PROPOSAL TO THE GLOBAL PARTNERSHIP FOR EDUCATION FOR A CATALYTIC CONTRIBUTION TOWARDS IMPLEMENTATION OF YEMEN'S EDUCATION SECTOR PLAN 2013-2015

Government of Yemen and UNICEF document



PROGRAMME DOCUMENT

FOREWORD

Yemen is experiencing a complex humanitarian crisis occasioned by long-standing internal armed conflicts, decades of chronic underdevelopment, and an eight-month long political crisis in 2011 that has resulted in rapid disruption of basic social services and drastically increased the levels of vulnerability of the population. If Yemen is to overcome the economic, social and political challenges it is facing now, education is a principle vehicle for doing so.

About 27 per cent of 6-14 year old children in Yemen are out of school. In addition, the ratio of girls to boys enrolled in school is of concern; according to JAR 2010, at primary level, girls constitute less than 40 per cent of the total students, while the low enrolment of girls is even greater in rural areas and disadvantaged communities. Although girls' enrolment rates have been on the rise since 1990, they still remain well below those of boys, with girls' ratio in basic education increasing from 45 per cent in 1990 to 73 per cent in 2009 (JAR 2010). The issue of girls' education in Yemen is a multi-dimensional challenge needing multi-faceted solutions.

Explanations for the disparity include the dominance of traditions that prevent girls from pursuing education; a prevalence of early marriage and child labour; a shortage of female teachers; a reluctance for girls to be taught by male teachers or with male students, especially at higher grades; and poor school facilities (including sanitation), particularly in rural areas. Another major factor is the teachers' practices that promote boys' participation and achievements in the classroom over girls'. The absence of a policy favouring the poor and marginalized (especially girls), political instability, lack of flexibility due to a history of centralized decision-making, lack of gender policy, weak planning, monitoring and evaluation all contribute to the problem.

In 2011, Yemen was pushed to breaking point by multiple emergencies, prompted partly by a protracted political crisis that developed in connection with the broader regional 'Arab Spring' protests. Civil unrest occurred against a backdrop of chronic underdevelopment, with Yemen posting some of the worst development indicators both regionally and globally. The unrest exacerbated pre-existing political and tribal tensions, which sparked heightened levels of violence in a number of urban centres throughout the country. Hundreds of thousands of Yemenis were displaced during this time, either due to continued conflict in the north, tribal-related violence throughout the country, or fighting between government forces and militant groups in the South. Many of the displaced were temporarily housed in schools; so in addition to those children affected by conflict, education has also been disrupted for children in the host communities.

Limited resource allocation, unattractive school environments, poor management and unskilled teachers, together with the protracted conflict have resulted in major challenges for children's education in Yemen: both access to and the quality of education are suffering. These challenges affect children throughout Yemen, but there are significant geographical and gender differences among the south, the centre and the north. In addition to these challenges, there are some structural problems in the overall education system; a decline in the quality of education has been attributed to an increase in the numbers of untrained teachers and an absence of programmes for their

professional development. Besides this, women have few roles either in the leadership, planning and supervision of education; or in the management of schools at central, governorate or school level, which denies young girls a role model to look up to.

This proposal, which is the fourth phase of the GPE (previously called FTI) aims to mitigate major challenges faced in the sector by leveraging good practices in education programs and by covering some of the resource gaps. It is based on the programmes outlined in the Government of Yemen's Medium Term Results Framework (MTRF) 2013-2015. The MTRF is a joint initiative between the Government and the development partners in education, developed through a results-based planning exercise with the goal of improving educational services that contribute to the overall goal of the Education For All initiative.

The development of this proposal followed a range of participatory methods to involve different levels of the Ministry of Education (MoE) both at central and provincial levels. The Local Education Group (LEG) has actively participated and contributed to the proposal through the period of its development. Full stakeholder endorsement of the GPE Program was confirmed at a final consultation held on 23 February 2013.

H.E. Abdul Razzak Al-Ashwal
Minister,
Ministry of Education of Yemen

Mr. Jeremy Hopkins
Officer-In-Charge
UNICEF Yemen

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Ministry of Education (MoE):

The Minister of Education, H.E. AbdulRazzaq Yahya Al-Ashwal, led MoE's contribution to the preparation of the document. The MoE team included representatives for each sector and level of education Mansour Ali Muqbel (Head of the Technical Office); Hamoud Naji (Deputy Head of the Technical Office); Abdulrahman Assamawi (General Director (GD) for Planning and Statistics); Muhammad Annagashi (GD for Training); Abdullah Sultan (GD for Curricula); Radiyah Al-Najar (GD for Community Participation); Anan Al-Hajj (GD for Teacher Affairs); Mohammed Asharafi (GD for Projects, Implementation and Designing); Abdullah Ali Ismail (GD for Education Supervision); Faisal Al-Adib (GD of Planning- LEAO); Abdulrahman Al-Jabiri (FTI Coordinator), Khalil Al-Hussaini (Donor Coordinator, Head of Coordination Unit); Mr. Abdullah Uthman (Director of Planning); Hamoud Al-Seyani (MoE Consultant)), Dr. Belqis Alshar'I, Abubakr Wahshan, Jubran Al-Murish from Project Administration Unit; Jalila Shujaaldeen, Sultana Al-Maswari (SFD); and Abdusalam Kasem and Gamil Hizam (PWP).

Local Donor Group (LDG):

GIZ (Gudrun Orth, Abdulmawla Muhyaddin); KfW (Assia Aldhabbi, Adnan Qatina), World Bank (Wael Zakout, Kamel Braham, Dr. Abdulrahman Al-Sharjabi, Tomomi Miyaijima); USAID (Abdul Hamid Al-Ajami), USAID/CLP (Joy du Plessis); CARE International (Jeff Jowa, Samira Handal); CHF International (Roberta Contin, Mahyoub Al-Umari); Save the Children (Jerry Farrell, Aisha Saed, Hossam Kaseb, Casey Harrity, Therese Cregan) UNESCO (Fryal Khan, Omar Awn);

UNICEF:

Yemen Country Office: Geert Cappelaere, Jeremy Hopkins, Mohamed Bile, Afkar Al-Shami, Abdullah Modhesh, Brian Wall, William Fellows, Kate Rose, Gentjana Sula (consultant), Eduardo Velez (consultant), Ed. Lamot (consultant). Middle East and North Africa Regional Office: Maria Calivis, Hannan Sulieman, Dina Craissati. HQ: Nick Alipui, Christian Salazar, Jordan Naidoo, Mathieu Brossard, Peter Mason, Margarita Melikjanian, Jonathan Cauldwell, Barry Wentworth.

GPE Secretariat:

Joris Van Bommel and Douglas Chester Lehman.

ABBREVIATIONS AND ACRONYMS

AWP	Annual Work Plan
ALP	Accelerated Learning Programmes
B2S	Back to School (campaign)
BEDP	Basic Education Development Project
BEDS	Basic Education Development Strategy
CA	Coordinating Agency
CBE	Community-based Education
CLP	Community Livelihoods Project
COCA	Central Organization for Control and Auditing
DEO	District Education Office
DFID	Department for International Development (United Kingdom)
DPs	Development Partners
ECD	Early Childhood Development
EDRC	Educational Development Research Centre
EFA	Education for All
EKN	Embassy of the Kingdom of the Netherlands
EMP	Environment Management Plan
FTI	Fast Track Initiative (recently renamed GPE)
GBP	Great Britain Pound
GCC	Gulf Cooperation Council
GDP	Gross Domestic Product
GEO	Governorate Education Office
GER	Gross Enrolment Rate
GIZ	Gesellschaft für Internationale Zusammenarbeit (German Development Agency)
GPE	Global Partnership for Education (previously FTI)
GPI	Gender Parity Index
GOY	Government of Yemen
HDI	Human Development Index
KfW	KfW (German Development Bank)
IDA	International Development Association
IDP	Internally Displaced Person
IMSC	Inter-ministerial Steering Committee
JICA	Japan International Cooperation Agency
JAR	Joint Annual Review
JSEA	Joint Social and Economic Assessment
LAEO	Literacy and Adult Education Organization
LDG	Local Donor Group
MDG	Millennium Development Goal
MoCS	Ministry of Civil Service
MoE	Ministry of Education
MoF	Ministry of Finance
MoLA	Ministry of Local Administration
MoPIC	Ministry of Planning and International Cooperation
MoHESR	Ministry of Higher Education and Scientific Research
MTBP	Medium Term Budget Plan

MTRF	Medium Term Results Framework
MTVET	Ministry of Technical and Vocational Education and Training
M&E	Monitoring and Evaluation
NBEDS	National Basic Education Development Strategy
NCYS	National Children and Youth Strategy
NEVY	National Education Vision for Yemen
NGELS	National General Education and Literacy Strategy
NGSES	National General Secondary Education Strategy
NER	Net Enrolment Rate
NEVY	National Education Vision for Yemen
NGO	Non-governmental organization
NSDVTE	National Strategy for the Development of Vocational and Technical Education
NSDHEY	National Strategy for the Development of Higher Education in Yemen
OOSC	Out-of-School -Children
PAU	Project Administration Unit
PDO	Programme Development Objective
PWP	Public Works Project
QAR	Quality Assurance Review
RFTC	Rural female teacher contracting
RTI	Research Triangle Institute
SCEP	Supreme Council for Education Planning
SCMC	Supreme Council for Motherhood and Childhood
SFD	Social Fund for Development
TPSD	Transitional Program for Stabilization and Development
TIMSS	Trends in International Mathematics and Science Study
TVET	Technical Education and Training
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDP	United Nations development Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WB	World Bank

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EXECUTIVE SUMMARY

Yemen has previously benefited from three FTI funded Programmes, based on which the GPE has made a tentative and indicative allocation for a fourth Programme of US$ 82.6 million in 2013 to cover the period 2013/2014 to 2015/2016. The GPE Programme was developed through an intensive consultative process led by MOE, coordinated by the GIZ as the Coordinating Agency and facilitated by UNICEF, in the role of the Supervising Entity. The process involved a large number of stakeholders, including partner ministries, bilateral and multilateral donors, local and international NGOs. Three Consultative Meetings were held: in November 2012, in December 2012 and in February 2013.

Yemen is characterised as a poor country (GDP per capita of US$ 1,361) with a rapidly growing population. Yemen's population is expected to reach 47 million by 2040, from a current population of 24.8 million. In 2007, 70% of the population was under 25 years old. In 2011 the total population of basic school age (6 to 14 years old) was estimated at 5.4 million. This demographic trend is putting significant strain on social services, in a context of difficult economic circumstances, with a dependency on declining oil resources for revenue. The situation has been exacerbated in the wake of the social and political unrest of 2011. The population living below the poverty line has increased following this crisis, from 42.4% in 2009 to 54.5 in 2011. The country is currently embarking on a process of national dialogue and political transition, following the *Transition Agreement* signed in November 2011. A Government of National Unity was formed and a new President sworn in 2012.

The development of education and human resources is a key national development priority. Efforts at expanding the supply of education have resulted in substantial increases in enrolment at all levels of education, and illiteracy was halved from 90 per cent in 1973 to 45 per cent in 2004. However, enrolment and completion rates still remain low by international standards and Yemen will not achieve the Millennium Development Goals for education in 2015. In 2010 there were still 857 000 out-of-school children of primary school age and another 718 000 of lower secondary school age (both primary and lower secondary forming basic education in Yemen).

The quality of education is a persistent challenge, with very poor results over the years. In a study of learning achievements carried out in 2012, 43% of pupils in grade 2 and 25% of pupils in grade 3 could not read a single word of text. A majority of pupils in grade 3 (61%) could not answer one correct reading comprehension question (out of a total of six questions). Teacher management is a challenge and one of the principle reasons for the failure to assure quality education. A large proportion of teachers have an inadequate level of education. Teacher absenteeism and low time-on-task are pervasive problems. Absenteeism is officially estimated to represent up to 19% on average. Total annual hours of instruction for basic education (grades 1-9) are set at 6800, quite below international standards. In addition, key learning materials such as textbooks often do not arrive until close to the end of the school year. The Government has now begun to focus more attention on qualitative aspects of education, through teacher training, fostering better community participation in the management and monitoring of schools. A new school curriculum is in the process of being developed.

Government relative spending on education has overall been on an increasing trend for the period 2010-2013. In 2011 the share of education expenditure reached a high of 19% of all government spending. There was a slight decline in this trend following the political crisis and unrest. Education in 2013 still accounts for a large share of public budgeting, the third largest share after defence and security. In 2013 and 2014 the Government has planned to increase its spending on education. Expenditure on MoE (excluding Higher Education and TEVT) also fluctuated between 13 per cent in 2010 to 14.6 per cent in 2014, with a decline reported in 2012 (12 per cent). Basic education (9 years of schooling) accounts for the largest share of education spending consolidated at the Ministry of Education:

Type of Education	Number of students	% of the students against the total	Per cent of budget spent per level, against the total
Pre-primary	30,137	0.006	0.6
Basic Education	4,656,390	85.3	87
Secondary Education	615,591	11.3	12
Literacy Education	159,740	0.03	0.15

The Government and its Development Partners developed an education plan for the period 2013-2015, the *Medium Term Results Framework* (MTRF). The Local Donor Group endorsed the MTRF in February 2013. The MTRF covers the following subsectors: pre-school, basic education, general secondary education and adult literacy. The total cost of the MTRF is 4,950,620,000 US$. Of this, 4,489,113,000 US$ is currently projected to be covered by the Government and its Development Partners. This leaves a funding gap of 461,507,000 US$. Focusing on the sub-sectors covered by the present GPE-funded Programme proposal (pre-school, basic education and adult literacy), there is a total funding gap for those sub-sectors of 409,374,000 US$. The GPE-funded Programme would cover 20% of this gap. The Government will strive to mobilise additional resources over the next months to further fill the gap. However, in the interest of sound planning of resources, the Ministry of Education is committed to reassessing the situation before the end of the year and adjusting MTRF objectives in line with available resource ceilings. A budgeted operational plan will be finalised on that basis.

The GPE Programme priorities are aligned with the 10 national programmes identified in the Medium Term Results Framework (2013-2015). Each component and sub-component of the Programme supports one or more of the MTRF programmes in the following sub-sectors: pre-school, basic education and adult literacy. The Programme targets 13 governorates based on a series of criteria, including low school achievement, regional representation and lack of coverage by other projects and programmes. The 13 targeted governorates are: Dhamar, Al-Hodeidah, Al-Bydha, Hajjah, Rymah, Sana'a, Shabwa, Al-Dhale'e, Aden, Abyan, Al-Jawf, Mareb and Amran. The interventions in the

targeted governorates include the direct provision of education services and inputs, as well as capacity building.

In addition to the targeted governorates, the Programme supports institutional strengthening and capacity building around core national functions. This includes support to national monitoring and evaluation (planning, reporting and the management of education information) and the extended piloting of interventions to support improved management at school levels. The Programme also supports curriculum development, in complementarity with interventions already identified by other projects, and national learning assessments. The Programme incorporates key lessons learnt, including the importance of supporting national annual planning and reporting mechanisms under one single format, in order to support coordination and the effectiveness of aid.

The budget for the Programme under national project management procedures is 72.6 million US$. An additional 10 million US$ are planned as emergency aid, under donor direct management. The Programme is divided into three components: (I) improving the Quality of Education; (II) promoting Equitable Access to Education; (III) strengthening Institutional Capacity. Component I constitutes 33% of the Programme budget; component II, 61.2% and component III, 5.8%. The overall objective of component I is to raise education outcomes in the targeted governorates and provide new qualitative standards for potential nation-wide scaling up in the future. The objective of component II is to promote equitable access to education in the targeted governorates. The objective of component III is to support national capacity in the management of resources for the delivery of education services.

Component I consists of four sub-components:

1 – Support to School-based Development, 11.849 million US$ (49.5% of Component I; 16% of the Programme). Sub-component 1 will pilot support to school-based development via the *Advanced school* model, providing support to 420 schools and covering both investments and recurrent funding (including school grants).

2 – Support to Curriculum Development, 2.319 million US$ (10% of Component I; 3% of the Programme). Sub-component 2 will support the development of primary education curricula, textbooks and teacher manuals in Arabic language, maths and science. This will be done in coordination with activities (different grades covered) of the IDA-supported BEDP 2 project.

3 – Improve performance by Teachers, School management and Inspectors, 8.885 million US$ (37% of Component I; 12% of the Programme). Sub-component 3 will train 37 250 teachers and 7 000 governorate inspectors covering competencies for kindergarten and basic education. The sub-component will also support some inspection costs, the evaluation of learning outcomes in the 420 *Advanced schools* and annual national learning outcome assessments.

4 – Support pre-school education, 0.887 million US$ (4% of Component I; 1% of the Programme). Sub-component 4 will support 200 early childhood development (ECD)

classes and wider training for teachers and pre-school heads in the targeted governorates.

Component II consists of four sub-components:

1 – Improving School Physical Environment, 29.614 million US$ (67% of Component II; 41% of the Programme). The sub-component will support the construction of 600 new classrooms and the rehabilitation/conversion of 420 existing schools into *Advanced schools*.

2 – Encourage Equitable Access, 11.036 million US$ (25% of Component II; 15% of the Programme). This sub-component will foster girls' enrolment through supply-side and demand-side interventions: (i) support in the hiring and training of 1,600 female teachers (known to encourage girls' enrolment and retention); (ii) distribution of school kits to 35,000 pupils annually over three years in areas with high girls' dropout rates.

3 – Promote Access to School for Out-of-school Children, 3.244 million US$ (7% of Component II; 4.5% of the Programme). The sub-component supports the re-enrolling of 30 000 out-of-school children and the provision of non-formal basic education for an additional 18 000.

4 – Support Adult Literacy, 0.547 million US$ (1% of Component II; 0.75% of the Programme). The sub-component will support the update of the national Literacy and Adult Education Strategy and support 250 training centres in the targeted governorates.

Component III consists of three sub-components:

1 – Education Management and Information System at local level, 0.986 million US$ (23% of Component III; 1% of the Programme). The sub-component will support the deployment and management of the EMIS (previously developed by IDA-funded BEDP 1) at local levels in the targeted governorates. This will be done in complementarity to BEDP 2 activities for EMIS deployment nation-wide.

2 – Quality assurance and School Accreditation at the Local Level, 0.498 million US$ (12% of Component III; 0.7% of the Programme). The sub-component will support training on quality measurement and school accreditation teams in governorates and districts, on the basis of the accreditation and quality procedural manual that will be developed in 2014 through BEDP 2.

3 – Development of a new Education Strategy for 2016-2025, 0.336 million US$ (8% of Component III; 0.5% of the Programme). The sub-component will support the development of a National General Education and Literacy Programme strategy (NGELS) for the period 2016-2025, based on the National Education Vision for Yemen (NEVY) currently supported by the World Bank and the upcoming BEDP 2 project.

4 – Programme management costs, 2.398 million US$ (57% of Component III; 3.3% of the Programme). The sub-component will cover the Project Administration Unit's operating costs, including the hiring of additional contract staff. PAU will manage the

fiduciary and operational aspects of the GPE Programme, in addition to existing project management mandates and the management of BEDP 2.

The Programme is focused on three major impact objectives for the 13 targeted governorates:

- Increase grade retention from 77.8% in 2011 to 81% in 2015
- Improve the gender parity index from 0.69 in 2011 to 0.72 in 2015
- Reduce the out-of-school rate from 28% in 2011 to 26.6% in 2015

Additional output and process indicators are identified, covering the three components of the Programme.

In addition to the main Programme there is an emergency and early recovery component (10 million US$). This is a separate funding request under the *GPE Accelerated Support in Emergencies and early Recovery Situations Grant*. It will be directly administered by a Managing Entity (the LEG has asked UNICEF to take on this role). This emergency component will support teacher training and rehabilitation in 142 schools in six conflict-affected governorates, covering 50 000 school age boys and girls.

The Programme will operate under overall supervision, guidance and oversight of an Inter-Ministerial Steering Committee (IMSC), chaired by the Minister of Education. Key Ministries, such as the Ministry of Finance (MoF), the Ministry of Planning and International Cooperation (MoPIC) and the Ministry of Local Authority (MoLA) will be represented in the IMSC. General planning, monitoring and evaluation of the activities of the Programme will be coordinated by the Technical Office (TO) of MoE, in line with overall management of MTRF. The Project Administration Unit (PAU) attached to MoE will be charged with the financial management of the Programme, including procurement and accounting. The management of activities connected to school infrastructure and equipment will be delegated to the Public Works Project (PWP), set up by WB/IDA in 1996, with a steering committee chaired by MoPIC.

The PAU, which also manages World Bank-funded operations and the current FTI grant, will be strengthened through the hiring of additional staff. A sub-unit within PAU will be set up for the Programme, as well as the nomination of a Programme focal point at MoE's Technical Office. Administrative capacities, within PAU and within MoE, will be further strengthened through capacity building activities of the Programme (Component III). A GPE Programme manual (to be released by MoE by July 1st 2013) will assign clear roles and responsibilities, set out effective coordination measures and reinforced financial management. UNICEF, as Supervising Entity, will review the existing capacities and systems and provide – on the basis of GPE funding - capacity strengthening and training. In addition, a Financial Advisor will be engaged by the GoY and placed at MoF to assure quality control for MoF's financial management of funds from the GPE.

Monitoring and evaluation will be carried out at central level through the consolidated annual work plan (AWP); which will include all planned activities and funds for the implementation of MTRF. The Programme activities will be integrated within this

framework. Regular progress reports on implementation will be provided by the different sectors within MoE and the Governorate and District Education Offices. PAU will provide guidance, support and capacity building where required to the MoE units and programme related staff in the governorates and districts. The consolidated reports on implementation will be reviewed by the LEG during the Joint Annual Reviews. Regular monthly management meetings will be held between MoE and concerned development partners to assess progress and resolve issues. The SE and CA will attend these meetings as observers.

A special holding account will be established pursuant to an agreement between UNICEF and GoY. The SE will have legal title to the funds. These funds will then be disbursed by the SE to a special account established at the Central Bank of Yemen. The disbursements will cover six months' equivalent of cash flow needs, in response to a replenishment request from MoF signed by the Financial Adviser. This request will itself be based on a prior request by MoE, signed by the Director of PAU and signed by the CA on behalf of the LEG. This request will be supported by expenditure reports validated by PAU and Programme implementation reports validated by Technical Office. The Financial Advisor will carry out some verification on implementation in order to validate the replenishment requests. The Financial Advisor will consult closely with SE, CA and LEG in this regard.

The Programme will be subject to audit exclusively through the internal and external audit services of GoY. The MoE, MoF and MoPIC will be subject to internal audits by their internal audit departments, in accordance with the standards established by the Central Organization for Control and Auditing (COCA). The ministries will also be subject to external audit by the Supreme Auditing Institution of Yemen in accordance with standards established by the International Organisation of Supreme Audit Institutions. The Financial Advisor will work with the Supreme Auditing Institution and audit offices of the relevant Government counterparts to identify technical support for capacity building and, if deemed necessary, external technical support from an independent audit firm to conduct periodic checks of the audit control framework.

The risk analysis for the GPE-supported Programme must be premised on an appreciation that the implementation of development programmes in certain parts of Yemen are subject to serious, and possibly growing, safety and security risks that can compromise implementation on the one hand and monitoring and evaluation on the other. Notwithstanding these risks, the risks of non-engagement also need to be recognized, and balanced against the risk associated with pursuing the GPE-supported Programme. Unless education outreach and quality are improved, and Government capacity strengthened, large areas of the country – and large cohorts of the youth population – will be critically underserved and denied their right to education. This could have a profound effect on the overall economic development of the country for years to come, exacerbating inequalities and contributing to the perpetuation of peace and security issues. Chapter 6 covers a detailed analysis of various identified risks and proposed mitigating actions to manage these, presented in a comprehensive *risk matrix*.

1 INTRODUCTION

Global Partnership for Education in Yemen

The Global Partnership for Education (GPE) brings together developing and donor countries, multilateral agencies, civil society organizations and the private sector and private foundations supporting the education sector in developing countries, with a particular focus on accelerating progress toward the Education for All (EFA) goals.

Established in 2002 as the Education for All Fast Track Initiative (EFA FTI), the Global Partnership for Education (GPE) has recently undergone a transition to more fully draw on the strengths of the partnership, particularly around collaboration and harmonization at country level. The GPE is underpinned by principles set out in the March 2005 Paris Declaration on Aid Effectiveness and globally reaffirmed in the Accra Agenda for Action adopted by the Third High Level Forum on Aid Effectiveness in September 2008. The GPE operates on the following guiding principles: Country ownership; Support linked to performance; Lower transaction costs; Transparency; Development results and value-for-money; Mutual accountability

Central to the work of the GPE in supporting achievement towards the EFA goals are its strategic priorities, identified through a broad-based consultative process involving all the GPE partners. While the GPE supports all six EFA goals, its work from 2011 to 2014 will have a specific focus on the following four priorities: i) Increasing support for fragile states ii) Improving learning outcomes through quality education iii) Increasing support to girls' education iv) Reducing the number of out-of-school children

In October 2011, the Global Partnership launched the Global Partnership for Education Fund, which replaced a number of previously existing funds including the Catalytic Fund (CF) and the Education Program Development Fund (EPDF). The GPE Fund is governed by the Global Partnership's Board of Directors with guidance from its Financial Advisory Committee (FAC).

To support country-level activities to achieve national education goals and objectives, the GPE Fund provides three types of country-level grants. One of these is the Programme Implementation Grant that provides funding for the implementation of a Programme that contributes to the implementation of the national Education Plan. The Programme must be derived from the national Education Plan and aligned with the Global Partnership priorities as appropriate.

Yemen has previously benefited from three FTI funded Programmes, based on which the GPE has made the tentative allocation for a fourth Programme of US$ 82.6 million in 2013 to cover the period 2013-14 to 2015-2016. Yemen has adopted an education plan, MTRF 2013-2015, which appraised and endorsed by the donors in February 2013

Yemen GPE Programme Development Process

The GPE Programme was developed through an intensive consultative process led by MOE, coordinated by the GIZ as the Coordinating Agency and facilitated by UNICEF, in the role of the Supervising Entity. The process involved a large number of stakeholders. Representatives from LEG (GIZ, World Bank, CHF and UNESCO) volunteered to participate in the writing team established for the development of the GPE supported Programme Document, providing inputs, feedback and peer-review. As such the GPE proposal outlined in this document represents the combined efforts of the entire LEG and the Ministry of Education

On November 17-19, 2012 the first Consultative Meeting was held in Sana'a in which GPE Grant priorities were defined and operational aspects of this package were discussed. Participants included members of the LEG, the Technical Office of MoE, Planning & Statistics Department and aid organisations such as USAID, KFW, WB, GIZ, CHF, UN agencies and NGOs.

A second consultation was held again in Sana'a on December 16-17, 2012. The focus of the meeting was to agree on the GPE program priorities, structure and indicative budget, and implementation arrangements, and identify risks and mitigation measures for an effective GPE Grant Implementation.

The third consultation was organized on February 23, 2013 with the purpose of validating the Programme Document and application package. National and international NGOs active in education were involved in the consultation process. The third consultation was also used to discuss the final version of the MTRF Appraisal Report and prepare its endorsement by the LEG.

Accelerated Support for Emergencies and Early Recovery

The Minister of Education and the Local Education Group expressed an interest in the possibility of accessing the new GPE 'Accelerated Support in Emergencies and early Recovery Situations Grant' with a request for the total amount of US$ 10 million in response to education needs in emergency affected areas in Yemen. The proposal was prepared based on the Education Cluster needs assessment (Consolidated Appeal Process) and agreed upon by the Local Education Group. An outline of the proposal is integrated as a sub-component in the Programme Document, under component 2 "Promoting Equitable Access to Quality Education". The activities will be funded through the accelerated support option, once this comes available and is approved. The Ministry of Education and the LEG has nominated UNICEF as the Managing Entity for this.

Institutional and policy framework for education in Yemen

Yemen has a comprehensive legislative and regulatory framework that lays the foundations of the current education system. The 1992 Education Act No 45 regulates the levels of education, while a set of decrees defines the institutional structure of the sector.

Three ministries manage education: The Ministry of Education (MoE) manages pre-basic, basic, and general secondary education; The Ministry of Technical and Vocational

Education and Training (MTVET) manages post-basic TVET and post-secondary TVET; and University education is under the mandate of the Ministry of Higher Education and Scientific Research (MoHESR). Literacy is the mandate of the Literacy and Adult Education Organization (LAEO), as supervised by the Minister of Education, while the Supreme Council for Childhood Motherhood and (SCMC), established in 1991, has the mandate to develop country strategies and promote policies aiming to improve the situation of motherhood and childhood in Yemen. The Supreme Council for Education Planning (SCEP), chaired by the Prime Minister and including eight ministers with leverage over education policies, has a coordination and oversight role, and has been instrumental in consolidating education data over recent years.

Since 2002, GoY has endorsed five major national strategies to address education issues at the various levels:

The National Basic Education Development Strategy (NBEDS, 2003–15) aims to increase enrolment in basic education, particularly for girls and in rural areas, to reach 95 per cent of 6–14 year-olds in Yemen by 2015. The strategy received strong and coordinated support from the donor community, including three phases of the EFA – Fast Track Initiative (FTI) funding. The Government has also made significant progress in strengthening the policy environment since the articulation of the NBEDS in 2003.

The National General Secondary Education Strategy (NGSES, 2007–2015) aims to provide equitable and cost-effective quality secondary education for transition to tertiary education and the labour market. To implement policy reforms planned under the NGSES, MoE has entered into formal agreements with the governorates and relevant ministries to ensure their commitment to comply with policy reforms related to recruitment, deployment and monitoring of teachers. The strong support received from donors to the NGSES has diminished recently, due to in part to delays in implementation.

