closures and destruction of infrastructure, and triggering additional displacement and loss of livelihoods.

Among nomadic children, only 6% of the boys and 4% of the girls attend school.²² Factors contributing to nomadic children's exclusion from education include the limited service provision in rural areas; entrenched gender and social norms; heavy chores; and the lack of a structured system catering to pastoralist needs.²³ Recurrent droughts have resulted in large-scale loss of herds and displacement,²⁴ further contributing to nomadic children's exclusion from education and disproportionately affecting nomadic girls.²⁵

There are major disparities in enrolment rates by state, with Banadir (Mogadishu)'s primary GER standing at 54%; Jubaland 36%; Puntland 33%; Hirshabelle 27%; Galmudug 21%; and Southwest at 19%.²⁶ State-level disparities are influenced by multiple factors, including displacement and severity of humanitarian needs; availability of services; the proportion of nomadic children in the population; and security conditions.

¹³ Although there are restrictive norms regarding the enrolment of married girls and young mothers, the MOECHE has enrolled large numbers of married girls and mothers in accelerated and non-formal education in recent years, including 8,480 in 2019-2022 through the AGES project.

¹⁴ Ministry of Education, Culture and Higher Education (2022) *National Education Sector Strategic Plan 2022-2026*, pg.54

¹⁵ Ministry of Education, Culture and Higher Education (2023) *Annual Education Statistics Report 2021-2022*, pg.25

¹⁶ Ministry of Education and Higher Education (2023) *Joint Review of the Education Sector Synthesis Report*, pg.16

¹⁷ The GER calculation at Federal level excludes Puntland.

¹⁸ Ministry of Education, Culture and Higher Education (2023) *Annual Education Statistics Report 2021-2022*, pg.16

¹⁹ UNOCHA, [Somalia Drought and Famine Displacement Dashboard November 2022](#)

²⁰ UNOCHA (2023) *Humanitarian Needs Overview Somalia*, pg.9

²¹ UNOCHA (2023) *Somalia: 2023 Deyr Season Floods – Situation Report No.1*, issued on November 17, 2023

²² National Bureau of Statistics, *2022 Somalia Integrated Household Budget Survey*, pg.20

²³ Consilient (2022) *Somali Girls' Education Promotion Project – Transition: Endline Evaluation Report*, pg.252

²⁴ Ibid, pg.16

²⁵ The extreme poverty and displacement experienced by nomadic populations exacerbate the prioritization of scarce resources for boys and early marriages for girls, preventing girls' enrolment. Consilient (2022) *Somali Girls' Education Promotion Project – Transition: Endline Evaluation Report*, pg.252

²⁶ Ministry of Education, Culture and Higher Education (2023) *Annual Education Statistics Report 2021-2022*, pg.25

Gender and inclusion in access to education. There is a large gender disparity in the primary GER - 28% female, 34% male²⁷ (30% female, 34% male in Puntland).²⁸ The primary GPI stands at 0.84^{29 30} (0.87 in Puntland)³¹, although the 2023 Joint Review of the Education Sector (JRES) notes that the actual GPI stands at 0.8.³² There has been some progress in closing the gender gap since 2019 (see Figure 1 below) but the 2020-2022 drought and the COVID-19 crisis have further widened disparities between girls' and boys' access to education.

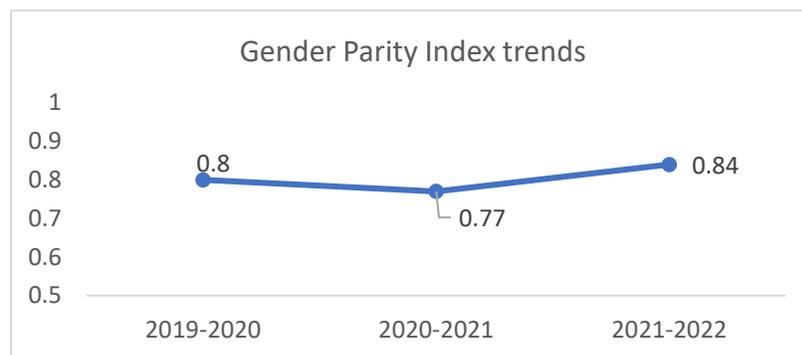


Figure 1: Gender Parity Index 2019-2022 trends.

Source: Annual Statistics Yearbooks, MOECHE. Does not include Puntland.

Several factors affect girls' access to education, including poverty; traditional gender norms resulting in preference for investing scarce resources in boys' education and deprioritizing education for girls; displacement; heavy workloads at home; insecurity; and the lack of female teachers.^{33 34} In the case of nomadic girls, enrolment is often limited to periods when the girl's family is temporarily living near a town or displaced in urban areas. Nomadic girls' retention in school often depends on having relatives in town, given the scarcity of boarding facilities and the lack of services along remote pastoral migration routes.³⁵

The GPI varies considerably by state, ranging from 0.94 in Hirshabelle to 0.78 in Banadir³⁶ (see Figure 2 below). The paradox of the large gender gap in Banadir/ Mogadishu – which also has the largest offer of education services in country – reflects the high proportion of IDPs in the population and the disproportional impact of traditional gender norms on the poorest and displaced.

²⁷ Ibid, pg.25

²⁸ Ministry of Education and Higher Education (2023) *Education Statistics Yearbook 2021-2022*, pg.19

²⁹ Ministry of Education, Culture and Higher Education (2023) *Annual Education Statistics Report 2021-2022*, pg.28

³⁰ There are 237,428 female students and 289,166 male students enrolled in primary school and ABE; therefore, the actual GPI at primary level is 0.82.

³¹ The GPI calculation at Federal level excludes Puntland.

³² Draft 2023 Joint Education Sector Review Report, pg.5, circulated to the ESC on November 07, 2023. The final version is not available at the time of the preparation of this document.

³³ Ha, S. & Forney, J. (2018) *Somali Girls Education Promotion Project – Transition: Baseline Study Report*, pgs.74-76

³⁴ Machova, Z., Miettunen, J., & Peterson, B.D (2019) *Adolescent Girls' Education in Somalia: Baseline Evaluation*, pgs.65-72

³⁵ Ha, S. & Forney, J. (2018) *Somali Girls Education Promotion Project – Transition: Baseline Study Report*, pgs.74-76

³⁶ Ministry of Education, Culture and Higher Education (2023) *Annual Education Statistics Report 2021-2022*, pg.28

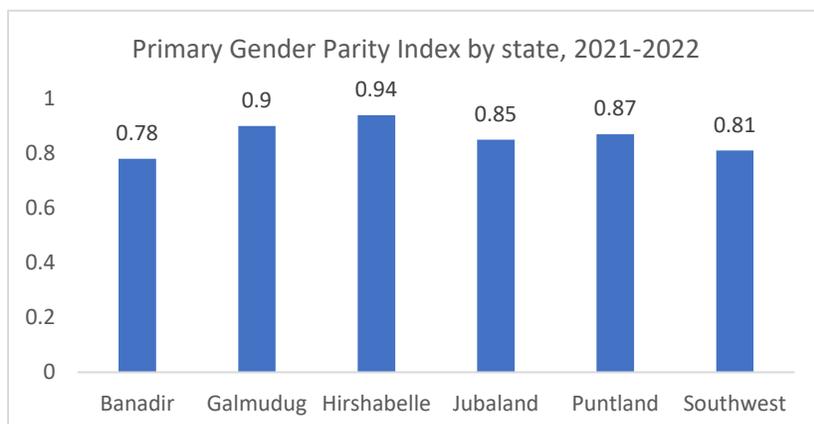


Figure 2: Primary GPI in 2021-2022, disaggregated by state.

Sources: Federal MOECHE Annual Statistics Yearbook 2021-2022 and MOEHE Puntland Education Statistical Yearbook 2021-2022

Access to education for children with disabilities. The total number of students with disabilities is reported by the Education Management Information System (EMIS) as 5,775 students (2,557 girls), corresponding to 1.4% of the primary enrolment.³⁷ The actual number of students with disabilities attending early primary grades is likely to be much higher, but is not systematically tracked or reported by schools due to limited awareness of disability (particularly of non-physical disabilities) and lack of assessment tools and training of teachers/ head teachers. Overall, 12.1% of the students in grades 1-4 assessed in the 2022 national learning assessments have a non-mental health disability and 19% are living with some form of disability³⁸, with the highest proportion (41%) in Banadir.³⁹ In this sample, there was no statistically significant difference between the proportion of male and female students with disabilities.⁴⁰

The actual proportion of children living with some form of disability in the population is much higher, as seen in Figure 3 below. The high prevalence of disability is likely to be associated to long-term exposure to conflict and disasters, compounded by the limited access to healthcare/ mental health care and the lack of screening services.

³⁷ Ibid, pg.34

³⁸ Including mental health disabilities (anxiety and depression)

³⁹ Assessed using the Washington Group short set of questions on functionality. Source: Ministry of Education, Culture and Higher Education (2022) *Study on Learning Outcomes for Students in Grades 1-4*, pg.26

⁴⁰ Ministry of Education, Culture and Higher Education (2022) *Study on Learning Outcomes for Students in Grades 1-4*, pg.26

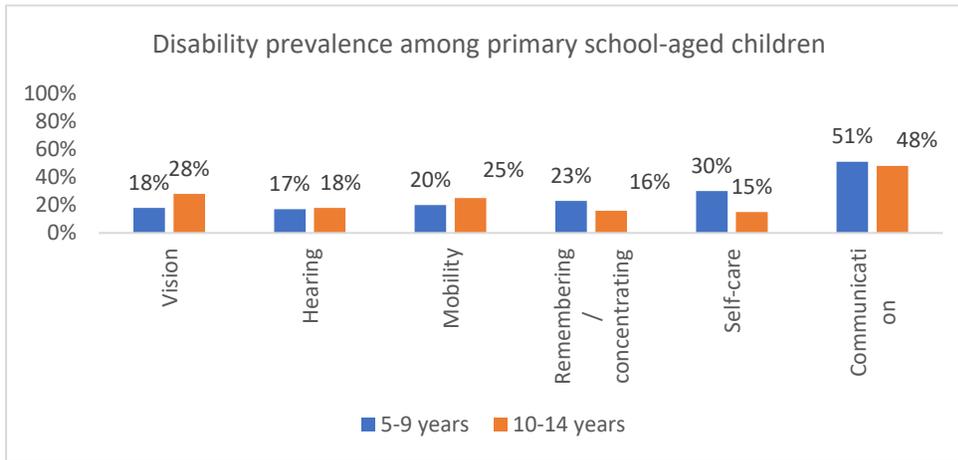


Figure 3: Proportion of children of primary school age affected by disability, disaggregated by age range and type of disability.

Source: 2022 Somalia Integrated Household Budget Survey, pg.25.

The prevalence of disabilities is likely to be particularly high among vulnerable out-of-school children. Among the out-of-school girls ages 10-12 enrolled in formal education through the FCDO/USAID-funded *Adolescent Girls' Education in Somalia (AGES)* project, 12% have some form of non-mental health related disability; this proportion increased to 17% among those ages 13-16 enrolled in ABE.⁴¹ Among the girls enrolled in formal primary school by this project, 44% faced anxiety and/or depression on a daily, weekly, or monthly basis, as well as 38% of those enrolled in accelerated basic education (ABE).⁴² Similar prevalence rates were found among the 49,820 out-of-school children ages 7-15 enrolled through the Educate a Child (EAC)-funded *Educate Your Children II (EYC II)* project, 10% of whom have a disability other than mental health issues.⁴³

Attendance rates are very low in Somalia. In 2021-2022, system-level studies conducted by the GPE-funded Education Sector Program Implementation Grant (ESPIG) indicated that the attendance rates in grades 1-4 fluctuated between 55% and 67% (see Figure 4). The measurements were conducted in a representative sample of longitudinally tracked, randomly selected primary schools, generalizable to all schools in Banadir, Galmudug, Hirshabelle, Jubaland, and Southwest.

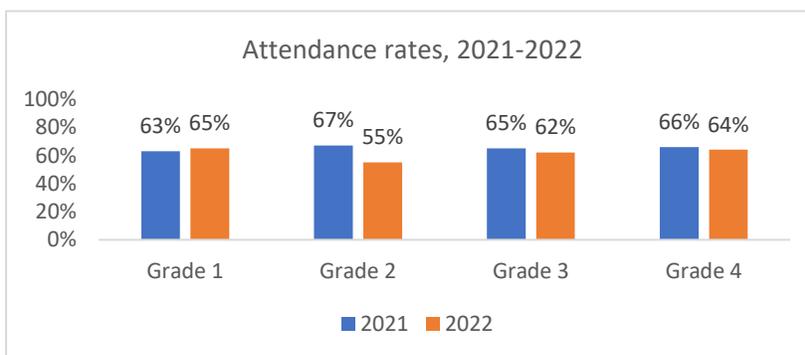


Figure 4: Attendance rates obtained through headcounts conducted in a longitudinally tracked sample of 153 schools across Banadir, Galmudug, Hirshabelle, Jubaland, and Southwest.

Sources: Samuel Hall (2021) ESPIG Midline Evaluation, pg.20 and Consilient

(2022) ESPIG Endline Evaluation, pg.18

⁴¹ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.191; pg.193

⁴² Ibid, pg.191; pg.193

⁴³ CARE/ Educate Your Children II project, participant profile data (using the Washington Group short set of questions on functionality)

Attendance rates are lower among girls compared to boys. Headcounts conducted in early 2023 in Banadir, Jubaland, and Southwest in grades 1-4 by the AGES project showed an average attendance of 82% for girls and 85% for boys.⁴⁴ Furthermore, in the school sample longitudinally tracked by the AGES project, attendance rates for girls have declined by 4.5 percentage points since 2019, while attendance rates for boys only declined by 2.2 percentage points, reflecting the disproportional impact of the drought and COVID-19 on girls' attendance rates, even in schools receiving comprehensive project support.

Menstrual hygiene management and attendance. Girls' low attendance rates reflect the burden of household chores and caregiving activities on girls, but also the inability to attend school during menstruation and the high prevalence of menstruation-related illnesses. In 2019, a study conducted with highly vulnerable female students found that 55% were reusing single-use menstrual pads; 35% changed pads infrequently; and 24% lacked water to wash themselves properly during periods.⁴⁵ In a follow-up study conducted in 2023 by the same initiative, 25% of the assessed girls affirmed that they could not attend school during menstruation, reflecting the added burden of drought.⁴⁶ Among the respondents, 75% were facing menstruation-related illnesses.⁴⁷ Poor menstrual hygiene practices are exacerbated by the limited access to water at home during drought and the limited availability of sanitation facilities with water at school – as of 2022, 91% of the schools assessed by the ESPIG had toilets for female students' use only but only 68% had systematic access to water due to a prolonged drought.⁴⁸ Additionally, girls who have undergone type III female genital mutilation/FGM – which affects 46% of the girls ages 15-19 in Somalia⁴⁹ - are more likely to have painful periods and recurrent infections as a result of the procedure,⁵⁰ thus requiring tailored menstrual hygiene management support.

Teacher absenteeism is also a root cause of student absenteeism. As of 2023, 14% of the assessed female primary students affirmed that their teacher is often absent from school.⁵¹ Qualitative data indicates that causes of teacher absenteeism include poverty/ poor remuneration (forcing teachers to take up a second livelihood); drought; illness; and insecurity.

Gender-based violence (GBV) and attendance. The research conducted by the AGES project shows that 19% of the caregivers of female students reported safety concerns as a reason for girls not to attend school.⁵² Risk mapping exercises conducted by projects indicate that girls regularly experience harassment and violence on the way to school, particularly when passing through areas with high concentration of men (*khat* and tea stalls, markets).^{53 54} Girls' narratives show that clan conflict triggers

⁴⁴ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation*, pg.80. The higher attendance rates vis a vis system-level results reflect the impact of the project's early warning system.

⁴⁵ Machova, Z., Miettunen, J., & Peterson, B.D (2019) *Adolescent Girls' Education in Somalia: Baseline Evaluation*, pg.204

⁴⁶ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation*, pg.181

⁴⁷ Ibid

⁴⁸ Consilient (2022) *Education Sector Program Implementation Grant (ESPIG) Endline Report*, pg.28

⁴⁹ Directorate of National Statistics, Federal Government of Somalia, *Somalia Health and Demographic Survey 2020*, pg.220

⁵⁰ [https://www.who.int/teams/sexual-and-reproductive-health-and-research-\(srh\)/areas-of-work/female-genital-mutilation/health-risks-of-female-genital-mutilation#:~:text=Obstruction%20of%20the%20vaginal%20opening,the%20site%20of%20the%20cutting.](https://www.who.int/teams/sexual-and-reproductive-health-and-research-(srh)/areas-of-work/female-genital-mutilation/health-risks-of-female-genital-mutilation#:~:text=Obstruction%20of%20the%20vaginal%20opening,the%20site%20of%20the%20cutting.)

⁵¹ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.82

⁵² Ibid, pg.100

⁵³ CARE (2021) *Baseline Study of the Girls' Education and Empowerment in Somalia Project (GEEPS)*, pgs.83-84

⁵⁴ Machova, Z., Miettunen, J., & Peterson, B.D (2019) *Adolescent Girls' Education in Somalia: Baseline Evaluation*, pg.116

female absenteeism and dropout as families are afraid of sending them to school;⁵⁵ and that physical violence, including attacks by gangs and individuals, have resulted in physical harm to girls and contributed to the development of disabilities.⁵⁶ Generally, however, the quantitative components of the same studies show that only a small proportion of parents and girls (2-10%, depending on the study) have disclosed safeguarding issues in surveys, indicating a pattern of silence and stigmatization around GBV. The availability of GBV response services remains extremely limited, particularly in the most conflict-affected areas.⁵⁷

Early marriage is associated with both non-enrolment and dropout. Traditional gender norms often result in the prioritization of marriage vis a vis education for older girls, whose families may prefer to invest their time in tasks that ‘prepare her for marriage’ (i.e. household chores and caregiving activities).⁵⁸ Nonetheless, there are indications that rates of early marriage are declining in Somalia. The 2020 Somali Health and Demographic Survey reported that 21% of the girls ages 15-19 had ever been married,⁵⁹ compared to 7% of the girls of the same age in the 2022 Somalia Integrated Household Budget Survey.⁶⁰ Early marriage rates may be much higher, however, in non-assessed newly liberated areas and rural / remote locations, particularly among nomadic populations.

Violence / conflict in general and targeted attacks have a direct impact on girls’ access and attendance. While the number of attacks against schools was limited to 13 in 2022⁶¹ conflict-related temporary school closures occur regularly and are not systematically tracked, but have a substantial impact on attendance, particularly for girls.⁶² Qualitative data also indicates that the use of schools by armed groups has a detrimental impact on girls’ enrolment and attendance.

How do gender and intersectionality affect retention? Both girls and boys enroll late in school – the average age of a grade 1 student is 10, without statistically significant difference between sexes.⁶³ As of 2020, the average school-life expectancy in Somalia was 1.6 years – 1.48 for girls and 1.76 for boys.⁶⁴ The EMIS shows a low dropout rate – 1.6% for both girls and boys – in 2021-2022, but the system uses aggregated student data, and does not track individual students longitudinally to calculate retention, potentially affecting results.⁶⁵ There are indications that the dropout rate may be considerably higher, particularly among former out-of-school children and low performing students. In national learning assessments, the proportion of non-readers dropped abruptly from 26% of grade 1 students in 2021⁶⁶ to 3.8% of the grade 2 students in 2022,⁶⁷ suggesting that at least part of the non-readers may have dropped out during this period (which also coincided with a severe drought and the COVID-related

⁵⁵ Miettunen, J., Peterson, B.D., and Robert, S. (2020) *Somali Girls’ Education Promotion Project – Transition: Midline Evaluation, Round 2*, pgs.275-279

⁵⁶ Peterson, B.D., Forney, J., and Ha, S. (2019) *Somali Girls’ Education Promotion Project – Transition: Midline Report*, pgs.236-237

⁵⁷ UNFPA (2021) *Overview of Gender-Based Violence in Somalia*, pg.8

⁵⁸ Machova, Z., Miettunen, J., & Peterson, B.D (2019) *Adolescent Girls’ Education in Somalia: Baseline Evaluation*, pgs.127-129

⁵⁹ Directorate of National Statistics, Federal Government of Somalia. *The Somali Health and Demographic Survey 2020*. Pg.87

⁶⁰ National Bureau of Statistics, *2022 Somalia Integrated Household Budget Survey*, pg.11

⁶¹ UNOCHA (2023) *Somalia Humanitarian Needs Overview*, pg.88

⁶² Projects such as AGES and GEEPS track and report temporary school closures, which may last from several days to weeks.

⁶³ Ministry of Education, Culture and Higher Education (2022) *Study on Learning Outcomes for Students in Grades 1-4*, pg.22

⁶⁴ Ministry of Education, Culture and Higher Education (2022) *Education Sector Analysis*, pg. 69

⁶⁵ Ministry of Education, Culture and Higher Education (2023) *Annual Education Statistics Report 2021-2022*, pg.33

⁶⁶ Ministry of Education, Culture and Higher Education (2021) *Study on Learning Outcomes for Students in Grades 1-4*, pg.30

⁶⁷ Ministry of Education, Culture and Higher Education (2022) *Study on Learning Outcomes for Students in Grades 1-4*, pg.33

economic crisis). Among the longitudinally tracked former out-of-school children enrolled through the EYC II project, 89% remained in school over a two-year period (89% of the girls).⁶⁸ Among the ultra-marginalized girls enrolled by the AGES project in formal primary school, 75.6% remained in school over a four-year period.⁶⁹

Factors affecting girls' retention include the lack of adequate sanitation facilities and water at school and issues related to menstrual hygiene management; the lack of female teachers; early marriage; families not prioritizing attendance over chores; insecurity; poor performance at school; discrimination and safeguarding issues at school.⁷⁰ Those factors are exacerbated among those who belong to an occupational minority and/or have a disability. In a 2019 study, 70% of the caregivers of girls with disabilities considered the cost of education as an acceptable reason not to attend school, compared to a 62% average among all assessed girls; 76% of the girls from occupational minorities spent several hours on chores, compared to a 65% average; and 29% of the girls from occupational minorities faced corporal punishment from teachers, compared to a 21% average.⁷¹

1.3 Quality of Education

Teacher qualifications and availability of female teachers. Overall, 32% of the teachers in Somalia lack minimum qualifications for their role.⁷² The proportion of qualified teachers is likely to increase in 2023-2024 with the influx of 2,600 teachers newly recruited and trained by the MOECHE, but the pipeline for new recruitment of qualified teachers remains limited vis a vis the number of teachers required for the planned expansion of enrolment.

Most primary teachers are male - 85% of the primary and accelerated basic education (ABE) teachers.⁷³ The proportion of female teachers is low across all states and lowest in Banadir, which also concentrates over half of the primary enrolment. The historic exclusion of women from education services is reflected in the limited availability of qualified female teachers. Women still represent a minority of the candidates for pre-service teacher training, resulting in a limited pipeline of female teachers for recruitment. Among those completing pre-service training at the Garowe Teachers Education College (GTEC) in 2017-2021, only 35% were female,⁷⁴ and among the 2022 pre-service candidates, only 19% were female.⁷⁵ Female teacher retention rates are negatively affected by perceptions about maternity leave, widespread insecurity, and the gender pay gap. Female teachers are paid less than men and, in some cases, work as volunteers. As of 2019, 49% of the female teachers had monthly salaries below \$100 and 10% did not receive a salary at all, compared to 42% of the male teachers receiving monthly salaries below \$100 and 7% not receiving a salary.⁷⁶ As shown in Figure 5, the proportion of female teachers has not increased substantially since 2019.

⁶⁸ CARE/ Educate Your Children II project, 2022-2023 longitudinal tracking data

⁶⁹ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.57

⁷⁰ Machova, Z., Miettunen, J., & Peterson, B.D (2019) *Adolescent Girls' Education in Somalia: Baseline Evaluation*, pgs.65-72; pgs.203-205

⁷¹ Ibid, pgs.65-70

⁷² Ministry of Education, Culture and Higher Education (2023) *Annual Education Statistics Report 2021-2022*, pg.59

⁷³ Ibid, pgs.53-54

⁷⁴ Ministry of Education and Higher Education (2022) *Puntland Education Sector Analysis*, pg.83

⁷⁵ Ministry of Education and Higher Education, *Education Statistical Yearbook 2021-2022*, pg.88

⁷⁶ Ministry of Education, Culture and Higher Education (2022) *Education Sector Analysis*, pg.130

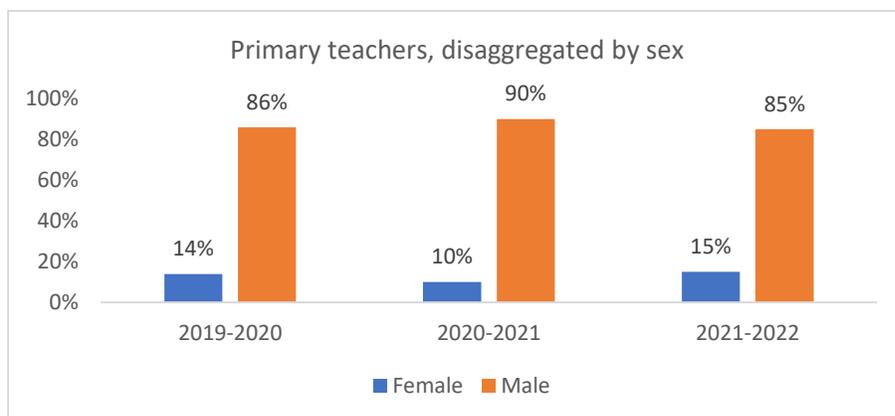


Figure 5: Proportion of female and male primary teachers. Source: EMIS annual reports*2021-2022 figures include ABE teachers.

Gender-biased practices are common in classroom practices. In the baseline study conducted by AGES, 40% of the female primary students affirmed that their teachers treated boys and girls differently in class.⁷⁷ Among teachers, only 39% believed that girls and boys had the same ability to solve problems, and only 38% affirmed that both girls and boys should be prepared for a professional career.⁷⁸

Gender gap in learning outcomes. Boys consistently outperform girls in reading and numeracy tests conducted in Somalia, including in national learning assessments conducted in 2021 and 2022 and in project-based studies.^{79 80 81} In the 2022 national learning assessment, boys outperformed girls by 2 percentage points in reading comprehension and 2.6 percentage points in numeracy.⁸² Gender-based disparities in learning are further exacerbated in rural areas, particularly among vulnerable nomadic students. In a project-based study conducted in early 2022 in rural and remote areas of Galmudug, Puntland, and Somaliland, tracking a nomadic student population, boys outperformed girls by 3.6 percentage points in Somali literacy, 7.6 percentage points in English literacy, and 10.9 percentage points in numeracy.⁸³

In the national learning assessments conducted in 2021, students living with non-mental health disabilities had significantly lower learning outcomes than their peers without a disability, and female students with disabilities fared worse than their male peers. Children living with non-mental health disabilities performed nine percentage points below average in reading comprehension and 11 percentage points below the average numeracy score.⁸⁴ However, in 2022, this difference was no longer observed, potentially due to large scale dropout among the worst performing students during drought (see point above on indications of dropout among the worst performers).

⁷⁷ Machova, Z., Miettunen, J., & Peterson, B.D (2019) *Adolescent Girls' Education in Somalia: Baseline Evaluation*, pg.160

⁷⁸ Ibid, pg.160

⁷⁹ Ministry of Education, Culture and Higher Education (2022) *Study on Learning Outcomes for Students in Grades 1-4*, pg.35; pg.48

⁸⁰ Ministry of Education, Culture and Higher Education (2021) *Study on Learning Outcomes for Students in Grades 1-4*, pg.32; pg.44

⁸¹ Consilient (2022) *Somali Girls' Education Promotion Project – Transition: Endline Evaluation*, pg.92

⁸² Ministry of Education, Culture and Higher Education (2022) *Study on Learning Outcomes for Students in Grades 1-4*, pg.35; pg.48

⁸³ Consilient (2022) *Somali Girls' Education Promotion Project – Transition: Endline Evaluation*, pg.92

⁸⁴ Ministry of Education, Culture and Higher Education (2021) *Study on Learning Outcomes for Students in Grades 1-4*, pg.40; pg.50

Factors affecting learning outcomes: teaching practices, gender, and intersectionality. Literacy outcomes are affected by several school-level factors. At school, the presence of gender-segregated toilets is associated with an average increase of 5 words per minute (wpm) in reading fluency, an increase of 25 percentage points in reading comprehension, and 15 percentage points on numeracy.⁸⁵ The provision of sanitary pads is associated with an increase of 4wpm in reading fluency and one percentage point in reading comprehension.⁸⁶ Having a meal at school is also associated with an increase of one percentage point in reading comprehension⁸⁷ (in 2021, it was associated to an increase of five percentage points).⁸⁸ Temporary school closures and natural disasters predict a decline in literacy outcomes.⁸⁹ As expected, teacher training on reading is associated with increased reading comprehension and numeracy scores, but with a disproportionately higher impact on numeracy – seven percentage points.⁹⁰ Attending a school receiving capitation grants is a predictor of improved numeracy scores in early grades.⁹¹

The longitudinal research conducted by AGES shows that social-emotional skills development through girls' leadership clubs predicted an increase of 15 percentage points on girls' average literacy score, as well as an increase of 12 percentage points on the average numeracy score.⁹² The result illustrates the impact of boosting girls' agency and ability to participate in class/ ask questions in a context where girls have limited voice and have been socialized not to ask questions of older men, including their teachers.

Drought and learning loss. There are indications that the 2021-2022 drought had a major impact on vulnerable students' learning outcomes, particularly girls. Among the sample of female primary students longitudinally tracked by the AGES project, there was a learning loss of 9.5 percentage points in literacy between January 2022 and January 2023.⁹³ Among girls who had been promoted to the next grade, the learning loss in literacy still amounted to 5.8 percentage points.⁹⁴ While the data cannot be generalized to the overall population, it provides a stark perspective of the impact on the most vulnerable: among the AGES student sample, 51% of the participants were living in displacement.⁹⁵ It is likely that malnutrition plays a major role in learning losses: 21% of the assessed girls faced food insecurity⁹⁶ and 24% did not consume animal-origin protein.⁹⁷ The low consumption of protein-rich foods was found to be a predictor of poorer learning outcomes in Somalia, reducing literacy scores by 11.5 percentage points and numeracy scores by 6.7 percentage points.⁹⁸

⁸⁵ Ministry of Education, Culture and Higher Education (2022) *Study on Learning Outcomes for Students in Grades 1-4*, pg.43; pg.57

⁸⁶ Ibid, pg.43

⁸⁷ Ibid, pg.43

⁸⁸ Ministry of Education, Culture and Higher Education (2021) *Study on Learning Outcomes for Students in Grades 1-4*, pg.40

⁸⁹ Ministry of Education, Culture and Higher Education (2022) *Study on Learning Outcomes for Students in Grades 1-4*, pg.44

⁹⁰ Ibid, pg.43; pg.57

⁹¹ Ibid, pg.58

⁹² Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.51

⁹³ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.39, and Madden, P., Vasilyeva, A., Peterson, B.D., and Wicaksono, N. (2022) *Adolescent Girls' Education in Somalia: Midline Evaluation*, pg.41

⁹⁴ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.41

⁹⁵ Ibid, pg.28

⁹⁶ Ibid, pg.27

⁹⁷ Secondary analysis of 2023 datasets from AGES' third evaluation round

⁹⁸ Miettunen, J., Peterson, B.D., and Robert, S. (2020) *Somali Girls' Education Promotion Project – Transition: Midline Evaluation – Round 2*, pg.81

How does learning affect retention? The acquisition of foundational skills plays a critical role in girls' retention in school. Families are significantly more likely to support the continued enrolment of 'good performers' but tend to deprioritize education for those who are struggling to learn.⁹⁹ As previously noted, results from national learning assessments suggest that low-performing students are dropping out in early grades; girls' performance lags significantly below boys, thus potentially resulting in girls who do not learn to read being removed from school in grades 1-2.

Safeguarding. The use of corporal punishment at school is widespread in Somalia and has been documented across multiple studies. In a 2023 study, 31% of the assessed female primary school students affirmed that their teachers use physical punishment (70% affirmed the same in 2019).¹⁰⁰ In Northern-Central Somalia, 23% of the female students in rural and remote areas affirmed the same in 2022, compared to 43% in 2018.¹⁰¹ The decline over time shows the positive impact of teacher training, CEC monitoring, and state MOEs supervision, but the persistence of the practice reflects the entrenched tolerance for the use of violence in class in Somali communities. The use of corporal punishment is disproportionately higher against minority girls, girls with disabilities,¹⁰² and low performing students, and there are indications that boys are punished more severely and repeatedly than girls.

1.4 System Capacity

The MOECHE has a Gender Unit. Additionally, the MOECHE and FMS MOEs have appointed Gender Focal Points at Federal level and in all states. Gender Focal Points have received medium-term technical assistance from FCDO and GAC-funded projects¹⁰³ and played critical roles in raising institutional awareness on gender issues during planning and budgeting processes; coaching head teachers and CECs on gender-responsive school management practices; supporting the setup and rollout of safeguarding mechanisms in schools; and training female mentors for the implementation of social-emotional learning activities with girls (Girls' Empowerment Forums, girls' clubs). These activities have had a demonstrated impact on girls' learning and retention at large scale – for instance, the implementation of Girls' Empowerment Forums by Gender Focal Points was associated with an increase of 15 percentage points in girls' literacy scores and an increase of 11 percentage points in girls' transition rate in a project reaching 88,421 girls.¹⁰⁴

Despite those successes, the role of Gender Focal Points is often perceived as project-based instead of as an institutional catalyzer of gender transformation in education. Gender Focal Points' salaries remain project-dependent, increasing the risk of losing qualified personnel and resulting in the prioritization of project-driven activities instead of institutional capacity building on gender. Additionally, the limited representation of female staff in the MOECHE's structure may also influence the uptake of gender-related recommendations: as of 2021, only 17% of the civil servants / permanent staff were female, as well as only 21% of the technical advisors.¹⁰⁵

⁹⁹ Consilient (2022) *Somali Girls' Education Promotion Project – Transition: Endline Evaluation*, pgs. 243-244

¹⁰⁰ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.86

¹⁰¹ Consilient (2022) *Somali Girls' Education Promotion Project – Transition: Endline Evaluation*, pg.209

¹⁰² Machova, Z., Miettunen, J., & Peterson, B.D (2019) *Adolescent Girls' Education in Somalia: Baseline Evaluation*, pgs.183-184

¹⁰³ Including AGES, EGEP, EGEP-T, GEEPS, SOMGEP, and SOMGEP-T.

¹⁰⁴ Consilient (2023) *Adolescent Girls' Education in Somalia: Midline Evaluation-2 (draft)*, pg. 51; pg. 65

¹⁰⁵ Ministry of Education, Culture and Higher Education, *2022 Education Sector Analysis*, pg.193

The MOECHE has also established a Special Needs Education Unit. However, technical capacity on SNE and inclusive education remains extremely limited at Federal and state levels and is largely project dependent. The recent 2023 JRES included “*prioritizing children living with disabilities (CLWD)*” as a key recommendation,¹⁰⁶ but there are limited public resources (financial, human) for its implementation. The provision of special needs education is largely private or through charities/ non-governmental organizations, and mostly restricted to large capitals. The recently finished Beledweyne Teacher Training Institute includes a facility for training 50 special needs education teachers per year, which is expected to become fully operational in 2024. However, system capacity for supervision, monitoring, training, and coaching of special needs education teachers and inclusive education provision remains extremely scarce, and even more so at FMS level.

As is the case with most of Somalia’s Federal structure, capacity levels vary substantially by location, with newly liberated areas lacking human resources, equipment, and logistical capacity to support schools. While no comprehensive assessment of institutional capacities has been conducted with MOECHE/FMS MOEs staff across all regions and districts, anecdotal information from projects indicates that system capacity on gender and associated areas – safeguarding, psychosocial support, disability, and social inclusion – is mostly absent in rural and remote areas, particularly newly liberated and conflict-affected locations.

Tracking progress. The EMIS provides sex-disaggregated data on several measurements (enrolment, promotion, retention, survival, and number of teachers). However, the EMIS does not provide sex-disaggregated data on ABE enrolment or on the availability of sex-segregated toilets, although the latter is available in 2019 School Mapping and Needs Assessment (2019) and in ESPIG evaluation reports. The EMIS provides data on SNE enrolment but not on the proportion of students with disabilities enrolled in regular primary and secondary classes. Annual Joint Reviews of the Education Sector (JRES) reports include sex-disaggregated figures drawn from EMIS but limited analysis of progress on gender and inclusion. The first Federal learning assessment studies (conducted in 2021 and 2022) included a comprehensive analysis of how gender and disability affect learning outcomes. Conversely, the 2020 School Supervision Report does not include gender-related measurements and quality assurance data on gender is not systematically tracked. The first system-level Gender Analysis is currently being conducted with technical assistance from the GPE-funded System Capacity Grant (SCG). Overall, however, there is a lack of mechanisms for systematic institutional review of gender and inclusion data and use of findings for planning/ budgeting at Federal level and to inform school-level supervision and support at state level.

1.5 Contextual Opportunities and Threats

Stabilization processes. It is likely that the ongoing stabilization process in Somalia – particularly in South Somalia – will contribute to boost gender and social inclusion in education. Insecurity and conflict have a direct negative impact on girls’ enrolment, attendance, and retention, further heightened by Al-Shabaab’s ban on secular formal education and stance on gender rights. As previously noted, a study on vulnerable girls’ education found that 19% of the parents/ caregivers considered acceptable for a girl to miss school due to safety reasons.¹⁰⁷ The progressive expansion of the area under the Federal

¹⁰⁶ 2023 JRES Aide Memoire Readout presentation, presented to the ESC on November 30, 2023, and disseminated to ESC members on December 5, 2023

¹⁰⁷ Consilient (2023) *Adolescent Girls’ Education in Somalia: Second Midline Evaluation (draft)*, pg.107

Government's control and increased stability in the capital Mogadishu from mid-2023 onwards is likely to expand opportunities for girls' enrolment as well as increasing family support for girls' attendance.

Community investment in education. Somali communities and diaspora remain the main source of investment in education. While no recent data is available, as of 2017 the estimated household contribution to education was nearly seven times larger than the public investment.¹⁰⁸ Education is also a key investment area for remittances; in Northern Somalia, 40% of the remittance recipients used them to support education expenses.¹⁰⁹ Results from previous initiatives focusing on girls' education show an encouraging pattern of support for education and family investment in keeping children in school, including girls. Among the vulnerable girls ages 10-12 enrolled in formal education in 2019 and longitudinally tracked by the AGES project, 63% remained in school two years after project support ended, and the proportion of caregivers who believe that girls can be kept at home due to the cost of education had declined from 60% to 45%, despite major crises.¹¹⁰

Gender norms change. Decades of displacement and conflict have contributed to a substantially high proportion of female-headed households in Somalia – 33% in urban and rural areas, and 28% of the nomadic households.¹¹¹ There are indications that the proportion of female-headed households is even higher among vulnerable families: in the ultra-vulnerable urban population tracked by AGES, the proportion of female-headed households varies between 69% and 71%.¹¹² This demographic change has forced a large proportion of women who had limited or no formal education to become the family's main breadwinner. As of 2022, 57% of the businesses in Somalia were owned by women and 7.9% were owned jointly by men and women.¹¹³ Female heads of household who struggle to make a living with limited skills have systematically expressed recognition for the importance of girls' education and support for girls' attendance.¹¹⁴

Recurrent disasters. In 2017-2023, in addition to conflict and insecurity, Somali households faced multiple natural disasters. Those included locust swarms; the COVID-19 crisis; two major droughts, triggering extreme displacement; and devastating floods. The recurrent natural disasters had a direct impact on enrolment, attendance, and learning outcomes. The 2017 drought eroded gains in access to education, driving the gross enrolment rate down from 18.3% to 13.5% in 2019.¹¹⁵ A longitudinal study showed a decline of eight percentage points in vulnerable girls' literacy scores from 2022 to 2023, associated to the impact of a major drought.¹¹⁶ In a context where students are experiencing extreme levels of malnutrition and lack of access to water, triggering disease outbreaks and severely limiting menstrual hygiene management, the success of a girls' education program is dependent on acknowledging and addressing barriers to education within and beyond the classroom.

¹⁰⁸ Ministry of Education, Culture and Higher Education (2022) *Education Sector Analysis*, pg.103

¹⁰⁹ Majid, N., Abdirahman, K. and Hassan, S. (2017), *Remittances and Vulnerability in Somalia: Assessing Sources, Uses and Delivery Mechanisms*, pg.29

¹¹⁰ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.67; pg.110

¹¹¹ Directorate of National Statistics, Federal Government of Somalia. *The Somali Health and Demographic Survey 2020*, pg.35

¹¹² Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.33

¹¹³ National Bureau of Statistics, Federal Republic of Somalia, *2022 Somalia Integrated Household Budget Survey*, pg.56

¹¹⁴ CARE (2023) *Gender Equality and Social Inclusion: Stories of Change from AGES*, pgs. 14-15

¹¹⁵ Ministry of Education, Culture and Higher Education (2022) *Education Sector Analysis*, pg.65

¹¹⁶ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.43

2. Program Objectives

The Girls' Education Accelerator (GEA) is a three-year, \$18.7 million partnership between the Federal MOECHE and Global Partnership for Education (GPE), which intends to **enhance equitable access to quality and inclusive education in rural and urban areas by addressing supply and demand barriers**, particularly those related to gender and social inclusion. It will contribute to reducing the gender gap in primary education by improving girls' education outcomes, with a specific focus on those facing multiple barriers to succeed: displacement, conflict, disability, and social vulnerability. To do so, the GEA will **strengthen institutional capacity and mechanisms** – policies, supervision, reporting, monitoring – incorporating gender transformative and socially inclusive practices in education management in Somalia.

3. Theory of Change

3.1 Contributing to System Transformation

The GEA is designed to contribute to the achievement of the priority reform defined in the 2023 Partnership Compact, which is aligned with the priorities of the 2022-2027 Education Sector Strategic Plan. The Compact seeks to create conditions to **enhance equitable access to quality and inclusive education in rural and urban areas by addressing supply and demand barriers**. To do so, the priority reform will strengthen government capacity and ownership of the education sector, building a cohesive education system with robust regulatory, financial, and monitoring processes in place to deliver quality services across the country. The GEA will contribute to strengthening system capacity to deliver and oversee gender-responsive and inclusive education services, building conditions to address inequities in access to education and learning outcomes. Under the leadership of the MOECHE, the GEA will operate in synergy with the System Transformation Grant (STG) and other initiatives contributing to advance the priority reform, maximizing results and contributing to building a cohesive education system.

The GEA's design is informed by the 2022 Education Sector Analysis and 2022 Enabling Factors Analysis, and by a comprehensive review of research in girls' education in Somalia, identifying and responding to the factors driving girls' education outcomes.

3.2 Theory of Change

The Program's Theory of Change mirrors the Partnership Compact's, thus allowing for seamless integration with the System Transformation Grant. However, it does focus specifically on outputs contributing to strengthening system capacity towards greater gender responsiveness and social inclusion.

The GEA's Theory of Change assumes that **if** the gross enrolment rate increases in an equitable manner (Outcome 1); **if** primary learning outcomes improve in an equitable manner for girls, boys, and socially excluded groups of children (Outcome 2); and **if** there are a strong regulatory structure and mechanisms in place to operationalize gender and inclusion-focused policies (Outcome 3), **then** access to quality and inclusive education will increase equitably and sustainably in rural and urban areas of Somalia.

The program assumes that *if* there is an expanded and efficient use of the state infrastructure for girls' education; *if* financial barriers to education for the most marginalized are reduced; *if* school WASH infrastructure is improved; and *if* there are targeted actions to reduce the gender gap, *then* Outcome 1, equitable increase in the enrolment rate, will take place and contribute to increased gender parity in access.

The program assumes that Outcome 2, equitable improvement in primary learning outcomes for girls, boys, and socially excluded children, will occur if there is a combination of the following outputs: (i) increased number of teachers deployed to public schools, particularly female; and (ii) more effective teaching materials in use, focusing on gender and inclusion.

The program considers that *if* there is progress towards a unified education system with aligned teacher training and standards for gender and inclusion; *if* there are functional monitoring and evaluation mechanisms to assess progress on gender and inclusion; and *if* there is strengthened capacity for gender in education in emergencies (EiE), *then* Outcome 3, strong regulatory framework and mechanisms in place to operationalize gender and inclusion-focused policies, will occur.

Risks and assumptions. As a system strengthening program, the GEA assumes that the Federal Government of Somalia (FGS) will continue to (i) prioritize the expansion and increased capacity of the education system as a pillar of development and (ii) focus on increasing gender equality and social inclusion as a cross-cutting imperative, as per the 2020-2024 National Development Plan.¹¹⁷ The GEA also assumes that national and state-level security and political conditions will remain relatively stable or improve during the life of the program, thus allowing for the continued evolution of the education system.

The achievement of Outcome 1 is largely dependent on continued investment in infrastructure (through the STG and other investments); increasing the number of teachers to support the expansion of the enrolment; and continued progress in increasing community support to girls' education. Critical risks to the achievement of this Outcome include major shocks resulting in large-scale school closures, damage to school infrastructure, and displacement; shifts in gender norms resulting in girls not being allowed to attend school; and severe economic decline affecting schools' capacity to operate (particularly non-public).

The achievement of Outcome 2 depends on the availability of teachers, and consequently, on continued government and donor commitment to support teacher salaries. Critical risks to this Outcome include severe economic shocks and/or displacement resulting in major attrition in the number of teachers; large-scale backlash against gender and inclusion in classroom practices; and non-collaboration with the STG affecting the rollout of new guidance and materials.

The achievement of Outcome 3 is directly dependent on (i) continued MOECHE support of gender and inclusion and (ii) on the availability of human resources at MOECHE and FMS MOEs, and consequently, on continued commitment to staff salaries and retention of trained personnel. Critical risks include political shifts resulting in lack of support for gender and inclusion in education; non-collaboration of

¹¹⁷ Ministry of Planning, Investment and Economic Development, *Somalia National Development Plan 2020-2024: The Path to a Just, Stable, and Prosperous Somalia*, pgs. 104-105

decentralized offices (regional and district level) in the rollout of gender and inclusion policies and improved practices; and lack of funding for FMS MOEs affecting policy implementation.

A comprehensive review of the risks and mitigation measures is provided in Section 10 – Risk Matrix.

Figure 6 below illustrates the Partnership Compact’s Theory of Change and the specific areas (highlighted in yellow) which the Girls’ Education Accelerator is contributing to.

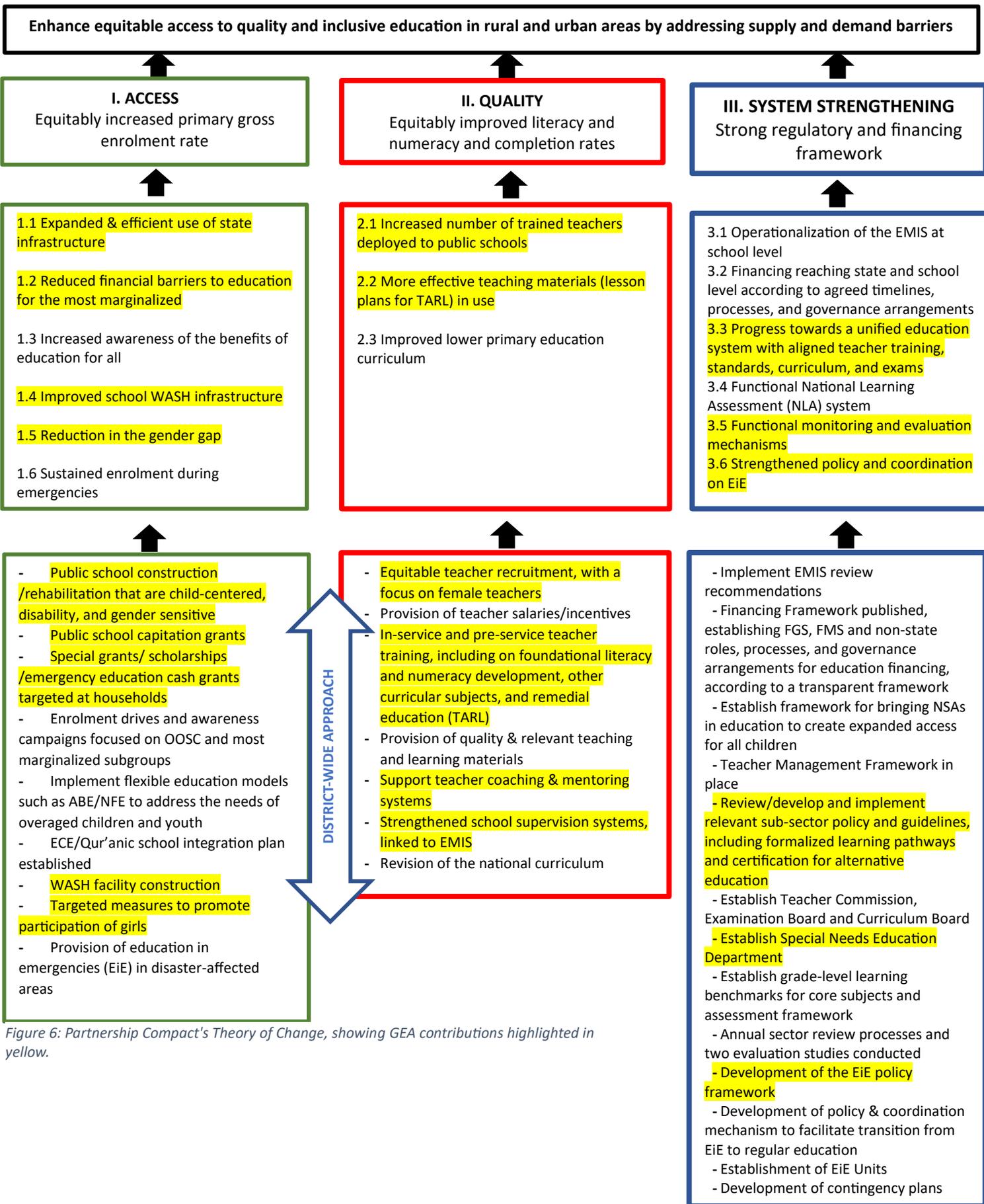


Figure 6: Partnership Compact's Theory of Change, showing GEA contributions highlighted in yellow.

4. Program Components

4.1 Program Principles

The GEA's design is grounded on the following principles:

- a. ***Leveraging Somali culture and community support to education.*** The Islamic faith is core to Somali culture, guiding community attitudes and practices. The Islamic principle of valuing education for all is foundational to advancing girls' education in Somalia and has underpinned the efforts of Somali communities to rebuild the education system. The GEA acknowledges and leverages the contributions of religious leaders and community members to advance education for girls, and the profound impact they had to date.
- b. ***Localized approaches.*** The GEA was designed through participatory and inclusive processes, informed by the resolutions from the 2023 National Education Conference, which was foundational to the development of the Partnership Compact. The design acknowledges the capacities of local systems at Federal and state levels, the critical contributions of Somali communities to rebuilding the education system, and the opportunities and challenges emerging in country as Somalia undergoes deep social, economic, and security transitions. The GEA is designed to be implemented through local systems, developing their capacities, strengthening synergies, and expanding their reach, as part of a broader nation-building project guided by the National Development Plan.
- c. ***Use of evidence-based approaches.*** The GEA's design builds upon a decade of research on girls' education in Somalia, including investments in approaches with demonstrated value for money. The GEA's implementation will be informed by an agile monitoring and evaluation system, enabling the use of real-time data to adapt approaches to boost impact and generating learning to inform other girls' education programming in country and in similar contexts.
- d. ***The intersectionality of gender and other drivers of social exclusion.*** In Somalia, as in most contexts, gendered barriers to education are exacerbated for children living with disabilities as well as for other groups experiencing social exclusion, discrimination, and /or extreme poverty. The GEA design mainstreams disability inclusion across its components, acknowledging the indications of high prevalence of physical, cognitive, and mental health disabilities in country and the additional risks faced by children living with disabilities. The GEA also acknowledges how diverse forms of social exclusion linked to livelihoods, extreme poverty, displacement, and other characteristics may affect the expected outcomes for vulnerable girls and incorporates measures to address those barriers in the design of its components.
- e. ***Collaboration, coordination, sequencing, and layering to maximize impact and value for money.*** The GEA is designed to operate as part of a broader landscape of investments in education in Somalia. Its components are designed to be sequenced and layered with other investments to address gender and inclusion gaps and maximize results. The GEA is designed to be implemented in close collaboration and coordination with the STG and other investments in education, under the leadership of the MOECHE.

4.2 Participatory Design Process

The GEA was designed under the leadership of the MOECHE and in close coordination with the STG's Grant Agent, Save the Children International (SCI). The MOECHE led a series of consultative meetings in September-November 2023 to co-design the GEA and STG components and modalities of implementation. The consultative meetings brought together MOECHE and FMS MOEs representatives, Somali civil society, development partners, and the GEA and STG grant agents to review and inform the proposed approaches.

The initial GEA concept note was submitted to the GPE, ESC, and Education Donor Group (EDG) on October 15, 2023 as part of the Quality Assurance Review I (QAR 1) process. The present Program Document builds upon the QAR1 feedback received from the GPE Secretariat on November 17, 2023.

The GEA and STG Grant Agents have provided updates to the ESC members during the development process through presentations and verbal communications. The GEA draft Program Document was submitted to MOECHE for final review on December 13, 2023. The feedback received was incorporated and the revisions were approved by the MOECHE on January 04, 2024. The draft Program Document was submitted to the ESC/EDG for review on January 05, 2024, with comments received on January 11, 2024. A revised document was submitted on January 15 to the ESC/EDG for final approval prior to the intended submission to the GPE Secretariat for QAR2 approval on January 18, 2024.

4.3 Components and Subcomponents

Outcome 1: Equitably increased primary Gross Enrolment Rate

The activities under Outcome 1 will contribute to address the following barriers to girls' access to education:

- Limited-service provision, particularly in newly liberated areas
- Traditional gender norms
- Extreme poverty
- Limited availability of special needs education, mobility issues, and discrimination against children with physical disabilities, particularly girls
- Limited availability of gender-responsive water, sanitation, and hygiene (WASH) infrastructure in schools
- Poor menstrual hygiene management.

The outputs and activities under this Outcome include fixed-term interventions intended to boost gender equality in access. While these interventions have limited sustainability (see Section 5), they remain essential in a fragile context where most girls (72%) are out of school.¹¹⁸ These activities represent a targeted investment in girls, which is, per se, a gender norm change in a context where resources have historically been prioritized for men and boys. In contrast, the activities under Outcomes 2 and 3 prioritize long-term sustainability, transforming policies and MOECHE/FMS MOEs structures and strengthening human resources to increase gender equity and social inclusion.

¹¹⁸ Ministry of Education and Higher Education, *Education Statistical Yearbook 2021-2022*, pg.25

Output 1.1 Expanded and efficient use of state infrastructure

Activity 1.1.1 Conduct joint needs assessment

Total cost: \$76,750

Expected result: One needs assessment completed in all Federal states in Year 1

In Year 1, the GEA will coordinate with the STG and the Education Cluster¹¹⁹ to conduct a joint needs assessment in all Federal states to identify priority areas for construction of new schools for girls (and in the case of the STG, for the construction of new co-educational schools). The joint assessment will use a combination of secondary data review (from the Education Cluster, EMIS, displacement databases, national household surveys, and existing research projects) and primary data collection to identify needs. Based on the results of the assessment, the GEA will select areas with the lowest girls' enrolment rate for the construction of new schools for girls.

Rationale: While the EMIS coverage has expanded in recent years, its database lacks real-time, comprehensive data on the out-of-school population or data from newly liberated areas. EMIS limitations are further compounded by large-scale displacement/migration and recent shifts in security conditions. To ensure investments respond to the needs of the most vulnerable girls, particularly those in newly liberated locations, the GEA will need to triangulate data from multiple sources and collect primary data for locations with limited or no data available.

Complementarity, coordination, and value for money: The GEA and STG will conduct one assessment, thus maximizing value for money and ensuring coordination. The assessment will leverage secondary data on out-of-school girls generated by large-scale initiatives – AGES, EYC II, Education Cannot Wait (ECW), *Bar ama Baro*/BAB – and humanitarian displacement databases. The MOECHE will disseminate the joint needs assessment findings to the ESC / EDG, thus enabling other partners / initiatives to leverage those to inform additional investments in school infrastructure.

Activity 1.1.2 Establish new schools for girls in all states and Banadir Regional Administration

Total cost: \$4,127,780

Expected result: 20 new public schools for girls constructed, enabling the additional enrolment of 15,600 vulnerable girls in underserved areas.¹²⁰

Informed by the results from the joint needs assessment (Activity 1.1.1), the GEA will construct 20 new public schools for girls in areas with the highest concentration of out-of-school girls and limited or no provision of education services. The GEA will prioritize construction in newly liberated areas where girls' education has been limited or non-existent under insurgent control, thus also contributing to strengthening the provision of public services and stabilization processes. The MOECHE and FMS MOEs will conduct participatory consultative processes in each potential construction site with local elders, religious leaders, and parents of out-of-school girls to ensure awareness, support, and ownership of the

¹¹⁹ The Education Cluster is conducting a Joint Education Needs Assessment on the first quarter of 2024, aiming at generating representative data at district level. Where possible, the GEA will leverage the Joint Education Needs Assessment data to avoid duplication of efforts.

¹²⁰ Considering that new schools will be fully operational during the school year following construction; assuming 40 students/class and double-shift operations.

new schools. The participatory consultative processes will also result in the mobilization of Community Education Committees / CECs to oversee the new schools. The GEA will construct 15 schools in Year 1 and five schools in Year 2. The GEA will construct all schools either on public land or on land formally ceded by communities through written agreements with the MOECHE and FMS MOEs.

It is expected that each school will comprise eight classrooms; four administrative blocks; one girl-friendly space; two blocks of twin student latrines and one block of teacher latrines; one septic tank; one elevated water tank; and a boundary wall with two gates. Schools are expected to operate on a double-shift to achieve the above-mentioned enrolment target. The GEA will also provide furniture for all classes and administrative blocks. The design will follow the MOECHE's standard requirements for school construction. All schools will include accessible features – ramps, handrails, adequately sized doors, corridors, and furniture to enable mobility, among other characteristics. Working with the MOECHE's Gender and Inclusion Unit¹²¹, the GEA will consult with disabled people's organizations to validate designs and ensure responsiveness to diverse student and teacher needs.

Based on the construction site's characteristics, the GEA's engineer will adapt the design to ensure a 'green environment', maximizing natural ventilation, lighting, water utilization, and safe disposal of trash and residues, and depending on conditions, building horizontal/vertical school gardens.¹²² Where applicable, the GEA will leverage lessons from other GPE-funded initiatives on climate change resilience in education and innovative practices from other initiatives in Somalia and other contexts.¹²³ The 'green school' concept will enable students and teachers to learn improved practices for environmental management and climate change resilience.

The GEA's engineer will prepare a Bill of Quantities (BOQ) determining the required standards to inform procurement of construction services. The GEA will procure construction services through a competitive bidding process. The GEA's engineer will oversee quality standards jointly with the MOECHE and the respective FMS MOE. In highly insecure areas, the Grant Agent will also engage third-party monitoring to ensure adherence to construction standards and utilization of facilities as expected and work with the STG to train newly formed CECs on expected standards for school management, utilization, and maintenance of facilities.

It is expected that the schools will be fully operational during the school year following completion of the construction process. The MOECHE will be responsible for the payment of teacher salaries and other staff for the new schools. During the life of the GEA, the new schools will enable an additional enrolment of 15,600 vulnerable girls, with an estimated new subsequent annual intake of 1,600 students/ year.

Rationale: As noted in previous sections of this document, the GPI stands at 0.84, ranging between 0.78 in Banadir to 0.94 in Hirshabelle. In newly liberated and highly insecure areas, the gender gap is likely to be substantially higher, given the historic exclusion of girls. The construction of girls' schools will contribute to boost enrolment and attendance, particularly in conservative areas where co-educational environments may be perceived as inappropriate for older girls and large numbers of girls in early adolescence remain out of school. The availability of segregated facilities is also likely to reduce

¹²¹ Assuming the newly established Gender and Inclusion Unit is operational in Y1; if not, the Special Needs Education Unit.

¹²² School gardens can be used as laboratories for students to learn about nutritious, climate-resistant crops; utilization of grey water; and micro-farming. The ESSP includes green school campaigns and school gardening under its Strategy 2.2.5.

¹²³ Those may include construction using bricks from recyclable materials (currently produced in Somalia); the use of cooling paint; rainwater collection and storage (leveraging lessons from CARE's WASH-focused programming in Somalia), among others.

safeguarding concerns for female students and their families, particularly in areas severely affected by conflict.

Complementarity, coordination, and value for money: Through a MOECHE-led process, the GEA and STG will coordinate with ESC members on the identification of construction sites, informed by the results of the joint needs assessment. The MOECHE will contribute teacher salaries to ensure functionality of the new schools, while the STG will provide CEC, teacher training, and teaching and learning materials as necessary. This process will avoid potential duplicated efforts and enable layering with other initiatives for additional support – i.e. teacher and CEC training, provision of cash transfers to enable attendance among the most vulnerable girls, school feeding, linkages with health services, etc. In locations where a double shift may not be possible due to limited demand for formal primary school services, but a large proportion of the out-of-school are older adolescents and youth, the GEA will coordinate with ABE-focused initiatives, including those funded by EAC and ECW and the prospective new USAID Accelerated Education Activity, to provide classes in a second shift. Working with the MOECHE, the GEA will leverage practices from climate resilience-focused initiatives such as the Somalia Resilience Program (SomRep) and coordinate with EAC-funded projects to develop green school models, sharing best practices with the STG. The GEA will also coordinate with the WB’s Somalia Education for Human Capital Development Project, which is expected to support the development of national standards for safe school buildings.

Output 1.2 Reduced financial barriers to education for the most marginalized

Activity 1.2.1. Capitation grants for girls' enrolment

Total cost: 1,643,040

Expected result: Capitation grants provided to 100 schools, enabling the enrolment of 15,000 vulnerable out-of-school girls.

In Years 1-3, the GEA will provide capitation grants to 100 schools/year. The MOECHE will set up agreements with each recipient school to require the enrolment of at least 50 girls/year as a pre-condition for the grant. Each school will receive a total grant of \$5,000/year, which can be utilized for the eligible expenditures stipulated in the MOECHE’s Capitation Grants Guidelines (provided as an annex to this document). Those include infrastructure repairs; WASH improvements and water trucking; purchase of textbooks and learning materials; purchase of furniture/ desks/ equipment; payment of teacher salaries (prioritizing female teachers; excluding duplications with salaries already paid by the MOECHE or other sources); payment of salaries for cleaners, guards, and other school staff; utility costs; and provision of school meals. Schools will be required by the MOECHE to comply with the enrolment criteria stipulated in the Guidelines, resulting in the prioritization of girls with disabilities, IDP girls, orphaned girls, and those from minority groups (see Annex 2).

The program will provide capitation grants to 80 existing schools and 20 newly constructed girls’ schools. All recipient schools will be public or publicly supported (community-owned). The MOECHE and FMS MOEs will select schools for disbursement based on the criteria determined in the Capitation Grants Guidelines but targeting areas with the highest gender gap in country. The schools are expected to fulfill the minimum standards stipulated in the Guidelines – i.e. being registered at the MOECHE/FMS MOE; having capacity to expand enrolment; functioning in a permanent structure; having a CEC; etc. Prior to disbursement, all targeted schools’ CECs will receive orientation on the use of the grant, compliance

requirements, and expected outcomes. The orientation to CECs will build upon the model used by the ESPIG in 2021-2022, which enabled high compliance levels (only three cases of misutilization of resources among 616 schools) and resulted in far higher enrolment than originally anticipated - 104,647 new students enrolled against a target of 50,000¹²⁴ and an increase in the average enrolment per school from 355 to 544 students.¹²⁵

To maximize compliance, the GEA will support FMS MOEs' District Education Officers/DEOs to conduct monitoring visits to recipient schools. The Grant Agent will conduct third-party monitoring in targeted schools to ensure an added layer of verification on the use of capitation grants, particularly in newly liberated and highly insecure areas, and will also roll out a Feedback, Complaints, and Response Mechanism (FCRM) in all sites to enable reporting of potential cases of misuse of resources.

Rationale: The low GPI (0.84) and regional disparities in the gender gap require targeted interventions to maximize girls' enrolment. Limited household ability to pay for school fees is a major cause of non-enrolment in Somalia, particularly among the displaced and extremely poor populations. Nearly 70% of the Somali households live below the poverty line, with 90% affected by multidimensional poverty,¹²⁶ and 52% are unable to afford a nutritious meal.¹²⁷ As a result, most households are unable to afford school fees ranging between \$4 to \$12/month per child.¹²⁸ The provision of capitation grants offsets the burden of fee-free enrolment to public and community-owned schools, while also creating the conditions for continued expansion of enrolment through investments in infrastructure and WASH. The provision of grants also enables schools to invest in the needs identified in their School Improvement Plan, thus responding to local needs and empowering CECs to determine the best utilization of funds.

Complementarity, coordination, and value for money: Working with the MOECHE and FMS MOEs, the GEA will select schools for girl-specific capitation grants in coordination with the STG to prevent potential duplication of recipients.¹²⁹ The GEA will consult with the WB-funded Somalia Human Capital Development Project, which is also providing capitation grants, to avoid potential duplication. The GEA will also work with the MOECHE and ESC partners to map out other initiatives providing similar grants to schools to ensure complementarity of efforts and avoid duplication. Where possible, the GEA will seek layering with humanitarian efforts in the same areas, boosting school access for displaced populations and those most affected by recurrent disasters, and complementing other forms of support (i.e. food rations, shelter, protection) with access to education.

Activity 1.2.2. Provision of special grants to vulnerable girls and girls affected by emergencies

Total cost: \$3,240,000

¹²⁴ Extrapolated from the total increase in enrolment observed in 369 sampled schools (2021) and 184 sampled schools (2022) through third-party monitoring.

¹²⁵ Consilient (2022) *Education Sector Program Implementation Grant (ESPIG) Endline Report*, pg.15

¹²⁶ World Bank (2022) *Somalia Economic Update*, Edition #7, pg.22

¹²⁷ National Bureau of Statistics, Federal Republic of Somalia, *2022 Somalia Integrated Household Budget Survey*, pg.61

¹²⁸ Ministry of Education, Culture and Higher Education (2023) *Annual Education Statistics Report 2021-2022*, pg.12

¹²⁹ Locations facing extreme gender disparity, particularly newly liberated areas, may receive both general capitation grants from the STG and girl-specific grants from the GEA, but these are expected to be exceptional cases requiring individual student verification to prevent double-reporting and fraud.

Expected result: 10,000 vulnerable out-of-school girls and girls affected by emergencies receiving 30-month special grants to enroll and remain in primary school (5,000 in Year 1)

Starting in Year 1, the GEA will provide special grants to girls to enroll in primary school, particularly to those who never attended school or dropped out in early grades, and girls affected by emergencies. In Year 1, the GEA will provide special grants to 5,000 girls for a period of six months,¹³⁰ scaling up to 10,000 in Years 2-3 (inclusive of the initial 5,000). Initially, the MOECHE and FMS MOEs will review and revise as necessary the existing criteria for selection of recipients (currently following the procedures used by the ESPIG in 2022) in order to prioritize areas where large numbers of out-of-school girls are concentrated (as per the results from the joint assessment conducted in Activity 1.1.1) and ensure representation of the most affected groups. The MOECHE and FMS MOEs will select recipients among out-of-school children identified and listed at district level, using the revised criteria. The recipients will be enrolled at the nearest registered primary school, which may be a community-owned or low-cost private school in areas where no public schools are available. The FMS MOEs will set up agreements with receiving schools, establishing minimum requirements for student attendance and minimum standards for learning conditions. The special grants will cover tuition fees and will be conditional to minimum student attendance of 90%.¹³¹ The Grant Agent and FMS MOEs will validate the recipients' attendance and learning conditions through quarterly monitoring visits to recipient schools. In areas severely affected by conflict, the Grant Agent will engage third-party monitors to validate enrolment and attendance.

This activity will support special grants for a 30-month period. At the end of the program, the MOECHE and FMS MOEs will continue to support special grants recipients through the allocation of public funds or by linking them to other initiatives.

Rationale: As noted above, high school fees represent a major barrier to education for poor Somali children, with a disproportional impact on girls as families are likely to prioritize scarce resources for boys' enrolment. Girls from particularly vulnerable groups, including nomadic girls, occupational minorities, and those displaced by conflict in newly liberated areas, may access short-term education opportunities through emergency response without transitioning into regular primary schools afterwards due to extreme poverty and high school fees. The provision of special grants creates a pathway for the most vulnerable girls to transition from education in emergencies into regular education while families are recovering from major shocks, including the 2021-2022 drought, the ongoing military campaign against Al-Shabaab, and the 2023 floods.

Complementarity, coordination, and value for money: The GEA will work with the MOECHE and ESC partners to cross-verify the geo-referenced list of special grants recipients to avoid potential double awarding to individuals receiving similar incentives (scholarships or bursaries) from other sources. To prevent the potential risk of schools receiving capitation grants listing special grants recipients as beneficiaries of capitation grants, the GEA and STG will coordinate with EMIS to cross-verify the lists provided. To ensure safeguarding of special grant recipients' data during cross-verification, the GEA will coordinate with the System Capacity Grant/SCG to support the EMIS / MOECHE to set up and manage a centralized database of recipients. The GEA will also coordinate with ESC partners to ensure a fair

¹³⁰ Following the duration of the school year

¹³¹ The average attendance requirement takes into consideration force majeure situations when schools may be inaccessible due to natural disasters, conflict, or restrictions to movement due to major attacks.

distribution of special grant recipients across districts, informed by the previously conducted joint assessment and EMIS data.

Activity 1.2.3 Special grants for children with severe disabilities to attend special needs schools

Total cost: \$1,404,000

Expected results: 900 out-of-school children with severe disabilities attending special needs education through a 30-month special grant.

To increase access to education for CLWDs, particularly to SNE,¹³² the GEA will support the MOECHE and FMS MOEs to provide special grants to 900 out-of-school children living with severe disabilities. The special grants will include monthly school fees and funds for transportation, acknowledging the additional costs and risks faced by children with physical disabilities to access services. In Year 1, the special grants will also cover the cost of assessment, referrals, and assistive devices, where applicable (noting that some recipients may have already been assessed / referred to services). The MOECHE and FMS MOEs will identify recipients through STG-led enrolment drives and through collaboration with disabled people's organizations (DPOs) and district-level Disability Advisory Committees/ DACs. The GEA will then support the FMS MOEs to finalize the selection of special grant recipients among the identified CLWDs, based on criteria for awards (revised under Activity 1.2.2). Given the extreme exclusion faced by children with severe disabilities and the risk of causing harm by excluding boys, this activity will provide SNE special grants to both girls and boys, while stipulating a minimum quota of 60% for girls.

The MOECHE and FMS MOEs will set up agreements with existing SNE schools for enrolment, stipulating minimum requirements for student attendance and learning conditions. Due to the limited availability of SNE services, the special grants will only be disbursed in regions where those are available and will only be provided to children with specific types of disability (i.e. vision and hearing) currently supported by SNE service providers. Starting in Year 1, the GEA will support special grants for a 30-month period, after which the MOECHE will allocate funds to support continued enrolment of recipients or facilitate linkages with new initiatives for continued support.

Rationale: The intersection of gender and disability results in severe discrimination, harassment, and exclusion from education services. The 2023 draft JRES report pointed out that *"Enrolling children with disabilities lags far behind, with only 3% enrolled against the 55% target."*¹³³ Additionally, the costs of transportation to attend school pose a major barrier for those living with physical disabilities to access education. The low enrolment in SNE hinders the expansion of services, given the lack of revenue to support teachers' salaries, facilities, and learning materials in SNE schools. The provision of SNE special grants enables one of the most vulnerable subgroups of out-of-school girls to access services; contributes to social norms change in disability inclusion as newly enrolled girls become role models for other children with disabilities to attend school; and provides an important financial contribution for the expansion of an essential service.

Complementarity, coordination, and value for money: The GEA will coordinate with the Education Cluster and Camp Coordination database managers to maximize the identification of out-of-school CLWDs with

¹³² Primary level or equivalent only

¹³³ Draft 2023 Joint Annual Sector Review Report, pg.vi, circulated to the Education Sector Committee on November 7, 2023. The final version is not available at the time this Program Document is being prepared.

severe disabilities in areas affected by emergencies. The GEA will also collaborate with ESC partners focusing on disability support services to maximize access to CLWDs, acknowledging that families often keep children with severe disabilities within the home due to severe discrimination and concerns for their safety. The GEA will leverage the existing DACs set up by the AGES project to facilitate outreach to CLWD families. The GEA will coordinate with EMIS to cross-verify geolocated recipient lists vis a vis a master list of recipients of scholarships/ bursaries, thus avoiding potential duplications.

Output 1.4 Improved school WASH infrastructure

Activity 1.4.1 Gender-responsive and inclusive WASH renovations/ expansion in schools

Total cost: \$740,000

Expected results: 74 schools with gender-responsive and inclusive water, sanitation, and hygiene facilities, including 296 twin toilets.

To boost female students' attendance and retention, the GEA will support the MOECHE and FMS MOEs to renovate or expand WASH infrastructure in schools where no female-specific toilets are available to students. This activity is expected to include the construction of gender and disability-responsive and environmentally friendly twin toilets for female students' use in an estimated 74 schools (30 schools in Year 1 and 44 in Year 2). The total number of toilets to be constructed will be determined based on needs assessments conducted by FMS MOEs with the Grant Agent's support and has been estimated based on existing EMIS data. The total number of toilets will consider estimates of maximum enrolment in targeted schools (i.e. current enrolment plus potential capacity for additional offer of seats, considering classroom availability and local population density), thus future-proofing the investment.

This activity will follow the MOECHE's construction standards. The GEA will also ensure that latrine construction standards meet minimum requirements for inclusive access and environmental safety. Once sites are selected, the GEA engineer will set up Bills of Quantities for construction, determining specific requirements. The GEA will procure construction/ renovation services through a competitive bidding process. The Grant Agent and FMS MOEs will conduct on-site monitoring to validate construction standards as per approved Bill of Quantities and MOECHE requirements. In areas with limited access, the GEA will contract third-party monitoring services to verify construction standards and use of the new infrastructure.

To maximize efficiency, the GEA will only implement this activity in schools not targeted by the System Transformation Grant for construction or renovation.

Rationale: Existing evidence shows that having adequate WASH infrastructure contributes to increase girls' enrolment, attendance, learning outcomes, and retention in Somalia (see sections on access and quality of education in this Program Document). By expanding the WASH infrastructure in schools without toilets for girls, the GEA will create conditions to boost girls' enrolment and retention.

Complementarity, coordination, and value for money: As noted above, the GEA will coordinate with the STG to avoid duplication of WASH construction efforts in the same locations. Additionally, the GEA will cross-verify the list of identified sites for construction with ESC partners to avoid potential duplication in case those locations are already being targeted for WASH support by other initiatives. The GEA also acknowledges the need to maximize access to water in targeted sites in order to ensure continued use of

the new infrastructure. To the extent possible, the GEA will coordinate with WASH initiatives to overlay water piping and construction of water kiosks in nearby areas, thus maximizing access to water.¹³⁴

Activity 1.4.2. Health and hygiene support in schools, focusing on girls' needs

Total cost: \$66,600

Expected results: Students in 74 schools receiving guidance on menstrual hygiene management through health outreach visits conducted three times a year.

In Years 1-2, the GEA will work with the MOECHE and FMS MOEs' Gender and Inclusion Focal Points (see Activity 3.3.1) to facilitate community health workers' visits to schools to provide guidance on menstrual health management to teachers and students, targeting the 74 schools where the GEA provided renovation/ expansion of the WASH infrastructure (Activity 1.3.1). The guidance will consider the specific needs of girls who have experienced FGM and of girls living with disabilities.

Rationale: Poor menstrual hygiene management is a root cause of absenteeism. A survey conducted with vulnerable adolescent girls in Southern Somalia indicated that 35% changed sanitary pads less than three times a day; 55% reused regular menstrual pads; and 26% reused reusable menstrual pads before they were fully dry.¹³⁵ Not surprisingly, 75% of the respondents experienced menstruation-related illnesses.¹³⁶ In a context where 46% of the adolescent girls ages 15-19 have experienced Type III FGM, mostly between ages 5-9,¹³⁷ poor menstrual hygiene management is likely to exacerbate the already heightened risk of severe infections, affecting attendance and learning outcomes.

Complementarity, coordination, and value for money: The GEA will leverage lessons learned through the AGES, SOMGEP-T, and Restoring Dignity projects, which have worked with Gender Focal Points to improve menstrual hygiene management in school and linked community health workers to girls' clubs. The GEA will also coordinate with health-focused projects¹³⁸ supporting community health workers to leverage resources in mobilization for school outreach.

Output 1.5 Reduction in the gender gap

Activity 1.5.1 Community awareness campaigns on girls' education

Total cost: \$540,000

Expected results: Three campaigns on girls' education conducted (one per year) in each region; increased community support to girls' enrolment and attendance contributing to boost gender parity in primary education.

In Years 1-3, the GEA will support the MOECHE and FMS MOEs' Gender and Inclusion Focal Points to conduct regional-level awareness campaigns on girls' education. The campaigns will focus on annual

¹³⁴ This may not be possible in case of temporary schools or schools in land occupied by squatters.

¹³⁵ Machova, Z., Miettunen, J., & Peterson, B.D (2019) *Adolescent Girls' Education in Somalia: Baseline Evaluation*, pg. 204

¹³⁶ Ibid

¹³⁷ Directorate of National Statistics, Federal Government of Somalia. *The Somali Health and Demographic Survey 2020*, pgs. 220-221

¹³⁸ Including the USAID-funded SOM-SHARP, GAC-funded Global Hunger Crisis, and Kismayo Health and Nutrition Project, funded by the Government of Luxembourg.

enrolment, highlighting the importance of girls' right to education from an Islamic perspective. The Gender and Inclusion Focal Points will collaborate with Regional Education Officers (REOs) and DEOs to design the content and carry out activities. The Gender and Inclusion Focal Points will coordinate with religious scholars, existing female mentors engaged in girls' education initiatives, youth groups, women's rights organizations (WROs) and disabled people's organizations (DPOs) to amplify messages on girls' education and conduct enrolment drives for girls at community level. The MOECHE and FMS MOEs will also disseminate messages on girls' education through conventional media (radio and television spots) and social media. Awareness campaigns will highlight the importance of addressing key barriers to girls' enrolment and retention, including but not limited to child, early, and forced marriage; FGM; the prioritization of household chores vis a vis school attendance; and the double discrimination faced by girls living with disabilities.

This activity includes: (i) media content design, piloting, and dissemination (national-level, with targeted messaging catering to subgroups of the population); (ii) regional level awareness raising activities convened by religious scholars, female mentors engaged in girls' education initiatives, youth groups, WROs, and DPOs, in collaboration with regional and district education officers and under the guidance of Gender and Inclusion Focal Points; and (iii) logistical costs of Gender and Inclusion Focal Points, regional and district education officers to support awareness campaigns.

Rationale: This activity will support decentralized regional/ district education offices to facilitate gender norms change processes to boost girls' enrolment. The dissemination of messages on girls' education through influential individuals and role models has proven to be an effective approach in the Somali context.¹³⁹ This activity will also support the MOECHE and FMS MOEs to leverage the growing influence of social media to facilitate dialogue on social norms change.

Complementarity, coordination, and value for money: The GEA will work with Gender and Inclusion Focal Points to amplify campaign content through coordination with the ESC and Cluster members, particularly initiatives focused on girls' education and girls' rights. The GEA will support Gender and Inclusion Focal Points to leverage existing content from previous/ ongoing initiatives (AGES, EGEP-T, SOMGEP-T) and to collaborate with community mentors and religious leaders mobilized by other initiatives (AGES, EYC II, GEEPS, etc) to maximize outreach.

Activity 1.5.2 Provision of hygiene (dignity) kits for girls

Total cost: \$600,000

Expected results: 10,000 vulnerable female students receiving dignity kits once a year. Guidance manual on menstrual hygiene management for teachers developed.

In Year 1, the GEA will support the MOECHE to develop brief guidelines for teachers on menstrual hygiene management, working in coordination with the Ministry of Health (MOH). The guidance to head teachers and teachers on menstrual hygiene management will be disseminated across the entire system through district education offices. In Years 1-3, the MOECHE and FMS MOEs will provide hygiene kits (dignity kits) to female students who have experienced their first menstrual cycle as well as guidance to head teachers and teachers on supporting menstrual hygiene management at school. The GEA will prioritize the

¹³⁹ Similar approaches have been used successfully by projects, including those funded by Education Cannot Wait and Educate A Child; the FCDO/USAID-funded AGES, EGEP, SOMGEP, and SOMGEP-T; and the GAC-funded GEEPS, among others.

distribution of dignity kits to the schools targeted under Activities 1.1.2 and 1.4.1 and to schools in areas experiencing the highest gender gaps in access. The dignity kits will include reusable menstrual pads adapted to contextual conditions; soap; and underwear. Prior to distribution, the FMS MOEs will verify if the special grant recipients receive similar interventions from other sources to avoid duplication. The FMS MOEs and the Grant Agent will conduct post-distribution monitoring surveys in targeted schools to assess receipt. The MOEs' Gender and Inclusion Focal Points will conduct verification visits to schools in collaboration with DEOs to assess the implementation of menstrual hygiene guidelines by teachers and head teachers.

Rationale: This activity seeks to (i) address menstrual hygiene barriers to enrolment and attendance (see sections above on menstrual hygiene as a barrier) and (ii) strengthen head teachers and teachers' capacity to respond to girls' menstrual hygiene management needs, noting the specific barriers faced by those who experienced Type III FGM.

Complementarity, coordination, and value for money: The GEA will work with the MOECHE and the Ministry of Health (MOH) to ensure coordination in the development of menstrual hygiene management guidelines. The GEA will coordinate with the STG to scale up the dissemination of menstrual hygiene management guidelines through STG-led training of teachers and CEC members. The GEA will also work with the MOECHE's Gender Unit to disseminate the menstrual hygiene management guidelines through the ESC and Education Cluster for use by other initiatives. The GEA will leverage lessons learned from the *Restoring Dignity* project on adapting reusable pads to girls' needs and coordinate with women-owned private sector initiatives focusing on expanding local production of sanitary pads in a sustainable manner.

Outcome 2. Equitably improved literacy and numeracy and completion rates

The activities under Outcome 2 seek to improve girls' learning outcomes by addressing the following barriers:

- Limited availability of qualified female teachers
- Limited teacher capacity to implement gender-responsive teaching
- Lack of harmonized institutional guidance on gender for teacher training and coaching
- Limited institutional capacity for gender-responsive teacher training and coaching
- Lack of policies and guidelines on school safeguarding

Output 2.1 Increased number of trained teachers deployed to public schools

Activity 2.1.1 Support to pre-service female teacher candidates

Total cost: \$540,000

Expected results: 300 female secondary graduates receiving an incentive package to attend pre-service training. At least 270 qualified new female teachers (90% of the recipients) recruited by the MOECHE to serve as primary teachers.

In Years 2-3, the MOECHE and FMS MOEs will provide incentives to 300 female secondary graduates to attend pre-service teacher training in registered Teacher Training Institutions (TTIs). The selected secondary graduates will receive an incentive package consisting of a \$100 monthly stipend and training materials for an 18-month period. To participate in this activity, the selected female teacher candidates

will sign a contract with the MOECHE committing to serve as public school teachers for a minimum period after graduating. As a result, the activity will develop the capacity of future female teachers and boost graduation and transition rates among female teacher candidates. Based on their location and ability to access sites, the recipients may also participate in a practicum at the newly constructed girls' schools to learn best practices on girls' education, amplifying their use.

Rationale: This activity seeks to boost (i) the number of qualified female teachers transitioning into public service and (ii) their ability to implement best practices in girls' education. As noted in previous sections, only 15% of the primary school teachers in Somalia are female.¹⁴⁰ The absence of female teachers poses a barrier for girls' enrolment, learning, and retention, particularly in the case of adolescent girls living in communities following conservative norms.

The total number of recipients of the incentive package (300) considers (i) existing capacity for pre-service teacher training and (ii) the geographic distribution of pre-service teacher training seats.¹⁴¹ Additionally, the proposed total can be recruited and sustainably retained as public-school teachers within a year of their graduation.

Complementarity, coordination, and value for money: To maximize female pre-service teacher candidates' retention, the GEA will disseminate content on girls' education prepared by the ESPIG, AGES, and SOMGEP-T projects to participants. The GEA will also facilitate linkages between female pre-service teacher candidates and FMS MOEs' Gender and Inclusion Focal Points and district-level coaches, particularly for those completing their practicums in girls' schools. The linkages are expected to support candidates to overcome technical difficulties and reduce barriers to retention in teacher training.

Output 2.2 More effective teaching materials in use (particularly lesson plans for Teaching at the Right Level/ TaRL)

Activity 2.2.1 Development of a social-emotional learning module for primary teachers, focusing on girls' empowerment

Total cost: \$36,000

Expected results: Guidelines for extracurricular activities focusing on social-emotional learning for girls developed; teacher training module for implementation of extracurricular activities focusing on social-emotional learning for girls developed.

To mitigate the impact of gender norms restricting girls' voice and participation in class, the GEA will support the MOECHE to develop and validate guidelines for extracurricular activities focusing on social-emotional learning for girls in primary schools and a teacher training module associated to those. This activity will be conducted in Year 1. The guidelines and teacher training module will build upon social-

¹⁴⁰ Ministry of Education. Culture and Higher Education, *Annual Education Statistics Report 2021-2022 (Draft)*, pg.54; Ministry of Education and Higher Education of Puntland State of Somalia, *Education Statistical Yearbook 2021-2022*, pg.46

¹⁴¹ In 2021-22, the MOECHE invested in expanding the offer of pre-service training through the opening of a new Teacher Training College/TTC in Beledweyne (300 seats) and the renovation of the Kismayo TTC. However, Mogadishu still concentrates about 60% of the higher education enrolment in country, followed by 22% in Somaliland and 10% in Puntland. Large-scale investments in pre-service teacher training scholarships would drive a surge in the number of teacher candidates in Mogadishu, who would be unlikely to take up positions in other states, particularly in rural and remote areas, resulting in further widening disparities.

emotional learning packages previously developed by Girls' Education Challenge (GEC)-funded initiatives in partnership with the MOECHE and FMS MOEs Gender and Inclusion Focal Points.¹⁴²

Rationale: This activity seeks to institutionalize the use of social-emotional learning (SEL) in Somali schools as a means of boosting girls' participation and learning outcomes. Evidence from the AGES project indicates that girls' exposure to extracurricular activities focusing on social-emotional learning predicted an increase of 15 percentage points on their average literacy score, as well as an increase of 12 percentage points on the average numeracy score.¹⁴³ Similar results were observed in the longitudinal study conducted by the SOMGEP-T project in Puntland, Somaliland, and Galmudug.¹⁴⁴ A global review of social-emotional learning approaches highlighted that the implementation of SEL-focused extracurricular activities by AGES through the engagement of FMS MOEs' Gender Focal Points had very high cost effectiveness, contributing to major gains at a cost of £3 per participant.¹⁴⁵

Complementarity, coordination, and value for money: The guidelines and teacher training module will be rolled out through the broader teacher training package implemented by the System Transformation Grant. The GEA will leverage content and lessons learned from GEC-funded initiatives (AGES, EGEP-T, SOMGEP-T), building upon its large research investment in Somalia and taking advantage of the Gender Focal Points' awareness of the approaches involved. The GEA will liaise with other existing/ planned initiatives with SEL components in the development of the teacher training module and its rollout, namely the World Bank's *Rajo Kaaba*; AGES; *Bar ama Baro*; GEEPS; and USAID's planned Accelerated Education Activity. The GEA will work with the MOECHE to disseminate the guidelines and teacher training module to ESC and Cluster partners to maximize rollout coverage through other initiatives.

Activity 2.2.2. Teacher training module on gender-responsive teaching for in-service training

Total cost: \$36,000

Expected result: Teacher training module on gender-responsive teaching practices and associated training materials developed.

To address the use of gendered practices in class, the GEA will provide technical assistance to the MOECHE for the development and validation of a teacher training module on gender-responsive teaching practices. This activity will be conducted in Year 2. The teacher training module will build upon the evidence gathered through research on girls' education in Somalia and leverage successful gender-focused teacher training modules previously implemented in country, particularly but not only those developed through Girls' Education Challenge-funded projects.

Rationale: This activity will create institutional guidance to incorporate gender-responsive teaching in in-service teacher training. The application of the gender-responsive teaching module by development

¹⁴² Specifically, the guidelines will build upon the guidelines for girls' clubs developed by the Girls' Education Challenge/GEC-funded Educate Girls, End Poverty (EGEP) project; Somali Girls' Education Promotion Project – Transition (SOMGEP-T); and Adolescent Girls' Education in Somalia (AGES). Under SOMGEP-T and AGES, the participation in girls' clubs was found to predict improvements in girls' literacy and numeracy outcomes of 16 and 15 percentage points, respectively.

¹⁴³ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.57; pg.138

¹⁴⁴ Miettunen, J., Peterson, B.D., and Roberts, S. (2020) *Somali Girls' Education Promotion Project – Transition: Midline Evaluation, Round 2*, pg.123

¹⁴⁵ Girls' Education Challenge Learning Brief #4, April 2023. *More than Grades: The Importance of Social-Emotional Learning on Girls' Education*, pg.14

partners implementing in-service teacher training will contribute to creating a positive learning environment for girls.

Complementarity, coordination, and value for money: This activity will build upon content developed through AGES, EGEP-T, and SOMGEP-T projects and benefit from the evidence generated by their longitudinal research. The teacher training module will be implemented as part of the broader teacher training provided through the System Transformation Grant, thus avoiding a duplication in logistical costs. The GEA will work with the MOECHE and FMS MOEs Gender and Inclusion Focal Points to disseminate the teacher training module to ESC and Cluster partners to maximize its rollout through broader teacher training initiatives (i.e. through EAC- and ECW-funded initiatives, the World Bank’s Somalia Education for Human Capital Development project, and USAID’s planned Accelerated Education Activity, among others).

Activity 2.2.3 Training of Gender and Inclusion Focal Points and FMS MOEs coaches on gender-responsive and inclusive teaching

Total cost: \$110,000

Expected results: Training package on teacher coaching focused on the use of gender-responsive and inclusive teaching practices developed; training of seven Gender and Inclusion Focal Points and all FMS MOEs coaches on teacher coaching for use of gender-responsive and inclusive teaching practices.

To strengthen school-based coaching, the GEA will support the MOECHE and FMS MOEs to develop, validate, and roll out a training package for Gender and Inclusion Focal Points and FMS MOEs coaches on gender-responsive and inclusive teaching practices. The training package will build upon lessons learned from gender-focused teacher coaching interventions implemented through girls’ education programming and global best practices. The training package will be foundational for the engagement of the MOECHE and FMS MOEs staff in the co-design of Activity 2.2.2. The GEA will roll out the training package in Years 2-3.

Rationale: This activity will strengthen the capacity of FMS MOEs’ staff to coach teachers on the use of gender-responsive and inclusive teaching, contributing to create a more welcoming and effective learning environment for girls, particularly those facing multiple types of exclusion.

Complementarity, coordination, and value for money: This activity will build upon content developed through AGES, EGEP-T, and SOMGEP-T projects and benefit from the evidence generated by their longitudinal research. The training of FMS MOEs’ coaches on gender-responsive and inclusive teaching practices will contribute to strengthen the in-service teacher training provided by the STG through the same coaches, as well as the in-service teacher training provided by other initiatives (including those funded by EAC and ECW, among others).

Activity 2.2.4 Development of safeguarding guidelines for head teachers and school mentors

Total cost: \$18,000

Expected result: Safeguarding guidelines package developed.

To strengthen safeguarding response at school level, the GEA will provide technical assistance to the MOECHE to develop guidelines for head teachers and school mentors in Year 1. The guidelines will

consider the intersectionality of gender and disability-related vulnerabilities and the need for an inclusive approach to safeguarding. The existence of policy guidelines on safeguarding will: (i) enable the establishment of formal response mechanisms to gender-based violence and other types of violence in school, supported by FMS MOEs Gender and Inclusion Focal Points and DEOs; (ii) increase awareness about gender-based violence and safeguarding responsibilities in general; and (iii) strengthen the application of codes of conduct for teachers and administrators. The guidelines will also include regional referral maps for protection and response services and associated resources for head teachers and students. This activity will build upon the evidence from safeguarding research in Somalia and leverage existing examples of successful school-level safeguarding interventions. The safeguarding guidelines will be rolled out as part of regular teacher coaching implemented by FMS MOEs coaches.

Rationale: This activity will enable the MOECHE to implement a key step to institutionalize safeguarding practices in schools and ensure consistency in safeguarding approaches. As noted in previous sections, currently there are no policies or policy guidelines on safeguarding at school.

Complementarity, coordination, and value for money: This activity will leverage and adapt safeguarding approaches developed and implemented by the AGES project in collaboration with Gender Focal Points, as well as protection services mapping conducted by the same initiative. The activity will also benefit from AGES' longitudinal research on safeguarding. The GEA will collaborate with other safeguarding-focused initiatives (ECW, GEEPS) in the process of developing the guidelines and consult with ESC/ Cluster partners, particularly local organizations, WROs, and DPOs, to ensure a comprehensive approach responsive to local needs and building upon best practices. The GEA will coordinate with the STG on the dissemination of the guidelines and also work with Gender and Inclusion Focal Points to disseminate the guidelines through the ESC and Education Cluster partners. The GEA will also coordinate with the STG on the links between the Teacher Management Framework and safeguarding guidelines, including but not limited to the establishment and reinforcement of a Code of Conduct for teachers and administrators.

Activity 2.2.5 Gender and social inclusion technical support

Total cost: \$ 88,000

Expected result: technical support provided

To strengthen capacity at both levels of government, the GEA program will provide technical assistance to the Federal Ministry of Education to train and coach staff both at the federal and state levels. The training will be based on the safeguarding guidelines, socio-emotional learnings focusing on girl's empowerment. The training will target REOs, Quality Assurance Officers and DEOs at the Regional level and Head teachers at school level.

Rationale: Policy reforms will be ineffectual if implementation capacity is weak. Developing institutional and individual capacity to implement policy will create synergy with the decentralization strategy of the MoECHE and contribute to the intended transformative impact of the policies.

Complementarity, coordination, and value for money: the GEA will coordinate with the STG on the provision of the technical assistance and the training of state level education officials.

Outcome 3. Strong regulatory and financing framework

The activities under Outcome 3 seek to address the following barriers to gender-responsive planning and policy development / implementation:

- Limited availability of staff qualified to serve internal resources and advocates for gender and inclusion at the MOECHE/ FMS MOEs.
- Limited capacity at FMS MOEs level for gender-responsive and inclusive education planning and rollout of the Gender and SEND & IE policies.
- Lack of guidelines for systematic tracking of gender and inclusion in quality assurance processes.
- Limited tracking of gender and inclusion in institutional monitoring processes.
- Lack of consistent guidance for incorporation of gender and inclusion in EiE.

Output 3.3 Progress towards a unified education system with aligned teacher training, standards, curriculum, and exams

Activity 3.3.1 Establish and empower the Gender and Inclusion Units

Total cost: \$909,309

Expected results: Six Gender and Inclusion Units are fully operational across all FMS MOEs and MOECHE.

In Years 1-3, the GEA will support the MOECHE and FMS MOEs to merge the Gender and Special Education Needs Units into six Gender and Inclusion Units and build the capacity of Gender and Inclusion focal points to implement their mandate. This activity will strengthen the operationalization of the Gender Policy for the Education Sector and the SEND & IE policy. To do so, this activity will support the salaries of the MOECHE Gender and Inclusion Unit Lead and of seven Gender and Inclusion Focal Points at the MOECHE and FMS MOEs and provide the necessary equipment for their operations. The activity will strengthen the technical capacity of Gender and Inclusion Focal Points through exchange visits to neighboring countries to observe *in situ* how gender-responsive sector planning is being rolled out by other education systems. The GEA will also support the Gender and Inclusion Units to conduct annual planning processes to strengthen gender and inclusion mainstreaming within the MOECHE/ FMS MOEs.

Rationale: This activity will ensure the availability of qualified human resources to advocate for the implementation of the Gender Policy and SEND & IE policy. It will also provide guidance to MOECHE/ FMS MOEs staff on gender and inclusion integration in planning, budgeting, and ESSP implementation, directly responding to the 2023 JRES recommendations.

Complementarity, coordination, and value for money: This activity leverages the investment made by the Girls' Education Challenge in building the capacity of Gender Focal Points and builds upon the research on disability inclusion conducted by SISEND (which informed the 2022 ESA) and by the AGES and SOMGEP-T projects. The GEA will coordinate with the STG and the WB's *Rajo Kaaba* in planning for this activity, thus maximizing the engagement of Gender and Inclusion Focal Points in their activities.

Activity 3.3.2 Review, validation, and dissemination of the Gender Policy for the Education Sector

Total cost: \$34,770

Expected results: Gender Policy revised, approved, and disseminated.

In Year 1, the GEA will provide technical assistance to the MOECHE and FMS MOEs Gender and Inclusion Focal Points to review and revise the Gender Policy for the Education Sector in collaboration with the ESC partners and other MOECHE/MOEs departments. This process will include a joint review and collation of inputs / evidence from development partners; revision of the content to ensure alignment with current needs, as per existing evidence; and a validation workshop. The GEA will also support the dissemination of the revised policy by Gender and Inclusion Focal Points in Years 2-3.

Rationale: The current Gender Policy, launched in 2020, was expected to be reviewed after three years of its implementation to respond to emerging trends. Given the fast-paced changes in the Somali context since 2020 and the limited results in terms of gender parity, there is a need to incorporate revisions to address systemic bottlenecks and increase efficiency. Additionally, the revision of the Policy will contribute to better alignment between the policy framework and the setup / rollout of the new Gender and Inclusion Unit (Activity 3.3.1).

Complementarity, coordination, and value for money: The GEA will leverage evidence generated by the Girls' Education Challenge-funded research on gender in education in Somalia to inform policy revisions. The GEA will support the Gender and Inclusion Focal Points to coordinate with the ESC and Education Cluster in the revision process, collating inputs and evidence from development and humanitarian partners. The MOECHE will disseminate the revised policy to ESC and Cluster partners to maximize support for its implementation.

Activity 3.3.3 Training of FMS MOEs staff on gender responsiveness and social inclusion in education

Total cost: \$175,200

Expected results: Increased technical capacity on gender responsiveness and social inclusion among REOs, DEOs, and Quality Assurance Officers/QAOs

To increase gender and inclusion awareness at the FMS MOEs, the GEA will support the Gender and Inclusion Units to develop and roll out training for REOs, DEOs, and Quality Assurance Officers (QAOs) on gender responsiveness and social inclusion in classroom practices, school management, and quality assurance. The training will contribute to advancing the implementation of the revised Gender Policy for the Education Sector and the SEND & IE Policy. This activity will take place in Year 1.

Rationale: This activity will build the capacity of FMS MOEs staff involved in teacher training/coaching, school supervision, and quality assurance on gender-responsive and inclusive practices, thus contributing to the rollout of the Gender and SEND & IE policies.

Complementarity, coordination, and value for money: To prepare the training, the GEA will conduct a consultation with the ESC and Education Cluster to collate evidence of best practices and lessons learned on gender-responsiveness and social inclusion in education in Somalia. The GEA will also leverage the evidence generated by gender-focused initiatives such as AGES, EGEP-T, EYC II, GEEPS, and SOMGEP-T, which were implemented in partnership with Gender Focal Points, and coordinate with the EU-funded

Somalia Education Systems Strengthening Programme (SESSP) regarding gender and inclusion in school supervision.

Activity 3.3.4 Development of guidelines for gender and inclusion monitoring in school supervision

Total cost: \$21,000

Expected result: Guidelines on gender and inclusion monitoring in school supervision developed.

To strengthen school monitoring, the GEA will support the Quality Assurance Unit at the MOECHE to develop guidelines for QAOs to assess gender-responsive and inclusive practices at school level and revise existing quality assurance tools to incorporate gender-focused items. This activity will take place in Year 1. The Quality Assurance Unit will develop the guidelines and tools in consultation with the Gender and Inclusion Unit.

Rationale: This activity will enable the MOECHE to incorporate gender and inclusion measures in quality assurance processes.

Complementarity, coordination, and value for money: The GEA will coordinate with the EU-funded SESSP, which operates within the Quality Assurance Unit, to develop the guidelines. The GEA will also coordinate with the WB-funded Somalia Education for Human Capital Development project (expected to develop national teacher standards) in the development of the guidelines. The GEA will work with the MOECHE to disseminate the guidelines to ESC and Education Cluster partners, boosting awareness and adherence to gender and inclusion standards, and in particular, disability inclusion standards.

Output 3.5 Functional monitoring and evaluation mechanisms

Activity 3.5.1 Preparation of annual gender and inclusion progress reports

Total cost: \$118,260

Expected results: Annual gender and inclusion progress reports published in 2024-2026; annual gender and inclusion reviews conducted during the 2024-2026 JRES.

The GEA will support the MOECHE and FMS MOEs to assess progress in gender and inclusion in Somali education through the preparation of annual gender and inclusion progress reports. The Gender and Inclusion Unit will work with development partners engaged in Gender and Inclusion Working Groups to review results and provide recommendations to the MOECHE, FMS MOEs, and development partners to address gaps, presenting those as part of the annual JRES.

Rationale: This activity enables the MOECHE and FMS MOEs to measure progress in gender and inclusion in a systematic manner, generating data to inform planning and course-correct ESSP implementation.

Complementarity, coordination, and value for money: The GEA will support the Gender and Inclusion Unit to coordinate with ESC and Education Cluster partners to gather inputs for the preparation of the report. The Year 1 report will leverage results from existing research in gender and inclusion in education, including longitudinal studies conducted by the Girls' Education Challenge in country.

Activity 3.5.2 Conduct program evaluations (baseline, midline, endline)

Total cost: \$300,000

Expected results: Baseline, midline, and endline studies conducted; reports publicly available.

The GEA will contract three external evaluations through a competitive bidding process based on terms of reference reviewed and approved by the MOECHE. The baseline study will include a national analysis of barriers to girls' education and inclusion of children living with disabilities in education, as well as a baseline assessment of the conditions prior to implementation; determining baseline values for applicable indicators; and identifying key opportunities and challenges which may affect the implementation of the proposed activities. The midline and endline studies will include other GESI-focused studies of interest (see Section 9 for further detail). The evaluations (see Section 9 for detail) will use a pre-post design, triangulating primary quantitative data from representative samples of school communities with qualitative data gathered from MOECHE/FMS MOEs staff and secondary data from MOECHE/EMIS sources. The evaluations will be made publicly available through the MOECHE and GPE websites and findings will be presented by the external evaluator to the ESC and EDG.

Rationale: The evaluation studies will generate data to assess the GEA's effectiveness, value for money, efficiency, and equity in implementation. The results from the baseline and midline will inform adaptations to the GEA design to respond to trends and contribute lessons learned to the implementation of gender and inclusion-focused education initiatives in Somalia.

Complementarity, coordination, and value for money: The evaluation process will be coordinated between the GEA, MOECHE, and STG, with joint reviews of the terms of reference to ensure both projects can benefit from the data generated to inform adaptations.

Activity 3.5.3. Conduct joint monitoring

Total cost: \$240,240

Expected results: 140 schools visited by FMS MOEs staff per state per year; five joint monitoring visits conducted per year by the MOECHE/CARE

- a. Bi-annual state-level monitoring: The GEA will support the FMS MOEs to conduct monitoring visits to schools. It is expected that FMS MOEs staff will conduct monitoring visits to at least 140 locations/year.¹⁴⁶ During joint monitoring visits, FMS MOEs staff – Gender and Inclusion Focal Points, DEOs, QAOs – will assess the fidelity of implementation of GEA activities; verify compliance with MOECHE, Grant Agent and GPE standards; and assess the extent to which new guidelines/ training packages are being rolled out. The Grant Agent will work collaboratively with Gender and Inclusion Focal Points to develop monitoring surveys, checklists, and other electronic data collection tools to enable real-time data processing and timely aggregation and analysis of results. Monitoring procedures are described in detail in Section 9.
- b. Annual joint monitoring by MOECHE and Grant Agent: The GEA will conduct annual monitoring visits with the joint participation of MOECHE and the Grant Agent's representatives. MOECHE and the Grant Agent representatives will conduct five joint monitoring visits per year. During joint monitoring visits, MOECHE and Grant Agent representatives will use standardized monitoring tools to verify if school-level activities are being implemented at the expected pace/ standards and having the

¹⁴⁶ Calculated as five staff conducting four visits of seven days each per year, per state.

intended results. The visits will also provide an opportunity to gather feedback from school communities on implementation, relevance of activities, and response to girls' needs.

Rationale: A robust and agile monitoring system co-owned by the MOECHE and FMS MOEs will generate data in a timely manner for adaptations to the GEA approach and improve quality of programming. The joint monitoring process will also build FMS MOEs capacity in monitoring and supervision.

Complementarity, coordination, and value for money: The GEA will collate and disseminate key findings to the ESC, EDG, and Education Cluster. Where applicable, the GEA may leverage existing monitoring checklists partially or totally to assess results, liaising with partners to gain access to those and discuss lessons learned in their implementation. The annual monitoring process by the MOECHE and Grant Agent may also be leveraged for JRES inputs.

Activity 3.5.4 Organize review, coordination, and learning meetings

Total cost: \$ 385,590

Expected results: 18 Program Management Committee Meetings conducted; 6 inter-state coordination meetings conducted; three Program Review Meetings conducted.

To ensure consistent implementation and robust use of monitoring data, the GEA will conduct Program Management Committee meetings on a quarterly basis, bringing together FMS MOEs and the MOECHE and engaging the STG management team in activity planning, review of monitoring results, and co-design of adaptations. The GEA will develop draft terms of reference for the Program Management Committee prior to the first meeting for subsequent review and approval by members. The Program Steering Committee, chaired by the MOECHE Minister or representative and comprised of the MOECHE Permanent Secretary and relevant Director-General, FMS MOEs Ministers and Director-Generals, and GEA/STG senior management and respective Grant Agent senior representatives in country, will meet twice a year to review progress and provide high-level guidance to the GEA. Additionally, the Program Steering Committee may be convened for ad-hoc meetings to approve major modifications to the design¹⁴⁷ prior to requests for ESC approval. The STG will convene Program Steering Committee meetings and support the associated costs. The GEA will also convene annual Program Review meetings, bringing together FMS MOEs, the MOECHE, and the GEA/ STG management teams to review progress, lessons learned, and impact to date vis a vis intended results. The GEA will maintain records of meetings and decisions made in the form of minutes shared with participants. In addition, the GEA will convene an inter-state meetings to discuss education provision across the states with particular emphasis on girls education.

In case the meetings result in decisions to conduct non-minor modifications to the GEA design, the GEA will prepare a modification request for ESC approval and communicate with the GPE Country Team Lead and the Coordinating Agency regarding approval requests.

Rationale: The GEA will operate in a complex context, where activities will need to be planned jointly by six state-level FMS MOEs and the Federal MOECHE and adapted in an agile manner to respond to evolving conditions. The detailed joint planning through the Management Committee meetings will

¹⁴⁷ Including the modification of modalities of implementation and funding and the removal/ modification of activities affecting proposed deliverables.

contribute to capacity building at FMS MOEs level and to build a common understanding of roles, responsibilities, and use of monitoring data for adaptations. The high-level leadership of the Program Steering Committee will increase buy-in and support for the program, contributing to address bottlenecks to implementation. The Program Review meetings will contribute to strengthening learning and building a common understanding of progress to date.

Complementarity, coordination, and value for money: The GEA will conduct management, review, and Steering Committee meetings jointly with the STG, contributing to strengthen coordination and complementarity of activities.

Activity 3.5.5 Other direct costs

Total cost: \$257,461

Expected results: Three annual audits; fund transfers completed through the TSA.

This activity is foundational to enable the implementation of other activities by the MOECHE/FMS MOEs through funding transfers to the TSA. It includes the costs of financial transfers in the Somali banking system (\$140,461); a Senior Finance Officer supporting funding management; and annual audits.

Output 3.6 Strengthened system capacity on Education in Emergencies (EiE)

Activity 3.6.1 Development of guidelines on gender responsiveness and social inclusion in EiE

Activity 3.6.2. Technical Advisor -Capacity Development

Activity 3.6.3. Institutional capacity development

Total cost: \$238,000

Expected results: Guidelines on gender responsiveness and social inclusion in EiE developed and disseminated, technical support and strengthened institutional capacity.

To strengthen gender responsiveness and social inclusion in EiE provision, in line with INEE Minimum Standards, the GEA will support the MOECHE's Gender and Inclusion Unit to develop guidelines for implementers. This activity will take place in Year 1. The guidelines will include minimum requirements, contextualized practical tips on gender and inclusion in emergency education delivery in Somalia, and information on available resources in country. The Gender and Inclusion Unit will engage the Gender and Inclusion Working Groups in the preparation and dissemination of the guidelines. Also, the GEA will provide technical support to strengthen capacity in the system.

Rationale: This activity will standardize approaches to gender and inclusion in EiE, contributing to improving the quality of interventions and the implementation of the gender and SEND & IE policies in emergency settings. This approach will contribute to building girl-friendly learning environments in EiE, improving learning and retention.

Complementarity, coordination, and value for money: Working with the MOECHE's Gender and Inclusion Unit, the GEA will conduct consultative meetings with the Education Cluster and ESC partners to gather input for the development of the guidelines, leveraging best practices from existing and past projects. The GEA will facilitate review and validation processes for the guidelines and their dissemination to the

Cluster and ESC partners upon completion. The GEA will also facilitate linkages between the MOECHE's Gender and Inclusion Unit and INEE's Gender Working Group (of which CARE is a member) for learning exchanges.

4.4 Targeting

The GEA will use the joint needs assessment (Activity 1.1.1), EMIS data, and existing ESPIG data to inform targeting of schools/ locations. The following table outlines the proposed targeting procedures for activities targeting specific individuals (i.e. not policy/ guidelines development):

Table 2: Targeting procedures by output.

Output/ activity	Data sources for targeting	Targeting procedures
<i>Output 1.1 Expanded and efficient use of state infrastructure</i>		
Activity 1.1.2 Establish new schools for girls in all states and Banadir Regional Administration	Joint needs assessment EMIS Displacement databases, national household surveys, and existing research projects	Prioritization of areas with limited /no provision of education services and high concentration of out-of-school girls
<i>Output 1.2 Reduced financial barriers to education for the most marginalized</i>		
Activity 1.2.1 Capitation grants	School profiles EMIS	As per capitation grants guidelines Targeting only public and publicly-supported schools.
Activities 1.2.2 and 1.2.3, Special grants for girls; special grants for children with severe disabilities	District-level data on out-of-school children (from STG enrolment drives and other sources) Displacement databases/ camp coordination data	As per criteria for special grants provision ¹⁴⁸
<i>Output 1.4 Improved school WASH infrastructure (all activities)</i>	EMIS triangulated with school profiles and ESPIG data	Targeting schools without toilets for girls Excludes schools already targeted by the STG for renovations
<i>Output 1.5 Reduction in the gender gap</i>		
Activity 1.5.2 Provision of hygiene (dignity) kits for girls	EMIS triangulated with school profiles and ESPIG data	Same schools targeted under Activities 1.1.2 and 1.4.1; additionally, schools with the highest gender gap in access will be targeted
<i>Output 2.1 Increased number of trained teachers deployed to public schools</i>		
Activity 2.1.1 Support to pre-service female teacher candidates	Enrolment lists for existing TTIs	As per criteria for higher education scholarships; requires agreement with contract requiring subsequent service as a public teacher for a pre-determined period

¹⁴⁸ Building upon existing criteria for scholarship provision.

Output/ activity	Data sources for targeting	Targeting procedures
<i>Output 2.2 More effective teaching materials in use</i>		
Activity 2.2.3 Training of Gender and Inclusion Focal Points and FMS MOEs coaches on gender-responsive and inclusive teaching	List of Gender and Inclusion Focal Points and FMS MOEs coaches	All Gender and Inclusion Focal Points and FMS MOEs coaches
<i>Output 3.3 Progress towards a unified education system with aligned teacher training, standards, curriculum, and exams</i>		
Activity 3.3.4 Training of FMS MOEs staff on gender	List of FMS MOEs staff	All REOs, DEOs, and QAOs

4.5 Gender and Inclusion

The GEA is primarily a gender-focused program, which will strengthen system capacity to address gender-related barriers to equitable access and learning. Through activities under *Outcome 1*, the GEA will provide a ‘critical injection’ of conditions to expand access to education for girls, reducing the gender gap in enrolment. Simultaneously, the GEA will raise awareness on the importance of girls’ education and facilitate positive shifts in gender norms through the sensitization of CECs, religious leaders, and local elders. Through activities contributing to *Outcome 2*, the GEA will expand the number of qualified female teachers and develop training modules and guidelines to boost female students’ participation in class and improve girls’ learning outcomes. Through activities under *Outcome 3*, the GEA will strengthen the Gender Policy and its implementation and enhance system capacity on gender-focused monitoring.

The GEA acknowledges the critical importance of disability inclusion and social inclusion across its activities. The GEA will mainstream inclusion through:

Table 3: Inclusion in GEA outputs

Output	Focus on inclusion through:
<i>Output 1.1 Expanded and efficient use of state infrastructure</i>	Accessible infrastructure
<i>Output 1.2 Reduced financial barriers to education for the most marginalized</i>	-Provision of special grants to CLWDs to enroll in SNE -Prioritization of CLWDs for enrolment under capitation grants -Criteria on social inclusion for enrolment under capitation grants -Sensitization of CECs, religious leaders, and local leaders on enrollment of CLWDs
<i>Output 1.4 Improved school WASH infrastructure (all activities)</i>	-Accessible WASH infrastructure -Considerations on menstrual hygiene management for girls living with disabilities in the preparation of guidelines for schools
<i>Output 1.5 Reduction in the gender gap</i>	-Sensitization on the enrolment of girls living with disabilities and girls from socially excluded groups in awareness campaigns
<i>Output 2.1 Increased number of trained teachers deployed to public schools</i>	-Prioritization of female secondary graduates living with disabilities for provision of incentive package for pre-service teacher training
<i>Output 2.2 More effective teaching materials in use</i>	-Considerations on disability inclusion and social inclusion in the development of guidelines on social-emotional learning, gender-responsive and inclusive teaching, and safeguarding

<i>Output 3.3 Progress towards a unified education system with aligned teacher training, standards, curriculum, and exams</i>	<ul style="list-style-type: none"> -Empowerment of the Gender and Inclusion Units to roll out the SEND & IE policy -Considerations on disability and social inclusion in the revision of the Gender Policy -Training of FMS MOEs staff on social inclusion -Development of guidelines for inclusion monitoring in school supervision processes
<i>Output 3.5 Functional monitoring and evaluation mechanisms</i>	<ul style="list-style-type: none"> -Annual Gender and Inclusion Progress Reports -Disaggregation of monitoring and evaluation data (individual level) by disability status and socially excluded categories (as applicable)
<i>Output 3.6 Strengthened system capacity on Education in Emergencies (EiE)</i>	<ul style="list-style-type: none"> -Considerations on disability/social inclusion in EiE

4.6 Complementarity with the System Transformation Grant

The following table summarizes the activities implemented by the GEA will complement those implemented by the STG.

Table 4: Summary of synergies and efficiencies between the GEA and STG, by output and activity

Result area	GEA Activities	Complementarity with STG	Synergies and efficiencies
<i>Outcome 1. Equitably increased primary gross enrolment rate</i>			
<i>Output 1.1 Expanded and efficient use of state infrastructure</i>	Activity 1.1.1 Conduct joint needs assessment	<i>Activity 1.1.1: Map out school infrastructural needs</i> <i>Activity 1.1.1: School construction and rehabilitation.</i>	Joint data collection, analysis, and data utilization for selection of sites for school construction and rehabilitation Joint criteria for school construction and rehabilitation to ensure consistency and equity.
	Activity 1.1.2 Establish new schools for girls in all states and Banadir Regional Administration		Girls' schools will be constructed in sites with the largest gender gaps in access, where no STG-funded new construction is taking place.
<i>Output 1.2 Reduced financial barriers to education for the most marginalized</i>	Activity 1.2.1 Capitation grants for girls' enrolment	<i>Activity 1.2.5: Provision of school capitation grants to supported schools to incentivize accommodation of more girls from poor households and children with disabilities</i>	Capitation grants for girls will be provided to schools with large gender gaps in enrolment, which meet the criteria for capitation grants. Capitation grants for girls will not be provided to schools receiving STG grants.
	Activity 1.2.2. Provision of special grants to vulnerable girls and girls affected by emergencies	Complements STG enrolment drives	Provision of special grants to vulnerable girls identified through STG enrolment drives (district-based lists). The STG targets only public (no fee charging) schools.

Result area	GEA Activities	Complementarity with STG	Synergies and efficiencies
	Activity 1.2.3 Special grants for children with severe disabilities to attend special needs schools	Complements STG screening of CWLDs and provision of assistive devices to CWLDs ¹⁴⁹	Provision of special grants to CLWDs identified through STG screening (as well as lists provided by DPOs and district-level Disability Advisory Committees)
<i>Output 1.4 Improved school WASH infrastructure</i>	Activity 1.4.1 Gender-responsive and inclusive WASH renovations/ expansion in schools	General school rehabilitation/ construction	WASH renovations / construction conducted only in schools without toilets for girls, identified through the EMIS and the joint needs assessment (Activity 1.1.1). No overlap with schools where the STG is conducting renovations.
	Activity 1.4.2. Health and hygiene support in schools, focusing on girls' needs		Implemented directly in schools supported through Activity 1.4.1. Guidelines on menstrual hygiene management disseminated through STG-led teacher training.
<i>Output 1.5 Reduction in the gender gap</i>	Activity 1.5.1 Community awareness campaigns on girls' education	Enrolment drives/ capitation grants	Awareness campaigns co-designed with STG to ensure alignment of messaging. Local level campaigning focusing in areas with the highest gender gaps.
	Activity 1.5.2 Provision of hygiene kits for girls		Provided to the schools targeted by Activity 1.4.1 and the STG-supported schools with the largest gender gaps in enrolment.
Outcome 2. Equitably improved literacy and numeracy and completion rates			
<i>Output 2.1 Increased number of trained teachers deployed to public schools</i>	Activity 2.1.1 Support to pre-service female teacher candidates	Complements support to newly recruited teachers	The STG will provide training to newly recruited teachers. The GEA will complement this effort by strengthening the capacity of female teacher candidates prior to recruitment.
<i>Output 2.2 More effective teaching materials in use (particularly lesson plans for Teaching at the Right Level/ TaRL)</i>	Activity 2.2.1 Development of a social-emotional learning module for primary teachers focusing on girls' empowerment	Complements in-service teacher training	Module rolled out through STG-led teacher training
	Activity 2.2.2. Teacher training module on gender-responsive teaching for in-service training	Complements in-service teacher training	Module rolled out through STG-led teacher training
	Activity 2.2.3 Training of Gender and Inclusion Focal Points	Complements rollout of teacher coaching and mentoring services	The GEA will train FMS MOEs coaches on gender-responsive and inclusive teaching, while the STG will support the

¹⁴⁹ The GEA will provide devices to a maximum of 900 children while the STG will target 1,500; the total number targeted remains limited vis a vis the estimated demand (4% of the population ages 10-19 are estimated to be living with a disability, as per the 2020 SHDS, pg.252; however, actual numbers are likely to be much larger due to underreporting and the practice of keeping children with severe disabilities in hiding). Therefore, this is a case of complementarity rather than duplication of efforts.

Result area	GEA Activities	Complementarity with STG	Synergies and efficiencies
	and FMS MOEs coaches on gender-responsive and inclusive teaching		coaches to implement teacher coaching and mentoring activities.
	Activity 2.2.4 Development of safeguarding guidelines for head teachers and school mentors	Complements in-service teacher training	Module rolled out through STG-led teacher training
Outcome 3. Strong regulatory and financing framework			
<i>Output 3.3, Progress towards a unified education system with aligned teacher training, standards, curriculum, and exams</i>	Activity 3.3.1 Establish and empower the Gender and Inclusion Units		Gender and Inclusion Focal Points supported by the GEA will contribute to STG-led teacher training and school supervision.
	Activity 3.3.2. Review, validation, and dissemination of the Gender Policy		Activity conducted in consultation with the STG.
	Activity 3.3.3 Training of FMS MOEs staff on gender responsiveness and social inclusion in education		
	Activity 3.3.4 Development of guidelines for gender and inclusion monitoring in school supervision	Complements the Teacher Management Framework Complements support to the Quality Assurance Unit	Guidelines developed by the GEA and rolled out through STG support to the Quality Assurance Unit.
<i>Output 3.5, Functional monitoring and evaluation mechanisms</i>	Activity 3.5.1 Preparation of annual Gender and Inclusion Progress Reports	Complements STG evaluations	Joint planning and information sharing with the STG to inform evaluations and adaptations.
	Activity 3.5.2 Conduct program evaluations (baseline, midline, endline)	Complements STG evaluations	Joint planning and information sharing with the STG to inform evaluations and adaptations.
	Activity 3.5.3 Joint monitoring	Complements STG monitoring data	Data sharing
	Activity 3.5.4 Organize review, coordination, and learning meetings	Joint planning, management, adaptation, and learning processes	Meetings conducted jointly with the STG to maximize coordination and collaboration.

Result area	GEA Activities	Complementarity with STG	Synergies and efficiencies
<i>Output 3.6 Strengthened system capacity on Education in Emergencies (EiE)</i>	Activity 3.6.1 Development of guidelines on gender responsiveness and social inclusion in EiE		Guidelines developed in consultation with the STG.

5. Sustainability

5.1 Fully Sustainable Subcomponents

Activity 1.5.1 Community awareness campaigns on girls' education. The GEA will support the MOECHE and FMS MOE to deliver annual enrollment campaigns, community engagement, and message dissemination to raise awareness on girls' rights to education. The campaigns are expected to contribute to changed community beliefs on girls' education enrollment and attendance, encouraging a sustained shift in community gender norms. The intentional co-designing of the activity with REOs, DEOs, and Gender and Inclusion Focal Points is expected to strengthen their capacity for conducting similar activities independently. The engagement of CECs, religious leaders, and local elders will enable continued advocacy for girls' education even after the program closes. There is substantial evidence of sustainable community-level advocacy on girls' education after closure of similar programs in Somalia; two years after the AGES initiative ended its support to formal primary schools, an evaluation showed that those schools had reached gender parity through the ongoing advocacy of CECs and influential religious/local leaders.¹⁵⁰

Activity 2.2.1 Development of a social-emotional learning module for primary teachers, focusing on girls' empowerment. The GEA will support the MOECHE to develop guidelines and a teacher training model on the provision of socio-emotional learning for primary school girls through extra-curricular activities. It is expected that the implementation of the guidelines through the STG teacher training model and the increased capacity of Gender and Inclusion Focal Points to support teachers in their rollout will institutionalize socio-emotional learning through an approved, replicable, MOECHE-led approach.

Activity 2.2.2. Teacher training module on gender-responsive teaching for in-service training. The GEA will support the MOECHE to develop and validate a teacher training module on gender-responsive teaching. The training module will leverage evidence and best practices in delivering gender-responsive education from previous investments and will standardize guidance on gender-responsive teaching practices. The validated module will be scaled-up through in-service teacher training delivered by the STG and other development partners, with increased capacity of Gender and Inclusion Focal Points and MOEs coaches (Activity 2.2.3) to support the implementation / monitoring of improved practices.

Activity 2.2.3 Training of Gender and Inclusion Focal Points and FMS MOEs coaches on gender-responsive and inclusive teaching. This activity will support the MOECHE and FMS MOEs to develop and deliver a gender-responsive and inclusive education training package for Gender and Inclusion Focal Points and FMS MOE coaches. It is expected that this activity will have sustained impact beyond the program lifetime as it will strengthen the capabilities of FMS MOE staff to continuously coach teachers on gender-

¹⁵⁰ Consilient (2023) *Adolescent Girls' Education in Somalia: Second Midline Evaluation (draft)*, pg.10

responsive and inclusive education; strengthen teacher capacity to apply these practices in their classes; and contribute to creating positive and inclusive learning environments, especially for girls.

Activity 2.2.4 Development of safeguarding guidelines for head teachers and school mentors. The GEA will support the MOECHE to develop school-level safeguarding guidelines that are expected to scale-up and standardize best practices in safeguarding approaches across Somali schools. The guidelines will also provide practical resources to head teachers and school mentors to strengthen referral mechanisms with protection and response services. The guidelines will be rolled out through teacher coaching provided by FMS MOE coaches, ensuring sustainable delivery that can continue after the program closes.

Activity 3.3.2 Revision, validation, and dissemination of the Gender Policy. This activity will revise the Gender Policy to increase responsiveness to emerging trends, needs, and lessons learned. The revised Gender Policy will be operationalized by existing MOECHE/ FMS MOEs personnel (Gender and Inclusion Focal Points, REOs, DEOs, QAOs).

Activity 3.3.3 Training of FMS MOEs staff on gender responsiveness and social inclusion in education. The GEA will support the Gender and Inclusion Units to develop and deliver training on gender responsiveness and social inclusion in education for REOs, DEOs, and QAOs. This activity will increase the capacity of FMS MOE staff who are already involved in teacher training and school management oversight to embed gender-responsive and inclusive approaches in the coaching they provide to school-level actors, ensuring a sustainable and continuous delivery after the end of the program.

Activity 3.3.4 Development of guidelines for gender and inclusion monitoring in school supervision. This activity will support the MOECHE Quality Assurance Unit to develop guidelines and revise existing tools to better monitor and assess gender-responsive and inclusive practices at school-level. The development and roll-out of these guidelines (through STG support) are expected to help institutionalize gender and inclusion measures in existing school-level quality assurance processes.

Activity 3.6.1 Development of guidelines on gender responsiveness and social inclusion in EiE. The GEA will support the MOECHE's Gender and Inclusion Unit to develop and disseminate implementation guidelines for the delivery of gender-responsive and socially inclusive emergency education. The roll-out and use of the guidelines are expected to standardize best practices on gender and social inclusion for EiE and have a lasting impact in contributing to the operationalization of the Gender Policy and SEND and IE Policy in humanitarian settings.

5.2 Partially Sustainable Subcomponents

Activity 1.1.1 Establish girls' schools in all states and Banadir Regional Administration. The GEA will support the MOECHE and FMS MOEs to establish new girls' schools (infrastructure, materials, furniture). The MOECHE will be responsible for teacher salaries, staff salaries, and utilities. Therefore, the continued operation of the schools after the program closes is not guaranteed, as it is dependent on budget allocations from the MOECHE and FMS MOEs and/or donor support.

Activity 1.4.1 Gender-responsive and inclusive WASH renovations/ expansion in schools. Under this activity, the GEA will support the MOECHE and FMS MOE to renovate or expand WASH infrastructure in approximately 74 schools. It is expected that the renovation and/or construction of accessible and gender-responsive WASH facilities in schools with no female-specific toilets for students will contribute to improved girls' enrollment, attendance, and retention in the long term, sustaining this investment

beyond the program timeline. It is expected that the maintenance of WASH facilities may be sustained through CEC fundraising and community-led repairs, as well as through small-scale financial contributions by the MOECHE/FMS MOEs. However, schools may be unable to access water consistently during drought periods and require water trucking, which may exceed local fundraising capacities.

Activity 1.4.2. Health and hygiene support in schools, focusing on girls' needs. The linkages between community health workers and schools may be maintained with limited contributions from the MOECHE/ FMS MOEs (typically small funds for transportation). The activity will also require permanent coordination between the MOECHE and MOH, and the development of guidelines on school health, which fall outside the scope of this initiative.

Activity 1.5.2 Provision of hygiene (dignity) kits for girls. This activity will provide hygiene (dignity) kits to 10,000 female students in 74 target schools and support the development and dissemination of menstrual hygiene management guidance for head teachers and teachers across the education system. This activity is expected to help reduce barriers to girls' education enrollment and attendance due to menstruation. While provision of hygiene kits is dependent on continued MOECHE/ FMS MOEs investment and/or donor support, the guidance on menstrual hygiene management is expected to have a sustained effect in strengthening school-level responsiveness to girls' menstrual hygiene management needs, contributing to an enabling environment for girls' education.

Activity 2.1.1 Support to pre-service female teacher candidates The GEA will support the MOECHE and FMS MOEs to provide an incentive package to 300 female secondary graduates to attend pre-service teacher training in registered TTIs, contingent on the signature of an agreement committing to serve as public school teachers in the future. The activity will increase the numbers of well-trained female teachers available for recruitment by the MOECHE/ FMS MOEs. The increase in local capacity is sustainable provided the MOECHE recruits the candidates. However, the continuity of the incentives for female teacher candidates to attend pre-service training is not guaranteed, as these are dependent on donor support.

Activity 3.3.1 Establish and empower the Gender and Inclusion Units. The GEA will strengthen the capacity of the MOECHE and FMS MOEs Gender and Inclusion Units to roll out the Gender Policy of the Education Sector and the SEND and IE Policy. The GEA will cover the cost of salaries for the Gender and Inclusion Unit Lead and seven Gender and Inclusion Focal Points, facilitate cross-learning on gender-responsive and inclusive sector planning, and support annual planning to strengthen gender and inclusion mainstreaming across the education system. The investment will have a sustained impact as it ensures highly qualified Gender and Inclusion Units have the skills and tools to operationalize the policies and provide long-term guidance to the MOECHE and FMS MOE on gender and inclusion mainstreaming in sector planning and implementation processes. However, additional donor support or government budget allocation will be needed to cover the salaries of the Gender and Inclusion Units staff after the program closes.

Activity 3.5.1 Preparation of annual Gender and Inclusion Progress Reports. The GEA will support the MOECHE and FMS MOEs to prepare annual Gender and Inclusion Progress Reports in coordination with the Gender and Inclusion Units and the Gender and Inclusion Working Groups. The activity will include support to assess progress and gaps, and to use results to inform education sector planning. This activity is necessary to ensure the systematic tracking of gender and social inclusion progress within education

sector interventions. While the annual review of progress is possible without additional funding, it is expected to contribute to the annual JRES, which is dependent on donor funding.

Activity 3.5.3 Joint monitoring. The GEA will support FMS MOEs and MOECHE representatives to conduct systematic school monitoring activities to assess progress towards expected results and targets. While monitoring activities are regularly undertaken by FMS MOEs and MOECHE staff, the volume of monitoring visits is conditioned by the limited availability of funding to support logistical costs. Large-scale monitoring is dependent on donor support.

5.3. Non-Sustainable Subcomponents and Justification for Non-Sustainability

The GEA proposes to include non-sustainable subcomponents required as a temporary, urgent strategy to mitigate a persistent gender gap and ensure access to education for the most vulnerable girls and CLWDs. This non-sustainable investment in affirmative action is required given the extreme fragility of the Somali context, particularly in newly liberated areas and among populations where girls' access to education has been historically restricted, such as nomadic groups. Given the limited state revenue in Somalia, it is not anticipated that the FGS will be able to allocate the volume of resources necessary to maintain the same level of capitation grant/ special grants provision over time, at least in the short term.

Activity 1.2.1 Capitation grants for girls' enrolment. This activity will provide capitation grants for 200 primary schools to increase school enrollment and retention of at least 16,000 vulnerable out-of-school girls. These school capitation grants have a focused intent to expand school enrollment for girls, contributing to bridge the persistent gender gap, particularly in newly liberated areas. The capitation grants are also expected to contribute to the normalization of girls' school enrollment in these locations, as well as addressing school-specific barriers to girls' education (safety, privacy, water availability, gender-responsive toilets, female teachers, etc). This activity is dependent on donor support.

Activity 1.2.2. Provision of special grants to vulnerable girls and girls affected by emergencies. The GEA will support the MOECHE and FMS MOEs to provide special grants to 10,000 marginalized out-of-school girls from vulnerable sub-groups who have been affected by climate change and/or conflict. This activity responds to a humanitarian need and bridges a critical gap in education access and retention where out-of-school girls affected by emergency situations may have access to short-term education catch-up programs but limited opportunity to transition to regular education thereafter. While the MOECHE and FMS MOEs have committed to supporting special grants recipients at the end of the program, this support is contingent on the availability of public funds and successful linkages to other programming, and is likely to be at least partially dependent on donor contributions.

Activity 1.2.3 Special grants for children with severe disabilities to attend special needs schools. This activity will support the MOECHE and FMS MOEs to provide special grants to 900 out-of-school CLWDs (60% female). This activity responds to a humanitarian and safeguarding need, as CLWDs, especially girls, are one of the most vulnerable out-of-school groups and face extreme discrimination, harassment, and limited access to services that result in their education exclusion. The special grants will reduce barriers to educational access for children with severe disabilities and contribute to shifting social norms on disability inclusion. While the MOECHE and FMS MOEs have committed to supporting special grant recipients after the end of the program, this support is contingent on the availability of public funds and successful linkages to other programming and is likely to be at least partially dependent on donor resources.

6. Program Implementation

6.1 Implementation Arrangements

The GEA will be implemented by MOECHE in partnership with the FMS MOEs, with CARE serving as the Grant Agent. Thus, during the launch of the project, a partnership agreement that defines the roles and responsibilities of the Ministries at Federal and state levels and the Grant Agent will be developed and signed. The MOECHE and the Grant Agent will co-implement activities in collaboration with the FMS MOEs, regional and district offices, and communities. Implementation processes will be closely coordinated with the System Transformation Grant implemented by the MOECHE, FMS MOEs, and Save the Children International to ensure complementarity, leverage capacity and resources, and avoid duplication of efforts.

Somalia’s Government structure encompasses two levels of government - Federal and state levels. The country constitution is still provisional, so the role of two levels of government is not yet anchored in law. Currently, the Federal MOECHE has the overall responsibility for managing the education system in the country. The Ministry is responsible for policy development, preparing national plans for roll-out and for the monitoring and implementation of their implementation. The state ministries are responsible for the delivery of education services in their respective states. Therefore, a partnership agreement signed during the launch of the project will provide the basis for the collaborative arrangements for GEA-funded activities. CARE as the Grant Agent will establish a program management unit (PMU), which will be embedded in the MOECHE office in Mogadishu and liaise directly with GEA-funded positions at State level. The role of each party under the GEA is defined below.

Role of MOECHE: The MOECHE will have ownership and co-responsibility for the design and implementation of activities. The Permanent Secretary and appointed Director-General (DG) in collaboration with the Gender and Inclusion Lead at the Federal level will be the focal points for program delivery, while the GPE Coordinator will be the focal point for liaising between the GEA, STG, and GPE. The following structures will be involved in the governance and management of the GEA and STG.

Table 5: Governance structures involved in the management of the GEA and STG

Mechanism	Members	Role	Frequency
Joint Program Steering Committee	Federal Minister of Education, Culture and Higher Education (MOECHE) -Chair, Ministers of Education from Galmudug, Hirshabelle, Jubaland, Puntland, Southwest Permanent Secretary -MOECHE, Director-General – MOECHE, Director Generals from FMS MOEs, Coordinating Agency representative, Grant Agents (CARE and SCI) Country Directors or their designates, three	Governance of the program: strategic direction, oversight, guidance, and high-level risk management. Monitor and facilitate effective working relationships between the grant	Semi-annual

Mechanism	Members	Role	Frequency
	representatives from the ESC (local education group) for coordination and complementarity.	agents and the MOECHE. The STG will convene the meetings. ¹⁵¹	
Joint Program Management Committee	MOECHE DG and heads of relevant departments; DGs from Federal Member States – Grant Agent Program Director	Management of the program activities. Allows for collaborative processes between the Grant Agents and the MOECHE for co-design and co-management of activities, and for MOECHE to take the lead in the actual planning and implementation, assisted by the Grant Agents.	Quarterly and if/when needed.
Technical Working Groups- Quality Assurance, teacher training, system strengthening	Technical specialists at the MOECHE at Federal level; technical staff of the Grant Agents with expertise in the area.	These smaller groups will focus on ensuring technical quality and learning	Quarterly basis (shorter frequency may be considered on a need basis)

Role of Program Management Unit (PMU): The PMU will include a Chief of Party, a Gender and Inclusion Advisor, a Program Manager, a Senior M&E Officer, an Education Officer, and a Gender and Inclusion Lead (MOECHE) -Coordinator. The unit will be responsible for technical oversight and support to the MOECHE and FMS MOEs; financial and administrative management of the GEA and System Capacity Grant;¹⁵² monitoring of program activities; and reporting to GPE.

Role of FMS MOEs: Through its existing structures at the central, regional and district levels, the FMS MOEs will be responsible for the implementation of the grant in their respective states based on an approved implementation plan developed by the MOECHE. Gender and Inclusion Focal Points will be seconded to the program and will lead field activities in their respective states. Since the capacity at this level needs to be improved, the Grant Agent staff will support the delivery of the grant both at regional and district levels.

¹⁵¹ Meeting costs are under the STG's budget.

¹⁵² By establishing a joint PMU with the System Capacity Grant, the Grant Agent will boost complementarity of efforts and cost-efficiency.

In each Member State, there will be a Program Committee that will coordinate program activities in the State and link up with the National Steering Committee (convened by the STG). The members will include the DG (chairperson), REOs, departmental heads and Grant Agent staff. The committees at the State level will meet on a quarterly basis. The structure will be defined in the partnership agreement between the MOECHE and the Grant Agent. The minutes of the committees will be shared with the Program Steering Committee.

The Role of Grant Agent (GA) Country Office Management: The Grant Agent's country office has a senior management team composed of program, finance, and operations units under the leadership of the Country Director. These units have the overall responsibility for technical quality, financial management, compliance, security, and risk management of the country office grants, including the GEA and SCG. The team will supervise the PMU and other program staff related to GEA and SCG and ensure timely delivery of the program activities. The PMU will manage relationships with the Federal Government and the State MoEs as well as the education sector partners to ensure smooth implementation of the grant. The Country Director or his/her designate will be members of the Program Steering Committee that has oversight of the program.

The Role of CARE USA: CARE USA's Education and Adolescent Empowerment Unit, working in close coordination with CARE Somalia, will provide technical and financial management support to PMU activities, and will be responsible for the general oversight of compliance and technical quality requirements. The PMU will receive support from CARE USA's Director of Education, Director of Research, and Director of Business Operations and Finance, and on-site technical assistance. All three staff have worked extensively in previous and ongoing GPE-funded programs and girls' education projects in Somalia. Technical assistance will be coordinated with the technical support to other initiatives in Somalia and globally, ensuring cross-sharing of lessons learned and leveraging emerging findings for decision-making and coaching/training. Compliance and contract management requirements will be reviewed by the Education and Adolescent Empowerment Team's Contract Manager and by CARE USA's global Award Management Solutions team.

Program adaptation will be driven by data from monitoring and evaluation activities, operational concerns, critical risks, community feedback, and contextual changes (including initiatives by other development partners, policy changes, government prioritization, etc). The quarterly Program Management Committee meetings will consider rapidly emerging issues and will approve any minor adaptations to program activities suggested by the PMU and Technical Working Groups. More significant changes to program modalities, scope and scale will be discussed and agreed at the Program Steering Committee; if those constitute non-minor changes as per GPE guidelines, the GEA will request ESC and (as necessary) GPE Secretariat approvals, liaising with the Coordinating Agency. All changes will be recorded in reporting.

Fiduciary controls

The internal control procedures for cash and bank management are contained in CARE's Treasury Manual. All project funds received by CARE USA are transferred in USD to the CARE Somalia Country Office in Mogadishu, based on monthly cash flow forecasts. All project funds are pooled into a USD bank account administered from Mogadishu office. The Somalia Field Offices, located in the regions where the project

activities are undertaken, receive funds based on monthly forecast cash flows. All disbursements to the Somalia Field Offices are made in USD.

At expenditure level, each expense is tracked through a set of unique codes (Project ID, fund code, activity code, account code). These codes are used to monitor the expenditure through the monthly Budget Versus Actual analysis (BVA). The BVA reviews are done jointly by programs, operations, and grants staff to ensure validity and accuracy. Issues arising are discussed and an implementation plan developed and closely monitored. CARE USA will review CARE Somalia's financial reports and submit those to the GPE based on the grant guidelines.

Disbursements to the MOECHE and FMS MOEs are made in accordance with the conditions of the MOU established with the Ministries, which serves as a sub-contract. The sub-contract established under this program will consider the GPE requirements as well as CARE's standard format. Sub-contracts will take into consideration the requirements of CARE's Sub-Award Management policy, which governs all aspects of sub-award management.

A dedicated grants team ensures strong systems in sub-award management. In line with the Sub-Awards Management Policy, CARE Somalia has taken the following steps to mitigate risk of aid diversion and misappropriation:

- Partners and select key staff are vetted against the various lists maintained by government and multilateral institutions of individuals and the Bridger software. This software searches not only the prominent lists maintained by the United States Government, but of the UN and many other national and international agencies, to ensure that no material support is provided to any prohibited person or entity.
- CARE uses a rigorous organizational capacity assessment and due diligence tools in its sub-contracting process.

CARE will provide training and capacity-building activities based on assessments conducted with the MOECHE/FMS MOEs. These include:

- Workshops prior to implementation commencement.
- Training and mentoring during the implementation period through feedback from monitoring visits and technical training based on needs identified and project plans.
- Detailed quarterly planning and early identification of bottlenecks; and
- review meetings during implementation and at the end of the program to enhance shared learning and incorporate lessons into improving programming.

For disbursement through Treasury Single Account (TSA)

The disbursement through TSA will be based on the annual and quarterly workplans and budget that will be outlined in the Tripartite Agreement signed with the MOECHE and Federal Ministry of Finance (MOF). Funds will be disbursed to TSA from CARE Somalia country office in Mogadishu. Apart from the first advance, all subsequent advances are based on successful liquidation of the previous advance, to the level agreed in the partnership agreement, usually 75%. The Country Office Risk and Compliance Unit (RCU) will perform periodic audits and other verification activities designed to ensure that GPE funds disbursed to the MOECHE are spent in accordance with the agreements, according to the defined objectives, and in compliance with GPE rules and regulations. CARE has a system of ongoing monitoring and quality assurance to ensure that program activities are sound in terms of quality and that there is strong accountability for resources spent.

CARE has a zero-tolerance policy on fraud and corruption. A fraud awareness and reporting policy gives detailed guidance on how suspected fraud is to be reported to donors and investigated. A whistleblowing mechanism is in place and all CARE staff, partners, vendors, and other stakeholders are encouraged to report fraudulent activities, with the option of doing so anonymously. All reported fraud or misuse of funds are investigated by a team led by CARE USA Legal and Internal Audit departments in line with the CARE International Policy on Fraud and Corruption – Awareness, Prevention, Reporting and Response, as described below:

- a) CARE carries out an investigation to establish the credibility of the allegations.
- b) If the allegation is credible, the GPE will be informed, and the Program Steering Committee will be convened to discuss and agree on the next steps.
- c) CARE will take appropriate measures as provided for in its policies.

At all times, CARE will exercise the same degree of fiduciary control and diligence in the discharge of its functions with regard to the GEA and with respect to the administration and management of its own resources for the Somalia country programs.

6.2 Modalities of Implementation and Fiduciary Arrangements

As the Grant Agent, CARE will receive funds from the GPE in line with the grant agreement for the implementation of planned activities. CARE will sign a Memorandum of Understanding (MOU) with the MOECHE and FMS MOEs to carry out activities in line with the Implementation Plan and maintain its tripartite MOU with the MOECHE and MOF to transfer funds through the TSA. In line with the GPE policies, CARE will apply its existing financial management procedures and standards with regards to the procurement of goods, services, and works under this grant to support the implementation of planned activities in collaboration with the MOECHE and FMS MOEs. For funds disbursed through the government's TSA, the Somalia public financial management rules and regulations will apply. However, CARE as the Grant Agent remains responsible for the fiduciary oversight of funds transferred to the TSA. A calendar of disbursements will be included in the Program Annual Workplan.

6.2.1 Modalities of Implementation by Output

Outcome 1: Equitably increased primary gross enrolment rate

Output 1.1: Expanded and efficient use of state infrastructure

The modalities of the delivery of this output will be a) joint needs assessment to determine the target locations for construction of girls' schools; b) development of Bill of Quantities and Bill of Materials for each school construction; c) select and sub-contract a vendor to undertake the construction of schools; and d) monitoring and supervision of the work undertaken by the selected vendors. A joint procurement committee comprising of representatives from the MOECHE and the Grant Agent will oversee the competitive bidding process and award the contract to the successful vendors using CARE's procurement policy. The Grant Agent's Engineer will provide on-site supervision ensuring the quality of the work undertaken vis a vis agreed standards and approve every stage of construction. Activities under this output will be implemented directly by Grant Agent in collaboration with MOECHE and the FMS MOEs in each state.

Output 1.2 Reduced financial barriers to education for the most marginalized.

Activities under this output include disbursement of capitation grants to schools conditional to enrolment of out-of-school girls; special grants for vulnerable girls and those affected by emergencies; and special grants for CLWDs.

Capitation grants – Modalities of disbursement of the capitation grants include: a) the selection of target schools as per criteria set out in the Guidelines; b) working with the schools' administrations and FMS MOEs to develop school improvement plans; c) open school bank accounts; d) sign agreements with schools to enrol out-of-school girls as per Guidelines' criteria; and e) MOECHE will disburse funds directly from the TSA to school accounts.

The disbursement of the school capitation grants will draw on the lessons from the previous GPE-funded ESPIG. The capitation grants guideline developed under the ESPIG will be used for the disbursement of the grants under the GEA. The GEA will disburse grants to public schools and where those are not available, community schools (publicly-supported schools) will be considered. The targeting will only include private low-profit schools in locations where there is no other option for the enrolment of out-of-school girls.

The funds for school capitation grants will be released subject to: (1) verification of the recipient schools' existence and functionality; (2) verification that schools meet the requirements; (3) CECs are aware of and are signatories of the school accounts, (4) the school and the CEC having signed a grant agreement with the MOECHE.

The school capitation grant agreement will include: (1) that the grant be provided on a non-reimbursable basis; (2) the obligation of the school to carry out the agreement, including maintaining adequate records as per the guidelines; (3) all schools receiving the grants will be required to implement the national curriculum; (4) the right of the MOECHE and the program to inspect the school, meet parents and children and view any relevant documents; (5) the right of the program to suspend or terminate the grant and other program interventions upon the failure of the school to properly use the grant; and (6) the obligation of the school to act in compliance with the relevant anti-corruption law.

Data related to each individual student enrolled via capitation grants will be captured in EMIS by the beneficiary schools and their transition to the next grades will be tracked through system.

Special grants

Funds for special grants will be disbursed through the TSA. The MOECHE will implement this activity in collaboration with the FMS MOEs and the Grant Agent. The modality of implementation of the special grants will include: a) selection of beneficiary girls /CLWDs and schools by each FMS MOE b) signed agreements with schools for disbursement of the funds; c) verification of attendance. The GEA Program Management Committee will oversee the process and approve the selection of the girls/CLWDs and the schools. The list of the beneficiary schools and respective number of special grants¹⁵³ will be shared with the ESC for feedback and approval. Under the agreement, recipient schools will be required to keep attendance records for the beneficiary girls/CLWDs and to report if they have dropped out. The GEA will verify attendance directly and through third-party monitoring as applicable.

¹⁵³ To ensure protection of individual data, the GEA will not share lists of individual recipients with the ESC. The lists will be available to auditors for verification.

Output 1.4 Improved school WASH infrastructure

The delivery modalities for this output will be a) to conduct a needs assessment to identify target schools where there are no female specific toilets available to girls; b) in collaboration with MOECHE and FMS MOEs, develop implementation plan per state and per school respectively; c) development of a design, Bill of Quantities and Bill of Materials for accessible twin latrines in line with MOECHE's design; d) select and sub-contract vendors to undertake the construction of twin latrines in lots, including one contractor per state; and e) monitoring and supervision of the work undertaken by the selected vendors by MOECHE Engineer. A joint procurement committee comprising of MOECHE, Federal Ministry of Finance and the Grant Agent will oversee the bid process and award the contracts to the successful vendors.

The Grant Agent Site Engineer will provide technical support and on-site supervision ensuring the quality of work undertaken and approve every single stage of the construction. Activities under this output will be implemented directly by MOECHE in collaboration with the FMS MOEs in each state and Grant Agent. This activity is only implemented in schools that are not targeted by the STG for construction or renovation.

Output 1.5 Reduction in the gender gap

The modality of delivery under this output includes conducting community awareness campaign on girls' education; enrolment drives at community level; and dissemination of messages by MOECHE/FMS MOEs through FM radios, television, and social media platforms. The Gender and Inclusion Focal Points will coordinate with religious leaders, female mentors, youth groups and women's right organizations to amplify messages on girls' education and enrolment drives for girls at community level to enhance girls' attendance in school and boost gender parity in primary education. The disbursement modality also includes provision of hygiene (dignity) kits to girls in schools targeted for construction/renovation of WASH facilities. It is estimated that 10,000 female students in 74 targeted schools and newly constructed schools¹⁵⁴ will be provided with hygiene kits. The total number of hygiene kits to be distributed in targeted schools will be calculated based on an assessment conducted in each school, after checking for duplications with other programs. The GEA, in collaboration with MOECHE and FMS MOEs, will also develop guidance on menstrual hygiene management for use by school headteachers and teachers.

Outcome 2. Equitably improved literacy and numeracy and completion rates

Output 2.1 Increased number of trained teachers deployed to public schools.

The modalities for this output include: a) selection of beneficiary female secondary graduates and b) provision of incentives for their enrolment and retention in TTIs and subsequent transition into public teaching positions. The activity will be delivered by the MOECHE and FMS MOEs in collaboration with the Grant Agent and will be funded through the TSA. The MOECHE will provide supplies and incentive package of \$100 per month to recipients for 18 months contingent on signature of contract with MOECHE/FMS MOEs to serve as teachers in the future. It is expected that 300 female teacher candidates will participate in this activity. Overall, 90% of the recipients are expected to become public primary teachers through MOECHE recruitment.

¹⁵⁴ And potentially schools in areas with the largest gender gap, depending on the total enrolment vis a vis target.

Output 2.2 More effective teaching materials in use (particularly lesson plans for Teaching at the Right Level/ TaRL)

The delivery modalities under this output include:

- Grant Agent i) developing guidelines for extracurricular activities focusing on social-emotional learning for girls' empowerment and associated teacher training module on the use of the guidelines for extracurricular activities; ii) development of a teacher training module on gender-responsive teaching for in-service training; iii) Development of safeguarding guidelines for head teachers and school mentors; and v) Training of Gender and Inclusion Focal Points and FMS MOEs coaches on gender-responsive and inclusive teaching.
- The Grant Agent, using its own procurement policy, will hire consultants to develop the modules and the guidelines, which will be rolled out through teacher training implemented by the STG, thus avoiding duplication of efforts.
- The training of the Gender and Inclusion Focal Points and FMS MOEs coaches will be organized and led by MOECHE in collaboration with the FMS MOEs and supported by the program staff. This activity will be funded through the TSA.

Outcome 3. Strong regulatory and financing framework

Output 3.3 Progress towards a unified education system with aligned teacher training, standards, curriculum, and exams

Activity 3.3.1 Strengthen the Gender and Inclusion Unit

The delivery modalities under this activity include:

- Disbursement of funds to the MOECHE through the TSA
- MOECHE with support from the Grant Agent will establish and empower the Gender and Inclusion Units at federal and FMS levels to increase their capacity to implement their mandate and strengthen the operationalization of the Gender Policy for the Education Sector and SEND & IE Policy.
- To ensure the delivery of this output, the project will support the salaries of one Gender and Inclusion Lead/Advisor at MOECHE and the salaries of seven Gender and Inclusion Focal Points at MOECHE, Banadir Regional Administration (BRA) and FMS MOEs. The MOECHE will pay monthly salaries directly through TSA to the staff bank accounts based on approved monthly timesheets and report.
- The GEA will provide Gender and Inclusion Units with equipment for necessary operations. The equipment will be procured by MOECHE through the government procurement guidelines.
- The MOECHE with support from the Grant Agent will facilitate exchange visits of Gender and Inclusion Focal Points to neighbouring countries.
- The Gender and Inclusion Units will conduct bi-annual planning process to strengthen gender and inclusion mainstreaming within MOECHE and FMS MOEs.

Activity 3.3.2 Revision, validation, and dissemination of the Gender Policy

The delivery modalities under this activity include: a) Disbursement of funds to the MOECHE through the TSA; b) Gender and Inclusion Units convening meetings to collate inputs, review content, and revise the Policy; c) dissemination of the revised Policy through state-level visits of Gender and Inclusion Focal Points.

Activity 3.3.3 Training of FMS MOE staff on gender responsiveness and social inclusion in education

- This activity will be implemented directly by the Grant Agent.
- The delivery modality includes rolling out training for REOs, DEOs, and QAOs on gender responsiveness and social inclusion in classroom practices, school management, and quality assurance at regional and district level.

Activity 3.3.4 Development of a set of guidelines for gender and inclusion monitoring in school supervision

- This activity will be implemented directly by the Grant Agent.
- Delivery modalities include selection of a consultancy and development of the guidelines.
- The Grant Agent will contract a consultant through competitive bidding to develop the guidelines for gender and inclusion monitoring in school supervision.
- The GEA, in collaboration with MOECHE's Quality Assurance Department, will develop guidelines to assess gender-responsive and inclusive practices at school level.
- The guidelines will be rolled out by the Quality Assurance Department with STG support.

Output 3.5 Functional monitoring and evaluation mechanisms

Independent international consultants will be contracted by the Grant Agent and vetted by the Program Management Committee to undertake the baseline, midline and endline evaluations of the project. Technical reports and reader-friendly summary reports will be produced, and in-country presentations organized for the education stakeholders including the Education Donor Group.

Other modalities of disbursement include: a) Conducting monitoring surveys and joint monitoring visits by the MOECHE and FMS MOEs; b) conducting Program Management Committee meetings (quarterly); c) conducting Program Review Meetings (annually). These activities will be implemented by the Grant Agent in collaboration with the MOECHE and FMS MOEs.

Output 3.6 Strengthened system capacity on Education in Emergencies (EiE)

The delivery modality of this output includes the development of guidelines on gender responsiveness and social inclusion in EiE. A consultant will be hired by the Grant Agent to develop the guidelines for gender responsiveness and social inclusion for EiE implementers, in collaboration with the Gender and Inclusion Units. The guidelines will include minimum requirements, contextualized practical tips on gender and inclusion in emergency education delivery in Somalia, and information on available resources in country.

6.2.2 Disbursement Modalities by Output

Table 6: Total disbursements per activity and modality (TSA and Grant Agent direct delivery)

Outputs	Activity	Disbursement through TSA - MOECHE	CARE Direct implementation
Outcome 1: Equitably increased primary gross enrolment rate			
Output 1.1: Expanded and efficient use of state infrastructure	Activity 1.1.1 Conduct joint needs assessment		USD 76,750
	Activity 1.1.2 Establish new schools for girls in all states and Banadir Regional Administration	USD 4,127,780	
Output 1.2: Reduced financial barriers to education for the most marginalized.	Activity 1.2.1 Capitation grants for girls' enrolment	USD 1,500,000	USD 143,040
	Activity 1.2.2. Provision of special grants to vulnerable girls and girls affected by emergencies	USD 3,240,000	
	Activity 1.2.3. Special grants for children with severe disabilities to attend special needs schools	USD 1,404,000	
Output 1.4: Improved school WASH infrastructure	Activity 1.4.1. Gender-responsive and inclusive WASH renovations/ expansion in schools	USD 740,000	
	Activity 1.4.2. Health and hygiene support in schools, focusing on girls' needs	USD 66,600	
Output 1.5: Reduction in the gender gap	Activity 1.5.1. Community awareness campaigns on girls' education	USD 540,000	
	Activity 1.5.2. Provision of hygiene kits for girls		USD 600,000
Total Outcome 1		USD 11,618,380	USD 819,790
Outcome 2: Equitably improved literacy numeracy and completion rates			
Output 2.1: Increased number of trained teachers deployed to public schools.	Activity 2.1.1 Support to pre-service female teacher candidates	USD 540,000	

Outputs	Activity	Disbursement through TSA - MOECHE	CARE Direct implementation
Output 2.2 More effective teaching materials in use (particularly lesson plans for Teaching at the Right Level/ TaRL)	Activity 2.2.1 Development of a social-emotional learning module for primary teachers focusing on girls' empowerment		USD 36,000
	Activity 2.2.2 Teacher training module on gender-responsive teaching for in-service training		USD 36,000
	Activity 2.2.3 Training of Gender and Inclusion Focal Points and FMS MOEs coaches on gender-responsive and inclusive teaching	USD 110,000	
	Activity 2.2.4 Development of safeguarding guidelines for head teachers and school mentors		USD 18,000
	Activity 2.2.5. Gender and social inclusion technical support.		USD 88,000
Total Outcome 2		USD 650,000	USD 178,000
Outcome 3: Strong regulatory and financing framework			
Output 3.3: Progress towards a unified education system with aligned teacher training, standards, curriculum, and exams	Activity 3.3.1 Establish and empower the Gender and Inclusion Units	USD 909,309	
	Activity 3.3.2 Review, validation, and dissemination of the Gender Policy	USD 34,770	
	Activity 3.3.3 Training of FMS MOEs staff on gender responsiveness and social inclusion in education	USD 175,200	
	Activity 3.3.4 Development of guidelines for gender and inclusion monitoring in school supervision		USD 21,000
Output 3.5. Functional monitoring and evaluation mechanisms	Activity 3.5.1 Preparation of annual Gender and Inclusion Progress Reports	USD 118,260	
	Activity 3.5.2 Conduct program evaluations (baseline, midline, endline)		USD 300,000
	Activity 3.5.3 Conduct joint monitoring	USD 240,240	

Outputs	Activity	Disbursement through TSA - MOECHE	CARE Direct implementation
	Activity 3.5.4 Organize review, coordination, and learning meetings		USD 385, 590
	Activity 3.5.5. Other direct costs Bank charges/ Senior Finance Officer/ annual audits	USD 140,461	USD 117,000
Output 3.3. Strengthened system capacity on Education in Emergencies (EiE)	Activity 3.6.1 Development of guidelines on gender responsiveness and social inclusion in EiE		USD 28,000
	Activity 3.6.2. Technical Advisor - Capacity Development.		USD 180,000
	Activity 3.6.3. Institutional Capacity Development.		USD 30,000
Total Outcome 3		USD 1,618,240	USD 1,061,590
Grant Agent implementation costs	Technical support, PMU costs, staff costs, and other operational costs - Lumpsum @ 16% of total project cost \$18,760,000	-	USD 2,814, 000
	Total project cost	USD 13,886,620	USD 4,873,380

6.4 Capacity Building

The GEA seeks to build capacity on gender-responsive and inclusive programming across FGS, FMS, and school levels. Capacity building activities will take place through training; coaching; co-design of activities and joint delivery; joint monitoring; review, adaptation, and planning processes; collaboration and coordination with other initiatives; and learning exchange visits. The following table provides an overview of the capacity building activities incorporated in the GEA's design.

Table 7: Summary of capacity building processes by output/ activity

Output	Activity	Capacity building processes
<i>Output 1.1 Expanded and efficient use of state infrastructure</i>	Activity 1.1.1 Conduct joint needs assessment	Coaching on tool development, data quality assurance, and data analysis
	Activity 1.1.2 Establish new schools for girls in all states and Banadir Regional Administration	Co-design and joint monitoring

Output	Activity	Capacity building processes
<i>Output 1.2 Reduced financial barriers to education for the most marginalized</i>	Activity 1.2.1 Capitation grants for girls' enrolment	Co-design and joint monitoring Collaboration and coordination with other initiatives Training and coaching of CECs
	Activity 1.2.2. Provision of special grants to vulnerable girls and girls affected by emergencies	Joint monitoring Collaboration and coordination with other initiatives
	Activity 1.2.3 Special grants for children with severe disabilities to attend special needs schools	Joint monitoring Collaboration and coordination with other initiatives
<i>Output 1.4 Improved school WASH infrastructure</i>	Activity 1.4.1 Gender-responsive and inclusive WASH renovations/ expansion in schools	Joint monitoring
	Activity 1.4.2. Health and hygiene support in schools, focusing on girls' needs	Co-design and joint monitoring Collaboration and coordination with other initiatives
<i>Output 1.5 Reduction in the gender gap</i>	Activity 1.5.1 Community awareness campaigns on girls' education	Coaching of CECs Collaboration and coordination with other initiatives
	Activity 1.5.2 Provision of hygiene kits for girls	Co-design and joint monitoring
<i>Output 2.1 Increased number of trained teachers deployed to public schools</i>	Activity 2.1.1 Support to pre-service female teacher candidates	Co-design and coaching during delivery
<i>Output 2.2 More effective teaching materials in use (particularly lesson plans for Teaching at the Right Level/ TaRL)</i>	Activity 2.2.1 Development of a social-emotional learning module for primary teachers focusing on girls' empowerment	Co-design
	Activity 2.2.2. Teacher training module on gender-responsive teaching for in-service training	Co-design
	Activity 2.2.3 Training of Gender and Inclusion Focal Points and FMS MOEs coaches on gender-responsive and inclusive teaching	Training
	Activity 2.2.4 Development of safeguarding guidelines for head teachers and school mentors	Co-design Collaboration and coordination with other initiatives
<i>Output 3.3, Progress towards a unified education system with aligned teacher training, standards, curriculum, and exams</i>	Activity 3.3.1 Establish and empower the Gender and Inclusion Units	Training and coaching
	Activity 3.3.2. Review, validation, and dissemination of the Gender Policy	Joint review Collaboration and coordination with other initiatives
	Activity 3.3.3 Training of FMS MOEs staff on gender responsiveness and social inclusion in education	Training
	Activity 3.3.4 Development of guidelines for gender and inclusion monitoring in school supervision	Co-design

Output	Activity	Capacity building processes
<i>Output 3.5, Functional monitoring and evaluation mechanisms</i>	Activity 3.5.1 Preparation of annual Gender and Inclusion Progress Reports	Co-design, coaching through joint data analysis and reporting
	Activity 3.5.2 Conduct program evaluations (baseline, midline, endline)	Co-design; review and adaptation processes
	Activity 3.5.3 Conduct joint monitoring	Co-design of GESI-responsive monitoring tools Use of GESI monitoring data
	Activity 3.5.4 Organize review, coordination, and learning meetings	Review and adaptation processes Co-design of learning products
<i>Output 3.6 Strengthened system capacity on Education in Emergencies (EiE)</i>	Activity 3.6.1 Development of guidelines on gender responsiveness and social inclusion in EiE	Co-design

6.5 Implementation Plan

The following table provides an overview of the proposed GEA implementation plan.

		Y1			Y2			Y3					Implementing Agency
renovations/ expansion in schools													
Activity 1.4.2. Health and hygiene support in schools, focusing on girls' needs	74 schools												FMS MOEs, CARE
Output 1.5 Reduction in the gender gap													
Activity 1.5.1 Community awareness campaigns on girls' education	54 campaigns												FMS MOEs CARE
Activity 1.5.2 Provision of hygiene (dignity) kits for girls	30,000 kits												CARE, MOECHE, FMS MOEs
Outcome 2. Equitably improved literacy and numeracy and completion rates													
Output 2.1 Increased number of trained teachers deployed to public schools													
Activity 2.1.1 Support to pre-service female teacher candidates	300 teacher candidates												MOECHE, CARE
Output 2.2 More effective teaching materials in use (particularly lesson plans for Teaching at the Right Level/ TaRL)													
Activity 2.2.1 Development of a social-emotional learning module for primary teachers, focusing on girls' empowerment	1 module												CARE, MOECHE
Activity 2.2.2. Teacher training module on gender-responsive teaching for in-service training	1 module												CARE, MOECHE, SCI

		Y1				Y2				Y3				Implementing Agency
Activity 2.2.3 Training of Gender and Inclusion Focal Points and FMS MOEs coaches on gender-responsive and inclusive teaching	55 MOEs staff													CARE, MOECHE
Activity 2.2.4 Development of safeguarding guidelines for head teachers and school mentors	1 guideline													MOECHE, CARE
Outcome 3. Strong regulatory and financing framework														
Output 3.1 Progress towards a unified education system with aligned teacher training, standards, curriculum, and exams														
Activity 3.3.1 Establish and empower the Gender and inclusion Units	6 units													MOECHE, CARE
Activity 3.3.2. Revision, validation, and dissemination of the Gender Policy	1 policy													MOECHE, FMS MOEs, CARE, SCI
Activity 3.3.3 Training of FMS MOEs staff on gender responsiveness and social inclusion in education	All district, regional, quality assurance officers; and GFPs													MOECHE, CARE
Activity 3.3.4 Development of guidelines for gender and inclusion monitoring in school supervision	1 guideline													MOECHE, FMS MOEs, CARE, SCI
Output 3.5 Functional monitoring and evaluation mechanisms														

		Y1				Y2				Y3				Implementing Agency
Activity 3.5.1 Preparation of annual Gender and Inclusion Progress Reports	3 reports													MOECHE, CARE
Activity 3.5.2 Conduct program evaluations (baseline, midline, endline)	3 evaluations													CARE, MOECHE (in consultation with FMS MOEs)
Activity 3.5.3 Conduct joint monitoring	140 schools visited per year by FMS MOEs Five joint monitoring visits/ year													MOECHE, FMS MOEs
Activity 3.5.4 Organize review, coordination, and learning meetings	15 meetings													MOECHE, FMS MOEs, CARE, SCI
Activity 3.5.5 Other direct costs	Three audits													CARE
Output 3.6 Strengthened system capacity on Education in Emergencies (EiE)														
Activity 3.6.1 Development of guidelines on gender responsiveness and social inclusion in EiE	1 guideline													MOECHE, FMS MOEs, CARE, SCI

6.6 Safeguarding

The GEA will mainstream safeguarding across all activities, in line with the Grant Agent’s [Safeguarding Policy](#). CARE staff and contractors receive training on the Safeguarding Policy and are required to sign it prior to engagement in any work activities. CARE implements Feedback, Complaints, and Response Mechanisms (see Section 9) with contextualized entry points for reporting in addition to the globally required hotline and [EthicsPoint site](#). To ensure accountability at all levels, CARE discloses reported occurrences in an anonymized form to donors, conducts confidential investigations through a specialized team, provides support to survivors, and publishes annual Global Transparency Reports.

The GEA will:

- Contribute to strengthen safeguarding in schools through the development of safeguarding guidelines for head teachers and teachers (which will be rolled out through STG-led teacher training)
- Strengthen the capacity of Gender and Inclusion Focal Points to perform their roles, which include support to district offices and schools on safeguarding, as per the Gender Policy. The current Gender Focal Points have received training on safeguarding and were critical to the rollout of a pilot safeguarding system implemented in partnership with the AGES project in 2020-2023.
- Mainstream safeguarding across all training/ training modules provided/prepared.
- Assess safeguarding trends through annual Gender and Inclusion Progress Reports.
- Incorporate safeguarding considerations across all monitoring and evaluation activities, training staff/contractors involved in data collection accordingly.
- Implement the FCRM in all targeted sites and train school-level focal points to strengthen disclosure.
- Include safeguarding-related questions in monitoring and evaluation surveys and respond to identified cases.
- Investigate cases in a confidential and survivor-centered manner, taking action in coordination with the MOECHE, as per local law and the Grant Agent’s policies.

6.7 Reporting Processes and Schedule

The MOECHE and the Grant Agent will provide the following reports:

Table 9: Summary of reporting types and schedule

Reporting type	Frequency
Progress updates to the ESC	Quarterly
Updates to the Program Steering Committee, informed by monitoring reports	Semi-annual
GPE reporting: Update to the GPE Country Team ¹⁵⁵ Report to the GPE Secretariat Financial updates to the GPE Secretariat/WB	Semi-annual Annual Semi-annual

¹⁵⁵ Depending on evolving GPE requirements, the update may be provided in the form of a short report and presentation, or only a short report.

Reporting type	Frequency
Financial reports to the GPE Secretariat/WB	Annual
Gender and Inclusion Progress Reports	Annual
External audit	Annual
External evaluation reports	Annual

6.8 Budget Summary

Program Outcomes	Year 1	Year 2	Year 3	TOTALS
Outcome 1. : Equitably increased primary gross enrolment rate	5,154,660	4,407,510	2,876,000	12,438,170
Output 1.1: Expanded and efficient use of state infrastructure	3,140,140	1,052,390	12,000	4,204,530
Output 1.2: Reduced financial barriers to education for the most marginalized	1,307,520	2,495,520	2,484,000	6,287,040
Output 1.4: Improved school WASH infrastructure	327,000	479,600	-	806,600
Output 1.5: Reduction in the gender gap	380,000	380,000	380,000	1,140,000
Outcome 2. Equitably improved literacy numeracy and completion rates	78,000	499,000	251,000	828,000
Output 2.1 Increased number of trained teachers deployed to public schools	-	360,000	180,000	540,000
Output 2.2 More effective teaching materials in use (particularly lesson plans for Teaching at the Right Level/TaRL)	78,000	139,000	71,000	288,000
Outcome 3. Strong regulatory and financing framework	994,850	854,530	830,450	2,679,830
Output 3.3: Progress towards a unified education system with aligned teacher training, standards, curriculum, and exams	462,999	350,680	326,600	1,140,279
Activity 3.3.1 Strengthen Gender and inclusion unit.	373,789	279,800	255,720	909,309
Activity 3.3.2. Review, validation, and dissemination of the Gender Policy	9,810	12,480	12,480	34,770
Activity 3.3.3 Training of FMS MOEs staff on gender responsiveness and social inclusion in education	58,400	58,400	58,400	175,200
Activity 3.3.4 Development of a set of guidelines for gender and inclusion monitoring in school supervision	21,000	-	-	21,000

Output 3.5: Functional monitoring and evaluation mechanisms	433,850	433,850.25	433,850.25	1,301,551
Activity 3.5.1 : Preparation of Annual gender and inclusion progress reports	39,420	39,420	39,420	118,260
Activity 3.5.2 : Conduct Program Evaluation	100,000	100,000	100,000	300,000
Activity 3.5.3 : Conduct Joint Monitoring	80,080	80,080	80,080	240,240
Activity 3.5.4 : Organise review, coordination and learning meetings	128,530	128,530	128,530	385,590
Activity 3.5.5: Other Project costs.	85,820	85,820	85,820	257,461
GRANT AGENT'S IMPLEMENTATION SUPPORT COSTS	939,436	942,118	932,446	2,814,000
TOTAL	7,166,945	6,703,159	4,889,896	
GRAND TOTAL				18,760,000

7. Aid Effectiveness

7.1 Government Ownership and Alignment

In line with the principles set out in the Paris Declaration on Aid Effectiveness, the Federal Government of Somalia has demonstrated **ownership** of the GEA, which is grounded on the 2022-2027 Education Sector Strategic Plan and Partnership Compact and informed by the 2022 Education Sector Analysis and EMIS data. The MOECHE has led the GEA design process from its inception, ensuring **alignment** with local systems, strategies, and priorities. The FMS MOEs have participated in the design process and contributed actively to it. The proposed program components are designed to be implemented through MOECHE and FMS MOEs staff and systems to the maximum extent possible, leveraging opportunities to expand their reach and capacity whenever possible.

As part of the commitment to use and expand country systems, the GEA seeks to implement 53% of all funds through the MOECHE, allocating those via the Ministry of Finance’s TSA.

7.2 Complementarity, Coordination, and Collaboration with Other Initiatives

The ESC and EDG contributed extensively to the development of the GEA Concept Note and Program Document. The current Program Document reflects their input and feedback. In line with the commitment to joint action towards the Partnership Compact’s priority reform, the GEA’s components and subcomponents seek to complement existing interventions; foster collaboration and coordination; and building upon evidence, resources, and best practices from previous and ongoing initiatives.

The following table outlines the complementarity, coordination, and collaboration processes between the GEA and other education initiatives. For a more detailed description of the complementarity between the STG and GEA, please refer to Section 4.6.

Table 10: Summary of opportunities for collaboration, coordination, and complementarity between the GEA and other initiatives, disaggregated by output and activity

Output	Activity	Complementarity/ collaboration/ coordination
<i>Output 1.1 Expanded and efficient use of state infrastructure</i>	Activity 1.1.1 Conduct joint needs assessment	-Leverages data from the Education Cluster’s Joint Education Needs Assessment/ AGES/BAB/ESPIG/ EYC II
	Activity 1.1.2 Establish new schools for girls in all states and Banadir Regional Administration	-STG / WB’s Somalia Education for Human Capital Development / UNICEF’s Strengthening Educational Pathways for Out-of-School Children in Somalia (coordination to maximize efficiency in construction) - WB’s Somalia Education for Human Capital Development (national standards for safe school designs) -
<i>Output 1.2 Reduced financial barriers</i>	Activity 1.2.1 Capitation grants for girls' enrolment	-STG / Somalia Education for Human Capital Development (coordination to avoid duplicated efforts)

Output	Activity	Complementarity/ collaboration/ coordination
<i>to education for the most marginalized</i>	Activity 1.2.2. Provision of special grants to vulnerable girls and girls affected by emergencies	-ECW; Camp Coordination (identification of vulnerable out-of-school girls affected by emergencies)
	Activity 1.2.3 Special grants for children with severe disabilities to attend special needs schools	AGES (efficiencies in scholarship provision; coordination with Disability Advisory Committees); STG (collaboration on screening)
<i>Output 1.4 Improved school WASH infrastructure</i>	Activity 1.4.1 Gender-responsive and inclusive WASH renovations/ expansion in schools	-STG / WB's Somalia Education for Human Capital Development / UNICEF's Strengthening Educational Pathways for Out-of-School Children in Somalia (coordination to maximize efficiency in construction)
	Activity 1.4.2. Health and hygiene support in schools, focusing on girls' needs	AGES (leveraging approaches); health-focused initiatives (SOM-SHARP, Kismayo Health and Nutrition Project) (coordination to engage community health workers)
<i>Output 1.5 Reduction in the gender gap</i>	Activity 1.5.1 Community awareness campaigns on girls' education	-STG; WB's Rajo Kaaba; EYC II; UNICEF's Strengthening Educational Pathways for Out-of-School Children in Somalia; ECW; USAID's anticipated Accelerated Education Activity (collaboration in messaging design; complementarity in dissemination)
	Activity 1.5.2 Provision of hygiene kits for girls	Restoring Dignity (leverage innovative approaches to use of adapted reusable pads); AGES (guidance on menstrual hygiene management) Coordination with other initiatives providing hygiene kits (potentially USAID's anticipated Accelerated Education Activity) to maximize efficiencies
<i>Output 2.1 Increased number of trained teachers deployed to public schools</i>	Activity 2.1.1 Support to pre-service female teacher candidates	STG; WB's Somalia Education for Human Capital Development (coordination in female teacher recruitment)
<i>Output 2.2 More effective teaching materials in use (particularly lesson plans for Teaching at the Right Level/ TaRL)</i>	Activity 2.2.1 Development of a social-emotional learning module for primary teachers focusing on girls' empowerment	AGES; BAB (leverage existing evidence and materials)
	Activity 2.2.2. Teacher training module on gender-responsive teaching for in-service training	AGES; SOMGEP-T; GEEPS (leverage existing evidence and materials)
	Activity 2.2.3 Training of Gender and Inclusion Focal Points and FMS MOEs coaches on gender-responsive and inclusive teaching	AGES (leverage existing training materials)
	Activity 2.2.4 Development of safeguarding guidelines for head teachers and school mentors	AGES (leverage existing materials)
<i>Output 3.3, Progress</i>	Activity 3.3.1 Establish and empower the Gender and Inclusion Units	

Output	Activity	Complementarity/ collaboration/ coordination
<i>towards a unified education system with aligned teacher training, standards, curriculum, and exams</i>	Activity 3.3.2. Review, validation, and dissemination of the Gender Policy	STG (collaboration to boost consistency with other policy development); AGES (leverage existing evidence)
	Activity 3.3.3 Training of FMS MOEs staff on gender responsiveness and social inclusion in education	AGES; GEEPS (leverage existing materials)
	Activity 3.3.4 Development of guidelines for gender and inclusion monitoring in school supervision	AGES (leverage existing materials); ASI's SESSP (leverage ongoing support to QAOs and materials); STG (rollout through support to the QA Unit)
<i>Output 3.5, Functional monitoring and evaluation mechanisms</i>	Activity 3.5.1 Preparation of annual Gender and Inclusion Progress Reports	AGES (leverage evidence in Year 1); STG and WB's Rajo Kaaba (coordination)
	Activity 3.5.2 Conduct program evaluations (baseline, midline, endline)	STG (coordination in data collection and utilization)
	Activity 3.5.3 Joint monitoring	Data sharing with STG and other initiatives
	Activity 3.5.4 Organize review, coordination, and learning meetings	STG (joint implementation)
<i>Output 3.6 Strengthened system capacity on Education in Emergencies (EiE)</i>	Activity 3.6.1 Development of guidelines on gender responsiveness and social inclusion in EiE	ECW/ECHO-funded initiatives (coordination on content; building upon existing evidence); STG (collaboration for development)

8. Logical Framework

The outcomes and outputs presented in this Logical Framework are the same as in the Partnership Compact and are numbered accordingly to ensure adequate tracking of the Girls' Education Accelerator's contribution to the Compact. The Compact indicators are presented in bold font and ESSP indicators are marked with *. Where applicable, targets have been adjusted to reflect 2021-2022 EMIS data, with footnotes provided. The Results Framework also incorporates [core GEA indicators](#) (marked as ♦).¹⁵⁶

¹⁵⁶ In addition to the core GEA indicators stated in this document, the program will be able to track additional core GEA indicators, which are essentially the same as those in Somalia's Partnership Compact, but with a different phrasing. To ensure Compact alignment, the indicators are presented in this Results Framework using the Compact's phrasing.

Table 11 - GEA Logical framework

Result area	GEA Activities	Complementarity with STG	Key indicator	Baseline	Target
Outcome 1. Equitably increased primary gross enrolment rate			1.GER of primary education* ♦	31% (28% female)	42% (40% female)
<i>Output 1.1 Expanded and efficient use of state infrastructure</i>	Activity 1.1.1 Conduct joint needs assessment	School construction and rehabilitation	1.1.1 Number of mapping exercises conducted*	-	1 joint assessment conducted
	Activity 1.1.2 Establish new schools for girls in all states and Banadir Regional Administration		1.1.2 Number of classrooms constructed*	-	160
<i>Output 1.2 Reduced financial barriers to education for the most marginalized</i>	Activity 1.2.1 Capitation grants for girls' enrolment	Capitation grants	1.2.1.a. Number of public schools receiving capitation grants for girls' enrolment	-	100
			1.2.1.b Number of female students enrolled through capitation grants	-	15,600
	Activity 1.2.2. Provision of special grants to vulnerable girls and girls affected by emergencies	Complements STG enrolment drives	1.2.2 Number of female students receiving scholarships* ♦	Not applicable ¹⁵⁷	10,000
Activity 1.2.3 Special grants for children with severe disabilities to attend special needs schools	Complements STG screening of CWLDs	1.2.3 Number of children with disabilities enrolled in schools*	5,775	6,675	

¹⁵⁷ The MOECHE / State MOEs provided 5,000 scholarships (50.4% to female students) in 2022. There are indications of a large number of scholarships being provided by individual contributions and group charities, which are not centrally tracked. Among the primary schools supported by the AGES program, 40% were providing scholarships to female students through a variety of contributions (source: AGES 2023 evaluation dataset, secondary analysis).

Result area	GEA Activities	Complementarity with STG	Key indicator	Baseline	Target
<i>Output 1.4 Improved school WASH infrastructure</i>	Activity 1.4.1 Gender-responsive and inclusive WASH renovations/ expansion in schools	General school rehabilitation/ construction	1.4.1 Number of WASH facilities constructed* ♦	N/A	296 (in 74 schools)
	Activity 1.4.2. Health and hygiene support in schools, focusing on girls' needs		1.4.2 Number of schools receiving health outreach visits to improve menstrual hygiene management	-	74
<i>Output 1.5 Reduction in the gender gap</i>	Activity 1.5.1 Community awareness campaigns on girls' education	Enrolment drives/ capitation grants	1.5.1 a Gender Parity Index for primary education*	0.84 ¹⁵⁸	0.91 ¹⁵⁹
			1.5.1 b Number of awareness campaigns conducted*	N/A	54 (three per state plus BRA/year)
	Activity 1.5.2 Provision of hygiene kits for girls		1.5.2 Number of girls provided with dignity kits*	N/A	10,000/year
Outcome 2. Equitably improved literacy and numeracy and completion rates			2.a Mean score of grade 3 students in EGRA* ♦ (disaggregated by sex and disability status)	42 words per minute overall, 43.7 wpm male and 40.1 wpm female; 77.3% reading comprehension score overall, 83.7% male and 76% female ¹⁶⁰	<i>TBD in coordination with the System Transformation Grant</i> ¹⁶²
			2.b. Primary survival rate	88% (88.5% female) ¹⁶¹	95% (95% female as well)

¹⁵⁸ As per 2021-2022 Annual Statistic Yearbook.

¹⁵⁹ Original Compact target 0.95. Adjusted according to 2021-2022 EMIS data.

¹⁶⁰ Based on 2022 learning assessment. May not reflect the conditions in non-accessible/ newly liberated areas.

¹⁶¹ As per Statistic Yearbook 2021-2022. Calculation may require revision.

¹⁶² The ESSP target refers to an outdated percentage (65%)

Result area	GEA Activities	Complementarity with STG	Key indicator	Baseline	Target
<i>Output 2.1 Increased number of trained teachers deployed to public schools</i>	Activity 2.1.1 Support to pre-service female teacher candidates	Complements support to newly recruited teachers	2.1.1 Number of qualified teachers recruited (17% female)*	N/A	270 (100% female) ¹⁶³
<i>Output 2.2 More effective teaching materials in use (particularly lesson plans for Teaching at the Right Level/ TaRL)</i>	Activity 2.2.1 Development of a social-emotional learning module for primary teachers focusing on girls' empowerment	Complements in-service teacher training	2.2.1 a % of teachers using gender-responsive and inclusive approaches in class ¹⁶⁴ 2.2.1 b Number of in-service teacher training modules developed on social-emotional learning	N/A (proxy: 60% ¹⁶⁵) -	80% 1
	Activity 2.2.2. Teacher training module on gender-responsive teaching for in-service training	Complements in-service teacher training	2.2.2 Number of teacher training modules developed on gender-responsive teaching	-	1
	Activity 2.2.3 Training of Gender and Inclusion Focal Points and FMS MOEs coaches on gender-responsive and inclusive teaching	Complements rollout of teacher coaching and mentoring services	2.2.3 Number of FMS MOEs coaches trained on the new guidelines and tools for gender transformative and inclusive teaching practices	N/A	55
	Activity 2.2.4 Development of safeguarding guidelines for head teachers and school mentors	Complements in-service teacher training	2.2.4 Number of in-service teacher training modules developed on safeguarding	-	1
<i>Outcome 3. Strong regulatory and financing framework</i>			3. # of guidelines and agreements developed and implemented*	N/A	2
<i>Output 3.3, Progress towards a unified education system with aligned teacher</i>	Activity 3.3.1 Establish and empower the Gender and Inclusion Units		3.3.1 Number of functional Gender and Inclusion Units	0	7

¹⁶³ 300 female teacher candidates supported, out of whom 270 (90%) expected to transition into public teacher positions.

¹⁶⁴ Six at state level and one at Federal level.

¹⁶⁵ Considering AGES baseline data; 40% of the female students in primary school consider that their teachers treat girls and boys differently in class.

Result area	GEA Activities	Complementarity with STG	Key indicator	Baseline	Target
<i>training, standards, curriculum, and exams</i>					
	Activity 3.3.2. Review, validation, and dissemination of the Gender Policy		3.3.2 Number of policies revised	N/A	1
	Activity 3.3.3 Training of FMS MOEs staff on gender responsiveness and social inclusion in education	Complements training to FMS department directors	3.3.3 Number of FMS MOEs staff completing training on gender responsiveness and social inclusion in education ¹⁶⁶	N/A	55
	Activity 3.3.4 Development of guidelines for gender and inclusion monitoring in school supervision	Complement the Teacher Management Framework; maximizes the impact of system development activities Complements support to the Quality Assurance Unit	3.3.4 Guidelines for gender and inclusion monitoring in school supervision produced	No	Yes
<i>Output 3.5, Functional monitoring and evaluation mechanisms</i>	Activity 3.5.1 Preparation of annual Gender and Inclusion Progress Reports	Complements STG evaluations	3.5.1 a Number of annual gender and inclusion progress reports published 3.5.1 b Number of annual gender and inclusion reviews conducted as part of the JRES	N/A N/A	3 3
	Activity 3.5.2 Conduct program evaluations (baseline, midline, endline)	Complements STG evaluations	3.5.2 Number of evaluation studies conducted	-	3
	Activity 3.5.3 Joint monitoring	Data sharing with STG	3.5.3 a Number of schools visited by FMS MOEs 3.5.3 b Number of joint monitoring visits conducted by MOECHE/ Grant Agent	N/A N/A	420 (140/year) 15 (5/year)

¹⁶⁶ Contributes to ESSP indicator "Percentage of staff that fully understand and implement guidelines and agreements."

Result area	GEA Activities	Complementarity with STG	Key indicator	Baseline	Target
	Activity 3.5.4 Organize review, coordination, and learning meetings	Joint planning, management, adaptation, and learning processes	3.5.4 a Number of Program Management Meetings conducted 3.5.4 b Number of Program Review Meetings conducted	-	12 3
<i>Output 3.6 Strengthened system capacity on Education in Emergencies (EiE)</i>	Activity 3.6.1 Development of guidelines on gender responsiveness and social inclusion in EiE		3.6.1 Guidelines on gender responsiveness and social inclusion on EiE developed	No	Yes

Table 12: GEA indicators - annual and life of project targets

Result area	Key indicator	Baseline	Year 1	Year 2	Year 3	Life of Project
Outcome 1. Equitably increased primary gross enrolment rate	1.GER of primary education* ♦	31% (28% female)	34% (30% female)	38% (35% female)	42% (40% female)	42% (40% female)
<i>Output 1.1 Expanded and efficient use of state infrastructure</i>	1.1.1 Number of mapping exercises conducted*	-	1	-	-	1 joint assessment conducted
	1.1.2 Number of classrooms constructed*	-	120	40	-	160
<i>Output 1.2 Reduced financial barriers to education for the most marginalized</i>	1.2.1.a. Number of public schools receiving capitation grants for girls' enrolment	-	100	100	100	100
	1.2.1.b Number of female students enrolled through capitation grants	-	9,600	4,400	1,600	15,600
	1.2.2 Number of female students receiving scholarships* ♦	Not applicable	5,000 ¹⁶⁷	10,000	10,000	10,000
	1.2.3 Number of children with disabilities enrolled in schools*	5,775	6,975	6,975	6,975	6,975 ¹⁶⁸
<i>Output 1.4 Improved school WASH infrastructure</i>	1.4.1 Number of WASH facilities constructed*	N/A	120	176	-	296 (in 74 schools)
	1.4.2 Number of schools receiving health outreach	-	30	44	-	74

¹⁶⁷ Includes 540 girls living with severe disabilities receiving special grants (60% of the total targeted by Activity 1.2.3)

¹⁶⁸ The target refers only to the number of children with disabilities enrolled through the project in special needs schools. It does not consider additional enrolment through other sources.

Result area	Key indicator	Baseline	Year 1	Year 2	Year 3	Life of Project
	visits to improve menstrual hygiene management					
<i>Output 1.5 Reduction in the gender gap</i>	1.5.1 a Gender Parity Index for primary education*	0.84 ¹⁶⁹	0.86	0.88	0.91	0.91 ¹⁷⁰
	1.5.1 b Number of awareness campaigns conducted*	N/A	18	18	18	54
	1.5.2 Number of girls provided with dignity kits*	N/A	10,000	10,000	10,000	10,000
Outcome 2. Equitably improved literacy and numeracy and completion rates	2.a Mean score of grade 3 students in EGRA* (disaggregated by sex and disability status)	42 words per minute overall, 43.7 wpm male and 40.1 wpm female; 77.3% reading comprehension score overall, 83.7% male and 76% female ¹⁷¹	<i>TBD pending STG baseline</i>	<i>TBD</i>	<i>TBD</i>	<i>TBD in coordination with the System Transformation Grant</i> ¹⁷³
	2.b. Primary survival rate	88% (88.5% female) ¹⁷²	89%	92%	95%	95% (95% female as well)
<i>Output 2.1 Increased number of trained teachers deployed to public schools</i>	2.1.1 Number of qualified teachers recruited (17% female)*	N/A	-	-	270	270 (100% female) ¹⁷⁴

¹⁶⁹ As per 2021-2022 Annual Statistic Yearbook.

¹⁷⁰ Original Compact target 0.95. Adjusted according to 2021-2022 EMIS data.

¹⁷¹ Based on 2022 learning assessment. May not reflect the conditions in non-accessible/ newly liberated areas.

¹⁷² As per Statistic Yearbook 2021-2022. Calculation may require revision.

¹⁷³ The ESSP target refers to an outdated percentage (65%)

¹⁷⁴ 300 female teacher candidates supported, out of whom 270 (90%) expected to transition into public teacher positions.

Result area	Key indicator	Baseline	Year 1	Year 2	Year 3	Life of Project
<i>Output 2.2 More effective teaching materials in use (particularly lesson plans for Teaching at the Right Level/ TaRL)</i>	2.2.1 a % of teachers using gender-responsive and inclusive approaches in class ¹⁷⁵	N/A (proxy: 60% ¹⁷⁶)	-	65%	80%	80% (pending baseline results)
	2.2.1 b Number of in-service teacher training modules developed on social-emotional learning	-	1	-	-	1
	2.2.2 Number of teacher training modules developed on gender-responsive teaching	-	-	1	-	1
	2.2.3 Number of FMS MOEs coaches trained on the new guidelines and tools for gender transformative and inclusive teaching practices	N/A	-	55	55	55
	2.2.4 Number of in-service teacher training modules developed on safeguarding	-	1	-	-	1
Outcome 3. Strong regulatory and financing framework	3. # of guidelines and agreements developed and implemented*	N/A	2 developed	2 implemented	-	2 developed and implemented
<i>Output 3.3, Progress towards a unified education system with aligned teacher training, standards, curriculum, and exams</i>	3.3.1 Number of functional Gender and Inclusion Units	0	7	7	7	7
	3.3.2 Number of policies revised	N/A	1	-	-	1

¹⁷⁵ Six at state level and one at Federal level.

¹⁷⁶ Considering AGES baseline data; 40% of the female students in primary school consider that their teachers treat girls and boys differently in class.

Result area	Key indicator	Baseline	Year 1	Year 2	Year 3	Life of Project
	3.3.3 Number of FMS MOEs staff completing training on gender responsiveness and social inclusion in education ¹⁷⁷	N/A	55	55	55	55
	3.3.4 Guidelines for gender and inclusion monitoring in school supervision produced	No	Yes	-	-	Yes
<i>Output 3.5, Functional monitoring and evaluation mechanisms</i>	3.5.1 a Number of annual gender and inclusion progress reports published	N/A	1	1	1	3
	3.5.1 b Number of annual gender and inclusion reviews conducted as part of the JRES	N/A	1	1	1	3
	3.5.2 Number of evaluation studies conducted	-	1	1	1	3
	3.5.3 a Number of schools visited by FMS MOEs	N/A	140	140	140	420
	3.5.3 b Number of joint monitoring visits conducted by MOECHE/ Grant Agent	N/A	5	5	5	15 (5/year)
	3.5.4 a Number of Program Management Meetings conducted	-	4	4	4	12
	3.5.4 b Number of Program Review Meetings conducted	-	1	1	1	3
<i>Output 3.6 Strengthened system capacity on</i>	3.6.1 Guidelines on gender responsiveness and social inclusion on EiE developed	No	Yes	-	-	Yes

¹⁷⁷ Contributes to ESSP indicator "Percentage of staff that fully understand and implement guidelines and agreements."

Result area	Key indicator	Baseline	Year 1	Year 2	Year 3	Life of Project
<i>Education in Emergencies (EiE)</i>						

9. Monitoring, Evaluation, Accountability, and Learning

The GEA will implement a robust monitoring, evaluation, accountability, and learning (MEAL) system, enabling real-time visualization of implementation patterns and fidelity of implementation, informing adaptive management, and generating and disseminating learning for the education sector in Somalia and globally.

9.1 Evaluation Design

The GEA will use a pre-post, mixed-method approach to conduct evaluation studies. The evaluation tools and analysis frameworks will use a gender-responsive, inclusive, and complexity aware approach. The evaluation studies will collect primary quantitative and qualitative data from schools, teachers/head teachers, CECs, school communities, MOECHE and FMS MOEs staff, and ESC /EDG/ Cluster partners, seeking to obtain a comprehensive picture of the GEA's contribution vis a vis its expected outcomes. The evaluation studies will also use secondary data from the EMIS and other sources and incorporate a comprehensive analysis of contextual factors influencing the GEA's anticipated outcomes. To conduct the evaluations, the GEA will contract an external consultancy through a competitive bid process, based on terms of reference (ToR) developed in consultation with the MOECHE. The GEA will submit the evaluation reports to the ESC / EDG as part of its accountability framework and publish the reports through the MOECHE and GPE websites.

Baseline. The GEA's baseline study will seek to validate the program's Theory of Change and identify gaps for revisions in the proposed outputs, activities, and modalities of implementation. The baseline will generate initial data for some program's indicators (where applicable – see Results Framework). The baseline study will also include a national analysis of barriers to girls' education and inclusion of children living with disabilities in education. The preliminary evaluation questions for the baseline study are as follows:¹⁷⁸

Table 13: Baseline evaluation questions (draft)

Evaluation round	Key questions
Baseline	What are the key factors influencing access to education for girls? To what extent do the proposed activities and outputs under Outcome 1 contribute to address those?
Baseline	What are the key factors influencing girls' learning outcomes? To what extent do the proposed activities and outputs under Outcome 2 contribute to address those?
Baseline	To what extent are FMS MOEs able to address gender and inclusion gaps through ongoing school supervision practices?
Baseline	To what extent are FMS MOEs able to address gender and inclusion gaps through ongoing teacher training and coaching practices?
Baseline	To what extent have the Gender Policy and the SEND and IE policy been implemented? What were the key barriers for their implementation?
Baseline	To what extent are the GEA's Theory of Change and proposed activities accurately reflecting system capacity needs? Which revisions could contribute to increased effectiveness?
Baseline	Which are the critical bottlenecks for efficient implementation of the GEA's proposed activities by the MOECHE/ FMS MOEs? What are the key recommendations to address those?

¹⁷⁸ A revised set of questions will be developed in consultation with the MOECHE and external evaluator.

The baseline study will conduct quantitative assessments in a representative sample of 145 schools,¹⁷⁹ including a school survey, head teacher interview, headcounts, structured classroom observations, and interviews with teachers. The baseline study will also conduct interviews with Gender Focal Points,¹⁸⁰ REOs, DEOs, and QAOs. It is expected that the baseline study will be conducted in coordination with the STG, and therefore will not include learning assessments (assumed to be included under the STG, enabling the GEA's baseline to leverage the same data for secondary analysis of factors affecting girls' learning outcomes).

Midline and endline. The midline and endline will replicate the tools and procedures used at the baseline, with potential additions to better capture trends and respond to contextual changes. The endline will also include a cost analysis using [Dioptra](#). The midline and endline studies will include additional targeted studies to be determined jointly with the Gender and Inclusion Unit. Potential study topics include an in-depth analysis of teacher uptake of gender-responsive classroom management approaches and impact on female students; and the evolution of the working conditions of female teachers, and opportunities/ barriers to their retention, among others.

The proposed evaluation questions for the midline/ endline are as follows (to be modified based on the MOECHE's/ external evaluator input and as required due to contextual trends):

Table 14: Proposed evaluation questions - midline and endline

Evaluation round	Key questions
Midline / endline	To what extent has the GEA contributed to improving access to education for girls? Are there differences in achievement between states? If yes, why?
Midline / endline	To what extent has the GEA contributed to improving girls' learning outcomes? Are there differences in achievement between states? If yes, why?
Midline / endline	To what extent has the GEA strengthened system capacity on gender? Are there differences in results between states? If yes, why?
Midline / endline	To what extent has the GEA strengthened system capacity on disability inclusion? Are there differences in results between states? If yes, why?
Midline / endline	Has the GEA contributed to reducing bottlenecks to implementation of gender and inclusion-focused activities at the regional and district levels? If yes, how? Are there differences between states/ regions?
Midline / endline	Has the GEA contributed to mainstream gender and inclusion in system data management and planning in the education sector? If yes, how?
Midline / endline	To what extent is the GEA being implemented in an efficient manner?
Midline / endline	Did the GEA investment represent good value for money?

Participatory processes. The external evaluator will conduct the evaluation studies in close collaboration with the MOECHE and FMS MOEs, in particular Gender and Inclusion Focal Points. This will include a joint review of evaluation questions; co-design of tools and data collection procedures; and joint interpretation of preliminary findings. The process will increase ownership of the data and contribute to building capacity on rigorous evaluation procedures at the MOECHE and FMS MOEs level.

¹⁷⁹ The sample size is calculated considering an effect size of 0.5; 95% confidence level; 80% power; and 15% attrition or data loss. The sample size calculation is adjusted for a potential design effect due to the use of a clustered assessment.

¹⁸⁰ Gender and Inclusion Focal Points if policy changes approved at the time of the baseline, restructuring the Gender and SNE Units.

Reporting and use of findings. The evaluation reports will include a full narrative report and a summary report with key findings to facilitate broad dissemination at state level. Following each evaluation round, the GEA will work with the MOECHE and FMS MOEs to disseminate findings at the Mogadishu and state-level ESCs and relevant technical working groups. The GEA will review key baseline and midline findings and recommendations during Program Management Meetings and develop adaptations jointly with the MOECHE and FMS MOEs to respond to recommendations. The GEA will submit the key findings and recommendations to the Program Steering Committee for approval, and depending on requirements, also to the ESC and GPE for review and approval.

9.2 Monitoring Processes

The GEA will conduct the following types of monitoring processes:

Table 15: Summary of GEA monitoring processes

Type of monitoring	Purpose	Tools
Process monitoring	Assess activity rollout and coverage as per work plans	Training/ meeting attendance lists, activity reports, distribution reports
Fidelity of implementation	Assess if activities are being implemented as intended and achieving expected outputs	School surveys; headcounts; verification of attendance and enrolment of special grant recipients; interviews with head teachers, teachers, and students; reviews of activity reports by Gender and Inclusion Units; policy reviews
Contextual monitoring	Assess if and how contextual changes are affecting GEA implementation and results	Review of economic, humanitarian, and security trends data; media monitoring
Participatory monitoring	Obtain a comprehensive perspective of the value add of GEA activities and perceived bottlenecks to uptake of improved practices	Quarterly program review meeting sensemaking exercise

The GEA will conduct monitoring activities (i) jointly with FMS MOEs and MOECHE staff; (ii) through dedicated program MEL staff; and through third-party monitoring. The GEA will collect monitoring data using electronic data collection tools to enable real-time data availability and increase data quality through pre-programmed restrictions to data entry, skip patterns, and geolocation checks. The GEA will collect monitoring data from rotating, representative, randomly selected samples to enable generalization of results. The GEA will leverage the Grant Agent’s extensive track record of conducting large-scale research in girls’ education in Somalia to inform tool development, quality assurance procedures, and rigorous approaches to data analysis and reporting.

The GEA’s monitoring tools, data quality assurance procedures, and analysis framework will be co-designed by the GEA’s Senior M&E Officer in coordination with the MOECHE, with the technical support of CARE USA’s Director of Research. Data analysis, and reporting will be conducted by the GEA’s Senior M&E Officer, with support from CARE USA’s Director of Research. The GEA’s monitoring results will be exported to a program dashboard to enable quick visualization of results and improve real-time utilization by Gender and Inclusion Units and other MOECHE/FMS MOEs staff. Data will be disaggregated

by state and individual level results (i.e. special grants, capitation grants, training results, etc) will be disaggregated by sex and disability status.

The GEA's senior management will review monitoring results on a quarterly basis during Program Management Meetings. The findings will inform the co-design of adaptations to activities and modalities of implementation with the MOECHE and FMS MOEs, which will be discussed with the ESC and Coordinating Agency during quarterly updates (or, if approval required, on a need basis).

Reporting. The GEA will report monitoring results on a quarterly basis to the ESC to ensure accountability and transparency. The GEA will also prepare semi-annual monitoring reports, which will be incorporated in GPE reports.

9.3 Accountability Processes

The GEA will set up processes to enable accountability at multiple levels: to schools and school communities; FMS MOEs and MOECHE; to the ESC, EDG, and to the GPE.

At school level, the GEA will set up **Feedback, Complaints, and Response Mechanisms** with multiple entry points (focal points, hotline, email) to ensure responsiveness to diverse needs. The GEA will train CEC members as focal points and provide information on other reporting means in school displays. The GEA will also conduct annual surveys with participant samples to proactively assess the potential occurrence of misuse of resources and cases of exploitation, abuse, and violence against participants.

At the FMS MOEs and MOECHE levels, the GEA will conduct quarterly Program Management Committee Meetings to assess progress vis a vis work plans; oversee beneficiary selection processes and ensure fair distribution of activities by location; identify and address issues; and co-design adaptations to improve response to monitoring findings. The GEA's dashboard will enable FMS MOEs and MOECHE staff to review real-time implementation data and results on an ongoing basis. The GEA's semi-annual Program Steering Committee meetings provides a high-level forum for review of grant performance and decision-making to address major bottlenecks in implementation.

At the ESC and EDG levels, the GEA will provide quarterly updates summarizing implementation data and monitoring findings. The GEA will flag potential risks and delays and disseminate information on opportunities for collaboration and coordination during quarterly meetings. The GEA will also share program reports and evaluation reports through the ESC and EDG.

The GEA will submit *reports to the GPE* on a semi-annual basis¹⁸¹ and provide regular updates to the GPE Country Team Lead on emerging results, potential issues, and relevant information on coordination/ collaboration which may have an impact on performance. The GEA will copy the GPE Country Team Lead and Coordinating Agency on submissions to the ESC and EDG, thus facilitating information flow.

The GEA will conduct annual audits, in line with GPE requirements.

9.4 Learning Agenda and Knowledge Management Processes

The GEA acknowledges the scarcity of national level, generalizable data on gender and inclusion in education in Somalia. The 2022 Enabling Factors Analysis, which underpinned the development of the

¹⁸¹ The GPE policy requires annual reports and semi-annual portfolio reviews.

Partnership Compact, highlighted ‘Data and Evidence’ as a high priority in country. The GEA proposes to generate data to respond to the following learning questions:

Table 16: Operationalization of the GEA learning agenda: Questions and data sources

Learning questions	Data sources
Which factors/ interventions are contributing to increase gender equity in education in Somalia? [in terms of access, learning, and retention]	-GEA evaluations -Fidelity of implementation monitoring -Secondary analysis of EMIS data -National learning assessments ¹⁸²
Which factors/ interventions are contributing to increase disability inclusion in education in Somalia, and how is this happening?	-GEA evaluations -Fidelity of implementation monitoring -Secondary analysis of EMIS data -National learning assessments ¹⁸³
To what extent did the investment in girls’ education contribute to increased resilience in Somalia’s education system?	-GEA evaluations -Fidelity of implementation monitoring -Secondary analysis of EMIS data
What factors contribute to mainstream gender and inclusion in school supervision practices?	-GEA evaluations -Fidelity of implementation monitoring -Participatory monitoring -Annual supervision reports
What factors contribute to increasing the uptake of gender-responsive teaching practices?	-GEA evaluations -Fidelity of implementation monitoring -Participatory monitoring
To what extent are WASH interventions succeeding in improving girls’ enrolment and attendance, and why?	-GEA evaluations -Fidelity of implementation monitoring -Participatory monitoring -Secondary analysis of EMIS data
Do gender-sensitive capitation grants contribute to increasing girls’ attendance and retention? How is this happening?	-GEA evaluations -Third-party monitoring of capitation grants -Fidelity of implementation monitoring -Participatory monitoring
What factors contribute to the retention of female teachers?	-GEA evaluations -Secondary analysis of EMIS data -Fidelity of implementation monitoring -Participatory monitoring

The GEA will analyze primary data from its monitoring and evaluation processes and review secondary data sources to respond to the learning questions. To operationalize its learning agenda, the GEA will incorporate sections on learning in its program reports and evaluation reports; prepare knowledge products (briefs, articles, blogs, presentations) jointly with the MOECHE and FMS MOEs to disseminate findings; prepare annual Gender and Inclusion Reports jointly with Gender and Inclusion Focal Points, disseminating those during JRES meetings; and present results during debriefs with the ESC and GPE.

¹⁸² Conducted by the STG

¹⁸³ Conducted by the STG

To disseminate its learning regionally and globally, the GEA will contribute to the Africa-19 GPE Knowledge and Innovation Exchange (KIX) through joint presentations and articles with the MOECHE and FMS MOEs. The GEA will also work with global forums (CIES, UKFIET, UNGEI Learning Hub, INEE’s Gender Working Group) through presentations, inputs to joint publications, and articles, to contribute to the design and revisions of system strengthening programming in girls’ education in similar contexts.

10. Risk Management

The following table provides a comprehensive review of potential risks to the implementation of the proposed GEA activities and their mitigation measures.

Table 17: Risk matrix

Risk	Risk rating before mitigation	Mitigation measure	Risk rating after mitigation
Deterioration of the security situation preventing implementation of activities/ halting regular access to affected areas	High	CARE has robust security protocols regularly reviewed by its in-country Security Advisor. CARE Somalia’s security team monitors the occurrence of incidents, disseminates information on procedures to staff, controls staff movement, and ensures compliance with protocol requirements according to the location and current security status. CARE maintains regular contact with local authorities, community leaders and agencies operating in the area. Most field-based staff are Somali speakers from the region they operate in, allowing for greater access and acceptance. While this mitigation measure reduces potential risks for staff and participants, it is likely that major conflicts or attacks will require revisions in planning and implementation over time.	High
Resurgence of armed militant groups in newly liberated areas, limiting/ halting access	High	As above – CARE will observe robust security protocols as per Security Advisor determination; monitor incidents and movement; and adjust activities as necessary to ensure safety of participants and staff. While these mitigation measures reduce potential risks for staff and participants, it is likely that major conflicts or attacks will require revisions in planning and implementation over time.	High

Risk	Risk rating before mitigation	Mitigation measure	Risk rating after mitigation
The risk of staff being injured/killed or property being lost in a car/air accident, floods, fires, terror attacks, politically instigated violent demonstrations and violent robbery	High	a) Use of guidelines for drivers’ recruitment, management, and vehicle maintenance b) Aviation safety assessments and adherence to list of vetted airlines that can be used by staff c) Determination of no-go zones based on security conditions. d) Adherence to Standard Operating Procedures with regard to fire hazards and natural disasters f) Hostile Environment Safety and Security training However, the effectiveness of these mitigation measures depends on the severity of circumstances, which may be beyond the control of the Grant Agent.	High
Escalation of violence undermining the impact of the GEA on access due to school closures and increased risk to students and school staff.	High	The program will engage communities through CECs and influential individuals (religious leaders, elders) to build a broad support base for girls’ education. However, this mitigation measure may not prevent the impact of major conflict / attacks, which may result in dropout.	High
Attacks against schools destroying newly built/ renovated infrastructure	High	The program will engage communities through CECs and influential individuals (religious leaders, elders) to build local support and ownership of renovations to school infrastructure/ new construction, and in particular of schools for girls only. While this measure has proven to be effective against attacks in past programming, it will not prevent the impact of major attacks / conflict in the neighborhood, particularly if not targeting the school itself but resulting in collateral damage.	High
Attacks directed at girls’ schools and special grants recipients; threats /attacks against school staff providing education to girls’ only	High	The program will engage communities through CECs and influential individuals (religious leaders, elders) to build local support and ownership of girls’ education. The program will conduct awareness campaigns engaging influential	Medium

Risk	Risk rating before mitigation	Mitigation measure	Risk rating after mitigation
		individuals to boost support and understanding of girls' education from an Islamic perspective. The program will monitor potential risks and threats through DEOs, state-based staff, and reports from school staff, and work with FMS MOEs and FMS security personnel to implement measures to safeguard school staff.	
Natural disasters (flood, drought, cyclones, disease outbreaks) resulting in school closures, damages, school infrastructure, displacement, and dropout	High	Timely identification and reporting of issues; tracking of special grant recipients to enable transfers in a timely manner; adaptation of interventions; coordination with humanitarian response programs to mitigate impact	Medium
Increased likelihood of dropout among ultra-marginalized out-of-school girls and CLWDs enrolled through capitation grants and special grants, due to targeted threats, discrimination, and extreme poverty	High	Sensitization of CECs, local leaders/elders, and religious leaders prior to disbursement of grants/special grants; awareness campaigns; ongoing monitoring; timely deployment of the FCRM and systematic response to cases, with zero tolerance to abuse through MOECHE action; coordination with humanitarian programs for layering	Low
Backlash from militants against MOECHE/ FMS MOEs staff promoting girls' education	Medium	Engagement of religious leaders and influential members of society in awareness campaigns	Low
Political instability reducing level of commitment to the program	Medium	Extensive consultation with MOECHE/FMS MOEs and other government stakeholders to ensure a broad ownership base; briefings to new officials in case of staff turnover. However, these measures may not prevent delays or suspension of implementation in case of major political instability.	Medium
Political disputes between the FGS and FMS affecting delivery of activities	High	Inclusive consultation and design processes with MOECHE/FMS MOEs; high level engagement of Federal and FMS governments to increase support for GEA implementation; political neutrality of the Grant Agent. However, these measures may not prevent delays or suspension of implementation in case of major political instability.	High

Risk	Risk rating before mitigation	Mitigation measure	Risk rating after mitigation
Major economic shocks reducing the national budget allocation to education, affecting the MOECHE/FMS MOEs recurrent costs and ability to implement activities	Medium	The Federal Government of Somalia has committed to increase the national budget allocation to education. The program is paying salaries for key personnel (Gender and Inclusion Focal Points) while the STG and SCG will provide salaries to other key personnel involved in implementation. The GEA will also support logistical costs and equipment.	Low
Delays in transfer of funds from the TSA to the MOECHE/ FMS MOEs	High	Transfer of funds scheduled to align with the timing for approval of the national budget to enable incorporation of funds and TSA transfer. Ongoing dialogue with MOF and training of MOECHE/FMS MOEs (via SCG) on financial planning to address bottlenecks.	Medium
Poor synchronization of activities with the STG, negatively affecting impact	Medium	The GEA and STG will have a joint program management unit to ensure synchronized planning and timely decision-making.	Low
Inadequate capacity of MOECHE/ FMS MOEs staff to support the program, particularly in case of turnover	Medium	Heavy investment in capacity building; collaboration with other initiatives supporting capacity building on gender and inclusion. Planning for onboarding and supporting new MOECHE/FMS MOEs staff and dialogue with senior officials to boost retention of qualified staff.	Low
Complexity of the intervention, requiring sequencing and layering of activities	Medium	Micro-planning of activities at state level with agile adaptation processes in place. Investment in timely technical assistance provided by qualified staff familiar with the Somali context. Leverage the Grant Agent's existing coordination and collaboration mechanisms with partners and extensive portfolio.	Low
Limited availability of data for decision-making	Medium	Robust MEAL system and setup of a dashboard to allow for real-time visualization and use of data. Leverage the Grant Agent's extensive research on girls' education.	Low
Validity of monitoring and evaluation data	High	Triangulation of data from multiple sources; two-layer checks on data	Low

Risk	Risk rating before mitigation	Mitigation measure	Risk rating after mitigation
		quality assurance; spot-checks; third-party monitoring; plan for high data loss in sample sizes to enable discarding potentially tainted data	
Staff working with children not abiding by the safeguarding policy	High	All staff trained in safeguarding requirements and required to sign the safeguarding policy. Timely investigation of cases and immediate response jointly with the MOECHE, indicating zero tolerance to breaches.	Low
The risk of staff being injured/killed or property being lost in a car/air accident, floods, fires, terror attacks, politically instigated violent demonstrations and violent robbery	High	<ul style="list-style-type: none"> a) Use of guidelines for drivers' recruitment, management, and vehicle maintenance b) Aviation safety assessments and adherence to list of vetted airlines that can be used by staff c) Determination of no-go zones based on security conditions. d) Adherence to Standard Operating Procedures with regard to fire hazards and natural disasters f) Hostile Environment Safety and Security training <p>However, the effectiveness of these mitigation measures depends on the severity of circumstances, which may be beyond the control of the Grant Agent.</p>	High
Fraudulent expenditure or use of project assets, misappropriation of cash and other assets meant for beneficiaries and manipulation of beneficiary selection process	High	<p>Rigorous background checks conducted for all staff hired by the program, including TAs seconded to the MOECHE/ FMS MOEs.</p> <p>All staff are required to sign the code of conduct to promote honesty and mitigate the risk of corruption.</p> <p>Sensitize staff and partners at start-up workshop and continuously on CARE's zero tolerance policy for fraud and also on the indicators of fraud in the local context, and their reporting responsibilities.</p> <p>Timely deployment of the FCRM.</p> <p>Electronic transfer of funds to beneficiaries (where applicable) with utilization verified through third-party monitoring.</p> <p>Robust monitoring of activities and ensure Finance staff have adequate</p>	Medium

Risk	Risk rating before mitigation	Mitigation measure	Risk rating after mitigation
		understanding of the project budgets, narrative reports, etc to ensure they are adequately informed as they review expenditures.	
Reputational risk due to misrepresentation of program activities and/or objectives in meetings and in media engagement	Medium	a) Vet media messaging and limit the number of program spokespersons in meetings / media, particularly in relation to sensitive issues in intervention areas b) Prepare media statements and briefs, adequately and clearly representing activities and results	Low
Conflict over resources provided	High	a) Train staff in conflict sensitivity and do-no-harm practices b) Engagement of CECs, elders, and religious leaders c) Transparent criteria for allocation of resources d) Knowledgeable Somali senior staff who can constantly monitor the environment and adapt approaches. e) Feedback and complaints mechanism in place to avoid misuse of resources f) Immediate action taken in case of reports of misuse.	Medium

Annex 1: ESC Approval and Meeting Minutes

Annex 2: Capitation Grants Guidelines (MOECHE, 2019)



Capitation Grant
Guidelines 17.09.2019