



# Transitional Education Plan

2019/20 – 2021/22

Yemen

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## List of Acronyms

ALECSO	Arab Organization for Education, Science and Culture
BEDP	Basic Education Development Project
CSO	Civil Society Organization
DEO	District Education Office
DFID	UK Department for International Development
DPs	Development Partners
EAC	Education Above All/Educate a Child
ECE	Early Childhood Education
ECFR	European Council on Foreign Relations
ECG	Education Coordination Group
ECW	Education Cannot Wait
EFA	Education For All
EMIS	Education Management Information System
ERDC	Education Research and Development Center
ESA	Education Situation Analysis
ESP	Education Sector Plan
FAO	United Nations Food and Agricultural Organization
FMC	Father and Mother Councils
FSI	Fragile States Index
GCSBPP	General Corporation for School Books Printing Press
GEIP	General Education Improvement Programme
GER	Gross Enrolment Ratio
GEO	Governorate Education Office
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPE	Global Partnership for Education
GPI	Gender Parity Index
HBS	Household Budget Survey
HDI	Human Development Index
HNO	(UN OCHA) Humanitarian Needs Overview
IDP	Internally Displaced Persons
IIEP	International Institute for Educational Planning
INEE	Inter-agency Network for Education in Emergencies
IOM	International Organization for Migration
IPC	Integrated Food Security Phase Classification
JAR	Joint Annual Review
JICA	Japan International Cooperation Agency
KFW	Kreditanstalt für Wiederaufbau
LEG	Local Education Group

MoE	Ministry of Education
MRM	Monitoring Reporting Mechanism
MTRF	Medium term Results Framework
NAS	National Assessment System
NBEDS	National Basic Education Development Strategy
NGO	Non-governmental Organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PMU	Project Management Unit
SDF	Social Development Fund
SDG	Sustainable Development Goals
SDP	School-based Development Programme
SEC	Secondary Education Certificate
SEDGAP	Secondary Education Development and Girls' Access Program
TEP	Transitional Education Plan
TEVT	Ministry of Technical Education and Vocational Training
TFPM	Task Force on Population Movement
TIMSS	Trends in Mathematics and Science Study
TLS	Temporary Learning Spaces
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WASH	Water, Sanitation and Hygiene
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization
YEC	Yemen Education Cluster
YER	Yemeni Rial
YHRP	Yemen Humanitarian Response Plan

## Executive summary

Despite the crisis that has engulfed Yemen since 2011, ensuring access to safe and relevant, quality education for all children has remained a priority for the government. The Yemen Transitional Education Plan (TEP) 2019/20 – 2021/22 represents a collective effort to place education above political interest and prioritize learning for all children in the country. It builds on the work that has continued during the crisis, including by communities, government and partners, to prevent the school system from collapsing.

Before 2011, Yemen demonstrated progress towards increasing access to education at all levels, including greater inclusion of girls, especially at the secondary level. As result of the conflict, many of these positive gains have been lost. As of 2019, roughly two million children do not have access to education, and 4.7 million need support to access education (2019 UN OCHA Yemen Humanitarian Needs Overview). The safety and security of education personnel and learners remain threatened. Schools have been destroyed or damaged, occupied by armed groups or used as shelters by displaced persons. Teachers have also been displaced or have been absent due to non-payment of salaries. When children do attend school, the instructional time is reduced and materials are often in short supply.

Yet, despite these challenges, education authorities and partners have been keen to continue education and have adopted measures within their available resources to ensure continued education. This includes facilitating admission procedures for displaced students in the areas of displacement; creating temporary alternative educational facilities; implementing emergency school schedules to reduce the daily workload of teachers; and activating and encouraging community initiatives in support of the educational process.

The previous Education Sector Plan for Yemen concluded in 2015. Given the political instability it was not possible to develop a new plan at that time. Instead, it was agreed that a transitional education plan would be prepared as an appropriate solution. A transitional education plan (TEP)<sup>1</sup> is justified where the changing nature of a situation makes development of a longer-term education sector plan (ESP) not possible. A TEP generally seeks to address immediate needs, targets a smaller number of priorities and is generally only up to three years. A key outcome of a TEP is developing capacities for preparation of an ESP by the end of the transitional plan; this TEP also works toward this goal.

The preparation of the TEP for Yemen was based on a high level of flexibility, commitment and creativity among all education stakeholders involved to overcome the many challenges the country has been facing since 2015. The organization and mechanisms for preparation of this TEP have differed from Yemen's prior experiences in preparing major education policies and

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<sup>1</sup> IIEP-UNESCO/GPE (May 2016) "Guidance for Transitional Education Plan Preparation."

programmes. The on-going conflict limited the amount of dialogue that occurred among education stakeholders, particularly at governorate and district levels.

Nonetheless, despite these limitations, national technical experts in Aden and Sana'a were involved in providing information and facilitating wider discussions and consultations with representatives from the governorates, and the Education Consultation Group (ECG), formerly Development Partners (DPs)<sup>2</sup>. A small number of national technical experts came together outside of Yemen between February 2018 and February 2019 to:

- Analyse the education situation;
- Identify strategies related to access, quality, educational management, and providing education in conflict as part of the TEP;
- Develop priority programmes and activities as part of the operational plan matrix;
- Cost activities, using a simulation model to project selected targets and costs for the TEP; and
- Identify implementation, monitoring and evaluation mechanisms.

All work of the TEP team was conducted based on the Guidelines for Transitional Education Plan Preparation<sup>3</sup> prepared by Global Partnership for Education (GPE) and the International Institute for Educational Planning (IIEP-UNESCO), in addition to the instructions and guidance provided by the international and national experts for TEP preparation.

The TEP is set within Yemen's overall education policy framework of education laws and regulations, including the school development framework and principles that seek to strengthen the whole-school approach with communities playing a pivotal role in education as officially stated in the Bylaws of Father and Mother Councils (FMCs 262/2009), international commitments such as SDG 4 and other guiding policies and strategies that address the role of education in the current crisis, including the Ministry of Education National Strategy and Integrated Plan for Education in Emergencies (2018-2019) which was translated into humanitarian objectives and activities as presented in the Humanitarian Needs Overview (HNO) and Yemen Humanitarian Response Plan (YHRP).

The TEP seeks to address immediate needs relevant to the current education challenges; to ensure prevention, preparedness and mitigation of risks for children and education personnel; and to retain some of the past gains and improvements in access to and quality of education. The plan proposes four priority programmes that play a pivotal role in achieving the overall objectives of the TEP. They include:

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<sup>2</sup> As of May 2019, ECG members include multilateral partner agencies including UNESCO, UNHCR, UNICEF, WB and WFP; bi-lateral partners including DFID, GIZ, JICA, KfW and USAID. The Yemen Education Cluster, Save the Children, and the Social Fund for Development (SFD) are also ECG members. ECW and GPE are represented through their respective Secretariats.

<sup>3</sup> IIEP-UNESCO/GPE (May 2016) "Guidance for Transitional Education Plan Preparation."

1. Safe, equitable access to education,
2. Improved teaching and learning,
3. Rehabilitation of educational infrastructure and provision of equipment, and
4. Strengthened institutional capacities.

While this TEP addresses a range of educational activities focused on access, quality and management, it is by its very nature more limited in scope than a traditional education sector plan. The plan outlines stakeholder priorities to address current challenges caused by the ongoing crisis. Priority programmes do not cover the full education sector but focus on priorities for maintaining basic and secondary education only.

The overall implementation of the TEP is the responsibility of the government of Yemen, with the support of relevant stakeholders, including development and humanitarian partners. The Local Education Group was established in 2005<sup>4</sup> and will continue to play an important role in supporting the implementation of the plan.

The TEP 2019/20-2021/22 aims to provide a vision for the next three years that allows the government and its partners to not only mitigate the negative effects of the crisis on the education system but to put in place a series of prevention and preparedness measures that aim at safeguarding learners and teachers and strengthening the resilience of the education system to retain gains made in the past decade. The development of the TEP is proof of the government's and partners' acknowledgement that education is a priority in this crisis and the need to utilize both humanitarian and development funding to prevent the education sector from collapsing.

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<sup>4</sup> Core donor members in 2005 were USAID, WB, Japan, Germany, DFID, UNICEF and the Netherlands.

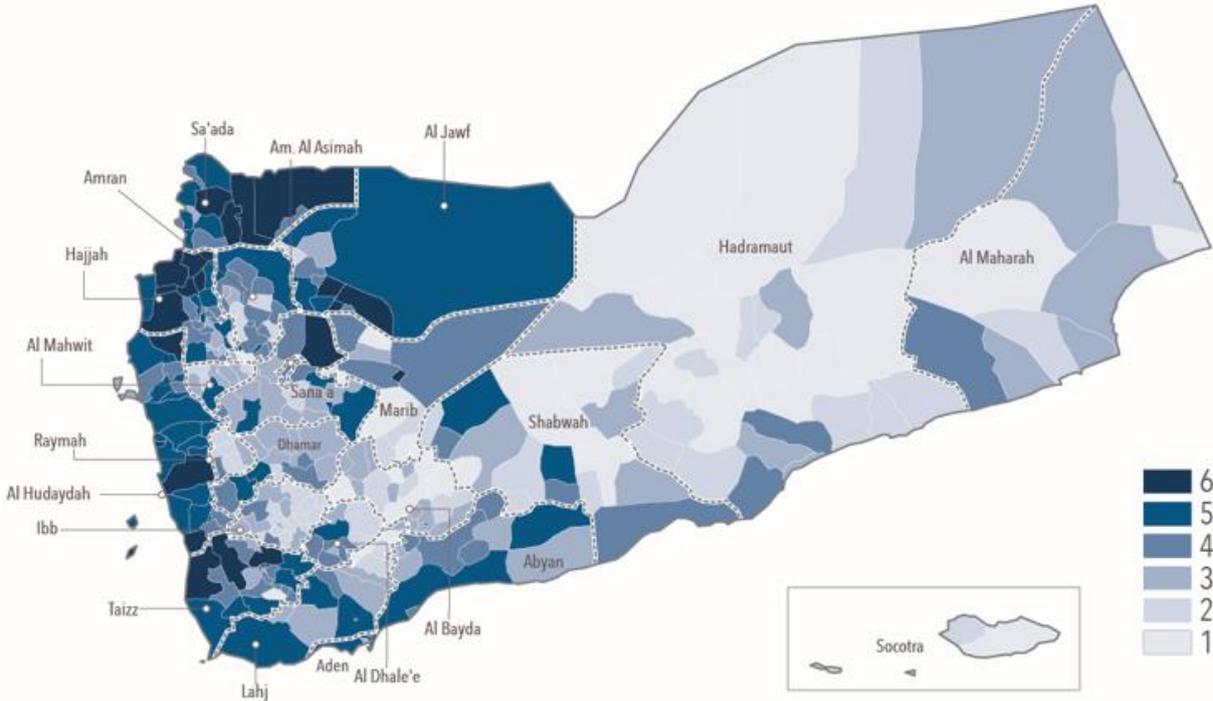
## Chapter 1 Introduction and Context

Yemen's goal to offer quality education for all children is as pertinent as ever. However, the provision of education services in the Republic of Yemen today takes place amidst a war and contributed to increased economic pressure, poverty, food insecurity, a widespread cholera epidemic and a weakening of the country's social infrastructure that is close to collapsing (United Nations Security Council, S/2018/68). However, despite the country's dire humanitarian crisis, as of 2017, 79% of all basic and secondary schools remain open (Education Cluster, 2017). Communities, the government and its partners are trying their best to prevent the school system from collapsing.

In 2016 and 2017, Yemen ranked 4<sup>th</sup> in the Fragile States Index (FSI). The FSI ranking defines Yemen's situation as "highly alerting" (The Fund for Peace 2017). Yemen's 2015 Human Development Index (HDI) of 0.482 is below the average of 0.497 for countries in the low human development group and below the average of 0.687 for Arab State countries (UNDP 2017). Yemen ranked 168th out of 188 countries assessed. The latest poverty-related data from 2014 showed that 48% of the population lived in multidimensional poverty; this number is expected to have risen since the outbreak of the war (Tiwari 2017). As per the 2017 Global Gender Gap Report by the World Economic Forum, Yemen also ranked 141<sup>st</sup> out of 144 countries in terms of gender disparity in educational attainment.

The extent of the humanitarian crisis is reflected in the OCHA Severity Needs Index that provides insights into the level of risk at district level. The index is based on a series of indicators related to food security, WASH, health, nutrition, shelter, protection, education and the number of refugees and migrants. These observed needs were averaged in 2016 and late 2017 to develop a synthesis needs index that was divided into six levels, ranging from low (1) to critical (6) (see figure 1). Needs severity criteria for education include a series of four indicators. Indicator 1 captures children's access to education in the district (enrolment rate). Indicator 2 looks at the percentage of non-functional schools in the district, indicator 3 captures school-aged IDPs/returnees as a percentage of the same age group in the resident community, and indicator 4 provides the number of acute watery diarrhoea-suspect cholera incidents per districts. Indicator 2 is weighted twice, indicator 1, 3, and 4 only once (OCHA, 2017). Data are provided by the sub-national Education offices, the Ministry of Education, the Task Force on Population Movement (TFPM) and Education Cluster partners.

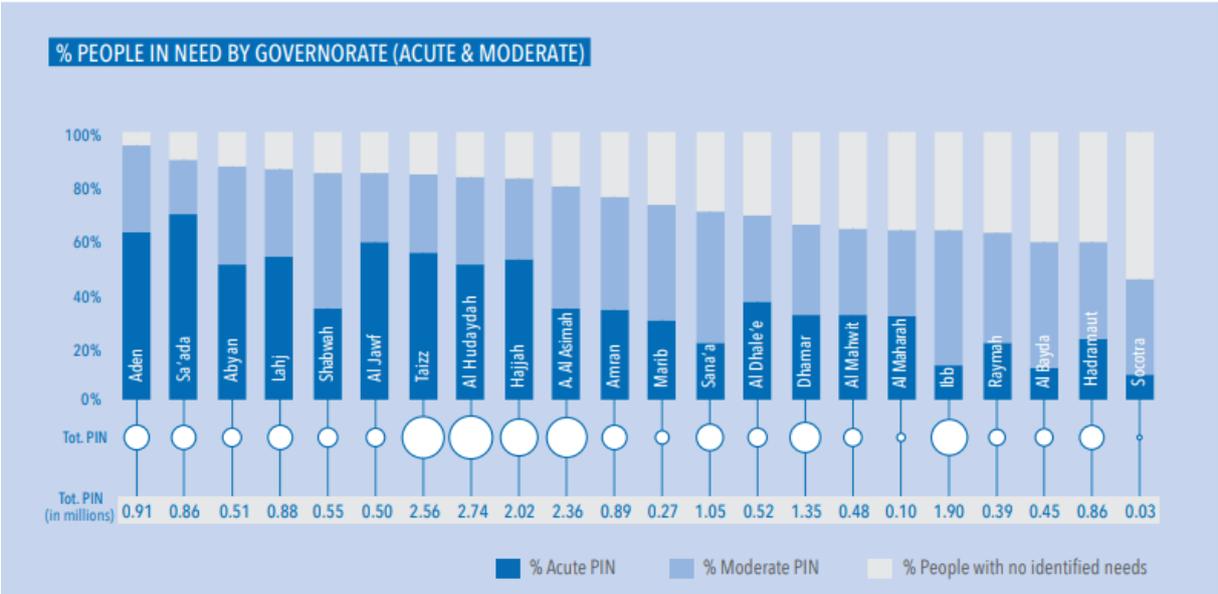
Figure 1. Needs severity index, 2017



Source: 2018 UN OCHA Humanitarian Needs Overview, 4 December 2017

The 2018 UN OCHA Humanitarian Needs Overview (HNO) concludes that the most severe needs across multiple sectors are concentrated in areas of ongoing war or areas with large numbers of IDPs and returnees. Many of these areas were already contending with chronic challenges in terms of food security, nutrition, water and health care before the war.

Figure 2. People in Need by Governorate, 2018



Source: 2018 Humanitarian Needs Overview, UN OCHA, 4 December 2017.

(Note: OCHA relies on sectors' needs severity scores and the total people in need (PIN) for each district to categorize total PIN as acute or moderate. Scores of 2 or 3 were categorized as moderate, and scores of 4, 5 or 6 were categorized as acute.)

According to the 2018 UN OCHA Humanitarian Needs Overview (4 December 2017), 22.2 million people of an estimated total population of 29.3 million – or approximately 76% of the population – needed some kind of humanitarian assistance. As of December 2018, the number of people in need had risen to 24.1 million, which amounts to 79% of the estimated total population of 30.5 million. Needs include anything from emergency food or water to psychosocial support and temporary learning spaces. As shown in Figure 2, in 2018, the governorates with the greatest numbers of people in need are Aden, Taizz, Al Hudaydah, Hajjah, Amanat Al Asimah and Ibb.

According to the Ministry of Education’s 2015/16 educational survey, among the estimated 7.7 million school-age children (basic and secondary education), 75% were enrolled in school, leaving at least 1.925 million school-age children out of school. As of December 2018, the Education Cluster estimates that 2 million children are out of school based on field monitoring conducted in 2018 (HNO 2019).

### ***Many casualties and human rights violations***

According to the World Health Organization (WHO) the armed conflict claimed at least 54,511 casualties, including more than 8,000 women and children (WHO, 2017). Recruitment of children into armed forces is a new phenomenon in Yemen (Education Cluster 2017). Yet, “from October 2016 to September 2017, the Country-level Task Force on the Monitoring and Reporting Mechanism (MRM) verified and documented 1,698 victims of grave child rights violations in Yemen (1,370 boys and 328 girls). Child recruitment continues to affect large numbers of boys under the age of 18. [For the same period], 606 cases of child recruitment and 1,111 cases of killing and maiming/injuries (782 boys, 329 girls) were reported and verified” (2018 UN OCHA HNO, 4 December 2017, p.18).

### ***Massive population displacement<sup>5</sup>***

As of September 2017, 2,014,026 people were internally displaced. According to the HNO 2019, the number of displaced people rose significantly between 2017 and 2018 with an estimated 3.3 million people displaced by the end of 2018. Most of the Internally Displaced Persons (IDPs) are displaced from Al Hudaydah, Taizz, Hajjah, Sa’ada and Amanat Al Asimah (UN OCHA 2019) with 89 per cent of all IDPs being displaced for more than one year (UNHCR 2019). Slightly more than one million people had returned to their original governorates as of December 2018 (UN OCHA 2019). IDPs and returnees represent 14% of the total population of Yemen.

In 2017, UNHCR registered 190,352 refugees<sup>6</sup> in total (UNHCR 2017). As of April 2017, there are 25,172 refugee children of school age (6-18) in Yemen, with only some 7,000 of them

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<sup>5</sup> Sex-disaggregated data is provided where relevant and available.

<sup>6</sup> Refugees in Yemen include Ethiopians and Somalis predominately.

enrolled in basic and secondary education for the academic year 2016/2017. Many refugee children and adolescents remain out of school for reasons that Yemeni children also face. This includes insufficient family income and the need for children to work to support their families, school fees and lack of school uniforms. While refugee children have the right to access schools, the lack of identity documents, language barriers, and the lack of school certificates from country of origin can pose additional barriers (UNHCR, 2017).

### ***Increased economic pressure***

Moderate gains made in the past in terms of economic development have been reversed due to difficult economic circumstances, including the government's inability to collect taxes and a dependency on declining oil resources for revenue. In the past, oil and gas revenues made up almost 60 to 70% of government revenues and 90% of exports (Central Statistical Organization, 2016). In the first week of October 2018, the Yemeni Rial (YER) depreciated by 238% against the U.S. dollar compared to the pre-crisis era, depicting enormous economic challenges deepened by the protracted conflict. According to the World Bank's latest Household Budget Surveys (HBS) undertaken in 2005/06 and 2014, the national poverty rate increased between 2005/06 and 2014 from 35.4% (7 million people) to 48.6% (12.6 million people) (WB 2018). Given the dramatic changes since the last HBS, including the stoppage of most public salary payments, and an economy that has contracted by 46% it is safe to say that not only are more people in poverty today but also the depth and severity of poverty has increased with women being disproportionately affected by poverty (UN OCHA, Nov 2017, Humanitarian Bulletin).

According to the 2019 UN OCHA Humanitarian Needs Overview (December 2018), of the 29.3 million people affected by the conflict, at least 11.3 million people, or 37% of Yemen's population, needed immediate humanitarian assistance to save and sustain their lives. Increasing costs of living due to the conflict and the blockade of air, sea and land ports except for humanitarian supplies have hit the hardest those who were already surviving on a day-to-day basis. Their coping mechanisms include not eating every day or accessing contaminated water sources. The Food and Agriculture Organization of the United Nations (FAO) issued an early warning in October 2018, highlighting the impact of the decline of the real value of incomes, purchasing power and consequently economic and physical access to food and other essential commodities by the population in general and especially by vulnerable parts of society. It states that "the depreciation of the local currency led [to the] unprecedented increase of the cost of minimum/survival food basket for [a household of] seven persons in a month. The cost increased up to 42,101 YER on average, which is 142% increase compared to pre-crisis period [February 2015] and 25% increase compared to mid Sept 2018 (FAO and the Government of Yemen, 2018). The UN's World Food Program (WFP) estimates that 9.9 million people are in acute need of emergency food assistance. In addition, 20 million Yemenis (67 per cent of the total population) are food insecure – a 13 per cent increase from 2018 (2019 YHRP). The figures are alarming and for the first time in Yemen's history, a quarter of a million

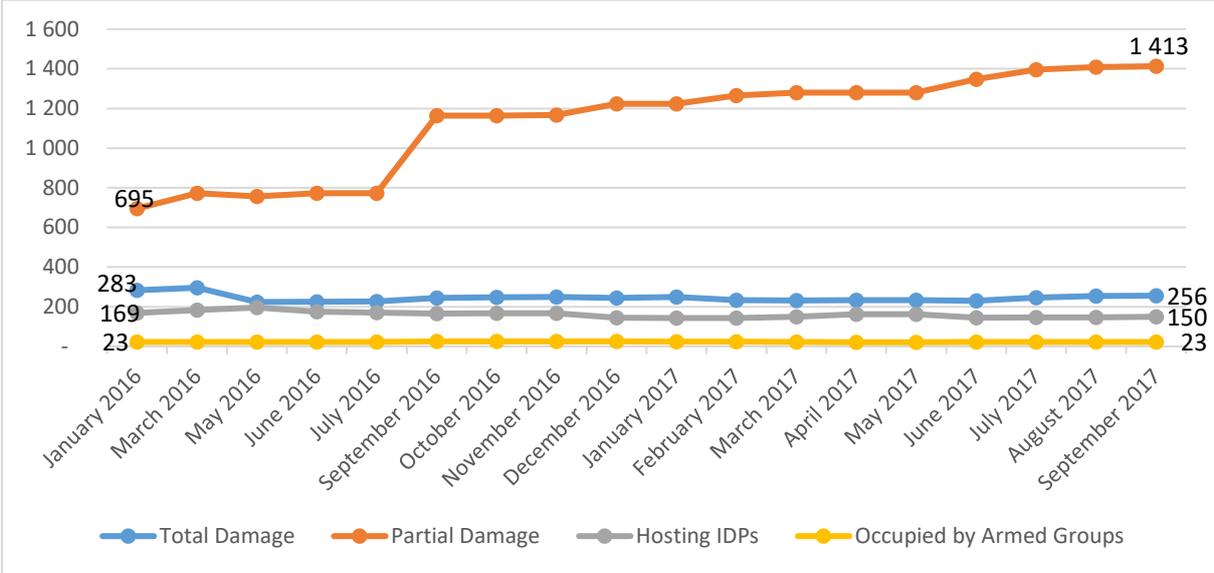
people are facing hunger with two-thirds of all districts in Yemen being declared as pre-famine.

### ***Social infrastructure at brink of collapse***

The social infrastructure and basic services are at the brink of collapse. Medicines are in scarce supply. While Yemen made considerable progress in addressing food insecurity with chronic malnutrition (stunting) declining from 59% in 1997 to 57% in 2003 and 46% in 2013, this positive development has stalled and will most likely be reversed nationally or in areas most affected by the conflict. One in two children below the age of five are now stunted. Stunting is observed in 12 out of 18 governorates surveyed. Three governorates, Hudaydah, Hadramaut and Abyan, have exceeded the WHO emergency threshold of 15% for acute malnutrition (wasting). Malnutrition has become a serious threat to children's growth and lives and prevents children from learning. The rapid spread of cholera also led to 900,000 suspected cholera cases and 2,192 deaths (UN OCHA, December 2017).

The conflict has also affected education directly and aggravates the implementation of government and partner activities. An estimated two million children do not have access to education, and 4.7 million need support to access education (2019 UN OCHA Yemen Humanitarian Needs Overview). This is a sharp increase from 2.3 million in 2017 and shows the increasing vulnerability of learners due to the consequences of the war. This includes support for school feeding, transport and other needs. The number of children and youth in need of educational assistance has significantly increased between December 2014 (1.1 million) and December 2018 (4.1 million) (UN OCHA 2014 and 2019). According to the Education Cluster report 2017, 1,842 schools are currently unfit for use due to war and conflict-related damage, hosting of IDPs or occupation by armed groups. In total 3,584 schools (21% of all basic and secondary schools) are closed, either because they are unfit for use or teachers and students stopped coming to school. Figure 3 shows the trend of schools affected by the conflict between January 2016 and September 2017. As of September 2017, 23 schools were occupied by armed groups, 150 schools were occupied by IDPs, 1,413 schools were partially damaged and 256 schools totally damaged. In October 2017, the government made a public commitment to safeguard education from the effects of armed conflict by signing the Safe School Declaration. Countries that sign the Safe Schools Declaration are expressing support for protecting students, teachers, schools and universities from attack and taking measures to stop the military use of education facilities.

Figure 3. Number of schools affected by the conflict, January 2016 – September 2017



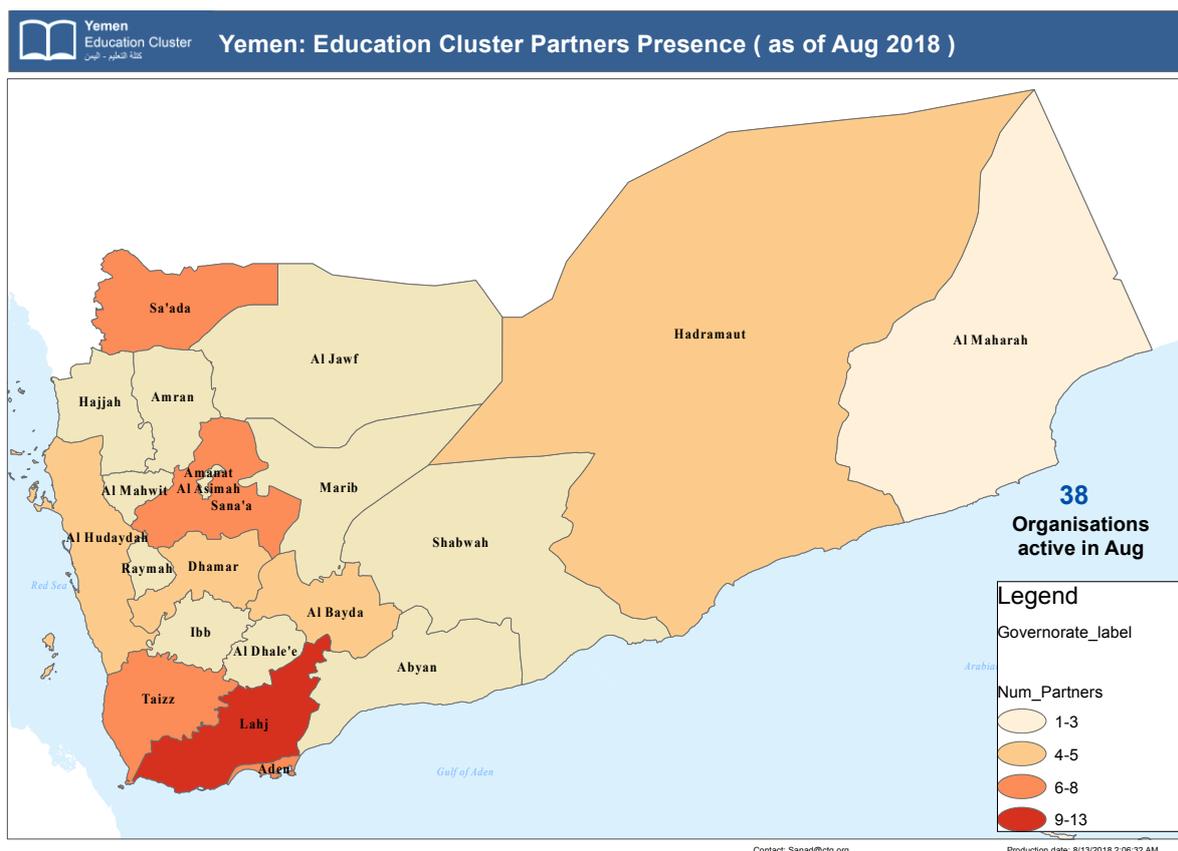
Source: Yemen Education Cluster, 2017.

**Humanitarian and development response**

Yemen relies heavily on partner support. However, education gets the smallest share of cluster funding with only two percent of the total amount of humanitarian funding. According to the UN OCHA’s Financial Tracking Service (2018), in 2018 79% of the education sector needs identified in the Yemeni Humanitarian Response Plan (YHRP) have been funded (OCHA FTS 2018).

The current humanitarian situation has severe implications for partners as humanitarian access remains a challenge and has been restricted or suspended intermittently (Education Cluster, 2017). Further operational challenges include the need for alternative payment mechanisms due to the suspension of public expenditures, disruption of the banking system and the limited number of partners with sufficient capacities for project implementation. Humanitarian organizations operating in Yemen are relatively few. In education, the Yemen Education Cluster (YEC) coordinates partner activities within a larger, inter-sectoral humanitarian response coordinated by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). It aims to ensure access to safe, equitable and quality education and to strengthen the capacity of the education system and communities to deliver a timely and evidence-based education response. To this end, the YEC coordinates with and provides technical support to the Education in Emergency Committee of the Ministry of Education. In August 2018, 38 organizations were active as part of the YEC that was formally initiated in 2009 (Education Cluster strategy 2016/17). UNICEF and Save the Children co-lead the YEC.

Figure 4. Yemen Education Cluster Partner Presence as of August 2018



The YEC coordinates humanitarian response through its five hubs, including in Aden, Sana’a, Hudaydah, Sa’ada and Ibb. The YEC strategy is aligned with the Yemen Humanitarian Response Plans (YHRP) for 2018 and 2019. Education concerns included in the YHRP 2018 and 2019 are:

- Providing equitable access to child-friendly learning spaces for crisis-affected girls and boys through a variety of strategies, including temporary learning spaces (TLS), school construction, school rehabilitation and capitation grants, protection of schools from attack, classroom furniture, teacher training, and education on mine risk reduction.
- Improving crisis-affected girls’ and boys’ coping mechanisms via psychosocial support.
- Providing sustainable alternative education opportunities to crisis-affected girls and boys, including non-formal education.
- Maintaining continuity of the education system, including working towards cluster functionality, capacity building for resilience according to INEE norms, and protection of schools from attack.

The Local Education Group (LEG)<sup>7</sup>, established first in Yemen in 2005, consists of the Ministry of Education and more than a dozen partners, many of whom are longstanding partners<sup>8</sup> of the ministry. As of April 2019, the LEG consists of the Ministry of Education, five multilateral partners (UNESCO, UNICEF, UNHCR, WB, and WFP), four bilateral partners (DfID, USAID, Germany, Japan), the GPE and ECW Secretariats, Save the Children, the Social Fund for Development (SFD) and the Yemen Education Cluster (YEC). The Arab Campaign for Education for All and the Yemeni Education Coalition complete the LEG. After the outbreak of the conflict, the LEG met regularly to support the government in addressing urgent educational needs through a coordinated approach for the whole of Yemen. A partner mapping was developed in the first quarter of 2018. In order to strengthen an inclusive mechanism to discuss and support Yemen's education sector, core education actors are seeking a review, update and clarification of guiding documentation for education actors with one another and with the Government of Yemen in the form of a Partnership Agreement (see also Chapter 6.)

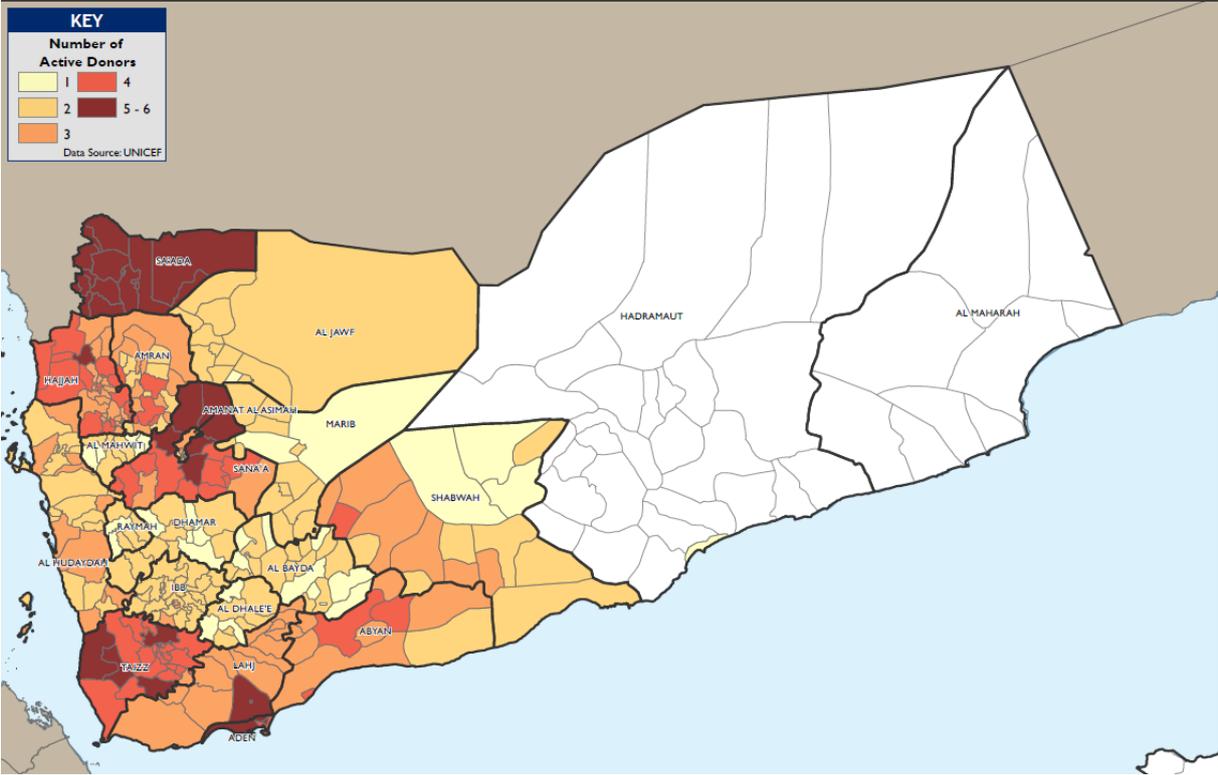
In addition to immediate emergency response needs, long-term educational development is a major priority for communities, the government, and development partners. Needs assessments carried out by YEC members make clear that despite hardship, education remains high on parents' priority list for their children (Save the Children, 2018). Education partners have recalibrated development programmes to address humanitarian needs and show a stark interest in aligning short-term measures with development goals set by the government prior to the outbreak of the conflict. Coordination among partners is key in the current situation to avoid duplication and ensure the best use of available funding and strained capacities. Figure 5 shows UNICEF's coordination of funding that ensures geographical coverage of educational activities.

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<sup>7</sup>The Local Education Group (LEG) is a forum of education stakeholders led by national authorities to engage in policy dialogue and alignment, and harmonization of education sector support. It is composed of key education sector stakeholders, including MoE and other relevant line ministries, Development Partners, Civil Society Organizations, Teachers Organizations, and other relevant education organizations, including private sector entities.

<sup>8</sup> Longstanding partners are USAID, DfID, WB, Germany, Japan, and the Netherlands.

Figure 5. UNICEF education activities supported by EAC, GPE, Japan, KfW, USAID and the WB, as of November 2018



Source: UNICEF, 2019.

The development of the Transitional Education Plan (TEP) is proof of the government’s and partners’ acknowledgement that education is a priority in this crisis and the need to utilize both humanitarian and development funding to prevent the education sector from collapsing and to retain gains made in the past decade.

One of the main aspects of a robust TEP is its sensitivity to the context. Therefore, the Education Situation Analysis (ESA) includes an analysis of the vulnerabilities that are specific to Yemen’s political, economic and humanitarian crisis. The TEP 2019/20-2021/22 aims to provide a vision for the next three years that allows the government and its partners to not only mitigate the negative effects of the crisis on the education system but to put in place a series of prevention and preparedness measures that aim at safeguarding learners and teachers and strengthening the resilience of the education system to retain gains made in the past decade. Therefore, the TEP aims to address both humanitarian and development needs so that short-term objectives are aligned with long-term development objectives.

## Chapter 2 Education Situation Analysis

This situation analysis presents key aspects of Yemen's schooling indicators, quality and management of education provision. The basis for the situation analysis is the school census data for the school year 2015/16 for basic and secondary education<sup>9</sup>. Statistical yearbooks issued by MoE for previous years were consulted to provide information on progression over the past years. Examination data were provided by MoE General Directorate for Examinations. The General Directorate of Human Resource Development provided relevant data on human resources. The limited information provided on TEVT and higher education are based on education indicators issued by the Supreme Council for Educational Planning. The latest statistical yearbook dates back to 2013/14. Financial data stems from the Final Accounting Volumes for the years 2007 to 2013 and budget estimates for 2007-2015, issued by the Ministry of Finance. Population data and projections, which were prepared by the Central Statistical Organization and National Population Council, was provided by MoE. UN population projections were not used as per MoE request.

Throughout the Education Situation Analysis (ESA), the risks confronting the country and the effects that they have on the education system's performance were analysed to the extent possible, utilizing available data and reports from the government and humanitarian and development actors collected and issued until September 2018. