

**Mid-Term Evaluation of the EFA Fast Track Initiative**

## **Yemen Case Study: Country Visit Note**

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For regular updates about the evaluation and the most recent outputs please refer to the evaluation website at: [www.camb-ed.com/fasttrackinitiative](http://www.camb-ed.com/fasttrackinitiative).



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## Abbreviations and Acronyms

AES	Annual Educational Survey
AWP	Annual Work Plan
BEC	Basic Education Certificate
BEDP	Basic Education Development Project
CF	Catalytic Fund
DEO	District Education Office
DFID	UK Department for International Development
DPPR	Development Plan for Poverty Reduction
EFA	Education for All
EMIS	Education Management Information System
EPDF	Education Program Development Fund
FTI	Fast Track Initiative
GEO	Government Education Office
GTZ	German Technical Cooperation
HBS	Household Budget Survey
KfW	German government-owned development bank
LAL	Local Authority Law
MDG	Millennium Development Goals
MENA	Middle East and North Africa
MHESR	Ministry of Higher Education and Scientific Research
MOE	Ministry of Education
MOF	Ministry of Finance
MOLA	Ministry of Local Administration
MOPIC	Ministry of Planning and International Cooperation
MOU	Memorandum Of Understanding
MTEF	Medium Term Expenditure Framework
MTEVT	Ministry of Technical and Vocational Training
MTRF	Medium Term Results Framework
NBEDS	National Basic Education Development Strategy
NER	Net Enrolment Rate
NGSES	National General Secondary Education Strategy
OECD-DAC	Organisation for Economic Cooperation and Development- Development Assistance Committee
PAU	Education Development Program Administration Unit
PCR	Primary Completion Rate
PFM	Public Financial Management
PIU	Project Implementation Unit
PRSP	Poverty Reduction Strategy Paper
PWP	Public Works Project
SEDGAP	Secondary Education Development and Girls Access Project
SFD	Social Fund Development
TOR	Terms Of Reference
TIMSS	Trends in International Mathematics and Science Study

UNICEF      United Nations Children's Fund

# 1. Background – Evaluation of the Fast Track Initiative

## Purpose and Outputs of the Evaluation

1.1 The FTI partnership has commissioned an independent mid-term evaluation. This takes place at the mid-point between the FTI's establishment and the MDG target date of 2015. It is therefore designed both to assess progress so far and to offer guidance for the FTI's future work. According to the TOR:

*The main purpose of the evaluation is to assess the effectiveness of FTI to date in accelerating progress towards achievement of EFA goals in participating countries, with particular attention to country movement towards universal primary completion (UPC). The evaluation will also assess FTI's contributions to improving aid effectiveness at both the country and global levels. The evaluation will assess the Initiative's added value, identify lessons learned from its strengths and weaknesses, and formulate recommendations for improved partnership programming and effectiveness. (TOR, ¶12)*

1.2 The evaluation is being managed by an independent Evaluation Oversight Committee (EOC), and the evaluation process is meant to take account of the viewpoints of all stakeholders and encourage their involvement in debating the issues it raises. The main outputs are:

<b>Evaluation Framework</b> (final version dated January 2009)	This describes the agreed methodology and the detailed work programme of the evaluation.
<b>Preliminary Report</b> (Made available for the Partnership Meetings in Copenhagen, April 2009)	Initial findings from the global desk analysis (Stage 1 of the evaluation), proposals for further work during Stage 2, and to promote discussion of emerging issues amongst stakeholders.
<b>Country Studies</b> (in-country research for the pilot studies in January–February; for the additional studies in May–June 2009)	Two pilot studies during Stage 1; a further seven country studies during Stage 2. Separate country reports will be published, to feed into the full report.
<b>Draft Full Report</b> (August 2009)	The main substantive report, circulated in draft form to allow extensive review and comment.
<b>Final Full Report</b>	December 2009.

## Evaluation Methodology

1.3 The biggest challenge in evaluating the FTI is to disentangle the activities and effects of FTI itself from those that would have occurred anyway. The approach adopted is *contribution analysis*. This involves a review of the context and of overall results in the education sector, linked to a good understanding of what the FTI's inputs and activities were, and of the effects that they were intended to have. Available qualitative and quantitative evidence is then used to assess what contribution (positive or negative) FTI may have made to the overall results observed.

## The Role of Country Studies

1.4 The work programme for the evaluation envisages nine full country case studies. According to the TOR:

*Case studies are expected to be used in this evaluation as a means of developing greater insight into country-level processes, accomplishments, and problems, all in the context of each country, thus making a contribution to the lessons-learned part of the evaluation. (TOR ¶21)*

1.5 The selected countries represent a range of country contexts and a range of different experiences with FTI. Each country study is a contribution to the overall evaluation. It is not a full evaluation of the education sector, nor is it linked the FTI's processes for country endorsement and allocation of funding. However, the case studies are being conducted in close collaboration with the country stakeholders in FTI, and it is expected that their reports will be of value to the countries concerned.

1.6 The country studies will take account of the different perspectives of different stakeholders and consider the different streams of effects (education policy and planning, education finance, capacity, data and M&E, aid effectiveness) which FTI is intended to have. They will aim to establish outcomes ("results on the ground") and to assess whether and how FTI inputs may have contributed to those results.

## **2. The Yemen Country Study- overview**

### **The study process**

2.1 The country case studies are based on substantial preliminary research, followed by a country visit, then the drafting of a country case study report.

2.2 The visit to Yemen took place between 13th and 24th June 2009. The Country Study team consisted of Elsa Duret (Country Study Team Leader), Stephen Jones, and Hassan Abdulmalik. Stephen Jones did not participate in the in-country visit.

2.3 The team met a range of stakeholders from the Government – at both central, governorate and district levels, in particular representatives from Ministry of Education (MOE), of Technical Education and Vocation Training (MOT EVT), of Higher Education and Scientific Research (MOHESR) of Planning and International Cooperation (MOPIIC) and of the Ministry of Finance (MOF). The team had fruitful discussions with representatives from Al Baidha, Dhamar, Hajja and Hodeidah governorates and visited Bajel district and Al Manar school in Mehasam (Hodeidah Governorate). The team also hold meeting and/or phone interviews with donors (DFID, GTZ, JICA, The Netherlands, UNICEF, USAID, World Bank), NGOs and civil society representatives. The team's programme, including a list of persons met, is at Attachment A.

2.4 The team would like to express its gratitude to the Ministry of Education for the support and access they provided and to the interviewees who met with the team and provided a frank account of their experiences.

### **The country visit note**

2.5 This country visit note is intended:

- to provide a briefing on the work so far on the Yemen case study;
- to give a short summary of the study team's initial findings and conclusions;
- to explain the next steps in the study process;
- to encourage stakeholders in Yemen to provide further inputs and feedback as the study proceeds.

2.6 The section 3 provides an overview of FTI activities in inputs in Yemen and section 4 summarises the team's preliminary findings after the country visit. Section 5 explains next steps in the study, including the further consultations with stakeholders that will take place.

### 3. Yemen's involvement in the Fast Track Initiative

#### FTI Country Proposal and Endorsement Process

3.1 **Yemen was among the first 18 countries invited to join the FTI Partnership**, as early as **June 2002**<sup>1</sup>. This invitation was based on the fact that Yemen had adopted its first PRSP (2003-2005) in 2002, and had developed a comprehensive National Basic Education Strategy which covered grades 1-9: the NBEDS (2003-2015) was adopted in National Education Conference in October 2002. In this initial invitation letter, mention was made that one of the key objectives of the initiative was to offer the possibility to endorsed countries to receive additional "flexible", "long term" and "predictable" aid for primary education programmes to finance both additional recurrent and investment expenditure. This additional financing was to be announced as available as of early 2003.

3.2 Immediately after the Government of Yemen accepted the invitation of the FTI in August 2002, the **World Bank and the Royal Embassy of the Netherlands conducted a joint FTI mission in Yemen in September 2002**. The purpose of the mission was twofold: i) to establish consensus on FTI among government and donor partners and ii) to agree the baseline indicators and assumptions used for the financial gaps estimations. During the mission the team held a workshop with senior MOE staff and other funding donor agencies on the details of the FTI and presented a FTI background paper prepared by a World Bank Education Economist in Washington<sup>2</sup>. As Ogawa reported there was considerable discussions during the mission (see below) but, by the end of the mission, "*the objectives of the FTI were well understood and well received by MoE senior officials and all funding agencies*".

- **Coverage of the FTI:** "*the FTI was, at first, not received positively by the MOE's senior officials because the FTI focuses on grades 1-6 of basic education. The MOE wanted FTI to focus on the entire basic education system (grades 1-9) and set a target of 100 percent completion rate for grade 9 by 2015. However the MoE realized later that it (was) very difficult to achieve the target if they set at grade 9 (...) The Ministry has justified the narrower coverage that would be more feasible to achieve*" (Ogawa, 2005).
- **Education indicators:** "*the government (Ministry of Education, Ministry of Planning and Development<sup>3</sup>, Central Statistic Organization) worked very closely to the mission team to set up the baseline indicators, assumptions used for the simulation model and targeted indicators. The difficult part of this exercise is that the MOE and MOPD had two different education indicators and both parties claimed that their indicators were official. (...)FTI targeted indicators and assumptions used were agreed among the following persons: Director of General Education (MoE); Head of Basic Education Development Program (BEDP), Deputy Minister of Ministry of Planning and Development, World Bank Education Economist and GTZ Senior Technician "* (Ogawa, 2005).

3.3 After the World Bank-Netherlands joint mission, the Ministry of Education started to draft an EFA-FTI proposal with the technical support of the World Bank Education Economist

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<sup>1</sup> Letter from World Bank to MoE Minister, 20th June 2002.

The 17 other countries invited were: Albania, Bolivia, Burkina Faso, Ethiopia, Gambia, Ghana, Guinea, Guyana, Honduras, Mozambique, Mauritania, Nicaragua, Niger, Tanzania, Uganda, Vietnam Zambia.

In addition 5 large countries representing 50 million out of school children were also invited to receive "analytical and technical support": Bangladesh, D.R. Congo, India, Nigeria, Pakistan.

<sup>2</sup> Ogawa, (2002), *Yemen: EFA-FTI*, August 2002, World Bank.

<sup>3</sup> Now Ministry of Planning and International Cooperation (MOPIC)

based on the FTI background paper presented during the September mission. A letter from the FTI Secretariat<sup>4</sup> informed Yemen of the rules for the evaluation of country requests as defined during the 24th October 2002 meeting of FTI contributing donors – evaluation to be carried out in country by local donor representatives before the November Partnership meetings if Yemen was to present its request as foreseen. Despite the short timeframe, the donors reviewed an earlier draft of the “**EFA-FTI Country Proposal**”, informally endorsed it and sent a letter to FTI Secretariat in November 16<sup>th</sup>, 2002 seeking approval from the donor community during the Brussels Partnership meetings planned for November 27<sup>th</sup> 2002.

*“We presented comments to the government on 9 November. Under enormous time pressure many of these comments were successfully taken on board, resulting in the new proposal submitted to the EFA-FTI secretariat (...) we fully endorse this draft Yemeni proposal. We request the donor meeting in Brussels to endorse the draft proposal and the process that is envisaged to complete it. We would also very much appreciate to know how the FTI donors see the process of approval of additional FTI funding unfold after the November meeting”* (The Netherlands, 2002)

**3.4 Seven countries<sup>5</sup> were endorsed during the Brussels Partnership meetings but Yemen was not one of them.** The main reason was the **lack of donor commitment** to support Yemen’s basic education strategy as further explained in a letter from FTI Secretariat to MoE on December 10<sup>th</sup>, 2002:

*“Although Yemen was not yet one of the countries where donors have made a commitment to meet the long-term financing requirements for basic education, the hope was expressed that this could happen in the coming weeks or months”. It was emphasized that this did not require a further meeting at the international level (...) a final endorsement could be given by the local donors, with participation by the EFA FTI Secretariat to contribute the cross-country perspective”* (EFA-FTI Secretariat, 2002b)

**3.5** Following Brussels meeting, Yemen continued the development of its proposal which **was jointly appraised** by the **local donor** community and FTI **Secretariat** and **endorsed in February 2003<sup>6</sup>**.

### **Box 3.1 . The Joint Assessment of the Yemen Proposal by the Local Donor Community and FTI Secretariat**

#### **► Strengths**

The **consistency** of the Yemeni Government strategies like Vision 2025, PRSP, BEDS, the Second Five-Year Socio-Economic Development Plan and the Millennium Development Goals is clearly expressed in the proposal. The EFA FTI Proposal **builds on BEDS** and is considered to be **the more concrete Implementation Plan for the period 2003-2005** indicating the key areas to reach the long-term objectives of improving access, equity, quality and efficiency.

The proposal **clearly identifies the challenges** Yemen faces in achieving universal primary completion and as well as the areas to be strengthened by funding and other forms of support in the context of FTI: improvement of girls’ enrolment and completion rate, particularly in under-served areas, is given due emphasis; strengthening the capacity at all levels of the education system to plan, manage and monitor improvements in the performance of the education system; improvement of the quality of education, Increased coverage through school construction, including feeder schools.

There is very **strong national ownership** of the proposal and it builds on a very strong participatory process. The proposal itself has been elaborated by a small technical team, but since the underlying BEDS builds on 18 months of intense participation across regions and stakeholder groups, the participation requirement has been fully respected.

The proposal reflects the clear and **strong commitment** of the Yemeni Government **to basic education**. A further increase of public expenditure on basic education has been announced. The PRSP has targeted education expenditure as a share of GDP to be 9.6% by 2005.

<sup>4</sup> Letter from FTI Secretariat to MOE Minister, 30th October 2002

<sup>5</sup> Burkina Faso, Guinea, Mauritania, Niger, Guyana, Honduras, and Nicaragua

<sup>6</sup> “This review meeting was held via videoconferencing among Sana’a, Hague, London and Washington DC as almost all the donors have evacuated to their own countries due to the conflict in the Middle East” (Ogawa, 2005).

► **Concerns**

Even though significant improvements in implementation capacity have been witnessed in several major projects, the **proposal seems overly ambitious given the current capacities** in the sector.

There is some **internal inconsistency in the use of indicators and targets**. They also need to be disaggregated to gender where appropriate. For example the targets and priorities regarding gender in the text are not consistently translated into performance indicators.

Adjustment will need to be made to the financial projections. The **financing gap** should be determined by showing how the current resource envelope is planned to be utilised for the interventions and which share of the costs cannot be financed from available resources.

**Implementation of the plan** needs some further elaboration. This applies particularly to the mechanism through which the different ministries and different levels will work together (e.g. interaction between bottom-up planning and national strategies, interaction between ministries at central and decentralised levels) and through which projects will be transformed into one coherent programme.

Some **issues do not receive adequate attention** yet or their treatment in the proposal is too brief: relevance of education as a factor in enrolment and completion/discontinuation; the redeployment of teachers to rural areas operation and maintenance; the interaction between gender, poverty and residential area is insufficiently analysed and translated; gender-sensitivity of teachers and teaching as a factor in girls' performance; the need to examine ways of further reducing unit costs of textbook production/distribution and classroom construction.

Source: Joint Local Donor Group/ FTI Secretariat Assessment (2003)

3.6 During the following month, the **donor community at the Paris donor meeting (March 25th, 2003) further endorsed the Yemen Proposal** but specific funding commitment were left unclear. While acknowledging for delays to consider Yemen's Proposal, FTI Secretariat expressed its confidence that the additional financing for the accelerated program in 2004 and 2005 will be mobilized and channelled through existing donor mechanisms and synthesized additional requests formulated by donors in Paris meeting:

*"Let me take this opportunity to thank you for your patience over the past several months, during which the "rules of the game" for the FTI were still being worked out. I know that this period has been especially frustrating for countries such as yours, which moved quickly to prepare FTI proposals, when many aspects of the process were not yet completely clear"*

*"The Donors in Paris expressed their desire to see Yemen now move as quickly as possible into the phase of implementing the proposed program. They noted that the funding requirements for 2003 and most of 2004 appear to be covered by existing and planned donor commitments, and expressed confidence that the remaining funding needed would be mobilized for Yemen, assuming continued strong performance by your Government in implementing the program".*

*"The High Level donors recommended the following specific next steps for Yemen:*

- *clarify the details of how your accelerated program will be implemented*
- *verify and refine the annual cost estimates and compare these verified cost estimates with available donors resources (existing and new in order to identify any possible net gap*
- *prepare a Memorandum of Understanding between your Government and the local donors supporting your program*
- *agree with the local donors that the FTI-supported acceleration of primary education progress will be monitored on the basis of the agreed indicators formulated in the MOU and within the framework of annual joint sector reviews*
- *agree with the local donors that, to the degree possible, a single, unified report of progress will be prepared annually by your Government". (EFA-FTI Secretariat, 2003)*

3.7 The next step was the **joint Government of Yemen-Donors meeting held in Washington during 15-21 May 2003**<sup>7</sup>. The purpose of the joint mission was “to address issues concerning the funding and the implementation of the Yemen’s EFA-FTI proposal, to enhance coordination mechanism to facilitate efficient support of the execution of FTI activities and to pursue the preparation of the BEEP II<sup>8</sup> as an instrument to support the FTI within Yemen’s BEDS”. The Aide Memoire of the mission underlined four important points:

Para 5: “The Yemeni delegation received strong indications of additional donor support from the US (...) the United Kingdom (...) and Canada.”

Para 6: “additional work still needs to be done in order to make the (three year implementation) plan more realistic and to further secure additional finances”

Para 7: “The government policy of reaching out the entire country is commendable, however given current capacity constraints, it was agreed that the government would revise its FTI implementation plan. While building capacity is recognized as a priority activity, the Government may wish to built it throughout the country in a phased manner, by prioritizing capacity building interventions at all levels within one governorate at the time”

Para 8: “Government and donors (...) agreed to work within a common framework and on an evolving approach towards integrating individual donor projects (...) Three stages were discussed (...) current situation was described at the first stage whereby donors finance individual projects albeit they attend to coordinate better their effort in aligning to fit the BEDS (...) second stage (...) possibly through co-financing arrangements for projects (...) third stage (...) more integrated approach to financing and implementation”

3.8 While EFA-FTI Partnership was setting-up financial arrangements to provide transitional funds for donor orphan countries, Yemen pursued its efforts to refine its implementation plan following conclusions of Joint Mission. The GoY sent to FTI Secretariat its 3-year work program and budget for BEDS called “**EFA-FTI Credible Plan**” in **October 2003**. Then, FTI credible plan was not seen as a separate plan but rather as a means to make the BEDS and its concomitant implementation and investment plan operational in the medium term. The Partnership finally agreed to allocate 10 m USD to Yemen during the first Catalytic Fund meeting held in November 2003 (see section below on FTI-CF).

### **Funding Gap for Lower Basic Education (Grades 1-6)**

3.9 **EFA-FTI Country Proposal estimation (2002) & long term financing gap.** In 2002, the GoY presented three financial scenarios for achieving the EFA targets by 2015, including Status Quo, Reform, and Cautionary Scenarios. The focus of the analysis was on the government’s financial envelope and requirements between 2001 and 2015, linked with the macroeconomic framework as well as estimates of external financing. The analysis warned that Yemen would face a significant financing gap unless efficiency of resource use is improved through a systemic reform.

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<sup>7</sup> The meeting was held in Washington due to travel restrictions in-country. The Yemen delegation comprised Vice Minister of Education (MoE); Deputy Minister of Foreign Affairs (MoF), Deputy Minister for Curricula & Training (MoE), Deputy Minister for Projects (MoE), Deputy Minister for General Education (MoE), Advisor to Minister (ERDC), Deputy Chairman (ERDC), Director General Inspection Department (MoE) and Director of Credit Administrative Unit.

The donor’s delegation comprised representatives from CIDA, DFID, Germany, Japan, Netherlands, France, EU, ILO, UNICEF and WFP.

<sup>8</sup> BEEP: World Bank funded Basic Education Expansion Project.

BEEP II will become the multi-donor funded BEDP (Basic Education Development Program) with contributions from the Netherlands, DFID, KfW and World Bank.

**Table 3.1. Financing Gap Estimates for Grade 1-6 of Basic Education (US\$ Millions)**

	EFA Requirement			Resource Envelop *			Financing Gap		
	Recurrent	Capital	Total	Recurrent	Capital	Total	Recurrent	Capital	Total
<b>SCENARIO 1: Status quo</b>									
Cumulative 2003-15	7,328	2,309	9,637	3,827	675	4,502	3,501	1,634	5,135
Annual	564	178	742	294	50	344	<b>270</b>	<b>128</b>	<b>398</b>
<b>SCENARIO 2: Realistic Reform Scenario*</b>									
Cumulative 2003-15	6,081	1,052	7,133	5,095	675	5,770	986	377	1,363
Annual	468	81	549	392	50	442	<b>76</b>	<b>31</b>	<b>107</b>
<b>SCENARIO 3: Cautionary Scenario *</b>									
Cumulative 2003-15	6,945	1,430	8,375	5,095	675	5,770	1,850	755	2,605
Annual	534	110	644	392	50	442	<b>142</b>	<b>60</b>	<b>202</b>

Note: \* Projected donor financing of US\$ 27.5 million per year is factored in the resource envelop.

Source: MoE, (2002), *EFA-FTI Country Proposal*.

3.10 The **reform scenario** was the one selected in the EFA-FTI country proposal. The policy changes are due to large efficiency gains brought on by improvements in student/teacher ratios (from 25 in 2000 to 35 in 2015) and by introducing automatic promotion to reduce the number and the cost of repeaters (from 7 to 3 percent by 2015). At the same time, non-teacher items—quality improvement—are factored in (e.g. spending on inputs other than teacher salaries shift from 30 to 36 percent). They are combined with improved resource mobilization based on the following assumptions: i) an increased share of public recurrent spending on education as a percent of public spending (from 16 to 20 percent); ii) an increased share of education spending on primary education (from 48 to 50 percent).

3.11 **EFA-FTI Country Credible Plan estimation (2003-2005) and short term financing gap.** The additional funding required during the first phase of BEDS is **USD 96 million** (or USD 32 million per year-USD19 million for quality, equity, and efficiency improvements and USD13 million for school construction)- equivalent to 27 percent of the budget allocated to goods and services, and investment in 2002. This amount is presented as the one that “needs to be financed by the FTI funding”.

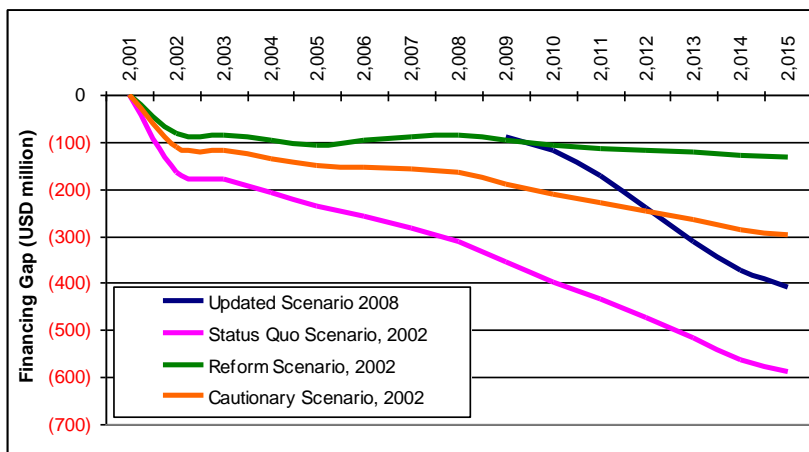
**Graph 3.2 . Request for FTI Funding between 2003 and 2005 (US\$ Millions)**

	2003	2004	2005	Total (2003-05)
<b>Total Estimated EFA Requirement</b>	414	414	414	1,242
<b>Total Available Resources</b>	382	382	382	1146
Salaries (gov't)	264	264	264	792
Goods/Services & investment	118	118	118	354
<b>Financing Gap</b>	32	32	32	96
<b>Request for FTI funding</b>	<b>32</b>	<b>32</b>	<b>32</b>	<b>96</b>

Source: MoE, 2003, EFA-FTI Country Credible Plan (2003-2005)

3.12 **Revision of financial gap (2008).** The simulation model analysis has been updated in 2008 to locate how far Yemen has moved towards its EFA target by 2015 and remaining financial implication.

**Graph 3.1 Scenarios for financing gaps for Grades 1-6 of basic education in Yemen**



Source: World Bank, (2009a), *Pre appraisal mission of EFA-FTI Grant Phase 3*, Aide Memoire, 13-23 December 2008.

3.13 The analysis discovered that there have not been significant financing gap until 2006 due mainly to two reasons.

*“The first reason is that the MoE has been committed to reforms as presented in the Reform scenario, and various efficiency parameters have improved, including pupil-teacher ratios and use of double-shifting. However, the second reason explains that the financing gap is not as large as anticipated because the enrolment expansion has not been as fast as expected in the original simulation. Relatively slow increase of enrolment has resulted in moderate pressure to financial envelope so far. This fact warns that Yemen will be required to speed up the enrolment expansion during next 6 years in order to achieve the EFA targets, and it will result in a significant financial pressure to the country” (World Bank, 2009a).*

3.14 The GOY’s Medium Term Expenditure Framework in education sector envisaged financial resources of USD 717 million for Basic Education each year between 2007 and 2010 of which USD 595 million will be allocated for grades 1-6 (lower basic). According to the updated FTI simulation, which estimates the required resource envelope to achieve 100% Grade 6 completion rate in 2015, the required resources for 2009 to 2011 are respectively USD 647 million, 678 million and 734 million. Based on these resource availability and requirements, the **financing gap for lower basic education is USD 257 million over 2009-2011** (USD 52 million in 2009, USD 83 million in 2010 and USD 122 million in 2011)

3.15 The specific contribution of the FTI-CF grant phases 1, 2 and 3 to financing gap is presented and discussed in chapter 6.

### FTI Catalytic Fund Grant Phases 1, 2 & 3

3.16 **Allocation.** EFA-FTI- Catalytic Fund was established in November 2003 to provide transitional financing for countries with too few donors present to enable these countries to scale up their existing education programs while leveraging more sustainable financing from bilateral and multilateral donors. The Catalytic Fund regulations evolved in 2007 to be able to support all endorsed countries (see Box 3.2).

### **Box 3.2 The Catalytic Fund, donor orphan clause and evolution towards the Expanded Catalytic Fund**

The CF was established in 2003 as a multi-donor, multi-recipient trust fund.

Between 2004 and 2006 the CF was open to so called 'donor orphan' low income countries (i.e. having fewer than four donors disbursing more than USD 1m annually) with an endorsed education sector plan (ESP). Under this concept, it aimed to provide transitional short term funding for up to three years. It was expected that this would help to establish a good performance record to attract increased and longer-term support through regular bilateral and multilateral channels ("catalytic effect").

However over time it was recognised that (i) this strategy had not worked and (ii) for many countries access to additional funding from the CF was a major incentive for seeking FTI status.

2007 marked the start of the second phase of CF operations. The Expanded Catalytic Fund (ECF) concept was approved in May 2007 to enable the CF to support all endorsed ESPs with insufficient funding, making the donor orphan criterion redundant. The CF was opened up to all IDA eligible countries. Its other explicit aim was to provide more predictable long-term financing, and provision was made to extend the implementation period from year-to-year to three years.

3.17 Yemen received **three successive allocations** from FTI-CF for a **cumulative amount of USD 40 million**: i) USD 10m in November 2003 during the official launch of the FTI Catalytic Fund in Oslo (Norway) as it satisfied the donor orphan clause; ii) USD 10m in November 2004 during the FTI Partnership Meeting In Brasilia (Brazil) following its early success in implementing the first allocation and iii) USD 20m in November 2006 during the Partnership meeting in Cairo (Egypt) in light of the country's unmet financial need, good performance and absorptive capacity<sup>9</sup>.

3.18 The World Bank TTL reported that Yemen was endorsed in 2003 "to receive three allocations"<sup>10</sup> therefore it was not necessary to re-engage in a full endorsement process by the local donor community during the preparatory phase of grant 3.

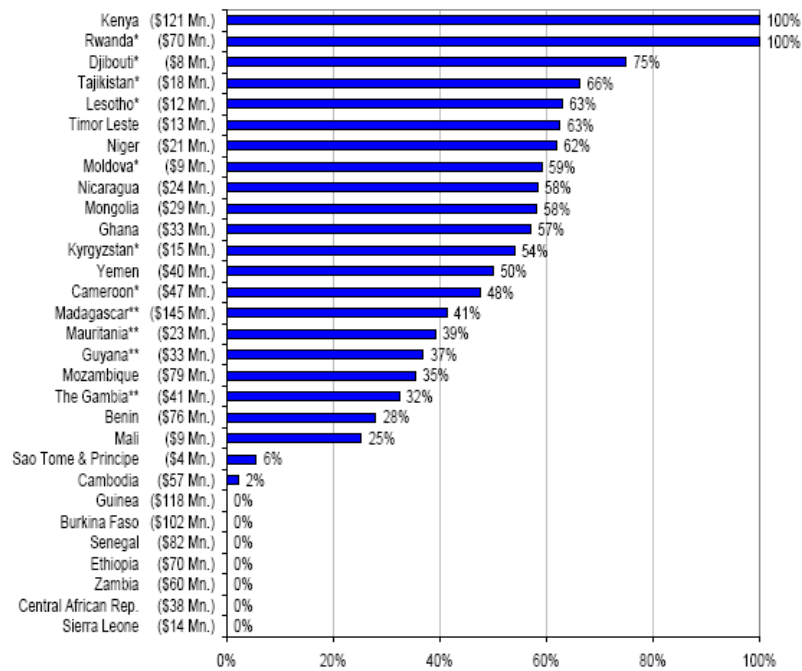
3.19 While Yemen got the lion's share of the Catalytic Fund in 2003 (USD 10 m out of USD 37 m), to date **Yemen ranks at the 14<sup>th</sup> place (on 30 countries)**.

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<sup>9</sup> The World Bank Education TTL reported that the FTI Secretariat contacted her in advance of the Cairo meeting informing that additional resources could be provided to Yemen based on needs.

<sup>10</sup> The evaluation team did not find written evidence of this agreement in the correspondences exchanged between the FTI Secretariat and Yemen (MoE or local donor group).

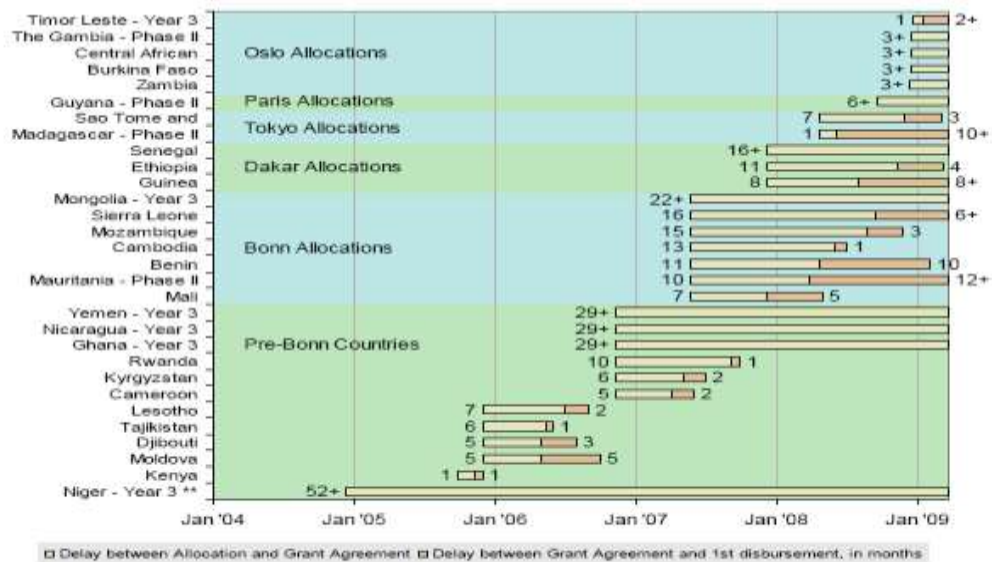
**Graph 3.1 Yemen and CF grant allocation and disbursements**



Note \*Amounts allocated for 2 years; \*\*Amounts allocated for two phases (6 years)  
 Source: EFA-FTI (2009), *Catalytic Fund Interim Status Report*, April 2009 (as of March 20<sup>th</sup>, 2009)

3.20 The **delay between the allocation of the FTI-CF Grant phase 3 and the grant agreement is to date 29 months** (the grant agreement could be signed in July 2009), equivalent to the period registered in Nicaragua and Ghana. If we exclude Niger where the program was stopped during 2 years, such delay is one of the most significant ever registered since FTI-CF operations started (see table below).

**Graph 3.2 FTI-CF Grant phase 3 processing and disbursements delays in Yemen (in months)**



Notes: (i) A number followed by a plus (+) sign indicates an on-going process, i.e. grant agreement not yet signed, or a first disbursement that has not yet occurred; and (ii) Niger's program was suspended for two years.

Source: EFA-FTI (2009), *Catalytic Fund Interim Status Report*, April 2009 (as of March 20<sup>th</sup>, 2009)

3.21 The explanations given by the World Bank Task Team leader are linked to: i) the unclear and sometimes contradictory guidance provided by FTI Secretariat and WB sector management to access FTI-CF under the new regulation attached to Expanded Catalytic Fund and ii) the overload of both the World Bank and the education program administrative unit (PAU) to fast track the preparation of FTI-CF phase 3 request in parallel of the management of a multi-donor program in basic education (BEDP) and the design of a new multi-donor funded program in secondary education (SEDGAP). Such delays created a lot of misunderstanding and frustrations on MoE side especially in comparison with the smooth access and implementation of the first two grants “fast track is not fast anymore”.

3.22 **Geographical coverage.** Four governorates out of 21 have been initially identified to benefit from FTI-CF grant during phases 1 and 2 (2004-2007): Al Baidah, Dhamar, Hajja and Hodaida. Three governorates have been added (Al Daleh, Al Mahweet and Rhyrna) for the third phase (2009-2011). As is presented in table 4.3, in comparison to the non-FTI governorates and to the national average, the seven FTI governorates register, for both male and female students: (i) lower access rate to school, (ii) lower completion rates of Grade 6, and (iii) lower Gross Enrollment Rates. In addition, 47% of the out-of-school children are found in the seven FTI governorates.

**Graph 3.3 Key Indicators for FTI and Non-FTI Governorates, 2006**

Indicators for 2006	7 FTI governorates	14 Non-FTI Governorates	National
G1 Access Rate (male)	120%	129%	126%
G1 Access Rate (female)	99%	121%	113%
G1 Access Rate (total)	110%	125%	119%
G6 Completion Rate (male)	64%	79%	74%
G6 Completion Rate (female)	38%	58%	51%
G6 Completion Rate (total)	52%	69%	63%
GER Grade 1-6 (male)	87%	99%	95%
GER Grade 1-6 (female)	65%	85%	78%
GER Grade 1-6 (total)	76%	93%	87%
Out-of-School Children Age 6-11 (male)*	263,969	295,105	559,073
Out-of-School Children Age 6-11 (female)*	354,129	409,239	763,368
Out-of-School Children Age 6-11 (total)*	618,098	704,344	1,322,442

\*Data from Household Budget Survey 2005

Source: World Bank (2009), *Pre appraisal mission of EFA-FTI Catalytic Fund Grant Phase 3*, Aide Memoire, 13-23 December 2008.

**3.23 Implementation, administration and supervision arrangements.** The EFA- FTI Catalytic Fund – Grant phases 1, 2 were managed like a traditional World Bank project and used the institutional arrangements previously established for the multi-donor funded project in Basic Education (BEDP) with a prominent role of a Program Administrative Unit (PAU) comprising MoE officials and national consultants (see Box 3.3). Most of the interviewees (MoE officials at central and local levels as well as donors) referred to FTI in the terms of “the Catalytic Fund Project”.

**3.24** EFA-FTI-Catalytic Fund grants were monitored along with the multi donor supervision mission of BEDP. The monitoring of FTI- Indicative Framework parameters was part of the M&E framework of the “FTI-CF project”.

**3.25** The same arrangements are selected for the FTI-CF grant phase 3, except for civil works which are to be implemented by the Public Works Projects (PWP) as per GoY’s decision in 2007.

**Box 3.3 Implementation and administration arrangements for the “FTI-CF project”**

CF grant has been implemented by the Ministry of Education under the leadership and the oversight of a Steering Committee (SC) headed by the Minister of Education. The Steering Committee was responsible for overall orientation. Its main tasks were to develop policies, direct the implementation of the project, endorse budget and work plans, and held regular meeting to review and approve progress reports. The Program Administration Unit developed the agendas for the SC meetings, received and circulated progress reports to all members of the SC.

Through the existing operational structure of the MOE, each administrative entity, at both the central and regional levels, implemented the activities that fall under its responsibilities. The Sector of Projects and Equipment was responsible for civil works in phases 1&2\*, the Sector of Curricula and Training was responsible for the provision of training, learning resources, office equipment and furniture, the Technical Team in association with the Technical Office was responsible for planning, monitoring and evaluation, and the Community Participation Unit assisted sectors by getting communities involved in their respective activities. The responsibilities for the implementation of the FTI-CF grant have been shared as follows:

- **At the central level:** The MOE general directors of curriculum, training, supervision, projects, community participation unit and others were responsible for the overall implementation of the project activities for central MOE. They were to develop budget and work plan, specify necessary requirements, conditions and procedures for the implementation of the plans, get the plans approved by the Steering Committee, send the plans and conditions for implement to the Program Administration Unit and governorate officials, and supervise implementation.

• **At the governorate level:** Once they received the activities allocated for the governorate along with plans and implementation directives and procedures from the MOE central team, each department started preparing for the activities that fall under its responsibility. In close coordination with district officials and local communities they started nomination and selections of the elements of each activity (e.g. selecting sites for school buildings, schools to be rehabilitated, teachers or headmasters to be trained). Each governorate sent the plans they prepared to the central team who reviewed the plans and get them approved by the SC. Once the plans were approved, the Governorate Education Office was responsible for the implementation of all activities in the governorate. They were tasked to monitor and supervise implementation on regular bases, consult with the Program Administration Unit official on related issues, prepare progress reports and send these reports to the central team and the PAU.

• **At the district level:** The main tasks of district officials were selecting teachers for training, distribution of learning resources to schools, monitor and report implementation progress to the governorate team.

Source: Hassan A. Abdulmalik (2006 and 2007)

3.26 **Activities implemented or planned.** The first phase was associated with “priority programs” within the EFA-FTI credible plan (2003-2005) which was in fact the 3 year operational plan of BEDS. The second phase largely mirrored the activities successfully implemented during phase 1. However the phase 3 introduces new activities based on lessons learnt from phases 1 and 2 as well as from other donors funded projects.

3.27 The focus on “access” and “supply-side activities” for phases 1 and 2 (i.e. school constructions) was decided to ensure smooth disbursement of the amount allocated in a one year period. Around 70% of the grant was allocated for this component. Most of the interviewees at the governorate and district level said that the “FTI-Catalytic Fund project was an emergency plan for school buildings in scattered, remote and isolated areas”. The size of school construction funded by FTI-CF grant was different from the norm (between one multi-grade classroom to 3 classrooms building to be used for grades 1- 3 only or for 1-6 against a norm of 6 classrooms building). Such a choice emanated from the limited budget (necessity to lower the unit costs) and the low density of population in the targeted areas. The only demand-side activity implemented was the provision of school kits to around 250.000 pupils.

3.28 20% of the grant was allocated to quality related activities: i) support to decentralized training schemes in 76 targeted districts for head master and teachers (classroom teachers from grades 1-3; subject teacher for grades 4-6) to improve classroom teaching practices and school management and iii) provision of equipment (16 buses) for supervision department at governorate level to undertake collective school inspection visits.

3.29 The remaining 10% were devoted to capacity building activities at central, governorate and district levels on planning, statistics and computer literacy.

3.30 The third allocation is to be implemented in a 30 months period over 2009-2011. The main innovation is the “female teacher contract scheme” already piloted under BEDP, JICA and UNICEF projects. About 500 female teachers will be contracted in rural districts / areas (intake from secondary school graduates with good pass rates) to support girls’ enrolment and retention. The female contract-teachers will receive annual training in order to be qualified at the end of the phase 3 implementation period. An agreement between the MOE and the Civil Service and Finance Ministries has been signed to ensure recruitment of these contract-teachers into the civil service after completion of Phase 3 implementation (World Bank, 2009b). This scheme as well as activities initially identified in phase 1 to attract female teachers in rural areas but which were not finally implemented will be discussed under the “cross-cutting issues” chapter.

3.31 During the preparatory phase of FTI- CF grant phase 3, other activities were discussed (e.g. school nutrition program for an estimated allocation of USD 6 million). Finally

they were not selected as “the 3 year implementation period would have just been sufficient to put in place the mechanism but not to deliver the service”<sup>11</sup>.

- **Impact.** Dr Hassan Abdulmalik, member of the Yemen evaluation team, was commissioned by the World Bank to carry-out two studies in order to measure outcomes of the FTI-CF grant phases 1 and 2<sup>12</sup>. However such evaluation studies were highly constrained due to the following reasons:

- i) The studies had to rely upon official education data as no baseline information had been collected beforehand in the selected governorates;
- ii) Official education data at governorate and district levels where the FTI-CF activities took place were not available nor accurate ;
- iii) The impact of the access related activities were difficult to measure because other projects (funded by the Social Fund for Development, local councils, etc.) were also contributing to the expansion of the school system in the same targeted areas and no consolidated information could be provided locally to isolate the specific contribution of FTI-CF project;
- iv) The quality of teaching and learning improvements were difficult to measure over the limited implementation period of one year;
- v) The effects of the capacity building activities were also challenging to measure because no indicators have been set-up and the nature and size of investments were too small to produce immediate changes.

The only way to carry out the study was then to focus on **process indicators** (number of activities undertaken and the comparison between activities planned and activities effectively implemented). It was found that **most activities were implemented as planned** (with very few exceptions/deviations) and 99% of the grant was disbursed. In addition some **questionnaires** were elaborated and passed in a sample of project schools to teachers, headmasters, and parents and to officials of departments of Projects, Training, Supervision and Planning at the district and governorate levels, mainly to assess benefits and returns of training activities.

### **FTI Education Program Development Fund**

3.32 The sources of information used to document EPDF activities in Yemen are the following: i) the review of the activities and allocations of the EPDF over the period 2005-2007 done by Bellew and Mocke in 2008; ii) funding proposals issued by the World Bank MENA region for years 2005, 2006, 2007 and 2008; iii) EPDF progress report of December 2007 (last one available) from the EFA-FTI Secretariat and iv) in-country interviews during field visit.

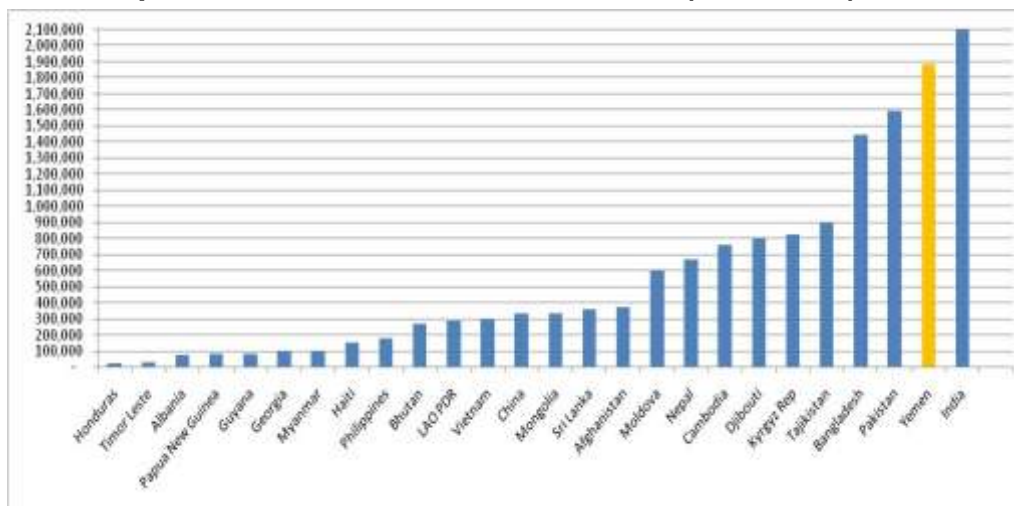
3.33 **Estimated amounts.** Based on the allocations over 2005-2008, **Yemen appears to be the second largest recipient of the EPDF** after India with an estimated amount of **USD 1.885 million** (Bellew and Mocke, 2008). The different proposals show a requested amount of USD 350.000 for each year during 2005-2006 period and USD 820.000 for year 2008. Yemen is the only recipient country with Djibouti for the Middle East North Africa Region.

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<sup>11</sup> Interview of the WB/TTL

<sup>12</sup> Hassan Ali Abdulmalik and Abdulbaset Abduraqeeb Akeel, (2006) *An Evaluation Study of the Impact of the Education For All – Fast Track Initiative Catalytic Fund in the Republic of Yemen. Grant Phase 1*, June 2006  
Hassan Ali Abdulmalik, (2007), *An Evaluation Study of the Impact of the Education For All – Fast Track Initiative Catalytic Fund in the Republic of Yemen. Grant Phase 2*, November 2007

**Graph 3.4 . Total EPDF Allocation (2005-2008) in USD**



Source: Based on statistics collected by Bellew and Moocke (2008).

Note: The figure estimated for Yemen reflects the amounts in the funding requests.

3.34 **Decision making process.** The World Bank TTL reported that it lead the process of determining and preparing proposals, and then the document was passed to senior MoE officials and DPs for comments and suggestions. While the Education Program Development Fund is not as well known as the Catalytic Fund in Yemen, senior staff in the Technical Office of MoE were able to mention EPDF, identify some of the activities supported by EPDF and even provide a copy of the proposal for 2006-2007. The selection of EPDF activities has been recently formalised:

*“The EPDF request for Yemen has been endorsed by an Inter-Ministerial Technical Committee set up for the preparation of the integrated education vision diagnostic and policy note. This team includes members of the Ministries of Planning and International Cooperation, Finance, Education, Vocational Training, Higher Education, Civil Service and Local Administration. The proposal has also been discussed and received overwhelming support from members of Yemen’s local Development Partner community”*

3.35 **Activities supported by EPDF.** In this section we merely highlight the activities indentified in the request proposals and informing of their status (completed/on-going/planned); the analysis of their relevance, effectiveness and efficiency will be done extensively in the country report but some preliminary findings are presented in section 4. The activities are listed following the main objectives initially attached to the EPDF.

3.36 *Support to Education Sector Plan.* The following activities were selected in EPDF proposals: i) support to **Education budget reform** (joint work between the Ministry of Finance and the Ministry of Education to reform and restructure the education budget at the central and local levels to improve resource allocations, budget implementation and service delivery); ii) assist the GoY to finalize the **National General Secondary Education Strategy** (NGSES); iii) undertake an **Education Country Status Report** (CSR) based on a series of analytical background papers addressing key knowledge gaps (e.g. an assessment of the institutional structure of education, a review of student flow across the grades, levels and types of education, an analysis of the household budget survey 2005 on causes of dropout and linkage to education quality, an assessment of time on task in basic and secondary schools, a secondary graduate tracer study, a survey of factors of success in formal and informal sector employment, a survey on marginalized groups in education); and iv) prepare an **Integrated Education Vision** policy paper. The first three activities were completed and the fourth one will start in the second half of 2009.

3.37 *Support to Capacity Building.* The EPDF contributed to the financing of some capacity building activities linked to the participation of Yemen into the international student assessment exercise called **TIMSS** (Trends in International Mathematics and Science Study). The activities suggested for the future are: i) the financing of a training course, organized with the World Bank Institute, focusing on how **Yemen's post-basic education and learning system** could be reformed to respond to the needs of the labour market in an increasing global society for the inter-ministerial technical committee members; ii) organization of a workshop to **disseminate the key findings of the Education CSR** and to prepare for the visioning exercise; iii) preparation of a **national conference on education to involve stakeholders** in the process of developing the integrated education vision.

3.38 *Support to M&E and Knowledge sharing.*

- *M&E.* The proposals identified basic workshops on **education indicators and statistics** to accompany the preparation of a comprehensive education statistics report which was carried-out and the provision of technical assistance to support the **development of various tools for monitoring at sub-sector level as well as across the education sector** and support education's link to monitoring at the national level (for the Poverty Reduction Strategy and the five year national plan) which is on-going.

- *Knowledge sharing.* Specific studies were identified and completed: i) two surveys to assess the demand and supply-side impact of **the abolition of school fees**; ii) a **pilot conditional cash transfer scheme** to support the retention of girls in grades 4-9 and to set in motion a rigorous randomized impact evaluation. In addition **translation** of key documents from English to Arabic was commissioned to facilitate dialogue and improve knowledge of international examples supporting key reforms.

3.39 *Support to donors partnerships.* It is planned that EPDF will support **Partnership Agreements** in the sector and the development of institutional structures such as donor and government forums that will coordinate and harmonize support behind basic, secondary and tertiary sub-sectors.

3.40 In 2009, the EPDF has been the primary funder of the **preparatory work** required for receipt and management of the **FTI-Catalytic Fund grant phase 3**.

3.41 **Access to and Management of funds.** The WB TTL reported that "it could not survive without EPDF" as no resources were available (within the World Bank) to undertake the activities abovementioned. The access to funds was identified as dead easy "it's a pleasure to work with the EPDF" which might explain the high level of EPDF resources requested and used in Yemen. The funds were entirely managed by the World Bank.

3.42 **Consultation on concept note on EPDF II.** Following a decision taken in the EFA-FTI meeting in Oslo in December 2008, a task team has been established to redesign the EPDF. A concept note on EPDF II<sup>13</sup> has been drafted and endorsed in EFA-FTI Partnership meeting which took place in Copenhagen in April 2009. The in-country visit confirmed that the task team started a consultation at country level. The Education Lead Donor (USAID) received on May 19, 2009 a letter from the task team calling for "the participation of the Local Education Group in the redesign of the EPDF" along with a list of four detailed questions for feedback.

A detailed timeline is at Attachment B.

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<sup>13</sup> EFA-FTI (2009), Concept Note—Redesign of the Education program Development Fund, April, 2009

## 4. Preliminary Findings

### High Level Evaluation Questions

1. **Relevance** (*Is what the FTI aims to accomplish consistent with current needs and priorities of Yemen*)
  - FTI supported nascent government education policies in the sub-sector of basic education formalised in 2002 in the Basic Education Development Strategy (BEDS) and had a significant catalytic effect on policy discussions for lower basic education (grades 1-6). Coincidentally, the preparation of FTI proposal in 2002/03 was used to foster the development of the first medium term implementation plan of BEDS. The **EFA-FTI Credible Plan for 2003-05** became *de facto* the **road map** for both the government and the development partners **to implement BEDS**. The objectives of the FTI- Indicative Framework were then integrated into the sub-sector plan.
  - The endorsement of this 3 year implementation plan subsequently led to the **deal to allocate to Yemen three successive grants** from the Catalytic Fund over the 2004-2006 period without calling for the re-engagement in a full endorsement process each time.
  - The **FTI-CF grants** (a cumulative amount of USD 40 million) have made a contribution to filling the **financing gap** identified in BEDS implementation plan (e.g. around 10% for phase 3).
  - The FTI-CF support has been (will be for phase 3) implemented in **7 targeted populous governorates** accounting for the majority of out-of school children. It was aligned to a priority program within the medium term implementation plan of BEDS. It tackled supply-side constraints in the most underserved rural areas where high distance to schools and lack of teachers (including female teachers) formed the principal reasons for non enrolment or low retention in schools, especially for girls as indicated by data from 2005 Household Budget Survey.
  - The FTI-CF grant phases 1, 2 and 3 have the characteristics of a project. The management of the FTI-CF support has been aligned to the modality selected for the two multi-donor funded programs in basic & secondary education (respectively BEDP and SEDGAP) which gave a prominent role to a **Program Administration Unit** with implementation responsibilities devoted to MoE at central and local levels (GEOs and DEOs). Such a compromise was relevant to the context with the level of absorption capacity in the public administration in Yemen and the Local Authority Law transferring education competencies to local levels.
  - The **FTI EPDF resources** (estimated at USD 1.885 million) have been extensively used by the World Bank to fill the **knowledge gap** in a variety of education policy related areas.
2. **Effectiveness** (To what extent is FTI accomplishing what it was designed to do, accelerating progress on EFA)
  - The main approaches and policies to achieve EFA were significantly deepened during i) the design and endorsement processes of FTI proposal, ii) the preparation, implementation and evaluation of the FTI-CF priority programs and iii) the policy studies and related knowledge sharing events supported by the FTI-EPDF.
  - The **EFA-FTI Credible Plan 2003-2005** put considerable attention on existing **gender** disparities and proposed some targets and strategies for redressing the disparities.
  - The **FTI-CF support** has been successfully implemented at governorate/district levels demonstrating the workable arrangements associating a program

- administrative unit (PAU) and MOE/GEOs/DEOs for an effective delivery of education services in the most underserved rural areas of targeted governorates.
- The FTI-CF has been allocated in phases 1 and 2 to capital costs (low cost school construction) and non salary recurrent expenditure (mainly school kits to pupils, teacher training for foundation grades 1-3, equipment and training for school supervisors). It will support salary costs for 500 female teachers during phase 3 before the MCSI/MOF take over in 2011 following an agreed MoU.
  - The specific impact of FTI-CF supported activities in targeted districts/governorates were difficult to measure due to lack of baseline and reliable data at decentralised levels.
  - The use of **FTI-EPDF resources** helped: i) gather evidence on education system performances, providing a foundation for a more coordinated and integrated education vision across levels and types of education ( e.g. Education CSR and student learning achievements such as TIMSS); ii) support finalization of sub-sector strategy (e.g. National General Secondary Education Strategy) which prepared the ground for the alignment of the multi-donor funded program for secondary education; iii) disseminate knowledge on effects of policy options (e.g. study on demand and supply-side impacts of school fee abolition); iv) design implementation arrangements of policy reform in priority areas ( e.g. development of an operational pilot conditional cash transfer scheme) and v) link education expenditure with educational services delivery (e.g. support to education budget reform).
  - With one of the highest demographic growth rates in the world (3%), the Government of Yemen had to work harder to maintain existing gains. Although enrollments in primary education have increased from 2.2 million in 1997 to 3.3 million in 2007, and gross enrolment rate in basic education shifted from 62 % to 74 % over the same period, **the primary completion rate** (equivalent to the first six years of basic education in Yemen) **remains low at 60 percent in 2007**, 70 percent for boys and 49 percent for girls. There were still 1.8 million children of basic school age out of school in 2005.
3. **Efficiency** (Mobilising Resources/ Efficient Development Assistance/ Paris Goals)
- The FTI endorsement in 2003 influenced the level of external financing to Basic Education development Strategy (BEDS) both directly through the FTI Catalytic Fund and indirectly through leverage of existing resources and attraction of new donors.
  - The **FTI Catalytic Fund** has increased the funds available to the Ministry of Education for 2004/05 (USD 10m), 2006/07 (USD 10m) and 2009/11 (USD 20m). However, the implementation of the grants was increasingly delayed: one year for phase 1 (allocation in 2003 against an implementation in 2004/05); 2 years for phase 2 (allocation in 2004 against an implementation in 2006/07) and finally three years for phase 3 (allocation in 2006 against an implementation planed for the second half of 2009 up to 2011). While the preparation of a priority program and of implementation mechanisms were identified to explain delays in phase 1 (which mechanically affected phase 2), the new unclear rules attached to process the grant from the expanded Catalytic Fund were blamed for phase 3.
  - In 2003, the World Bank was preparing the second phase of its Basic Education Expansion Project (BEEP II). After the endorsement of the EFA-FTI credible Plan (2003-2005), BEEP II became the **Basic Education Development Program (BEDP)** co-financed by DFID, the Netherlands, KfW and the World Bank (**USD 65 m**). Other bilateral partners declared to have reinforced or initiated projects based on the FTI endorsement of Yemen (respectively GTZ and USAID).

- The **aid effectiveness agenda** in the basic education sub-sector appears to be clearly an output of the FTI process as it was initiated during a FTI meeting in Washington between GoY and donors in May 2003.
- The **MoU** on BEDS was signed in January 2004 by 4 bilateral (France, Germany, The Netherlands, DFID) and 4 multilateral agencies (ILO, UNICEF, WFP and World Bank) and renegotiated in July 2007 (with the addition of USAID and the withdrawal of France) with the addition of TORs for the donor co-ordinator.
- The **aid modalities** in the education sector (basic and secondary) **shifted from individual projects** running by independent project implementation units (PIUs) **to co-financed programs** sharing the same procurement, financial and supervision procedures -aligned to those of the World Bank- under the auspices of a program administrative unit (PAU).
- The FTI-CF has not been merged into the existing multi-donor funded BEDP and was seen as an “independent project”. While it used the same institutional arrangements established for BEDP for implementation and supervision, there is a specific reporting system for the FTI-CF which includes the FTI-Indicative Framework.
- The **education partners do not use government systems** in Yemen and therefore the FTI-Catalytic Fund has not increased the World Bank’s alignment to the government systems.

#### 4. Sustainability

- The education sector is a **collection of ministries** (MOE, MTVET, MOHESR), **public-private agencies** (Public Works Projects, Social Development Fund) **and strategies** (5 so far) **not yet integrated**. The missing vision and unified framework in which all human, financial and materials investments could be optimised across levels and types of education is damageable in a highly competing environment for scarce resources.
- The **governance and management of education service delivery** is further challenged by the rising power of local councils at governorate and district levels which are currently operating “outside the box”.
- The **basic and secondary education** sub-sectors **are becoming more donor dependant**. The on-going BEDP and just started SEDGAP are seen as the main channels to implement education reforms respectively in basic and secondary education sub-sectors.
- The **sustainability of key education reforms** piloted through multi-donor funded programs to address both supply and demand side constraints (respectively the female teacher scheme and the conditional cash transfer scheme) **is questionable** following recent economic downturn and pessimistic prospects on domestic resource mobilization (fiscal space is highly dependent on diminishing and volatile oil resources).

## Evaluation Workstreams

### *FTI and Policy and Planning*

- The Basic Education Development Strategy set the long term strategy for the sub-sector of basic education. The strategy was developed in 2001/02 with the technical support of GTZ using a participatory approach at both central and local levels.
- The **influence of FTI was discernible in the approach to planning at various levels**. The **EFA-FTI Credible Plan (2003-05)** process is credited with having contributed substantially to sharpening policies and plan for lower basic education in the **medium term**. The FTI proposal was not seen as a separate plan but rather as a

mean to make the BEDS and its concomitant implementation and investment plan operational. The Medium Term Result Framework (2006-2010) updated the former EFA-FTI credible plan (2003-2005) and expanded it to include early childhood, adult literacy and secondary education.

- The **FTI-CF grant** planning process introduced **short term planning** and the definition of **priority programs** at a time (2003/04) where no annual work plans (AWP) were available at the MOE level. The AWP with cost estimates, implementation responsibilities and time frame have only been introduced in 2007.
- The **FTI-EPDF** helped finalize the **national secondary education strategy** to prepare the ground for the second multi-donor funded project in the education sector (Secondary Education Development and Girls Access Project).
- Through the support to the education country status report the FTI-EPDF has also initiated the process of an **integrated education sector vision** associating the three ministries in charge of education (MOE, MTEVT and MOHESR) in order to pay attention to linkages across levels and types of education and training. Such process will receive further support from the EPDF in the forthcoming year.
- The design of the **FTI-CF grant phase 3** has pioneered **an agreement between Ministry of Education, the Ministry of Finance and the Ministry of Civil Service and Insurance** for the contract of 500 female teachers after the completion of the program. Given the power and authority of these ministries for basic education provision, their inclusion in policy decision was highly relevant.
- The **influence of FTI was also discernible in the approach to policies to achieve UPC/EFA**. The FTI endorsement process focused on **gender** and reviewed suggested strategies to tackle gender inequalities in light of the lessons learnt from other countries experiences (see FTI and cross cutting issues below).
- The FTI-CF support was used to tackle **supply-side constraints** in remote rural areas where distances to schools were the principal reason for non enrolment: the school construction program provided multi-grade classes or a block of three classes to accommodate for foundation grades (1-3). The FTI-CF also initiated governorate-wide **cluster based teacher trainings**.
- While the **abolition of school fees** for girls in grades 1-6 and boys in grades 1-3 (decided in September 2007) was made independently of the FTI, the FTI-EPDF supported an impact study of this measure and contributed to enlarge the policy dialogue on the full indirect costs supported by poor families ( which represent the real economic barrier to school).
- The FTI-EPDF helped design a **conditional cash transfer mechanism**, major reform to address demand side constraints to basic education. The scheme is currently piloted through the multi-donor funded BEDP.

### ***FTI and Education Finance***

- The FTI endorsement process generated a substantial **expectation of additional resources**.
- Domestic resources for education (capital and recurrent) have substantially increased but basic education spending fell from 66% to 60% of total education spending over 2000-2007. In real terms basic education spending did not increase 2000-04 before increasing in real terms over the period to 2007. It is **difficult to measure the impact of FTI** in the changes of inter and intra **education sector allocations** as well as on the level of **real spending for basic education**.
- In the period following FTI endorsement **external resources increased**, directly through catalytic fund allocation (USD 40 million over 2004-2011) and indirectly

though a catalytic effect on existing donors (World Bank, GTZ) and on attracting of new donors (DFID, The Netherlands, KFW, USAID). The major program launched after FTI endorsement was the multi donor funded Basic Education Development Program for USD 65 million over 2004-2010.

- Delays in finalizing agreement and disbursement of FTI-CF grant phase 3 (USD 20 million over 2009-2011) have impacted **aid predictability** in the sub-sector.
- The process of using a country specific **cost and finance simulation model** was useful as it allowed for different scenarios to be developed and a financing gap to be derived which the MOE had not undertaken before. While the model is still used by the World Bank to update the calculation of financing gap and prepare the FTI-CF grant application, the model has not been internalised by the MOE.
- The FTI-CF has filled a **financing gap**. But the Catalytic Fund resources are a small proportion of total aid to basic education and its contribution to filling the gap is estimated at 10% for phase 3.
- The **FTI-CF resources have been used for what they were assigned for**: school constructions, provision of school kits to pupils, training of teachers and managers, equipment and training of supervisors and staff from GEOs and DEOs.
- The FTI-CF resources were invested on “priority” or “emergency” programs and **reached beneficiaries** in the most underserved rural areas of four populous governorates which account for the majority of out-of school children.
- The FTI-CF resources were used to build classrooms in remote rural areas, on varied terrain for scattered population with **lower unit costs** than those usually supported by other operators and contributed in that way to effective use of funds.
- No specific support of FTI to the strengthening of **national financial management system** as the FTI-CF resources were channelled and administered following the procedures of the World Bank. The FTI-CF resources did not reinforce the fiscal decentralization process and the financial autonomy of schools as the mechanisms are not fully in place (e.g. school bank accounts are only experienced in a pilot number of schools in Taizz governorates).

#### ***FTI and Data and Monitoring and Evaluation***

- There are **structural issues that affect data**: i) limited geographical breakdown of population data (huge challenge to get baseline data and measure outcomes at governorate and district levels); ii) low prevalence of birth registration making age data not accurate in administrative record or household surveys (unreliability of cohort projections); iii) no official population data projections (pressure from school age population growth on the capacity of the education system difficult to anticipate).
- The **management of information is weak** : i) school administrative data are housed in three different competing departments within MOE (planning and statistics, EMIS, school mapping) and databases are not reconcilable ; ii) annual education statistics collection (Annual School Survey) remains very weak with wild fluctuation between years; iii) data accuracy and consistency is a persistent issue as there is no systematic cross-checking mechanism put in place (only the 1998 and 2005 school surveys are credited ‘credible’ by donors); iv) there is no functional national assessment system to measure student learning outcomes and changes in quality over time (the national examinations at the 12<sup>th</sup> grade and the governorate examinations at the 9<sup>th</sup> grade are assessed not analyzable due to issues of data reliability and reporting) and v) data on the financing of education are not comprehensive (donors’ contribution not systematically included) or produced in a timely manner.
- The **demand for timely data** from policy makers in the education sector is still low and the real recipients and users of information are outside agencies and donors.

- The **monitoring and evaluation frameworks** are weak at all levels: i) the monitoring of the Development Plan and Poverty Reduction (DPPR) selected 10 indicators to cover the education sector but the MDG n°2 (i.e. PCR) is not part of them; ii) there is no integrated M&E framework for the education sector agreed between MOE, MTVET and MOHESR; iii) the basic education sub-sector was supposed to be monitored during the Joint Annual Review (JAR) of BEDS but the progress reports have not been developed in a comprehensive way to measure progress against targets.
- While the **FTI-Indicative framework** indicators were collected and discussed among stakeholders in 2002/03 – in this manner establishing a baseline which was presented in the FTI credible Plan 2003-2005- these indicators were only reviewed during the supervision of the “FTI-CF project” and were not used as a benchmark against which to report progress during joint annual reviews. This was an opportunity lost for high level policy dialogue.
- The **FTI appraisal** mentioned “*some internal inconsistency in the use of indicators and targets*” in the proposal and asked for the indicators to be “*disaggregated to gender where appropriate*” but was not used to highlight the country's 'data gap' and therefore did not set out areas for improvement in M&E.
- There have been **abundant donor driven plan and fragmented capacity building activities in the area** of data collection, treatment and analysis at both central and local levels (all donors funded projects have a capacity building component linked to EMIS) but without clear impact nation-wide.
- The **FTI-CF support equally included capacity building activities** on data collection during phases 1 and 2 in the first four targeted governorates.
- The **FTI-EPDF supported studies** attempted to fill knowledge gap and to provide a set of evidence on the performances of the education system (especially on learning achievements through participation of Yemen in TIMSS exercise) to ensure that data and indicators would be more systematically used to inform decision making. However, the Education CSR highlighting main findings of a series of background papers has just been completed and it is too early to see how such evidence will be used in the future by the three ministries in charge of education.

### **FTI and Capacity development**

- **The capacity development issues inherent to the governance and management of the public sector** in Yemen affect the effective delivery of education services at all levels. The high level CD issues have started to be addressed through the following initiatives: program for modernization of the civil service, public financial management reform, new law on procurement and a strategic vision for the local authorities.
- Upon endorsing the **FTI proposal**, donors were concerned by the proposal being “*overly ambitious given the current capacities in the sector*” and suggested to “*built the capacity throughout the country in a phased manner, by prioritizing capacity building interventions at all levels within one governorate at the time*”.
- There were **no institutional development and technical assistance plans** developed by the MOE to tackle CD issues emphasized during early phase of FTI. The basic education sub-sector mainly relied upon projects and programs implemented by DPs, decentralisation process and community participation.
- The **responses of donors** to CD issues were as follow: i) choice of project implementation units (like Public Works Projects for civil works under forthcoming FTI-CF grant phase 3) or program administrative unit to directly implement or

administer external resources devoted to education; ii) provision of direct support to public-private agencies like Social Fund for Development; iii) commission of numerous capacity assessment studies at central and local levels; iv) systematic inclusion of capacity building activities in the districts/governorates selected to benefit from externally funded interventions; v) support to a restructuring and modernization task force within MOE (full time TA) in charge of shifting the direction of the activities implemented in basic and secondary education from “engineering inputs” to “engineering for results”.

- No evidence was found that the **FTI- capacity development guidelines** have been disseminated, discussed or used in Yemen. While GTZ was leading the FTI task team on capacity development at the international level, the subsequent FTI tool appeared to be unknown by GTZ staff at local level.
- The **FTI-CF** has **not contributed to strengthening national procurement and financial management systems** as they have not been used (this echoes the common practice of donors in Yemen which do not use the government systems). Nevertheless, training in World Bank procedures seemed to have been sufficient to handle the implementation of priority programs supported by the CF. On the other hand, the FTI-CF resources were implemented by the MOE at central and local levels and reinforce the capacities of MOE in the management of large scale trainings for school teachers, managers and supervisors and those of GEOs and DEOs in the area of civil works. While the FTI-CF were also used to train GEOs and DEOs staff in planning and statistics, the durable impact of these limited inputs is difficult to assess.
- The **FTI-EPDF** contributed to the development of institutional capacity in the area of **student’s learning assessment** through co-financing of Yemen’s participation in TIMSS exercise. The resources were also used for a variety of other capacity building activities (e.g. workshop on education statistics and indicators) and complemented activities supported by other bilateral sources with no evidence of clear value added. It is too early to identify institutional changes in Yemen’s capacity for **analysis and greater use of evidence** in policy making and implementation. The analytical studies financed by EPDF were carried out by external consultants (some Yemeni). The sharing of findings at central level (e.g. workshops on school fee abolition or education CSR) represents a modest stage for building knowledge and rationalizing policy decisions in education.

### ***FTI and Aid Effectiveness***

- The discussion of the EFA-FTI proposal and Credible Plan (2003-2005) in 2002/03 was the first **formal moment of dialogue** between the Ministry of Education and donors in the sub-sector of basic education. Prior to this donors were running individuals projects and dialogue took place on a bilateral basis with MoE.
- Following the acceptance by the international donor community of the Yemeni proposal for EFA-FTI and a subsequent meeting held in Washington in May 2003, a **Partnership Declaration** was signed between GoY (Ministry of Education and Ministry of Planning and International Cooperation), two public-private agencies (Social Fund for Development and Public Works Projects) and eight partners (four bilateral and four multilateral agencies) to enhance effectiveness and efficiency in supporting BEDS. Both sides committed themselves to setting-up a joint annual review for policy dialogue and monitoring of progress in the sub-sector of basic education.
- The FTI endorsement process sped movement towards **more aligned and coordinated practices** amongst donors through i) inclusion of all project and program activities within BEDS implementation plan (i.e. EFA-FTI Credible Plan for 2003-2005 and MTRF for 2006-2010); ii) co-financing of projects/programs using the

same procurement, financial management and supervision procedures; iii) better use of technical advisory services (sharing of TORs, briefing and debriefing during monthly donors meeting, etc.); iv) formulation of more unified position in the policy dialogue with MOE, especially during joint annual review.

- The **FTI-CF has the characteristics of a project**. While it adopted the same arrangements established for the multi-donor funded BEDP, it was not merged with it to constitute an expanded BEDP covering an extended number of governorates. Such choice was reiterated three times. Each time was different: for the CF phase 1 BEDP was not yet fully functioning; for CF phase 2 it was a replication of phase 1 and was easier to maintain the set-up. For phase 3 more discussion took place and the majority of donors agreed to merge it with BEDP. However, FTI/ WB management suggested that keeping it separate would keep it simple and quick given the delay between allocation and effectiveness. This was **an opportunity lost for harmonisation**.
- There are **no indications** that further major donors may join the sub-sector or that conditions in country allow for a significant **move towards SWAP using country's systems**. The current arrangements for BEDP and SEDGAP are up to respectively 2012 and 2014.

### ***FTI and Cross Cutting Issues***

- Gender and fragility are important cross-cutting issues in Yemen throughout the period.
- **Gender issues** were already incorporated into BEDS in 2002 and were at the heart of the policy dialogue during FTI proposal and endorsement processes. In fact, the EFA-FTI credible Plan (2003-2005) was specifically assessed regarding coverage and treatment of girls' education. The main concern was that the suggested strategy for dealing with gender inequality was mainly supply side.
- Some activities initially planned to be financed under FTI-CF resources (e.g. house for female teachers) were then abandoned but no more emphasis was given to demand side strategies as the implementation period for CF (one year) was seen too short to put in place relevant mechanisms. The conditional cash transfer scheme was designed using the FTI-EPDF resources and is currently piloted through the multi-donor funded BEDP.
- Available statistics are disaggregated by gender.
- The value of the gender specific EFA index improved by 32% in relative terms between 1999 and 2006 but Yemen is still ranked 127 out of 129 just in front of Niger and Chad in 2006.
- **Determinants or consequences of fragility** were not directly mentioned during FTI processes nor specifically addressed.
- At the global level, the FTI partnership did not seem to have engaged differently in Yemen than in other endorsed countries.
- However the three allocations from the FTI-catalytic fund and the availability of EPDF resources throughout the evaluation period could be seen as a concrete mark of regular support provided to Yemen.

### **Next Steps**

- 5.1 This country visit note will be sent to all those stakeholders who were interviewed and will be posted on the evaluation website at <http://ftievaluation.glp.net/home>

5.2 Any interested stakeholders are invited to provide further responses, contributions, and feedback to the preliminary findings outlined above by contacting [elsa.duret@yahoo.fr](mailto:elsa.duret@yahoo.fr)

5.3 A full draft Yemen case study report will be prepared in the coming weeks. During August, it will be circulated (and posted on the study website) as a draft for comment. Comments received will be taken into account in the final version of the report.

**Attachment A: Programme and Persons Met**

<b>Time &amp; Date</b>	<b>Stakeholders</b>	<b>Venue</b>
<b>Friday, 12 June</b>		
7.30-9.00pm	Team Meeting with Emily Allardyce and Hassan Abdulmalik	House
<b>Saturday, 13 June</b>		
10.00-11.30am	Mr Al Arashi (Director) Mr Abdulrahman Al Jabree (M&E Officer)	Education Project Administration Unit
12.00-1.00pm	Mr Khalil Hussain (MoE/ Technical Office/ Donor coordinator unit) Mr Mohamed Al Reyashi ( MoE/ Technical Office/Advisor)	MOE
1.00-2.30 pm	Hamoud Seyani (MoE Adviser)	MOE
3.00-6.00pm	Meeting with representatives from Hajjah, Al Baydha, and Dhamar Governorates that managed FTI catalytic fund grants during phases 1&2	British Yemeni Arabic Institute
<b>Sunday, 14 June</b>		
8.30-9.30am	Mr. Al Jawfi (MoE/Minister)	ERDC
10.00-11.30am	Briefing meeting with Development Partners	MOE
12.00-1.30pm	Mr. Abdullah Ismaail (MoE/General Director Supervision)	MOE
3.00-4.30pm	Mr. Sinshaku Nomura, (WB/Education Economist)	World Bank Office
<b>Monday, 15 June</b>		
9.00-10.15am	Mrs. Yoshie Hama (JICA/ Project Formulation Advisor/Education)	JICA
10.30-11.30am	Mr. Abdulrahman Al Sumawi (MoE/ Director School Mapping Unit)	MOE
11.45-1.00pm	Mr. Hamoud Seyani (MoE Adviser)	EPDF
2.00-3.00pm	Mr. Hani Enan (MOF/ Director General External Aid)	MOF
<b>Tuesday, 16 June</b>		
9.00-10.30 am	Mrs. Afkar Al Shami (Netherlands/Education Advisor)	Netherlands Embassy
11.00-12.30am	Mr. Hamoud Najji (MoE/ Technical Office/ Planning and Statistics Dept)	MOE
2.00-3.30 pm	Mrs Susan H Ayari (USAID/ Education Lead Donor) Mr. Abdulhamid N. Alajani (USAID/ BEST project)	USAID/BEST Project
<b>Wednesday, 17 June</b>		
10-10.30am	ED: Rudolpf Pfeiffer (GTZ/Education project Manager)	GTZ
10.30-1.30 pm	ED: Attendance to Basic Education Development Strategy monthly meeting (Donors monthly meeting)	GTZ
afternoon	ED: Drafting week 1-Interview notes	House
Full day	HA: Field visit in Hodeida Governorate Interviews at Governorate Education office (Hodeidah), District Education Office (Bajel), Local council offices at governorate and district levels and school	Hodeidah Governorate
<b>Saturday, 20 June</b>		
9.00m-11.00am	Mrs. Ayesha Vawda (WB/TTL Education/ FTI-CF Supervising Entity)	World Bank Office
12.00-1.30pm	Mr. Daryoush Farsimadan (TA/ Task Force on Modernisation & Restructuring of MoE)	MoE
2.00-3.30 pm	Mr. Mohamed (UNICEF/Education advisor) Mrs. Belquis Al Dabbi (UNICEF/ Education Program officer)	UNICEF
<b>Sunday, 21 June</b>		
9.00-11.00am	Mrs. Jalilah Shugaalden ( SFD/ Head Education Unit) Mrs. Sultana Aziz Al Mswari (SFD/ Education Unit Program Officer) Mr. Khalid A. Moheydeen (SFD/ Head M&E Unit)	Social Fund of Development

## Yemen Country Visit Note

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<b>Time &amp; Date</b>	<b>Stakeholders</b>	<b>Venue</b>
11.30-1.00 pm	Mr. Jubran Al- Muriesh (PAU/Finance Manager)	PAU
2.00-4.00pm	Meeting with local NGOs: -YERO (Yemen Education and Relief Organization) -NSMA (National Safe Motherhood Alliance)	British Yemeni Arabic Institute
<b>Monday, 22 June</b>		
9.00-10.00 am	Mr. Mohamed Mozeid (MOPIC/Projects Sector)	MOPIC
10.00-11.00am	Mr. Ali A. Dahhaq (MOPIC/Director M&E Unit)	MOPIC
11.00-12.30 am	Mr. Alawi Mohamed A. Bafaq ih (MTVET/Vice Minister)	MTVET
<b>Tuesday, 23 June</b>		
8.30-9.30 am	Mr. Sabri Al Hakeemi (MoE/General Director Training);	MOE
9.45-10.30	Mr. Tawfiq Ahmad Al-Mekhlafy (National Coordinator, TIMSS)	MOE
10.45-11.30	Mr. Ali Kasim Ismail ( MOHESR/ Deputy Minister)	MOHESR
12.00-1.30pm	Mr. Saeed Abdu (Director of Public Works Projects)	Public Works Project
<b>Thursday, 24 June</b>		
Full day	Draft Country Visit Note	House

**Attachment B: FTI Timeline of Key Events for Yemen**

(This version of the timeline is work in progress, on which comments, clarifications, additions are welcome.)

Date	International Context	Yemen Context	Education Policy in Yemen	FTI in Yemen	Other donor activities in Education sector in Yemen
1990s	<p><b>March 1990</b> World Conference on Education for All, in Jomtien, Thailand adopted the World Declaration on Education for All, which stated that all have a right to education. The conference recognised the setbacks experienced in the 1980's by many South nations and made a commitment to meeting basic learning needs of every citizen.</p>	<p><b>1990 May: Unification of North Yemen</b> (the Yemen Arab Republic) <b>and South Yemen</b> (People's Democratic Republic of Yemen) following years of open unrest and conflict. President Saleh of the former YAR became president of the new republic. President al Attas of the People Democratic Republic of Yemen is named prime minister</p> <p>In <b>late 1991</b> through <b>early 1992</b>: deteriorating economic conditions led to significant domestic unrest, including several riots. Legislative elections were nonetheless held in early 1993. In May, the two former ruling parties, of former North and South Yemen -the General People's Congress and the Yemen Socialist Party, merged to create a single political party with an overall majority in the new House of Representatives.</p> <p><b>1994: Civil war and attempted split.</b> Vice president al Baydh and other leaders of the former South Yemen declared secession and the establishment of a new Democratic Republic of Yemen centred in Aden. Saleh rejects secession as illegal. New republic failed to achieve any international recognition.</p>	<p><b>During 1990s: Unification of the schooling system</b> on the basis of 9+3 (nine years of compulsory basic education, followed by three years of secondary education).The schooling system was organized on the basis of 6+3+3 in North Yemen and on the basis of 8+4 in South Yemen.</p> <p><b>1990: Ministry of Higher Education and Scientific Research (MOHESR) is established</b> and entrusted with responsibility for supervising higher education and coordination among universities.</p> <p><b>1994: MOHESR is cancelled</b> and its tasks were assigned back to the Ministry of Education.</p> <p><b>1995 -1996: Establishment of six new universities</b> (Ibb, Dhamar, Taiz and Hodeidah and Hadramout) <b>1997: Establishment of the Social Fund for Development.</b> The SFD objectives are: to further improve access of low income groups to basic social services, while providing an example of an effective, efficient, and transparent institutional mechanism for providing social services in Yemen by (i) refining social service delivery approaches, and (ii) empowering local communities and councils to take charge of their local development. <b>Education is a key sub component with over 50% of resource allocation.</b></p>		

Date	International Context	Yemen Context	Education Policy in Yemen	FTI in Yemen	Other donor activities in Education sector in Yemen
		<p><b>1994 August:</b> in an attempt to undermine the strength of southern military units loyal to the YSP, President Saleh prohibited party membership within the armed forces; he also introduced amendments to the constitution abolishing the Presidential Council and establishing universal suffrage.</p> <p><b>1994 October:</b> President Saleh re-elected as president.</p> <p><b>1995:</b> The Gulf War in 1991( which saw the return of over 1 million Yemeni from Arab states) and civil war in 1994 led to economic down turn and a noticeable deterioration of living standards and <b>an increase in poverty</b>. Yemen's currency, the riyal, is devalued; the cost of fuel doubles, water and electricity are in short supply, and food costs rise. During the same period, inflation rise from 30 percent to 71 percent. <b>Average GNP per capita income declined from US\$701 in 1990 to US\$318 in 1995.</b></p> <p><b>1995:</b> In a bid to stabilize the economy, the GoY with support from the IMF, WB and other Donors adopted <b>Economic, Financial and administrative Reform Programme (EFARP).</b></p>	<p><b>1998:</b> Establishment of the first <b>Community College (CC)</b> in Sana'a; other CCs will be opened across the country later on.</p> <p><b>1998:</b> Approval of the <b>National Strategy for Literacy and Adult Education</b> to eradicate illiteracy in the population ages 10-40.</p>		

Mid-Term Evaluation of the EFA Fast Track Initiative

Date	International Context	Yemen Context	Education Policy in Yemen	FTI in Yemen	Other donor activities in Education sector in Yemen
		<p><b>1996:</b> Adoption of the <b>First Five-Year Plan for Economic and Social Development (1996-2000)</b>. It includes a multitude of components for economic, financial and administrative reforms.</p>			
<p><b>1999</b></p>	<p>Education For All (EFA) Assessment <b>1999-2000</b>, involving six regional conferences revealed that the EFA agenda had been neglected.</p>	<p><b>1999:</b> Presidential elections were held, <b>re-electing the incumbent, President Saleh</b>, to a five-year term by an overwhelming margin.</p>			
<p><b>2000</b></p>	<p>United Nations Millennium Summit in <b>2000</b>, 189 world leaders signed up to try and end poverty by 2015 when they agreed to meet the Millennium Development Goals.</p> <p>World Education Forum, 164 governments, adopted the Dakar Framework for Action in which they promised to commit the necessary resources and effort to create a comprehensive and inclusive education system for all.</p>				<p><b>2000:</b> Launch of the World Bank funded <b>Basic Education Expansion Program (BEEP)</b></p>

Date	International Context	Yemen Context	Education Policy in Yemen	FTI in Yemen	Other donor activities in Education sector in Yemen
2001	G8 Meeting - Genoa, Italy. <b>July 2001</b> : G8 countries establish an EFA Task Force, to be led by Canada	<b>2001: Adoption of the Second five year Plan for Economic and Social Development (2001-2005)</b> : The overall objective of the Plan has focused on the generation of economic growth, poverty reduction, job creation and ensuring socio-economic stability.	<p><b>2001</b>: Re-establishment of the <b>Ministry of Higher Education and Scientific Research</b> to monitor government and private universities and the Community Colleges which were introduced in 1998</p> <p><b>2001</b>: the <b>Ministry of Technical Education and Vocational Training (MTEVT)</b> becomes an independent ministry and includes in its mandate the oversight of community colleges, which had previously been supervised by the MOHESR.</p>		

Mid-Term Evaluation of the EFA Fast Track Initiative

Date	International Context	Yemen Context	Education Policy in Yemen	FTI in Yemen	Other donor activities in Education sector in Yemen
2002	<p>G8 Washington, DC USA. <b>April 2002:</b> The Development Committee endorses the proposed EFA Action Plan and approves the Fast Track Initiative (FTI), amid overwhelming support from the international community.</p> <p>Education for All (EFA) Amsterdam, Netherlands. <b>April 2002:</b> Developing countries and their external partners agree at a Dutch-World Bank sponsored conference on broad principles for scaling up EFA efforts; the Netherlands commits 135 million Euro to set the process in motion.</p> <p>G8 Kananaskis, Canada. <b>June 2002:</b> agreement to significantly increase bilateral assistance for the achievement of EFA and to work with bilateral and multilateral agencies to ensure implementation of FTI.</p> <p>EFA Global Monitoring Report was established to monitor progress towards the six EFA goals.</p>	<p><b>2002 June:</b> Adoption of a <b>Poverty Reduction Strategy Paper</b> (PRSP). GoY recognises that poverty reflects more than just the insufficiency of income or the provision of the basic needs of the population. Rather it also shows facing suffering and lack of capacity to express opinions as well as lack of representation, capacity build-up and empowerment. In this context, Yemen's PRSP is based 4 pillars of intervention.</p> <ul style="list-style-type: none"> <li>➤ Achieving Economic Growth</li> <li>➤ Human Resources Development</li> <li>➤ Improving Infrastructure</li> <li>➤ Ensuring Social Protection</li> </ul> <p>With respect to <b>education</b>, the PRSP realises that education is central to the progress of the country, increasing production and productivity, facing up to the challenges of globalization and competition and keeping pace with the developments and qualitative transformations in science, research and technology.</p>	<p><b>2002 October:</b> presentation of the National Basic Education Strategy present to Council of Education</p> <p><b>2002 November:</b> A Memorandum of Understanding (MOU) is signed among the donor agencies to strengthen their harmonization and support to the BEDS.</p>	<p><b>2002 June:</b> Following Kananaskis 18 countries were invited to participate in the EFA-FTI. Yemen is the only country invited to participate from the Middle East and Northern African Region.</p> <p><b>2002 August:</b> GoY accepts EFA-FTI invitation</p> <p><b>2002 September:</b> World Bank and the Netherlands undertake a joint FTI mission in Yemen in September for nearly three weeks. The purpose of the mission was twofold: (i) to establish consensus on the FTI among the government and donor partners (ii) to agree the baseline indicators and assumptions used for the financial gaps estimation.</p> <p><b>2002 November:</b> Completion of the first draft of the "EFA-FTI Country proposal" just in time for the FTI Brussels meeting on Nov 16<sup>th</sup>. The Local Donor Group informally endorse this proposal and request further endorsement at international level during Brussels FTI partnership meeting but Yemen won't be endorsed at that meeting following lack of donor commitment.</p>	<p><b>2002: Launch of GTZ funded Basic Education Improvement Project (BEIP).</b> BEIP is TA program planned for three phases up to 2011.</p>

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Date	International Context	Yemen Context	Education Policy in Yemen	FTI in Yemen	Other donor activities in Education sector in Yemen
2003	<p>Rome Declaration on the harmonisation of aid, Rome, <b>Feb 2003</b>. The development community committed to work towards aligning its assistance around country development priorities and to harmonize donor policies and priorities around country systems</p> <p>FTI Donors Meeting - Paris, <b>March 2003</b>: Donors agree on modus operandi for FTI that is country driven, secure funding for the seven countries and agree on an operating framework for FTI.</p> <p>The FTI Catalytic Fund (CF) was established. It aims to provide transitional grants over a maximum of 2-3 years to enable countries lacking resources at country level but with FTI endorsed education sector plans to scale up the implementation of their plans.</p>		<p><b>2003</b>: Adoption by the Cabinet of the National <b>Basic Education Development Strategy (2003-2015)</b>. BEDS was prepared in a participatory manner with involvement from teachers, local education officials and top-level officials, sub-sector strategy covers grades 1-9.</p> <p><b>2003: Participation of Yemen</b> in the Trends in International Mathematics and Science Study (<b>TIMSS</b>). The results won't finally be published given low quality of data collected.</p> <p><b>2003</b>: Decision to use of a <b>school mapping database and technical criteria</b> as a basis for <b>school establishment and personnel deployment</b> decisions to reduce inefficiencies</p>	<p><b>2003 February</b> : Joint Assessment of Yemen proposal ( <i>EFA-FTI Credible Plan 2003-2005</i>) by Local Donor Group and subsequent endorsement</p> <p><b>2003 March</b>: The donor community at the Paris Donor meeting further endorsed the proposal.</p> <p><b>2003 May</b>: Joint Donor Government meeting at the World Bank in Washington: The meeting provided an opportunity (i) for representatives from GoY and Donor community to discuss issues concerning funding and implementation of Yemen FTI proposal (ii) for donors to enhance coordination mechanism to facilitate and support the execution of FTI activities (iii) bank team to pursue the preparation of second phase of its project (BEEPII) as an instrument to support FTI with Yemen BEDS</p> <p><b>2003 October 3rd</b>: Yemen submits a Credible Plan to FTI which forms part of the BEDS</p>	

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Date	International Context	Yemen Context	Education Policy in Yemen	FTI in Yemen	Other donor activities in Education sector in Yemen
	<p>FTI Partnership Meeting Oslo Meeting, <b>November 2003</b>: Ministers and senior officials from the first FTI countries, Civil Society and donors meeting together for the first time. Discussion of the definition, modalities, instruments, and governance of the FTI partnership. Agreement that FTI should be opened to all low-income countries.</p>			<p><b>2003 November</b>: Official launch of the FTI- Catalytic Fund in Oslo. Yemen is allocated USD10 million for 2004 and 2005). This is the single largest allocation among the FTI countries that received financial support from the Fund and a testimony that the international community recognizes the challenges Yemen is facing and values its efforts. (will be implemented in 4 governorates over 2004-2005)</p>	
<p><b>2004</b></p>	<p>Education Programme Development Fund (EPDF) was established in <b>November 2004</b> as a funding window under the FTI to support low income countries improve the quality and sustainability of their education sector planning and program development.</p> <p>FTI Partnership Meeting, <b>Nov 2004</b>, Brasilia, Brazil, third meeting of the FTI partnership. There was agreement on the FTI Framework document and the need for more formal Assessment Guidelines.</p>		<p><b>2004</b>: Adoption of the <b>National Strategy for the Development of Vocational and Technical Education</b> NSDVTE aims to achieve an adequate balance between general education and TEVT, with a target to attract 15 percent of basic and secondary education graduates to post-basic and post-secondary TEVT, respectively, by 2014.</p> <p><b>2004 January</b>: Signature of a <b>Partnership Declaration</b> between GoY and donors for the implementation of BEDS</p>	<p><b>2004 November (FTI Partnership Meeting in Brasilia</b>: i) Dr. Abdulsalam Al Jawfi, Minister of Education of Yemen participates and presents Yemen experience regarding implementation of FTI-CF grant phase 1. ii) <b>Yemen receives an additional allocation of USD 10 million from FTI-Catalytic Fund</b> (will be implemented in the same 4 governorates over 2006 and 2007)</p>	<p><b>2004</b>: Launch of the 4 year <b>JICA project</b> (Broadening Regional Initiative Development in Girls Education) for USD 3.8 million. BRIDGE is operating in Taizz Governorate/focus on disadvantaged districts/rural areas. 3key activities:</p> <ol style="list-style-type: none"> <li>1) Contract of female teachers to teach in schools in rural areas</li> <li>2) Community participation (fathers and mothers, community leaders etc.)</li> <li>3) School development grant</li> <li>4) Capacity building activities of GEO and DEOs in line with school improvement scheme</li> </ol>

Yemen Country Visit Note

Date	International Context	Yemen Context	Education Policy in Yemen	FTI in Yemen	Other donor activities in Education sector in Yemen
2005	<p><b>March 2005</b>, Paris Declaration, was endorsed by over one hundred Ministers, Heads of Agencies and other Senior Officials. Who committed their countries and organisations to continue to increase efforts in the harmonisation, alignment and management aid for results with a set of monitorable actions and indicators.</p> <p>UN World Summit New York, <b>September 2005</b>: delegates were accused of producing a 'watered-down' outcome document which merely reiterates existing pledges.</p>	<p><b>2005</b>: Through its “<b>Strategic Vision 2025</b>”, the Government defines its ambitions and goals for the development of Yemen.</p> <p><b>2005 January</b>: Partnership Declaration on Harmonization and Alignment by the government of Yemen and Donors.</p>	<p><b>2005</b>: Adoption of the <b>National Strategy for the Development of Higher Education in Yemen (2006-2015)</b>. NSDHEY strategy aims to “create a higher education system characterized by quality, broad participation, multiple and open routes vertically and horizontally, that is effective and efficient and delivers quality programs, shows excellence in teaching, learning, research and service to society, and enhances Yemen’s quality of life”. In terms of enrollment growth, the strategy aims to expand access to universities and other higher education institutions (including TEVT), particularly for the 19-23 age group, from 13 percent to 16 percent in 2010 and to 35 percent in 2025.</p> <p><b>2006 May</b>: 1<sup>st</sup> <b>Joint Annual Review</b> of the implementation of the National Basic Education development Strategy</p>	<p><b>2005 February</b>: EPDF proposed allocation to Yemen for 2005-2007: USD 950.000</p>	<p><b>2005: Launch of the multi-donor funded Basic Education Development Program (BEDP)</b></p> <p>Contribution from World Bank, DfiD, KfW and Royal Embassy of the Netherlands for a total amount of <b>USD 65 million</b></p> <p>Objectives are as follow:</p> <ol style="list-style-type: none"> <li>1) Expand access to education, by increasing the number of schools, through construction, and rehabilitation of schools</li> <li>2) Improve the quality of education in rural basic schools, through in-service teacher training, and, training for inspectors, and, headmasters. Reforms in teacher deployment will be performed to enhance interventions, and, a new curriculum will be introduced.</li> <li>3) Strengthen the capacity of the MOE, to implement basic education reforms, and to prepare educational statistics, and monitoring.</li> </ol> <p><b>From Mid- 2005 to mid 2007: GTZ is Education Lead Donor in Yemen</b></p>

Mid-Term Evaluation of the EFA Fast Track Initiative

Date	International Context	Yemen Context	Education Policy in Yemen	FTI in Yemen	Other donor activities in Education sector in Yemen
2006	<p>Committee on the Rights of the Child (41st session), Geneva, Switzerland.</p> <p>Educational Roundtable, held during World Bank/IMF Annual Meetings, <b>September 2006</b>, Singapore. The meeting focused on the progress that Finance Ministers from developing countries have made in preparing long term plans to achieve the education millennium development goals.</p> <p><i>FTI Catalytic Fund Strategy Committee meeting</i> that took place in <i>Cairo</i> on the <b>12<sup>th</sup> of November 2006</b>. In this meeting the eligibility criteria regarding accessing the Fund were changed, allowing countries with large number of in-country donors, such as Mozambique, to qualify.</p>	<p><b>2006: Adoption of the Third Socio-Economic Development Plan for Poverty Reduction (DPPR) 2006-2010</b> is currently being implemented and merges national plans, strategies and programs into one document, integrating the Poverty Reduction Strategy Paper (PRSP) and the MDGs.</p> <p><b>May 2006</b> the World Bank adopted a new Country Assistance Strategy (CAS) for Yemen under which it will provide approximately US\$400 million in International Development Association (IDA) credits over the period FY 2006 to FY 2009.</p> <p><b>2006 September:</b> President Saleh is re- elected in September</p>	<p><b>2006: Preparation of a National Children and Youth Strategy 2006-2015 (NCYS)</b></p> <p><b>2006:</b> Publication of the study related to the <b>Tracking of Basic Education Expenditure</b> in Yemen: Analyses of Public Resource Management and Teacher Absenteeism.</p> <p><b>2006 April:</b> Development of a <b>Medium Term Results Framework (MTRF) 2006-2010</b></p> <p><b>2006 May: 2<sup>nd</sup> Joint Annual Review</b> of the implementation of the National Basic Education development Strategy</p>	<p><b>2006 November (FTI Partnership Meeting in Cairo):</b> i) Dr. Abdulsalam Al Jawfi, Minister of Education of Yemen participates and ii) the FTI-CF Steering Committee makes the decision to <b>top up Yemen's Year 3 allocation as requested to reach USD 20 million</b> ( will be implemented in 7 governorates over 2009-2011)</p>	

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2007	<p>Committee on the Rights of the Child (45th Session). Keeping our Promises on Education, <b>May 2007</b>, Brussels, organised by the EC, the UK and the World Bank. The objective was to seek concrete proposals and commitments for action to deliver on the promise to give all the world's children a full primary education by 2015.</p> <p>In <b>Oct 2007</b>, the German Federal Ministry for Economic Cooperation and Development organised an international forum on "Capacity Development for Education for All: Putting Policy into Practice." Participants recommended more strategic use of the EPDF to support capacity development activities, and to harmonise and align donor support for technical assistance and capacity development in all low-income countries</p>	<p><b>2007 November:</b> Publication of the <b>Poverty Assessment</b> based on the results of the Household Budget Survey 2005</p>	<p><b>2007: Participation of Yemen</b> in the Trends in International Mathematics and Science Study (<b>TIMSS</b>) with improved data collection process. The results will be published.</p> <p><b>2007:</b> Development of a <b>Medium Term Expenditure Framework (MTEF)</b> for basic education. The MOE has pioneered the articulation of a MTRF and a MTEF in Yemen.</p> <p><b>2007 May: 3<sup>rd</sup> Joint Annual Review</b> of the implementation of the National Basic Education development Strategy</p> <p><b>2007 July:</b> Adoption of the <b>National General Secondary Education Strategy (2007-2015)</b>. NGSES aims at: (i) enhancing equity of access, particularly for girls'; (ii) developing tailor-made interventions to reduce repetition and dropout; (iii) diversification of academic streams which are relevant to student and labour market needs; and (iv) strengthen capacity and enhance efficiency of the secondary education system at all levels.</p> <p><b>2007 July: Update of the Partnership Declaration</b> between the GoY and donors for the implementation of BEDS</p>	<p><b>2007 July: Update of the Partnership Declaration</b> between the GoY and donors for the implementation of BEDS</p>	<p><b>From mid-2007 to Nov 2008: The Netherlands are Education Lead Donor in Yemen</b></p>

Mid-Term Evaluation of the EFA Fast Track Initiative

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	<p><i>Catalytic Fund's Strategy Committee meeting, Bonn, Germany, on <b>May 23, 2007</b>: CF funding for Mozambique approved</i></p> <p><i>Catalytic Fund's Strategy Committee meeting, Dakar, <b>December 10 2007</b></i></p>		<p><b>2007 September: Abolition of school fees</b> for girls in grades 1-6 and boys</p>		
<p><b>2008</b></p>	<p><b>September 2008</b>, Accra summit on aid effectiveness, donor countries have agreed to end the fragmentation of aid.</p> <p>Donors agreed to donate half of aid directly to governments of low-income countries, rather than to individual projects..</p> <p>Donors have also agreed to coordinate aid better.</p> <p><i>Catalytic Fund's Strategy Committee meeting, Tokyo, <b>April 22, 2008</b></i></p>	<p><b>2008</b>: food and fuel crises leading to a general <b>global economic downturn</b></p>	<p><b>2008 May: 4<sup>th</sup> Joint Annual Review</b> of the implementation of the National Basic Education development Strategy</p>	<p><b>2008</b>: EPDF proposed allocation to Yemen for 2008: USD 845.600</p>	<p><b>2008 September</b>: Launch of the multi-donor funded <b>Secondary Education Development and Girl's Access Program (SEDGAP)</b></p> <p>Contribution from World Bank, DfiD, GTZ, KFW and the Netherlands for a total amount of <b>USD 20 million</b></p> <p><b>From Nov 2008: USAID becomes Education Lead Donor in Yemen</b></p>
<p><b>2009</b></p>		<p><b>2009 January: Revision of the 2006-2010 DPPR</b> (Economic Development Plan for Poverty Reduction)</p>	<p><b>2009 June: 5<sup>th</sup> Joint Annual Review</b> of the implementation of the National Basic Education development Strategy</p> <p><b>2009 July</b>: Dissemination of key findings of the <b>Education Country Status Report</b></p>		