The National Strategy for the Development of Vocational and Technical Education (NSDVTE, 2004–2014) aims to achieve an "adequate" balance between general education and TVET. Among the policy reforms implemented under the NSDVTE was the amendment of the law for the Social Development Fund (SDF) in 2009 to grant the SDF greater autonomy in its dealings with employers. To implement the strategy, GoY received support from a number of donors including Saudi Arabia, the Department for International Development, United Kingdom (DFID), the German Development Agency (GIZ) and the International Development Association (IDA).

The National Strategy for the Development of Higher Education in Yemen (NSDHEY, 2006) focuses on four areas of reform: governance, finance, quality, and diversification. Regarding enrolment growth, the strategy aims to expand access to universities and other higher education institutions (including TVET), particularly for the 19–23 year-old age group, from 13 per cent to 16 per cent by 2010, and to 35 per cent by 2025. One of the key policy reforms implemented under the NSDHEY was the establishment of the Higher Council for Quality Assurance and Accreditation. Implementation of the NSDHEY received support from The Netherlands and IDA.

The National Children and Youth Strategy (NCYS) was prepared as a response to challenges in addressing the risks (particularly those related to health, education, and employment) that Yemeni children and youth face over their lifecycles. It used an integrated cross-sectoral framework to identify the issues and gaps across the human development sectors that are most likely to impact the achievement of the MDGs, and to propose action plans to be integrated and implemented by concerned line ministries as part of their respective sector programmes.

In addition, to these five strategies, Yemen has an on-going National Strategy for Literacy and Adult Education, which aims to eradicate illiteracy in the population aged 14–40; and has prepared a National Strategy for Early Childhood Development (ECD). Despite the many strategies, Yemen is missing one coordinated vision for education. Each subsector strategy is intended to increase access and equity; and to improve quality and efficiency of education delivery quite independently of what is happening in other education subsectors (World Bank, 2010). A national vision that articulates the education and skills needs of the economy and the society, as well as the choices that must be made to provide these skills, is greatly needed. The work for the development of such vision has started based on the results of the comprehensive sector assessment made through the Yemen Education Country Sector Report (CSR) published in 2009. (Ministry of Education, 2009)

2 SITUATION ANALYSIS

2.1 Political, Social and Economic Country Background[1]

The population of Yemen, estimated at 24.8 million in 2011, is growing rapidly. Despite recent decreases in both the fertility rate and population growth, Yemen still has one of the highest rates in the world for both indicators (World Bank, 2010)[2]. Yemen's population is expected to reach 47 million by 2040, in a context of dependence on dwindling oil reserves for national revenue. The proportion of children and youth in the population is large, presenting a continued challenge for education expansion over the next few decades: In 2007, nearly 70 per cent of the total population was less than 25 years old and over one third of those were aged 6-14 years, the age of basic education. Migration, particularly of the rural population, increases the prevalence of children living or working on the streets and other marginalized groups in the big cities.

Yemen is one of the poorest countries in the Arab region with a gross domestic product (GDP) per capita of US$ 1,361. The country faces a wide range of developmental challenges. The Human Development Index (UNDP, 2011) ranks the country 154th out of 184 countries assessed. The country has one of the highest population growth rates globally, at 3 per cent, which increases the demand for educational and health services, drinking water and employment opportunities amongst other basic rights. Social development indicators, such as child malnutrition, maternal mortality and educational attainment, remain discouraging. The population living below the national poverty line was 35 per cent in 2005/2006, with poverty more widespread and persistent in rural areas; since then the rate is estimated to have increased to 42.4 per cent in 2009, and further still in 2011 following the political crisis to an estimated 54.5 per cent (MoPIC, 2011). There are significant gender disparities, with large gaps between men and women's access to economic, social and political opportunities. As indicated by its first and second Millennium Development Goal (MDG) reports, Yemen is not expected to meet any of the MDGs.

Weaknesses in governance have exacerbated the development challenges. Mass protests and armed conflict that wracked the country in 2011 represented the culmination of simultaneous political, social, and economic crises situated within an

1 This section draws from the Joint Social and Economic Assessment (JSEA) undertaken jointly by the World Bank, the United Nations, the European Union and the Islamic Development Bank, in response to a request from the Ministry of Planning and International Cooperation (MoPIC). The main objective of the JSEA is to assess the social and economic impact of the crisis in Yemen and to identify challenges and key priorities for early interventions. This is primarily for the transition period, which is expected to stretch into the first half of 2014.

2 Demographic data and considerations are based in the World Bank report No 57180: Republic of Yemen, Education Status Report, Challenges and Opportunities, June 2010

overall difficult regional environment. Reaction to these crises from different groups of actors, including the politically aligned and non-aligned opposition in both the north and the south, prompted diverse alliances with different interests and divergent political aims. The mass unrest and protests against the Government during this period emerged from, and were catalysed by, conditions of acute social fragility. This stemmed from sectarian, tribal and regional divisions, which have been building up over the past few decades. These tensions were exacerbated by deepening poverty, lack of gainful employment opportunities (particularly for the youth), and by loss of faith in a State that is increasingly seen as incapable of meeting the pressing social and economic needs of the population (World Bank, UNDP, European Union, Islamic Development Bank, 2012).

The impact of the 2011 crisis manifested itself in multiple ways across different sectors. It caused significant disruptions in the supply and production chains, causing economic activity to contract by almost 11 per cent, leading to higher unemployment. Schools and health centres were temporarily closed and sector infrastructure was damaged, severely impacting basic social service delivery. According to MoE, since the beginning of the crisis, about 810 schools have been severely damaged by the armed conflict, with some buildings completely destroyed.

During its Back to School campaign in September 2011, UNICEF found that more than 150 schools were occupied by either armed forces (34 schools in Sana'a) or internally displaced persons (IDPs) (76 schools in Aden and 43 in Abyan). Displacement was mainly due to the conflict in Abyan that led thousands of families to move to a safer area within the governorate, or to Aden. Some schools remained inaccessible due to the insecurity generated by the conflict: In the affected areas (mostly in Sana'a, Aden and Ta'iz) some schools were closed, while attendance in others decreased significantly as parents kept their children at home for safety. An assessment organized in September 2011, found that about 46 schools in Sana'a were closed due to insecurity (according to a UNICEF Back to School report) but a total of 80 schools were not operating because of occupation or inaccessibility, which affected 100,000 children.

Absenteeism of teachers and administrative staff increased in 2010/11 due to strikes and weak institutional monitoring at both centralized and decentralized levels. The MoE estimates that about 10 per cent of the total number of teachers have been temporarily absent from schools and that about 3,200 teachers from Sa'ada and Abyan have sought refuge in neighbouring governorates. In anticipation of the escalation of conflict and to lessen its impact, the second semester of the school year 2010/11 was shortened by about two months for basic and secondary education. Although the school year was completed and national examinations still took place, the study content received by students was likely reduced by about 25 per cent. There were delays in the completion of academic programmes in universities and technical institutes in the affected areas. There were also delays in the delivery of school buildings, equipment, and material due to the decrease in project implementation as a result of the insecurity situation, logistical constraints and the precautionary measures taken by most Development Partners (DPs).

In the wake of the 'Arab Spring' movement in Yemen, the country has embarked on a political transition, including preparations for an inclusive, participatory, and transparent national dialogue process. This is based on the Gulf Cooperation Council (GCC) Initiative and the Agreement on the Implementation Mechanism for the transition process in Yemen, (the "Transition Agreement") signed in Riyadh on November 23, 2011. A Government of National Unity was formed and confirmed by the Parliament in early December 2011, the Presidential referendum was held on February 21, 2012 and President Al-Hadi was sworn in soon after. The second phase of the transition is anticipated to continue over a two-year period, during which time; all parties and stakeholders are expected to participate in a National Dialogue; a new constitution will be drafted; and the army and security establishments are to undergo a reform. The transition will end with the holding of general elections (under the new constitution) and the inauguration of a new President of the Republic of Yemen. While the implementation of the Transition Agreement is largely on track, the gains achieved so far are fragile and significant challenges remain ahead.

In late June 2012, the Government of National Unity of the Republic of Yemen launched the 'Transitional Program for Stabilization and Development (TPSD)" (Government of National Unity, 2012) for 2012–2014. The TPSD proposes parallel implementation of an Emergency Response (Pillar 1: short-term priorities), and the initiation of a medium-term Economic Recovery Programme (Pillar 2: medium- term priorities). Given the challenging conditions for success, both the Government and the donors are prioritizing measures towards conflict abatement, improving economic conditions, providing rapid relief to the Yemeni people and assisting in alleviating budgetary pressures during the period 2012–14. The implementation of the transition plan requires balanced humanitarian assistance, early recovery, reconciliation and peace-building efforts in the short term. Support to decisive policy actions and reforms that would underpin sustainable and inclusive development, improved governance, and social protection are needed in the medium to long term.

2.2 Education sector analysis

Development of education and skills is a key development priority in Yemen. The country's development plans have continuously stated that human development, in particular educational development of the labour force, is a priority. Over the past 40 years, Yemen has managed to expand its formal education opportunities, despite the continuing challenge of rapid population growth. Enrolment at all levels has improved substantially and illiteracy was halved from 90 per cent in 1973 to 45 per cent in 2004 (World Bank, 2010). Efforts to reach the objective of universal education that is free and compulsory are evidenced by an increase in the gross and net enrolment for students in Basic Education, as follows in tables 1 and 2 (Ministry of Education, 2012).

Table 1: Gross Enrolment Rates for Basic Education 2005-2006 until 2010-2011

School Year	Total of enrolled students in basic education of all ages	Total gross enrolment rate (percentage)		Gender gap	
		Female	Total	Total female ratio to male	Gross gender gap

2005-2006	3,971,853	59.40	71.30	0.68	0.72
2010-2011	4,656,390	75.50	86.10	0.75	0.79

Source: MTRF 2012

Table 2: Net Enrolment Rate for Basic Education 2005-2006 and 2010-2011

	Total of enrolled students in basic education of 6-14 years	Net enrolment rate (percentage)		Gender gap	
		Female	Total	Total female Ratio to Man	Net gender gap
2005-2006	3,545,283	54.40	63.70	0.71	0.75
2010-2011	4,262,011	70.10	78.80	0.76	0.81

Source: MTRF 2012

Despite the remarkable expansion of the education system, the gross enrolment rate (GER) for basic education remains low at approximately 86.1 per cent in 2010-11 (MoE). This means that Yemen will not be able to achieve basic education for all by 2015. Retention rates are also low, with many of those who enter Grade 1 dropping out before completing their basic education. In 2009-10, the Grade 6 completion rate was 61 per cent (51 per cent for girls, 71 per cent for boys). Low completion rates after Grade 6 are also an area of concern: Data shows the average completion rate is 53.3 per cent, with the boys continuing longer (58.8 per cent) than girls (46.8 per cent).

Yemen is unlikely to achieve the MDG goal of ensuring that all boys and girls complete a full course of primary schooling by 2015. The sector faces supply-side challenges including lack of school buildings, lack of teachers in remote areas where communities live in scattered settlements, poorly trained teachers, the absence of female teachers in rural areas, and low awareness of the importance of education; especially within communities living in remote areas and within marginalized groups. In 2010 there were still 857 000 out-of-school children (OOSC) of primary school age and another 718 000 of lower secondary age[3]. The OOSC numbers are the result both of children dropping out of school early and many others never having attended school. This situation has since been exacerbated by the crisis. Many of these OOSC live in rural areas and are part of marginalized communities. The health and nutritional status of Yemeni children poses serious threats to achieving access to quality education given that a high number of children under the age of 5 are malnourished. Figure 3 presents a schematic view of causal analysis of reasons behind low participation in education[4].

[3] Source : UNESCO (2012)

4 Data from the Common Country Assessment 2012, UN 2011

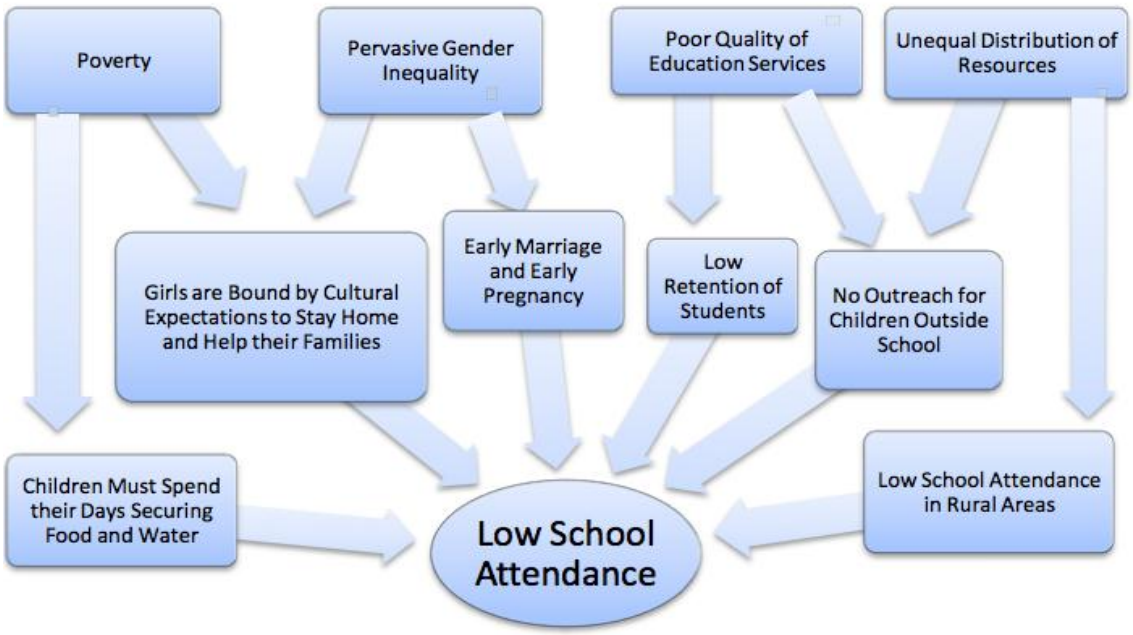


Figure 1: Root and Proximate Causes of Low School Attendance (United Nations, 2011)

Equity in education has seen progress over the years. The gender parity index between boys and girls in basic education is currently 0.805, up from 0.75 in 2006. This would suggest that education reforms in recent years have had a positive effect. Nevertheless, gender parity is still far from being achieved and girls are still at a disadvantage, especially in rural areas. Figure 4 shows the causal analysis of the remaining gender inequities in Yemen[5]. Gender gaps are still large and vary from one governorate to the other: For example, girls' enrolment in Sana'a is at 84 per cent, but in the northern governorate of Sa'ada it stands at just 32 per cent. Even within some governorates, administrative data shows that there are large gaps between enrolment rates. There is also a growing community of marginalized children who tend to be at a higher risk of exclusion from the traditional education system, including the African-descended Akhdams and rural migrants to urban areas.

5 This has been adopted from a similar analysis concluded by the Common Country Assessment 2012 – UN 2011

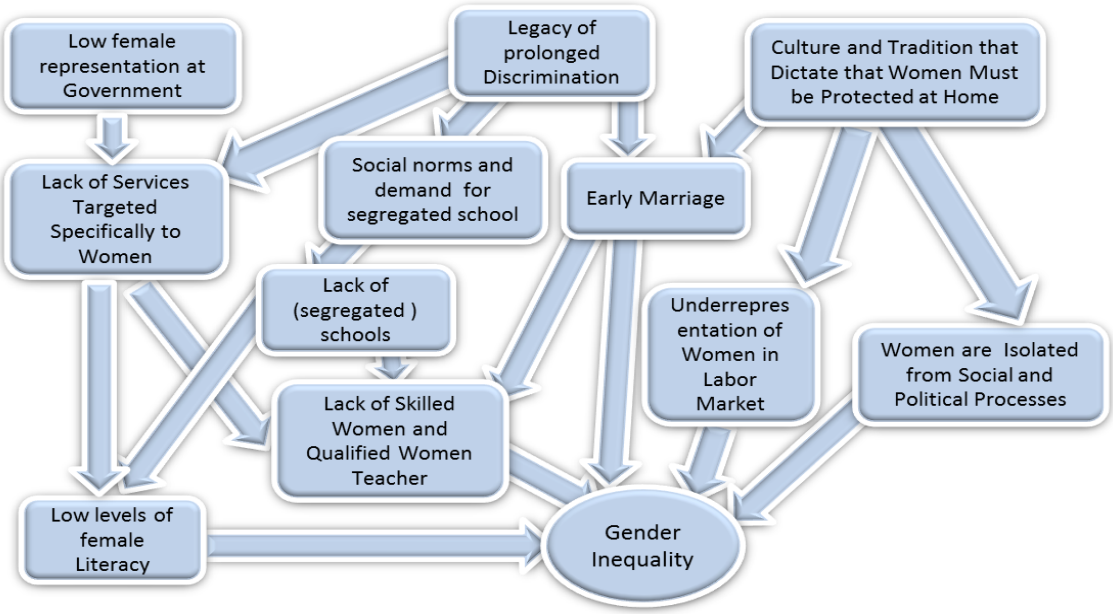


Figure 2: Root and Proximate Causes of Gender Discrimination in Yemen (United Nations, 2011)

Quality remains the area where progress has been most limited and faces major challenges. During the last few years Government efforts have focused more on responding to the social demand for expansion of education, than on improving the quality of education. There is a risk that the planned expansion in enrolment could further reduce quality if not adequately planned and resourced for. Only about 40 per cent of basic education teachers hold a bachelor degree and textbooks and other learning materials often do not arrive until close to the end of the school year, leaving most teachers and students without, and impacting on levels of literacy. Yemeni Grade 4 students ranked the lowest among 36 countries participating in the Trends in Mathematics and Science Study (TIMSS) 2011 (EIA, 2011), primarily because they could not read the narrative-based test questionnaire.

The Government has now begun to focus more attention on qualitative aspects of education. Measures to address the quality of education involved significant effort during 2005-2010 to improve teachers' performance, school administration, and education quality offered to basic and secondary education students, with the following details:

- More than 75 per cent of teachers received integrated training on teaching skills. In addition to this, rural female teachers were hired and trained to address acute shortage of female teachers which hinders girls' enrolment and retention.
- More than 90 per cent of basic school principals and 40 per cent of secondary school heads have been trained.
- There are other efforts to foster communal participation and school counselling) through establishing father and mother councils as well as promoting the roles of social workers in schools.
- School curricula for both basic and secondary phases, according to an activity-based curriculum, are being developed, with some delays.

Assessments of student learning in the primary grades, such as the Early Grade Reading Assessment (EGRA) conducted by USAID and RTI, offer an opportunity to understand whether students are developing the fundamental skills upon which all other literacy skills build, and if not, where efforts might be best directed (USAID - RTI, 2012). EGRA was carried out in the targeted areas of Amran, Lajh and Sana'a, revealing that most students in Grades 2 and 3 do not read fluently. Moreover, 43 per cent of students in the Grade 2 and 25 per cent in Grade 3 could not read a single word of text. Among children who could read at least one word, the Grade 2 average fluency was 11 words per minute and 16 words per minute in Grade 3. Reading fluency rates correlated with comprehension (r = .64), with children who could answer five out of six comprehension questions correctly reading at least 45 words per minute. Thus, very few students could answer half or more of the comprehension questions. The study showed that teachers were unable to sufficiently teach and assess reading and that those students who badly needed to improve reading, lacked reading materials.

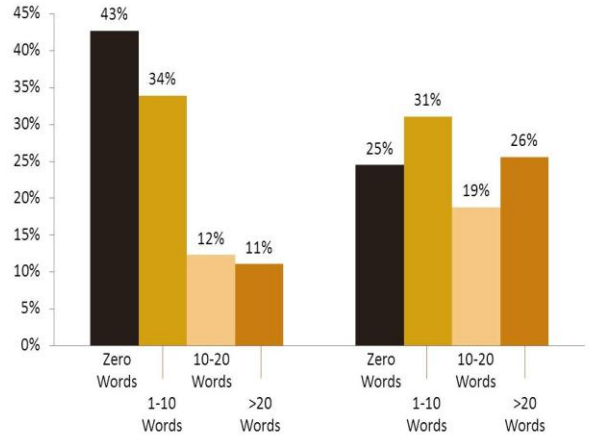


Figure 3 Percentage of Students Reading at Different Levels of Fluency (grade 2 on the left, grade 3 on the right)

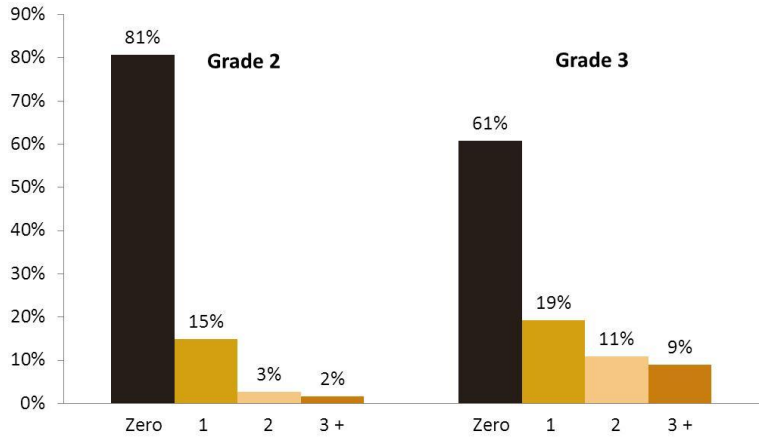


Figure 4 Comprehension: percentage of students answering questions correctly (Out Of 6 Totals)

Yemen's current education structure is dominated by general streams with a very low level of professionalization undermining the quality of education services. Yemen's current formal public education system comprises nine years of compulsory basic education followed by three years of general secondary education (World Bank, 2010). In Grades 11 and 12, enrolment is diversified into the science track and humanities track, although in practice many rural schools are not able to provide both options. The government also provides adult literacy programmes. Kindergartens are mainly run by the private sector, which also plays a growing role in other levels of education (two per cent of basic and secondary enrolments, and 15 per cent of higher education enrolments).

Pre-school and adult literacy

Education Law 45 issued in 1992 considers pre-school education as a vital part of the general Yemeni education system. Moreover, the education policy states that the level of pre-school education reflects the civilization of a society. Table 3 shows a growth of preschool services during half a decade (2005—2010). Kindergartens are only located in main cities; none of these are available in rural areas. Some of the positive developments in this sub-sector so far include:

- Creation of a first draft of the strategic vision for early childhood education for 2005-2011
- Establishment of a kindergarten prospectus, and recertification, as the majority of them are private services
- Development of regulatory by-laws for kindergartens
- Integration of kindergarten databases into the Education Management Information System (EMIS) of the MoE

- Creation of inspection guidelines for field-visits to evaluate kindergarten performance.
- Foundation of an Early Childhood Development Centre in cooperation with UNESCO and the Arab Gulf Organization.
- Preparation of curriculum guides and prospectuses for the early childhood education phase. UNESCO experts at the Cairo-Office reviewed these materials to ensure they are appropriate for modern teaching-learning instructions and techniques

Table 3: Development of Pre-School during 2005-2006 until 2010-2011

	No. of kindergarten	Enrolled Students	Percentage of Total Enrolment	Classes	Average no. of students per class	Pre-school teachers	No. of students per Preschool Teacher
'05-'06	358	21,038	0.5	952	22.10	1,408	14.9
'10-'11	591	42,422	0.55	2,047	20.72	2,242	18.9

According to the results of the 2004 population census, the percentage of illiteracy for males and females combined, aged ten and above has reached 45.3 per cent. The adult literacy programme was delivered successfully to 133,576 people during 2005-2011. The programme was offered in the form of three complementary sub-programmes, or 'levels' which focus on the acquisition of basic literacy and numeracy skills. These correspond to the equivalent of Grades 2, 3, 5 and 6 basic education competencies. Despite progress, overall adult illiteracy is still 29.6 per cent and remains much higher for females at 61.6 per cent.

2.3 Education for Children in Emergency Affected Areas

The events and conflicts in Yemen both prior to and since the beginning of 2011 have had a significant negative impact on education in a country already struggling with many economic, social, and political issues. Throughout 2011 and 2012, nearly 1.2 million boys and girls lacked regular access to education with close to 300,000 boys and girls directly affected within the conflict-affected governorates (Sana'a city, Taiz, Lahj, Abyan, Aden and Sa'ada). In terms of infrastructure, armed confrontations in many areas in Yemen left about 592 schools completely or partially damaged; over 100 schools were occupied either by displaced families, gunmen or armed forces; and many other schools were looted, creating education challenges for about 810 schools in total. The first category of schools needs repairs and reconstruction; the second category needs rehabilitation and school furniture; and the third category requires rehabilitation, refurnishing, and restocking with school and educational materials in order to become operational.

The most affected governorates were Abyan, Lahj, and Aden in the South; and Sa'ada and San'aa in the North. In the South, in Abyan Governorate, over 120 schools and educational facilities were affected; in Lahj Governorate, over 61 schools were affected, and in Aden 117. In the North, the worst affected governorate was Sa'ada, which over the past 7 years has seen over 230 schools partially or completely damaged. Finally,

about 200 schools in Sana'a Governorate were affected either by being looted or shelled, or use by armed groups. In Aden and some parts of Lahj, the quality of education during the school year 2011-2012 was very poor due, among other things, to limited availability of school buildings, since 117 schools were occupied by IDPs. This resulted in having schools operating on three or four shifts, which negatively impacted teaching time and in consequence, the quality of education.

The conflict also affected the psychosocial wellbeing of many children, particularly those who witnessed destruction, killing, explosions, or experienced displacement and fear. These children are in need of psychosocial support for their own wellbeing and for restoring their ability to learn. A significant number of teachers in these schools are either untrained or poorly trained and are unable to provide this much needed support or even to help detect and refer the most severely affected children.

While the humanitarian response of many agencies has been effective in improving the conditions of IDPs, restoring access to schools for about 200,000 children, and rehabilitating schools in affected areas; there remains a big gap in interventions in critical areas both in the North and South (see following table).

Table 4: Gaps in Emergency Response by Governorate and Activity

	Location	Reconstruction	Rehabilitation	Psychosocial sup. To teachers	School supplies for students
1	Abyan	2	42	3,000	100,000
2	Aden		12	1,000	200,000
3	Lahj		7	2,000	150,000
4	Saada		236	3,000	160,000
5	Amran		15	1,000	120,000
6	Sana'a		50	6,000	400,000
		Total	362	16,000	1,130,000

Source: Education Cluster, Jan 2013

The humanitarian community in Yemen consists of 23 UN agencies, 45 international NGOs and over 500 local NGOs. The majority of international actors participate in the cluster approach under the auspices of the Inter-Agency Standing Committee. New actors from the region have also set up offices in the country to boost the humanitarian response. These include the Organization of Islamic Conference, the Gulf Cooperation Council, the Khalifa Foundation and Qatari Charity (OCHA , 2012 2013).

The current value of the Consolidated Appeal Process, which represents the total proposed interventions of the humanitarian community, is $584.5 million (OCHA , 2012 2013). Food needs account for over 30 per cent, followed by multi-sector (refugees), nutrition, health and shelter. Education needs account for around US$20 million. At the midyear review, requirements rose by 27 per cent, reflecting increasing needs (OCHA , 2012 2013).

The focus of GoY and partners in education coordinated under an Education Cluster for humanitarian response - led by UNICEF – is to provide a child-friendly and safe environment that is conducive to learning for 930,000 vulnerable boys and girls, at risk of having their education disrupted by the on-going conflict. For 2012, the Cluster prioritized these actions: (i) rehabilitation of schools affected (ii) establishment of temporary or alternative school settings including arrangements for double and triple shift education (iii) capacity development among teachers, volunteers who will teach in these facilities (iv) provision of learning and teaching materials, and (v) supporting the department of education and schools in affected areas to have the planning and management capacity to carry out emergency education initiatives. The appeal to support education interventions returned only 20 per cent of needed resources during 2011. The appeal for 2012 -2013 will be launched in January 2013.

3 THE PROGRAMME PRIORITIES

3.1 Rationale and alignment with MTRF

The GPE Programme in Yemen draws on the 10 programmes outlined in the Medium-term Results Framework (MTRF) 2013-2015 (Ministry of Education, 2012):

Programme 1. Strengthen school-based development. The programme is to strengthen school based management, by increasing stakeholders' involvement in planning, implementation, and evaluation and monitoring.

Programme 2. Improve educational curricula. The aim is to revise and upgrade curricula up to grade 9 as well as to develop teaching aid material and standards to measure student's performance.

Programme 3. Develop performance of teachers, and school administration staff, including principals and supervisors. The aim is to improve the quality of teaching by providing training in different areas. Emphasis will be given to training of school principals and supervisors in pedagogical practices; and to teachers on how to teach reading and numeracy in early grades.

Programme 4. Improve management of human resources at Ministry of Education to improve efficiency of education services. This programme integrates several reforms aiming to strengthen human resources management (targeting MoE's Department of Human Resources). It aims to achieve a number of policy reforms in coordination with teacher training colleges to ensure adequate quantitative and qualitative performance regarding basic education. This programme also focuses on paying greater attention to teacher selection and distribution as well as establishing incentives to reduce teacher absenteeism.

Programme 5. Increasing social demand for education. This programme aims to increase the social demand for education by helping poor families to enrol their children into public basic education schools and encourage them to remain until completion of the cycle. It is designed to motivate parents to keep their children in school as long as possible. To achieve this objective, a number of policies that have been under implementation will be expanded, including fees exemption and a development of a positive school environment.

Programme 6. Improve school facilities and infrastructure This programme aims to enhance school facilities and infrastructure by providing classrooms and other space, furniture and required equipment for accommodating enrolled students.

Programme 7. Improve administration and coordination This programme includes building institutional capacity to better administrate and coordinate the provision of educational services. It aims to strengthen the role of MoE in various aspects of planning, implementation, monitoring and evaluation. Furthermore, it seeks to improve

harmonization of development partners to better align with MoE priorities and plans as well as its coordination with other concerned ministries.

Programme 8. Restructuring of the Ministry and capacity building for its cabinet, governorates and district offices according to modern management tools and methodologies. This programme will restructure the MoE and includes capacity building for the cabinet members, governorates, and district officials.

Programme 9. Developing the pre-school education level. This programme will expand and improve pre-school education.

Programme 10. Focus on literacy and adult education. The programme aims to reduce the number of illiterate adults and to increase parents' awareness about the importance of education.

Several of these programmes seek an implicit impact on the number of out-of-school children. GoY understands that education is the single best investment it can make towards building a prosperous, healthy and equitable society. It is also committed to the global goal that every child should have the chance to complete at least primary education with quality. In addition to around 1 million children affected by situations of emergency, more than 1.2 million school-age children are currently denied basic education in Yemen, with more than 69 per cent of them girls. The geographical focus of the GPE-funded Programme on the 13 governorates with lower enrolment rates and significant numbers of out-of-school children is informed by this challenge.

3.2 Lessons learnt

The Programme design takes into account the following key lessons learned from the implementation of previous education programmes in Yemen:

i. The importance of supply-side factors such as school infrastructure and availability of teachers in improving access and of demand-side interventions with a focus on community perceptions of the value of education.

ii. The critical role of community participation in ensuring and sustaining student enrolment and attendance. The project will sustain and expand support to the fathers' and mothers' councils;

iii. The need to establish a national learning assessment system focusing on basic literacy skills, given the low relevance of international tests at this stage for Yemen;

iv. Employing existing implementation arrangements. Lessons learned from on-going education programmes point to the fact that Programme implementation is likely to be smooth and timely if the implementation arrangements are simple and well understood by all the implementers.

It is also recognised to be crucially important that all resources are planned and implemented in such a way as to maximise coordination and complementarity; this

includes the national (domestic) Budget and other donor-supported interventions. By the time the Programme starts (early 2014) there will be a comprehensive three-year operational plan including all the major resources (domestic and international) and based on predictable resource ceilings. This plan will then be articulated into the successive annual plans and form the basis of MTRF-Programme-wide reporting on the implementation of resources. The Government, the Supervising Entity and the Development Partners are committed to this.

3.3 Coverage

The Programme targets 13 governorates based on the following criteria: (i) low enrolment in education, particularly girls' enrolment; (ii) difficult access to education due to: remoteness, rural residence, poor infrastructure, high poverty or insecure conditions; (iii) need to sustain key interventions initiated under previous three phases of the FTI Programme; (iv) regional representation (South and North); and (v) not covered by other projects and programmes. The breakdown of interventions across the 13 Governorates has been computed using needs-based criteria. The methodology is explained in Annexe 9 and the detailed calculations are included in the costing plan which also present unit cost for each planned activity. The 13 governorates in which the GPE Programme will be implemented are: **Dhamar, Al-Hodeidah, Al-Bydha, Hajjah, Rymah, Sana'a, Shabwa, Al-Dhale'e, Aden, Abyan, Al-Jawf, Mareb and Amran** (See map of intervention in Annex 1: Map of Yemen).

The targeted governorates cover most of the region of Yemen from costal in the west to desert in the east. Most of the 13 governorates suffer from a lack of economic and communication infrastructure, relatively dispersed population centres, difficult terrain, and security challenges. The population in the targeted governorates is almost half that of Yemen. Out of 9,947 schools in the targeted governorates there are 688 schools for boys and 602 for girls. The rest of the schools (8,657) are for both boys and girls, which means that most of the schools deliver co-education. Out of the 109,716 teachers serving in targeted areas, only 25 per cent of them are female teachers, and they are concentrated in the urban areas. Annex 7 and Annex 8 data about governorate population, single sex or co-educational schooling, and teachers by gender, as well as net enrolment rate, repetition rate, drop-out rate, and number of out of school children per governorate.

3.4 Detailed Programme Description

The GPE Programme will be developed with the following project components:

Component 1

Improving the Quality of Basic Education. (Total cost: US$ 23.941 million).

The objective of this component is to raise education outcomes in the target governorates and provide the elaboration of new qualitative standards and inputs that can be used and scaled-up nation-wide in the future (beyond 2016).

The component will assist MoE in improving the quality of basic education, mainly through a stronger focus on reading and numeracy skills - the building block for future learning. The component will support a comprehensive set of activities to improve the quality of basic education, including maths, science, Arabic language and civic/national education. The component will also support the training of teachers and supervision for effective teaching - including supervision visits to follow and support teachers in using effective learning teaching methodologies, development of national and in class assessment systems, in addition to support for pre-basic education (early childhood levels).

The expected outcomes of this component are:

- Increased retention rates in grade 3 in the 13 targeted governorates by 3.2 per cent, from 77.8% in 2011/2012 to 81% in 2015/2016
- It also expected that the component will have wider structural effects on the basic education system, beyond the targeted governorates, by supporting the development of standards and qualitative inputs (curriculum, development of new textbooks).

Links of Component One with MTRF: This component represents the first MTRF priority and will support the following MTRF programmes (see Annex 10 for the detailed links between GPE sub-components and MTRF programmes):

- Programme one: school-based development and community involvement.
- Programme two: curriculum development (textbooks, aids and evaluation methods) according to learning standards.
- Programme three: improve teachers' performance, school administration and inspection.
- Programme four: improve management of human resources
- Programme nine: developing the pre-school education level.

Targeted beneficiaries:
Component 1 will target 420 schools in the 13 governorates to participate in school based development activities and train 37,250 teachers on active learning methods. There will be additional support to school inspection and supervision (additional recurrent funding and training). The component will also provide the revision of the curriculum and the editing of corresponding new textbooks, in coordination with other

resources. Finally component 1 will target 200 ECD classrooms, working on curriculum design, investment in equipment and furniture, and printing of manuals. It is aimed that all the activities of component 1 will act as pilots for the future scaling up of the methods and results. A detailed list of provisional activities is included in the budgeted Implementation Plan (Cf. Excel file in the Application package).

The component consists of four sub-components as follows:

Sub-Component 1.1: School-based Development (advanced schools) in 420 schools (Total cost: US$ 11.849 million).
This sub-component supports programme 1 of MTRF. Programme 1 has the objective of extending training on school-based development to 75 % of basic schools. The sub-component will be able to cover 420 schools to contribute to this MTRF objective.

The sub-component will assist MoE in strengthening the role of schools and local communities in planning, to respond to local education issues, implementation, monitoring, evaluation, and auditing. It will support a school-based management approach that has been piloted with support from different donors for several years with positive results (see box 1), and includes three integrated interventions: (i) Build and develop capacity of "*advanced schools"* (see box 2) through the training of school staff and parents, as well as staff from governorates and districts on planning and M&E. This is so that the school will be able to prepare the school annual plan, highlighting disbursement aspects based on needs, priorities and problems facing each school, supported with participation from the parent council; (ii) provide schools with an operational budget so that they will be able to implement the school plan (each of the 420 schools will get US$1,500 per year transferred directly to the school account); and (iii) provide educational inputs including school libraries, computer and science labs.

BOX 1 SCHOOL IMPROVEMENT SCHEME

Based on the National Basic Education Development Strategy, the MoE Basic Education Development Project piloted the school management improvement scheme aimed at improving quality of education and increasing education outcomes. The pilot was organized in Mahweet and Hadhramaout, in rural and urban schools. Through international expertise, MoE developed Guidelines for School Improvement, as well as an Operational Manual for School Improvement.

The Grant to schools targeted improvement of school environment, improvement of school management and administration, and improvement of student performance and behavior. A series of training was conducted for teachers, as well as school committees and parent's councils. School improvement plans were designed and approved by minimum 60% of parent's committees. A mechanism for withdrawing and implementing funds is designed and is working well.

Impact studies showed a high level of appreciation of the scheme for school improvement, as expressed by school principals and parent's councils. However, one of the shortcomings of the scheme was the limited role of the district education office members in supporting the scheme.

The sub-component is going to extend the pilot to 420 *advanced schools*, with the aim of preparing a possible nation-wide scaling up of the school improvement scheme after 2016, provided unit costs for this are sustainable.

This intervention can be considered as an extension of the original pilot, over a large number of governorates, and a first step towards preparing Yemen for a nation-wide scaling up of the approach. MTRF plans to pilot this scaling up by providing training on school-based development to 75% of schools and school grants to 700 schools (MTRF table of results for programme 1). The Programme will work very closely with the district education offices, thereby avoiding the errors of the original pilot and developing institutional capacity. Throughout the intervention, the Programme will be mindful of unit costs, in relation to the non-finite future resources of the domestic Budget, to make sure that any future nation-wide extension is financially realistic and sustainable.

Box 2 Advanced Schools

In light of the challenges Yemen's children are facing, promoting the 'Advanced School' model can provide the answer, as it embraces a multidimensional concept of quality and addresses the full needs of the child. A focus on the whole child allows serving the non-educational needs of children such as the psychosocial, recreational and health needs. Advanced schools can attract children back to school and retain them through a holistic approach to children's needs and rights.

Advanced Schools are concerned as much with the health, safety, security, nutritional status and psychological well-being of the child as they are with teacher training and the appropriateness of the teaching methods and learning resources used for schooling. They promote child participation and encourage children to express their views and opinions and lay the foundation for a peaceful and democratic society.

The programme will however make sure that the advanced school model is structurally and financially sustainable for a possible future nation-wide extension.

Sub-Component 1.2: Curriculum Development (Total Cost: US$ 2.319 million)

This sub-component supports directly programme 2 of MTRF, which aims for the elaboration of a comprehensive "curricula document" and the reviewing of textbooks for basic and secondary education. The sub-component will support the following interventions: (i) develop curricula, textbooks and teachers manuals for maths, science for students in Grades 2 to 6, Arabic language for students in Grades 4 to 6, and civic/national education for students from Grades 3 to 6; and (ii) print a selected sample of the textbooks, activity books and teacher manuals for developed subjects. All the curricula, textbooks and teachers manuals will be gender-sensitive, conflict-sensitive and will include peace-building concepts. The sub-component is complementary to BEDP 2. BEDP 2 will mainly focus on the comprehensive Arabic language curriculum (grades 1-12), textbook revision for grades 1-3, Maths and science curriculum for grades 1-3 and textbook revision for grade 1.

Sub-Component 1.3: Improve performance by teachers, school management and inspectors (Total cost: US$ 8.885 million)

This sub-component will support MTRF programmes 3 (teacher performance), 9 (development of pre-school education) and some inspection/supervision components of programme 4 (improve management and efficiency of human resources).

The sub-component will support MoE efforts to improve teaching practices through the following interventions: (i) design competencies needed for teachers of kindergarten and basic education (grades 4-9) and to be the basis for future training, and with a training module focusing on the skills needed for teaching multi-grades in small schools in remote areas; (ii) assess the needs and prepare training kits to qualify teachers for Grades 4 to 6 in subject areas (iii) train 37 250 teachers, supervisors and school heads on active learning to enhance teacher's performance in class, and make them able to use various methodological approaches according to student needs; (iv) train 7 000 governorate inspectors and contribute to running costs for supervision field visits to follow up and support teachers and inspectors in the 13 targeted governorates; and (v) Design and carry out evaluations of learning outcomes, focused on the 420 *advanced schools* identified in sub-component 1.1 (vi) annual monitoring and evaluation for teachers in improving student achievements through implementation of the National Assessment System. It will also support the use of EGRA and Early Grade Maths Assessment (EGMA) and Teachers Early Grade reading Assessment (TEGRA) in assessing student and teacher performance in both reading and maths.

The sub-component will be carefully coordinated with external resources from BEDP 2 (5.5 Mo USD) and SEDGAP (17.6 Mo USD). In addition, the inspection and supervision budgets need to be brought together with the national Budget in order to develop a comprehensive vision of inspection norms and corresponding recurrent budgets. The consolidation of a comprehensive (multi)annual sub-sector wide planning tool, covering the period 2014-2016, will incorporate these budgets.

Sub-Component 1.4: Support pre-school education Total Cost US$ 0.887 million

This sub-component directly supports MTRF programme 9 (development of pre-school education). The sub-component will support MoE efforts to improve teaching practices in pre-school education, as well as the following interventions: (i) provide and equip 200 ECD classes in targeted governorates with supplies and learning materials; (ii) improve teachers skills to enable them impart knowledge and skills in a child-centred manner; (iii) advocacy and awareness raising of communities on the value of early child education and (iv) train pre-school heads and teachers on inclusive learning approaches.

Component 2

Promoting Equitable Access to Quality Basic Education (Total cost: US$ 44.442 million + an additional US$ 10 million for the Emergency component that will be implemented with UNICEF as Managing Entity)

The objective of this component is to contribute to the promotion of equitable access to quality education through interventions targeting both supply and demand for basic education, with specific focus on girls' education. The activities will contribute to the

infrastructure investments planned in MTRF with the construction of 600 new classrooms; this represents 8.3% of the total planned construction of 7 232 new classrooms by 2015. An additional 420 schools will be renovated, upgraded to *advanced schools* (cf. component 1) and provided with solar energy and some furniture and equipment for special needs in urban advanced schools. The component will also contribute to the retention of girls in education through the contracting and qualifying of additional female teachers, raising awareness through advocacy campaigns and distributing school kits in areas of low girl enrolment. The component will also work on a campaign to provide education for out-of-school children, with a set of measures aimed at (re)enrolling 30 000 pupils and providing non-formal education for an additional 18 000. Finally the component will support the development of a new national Literacy and Adult Education Strategy and focus support to 250 basic women's training centres.

The key expected outcomes of this component are:

- Increase of the Net Enrolment Rate Gender Parity Index in the 13 Targeted from 0.69 to 0.72.
- Decrease out-of-school Rate in the 13 targeted Governorates will have decreased from 28% in 2011 to 26.6% in 2016

Link of component two with the MTRF: Bridging the gender gap in education to achieve justice and fairness through education, represents the second priority of MTRF 2013 – 2015. The GPE component two will support the following MTRF programmes (see Annex 10 for the detailed links between GPE sub-components and MTRF programmes):

- Programme one: strengthen school-based development
- Programme three: develop performance of teachers, and school administration staff
- Programme five: increase social demand for education.
- Programme six: provide infrastructure and develop school environment.
- Programme ten: literacy and adult education

Sub-Component 2.1: Improving School Physical Environment (Total cost: US$ 29.614 million)

This sub-component supports directly MTRF programme 6. The objective of this sub-component is to contribute to the MTRF objectives of promoting equitable access to quality of education by improving the physical learning environment in targeted areas of the 13 governorates. The contribution will involve building 600 new classrooms with walls, toilets, and management rooms (this will cover 8.3% of MTRF's infrastructure objectives); and by rehabilitating 420 cluster schools and convert them to *advanced schools*; and by providing learning materials and science and computer labs, to these 420 schools. The activities will be planned in the upcoming MTRF (multi)annual operational plan, in order to support overall infrastructure coordination. This will also allow for efficiency gains, by comparing unit costs across different funding modalities.

Sub-Component 2.2: Encourage equitable access (Total cost: US$ 11.036 million)

This sub-component supports directly MTRF programme 5 (Increasing Social demand for education) and programme 3 (Develop better performance of teachers); particularly on the objective of motivating female teachers to settle down and teach in rural areas. The objective of this sub-component is to promote equitable learning opportunities and foster girls' enrolment and retention in basic education by sustaining and expanding demand-side-interventions piloted under previous FTI Programmes or other development partner projects. Two main activities will be implemented: (i) the hiring and support of 1 600 female contract teachers; (ii) the distribution of school kits to 35 000 pupils annually over three years. The main outcome for this sub-component is to contribute to the improvement of the Gender Parity Index in targeted governorates.

The main activities include:

1. Rural female teacher contracting (RFTC) scheme. (Cf. boxed text)

This programme builds on the successful experience of previous FTI Programmes and other projects. Under FTI, 1,500 female teachers were contracted and qualified during the summer holidays (almost all of them were certified), and finally hired as public school teachers, complete with diploma. The scheme was provided in four of the proposed governorates for FTI interventions (Al Jawf, Shabwa, Dhamar, Al Hodeidah). Also other projects (BEDPI and UNICEF) implemented the same scheme. According to the 2012 report (which was shared during the seventh JAR), girls' enrolment and retention rates were improved in the schools that benefitted from this scheme. The report also indicates that female teachers stay with the same school and are satisfied with their posts.

Box 3 Female Teachers Scheme

Research shows that lack of female teachers at the school level is one of the factors resulting in low enrolment and retention of girls in schools, particularly in the rural areas. In many cases, there are young women un-certified as teachers who volunteer to help at the school. Sometimes, resources are not sufficient to provide for teachers' salaries. MoE launched the Rural Female Teacher's Scheme supported by the BEDP project (financed by NL, DFID, WB, KFW). The scheme consists of a nine month qualification course based on the FTI curriculum, taught in applicable skills modules during summer holidays, designed with the support of GIZ. Successful candidates are awarded TTI diplomas, allowing them to then be contracted formally to teach. So far, 1,500 female teachers in the lowest girls' enrolment areas are being trained and contracted by the scheme.

Regarding the implementation mechanism and timeline of the RFTC, the GPE Programme will cover targeted schools in the 13 governorates, for a total of 1 600 teachers. The selection mechanism and criteria will remain the same as in third phase of FTI (e.g. women eligible to apply should already live in the area and have graduated from secondary education). Also, their position is linked with the school to ensure sustainability.

The selection process has also been well managed: Fathers' and mothers' councils as well as supervisors first recommend potential candidates, and a committee is charged with interviewing the applicants together with staff from District Education offices (DEOs) and Governorate Education offices (GEOs).

After passing the initial interview, the selected women are trained for two to three months during the summer. Upon completion of the training, they are contracted (issued by the fathers' and mothers' councils) and are assigned to schools. Under BEDP I, the training was repeated for three years. However, the GPE Programme will provide training over two years, as is the case under FTI. The training period is for four months (90 working days) and the contract for two years. Teachers take the final exam and those who pass the exam and meet all criteria (attendance based on unannounced visits by supervisors, etc.) can be hired as civil servants. Based on the regular progress report, contracts are renewed every six months.

Currently, the annual salary of US$100 equivalent is paid in three instalments. Salaries are transferred through the post office and female teachers themselves receive the money upon presentation of a personal ID. Currently, no serious challenges have been reported regarding money transfer other than delays in making the payments. However, using a commercial bank to transfer the money could be also considered if it is geographically and logistically feasible. Under the new programme, the ministry plans to provide monthly salaries of US$145 during the contract period to 1,600 teachers, who will be contracted and trained in two groups (800 in the first group, 800 in the second group). Each cohort will need two years to complete the hiring process, which means that the total time required to complete the recruitment of 1,600 teachers will be three years (2013 and 2014 for the first group, and 2014 and 2015 for the second group.

It is currently envisaged that the MoE will take over the RFTC and fully institutionalize it; in fact, the MoE has already secured a budget for this programme. The target is to hire between 500 and 1,200 new female teachers annually. The MoF provided a budget line for this activity based on a MoU with the MoE, which was initiated by BEDP and is renewed through BEDP2. Every year, 5,000 additional posts are added for new teachers, and RFTC actually represents 32 per cent of the entire newly recruited workforce. The project will support the solid institutionalization of this RFTC programme at MoE.

2. Provide and distribute school kits in areas with high girls' dropout.

This programme is also based on the successful experience of previous FTI Programmes. Under FTI Phase 3, about 900,000 school kits (student schoolbags) were distributed. Each schoolbag contains (a bag made of fabric, 4 notebooks, 12 pencils, 2 pens, ruler, and pencil sharper). According to the Achievement report for the level of implementation of the 2010 and 2011 Annual Work Plan (shared during the seventh JAR 2012), girls' education conditions were improved in the schools that benefitted from this scheme. The objective of schoolbag distribution is to encourage enrolment especially for the girls, through reducing the cost of education to the family. Because of the high rate of poverty in Yemen and the typically large size of Yemeni families,

parents, especially in remote, rural areas are not able to cover the cost for four or six children concurrently. As a result, only some of their children attend school, while others are kept at home and in most cases these are the girls.

The Programme will distribute 35,000 schoolbags each year; the total schoolbags will be 105,000 during the three years of the. The distribution of the school kits will be through social workers and teachers in targeted schools, in coordination with fathers' and mothers' councils to ensure appropriate distribution. This activity will contribute to the MTRF objective of increasing the coverage of school kits to basic schools nationwide, from 5.4% in 2011 to 6.5% by 2015 (MTRF, chapter 4, page 49). From a structural perspective, close attention will be paid to the financial sustainability of this activity and, in particular, the willingness and the possibility for the national Budget to take this expenditure on board over the long term. This will involve close dialogue with MoE and MoF and links with the objectives of BEDP 2 to evaluate such incentive schemes with the view to enhancing sustainability and institutionalization of these interventions

Sub-Component 2.3 Promote access to school for out-of-school children (US$ 3.244 million)

This sub-component supports MTRF programme 5 (Increasing Social demand for education) and programme 1 (Strengthen school-based development).

According to the latest education survey of 2010/11 number of children at the age group 6-14 who are out of school is around 1.2 million of who 800,000 are girls. This is due to many reasons like distance to school, poor quality of education, lack of awareness, non -relevance of curriculum, poverty, need for child labour…etc. These factors in addition to early marriage, late entry to school, shortage of female teachers and co-education affect girls more severely and reduce their chances to enter school and complete basic education. Majority of those out of school girls are in rural areas.

There have been several pilots to provide education to out of school children:

1- Community based education which has been supported by the Social Fund for development in 6 governorates benefitting 1,317 girls in 48 villages grouped in 26 centres. This program provides alternative quality education to out of school children aged 8-15 in their own communities by teachers from the same villages. One of the most attractive features of this program is flexibility of curriculum, schooling hours and breaks. After two years of education graduates undertake a placement test to link them to the appropriate level in the formal system. It has been found that many of the graduates who undertook the placement test managed to score equivalence of grades 5-7 of basic education.

2- Inclusive education supported by Dubai Care in collaboration with Save the Children and local NGOs: This pilot succeeded in enabling 4200 out of school children aged 6-14 (mostly girls) in Aden and Lahj to enrol in schools. This was done through social mobilization, provision of transport for those who are far

away from school, provision of school uniforms and above all by enabling schools to receive them and provide them with needed support.

3- Non-formal education for out of school children supported by UNICEF in collaboration with NGOs and the Adult Education and Literacy Organization (AELO). This pilot has started in November 2012 in two Governorates benefitting 1400 out of school girls aged 10-16. Target for 2013 is to expand to 6 Governorates and reach 8,000 children. It is also planned to pilot interventions to reach out of school children in the catchment area of the *Advanced schools* supported by UNICEF. This will be done by enabling those schools to make linkages with the community, attract out of school children, identify their additional learning needs and provide specific education targeting children in school who have been identified as likely to be pushed out due to their poor performance or other reasons.

In addition to the above there are other pilots for out of school children like the conditional cash transfer and the school fee abolition for grades 1-9. However these pilots have not yet been evaluated to identify the strengths and lessons learnt. This sub component will therefore support a rapid evaluation of these pilots during 2013. It will also be used to support the out of school children assessment in collaboration with UNICEF. The assessment aim to answer three basic questions: Who are the OOSC and where are they? Why are the OOSC out of school? And how can the OOSC be brought to school and stay there? The assessment will support the MOE in developing national policies on out of school children to guide the Basic Education Development Strategy and all interventions.

This sub component will also support innovative solutions to reach the most disadvantaged children and ensure that they learn emphasizing the critical role of non-state actors who will be partners in the out of school initiative. The GPE component will be part of the joint Global Initiative on Out-of School Children (OOSC) launched by UNICEF and the UNESCO Institute for Statistics (UIS) in 2010 to accelerate efforts towards the goal of universal primary education by 2015. The goal of the Initiative is to achieve a breakthrough in reducing the number of out-of -school children. The Conceptual and Methodological Framework which was developed by the OOSC initiative will guide interventions supported by this component. This framework introduces a new approach for analysing the problem of OOSC through Five Dimensions of Exclusion (5DE) that capture excluded children from pre-primary to lower secondary school age across a range of disparities and degrees of exposure to education. It also supports a more systematic linkage and leveraging between three main components:
(i) profiles of excluded children capturing the complexity of the problem of OOSC in terms of magnitude, inequalities and multiple disparities around the 5DE; (ii) barriers and bottlenecks to clarify the dynamic and causal processes related to the 5DE; (iii) policies and strategies to address the 5DE-related barriers and bottlenecks within education and beyond, especially as related to social protection systems.

In addition the sub-component will finance training of the country team who will be responsible for the assessment and in financing study visits to countries with well-known experiences and programs for OOSC.

The activities for the sub-component start with an inception phase to carry out field surveys and collect data on OOSC in the 13 targeted governorates. Throughout the period of implementation, a national campaign will be carried out to raise awareness and carry out community-based activities to encourage the enrolment of OOSC. 60 new classrooms will be built to accommodate OOSC and re-enrol drop-outs, in addition to the purchase of equipment for a total of 120 classrooms. 600 teachers will be trained in methods to provide flexible education to OOSC. A scheme will be put in place to provide compensatory salaries to about 167 teachers over three years, with the objective of re-enrolling and catering for 30 000 pupils. In addition, an additional 83 teachers will be paid to provide non-formal education to 18 000 OOSC.

Annual visits by the inspection services will be carried out to the target schools, with commensurate budget to cover this. A final evaluation of the project will be carried out at the end and national workshop will take place to develop an OOSC strategy.

Sub-component 2.4 Support Adults Literacy (Cost US$ 0.547 million)

This sub-component supports directly programme 10 of MTRF. The sub-component will address the need to support adult literacy programs, successful so far. First, MoE will hire consultants to up-date its Literacy and Adult Education Strategy, as well as re-structure the institutional LEAO to be enable it to pioneer community driven initiatives so Yemen eradicate completely illiteracy among adults. The sub-component will develop a needs plan covering the 13 targeted governorates and its basic and women [sic] training centres. Activities will support 250 of these centres, through the procurement of equipment and training.

Support to education in emergency affected areas (Cost US$ 10 million, submitted separately to the main Programme)

This intervention will be implemented under a different modality, with UNICEF as Managing Entity. The budget and activities are subject to a separate request under the new GPE Accelerated Support in Emergencies and early Recovery Situations Grant. This sub-component will contribute to cover the education gap in the emergency-affected areas through improving the conditions of children's schooling. It will support teacher training and rehabilitation in 142 schools in six conflict-affected governorates, covering 50 000 school age boys and girls. The emergency sub-component is linked directly with the MTRF priority areas of Access (programme 6) and Quality (programme 3).

Component 3

Strengthening Institutional Capacity (Total cost: US$ 4.218 million)

The objective of this component is to support national capacity to effectively and efficiently manage resources to oversee the delivery of quality education services. This component includes three sub-components focusing on: (i) the deployment of EMIS; (ii) support to the supervision of schools at district levels in the 13 governorates; (iii) supporting the preparation of a full sector-wide national development plan covering the

period 2016-2025. In addition, component 3 includes the project management budget for the GPE Programme (sub-component 3.4).

The key expected outcome of the component is the strengthening of institutional capacity at all levels of education sector. It will be monitored by LEGs during annual sector reviews.

Links of Component Three with the MTRF: The third priority of the MTRF is to build the institutional capacity of MoE and its governorate and district level offices to boost their capability to provide education services of good quality and efficiency; and create an accurate and reliable database that serves as a platform for decision making, planning, monitoring and evaluation. Component three will support the following MTRF programmes (see Annex 10 for the detailed links between GPE sub-components and MTRF programmes):

- Programme four: improve management of human resources at Ministry of Education
- Programme seven: improve administration and coordination
- Programme eight: Restructuring of the Ministry and capacity building for its cabinet, governorates and district offices according to modern management tools and methodologies.

Targeted beneficiaries: Component three direct beneficiaries are the officials of MoE, PAU, governorates and district education offices. Indirectly, the entire education sector will benefit from capacity development of the GPE Programme.

Sub-Component 3.1: Education and Management Information System at local level, in Selected Governorates (Total cost: US$ 0.986 million)

BEDP has supported the development of EMIS software at the central level. The EMIS software at central level has been tested and it is expected that in 2013 three governorates will be connected to the central Ministry with about 50% functionality of the software. Full functionality in the three governorates will be assured in 2014 and the roll-out will be completed for half of all 21 governorates in 2015. The full roll-out to all governorates and to district levels will be realised in subsequent years (2016-2017) BEDP 2 is devoting 2 million USD to this roll-out. Sub-component 3.1 will contribute to this objective, by providing reinforced training for GEO and DEO staff in the targeted governorates, as well as procuring computers for 133 districts. The technical office of MoE will oversee this component through the departments of MIS and planning at MoE. Building capacity and equipping all education offices in targeted governorates and districts will enable them to plan make decisions and manage work based on more accurate data and information.

Sub-component 3.2: Quality Assurance and School Accreditation at the Local Level (Total cost: US$ 0.498 million)

The objective of this sub-component is to build the capacity of education offices in targeted governorates and districts to build and implement quality assurance and school accreditation to enhance quality at the school level. The establishment of a quality assurance and school accreditation directorate at governorate and district level

will be supported by BEDP 2 and other development partners. The sub-component will support training on quality measurement and school accreditation teams in governorates and districts, on the basis of the accreditation and quality procedural manual that will be developed in 2014 through BEDP 2. The sub-component will also contribute to quality visits at the governorate and district levels. The organisation and funding of these visits will be worked out in more detail, in order to fully support the decentralisation policy in Yemen (support to GEO and DEO) and help MoE modernise its role, from implementation to policy oversight. Finally, the sub-component includes the development of a reference guide for school management.

Sub-Component 3.3: Development of a new education strategy for 2016-2025 (Total cost: US$ 0.336 million)

The objective of this sub-component is to develop a National General Education and Literacy Program Strategy (NGELS) for the period from 2016-2025. In 2013 the Higher Council for Education will develop the National Vision of the Education Sector in Yemen, with current support from the World Bank and future support through BEDP 2. Based on the National Education Vision for Yemen (NEVY), MoE will start to develop a strategy in 2014 for all levels of education under its responsibility: pre-basic education, basic and secondary education, and literacy programme. The sub-component will support this process. It is expected that the other Ministries in charge of education will also revise or update their strategies, in line with NEVY.

Sub-component 3.4 GPE Programme Management (Total cost: US$ 2.398 million).

The purpose of this sub-component is to support and strengthen the MoE and its internal structures, including the project administration unit (PAU), to carry out fiduciary responsibility and report the project's progress in a timely and effective fashion as required by the legal and binding agreement entered into between UNICEF and GoY. The component will finance MoE and PAU's operating costs, training activities to strengthen the capacity of MoE staff in fiduciary functions and project management, audit activities, remunerations of consultants working for MoE and PAU, and workshops related to the review, monitoring and evaluation of Programme activities.

3.5 GPE Programme Outcomes and Results Framework

The Programme Development Objective (PDO) is to support the GoY to improve the equity in access and the learning environment of basic education in 13 governorates, and strengthen institutional capacity at the MoE, GEOs and DEOs.

Given the length (three years) of the operation, improvements in some outcome indicators cannot be assessed before the closing date, but successful implementation of the GPE Programme will lay the groundwork to achieve the goals envisioned for 2016. The Programme will have three components: (i) quality improvements; (ii) enrolment increase; (iii) strengthening institutional capacity, including Programme management.

PDO indicators are presented in Table 5 as follows:

- The Gender Parity Index in the 13 Targeted governorates will have improved from 0.69 to 0.72.
- The Grade 3 retention rate in the 13 Targeted governorates will have increased from 77.8% to 81%.
- The Out-of-school Rate in the 13 targeted Governorates will have decreased from 28% to 26.6% in 2015
- The system for learning assessments at basic education level will be set up and piloted have the basic requirements (curriculum and teacher training developed for early grade reading and maths and teacher application)
- The institutional capacity will be strengthened at all levels of the education sector

For the institutional capacity strengthening component, the GPE Programme will monitor the following qualitative indicators: (i) Harmonize and synchronize development partner programmes with Ministry plans and strategies; (ii) Set up an operational outline that will facilitate coordination between MoE and other Ministries, and between the central level and decentralized units with local communities; (iii) Develop an educational information system that is steady and reliable, to be used in decision making, planning and evaluation; (iv) Upgrade and improve the organizational structure of MoE and develop effective human resources. PDO and intermediate level indicators are in alignment with Core Sector Indicators, and are highly relevant to the Programme's scope and context.

The full results framework of the GPE program is presented on the following page. It includes process-related intermediate output indicators and a log-frame that presents the causal chains between inputs, outputs, process-related outcomes and outcomes for each component and sub-component.

Table 5: GPE Programme outcomes indicators

Programme Development Outcome Indicators (PDO)		**Baseline**	**YR1 2013-14**	**YR2 2014-15**	**YR3 2015-16**	**Reporting**	**Responsibility for data collection**
1	Grade 3 retention rate in the 13 targeted governorates improved	77.8%	78.8%	79.8%	81.0%	PAU progress report	MoE Database
2	System for learning assessment in place (National)	Proposed system based on existing curriculum (grade 1-6 NASS)	Review the system (grades 1-6 grade) based on new curriculum	Develop system for grades 7-8 based on new curriculum	Piloting system in grade 9	PAU progress report	MoE – Technical Office
3	Gender parity index in the 13 targeted governorates improved	0.69	0.70	0.71	0.72	PAU progress report	MoE Database Comprehensive School Survey
4	Out-of-school Rate in the 13 targeted governorates Reduced	28%	27.6%	27.2%	26.6%	PAU progress report	MoE Database
5	Governorate Performance Reports reflected in the Joint Annual Reviews	N.A	Available	Available	Available	PAU progress report	MoE. T.O

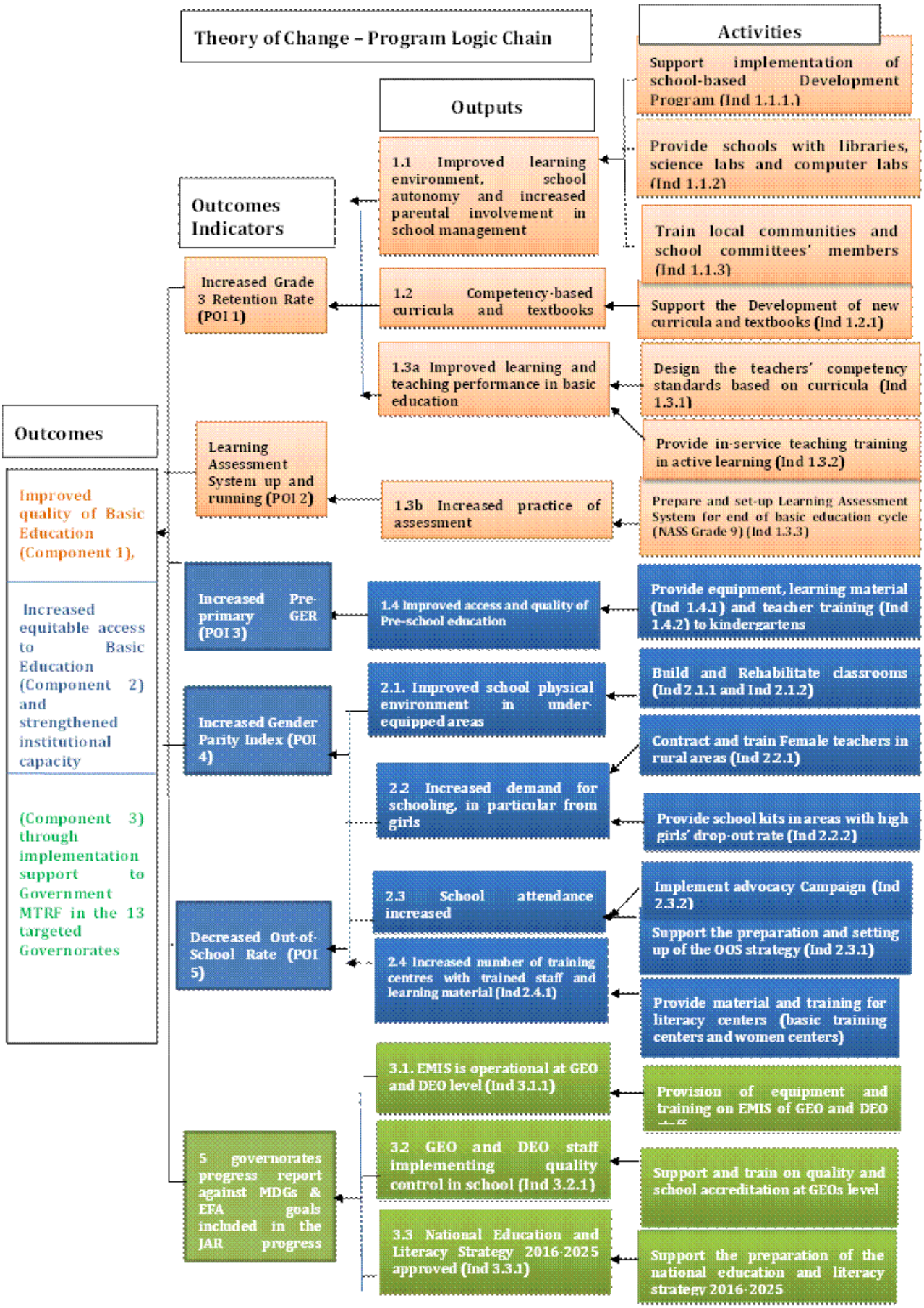
Table 6: Intermediate output indicators

		Baseline	YR1 2013-14	YR2 2014-15	YR3 2015-16	Frequency	Data Source	Responsibility for Data Collection
Intermediate Output Indicators		**Component 1. Improving the Quality of Basic Education and Enhancing Student Performance**						
1.1.1	Number of schools implementing school-based Development Program	0	420	420	420	Annual	Annual Achievement Report	MoE – General Education Sector
1.1.2	Number of schools provided with libraries, science labs and computer labs	0	0	210	420	Annual	Annual Achievement Report	MoE – Project Sector
1.1.3	Number of school committees members trained	0	0	420	840	Annual	Annual Achievement Report	MoE – Girls' Education
1.2.1	New curricula and textbooks developed for Math, science and social education in grades 2-to 6 and for Arabic language in grades 4 to 6	No	All new curricula developed	Textbooks for Math, science in Grades 2 and 3 and for social education in Grade 3 developed	All textbooks developed	Annual	Annual Achievement Report	MoE – Curriculum

1.3.1	Teachers competency standards designed based on curricula	No	No	Yes	Yes	once	Annual Achievement Report	MoE – Curriculum
1.3.2	Number of teachers trained in active learning (in-service training)	0	O	37,250	37,250	Annual	Annual Achievement Report	MoE – Training
1.3.3	National Learning Assessment System for end of basic education (NASS Grade 9) in place	No	No	Draft Evaluation instrument	Final Evaluation instrument in place	Annual	Annual Achievement Report	MoE- Technical Office and PAU
1.4.1	Number of pre-school (KG) classrooms provided with learning materials	0	0	100	200	Annual	Annual Achievement Report	MoE – Project School
1.4.2	Number of preschool (KG) teachers trained	0	0	960	960	Annual	Annual Achievement Report	MoE – Training
	Component 2. Promoting equitable access to quality education with more emphasis on girls and out-of-school children							
2.1.1	Number of new classrooms built	0	0	300	600	Annual	Annual Achievement Report	MoE –Project Sector with PWP
2.1.2	Number of schools rehabilitated	0	0	210	420	Annual	Annual Achievement Report	MoE – Project Sector with PWP

2.2.1	Number of new female teachers contracted and trained in rural areas	0	800	1,600	1,600	Annual	Annual Achievement Report	MoE –General Education
2.2.2	Number of school kits delivered for students in grades 1-6	0	35,000	70,000	105,000	Annual	Annual Achievement Report	MoE – Girls' Education
2.3.1	Advocacy Campaigns to increase enrolment implemented	No	Promotional material designed	Advocacy Campaigns Implemented with national radio and TV and in targeted districts	Advocacy Campaigns Implemented with national radio and TV and in targeted districts	Annual	Annual Achievement Report	MoE – Girls' Education
2.3.2	Out of School Children Strategy prepared	No Strategy	OOS survey completed	Draft Strategy	Final Strategy in place	Annual	Annual Achievement Report	MoE -General Education
2.4.1	Number of training centers (men and women centers) provided with learning material and staff training	0	0	250	250	Annual		MoE- Literacy Program
	Component 3. Strengthening Institutional Capacity							
3.1.1	EMIS operational at GEO and DEO level	EMIS software developed	50% of GEO and DEO of the 13	All GEO and DEO of the 13	All GEO and DEO of the 13	Annual	Annual Achievement Report	MoE - Technical Office

		and available only at central level	Governorates trained	Governorates trained	Governorates trained			
3.2.1	GEO and DEO staff implementing quality control in school	No quality and schools accreditation	All GEO and DEO of the 13 Governorates trained and 33% of implementation at school level achieved	66% of implementation achieved	100% of implementation achieved	Annual	Annual Achievement Report	MoE – Office of the Minister
3.3.1	National General Education and Literacy Program Strategy (NGELS) 2016-2025 developed and adopted	No	No	Draft Strategy	Strategy approved and adopted by MOE	Annual	Annual Achievement Report	MoE – Office of the Minister Development of the National General Education and Literacy Program is Responsibility of Technical Office at MOE


Theory of Change – Program Logic Chain
Activities
Outputs
Outcomes Indicators
Outcomes
Improved quality of Basic Education (Component 1),
Increased equitable access to Basic Education (Component 2) and strengthened institutional capacity
(Component 3) through implementation support to Government MTRF in the 13 targeted Governorates
Support implementation of school-based Development Program (Ind 1.1.1.)
Provide schools with libraries, science labs and computer labs (Ind 1.1.2)
Train local communities and school committees' members (Ind 1.1.3)
1.1 Improved learning environment, school autonomy and increased parental involvement in school management
Increased Grade 3 Retention Rate (POI 1)
1.2 Competency-based curricula and textbooks
Support the Development of new curricula and textbooks (Ind 1.2.1)
1.3a Improved learning and teaching performance in basic education
Design the teachers' competency standards based on curricula (Ind 1.3.1)
Provide in-service teaching training in active learning (Ind 1.3.2)
Learning Assessment System up and running (POI 2)
1.3b Increased practice of assessment
Prepare and set-up Learning Assessment System for end of basic education cycle (NASS Grade 9) (Ind 1.3.3)
Increased Pre-primary GER (POI 3)
1.4 Improved access and quality of Pre-school education
Provide equipment, learning material (Ind 1.4.1) and teacher training (Ind 1.4.2) to kindergartens
Increased Gender Parity Index (POI 4)
2.1. Improved school physical environment in under-equipped areas
Build and Rehabilitate classrooms (Ind 2.1.1 and Ind 2.1.2)
Contract and train Female teachers in rural areas (Ind 2.2.1)
2.2 Increased demand for schooling, in particular from girls
Provide school kits in areas with high girls' drop-out rate (Ind 2.2.2)
Decreased Out-of-School Rate (POI 5)
2.3 School attendance increased
Implement advocacy Campaign (Ind 2.3.2)
Support the preparation and setting up of the OOS strategy (Ind 2.3.1)
2.4 Increased number of training centres with trained staff and learning material (Ind 2.4.1)
Provide material and training for literacy centers (basic training centers and women centers)
3.1. EMIS is operational at GEO and DEO level (Ind 3.1.1)
Provision of equipment and training on EMIS of GEO and DEO
5 governorates progress report against MDGs & EFA goals included in the JAR progress
3.2 GEO and DEO staff implementing quality control in school (Ind 3.2.1)
Support and train on quality and school accreditation at GEOs level
3.3 National Education and Literacy Strategy 2016-2025 approved (Ind 3.3.1)
Support the preparation of the national education and literacy strategy 2016-2025

4 FINANCIAL ANALYSIS

This chapter addresses the fiscal context and government policies, and resources that are available for the Education Sector in general, and basic, pre-school and literacy and adult education in particular. The chapter shows the substantial funding shortfall within the education sector, compared to Yemen's needed resources to reach EFA goals. The GPE funding will not close fully the MoE's budget gap, and will expectedly have more impact in the targeted areas. However, the GPE Programme is designed in such way that it will have a catalytic effect for education reforms nationwide by i) Proposing national policies such as for school based management, teacher training, quality assurance, civil works, etc. ii) Strengthening institutional capacities not only at the central but also of the education offices in the targeted governorates and districts and iii) by potentially leveraging resources of the Friends of Yemen that could be made available for education.

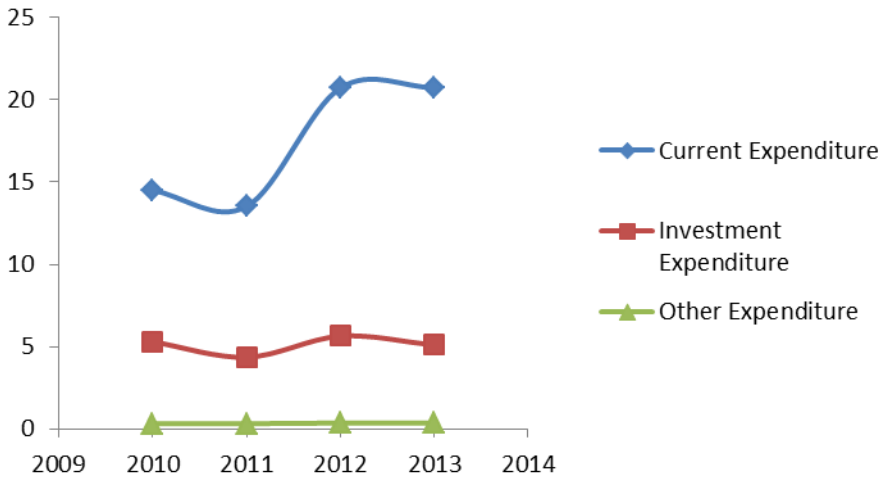
4.1 Fiscal Context and Government Policies

Despite its significant demographic and geographic challenges and limited capacities, Yemen has performed well in expanding coverage of formal education opportunities. NBEDS, approved by the Cabinet of Ministers in 2003, aims to increase enrolment in basic education, particularly for girls and in rural areas, to reach 95 per cent of 6-14 year olds by 2015. Based on the NBEDS principles, and recognizing the financing gap facing the achievement of universal primary completion by 2015, the Government prepared a Credible Plan in 2002, which led Yemen to be selected in the first group of 10 countries to receive financing from the EFA FTI Catalytic Fund (recently renamed GPE). The MoE pioneered the articulation of a Medium Term Results Framework (MTRF, 2006) and a Medium-Term Expenditure Framework (MTEF, 2007). They aimed to further operationalize the NBEDS by translating the long-term goals into annual budgeted action plans. In 2011, the second MTRF for 2011-2015 was developed to provide the roadmap to the attainment of the NBEDS goals but due to the political unrest the country experienced, the MTRF was delayed until 2012. In November 2012 the MTRF was developed for the period 2013-2015.

The political unrest in 2011 has had various negative impacts in Yemen, via a sharp contraction of economic activities, a deteriorated macroeconomic environment and decreased public revenue collection. A deterioration in the delivery of education services includes: (i) damage to and occupation of school buildings; (ii) inaccessibility of some schools due to insecurity; (iii) increased absenteeism of teachers and administrative staff; (iv) failure to complete the curricula reform in 2010/11 school year; and (v) delays in the delivery of school buildings, equipment and materials. Overall institutional capacity of MoE was affected due to conflict generated disruptions and severe budget constraints.

4.2 Resources of the Education Sector

The Government spending on education is overall on an increasing trend for the period 2010-2013 (graph 1). The decline in 2011 due to the political unrest is recuperated in the budget of successive years. More than 70 per cent of the budget is devoted to recurrent expenditures, mainly wages and salaries.

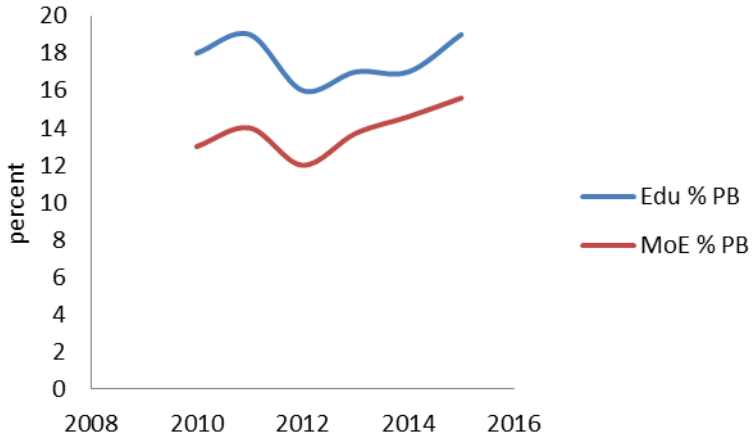


Graph 1 Government Spending In Education In Billion Yemeni Riyal, by Type of Expenditure, During 2010- 2011 And Plans For 2012-2013 (Source MOE)

Despite recent sharp drops in the public revenue collection at the times of global financial crisis in 2009 and political turmoil in 2011, GoY still protected the education expenditure, which reached 19 per cent of Government Public Budget in 2011.

Graph 2 illustrates a forecast of the education sector budget against the Government public budget (PB) for 2010- 2015. Education accounts for a large share of the PB, the third highest directly after defence and security.

There was a decline in Government spending on education in 2012, attributed to the fact that the Government was giving more attention to spending on security. In 2013 and 2014 the Government planned to increase its spending on education. Expenditure on MoE (excluding Higher Education and TEVT) also fluctuated between 13 per cent in 2010 to 14.6 per cent in 2014, with a decline reported in 2012 (12 per cent).



Graph 2 Public Budget Spent For Education In General And By MoE during 2009 - 2015

4.3 Distribution of spending by education level and unit costs analysis

More than 75 per cent of the education budget is allocated to basic and secondary education, which are both managed by MoE - the largest ministry in terms of administrative staff and

employment. This is as a result of the large number of schools, students and teachers at this level compared to higher education and TEVT centres, which are managed by other ministries.

In 2011 the share of the basic education out of the Ministry of education budget was more than 87 per cent, the share of the pre-school education was 0.6 per cent and the share of literacy & adult education was more than 0.15 per cent (MoE, 2012. MTRF 2013-2015).The high share of basic education is attributed to the fact that the number of students, teachers and administrative staff in this stage is very high compared to other types of education (see table and figure below).

Table 5: Students In Pre-Primary, Basic, Secondary & Literacy and Adult Education In 2010-2011

Type of Education	Number of students	% of the students against the total	Percent of budget spent per level, against the total
Pre-primary	30,137	0.006	0.6
Basic Education	4,656,390	85.3	87
Secondary Education	615,591	11.3	12
Literacy Education	159,740	0.03	0.15
Total	4,846,249		

Source: JAR Progress Report 2012 and MoE

4.4 Analysis of the Funding Gap

The MTRF simulated two scenarios by 2015: the status quo scenario and the reform scenario. The first scenario will happen if no changes and strategic reforms are introduced, while the second scenario is based on reform policies aimed at improving the efficiency of the education system. With its limited resources, MoE can reach the EFA goals only if the effective and strategic reforms are based on the reform scenario. MoE sets its education plan based on the ten MTRF programmes as follows (i) School-based development. (ii) Curriculum Improvement (iii) Improved performance of teaching and school administration staff, and principals and inspectors (iv) Improved human resources management at MoE (v) Increased social demand for education (vi) Improved school facilitates and infrastructure (vii) Improved Administration and Coordination. (viii) Restructuring of the Ministry and capacity building at central, governorates and district levels. (ix) Developing the pre-school education level and (x) Focus on literacy and adult education. The budget share of each of the MTRF programmes prepared by the MoE for 2013- 2015 is shown in the table below.

Table 6: MTRF estimate cost per program (In Thousands US$)

Programme	Budget in thousand US$			
	2013	**2014**	**2015**	**2103-2015**
1 School-based development	43,341	54,327	67,322	164,990
2 Educational Curricula Development	86,769	97,815	109,903	294,487
3 Develop performance of teachers, mentors and school administration staff, and inspectors	759414	770394	831404	2361215
4 Human resources management Improvement	6,274	4,374	4,374	15,023
5 Increasing social demand for education	90,666	107,286	125,496	323,448
6 Improving School Facilities and Infrastructure	206,577	238,232	205,981	650,790
7 Improving Planning, Implementing, Monitoring, and Evaluation of Educational Services	2,289	2,633	3,028	7,950
8 Completing the Restructuring of the Ministry and Developing Capacities of MoE,, governorate, and district levels	6,445	6,678	7,085	20,208
Sub Total of Basic Education (Sum programmes 1-8)	**1,201,776**	**1,281,739**	**1,354,596**	**3,838,111**
9 Pre-school programme	20,695	23,225	25,938	69,858
10 Literacy programme	9,318	9,862	10,297	29,477
Total costs of all programmes	1,231,789	1,314,826	1,390,831	3,937,446

Source: MoE (2012). MTRF 2013-2015

The cost of implementing all programs of the MTRF for the period 2013-2015 is US$ 3,937 million. Most of the funding is needed at basic education where the cost for achieving the MTRF targets was projected at US$ 3,838 million. Pre-school education share is projected at US$ 69.9 million and Literacy and Adult Education at 29.5 million USD.

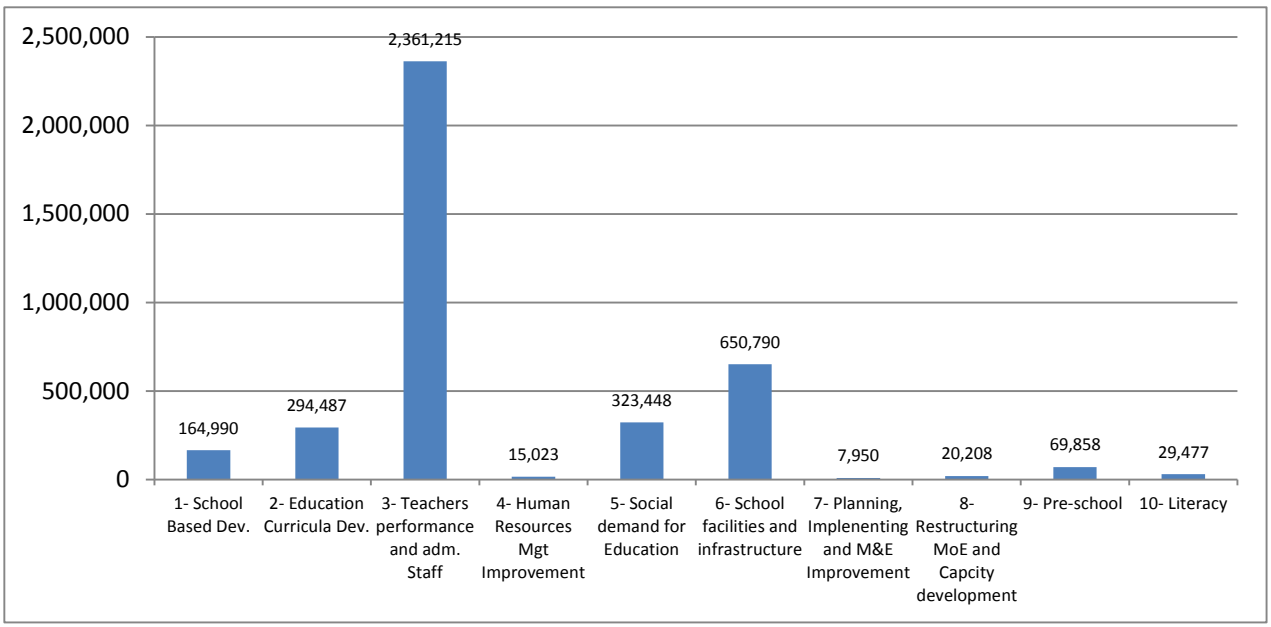


Figure 5 MTRF Allocation per programme budget in 000 US$ '13-'15

The highest cost is in programme three, linked with the need to cover teacher and administrative staff salaries. Programme six comes in second place, as it relates to infrastructure and school facilities, which need to be improved and also expanded.

It is important to calculate the financial gap between the available resources and projected resources available for GoY to cover the education programmes. In this context, available resources represent the allocated MoE budget which includes support received from development partners.

The available resources have been calculated for MoE according to the estimations that have been issued by MoF for 2013- 2015. Tables 9 and 10 show the required and available resources and the corresponding funding gap for basic education, pre-school education and literacy and adult education.

Table 7 Required Vs. Available Resources for Achieving Basic Education, Pre-School Education and Literacy & Adult Education Results of MTRF (000 US$)

Type of Education	Resources	2013	2014	2015	2013-2015
Basic Education	Required Resources	1,201,776	1,281,739	1,354,596	3,838,111
	Available Resources	1,122,235	1,143,890	1,201,084	3,467,209
	Funding Gap	-79,541	-137,849	-153,512	-370,902
Pre-school Education	Required Resources	20,695	23,225	25,938	69,858
	Available Resources (Private Sector)	5,259	5,944	6,675	17,878
	Available Resources MoE	9,413	11,040	12,667	33,120
	Total Available Resources	14,672	16,984	19,342	50,998
	Funding Gap	-6,023	-6,241	-6,596	-18,860
Literacy & Adult Education	Required Resources	9,318	9,862	10,297	29,477
	Available Resources	3,277	3,294	3,294	9,865
	Funding Gap	-6,041	-6,568	-7,003	-19,612
Total Funding Gap		-91,605	-150,658	-167111	-409,374

The financial gap is estimated at US$ 409 million. Table 7 (above) indicates that the financial resources needed for basic education are US$3,838 million, of which US$ 3,467 million will be made available by Government and Development Partners. For pre-school education the MTRF envisages the need for financial resources of US$ 70 million, of which US$ 51 million will be made available by the Government, Development partners and the private sector for the period 2013-2015, leaving a financial gap of US$ 19 million. For Literacy and Adult Education, the resource envelope available to implement the MTRF is US$ 10 million while the required resources are US$29 million, leaving a funding gap of US$ 19.6 million.

Funding gaps are planned to be reduced through ensuring higher funds are allocated for each educational level in the national Government budget, and by raising the level of support received from development partners for education, through advocacy. The results of this effort at additional resource mobilisation will be assessed in May/June, at the time of the budget ceiling circular produced by MoF. By the end of the current financial year, a fully operational plan for the period 2014-2016 will be elaborated, based on predictable resource ceilings (without a funding gap).

Between 2008 and 2012, development partner financing accounted for between 2.3 per cent and 5.6 per cent of the total Government education expenditure (table below). The financing trend shows that there is still a large gap between the financing gap as described in the MTRF and the trend of development partner support during the past five years.

Table 8 Trend of Government and Donor Financing In Million US$

Source of financing	Budget according to source of financing and year in million US$				
	2008[6]	**2009**	**2010**	**2011**	**2012**
Government Financing	1,129.2	1,137.2	1,043.6	1,098.9	1,412.0
DP Financing	26.4	41.3	28.3	61.1	45.0
Total Financing	1,155.6	1,178.5	1,071.9	1,160.0	1,457.0
DP Financing in per cent	2.3	3.5	2.6	5.6	3.2

Source: MoE

The lack of security associated with the unrest, also had an impact on the presence of expatriate staff and consequently caused delays to project implementation related to the foreign aid.

4.5 The financial impact of the GPE and Sustainability

The proposed GPE will support the government's MTRF by providing US$ 82.6 million from 2013 to 2015. **The proposed amount will cover 20 per cent of the financing gap needed to support full implementation of the MTRF.** The funding gap for Secondary Education, is estimated US$ 52 million for the three years.

Whilst this is a relatively modest proportion of the gap, the catalytic nature of the priorities against which the proposed GPE Programme will be implemented are such that the effect is expected to significantly advance the Government's education programme, out of proportion to the size of the fund itself.

[6] : Years 2008 – 2009 are actuals while 2010 – 2012 are budget/commitment.

The use of the GPE funding is determined in line with the MTRF programme's focus. Out of the 10 programmes outlined in the MTRF, the GPE proposal seeks to provide financially for those that have the largest shortfall, such as teachers development, school facilities and infrastructure development, increasing social demand for education, and the institutional building and capacity development of MoE at central, governorate, and district and school level. The GPE funding will seek to be instrumental and play a catalytic role to leverage resources from other bilateral or multilaterals, as well as to increase efficiency of use of existing education resources provided by the Government budget.

The proposed activities under GPE funding are expected to create momentum in the recruitment of female teachers, better education service delivery, coordination between central and local level, increasing visibility and efficiency of education governance at the local level and thus overall efficiency in delivering education services to the most deprived districts in the country. Application of the female teachers contracting scheme, and school based development are expected to create a higher allocation of operational budget to schools, which from 2013-2015 will be covered by the GPE funding. In order to ensure sustainability of such interventions beyond 2015, MoE will sign an MoU with MoF and MoSC to include the additional female teachers as civil servants, ensure that the teachers' salaries are covered, and school budgets are secured.

The GPE Programme focuses geographically on the fragile areas or conflict affected areas. The security situation in a number of targeted governorates such as Abyan, Al-Dhale'e, Mareb and Al-Jawf is concerning. To increase the level of implementation of the GPE in the targeted governorates it will focus on the involvement of the local leaders at the community level, among teachers, students and within girls' schools. A participatory, community-based approach will lead to more accountability at local level, to ensure efficiency of use of the GPE resources.

MoE and the LEG recognize that doing business in Yemen is expensive. This is largely due to logistical constraints related to the geography of the country, the unusually high number of settlements for the size of the population and both the generalized and inequitable poverty. In addition are the recent developments with growing militancy in different parts of the country, whilst this doesn't prohibit Programme implementation, it increases the cost of working as additional security costs are involved. The concept of 'value for money' needs to be high on the agenda of both MoE and the supervising entity throughout the implementation of this Programme in spite of the recognition of these higher-than-average costs.

5 IMPLEMENTATION ARRANGEMENTS

This chapter describes GoY, LEG, CA, and SE arrangements for implementation of the GPE-supported Programme. It also includes the financial arrangements, and flow of funds.

The MoE will implement the GPE Programme, working where required with other ministries within GoY (in particular the Prime Minister's Office, MoF, Ministry of Civil Service, MoPIC, and the Ministry of Local Authority). GoY will implement the GPE-supported Programme using the existing GoY systems and with additional support (including extra capacity provided through the GPE grant and mentoring provided by the SE and other development partners). UNICEF will serve as SE and will deploy the resources of its office in Yemen, of its Regional Office for the Middle East and North Africa (headquartered in Amman), and of its New York Headquarters. GIZ, through its representatives in Sana'a, will serve as CA.

MoE will approach the GPE-supported Programme as an element of the Education Sector Plan, or so-called MTRF (Ministry of Education, 2012). The GPE-supported Programme implementation arrangements will follow as much as possible the arrangements already made by GoY for implementation of MTRF, and will take stock of the arrangements made and capacities developed by MoE to implement other donor-supported programmes before and during 2013-2015. The GPE-supported Programme implementation arrangements will make every effort to capture efficiencies and minimize transaction costs in planning and implementation, and lessen possible administrative burden and transaction cost for MoE staff and the staff of other GoY ministries.

5.1 GoY and MoE Arrangements for Implementation of MTRF

This section describes the GoY and MoE arrangements for an effective MTRF planning, implementation and monitoring and evaluation to provide the context within which the GoY will implement the GPE-supported Programme. It will discuss the coordination mechanisms of implementation including: annual planning processes; alignment of development partners with the MTRF and MoE plans; coordination of MoE with other ministries and government educational agencies; and coordination with the offices of education in governorates and districts.

MoE Implementation Mechanisms for MTRF implementation

The MoE is accountable for planning, implementing, and monitoring and evaluating the MTRF, operating as a stand-alone ministry and also in partnership with other entities of GoY and in the private sector. Several line ministries, and other public institutions at regional and local level, including schools, donors and NGOs, also contribute to education outcomes, under the leadership and coordination of MoE. Coordination of those activities comes through the following mechanisms and processes:

- Preparation of MoE single Annual Work Plans (AWP);
- Harmonization and alignment of the support provided by development partners and the civil society organizations within the framework of the medium-term results;

- Coordination of all ministries in their activities related to general education;
- Coordination with the offices of education in the governorates and districts in order to integrate MTRF into respective local annual plans and other working modalities.

The implementation of the MTRF requires all MoE departments to translate the objectives, expected results, and activities into one annual plan document and process, by all MoE departments (see Annex 3 MoE organogram). One single planning process helps MoE to avoid an isolated department-based or donor-funded-programme based managerial structure, to allow conversion and links between each other's activities and objectives as set out in the MTRF, ensuring focused MTRF implementation, somewhat reduced transaction costs, more efficient monitoring and evaluation, and easier reporting.
MoE has established a dedicated professional team, called the Technical Office, tasked to prepare and follow up on MoE's annual plan. This team works closely with MoE departments to ensure proper sequencing, and budgeting of activities. It also seeks feed-back from the development partners to make sure that the Annual Plan can be further improved even before it is approved by the Council of Deputies. Its role is also to work closely with all partners in education for the Joint Annual Reviews of the sector.

Inter – ministerial coordination mechanisms for MTRF implementation

Inter-ministerial mechanisms are needed to facilitate the discussion between the MoE and Ministries of Local Authorization, Finance, Planning and International Cooperation, and Civil Services on educational issues. These mechanisms are described extensively in the MTRF document, and are summarized briefly below.

MoE cooperates with the Ministry of Finance (MoF) in order to address issues that affect financing of education, and connection of the education plans with the budgets approved by MoF. More specifically this partnership seeks to: (i) establish mechanisms to pay operational funds directly to schools, along with approved expenditure lines, spending procedures, auditing methods, and financial management standards for schools; (ii) increase the current, non-wages MoE budget to fund education quality improvements; (iii) agree on a manual for planning MoE's yearly and mid-term budget; (iv) agree on a formal education budget preparation process involving other related ministries such as the MoLA; (v) agree on the expected outcomes of investment in education facilities; (vi) agreeing on criteria for financing of the contingency plans; and (vii) incorporate donor funds into the same financing plan for education subsectors.

MoE cooperates with Ministry of Civil Services (MoCS) in order to address issues related to the selection, distribution, management, and motivation of teachers and other education personnel. MoE will seek an agreement with MoCS regarding: (i) setting additional standards for selection and employment of teachers; (ii) setting up a performance-based evaluation for teachers; (iii) adopting a system for encouraging teachers, particularly female teachers, to work in rural areas; and (iv) enabling implementation of the Prime Minister's decree No. 167 of 2006, which links teachers' posts to particular schools.

MoE cooperates with Ministry of Planning and International Cooperation (MoPIC) to ensure convergence of general education plans and strategies with Yemen's poverty reduction plans including the current transitional plan, and link education outcomes with economic outcomes of the country.

MoE will cooperate with Prime Minister's Office, together with development partners to support GoY efforts to adopt general and public policies that orient governmental and non-governmental organizations towards development issues and subsequent interventions and programmes with clear education outcomes. Development issues to be promoted should include: (i) family planning, and its benefits for children, families, and society; (ii) promotion of the importance of education and especially for women and girls; and (iii) awareness-raising on disadvantages of underage marriage, and the associated legislation for a minimum age for marriage.

MoE cooperates with Ministry of Local Authority (MoLA) to ensure that: (i) integration of the National Basic Education Strategy (BEdS) and MTRF in the framework of the local planning is coordinated by MoLA; (ii) guidelines to support the decentralized educational planning process between the two ministries are developed; (iii) coordination guidelines are developed between MoE, MoLA and MoF, MoPIC, and Civil Services as well as the Social Fund for Development, Public Construction Works, and Social Welfare Fund for the overall planning and financing of education, especially on the field of teachers training and contracting, and development infrastructure; (iv) MoE's educational policies in supervising, and reviewing the educational activities conducted by the Social Fund for Development, and Public Works Project are implemented; and (v) Monitoring and evaluation processes of the MoLA are incorporated into the MoE educational information system to avoid duplication of reporting.

Coordination between MoE and governorate and district offices at local level

Local authorities are responsible for preparing, budgeting, and monitoring of their Annual Work Plans at district and governorate levels. Plans and budgets are prepared at the district level by the District Education Office. Subsequently, District Plans are sent to the governorate office to be integrated into one governorate plan, prepared by the Governorate Education Office. Finally, governorate plans are sent to MoLA, which then forwards them to MoF to be incorporated into the overall national budget, after approval by the Cabinet.

The MoE builds the capacity of the local structures, in order to enable effective analysis of educational issues and development of annual and medium-term plans, aligned with the MTRF. As a general rule of planning, different governorate indicators are compared to national benchmark figures to identify governorate priorities to be incorporated into each governorate plan. Governorates with higher than national average rates in enrolment will be more focused on improving the quality of education, while governorates with lower than

national average rates in enrolment will focus on increasing such rates with an emphasis on gender. MoE will prepare a planning manual on how to link the district and governorate plan to the MTRF, and will train small teams at the governorate levels on planning, monitoring, and evaluation techniques.

Management Arrangements within the MoE

In 2005, the MoE established a PAU within the Ministry, with responsibility to provide financial management services exclusively for education projects funded by the World Bank, all of which projects operate under World Bank regulations and rules (as opposed to GoY regulations and rules).
According to assessments made by MoE and the World Bank, overall, the PAU has been performing well. The stakeholders agree, however that the PAU operates too independently within MoU and needs further integration into the MoE; there is also a weakness in consultancy contracting, such as developing terms of reference (which lead to delays in implementation of World Bank-funded projects); and some areas of financial management need strengthening.

5.2 GoY and MoE Administrative Arrangements for GPE Programme Implementation

General

MoE will implement the GPE-supported Programme, working where required with other ministries within GoY (in particular the Prime Minister's Office, MoF, MoCS, MoPIC, and MoLA). MoE will implement the GPE-supported Programme using the existing GoY systems and with additional support (including extra capacity provided through the GPE grant and mentoring provided by the SE and other development partners). All financial management, staff appointment and engagement of consultants, and all procurement for implementation of the GPE-supported Programme will be undertaken in accordance with the relevant national law, regulations, and rules of GoY.

Supervision and Coordination; Implementation; Monitoring and Evaluation

As was the case with implementation of the previous FTI grants, of the on-going BEDP 1 and SEDGAP, and of the planned BEDP 2 (which was approved by the Bank Board of Executive Directors on February 14th and signed by the Government on February 27th), the GPE-supported Programme will operate under the overall supervision, guidance and oversight of an Inter-ministerial Steering Committee (IMSC), chaired by the Minister of Education and comprising representatives of the above-mentioned ministries. Regular monthly management meetings between MoE (including MoE's PAU) and concerned development partners to review progress made to date, will assess progress and resolve issues if any. The SE and CA will attend these meetings as observers and be available to offer guidance and comments as requested.

In addition, the general planning, monitoring and evaluation activities for the GPE-supported Programme will be the responsibility of MoE's Technical Office. The coordination of GPE-supported Programme implementation at national level will be ensured by dedicated public officials in MoE's Technical Office who will serve as focal points for the GPE-supported Programme, and who will be assigned the role of the

coordinators for issues concerning more than one MoE directorate.

Moreover, the central GEOs in governorates where the GPE-supported Programme is implemented will provide coordination at governorate and district level. GEOs and DEOs will receive support from MoE Technical Office focal points, and the other implementation structures that are described below.

Role of MoE's PAU

GPE-supported Programme implementation will be aligned with implementation arrangements that have worked effectively for the implementation of existing and previous World Bank-funded operations, such as SEDGAP (World Bank, 2008), BEDP 1 (World Bank, 2006), and Phase III of the FTI Grant (World Bank, 2008).

In particular, MoE will designate MoE's PAU to be responsible for financial management services for the GPE-supported Programme - other than civil works activities, extension and rehabilitation of classrooms, and procurement of furniture and equipment of schools under component two, which, in line with standard accountabilities within GoY, will be the responsibility of the Project Management Unit (PMU) of the Public Works Project (PWP) of MOPIC. The existing Memorandum of Understanding for SEDGAP and BEDP 2 between MoE and MoPIC (PWP) – put in place for the World Bank-funded SEDGAP and the newly approved BEDP 2 – will be amended to include the GPE-supported Programme.

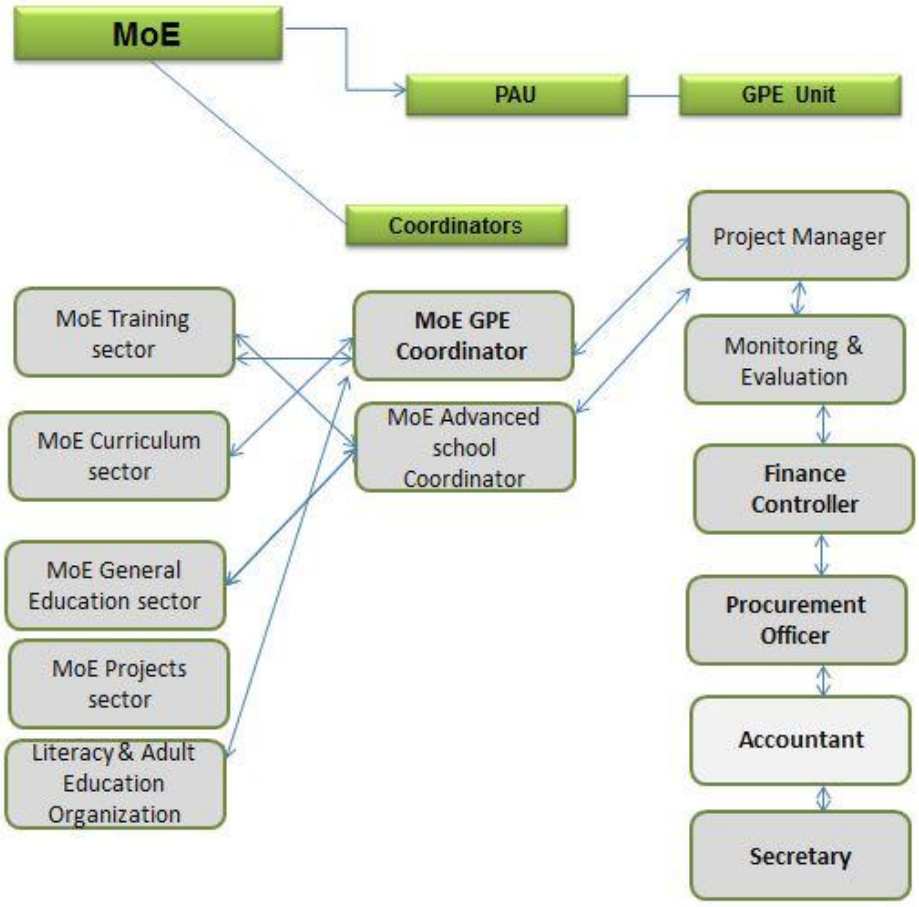
Recalling the assessment of areas where MoE could strengthen the PAU and thus improve performance and improve its ability to assist GoY in achieving its development priorities, MoE will use the GPE Programme as an opportunity to make certain management improvements in the PAU, as follows:

- Through component 3 of the GPE Programme, there will be significantly strengthened administrative capacities in MoE so that starting in January 2016, financial management, procurement, as well as specific GPE related planning and reporting tasks, will be mainstreamed within MoE. In the meantime, (i) clear assignment of roles and responsibilities of MoE staff (PAU and mainstream MoE staff) and effective coordination measures will be set out in a GPE Programme Operational Manual (to be released by MoE no later than 1 July 2013); and (ii) the GPE Programme focal point(s) in the MoE's Technical Office will ensure proper coordination between MoE's PAU and other components of MoE, and with entities external to MoE. The GPE Programme Operational Manual will also address financial management issues identified as present weaknesses with MoE's PAU.
- MoE will provide increased training for all relevant MoE officials (including those assigned to the PAU) in national laws, regulations and procedures for procurement and consultant contracting, and development of contracts including proper Terms of Reference and statements of deliverables.
- MoE will establish a GPE-supported Programme sub-unit within the PAU, under the supervision of the PAU Director, dedicated to GPE-supported Programme related administrative and fiduciary tasks. This sub-unit will perform the PAU's designated roles in connection with the GPE-supported Programme and otherwise ensure MoE's compliance with its obligations under the relevant agreements related to the GPE-supported Programme. The sub-unit will work closely with other staff at the

PAU to optimise synergy with other donor funded programmes financed through the PAU as well as transfer the capacity knowledge and use of GoY systems (which will be applied to the GPE grant) to other grants financed through the PAU (where applicable and agreed by the donor) to allow mainstreaming of GPE and other grants.

As part of the process of capacity development and principle of using and strengthening national systems, the PAU sub-unit, consisting of staff/consultants newly recruited or identified and trained from existing Government staff (in either case, using the GPE funds), will use (and inform improvements on) the GoY/MoE standard processes. As noted, MoE will establish a capacity development plan for MoE (including the PAU) to build capacity within the MoE and ensure effective and efficient discharge of the PAU's responsibilities with regard to the GPE-supported Programme and to ensure that MoE meets its commitment to fully mainstream administration of the GPE-supported Programme within MoE. UNICEF will work with MoE to review the existing capacities and systems of MoE (including the PAU) and, subject to mobilizing sufficient donor funding, will fund capacity strengthening and training for MoE (including the PAU) in accordance with the Programme.

Organisation chart for PAU and MoE management of the Programme:



5.3 Monitoring and Evaluation

Past and current national reforms have focussed on building capacity around two key functions in education monitoring and evaluation: (i) the consolidation of resource allocation for the sector under one single planning and reporting mechanism, based on the medium term expenditure framework (MTEF) and the (multi)Annual Work Plan (AWP); and (ii) the consolidation of statistical information on education results and outcomes through the Education Management Information System (EMIS). Much of the overall framework and principles of these two functions have been designed and constitute clear strengths on which to capitalise.

The Annual Work Plan was introduced in 2007 to support greater transparency in the planning, monitoring, evaluation and reporting on consolidated resource allocation for the (sub)sector. The AWP is the result of an understating with the Ministry of Finance (MoF) to develop an approach to budgeting and planning in relation to expected outputs and results (results-based planning and budgeting). Resource allocation in the AWP is based on clear budget ceilings provided by MoF:

The AWP provides the annual implementation plan and budget based on the MoF budget ceiling. It provides one consistent foundation for implementation of all the outcomes defined for access, quality and institutional capacity. The AWP coordinates all implementation to achieve outcomes and the basis for all alignment [of] *all stakeholders to sector results and outcomes (only one official implementation plan).*[7]

The AWP has been consolidated in the intervening years, providing vital inputs for monitoring and evaluation. A consolidated report of each AWP is presented and discussed in the Joint Annual Reviews (JAR). Despite the political and social crisis that occurred in 2011, MoE was able to present consolidated data on execution of the 2011 AWP at the last JAR held in October 2012. This consolidated data covers the national Budget and funding from all the major development partners' projects. This mechanism for the monitoring and evaluation of resource allocation is regularly reviewed in the JARs, with recommendations for its improvement. This includes the need to reinforce the financial and costing elements of the mechanism. Both the GPE-funded Programme and BEDP 2 have strong capacity building components to support this.

Likewise, the provision of statistical information on the state of the education sector has undergone major improvements over the last years, with strong support from Development Partners. The General Directorate of Statistics and Planning is now able to consolidate all educational statistical data in an annual statistics book, in a timely manner in order to provide relevant information for decision-makers and the budgeting process. Further improvements are planned for EMIS, notably its computerised roll-out in all governorates in order to strengthen the compilation and analysis of data at that level and increase the autonomy and capacity for the management of the education system at the decentralised level.

[7] MTEF – Allocation of Resources to achieve Education Outcomes in Yemen 2007-2011(MoE, 2007). This document was presented at the May 2007 Joint Annual Review.

The GPE Programme will take full advantage of the national monitoring and evaluation framework and contribute to its improvement through the following measures:

- The activities and budgets of the Programme components will be fully aligned on the AWP framework, providing comprehensive annual planning and financial reporting on that basis. This will be consolidated with all funding sources, both domestic and external.
- The Programme will build capacity in the areas of planning, budgeting and reporting through component 3 (strengthening of institutional capacity). This will be reinforced through the policy dialogue on financial management, carried out through the Local Education Group and involving all key institutional stakeholders, including the Ministry of Finance (see box below on the structural importance of improving planning, budgeting and reporting).
- Supporting the decentralised management of EMIS and its computerised roll-out in all governorates, in close collaboration with other DPs and BEDP 2 in particular (cf. Sub-component 3.1).

In addition to these measures, the GPE Programme has a strong sub-component on building capacity for greater autonomy for the management of education at school levels, with commensurate capacities in local monitoring and evaluation. Sub-component 1.1 (School-based development) will strengthen the ability of school management and local communities to monitor performance and to act on measures to improve on performance. This will include direct action through the school capitation grant system and indirect action, by pressing their local governments for improved service delivery. If this approach proves successful and financially sustainable, it can provide a blueprint for a nation-wide extension after 2016.

The importance of strengthening (multi)annual planning, budgeting and reporting

The consolidation of resource allocation and reporting around one single framework is structurally important for the sector and MoE. It paves the way for the following reform processes:

- Increase the transparency of resource allocation (for all stakeholders)
- Increase operational alignment of external aid and therefore improved coordination and greater efficiency of aid
- Develop greater trust between MoF and MoE, and across all key institutional stakeholders
- Develop MoE's capacity in modernising its mandate, from traditional implementation to policy and operational oversight and support
- Prepare the ground for structural reforms that will allow progressively greater autonomy and responsibility across spending units from central to local levels (if MoF has greater trust, it is more likely to encourage this)

Measures to be carried out over the next 12 months

In order to fully prepare for the integration of the Programme components and budgets in a fully transparent planning, monitoring and evaluation framework the SE will work with its national and international partners on two key aspects: (i) the consolidation of all resources in an operation plan for 2014-2016; and (ii) the setting up of mechanisms at the PAU in order to be able to provide regular financial reports bases on the same operational plan.

By the end of the year, and in preparation of the GPE Programme, the Supervising Entity and Coordinating Agency will support MoE in the production of a consolidated operational plan for the period 2014-2016. This will be based on the AWP format and include resources from the national Budget and from the major development partners. In coordination with MoE and MoF, the classification of the AWP may be improved in order to better reflect the key components and inputs of the sector (access, quality, institutional set-up around key spending units) and the capacity of MoE to monitor and consolidate reporting on resource execution in a timely manner. The AWP format will include an improved *bridging table*, which will allow automatic conversion between the national Budget (*line item* or *Budget* classification) and the AWP format. The operational plan for 2014-2016 will provide more timely transparency on resource allocation, including planned GPE resources in relation to other sources of funding. This is vital in terms of Programme relevance, coordination and the improved efficiency of aid, as pointed out in the QAR II report. The operation plan will be based on actual programmed resource allocations, without a funding gap.

The AWP classification will be reflected in the analytical accounting used by PAU's accounting software for the GPE-funded Programme. The PAU will include the same classification for BEDP 2 accounting. This will allow PAU to automatically produce financial reports in line with AWP classification through printouts from the accounting software. MoE will be able to consolidate these financial reports with the national Budget, providing an overview and regular consolidated financial reporting of a sizeable part of sub-sector/MTRF funding. Other development partner contributions will need to be consolidated in to the AWP format manually, as this currently occurs with the reporting based on AWP. The LEG will ensure that all DPs comply with this in a timely manner, thereby facilitating the task of consolidation by MoE.

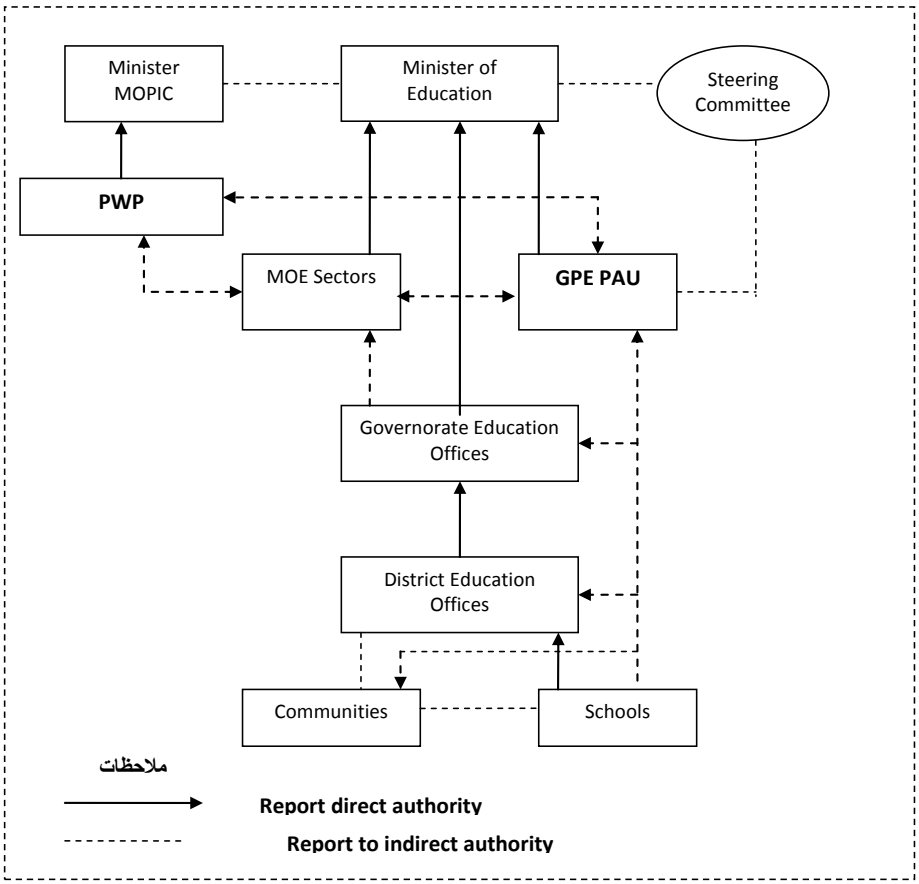
Additional operational measures for the regular monitoring of GPE Programme implementation

Follow up to and monitoring of the implementation in the Governorates and Districts will be carried out by the Sectors responsible for implementation of each GPE program and Quality control directorate at central level. At the decentralized level, this will be conducted by Governorate Education Offices (GEOs) and the Districts Education Offices (DEOs) where the project is active. GEOs and DEOs with support from and coordination with the PAU will: (i) ensure project implementation in the targeted governorates and districts; and (ii) monitor progress (through regular progress reports) to the sector. Local community will play a role in monitoring and follow up implementation of some of the GPE Programs such as school base development, Female teachers and Out of school children.

PAU will share all related implementation progress reports that it receives from the 13 targeted governorates, its GEOs and DEOs. Relevant staff in the GEOs and DEOs will monitor progress at the governorate level and submit progress reports to PAU. PAU will submit the GEO progress reports to UNICEF when requested and will ensure that a technical summary of these reports will be included in its bi-annual implementation progress reports to MoE and UNICEF/GIZ. Most importantly, the summary technical and financial reports will be compiled and integrated fully with the national reporting framework (AWP-based reporting) consolidating all resources.

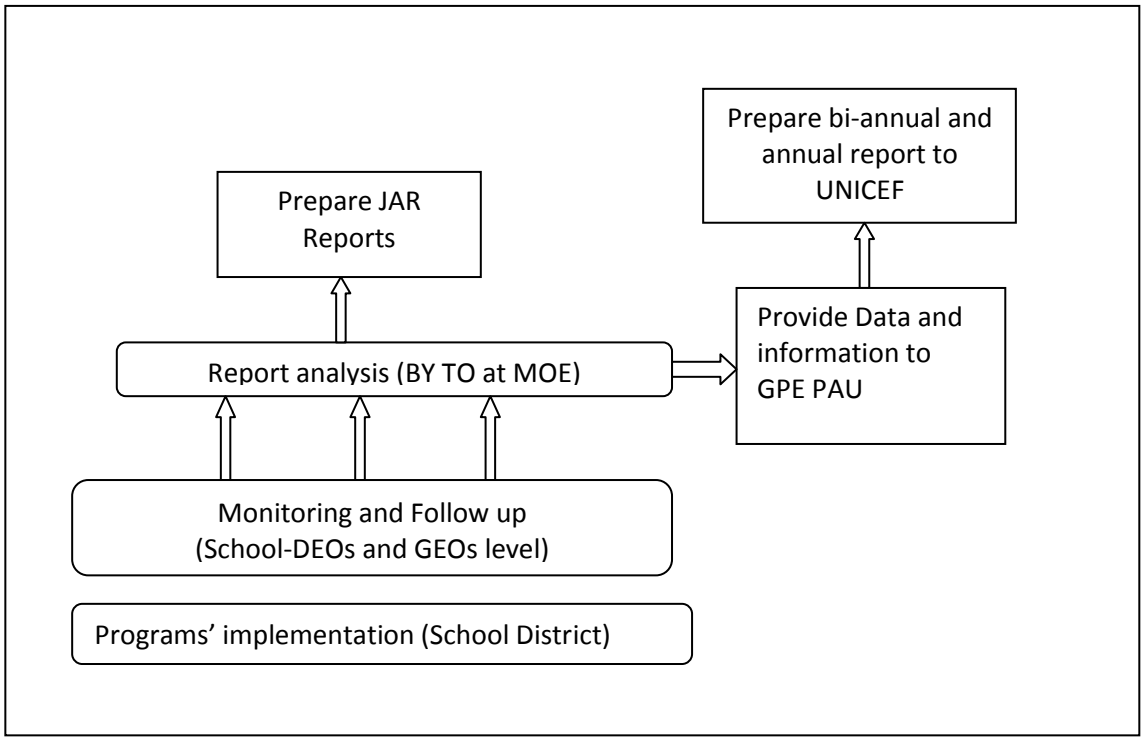
PAU will provide guidance, support and capacity building where required to the MoE units, and programme related staff in the governorates and districts. In particular, the directorates that will be supported are those responsible for statistics, monitoring and evaluation, including the local level. In terms of content it will include indicators, data and information collection, processing and analysis linked to the national results framework and indicators of MTRF. PAU will be responsible for: (i) monitoring of input, intermediate and outcome indicators; (ii) supporting the targeted governorates to develop and carry out their implementation plans; (iii) preparing and submitting bi-annual progress reports to MoE and UNICEF/GIZ, including the baseline and values of specific implementation indicators by component and activity, as provided by the MoE technical office; and (iv) sharing with UNICEF, as requested, any related implementation progress reports that it receives from the relevant governorates, GEOs and DEOs.

The role of different stakeholders is shown in the following Diagram



Collecting the data and reporting

The data will be collected through MoE administrative units from the level of school up to district and governorate education offices and up to central level. The technical office will be responsible for the analysis of the data and the preparation of the consolidated annual and semi-annual reports needed for Joint Annual review (JAR). Statistical data will be compiled as per current procedures for the annual statistical book. The following diagram shows how data will be shared in connection with the preparation of the reports.



The GPE supported Programme will contribute to further building capacity in the 13 targeted governorates and their school districts to improve data collection and analysis, and subsequent improvement in the expansion of access and the school environment (notably to encourage girls' enrolment). The implementation period of three years is proposed to allow enough time for completion and measurement of the preliminary outcomes of the project. One of the principal lessons learnt from the previous FTI grants is that it is difficult to measure a significant impact on enrolment and especially on quality in such a limited time-span, particularly when a significant proportion of the grant is financing construction activities. GPE will contribute to construction in order to help bridge the primary access gap in remote areas. In the context of the limited scope and implementation duration of the GPE grant (compared to GoY's overall basic education sector support) its results will have to be measured using output / results indicators.

5.4 Partnership Arrangements

Donor coordination for education in Yemen is based on a Partnership Declaration (MoE, 2005, 2007, 2010) signed in 2004, and renewed in 2007, and 2010 between MoE and development partners. The agreement aimed at coordinating the efforts of the government and donors to achieve the objective of BEDS as of 2004, and was renewed to support NBEDS and NSEDS as of 2010. This partnership continues to be strengthened through on-going regular forums between MoE and partners. Furthermore, MoE will continue to strengthen its programming for better management of development assistance, through the following instruments:

- **A single Annual Work Plan (AWP):** The AWP provides the annual implementation plan and budget based on the MoF assigned education budget ceiling, including donor-funded projects. The AWP is progressively becoming the basis for alignment of all partners for education.

- **Joint Annual Reviews (JAR):** Both MoE and the donors have agreed to hold annual comprehensive review of what has been implemented in the previous year and draw policies and directions for the new year in the framework of JAR. Seven JARs were held for the years 2005, 2006, 2007, 2008, 2009, 2010, and 2012 (MoE, 2005, 2006, 2007, 2008, 2009, 2010, 2012)

The matrix of donors' contribution by type of activities is in Annex 5, while by geographical areas is in Annex 6.

GIZ as GPE Coordinating Agency

GIZ became the Yemen LEG's GPE Coordinating Agency (CA) in October 2012. As such, GIZ will play a central role in facilitating the work of the LEG under the leadership of GoY and MoE (GPE, May 2012). GIZ will coordinate and facilitate partners' engagement with the GPE-supported Programme, serving as the communication link between the LEG and the GPE Secretariat. While GoY has the main responsibility for monitoring progress on GPE-supported Programme implementation, GIZ coordinates and facilitates the LEG members in monitoring the implementation of the GPE-supported Programme, the MTRF, and aid effectiveness for the education sector in Yemen in general. In addition, GIZ ensures that the LEG is informed of progress on GPE Programme implementation and agrees to any necessary Programme revisions. GIZ also supports GoY in the effective organization of JARs. This includes promoting an inclusive process for the JARs and mobilizing the respective strengths of partners to monitor the implementation of activities as well as fiduciary risks and outcomes. GIZ will share JAR reports with GPE Secretariat.

UNICEF as Supervising Entity for the GPE-supported Programme

The role of SE has two components: programmatic, and fiduciary. UNICEF will discharge the two elements of its functions as SE in the following ways. Except as stated below, UNICEF is not taking on additional responsibilities or accountabilities as SE.[8]

8 It is important to recall that the GPE-supported programme does not form part of the UNICEF Programme of Cooperation with the Government of Yemen and as such UNICEF does not assume accountability for programme implementation and achievement of results, or accountability in respect of management and

Programmatic component: UNICEF will perform the programmatic component of the SE role: (i) by providing technical support to MoE in connection with capacity-building funded from the GPE grant (including the MoE's PAU initially and then MoE more broadly); and to MoE implementing partners to discharge their accountability to monitor progress in GPE-supported Programme implementation; to assess on-going GPE-supported Programme achievements; and to provide a "real time" lessons learning capability; and (ii) by reviewing programmatic reports prepared by MoE (though MoE's PAU initially and then MoE more broadly) and, jointly with the LEG and CA, engaging with MoE in any appropriate follow up to those reports. If required, capacity building can be done for MOPIC also. All of this will be done in close consultation and collaboration with the LEG and CA.[9]

Fiduciary component: UNICEF will perform the fiduciary component of the SE role by supporting the work by GoY to design the funding modalities of the GPE-supported Programme in such a way that, to the extent reasonably possible in the context of the environment in which the GPE-supported Programme is being implemented, a sound control environment is created and maintained, transaction costs are minimized, and GoY captures the benefits of other mechanisms already in place to support the education sector in Yemen. GoY's Central Organization for Control and Auditing (COCA)[10] will, through annual audits of the GPE-supported Programme, provide stakeholders (including UNICEF) with assurances, reasonable in the context of the environment in which the GPE-supported Programme is being implemented, that the elements of this control environment are functioning. Having conveyed these assurances to the GPE Secretariat, UNICEF will have no duty to take additional or extra steps with regard to the fiduciary component of the SE role.

The Supervising Entity plays a key role in promoting implementation of the Programme in a manner that aligns with the Programme documents and approvals; including use of funds for the purposes intended and achievement of projected results.

5.5 Financial Management

Supervising Entity's Holding of Funds from GPE

Recalling that the GPE-supported Programme is not part of the UNICEF Country Programme of Cooperation with the Government of Yemen and the funding being transferred by UNICEF as SE are not UNICEF funds, the funds made available to the GoY by the GPE, through the SE, will be held by the SE on behalf of GoY in what the SE's financial regulations refer to as a "special account", also known as a trust account. This account will be administered in

disbursement of funding once transferred to GoY. Accordingly, UNICEF is not to be understood to be providing leadership to the GPE-supported programme, as that is the accountability of the MoE.

9 UNICEF will determine the particular steps needed to assess the efficient and effective implementation of the GPE-supported programme, based on its experience in Yemen and elsewhere and using such methods as it may determine are appropriate and available. It is understood, however, that during the course of any one calendar year, UNICEF may decide to deploy programme evaluation staff (or, subject to mobilizing the necessary resources, consultants engaged expressly for this purpose) to review continuing implementation of the GPE-supported programme and progress in the capacity building components.

10 See http://www.coca.gov.ye/index.php?lang=2&page=p4

accordance with the SE's financial regulations and rules together with its relevant policies, procedures and administrative instructions and standard operating arrangements (including those related to interest, oversight, audit and accountability for funds disbursed).

Under the relevant financial regulations, rules, policies, procedures and administrative instructions and standard operating procedures: (i) the funds are comingled with other funds administered by the SE and are not separately administered (the SE does not open a separate bank account for each contribution to a trust or income account, but rather establishes a ledger); (ii) interest is not available in respect of the funds in a special account; (iii) the special account is subject exclusively to internal and external audit by the SE's Office of Internal Audit and Investigation[11] and the United Nations Board of Auditors and individual audits of the special account are not available; and (iv) the SE assumes no responsibility in connection with the expenditure of such funds once they have been transferred to, in this case, GoY.

This special account will be established pursuant to an agreement between UNICEF and GoY. The SE will have legal but not beneficial title to the funds while they are in its accounts; beneficial title will be held by GoY, and GoY will have full title upon transfer of these funds to MoF.

The SE's costs of administering this special account will, in accordance with the standard procedures for administering its special accounts, be fixed as a percentage of the amount deposited to the special account. That amount, in this case, will be 1 per cent of the funds deposited to the special account, which will assist in defraying the SE's costs of financial administration in New York Headquarters and associated out of pocket expenses such as bank charges and fees. The stakeholders understand that this 1 per cent cost will be met by GPE as an additional amount of money in support of the GPE-supported Programme, over and above the amount of the grant approved by the GPE Board and thus does not represent a decrease in the funds available for GPE-supported Programme implementation.[12]

Funding modality and link to existing systems and modalities

GoY, the SE, the CA, and the LEG considered a number of possible funding modalities and assessed these with the following considerations in mind: (i) to the greatest extent possible the GPE-supported Programme should use a funding modality that is embedded within existing structures and procedures of the GoY already in place, including those related to on-budget support, and not establish or encourage a new independent or parallel modality; (ii) the selected funding modality should involve minimum transaction time and costs; (iii) the selected funding modality should have a strong capacity-building impact and reinforce existing efforts to strengthen capacity in the civil service of GoY; (iv) the controls – to address fiduciary concerns and compliance with requirements concerns – should allow for

[11] Since UNICEF assumes no direct responsibility in connection with the implementation and expenditure of the funds, any audit of the special account, as determined by the Office of Internal Audit and Investigation, is solely regarding the operations of the special account and the scope does not cover the use of the funds once the funds are transferred to the GoY.

12 UNICEF's other activities of supporting GoY in implementation of the GPE-supported programme will be provided through the UNICEF Programme of Cooperation with the GoY and will be subject to UNICEF mobilizing funding from donors to the education sector in Yemen.

reasonable assurances about the use of funds, recognizing the circumstances, locations, and context within which the GPE-supported Programme is to be implemented, and yet be as light as possible; (v) to the extent possible, the selected funding modality should be such that it can be used by donors to continue funding the same interventions as the GPE-supported Programme at the conclusion of this; and (vi) the selected funding modality must reflect the fact that the GPE-supported Programme is not part of the UNICEF Country Programme of Cooperation with the Government of Yemen and the funding being transferred by UNICEF as Supervising Entity is not UNICEF funds.

As noted above, with regard to MoE implementation modalities, the stakeholders have concluded, and the SE can agree, that the GPE-supported Programme be implemented using the funding modalities being used in projects funded by the World Bank (BEDP (1 and 2) and EFA/FTI) and KfW, including the use of MoE's PAU. A limited number of adjustments will need to be made to this modality given that the GPE-supported Programme funding is broadly ear-marked and that the work plans and budgets will be developed in some detail. However, using the existing general design – even with the few additional elements – will meet the objectives listed above. All these capacity enhancements form part of component 3 of the GPE-supported Programme: capacity building within MoE.

In particular, it will be necessary to provide additional professional capacity within GoY, both in MoE (in PAU and in MoE more broadly); MoF; and in the COCA.

MoE: The additional capacity for MoE will be deployed to both MoE's Technical Office and MoE's PAU. The precise needs of both the Technical Office and the PAU will be assessed on a fast track. The present expectation is that, at a minimum, the Technical Office will need to be staffed with three additional staff members, specialized in planning (including financial planning and forecasting, cash flow planning, and monitoring and evaluation). The PAU GPE-supported Programme unit will need to be staffed with three mid- to-senior-level civil servants specialized in financial management, procurement, and contract administration. All these additional staff would be hired as Yemen civil servants or deployed from their existing positions within GoY to these functions. These appointments or deployments will be for a limited time and on a rotating basis so as to capture the overall capacity-building benefits of this arrangement.

MoF: In addition, a Financial Adviser - most likely from an internationally-accredited auditing and accounting firm - will be engaged by the GoY (using GPE funding) to support the Government to plan and implement the fiduciary components of the GPE Programme and to provide general quality control in connection with the MoF's financial management of funds from the GPE. An indicative set of Terms of Reference for this Financial Adviser are being developed in close consultation with the Office of the Minister of Finance, but key areas are as follows: (i) identify the key bottlenecks in planning and implementation arrangements of the fiduciary components of the GPE Programme and (ii) advise the LEG on when to transfer funds to MoE after a process of reviews, consultations, and joint planning and workshops on GPE. In the management and control of Fiduciary Risk and to assure a "sound control environment", the Financial Adviser will:

- review the current environment and design the funding modality of the GPE program in a way that creates a sound, control environment;

- ensure regular reconciliations are carried out of the main account receiving funds in country and of the disbursements made from it by the MoE/PAU;
- review outputs of the PAU including Financial Planning and supporting cash flow forecast, procurement forecast, together with the supporting cash flow forecast, budgetary control and analysis;
- support the section with the necessary professional Technical Support and in the process build capacity.;
- determine, in close consultation with the MoF, PAU, and the LEG, an appropriate process for validating disbursement requests and programmatic and financial reports, and review the disbursement requests and financial reports prepared by the MoE/PAU for various users, including the GoY and LEG, for the GPE Board and for the Supervising Entity;
- monitor the MoE/PAU's procurement and disbursement activities to ensure that they are carried out with the principles of "value for money" and "transparency";
- undertake sample tracking of MoE disbursements to monitor the effectiveness of flow of funds to service delivery facilities and actual beneficiaries, checking both for timely delivery and controls for "leakage of funds"
- due to the unique risk environment in-country, undertake, at least annually, a fiduciary risk assessment on the use of the GPE Programme funds to include the identification of short- and long-term risk mitigation measures.

COCA: The additional capacity for the COCA will be provided in such way as the COCA feels will most effectively enable it to provide annual external audits of the GPE-supported Programme; options are a full-time official in the office or the costs of engaging an outside auditing firm periodically to undertake the audit. The Financial Adviser, based in the MoF, as part of their oversight role, will advise and accompany the process, if deemed necessary, to engaged external independent audit firm or technical support.

MoPIC: GoY will determine, on a fast track and in consultation with the SE and other stakeholders, whether any additional capacity is required in MoPIC with regard to construction of schools and procurement of school supplies.

Flow of funds, implementation, reports, and further disbursements

The general principles of the flow of funds for this GPE-supported Programme are set out below.

A. The GPE Trustee will transfer GoY's financing from GPE to the SE in annual tranches equal to eighteen months' worth of GoY's cash flow needs (as disclosed in the GPE-supported Programme's implementation plan and budget), based on replenishment notifications from the SE accompanied by a cumulative expenditure report and Programme implementation report prepared by MoE, validated by MoF's Financial Adviser, the CA and LEG, and provided by MoF in securing replenishment funding from the SE. The SE will hold the funds in a special, or trust, account, as noted above.

B. Funds will be disbursed by the SE to GoY (MoF) and be held by MoF in a special account established at the Central Bank of Yemen (the "GPE Account"). The SE will transfer funds to the GPE Account every three months. Each transfer will be

in an amount equal to six months' worth of GoY 's cash flow needs (as disclosed in the GPE-supported Programme's implementation plan and budget), in response to replenishment requests from MoF signed by the Financial Adviser. Absent the necessary counter-signatures and sign-offs for a disbursement request, the SE will not disburse funds to the GoY.

C. Each replenishment request delivered by MoF to the SE will be based on a request for funding to MoF from MoE signed by the Director, PAU, and signed by the CA (to indicate that the LEG does not object to the request for funding).[13] That request for funding will indicate whether the funding is to be transferred to MoE or MoPIC, depending on the activities for which the funding will be spent. The request for funding will be supported by (a) expenditure reports validated by MoE's PAU (GPE unit); and (b) GPE-supported Programme implementation reports validated by the MoE Technical Office). This supporting documentation will be retained by MoE's PAU and made available for internal and external audit purposes, and investigations as requested. These requests for funding will be validated by the Financial Adviser in MoF before MoF makes a replenishment request for the SE. The Financial Adviser will determine the steps needed to validate these requests, exercising his or her professional judgment.[14] The Financial Adviser will consult closely with the SE, CA, and LEG in this regard.

D. The MoF will disburse funds it receives from the SE in response to a particular replenishment request, accordance with the relevant request for funding from MoE, either to MoE or to MoPIC. MoE and MoPIC will implement the GPE-supported Programme working with civil society and local community leadership and using the existing national laws, regulations, rules and procedures applicable to the operation of GoY. Each Ministry will use its respective existing internal arrangements to receive and manage funds made available for the GPE-supported Programme; to transfer such funds within the Ministry (including to the governorate and district department levels); and to expend those funds (including in connection with procurement of goods or services) and to report on that expenditure. As noted earlier, (a) the Technical Office and a designated and dedicated GPE focal point(s) will coordinate the work of the several departments within MoE that will actually be responsible – together with the staff in MoE's PAU responsible for financial management, procurement, disbursement, and preparation of financial reports; and (b) the Inter-ministerial Steering Committee will ensure overall coordination and alignment of the activities of the Ministries directly implementing the GPE-supported Programme.

13 This further strengthens the role of the LEG, reduces duplication in the sector, and enhances donor coordination; and provides an additional assurance that the GPE-supported programme is progressing in line with the plan and that funds are being expended in line with the budget.

14 It is understood, however, that the validation exercise will include some combination of the following during each calendar year: a visual, on-the-spot, inspection of a sample of GPE-supported programme implementation sites; an inspection of original source documents on a sample basis; and in-person interviews with MoE officials, community members, and vendors. These steps are particularly appropriate given the particular characteristics of the governorates and districts where the GPE-supported programme will be implemented.

Auditing

Consistent with the commitment to integrate the administration of the GPE Programme into existing funding modalities in the education sector in Yemen, and the commitment to promote capacity building in GoY oversight functions, the GPE Programme will be subject to audit exclusively through the internal and external audit services of GoY.

More particularly, MoE, MoPIC and MoF will each be subject to internal audit by their respective internal audit departments in accordance with the standards established by COCA, which internal audits will review both: (i) GPE-supported Programme internal control systems, and (ii) expenditure of funds and implementation of the GPE-supported Programme. The internal audit departments will apply their own respective risk assessments, risk models, and audit plans, in connection with the GPE-supported Programme. GoY will apply a part of the GPE grant to fund additional capacity in the MoE, MoPIC and MoF internal audit services.

MoE, MoPIC, and MoF will each be subject to annual external audit by the Supreme Auditing Institution of Yemen in accordance to standards established by the International Organization of Supreme Audit Institutions. GoY will apply a part of the GPE grant to fund additional capacity in the Supreme Auditing Institution of Yemen to enable it to perform these annual independent external audits. In addition, the Financial Adviser, as part of the procedures to ensure a sound control environment will work with the Supreme Auditing Institution and audit offices of the relevant Government counterparts to identify technical support for capacity building and, if deemed necessary, external technical support from an independent audit firm to conduct periodic checks of the audit control framework.

GoY will make the internal and external audit reports relating to the GPE-supported Programme available to the SE as soon as they are delivered to it. The SE will make these reports available on the GPE-supported Programme public website referred to below.

5.6 Transparency – the GPE-supported Programme Public Website

Consistent with an overall commitment to transparency in the GPE-supported Programme, the SE will establish and operate a public access internet site with information about the GPE-supported Programme. All documentation relating to the GPE-supported Programme will be available on this website including this proposal, approvals and reports from the GPE Board and Secretariat, disbursement requests, and expenditure and implementation reports, together with all cumulative expenditure and implementation reports and audit reports. The cost of administering this website will be met by UNICEF as part of its Programme of Cooperation with the Government of Yemen.

6 RISKS, CAPACITIES AND MITIGATION MEASURES

This chapter addresses the various risks associated with the implementation of the GPE-supported Programme described in this proposal, including in particular (i) the risk that the GPE-supported Programme might not be able to achieve its anticipated results – for a variety of reasons including slow expenditure, slow implementation and access and security issues; and (ii) the risk that funding provided through the GPE might not be used for the purposes for which it has been provided.

The risk analysis for the GPE-supported Programme must be premised on an appreciation that the implementation of development programmes in certain parts of Yemen are subject to serious, and possibly growing, safety and security risks that can compromise implementation on the one hand and monitoring and evaluation on the other. The operational and other risks arising from the reality of Yemen must be appreciated by all stakeholders, including the GPE Board, and must inform its assessment of what is and is not possible in the country – and in implementing the GPE-supported Programme.

Notwithstanding these risks, the risks of non-engagement also need to be recognized, and balanced against the risk associated with pursuing the GPE-supported Programme. Unless education outreach and quality are improved, and Government capacity strengthened, large areas of the country – and large cohorts of the youth population – will be critically underserved and denied their right to education. This could have a profound effect on the overall economic development of the country for years to come, exacerbating inequalities and contributing to the perpetuation of peace and security issues.

On balance, GoY and stakeholders (both the in-country representatives and their respective headquarters) – including the supervising entity (SE), the coordinating agency (CA), and the LEG – believe that the selected programmatic interventions and the implementation and fiduciary controls set out in this proposal will mitigate the risks presented, to a level that is broadly acceptable within the context of Yemen. Major risk categories are described in detail below, and the full range of risks are then outlined in the table following.

6.1 Fiduciary assessment

The GoY will implement the GPE-supported Programme through MoE (with assistance from other elements of the Government in Sana'a and at the governorate and district level as well) within the overall framework of implementation of the national education programme. Existing Government systems will be used that have been designed and established with support from the international donor community for some years and with additional support (including extra capacity and mentoring) using part of the GPE funding (under Component 3). In this regard it is important to recall that the funding provided from the GPE will be subject to all the systems, controls, and checks that have been put in place by GoY with the support of development partners.

Several assessments of the fiduciary controls in place within the GoY have been undertaken by individual donors in recent years in connection with support for the education sector. The most recent assessment relates to the next round of funding from the World Bank for continuation of the GoY's "Basic Education Development Project (BEDP 2). Consistent with GoY's and stakeholders' commitment to mitigate transaction costs, to capture the benefits of work already done in Yemen, and to avoid unnecessary imposition on GoY, this proposal is based on the assessments made by the World Bank, as a major development partner of GOY, with regard to fiduciary controls.

As is noted in the proposal, GoY will build greater capacity with regard to fiduciary controls as they apply to the GPE-supported Programme – and this will have the beneficial "multiplier" effect of strengthening capacity for implementation of GoY's broader national

education programme. In particular, GoY will apply part of the GPE Grant (under component 3 of the GPE-supported Programme) to increase capacity in MoE (generally and also in MoE's PAU in particular) to assist in implementation of the GPE-supported Programme. A part of the GPE grant will also be used to strengthen capacity in the Ministry of Finance (MoF), and also in the Supreme Auditing Institution of Yemen, to assist in providing reasonable assurances, in the context of Yemen, as to expenditure of funds. The GoY and stakeholders will determine whether there are capacity gaps in the Ministry of Planning and International Cooperation (which will be responsible for spending the single largest financial component of the GPE-supported Programme).

Although the GPE Programme will be implemented using existing laws, regulations, rules, and procedures of the GoY, the SE will be available to assist the GoY in a review of procurement documentation, and training of officials in development of budgets and cash-flow projections, so as to facilitate better Programme design and better cash flow monitoring. The flow of funds architecture involves sign off by MoF (signed off by a Financial Adviser engaged as part of the GPE-supported Programme). This will be based on requests for funding from MoE's PAU, confirmed by the CA and LEG, based on monitoring and expenditure reporting, as a requirement for funding to be released by the SE relying on these sign-offs; this set of checks mitigates risks of diversion of funds.

6.2 Specific areas of risk

The major risk areas identified by GoY and stakeholders, together with mitigation strategies and an assessment of the risk level before and after adoption of those strategies, are set out in the following matrix. The risk ratings are: "High"; "Substantial"; "Moderate"; "Low", depending upon the likelihood of occurrence and magnitude of potential adverse impact. The initial "Overall Risk Level" is assessed to be "Substantial" and assuming full application of the mitigation measures listed below, is adjusted to "Moderate to Substantial". However, the Government and stakeholders wish to stress in the strongest terms that the risks associated with access and security are not to be under-rated.

RISK MATRIX				
COUNTRY AND SUB-NATIONAL LEVEL RISKS				
Risk Factors	Description of Risk	Rating of	Mitigation Measures	**Residual**
Political and Security	The risk that implementation of the Programme will be compromised, in whole or in part, by security-related incidents (actual or threatened) in the governorates and districts where the Programme will be implemented – including risks that such threatened or actual incidents might prevent MoE from attracting or retaining qualified teachers (including female teachers) and officials in the relevant provinces.	Substantial	GoY and its partners, including UNICEF, have recently successfully engaged influential persons and groups in many of the relevant governorates and districts (including both religious and secular leaders) so as to secure their support for education programmes. These efforts will promote buy-in for the Programme and mitigate the risk that security incidents may occur or be threatened so as to compromise implementation. It is not possible to mitigate risks that security incidents, which are not associated with education but which may compromise Programme implementation; but community-supported education tends to create a virtuous circle of stability, as communities realize the benefits of education for their children, and this may have a mitigation effect on security incidents. It is also worth noting that despite the breakdown in the centralized communication and authority for periods of time in 2011, education continued at governorate level and remained under the auspices of the Ministry of Education.	Moderate to Substantial

Social and socio-psychological	The risk that social customs, mores and beliefs will work against implementation of the Programme or achievement of the projected results and outcomes of the Programme, including because the Programme may be seen as undermining traditional values in the relevant provinces.	Moderate to Substantial	On a nation-wide basis, GoY has already succeeded in securing support for education, including the education of girls, in a large number of communities, both urban and rural has also gone up. These efforts will continue, with special focus on the governorates and districts where the Programme is to be implemented; the GPE Programme itself has behaviour change in relation to girls enrolment as a specific objective and this will be achieved through a communication for development approach that engages the community in dialogue which is complemented by messaging and strategies developed with sensitivity to the local communities, history, and practices.	Moderate
National development priority	The risk that the Programme will not fit with Yemen's development priorities.	Low	The Programme is comprised of specific elements of GoY's national education plan, with components selected for their catalytic and leveraging potential. It is fully in line with GoY's developmental priorities.	Nil
Sub-national development priority	The risk that sub-national governments, and communities may not see the elements of the Programme as priorities.	Low	The Programme is very much anchored in community-level activities and, as noted above, community buy-in is effectively a pre-condition for beginning implementation.	Nil

Proper use of Funding	The risk that funding will not be used for the purposes for which is it provided, and may be diverted to other purposes (including through criminality such as theft or fraud).	Substantial	The GoY is committed to combatting corruption. There has been and continues to be a strong drive to reinforce civil service ethics, including through support from international development partners. MoE and MoPIC are together already implementing very substantial amounts of funding support from international development partners. The Mitigation Measures listed under Section IV below, "Fiduciary Risks", are also important mitigation measures in connection with corruption and the possible diversion of funding. Risk mitigation measures should have a significant effect in this risk area. However, it is important to note that any programme involving routine transfers of moderate amounts of cash (as will be the case for the school building component of the Programme), in any environment or country, carries substantial inherent risks. As a result GoY and stakeholders have decided to characterize the residual risk as "moderate to substantial". Special attention will be paid to the risks associated with school construction as the Programme is implemented.	Moderate to Substantial

STRATEGIC ALIGNMENT RISKS				
Risk Factors	Description of Risk	Rating of Risk	Mitigation Measures	Residual Risk
Clarity and Realism of the Development Objective	The risks that stated development objectives are not achievable/measurable or consistent with the scope and time frame of the Programme.	Moderate	The Programme is designed with clear development objectives; strategies, priorities and activities are clearly stated so as to be measurable and achievable within the scope and time frame; continuous monitoring and involvement of the LEG and other stakeholders will enable "course corrections" if needed so as to mitigate the risks of failure to achieve stated goals and objectives.	Low
Institutional Capacity	The risk that the Programme implementation might be compromised because GoY's institutional capacity might not be extensive enough to facilitate full implementation in line with Programme design.	Substantial	By agreement of all relevant stakeholders, the Programme is to be implemented through the Government's existing systems (in the key Ministries, in particular MoF, MoE, and MoPIC). GoY civil service capacity building has been a major factor in Programme design and implementation of component 3 will involve making additional capacity available to the Government - in MoF, MoE (and possibly MoPIC) and also in the Supreme Auditing Institution of Yemen – with a special focus on mentoring so as to enhance the prospect of sustainable support. These steps build on the contributions of other programmes that have aimed at strengthening the capacity of the Yemen civil service.	Moderate
Sustainability	The risk that results and outcomes of the Programme will not be sustainable and that GoY will be unable to continue the operation after GPE funding ceases.	High	The Programme is specifically designed to achieve a few particular elements of GoY's sector plan, and because it is anchored in that plan, the achievements of the Programme will be a continuing part of Yemen's education programming. The projected results and outcomes of the Programme are tightly focused, and sustainability is a key part of the design – including, for example, in connection with maintenance of newly-constructed school buildings.	Moderate

OPERATIONAL ENVIRONMENT RISKS				
Risk Factors	Description of Risk	Rating of Risk	Mitigation Measures	Residual Risk
Sector Policies and Framework	The risk that sound policy intervention/guidelines for successful design and implementation of the Programme are not formulated, adopted and implemented.	Moderate	The Programme has been designed to conform to recognized programme design standards and implementation modalities already established by GoY with support from development partners. Moreover, the SE, the CA, the LEG, and other stakeholders in country will provide guidance to GoY for the development and adoption of sound policies and guidelines for implementation; and the Programme has been developed through a series of detailed consultations with stakeholders in country (including the international donor community), which have contributed ideas and recommendations on policy interventions and Programme focus.	Nil
Donor Collaboration	The risk that donors do not agree on the programmatic elements or implementation arrangements of the Programme, scope or implementation modalities.	Moderate	The Programme, including both the programmatic components and the implementation arrangements, has been developed through extensive consultation and collaboration between GoY and stakeholders (including donors), using established mechanisms in country -- such as the LEG -- together with the CA and the SE.	Nil

Other Stakeholders and Social Risks	The risk that the benefits of anticipated Programme results and outcomes are not communicated specifically and precisely so that each stakeholder (including communities) believes it will benefit; The risk that the actual results and outcomes are not communicated specifically and precisely, and in accordance with stakeholder needs, so as to maintain stakeholder commitment; The risk that gender issues will not be substantially addressed in Programme design or implementation.	Moderate	There has been broad stakeholder consultation in the design of the Programme. A communications strategy about the benefits of the Programme results and outcomes is a key component of the Programme itself. The Programme is to be implemented in specific governorates and districts in Yemen, and implementation will involve securing support from the leadership of local communities. The control mechanisms established as part of the implementation arrangements are designed to secure proper reporting, and the use of a public access internet site will enable wide dissemination of reports on Programme results and outcomes. Gender issues are at the core of the Programme design and implementation, with governorates and districts being selected with a special focus on gender issues, school construction being designed with special considerations to make schooling protective of girls, and with the recruitment and training for female teachers being key elements.	Low

Risk Factors	Description of Risk	Rating of	Mitigation Measures	Residual

Funds Management and Accountability	The risk that funds will not be used for the purposes for which they are provided, including the risk of diversion of funds and lack of proper and complete accounting for funds provided.	Substantial	The funding will be subject to the extensive checks and controls established by GoY with support of the international development partners within the MoE and other parts of the national Government, and the Supreme Auditing Institution of Yemen. Consistent with the commitment to mitigate transaction costs, to capture the benefits of work already done in Yemen, and to avoid unnecessary imposition on the Government, the assessment undertaken in connection with the Government's "BEDP 2" project forms a basis for development of the Programme. The GPE will fund increased capacity in the MoF, MoE (generally and in MoE's PAU in particular) and possibly also in MoPIC, and in the Supreme Auditing Institution of Yemen, to assist in the implementation of the Programme. As noted in Chapter 5 on Implementation Arrangements, section 5.4.2. a Financial Adviser will be engaged by the GoY (using GPE funding) to support the Government role for the GPE Programme in Yemen. The Financial Adviser will support the Government to plan and implement the fiduciary components of the GPE Programme In addition, the SE will be available to assist in the review of procurement documentation, and support training of officials in development of budgets and cash-flow projections, so as to facilitate better Programme design and better cash flow monitoring. The flow of funds architecture involves sufficient review by a range of stakeholders, assisted by professional advisers, to mitigate the risks of diversion of funds. A Steering Committee with representatives from three national ministries will be established and will meet every three months to review Programme implementation and promote coordination within the Government, as well as to foster transparency, thus serving as a risk-mitigation tool.	Moderate to Substantial

Audit and Reasonable Assurance	The risk that GoY and other stakeholders, including the people of Yemen and donors, will not be given reasonable (in the circumstances of Yemen and the locations where the Programme is to be implemented) assurance that the funds were used for the purposes for which they are made available or that the Programme was implemented with efficiency and effectiveness.	Substantial	This risk and the risk immediately preceding are essentially part of the same risk and as such are rated the same. As noted above, the funding will be subject to the extensive checks and controls established by GoY with support of international development partners within MoE and other parts of the national Government, and in the Supreme Auditing Institution of Yemen. As a key part of the implementation of the Programme, additional capacity will be made available to the Supreme Auditing Institution of Yemen to enable annual external audits of the Programme and these audits will be publicly released through the Programme website. In addition, the Financial Adviser, as part of the procedures to ensure a sound control environment, will work with the Supreme Auditing Institution and audit offices of the relevant Government counterparts to identify technical support for capacity building and, if deemed necessary, external technical support from an independent audit firm to conduct periodic checks of the audit control framework. Risk mitigation measures should have a significant effect in this risk area. However, it is important to note that proper auditing presumes extensive access to locations where the Programme will be implemented and the extent of access must be a factor in determining the level of assurance that is "reasonable" in the circumstances. The stakeholders have therefore decided to characterize the residual risk as "moderate to substantial" but will continue to work diligently with local communities and leadership in the relevant areas to secure appropriate access as needed.	Moderate to Substantial

Procurement	The risk that procurement actions using Programme funding will not be conducted according to appropriate norms and standards for public sector procurement.	Moderate	As noted, the Programme will be implemented by MoE (initially through MoE's PAU and then mainstreamed within MoE) and MoPIC using their standard mechanisms, regulations, rules, procedures and policies, including those relating to procurement, which have been developed with full engagement of the international community. Three key oversight mechanisms will help ensure compliance with these regulations and rules: MoE's PAU and MoPIC's specialized unit for project implementation; the internal auditing functions within MoF, MoE, and MoPIC; and the independent external audit by the Supreme Auditing Institution of Yemen. UNICEF, as part of its country programme of support to the Government, will be available to support the MoE in a review of procurement documentation. The independent Financial Adviser, recruited by the GoY and using GPE funds, will be represented in all evaluation commission decisions deciding on bids above a certain threshold (to be decided in consultation with the LEG).	Low
OPERATIONAL EFFICIENCY				
Risk Factors	Description of Risk	Rating of	Mitigation Measures	Residual

GPE Programme Design and Implementation Arrangements	The risk that the design of the Programme is such that there will be delays and problems in implementation.	Moderate	The Programme is designed to capture the benefits of expertise already gained by GoY in the relevant programmatic areas and the issues that need to be addressed are already known. Lead times for procurement can in some cases delay projected implementation schedules and GoY (MoE), the SE, the CA, and other relevant stakeholders, will pay particular attention to this issue by developing and monitoring a procurement timetable. As noted above, a Steering Committee with representatives from three national Ministries will be established and will meet every three months to review Programme implementation and promote coordination within the Government, and foster transparency, thus serving as a risk-mitigation tool.	Low

Readiness for Implementation	The risk that implementation of the Programme and achievement of projected results and outcomes will be compromised because of inadequate implementation planning.	Moderate	Implementation planning is beginning to get underway. It is expected that, assuming the present proposal is successful, GPE funding will be available during the last calendar quarter of 2013, for implementation to begin in the first quarter of 2014, providing enough time for completion of planning. The SE and the CA will pay particular attention to monitoring this issue and supporting GoY to put appropriate implementation plans, including training plans, in place. MoE will design a detailed implementation plan for the Programme within the parameters of the Programme approval and the budget allocation. This implementation plan will be at a deeper level of detail than this proposal and will include specifics on timing and sequencing of various activities and sub-activities and their relation to each other. A procurement plan will be developed with details of required delivery times, lead times, and milestones for various procurement actions. These plans will be costed and cash-flow needs will be identified. The SE will be available to provide support to the MoE in regard to these functions.	Low
SAFEGUARDS				
Risk Factors	Description of Risk	Rating of	Mitigation Measures	Residual
Social Safeguards Factors	The risk that implementation of the Programme will result in unanticipated social problems in the provinces where the Programme is implemented and elsewhere.	Moderate to Substantial	The Programme is to be implemented in specific governorates and districts in Yemen and, as noted, implementation will involve securing support for the Programme from the leadership of local communities. This should promote community support and buy-in, and mitigate the risk of unanticipated social problems.	Low

"Environmental Safeguards" Factors	The risk that implementation of the Programme will lead to unanticipated environmental problems in the provinces where the Programme is implemented.	Low	School construction, especially in remote areas, can present environmental risks. The school construction components of the Programme will be undertaken with special sensitivity to the local environment (including in connection with provision of water points, water access, and waste disposal) and taking into account the wisdom and guidance from local communities about local conditions, and the wishes of local communities generally. The rules and regulations applied in connection with the school construction and refurbishment component of the Programme will be uncomplicated and basic, and based on community support.	Low
OVERSIGHT RISKS				
Risk Factors	Description of Risk	Rating of	Mitigation Measures	Residual
Staff Skills and Mix	The risk that implementation of the Programme will be compromised because GoY officials responsible for implementation might not have the right 'skill mix' to administer, implement or supervise implementation of the Programme.	Moderate	The Programme will be implemented by GoY (MoE) through all its existing mechanisms for MoE programmes, with existing pillars of MoE being accountable for the relevant components of the Programme. MoE will task its PAU to facilitate smooth implementation in the initial two years of the Programme, during which time the capacity of MoE more generally will be strengthened so that, starting in January 2016, administration of implementation activities can be mainstreamed into MoE more broadly. The SE, the CA, and other relevant stakeholders, will pay particular attention to this issue.	Low

Project Oversight Resources	The risk that oversight of implementation of the Programme will require above-average resources which the accountable actors and stakeholders do not have.	Moderate	The Programme has been designed to benefit from the existing oversight and control mechanisms of GoY, with appropriate augmented capacity as needed. Those standard oversight and control mechanisms include reviews in MoE (PAU and then mainstreamed) and internal audit functions in MoE, and independent external audits by the Supreme Auditing Institution of Yemen. These mechanisms have been established with support from the international community and have been satisfactorily assessed by various stakeholders. As noted above, a Steering Committee with representatives from three national ministries will be established and will meet every three months to review Programme implementation and promote coordination within the Government, and foster transparency thus serving as a risk-mitigation tool.	Low
Monitoring and Evaluation	The risk that monitoring and evaluation can be difficult in some areas.	Moderate	Monitoring and evaluation will be done jointly with other MOE sections and development partners involved in the support of the same MTRF programmes, in particular with the BEDP2 team which has similar key interventions and implementation. There will be monthly meetings with the DPs and the joint sector reviews for strengthening even more monitoring, evaluation and harmonized planning	Low
Project oversight scope	The risk that the scope of the Programme is too large for effective oversight.	Moderate	GoY will use part of the GPE funding to augment capacity to oversee implementation of the Programme.	Low

Reputational risk of failure to achieve projected programmatic results	The risk that implementation of the Programme will not achieve the projected results and outcomes, thus adversely affecting the reputation of all stakeholders including GoY, the SE, the CA, and the LEG.	Moderate	If implementation of the Programme falls short of projected results and outcomes, the reputation of all stakeholders – most particularly with local communities – will be adversely affected. Design of the Programme and selection of implementation arrangements have been made with close adherence to the Paris Principles (mandating government ownership) and all stakeholders support the proposition that the Programme is owned primarily, and implemented exclusively (in collaboration with local civil society and the private sector, as needed), by GoY. Failure to achieve projected results arising from oversight or control failures will be especially problematic for all stakeholders. They are prepared to accept this risk and will continue to be alert to any indications of this and take appropriate measures.	Low

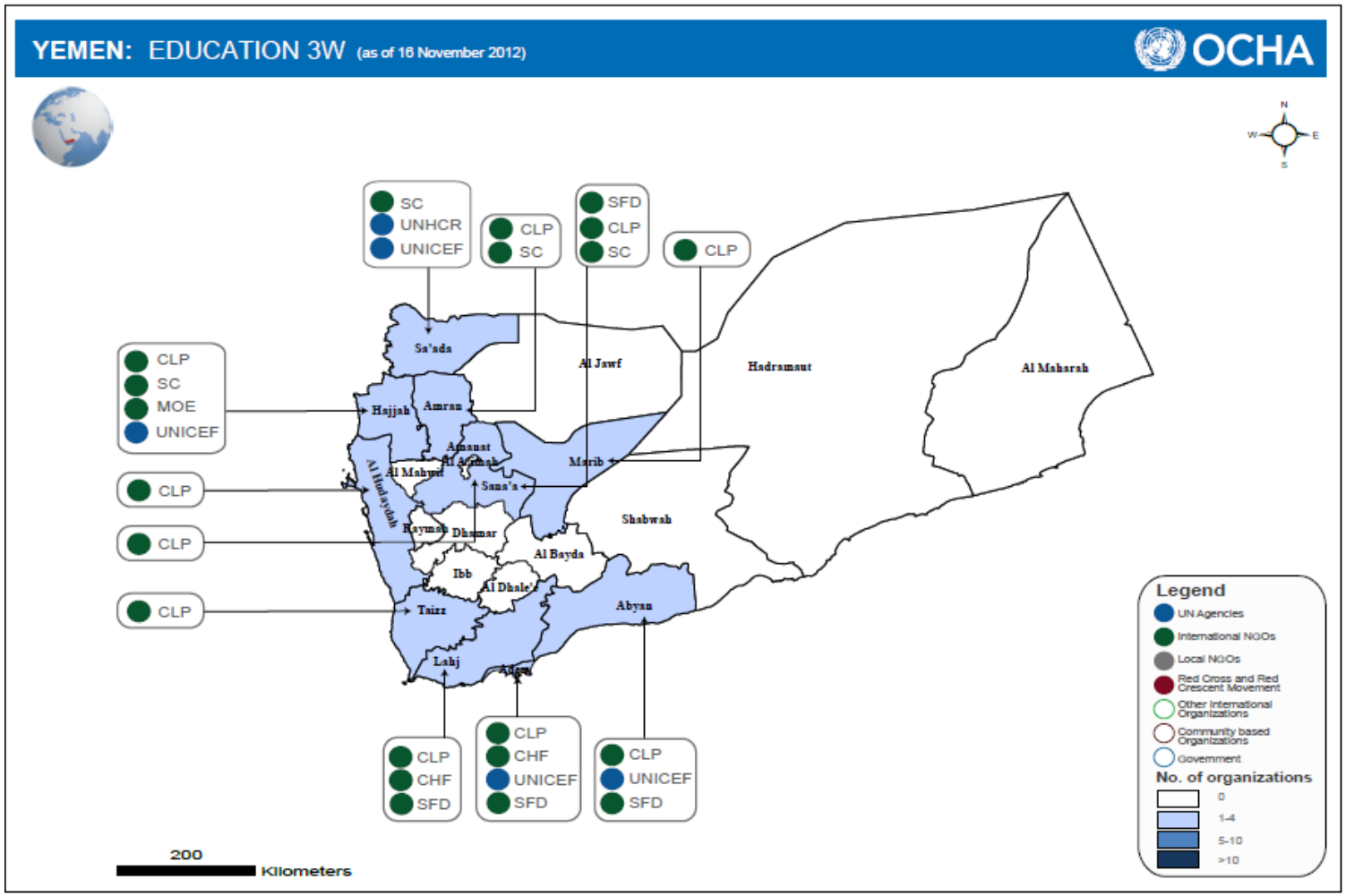
ANNEXE 1 YEMEN POPULATION MAP WITH GPE TARGETED GOVERNORATES COLOURED IN ORANGE



Annexe 2 MoE Organogram

Minister of Education	Vice Minister of Education	Technical Office	Training and Qualification	Curriculum & Guidance Sector	Girls' Education Sector	General Education Sector	Project & Maintenance Sector
Consultants' Office	GD for the Deputy Minister's Office	Deputy Minister	Deputy Minister	Deputy Minister	Deputy Minister	Deputy Minister	Deputy Minister
		GD for Information and Communication	GD for Training	GD for Curricula	GD for Girls' Education	GD for Teacher Affairs	GD for School Mapping
Assistant Deputy Minister	GD for Public Relations	GD for Planning and Statistics	GD for Qualification	GD for Guidance	GD for Community Participation	GD for Basic and Secondary Education	GD for Project Planning
GD for the Minister's Office	Communication : and Educational Publications	GD for Studies	Teacher Training Institutes (all governorates)	GD for Examination and Evaluation	GD for Monitoring and Evaluation	GD for Private Education	GD for Projects, Implementa-tion and Designing
GD for Legal Affairs	GD for Financial Affairs	Educational Docu-mentation Center (EDC)	Teacher Training Institutes on Governorate level	GD for Educational Tools and Aids		GD for School Activities	GD for Maintenance and Services
GD for Inspection and Audit	GD for Staff Affairs	GD Secretary	Teacher Training Institute (Sana'a City)	Center for Production of Educational Material (audiovisual)		GD for Kindergarten	GD for Procurements and School Equipments:
Assurance and Accreditation Management	GD for School Food Program	Donors Coordinator:	Teacher Training Institute (Governorate Sana'a)			GD for Qur'anic Schools	
	GD for School Health	**Bodies of the Ministry**					
	GD Educational Channel	Educational Research and Development Center (ERDC)	General Corporation of the School Book Printing Press-es DG	Literacy and Adult Education Organization (LAEO)	Yemeni National Commission for Education, Culture and Science	Governorate Education Offices	

Annexe 3 DEVELOPMENT PARTNERS(ACTIVITIES IN EDUCATION IN FRAGILE AREAS



ANNEXE 4 DEVELOPMENT PARTNERS / COMPLEMENTARY BUDGETS BY GPE-PROGRAMME COMPONENTS FOR 2013-2016

GENERAL SUMMARY OF THE PROPOSED PROGRAMME					Development Partners' contributions								
Key Activities		Sub-activities											
S	Key Component	S	Sub-component	Cost "000" USD	Total DPs	GIZ	WB-BEDP 2 (2013-19) - IDA financing only	SEDGAP 2010-15 Sec. Edu (Dutch/WB/DFID/KFW/GIZ)	SFD *	WFP	FTI phase III	USAID	UNICEF
1	Improve Quality of Basic Education	1.1	School-based Development and Community Participation	**11,849**	**12,700**	500	2,300	7,900					2,000
		1.2	Develop School Curriculum according to education standards	**2,319**	**86,381**	0	18,000	500			65,681	1,800	400
		1.3	Improve performance by teachers, school management and inspection	**8,885**	**249,141**	320	6,000	17,600			219,021	3,200	3,000
		1.4	Develop pre-school education	**887**	**1,200**	0							1,200
		Total component 1		**23,940**	**349,422**	820	26,300	26,000		0	284,702	5,000	6,600
2	Enrolment and Equal Access	2.1	Provide infrastructure and improve the school Physical Environment	**29,614**	**76,500**	0	20,200	54,300					2,000
		2.2	Increase social demand for education	**11,036**	**20,218,827**	0	10,500			18,739,479	1,468,248		600
		2.3	Compensatory opportunities for OOSC (Promote equal access to school)	**3,244**	**1,327,198**	0					1,325,198		2,000
		2.4	Literacy & Adult Education	**547**	**0**	0							
		Total component 2		**44,442**	**21,622,525**	0	30,700	54,300		18,739,479	2,793,446	0	4,600
3	Enhance Institutional capacity	3.1	EMIS at decentralized level (Governorates & Districts)	**986**	**95,110**	200	1,800	500			91,600	10	1,000
		3.2	Quality & School Accredition	**498**	**700**			700					
		3.3	Strategies of Education for the period (2016- 2025)	**336**	**3,200**		2,700						500
		Sub-Total		**1,820**	**99,010**	200	4,500	1,200		0	91,600	10	1,500
3.4	Project Management	3.4	Project Management	**2,398**	**6,800**		3,500	3,300					
		Total Component 3		**4,218**	**105,810**	200	8,000	4,500		0	91,600	10	1,500
Total				**72,600**	**22,077,757**	**1,020**	**65,000**	**84,800**	**181,400**	**18,739,479**		**5,010**	**12,700**
									* total contribution 2013-2015				

Annexe 5 LEG ACTIVITIES ACCORDING TO GEOGRAPHY

Governorate	District	CLP &CHF	Student's councils	JICA	KfW	GEIP 1	GEIP 2	Save the children	CARE	UNICEF	FTI	SEDGAP	BEDP	SFD	PWP	CHF	WFP	SWF	YLNG
		x		x		x	x			x		x	x	x					
Sana'a City	Old Sana'a						x							x					
	Shu'ub	x												x					
	Azaal	x																	
	Al-Safyah	x										x							
	Al-Sabe'ein	x										x		x					
	Al-Wehdah	x												x					
	Al-Tahreer													x					
	Maeen	x												x	x				
	Al-Thawrah	x													x				
	Bani Al-Hareth	x					x					x		x	x				
									x	x									
Sana'a	Hamdaan	x												x					
	Arhab													x	x		x		
	Nehm													x					
	Bani Husheish													x	x				
	Sanhan & Bani Bahlawl																x		
	Belad Al-Rous														x		x		
	Bani Matar													x					
	Al-Heimah Al-Dakhelyah													x	x				
	Al-Heimah Al-Kharejyah													x			x		
	Manakhah													x					
	Safan													x	x				
	Khawlaan																x		
	Al-Tyal													x	x				
	Bani Dhebyan																		
	Al-Hesn													x					

	Jehanah													x	x				
										x									
Aden	Dar Sa'ad	x						x				x	x	x		x			
	Al-Shaikh Othman	x						x				x	x	x	x	x			
	Al-Mansurah	x						x				x			x	x			
	Al-Boreiqah	x						x				x	x	x	x	x			
	Al-Towahei	x						x											
	Al-Muala	x						x				x							
	Seirah (Creitar)	x						x				x							
	Khor Maksar	x						x						x					
									x	x									
Hadramout	Romah								x										
	Thamoud																		
	Al-Qaf																		
	Zamnakh & Munowkh																		
	Hajar Al-Seiar																x		
	Al-Abr												x						
	Al-Qatn												x	x	x				
	Shebam												x						
	Saah												x	x			x		
	Sayoun											x	x	x	x				
	Tarim											x	x	x	x				
	Al-Soum												x				x		
	Al-Raidah & Qusayer												x	x					
	Al-Dees												x	x					
	Al-Shaher												x	x	x				
	Gheil Ben Yameen																x		
	Gheil Bawazeer												x	x					
	Dawan												x	x	x				
	Wadi Al-Ayn												x	x					
	Rakhyah												x						
	Amd														x				
	Al-Dhuleyah												x		x				
	Yabath																		

	Hajar												x					
	Broum Maifa												x	x				
	Hudeibo												x		x			
	Qlensyah, Abdo Al-Kuri												x					
	Hareidah														x			
	Al-Mukala City											x	x	x	x			
	Al-Mukala												x		x			
Taiz	Mawyeh	x											x	x		x		x
	Sharab Al-Salam	x											x	x	x		x	x
	Sharab Al-Rawnah												x	x	x			x
	Maqbanah	x										x	x	x	x			x
	Al-Makha	x								x			x	x	x		x	x
	Bab Al-Mandab												x	x			x	
	Mowza	x								x			x	x	x		x	
	Jabal Habashi												x	x	x			
	Mashrah & Hadnan	x											x	x	x			
	Saber Al-Mawadem	x											x	x	x	x		x
	Al-Mesrakh											x	x	x	x			
	Khadeer											x		x	x	x		x
	Al-Selw												x	x	x		x	
	Al-Shamayatein		x										x	x	x			x
	Al-Wazeyah													x			x	
	Haifan		x							x			x	x	x		x	
	Al-Mudhafar	x												x	x	x		
	Cairo	x	x											x		x		x
	Salah	x												x		x		
	Al-Taizyah	x											x	x	x			x
	Al-Ma'afer											x	x	x	x			
	Al-Mawaset												x	x	x			x
	Samae												x	x				
									x	x								
de	Al-Zuhrah													x	x			

	Al-Lhyeh	x											x	x		x		
	Kamaran										x							
	Al-Saleef										x							
	Al-Moneirah										x					x		
	Al-Qanawes										x			x	x			
	Al-Zaidiah													x				
	Al-Meghlaf										x					x		
	Al-Dhahi	x	x								x	x		x				
	Bajel	x												x	x		x	
	Al-Hujailah										x			x			x	
	Bora	x									x			x	x		x	
	Al-Maraweah	x									x	x		x	x		x	
	Al-Duraihemi	x												x	x			
	Al-Sukhnah	x												x	x			
	Al-Mansouryah	x																
	Bait Al-Faqeh											x		x	x		x	
	Jabal Ras	x									x			x	x			
	Heis	x												x	x			
	Al-Khoukhah										x			x				
	Al-Houk	x												x		x		
	Al-Maina'a	x	x											x		x		
	Al-Hali	x												x	x	x		
	Zabeed		x									x		x	x			
	Al-Jarahi	x												x	x		x	
	Al-Tuheita	x									x			x	x		x	
									x		x							
Ibb	Ibb												x	x	x			
	Al-Radhmah												x	x	x			
	Al-Sabrah									x			x	x				
	Al-Sadah												x	x				
	Al-Seyanni											x	x	x	x			
	Al-Shaer												x		x			
	Al-Dhehar		x										x	x				
	Al-Odein											x	x	x	x		x	
	Al-Qafr												x	x	x		x	
	Al-Makhader												x	x	x			
	Al-Mashanah												x					
	Al-Naderah												x	x			x	
	Badan												x	x	x			

	Jeblah											x	x	x	x			
	Hobeish												x	x	x		x	
	Hazm Al-Odein												x	x	x		x	
	Thee Al-Sufal		x										x	x	x			
	Fara Al-Odein									x			x	x			x	
	Mutheikherah												x					
	Yarim		x									x	x	x	x			
									x				x					
Abyan	Al-Mahfad												x	x			x	
	Mawdiah												x	x	x			
	Jyshan												x	x				
	Loudar	x										x	x	x	x			
	Sabah												x					
	Rassd											x	x					
	Sarar												x	x				
	Al-Wadhee												x	x			x	
	Ahour												x	x			x	
	Zenjubar	x						x					x	x				
	Khanfar	x						x					x	x	x		x	
									x									
Al-Baidha	Noaman										x							
	Natae										x			x				
	Maswarah										x			x	x			
	Al-Sawmah													x	x			
	Al-Zaher														x			
	Thei Na'aem													x	x			
	Al-Tafah													x	x			
	Mukeiras										x			x	x			
	Al-Baida City																	
	Al-Baidha													x	x			
	Al-Sawadyah														x			
	Radman										x			x	x			
	Radaa																	
	Al-Quraishyah										x				x			
	Waladrabee										x			x				
	Al-Ersh										x			x	x			

	Sabah										x			x					
	Al-Ryashyah													x	x				
	Al-Sharyah										x			x	x				
	Al-Malajem										x			x	x				
											x								
Lahj	Al-Had												x	x	x				
	Al-Houtah	x						x					x	x					
	Al-Qabeitah	x											x	x	x				
	Al-Musaimeer	x						x					x	x			x		
	Al-Madharebah & Al-Arah	x										x	x	x	x		x		
	Al-Maflahei												x	x	x				
	Al-Maqaterah	x										x	x	x	x		x		
	Al-Malah	x											x	x					
	Tuban	x						x					x	x					
	Halmein									x			x	x					
	Habeel Jabr											x	x	x	x				
	Radfan											x	x	x	x				
	Tour Al-Bahah	x								x			x	x	x		x		
	Yafae												x	x	x				
	Yahr												x	x					
									x	x									
Mareb	Al-Jowbah	x											x						
	Al-Abdyah													x					
	Bedbedeh																		
	Jabal Mourad												x						
	Hareeb												x						
	Hareeb Al-Qaramsh												x						
	Rahbah																		
	Raghwan																		
	Serwah												x		x				
	Mareb	x											x		x				
	Mahlyah																		
	Majzar													x					

	Madghal Al-Jeda'an																	
	Al-Wadi	x																
	Mareb City	x										x						
Shabwah	Dahr																	
	Al-Talh											x						
	Jardaan																	
	Arma'a											x				x		
	Aseilaan											x	x					
	Ain																	
	Baihan											x	x					
	Markhah Al-Ulia											x	x					
	Markhah Al-Sufla											x						
	Nesab											x	x					
	Hateeb											x						
	Al-Saeed												x	x				
	Ataq											x	x			x		
	Haban												x					
	Al-Rawdhah															x		
	Maifah												x					
	Radhoum											x	x	x		x		
Al-Jawf	Khab & Al-Sha'af											x	x					
	Al-Homaidat											x						
	Al-Matamah																	
	Al-Zaher																	
	Al-Hazm	x										x	x					
	Al-Mutoun											x	x					
	Al-Maslowb											x						
	Al-Gheil											x						
	Al-Khalq											x						
	Barat Al-Anan	x										x	x	x				
	Rajouzah																	
	Khrab Al-Marashi											x						

Al-Mhrah	Shahen												x					
	Haat												x	x				
	Houf																	
	Al-Gheydah												x	x	x		x	
	Manar														x			
	Al-Maseilah												x		x		x	x
	Sayhout												x					
	Qashan												x		x		x	
	Hesween												x		x		x	
Al-Mhweit	Shebam Kawkaban													x	x			
	Al-Taweilah													x	x		x	
	Al-Rojom													x	x		x	
	Al-Khabt													x	x		x	
	Melhan													x	x			
	Hufash													x	x		x	
	Bani Sa'ad													x			x	
	Al-Mehweit City																	
	Al-Mehweit													x			x	
Sadah	Al-Hashwah														x			
	Al-Safra'a												x	x	x			
	Al-Dhaher												x	x				
	Baqem																	
	Heidan												x					
	Razeh												x	x	x			
	Saqein												x	x	x			
	Sahar												x	x	x			
	Shada'a												x	x				
	Sadah													x	x			
	Ghamr													x				
	Qataber												x					
	Cataf & Al-Buqo													x	x			
	Majz												x	x	x			
	Manbah												x		x			

									x	x								
Hajjah	Aslam					x			x		x			x	x		x	
	Aflah Al-Sham					x								x				
	Aflah Al-Yemen					x								x	x			
	Al-Jameimah										x			x	x			
	Al-Shaghaderah					x								x	x			
	Al-Shahel					x	x							x	x			
	Al-Mahabeshah					x								x	x			
	Al-Maghrabah										x			x				
	Al-Meftah										x			x	x			
	Bakeel Almeer					x					x			x				
	Bani Al-Awam													x	x			
	Bani Qais Al-Tour					x			x		x			x	x		x	
	Hajjah					x								x	x			
	Haradh					x			x					x	x	x	x	
	Hairan								x		x			x				
	Kheiran Al-Mahraq					x			x		x			x	x		x	
	Shars					x					x			x				
	Abs					x	x		x					x		x	x	
	Qarah										x			x	x			
	Qafl Shamar					x								x	x			
	Cuhlaan Al-Sharaf					x								x	x			
	Cohlaan Afar					x								x				
	Cushar					x								x	x			
	Caidanah					x	x		x					x	x			
	Mabyan					x								x	x			
	Hajjah City					x	x							x				
	Mastaba					x			x		x			x	x			
	Meedei					x			x		x			x		x		
	Najrah										x			x	x			
	Washhah													x	x			

	Wadhrah					x					x			x					
									x	x	x								
Al-Dhalae	Al-Azareq	*** **								x	x			x	x		x		
	Al-Husha'a	*** **									x								
	Al-Haseen										x			x	x				
	Al-Shuaib													x	x				
	Al-Dhale	*** **									x			x	x				
	Guban													x	x				
	Jahaf	*** **									x			x	x		x		
	Damt	*** **												x	x				
	Qatabah									x				x					
									x		x								
Amran	Harf Sefyan													x					
	Howth																		
	Al-Oshah													x					
	Qaflat Othar													x					
	Shaharah																		
	Al-Madan																		
	Soweir													x					
	Dhulaimat Habour													x					
	Theebin													x			x		
	Kharef													x					
	Raidah													x					
	Jabal Eyal Yazeed													x					
	Al-Soudah																x		
	Al-Soud													x			x		
	Amran	*** **												x					
	Maswar													x			x		
	Thula'a	*** **												x					
	Eyal Sureih	*** **												x					
	Khamer													x			x		
	Bani Suraim													x					
Amran	Al-Hada'a										x			x	x				

	Jahran							x						x	x			
	Jabal Al-Sharq							x						x	x		x	
	Maghreb Ans							x			x			x	x			
	Otmah							x			x		x	x	x		x	
	Wusab Al-A'alei										x		x	x	x			
	Wusab Al-Safel										x		x	x	x		x	
	Dhamar City													x				
	Maifah Ans							x						x	x			
	Ans							x					x	x	x			
	Dhawran Anes							x			x		x	x	x		x	
	Al-Manar							x			x			x	x			
								x			x							
Reimah	Belad Al-Ta'am													x	x		x	
	Al-Salfyah													x	x		x	
	Al-Jabeen													x	x			
	Mazhar													x	x			
	Kasmah													x	x		x	
	Al-Jafariah													x	x			

Source: MoE and LEG, 2012

Annexe 6 GPE budget allocated by components and sub-components

Key Component	Sub-Component	Sub-component	Budget in thousand USD$
1.Improve Quality of Basic Education	1.1	School-based Development (Advanced Schools)	11,849
	1.2	Curriculum Development	2,319
	1.3	Improve Learning and Teaching Practices in Basic Education	8,885
	1.4	Support pre-school education	887
	Sub – Total Component 1		23,940
2. Promoting Equitable Access to Quality Basic Education in targeted governorates, especially for girls and out-of-school children.	2.1	Improving School Physical Environment	29,614
	2.2	Promoting Equitable Access	11,036
	2.3	Promote Access to Schools for Out-of School Children	3,244
	2.4	Literacy and Adult Education	547
	Sub –Total Component 2		44,442
3.Strengthening Institutional Capacity	3.1	Education and Management Information System at local level, in Selected Governorates	986
	3.2	Quality Assurance and School Accreditation at the Local Level	498
	3.3	Develop the General Education and Literacy Strategy 2016-2025	336
	3.4	GPE Project Management	2,398
	Sub-Total Component 3		4,218
Total main GPE Programme (under SE modality)			**72,600**
Additional emergency and early recovery component (under ME modality)	Support Education in Emergency Affected Areas (to be implemented through Managing Entity modality)		10,000
Total GPE Programme			**82,600**

ANNEXE 7 NET ENROLMENT, REPETITION RATE, DROPOUT RATE AND NUMBER OF OUT OF SCHOOL CHILDREN ACCORDING TO TARGETED GOVERNORATES

Governorate	Number of Population			Number of Schools by Gender				Number of Teachers by Gender		
	Male	Female	Total	Male	Female	Both	Total	Total	Female	Female in Percent
ABYAN	252,298	242,091	494,390	48	33	376	457	9,246	3,294	35.6
AL_BAIDA	329,486	325,421	654,908	89	70	421	580	5,380	1,176	21.9
AL_JAWF	276,142	227,126	503,268	15	17	406	438	3,199	559	17.5
HAJJAH	906,099	841,359	1,747,458	55	69	1,313	1,437	12,578	1,969	15.7
AL_HODEIDAH	1,327,317	1,254,056	2,581,374	205	157	985	1,347	18,756	6,029	32.1
DHAMAR	787,099	776,575	1,563,674	18	19	1,274	1,311	13,372	2,224	16.6
SHABWAH	278,080	259,803	537,884	83	59	413	555	6,044	1,183	19.6
SANA'A	519,118	503,717	1,022,836	20	23	1,161	1,204	10,828	1,377	12.7
AL_DALEH	296,353	277,050	573,403	26	27	391	444	5,512	993	18
ADEN	383,835	337,572	721,407	28	17	126	171	8,190	6,064	74
AMRAN	487,195	467,614	954,809	65	71	953	1,089	8,830	1,039	11.8
MAREB	147,212	127,813	275,025	26	25	395	446	4,033	1,231	30.5
RYMA	228,655	235,983	464,639	10	15	443	468	3,748	369	9.8
Total	6,218,889	5,876,180	12,095,075	688	602	8,657	9,947	109,716	27,507	25.1

ANNEXE 8 NUMBER OF POPULATION, SCHOOLS AND TEACHERS BY GENDER, ACCORDING TO TARGETED GOVERNORATES

Governorate	Net enrolment Rate			Repetition rate			Dropout rate			Number of OOSC (in Thousands		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Governorate Total
ABYAN	45.60	71.15	57.97	7.10	4.86	6.21	4.74	8.93	6.41	-2,245	13,022	10,777
AL_BAIDA	83.69	62.97	73.46	14.39	10.47	12.75	6.47	13.47	9.40	6763.80	26,954.97	33,718.77
AL_JAWF	44.59	37.27	41.09	3.23	2.53	2.93	16.45	13.84	15.35	30066.37	31,899.14	61,965.51
HAJJAH	59.64	42.84	51.62	11.56	9.59	10.80	8.14	10.51	9.06	84338.3	121,383.70	205,722
AL_HODEIDAH	74.89	58.39	66.93	10.29	7.79	9.23	9.49	10.93	10.10	57689.54	10,05.90	162,895.5
DHAMAR	91.26	60.91	76.32	10.55	8.12	9.63	6.78	10.66	8.25	464.606	69,429.44	69,894.05
SHABWAH	85.38	59.45	72.87	9.91	5.41	8.24	3.39	12.65	6.82	532.0352	23,403.8	23,935.83
SANA'A	111.45	85.44	98.71	10.72	7.86	9.54	3.49	8.56	5.59	28498.1	11,419.89	17,078.22
AL_DALEH	91.75	80.47	86.35	8.96	7.56	8.35	4.77	8.41	6.36	1318.896	8,935.63	7,616.734
ADEN	97.50	85.73	91.71	3.08	1.62	2.41	0.43	0.33	0.39	3262.989	4,75.302	1,112.313
AMRAN	90.83	70.72	81.11	9.25	7.19	8.40	6.59	9.74	7.87	6924	31,246.12	38,170.28

MAREB	75.78	67.49	71.83	11.97	8.31	10.32	5.40	9.05	7.04	4899.692	7,577.924	12,477.62
RYMA	74.12	50.32	62.53	10.46	8.04	9.53	9.43	13.91	11.14	10,948	26,731	37,679
REPUBLIC TOTAL	86.04	70.08	78.27	10.65	7.74	9.41	5.92	8.51	7.02	360,615	788,271	1,148,886

ANNEXE 9 CRITERIA/METHODOLOGY FOR ESTIMATING THE BREAK-DOWN BY GOVERNORATES AND BY TYPE OF ACTIVITIES

1. As requested by the Quality Assurance Review Phase II, the Ministry of Education and the supervising entity worked together in order to estimate the breakdown of the GPE program across all the 13 governorates targeted by the GPE program. The estimates have been computed using needs-based criteria indicators –computed at the Governorate level- and have been included in the costing plan of the program (see Excel file in Annex).

2. All the specific activities of the GPE program have been first classified in three categories: a) to be implemented at central level; b) to be implemented at Governorate level with an even distribution across the 13 Governorates (for instance, when the same number of workshops is planned for each governorate) and; c) to be implemented at Governorate level with an equity-based distribution across the Governorates.

3. Because the nature of activities varies, different sets of criteria have been used for the different kind of activities of the GPE program. Then the category c) was divided in the six following sub-categories: i) teacher training; ii) advanced schools activities; iii) school buildings; iv) female teacher contracting and training; v) out-of-school sub-component and; vi) all the other activities. Specific set of criteria indicators have been discussed and agreed upon for each sub-category as stated in the following table:

Criteria indicators/ Category	Poverty Rate	Gender Parity Index	Out-of-school Rate	DPs interventions (proxy indicator based on Annex 5 data)	Student Classroom Ratio	Nb of students in schools without building	Nb of Teachers	% Female Teachers	Population 6-14 y.o.
Teacher Training							X		
Advanced Schools	X	X	X	X					X
School Building	X		X		X	X			X
Female Teacher								X	X
OOSC			X						X
Other activities	X	X	X	X					X

4. Based on the criteria's values for the 13 Governorates, a needs-based score has been given for each criterion to each Governorate on a sliding scale: 13 points to the neediest Governorate down to 1 point to the least needy province. An overall needs-based score was then computed for each province by summing up the scores for each criteria used. Criteria have been weighted according to their importance, as discussed with the Ministry of Education. Population (6-14 years old) distribution has been counted for half of the final break down for each criteria using population indicator.

5. The table below shows an example of the calculations using the school buildings sub-component (all the other calculations are in the costing plan). The needs-based scoring (column 9) is the weighted sum of the 4 indicators criteria ranking (poverty rate, OOS Rate, Student per classroom and Nb of students in schools without building). Then the needs-based breakdown (column 10) is computed by pro-rata of the needs-based scoring (column 9). The breakdown of the 6-14 years old population is calculated in column 12 and the final proposed break-down by governorate for school buildings activities (column 13) is the average of the needs-based distribution (column 10) and of the population distribution (column 12).

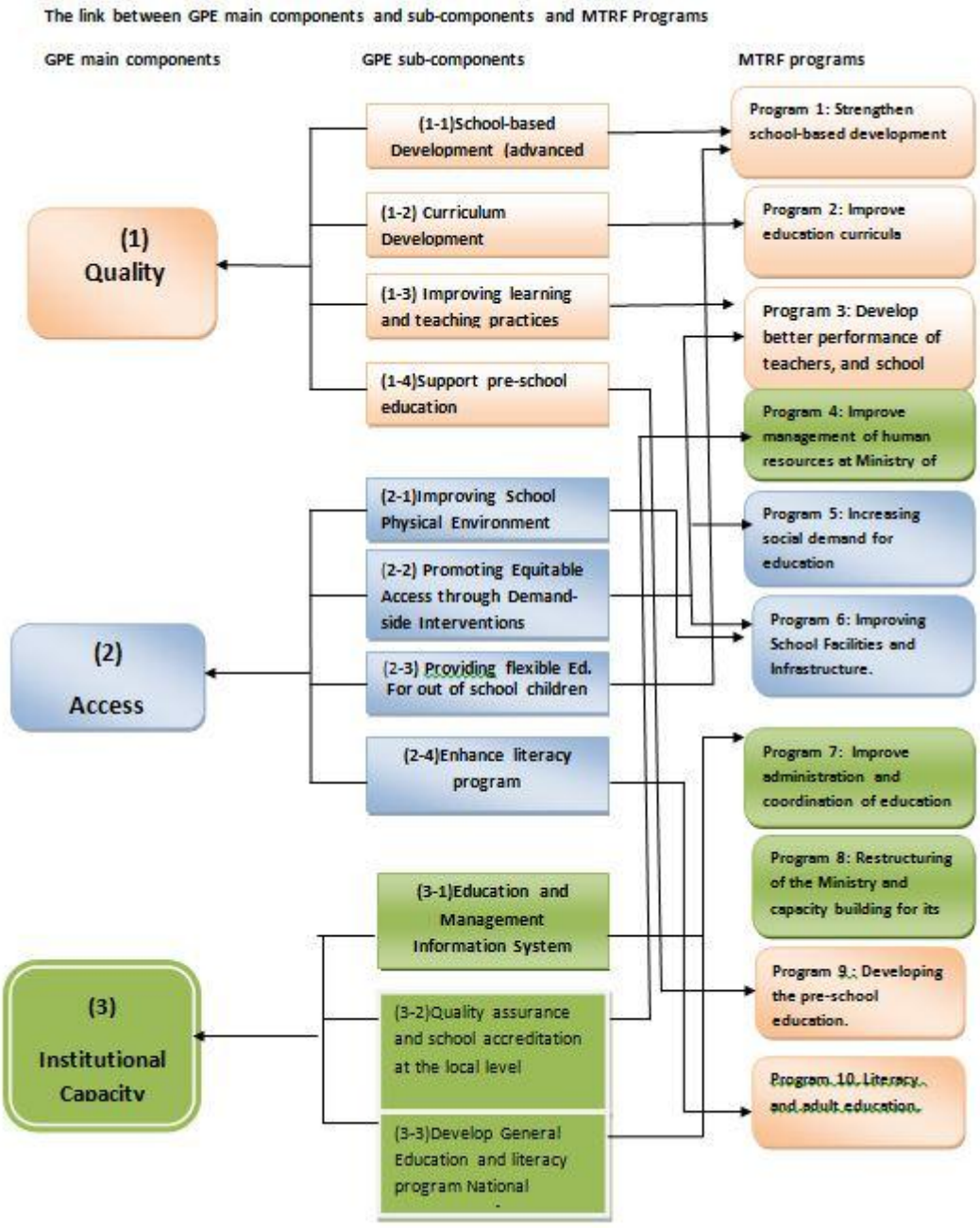
Weights:	1		2		1		2						
	Poverty Rate (1)	Poverty Rate Needs Ranking (2)	OOS Rate (3)	OOS Rate Needs Ranking (4)	Student per classroom (5)	St per CR Needs Ranking (6)	No of St in schools without building (7)	Sc without buildings Needs Ranking (8)	**Needs-based scoring (9)**	**Needs-based % (10)**	**Population 6-14 (000) (11)**	**Population % (12)**	**Equity-based criteria for sch. Buildings (13)**
ABYAN	45.7	7	17%	4	20.3	4	640	7	33	6.0%	490	4.1%	**5.0%**
ADEN	16.9	1	8%	2	26.1	11	0	2	20	3.6%	725	6.0%	**4.8%**
AL_BAIDA	51.9	11	27%	7	22.0	6	94	3	37	6.8%	654	5.4%	**6.1%**
AL_DALEH	44.2	6	14%	3	24.8	10	0	2	26	4.7%	571	4.7%	**4.7%**
AL_HODEIDAH	31.7	4	33%	10	30.9	13	8409	13	63	11.5%	2,576	21.3%	**16.4%**
AL_JAWF	49.6	10	59%	13	17.3	3	1548	9	57	10.4%	504	4.2%	**7.3%**
AMRAN	63.9	13	19%	5	21.6	5	2684	11	50	9.1%	955	7.9%	**8.5%**
DHAMAR	25.8	2	24%	6	26.8	12	5557	12	50	9.1%	1,568	13.0%	**11.0%**
HAJJAH	47.5	9	48%	12	22.8	7	2673	10	60	10.9%	1,745	14.4%	**12.7%**
MAREB	45.9	8	28%	9	14.1	1	312	4	35	6.4%	275	2.3%	**4.3%**
RYMA	34.1	5	37%	11	23.6	8	1249	8	51	9.3%	465	3.8%	**6.6%**
SANA'A	28.1	3	1%	1	23.8	9	395	5	24	4.4%	1,019	8.4%	**6.4%**
SHABWAH	54.1	12	27%	8	17.1	2	516	6	42	7.7%	538	4.5%	**6.1%**

6. The table below consolidates the results after applying the same methodology for all categories and summing-up the estimated amount. The USD 10 million for the emergency sub-component are excluded from the calculation as they will be implemented with another funding modality (Managing Entity and not Supervision Entity), and with a separate submission.

Key Activities		Sub-activities		Cost "000" USD	Breakdown by Governorate													
S	Key Component	S	Sub-component		Central	ABYAN	ADEN	AL_BAIDA	AL_DALEH	AL_HODEIDAH	AL_JAWF	AMRAN	DHAMAR	HAJJAH	MAREB	RYMA	SANA'A	SHABWAH
1	Improve Quality of Basic Education	1.1	School-based Development and Community Participation	**11,849**	**57**	**649**	**520**	**825**	**591**	**1,592**	**865**	**1,019**	**1,154**	**1,368**	**625**	**879**	**808**	**898**
		1.2	Develop School Curriculum according to education standards	**2,319**	**2,319**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**
		1.3	Improve performance by teachers, school management and inspection	**8,885**	**832**	**677**	**600**	**399**	**407**	**1,366**	**241**	**648**	**976**	**920**	**301**	**281**	**791**	**447**
		1.4	Develop pre-school education	**887**	**85**	**49**	**42**	**53**	**42**	**110**	**53**	**68**	**81**	**91**	**41**	**54**	**60**	**58**
		Total		**23,941**	**3,293**	**1,375**	**1,162**	**1,277**	**1,040**	**3,069**	**1,159**	**1,735**	**2,211**	**2,379**	**968**	**1,214**	**1,659**	**1,403**
2	Enrolment and Equality (Access)	2.1	Provide infrastructure and improve the school Physical Environment	**29,614**	**0**	**1,530**	**1,391**	**1,879**	**1,424**	**4,613**	**2,162**	**2,533**	**3,165**	**3,668**	**1,364**	**2,023**	**1,934**	**1,928**
		2.2	Increase social demand for education	**11,036**	**11**	**345**	**392**	**601**	**685**	**1,356**	**715**	**1,162**	**1,260**	**1,401**	**368**	**1,000**	**1,131**	**609**
		2.3	Compensatory opportunities for OOSC (Promote equal access to	**3,244**	**34**	**136**	**132**	**210**	**129**	**519**	**296**	**215**	**314**	**443**	**195**	**256**	**153**	**213**

			school)															
		2.4	Literacy & Adult Education	**547**	**100**	**38**	**33**	**22**	**22**	**76**	**13**	**36**	**54**	**51**	**16**	**15**	**44**	**25**
		Total		**44,442**	**144**	**2,049**	**1,947**	**2,713**	**2,260**	**6,565**	**3,186**	**3,946**	**4,794**	**5,565**	**1,944**	**3,293**	**3,263**	**2,774**
3	Enhance Institutional capacity	3.1	EMIS at decentralized level (Governorates & Districts)	**986**	**0**	**76**	**76**	**76**	**76**	**76**	**76**	**76**	**76**	**76**	**76**	**76**	**76**	**76**
		3.2	Quality & School Accreditation	**498**	**25**	**34**	**33**	**36**	**34**	**42**	**36**	**37**	**39**	**40**	**34**	**36**	**36**	**36**
		3.3	Strategies of Education for the period (2016- 2025)	**336**	**225**	**9**	**9**	**9**	**9**	**9**	**9**	**9**	**9**	**9**	**9**	**9**	**9**	**9**
		Total		**1,820**	**250**	**119**	**117**	**120**	**118**	**127**	**120**	**122**	**123**	**125**	**118**	**121**	**120**	**121**
3.4	Project Management	3.4	Project Management	**2,398**	**2,398**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**
		Total Component 3		**4,218**	**2,648**	**119**	**117**	**120**	**118**	**127**	**120**	**122**	**123**	**125**	**118**	**121**	**120**	**121**
Total				**72,600**	**6,085**	**3,542**	**3,227**	**4,110**	**3,418**	**9,760**	**4,466**	**5,802**	**7,127**	**8,068**	**3,030**	**4,628**	**5,041**	**4,298**

ANNEXE 10 LINKS BETWEEN PROGRAMME COMPONENTS AND MTRF



ANNEXE 11 SUMMARY OF MTRF COMPONENTS, OUTCOMES AND PROGRAMES

Priority	Targeted Outcomes for School Year 2015-2016 (baseline of 2010-2011)	Programs to achieve the targeted outcomes in each component
Priority 1- Improving the quality of public education through developing the belief and practice that the learner is the centre of the teaching and learning process, and enabling a teaching environment which is based in the learning outcomes for students	1. Decrease the failure rate in basic education for both males and females from 9.4 per cent to 7 per cent, and decrease failure rate for females from 7.7 per cent to 5.2 per cent. 2. Decrease the failure rate in secondary education for males 11.3 per cent to 8.8 per cent and females from 8.6 per cent to 6.1 per cent. 3. Raise the school completion rate to sixth grade from 53.3 per cent to 62 per cent. 4. Early Grade oral Reading Fluency and Comprehension (EGRFC) in grade 3 is increased from 16 (baseline) to 20 words in one minute. 5. The students' performance in both math and science (grade 1-6 of basic education) improve by xx in academic year 2015-2016 compare to sample national exam conducted in academic year 2012-2013; 5. The average scale score for Yemeni students grade six achievement in TIMESS increase from (348) in 2011 to (400) in 2015, in Math and from (345) to (400) in the same period.	**Program 1: Strengthen school-based development:** The program is to strengthen school based management by increasing stakeholders' involvement in planning, implementation and monitoring and evaluation, as well as seek to foster community participation and transparency and efficiency of use of education resources. **Program 2: Improve education curricula** The aim is to revise and upgrade curricula up to Grade 9 as well as to develop teaching aid material and standards to measure student's performance. Standards of student's educational performance from early stage in the educational cycle will help teachers for class planning and improved pedagogy. A "Curriculum Document" will be developed that will serve to identify learning objectives and guide preparation of appropriate textbooks and educational materials for effective teaching and learning. Creative evaluation techniques will be promoted to enrich the educational process and enable the Ministry to use better information to plan and achieve results. **Program 3: Develop better performance of teachers, and school administration staff, including principals and supervisors.** The aim is to improve the quality of teaching by providing training in different areas. Emphasis will be given to training of school principals and supervisors in pedagogical practices. Teachers will be trained on how to teach reading and numeracy in early grades. **Program 4: Improve management of human resources at Ministry of Education to improve the use of human resources.** This program integrates several reforms targeting strengthening of the management of human resources led by MoE, as well as through policy reforms in coordination with teacher training colleges to ensure adequate performance at basic education. This program also targets teacher selection and posting, and will seek to establish incentives to reduce teacher absenteeism.

Priority	Targeted Outcomes for School Year 2015-2016 (baseline of 2010-2011)	Programs to achieve the targeted outcomes in each component
Priority 2 - Closing the social and gender gap disparities through an equitable education system able to give equal opportunities at the start to every child, so they could compete fairly in the labour market of tomorrow;	1. Increase the net enrolment rate in basic education from 78.8 per cent to 82.7 per cent , and in secondary education from 23.2 per cent to 26.5 per cent 2. Increase the gross enrolment rate in basic education from 86.1 per cent to 89.3 per cent, and secondary education from 35 per cent to 39.9 per cent[15]. 3. Increase the Net Intake Rate (NIR) in the first grade of basic education for both males and females from 59.5 per cent to 65 per cent. 4. Decrease the gender gap in net enrolment in basic education from .081 to .84. and from 0.71 to 0.80 in secondary education 5. Educational services have been provided for out-of school children, children with special needs, children having difficulties in accessing educational services.	**Program 5: Increasing social demand for education.** This program is to increase the social demand for education by helping poor families to enrol their children into public basic education schools and encourage them to remain until completion of the cycle. It is designed to motivate parents to keep their children in school as long as possible. To achieve this objective, a number of policies that have been under implementation will be expanded, including fees exemption and a development of a positive school environment. **Program 6: Improving School Facilities and Infrastructure.** This program aims at enhancing school facilities and infrastructure by providing classrooms and other spaces including latrines, furniture and required equipment for accommodating enrolled students. This requires development of a number of policies such as: coordination of the selection process for school sites and buildings among all development partners; development of school capacities in the fields of maintenance and renovation; and accommodation for students with special needs as well as those in displacement camps, with needed school buildings, furniture or equipment.
Priority 3- Strengthening capacities of the Ministry of Education, governorate and district offices (GEO's), to boost their capabilities in providing efficient and	1. Harmonize and synchronize development partners' programs with the Ministry's plans and strategies 2. Set up an operational outline that will facilitate and smoothen coordination between: MoE and other related ministries, and between the central level and decentralized units with local	**Program 7: Improve administration and coordination of education players, to provide efficient educational services.** This program includes building institutional capacity to better administrate and coordinate the delivery of educational services. It aims at strengthening the role of MoE in various aspects of planning, implementation, monitoring and evaluation. Furthermore, it seeks to improve harmonization of development partners to better align with MoE priorities and plans as well as its coordination with other concerned ministries.

[15] *NIR (students enrolment at the age of 6+ at grade 1) is lower than the NER (student enrolment rate at the age of 6-14) due to the following reasons: 1)NIR is calculated at the age group 6^+ while NER is calculated for the age group 6-14 2) Presence of two policies of acceptance: in the southeren governorates students in grade 1 are accepted only at the age of 6^+ while in the northern governorates they accept students in grade 1 at the age of 6-12 especially in the rural and remote areas.*

Priority	Targeted Outcomes for School Year 2015-2016 (baseline of 2010-2011)	Programs to achieve the targeted outcomes in each component
high quality educational services	communities 3. Develop an educational information system that is steady, and reliable to be utilized in decision making, planning, and monitoring and evaluation. 4. Upgrade and improve the organizational structure of the Ministry and develop effective human resources.	This will be achieved by implementing strategies and policies that assist in unifying efforts of all partners involved in developing annual MoE action plans and implementing programs and activities. Among the requirements at this stage is establishing a framework for monitoring and evaluation. This will be done by an improved joint annual review (JAR), as well as reinforcement and nationwide application and use of an EMIS in decision–making processes.
		Program 8: Restructuring of the Ministry and capacity building for its cabinet, governorates and district offices according to modern management tools and methodologies. This program will support restructuring of the MoE including capacity building for the cabinet members, governorates, and district officials. The MoE will be restructured according to modern management concept tools and processes, in order to increase efficiency in the provision of different educational services
Priority 4. Preschool Education	1.Increase enrolment rate for preschool education from 0.5 per cent into 0.8 per cent	**Program 9: Developing the pre-school education.** This program aims at pre-school education expansion and improvement, through better programs, and improved kindergarten environment.
Priority 5. Literacy and Adult Education	1. Increase enrolment rate in literacy programs by additional 5 per cent 2. Better female access into basic training programs	**Program 10. Literacy and adult education.** The program aims to reduce the number of illiterate adults and to increase parents' awareness about the importance of education. It is expected to achieve results through the following strategies: Expansion of literacy program; diversification of training provided in both basic training centres and women's training centres; improvement of the learning environment through the further development of literacy curriculums;

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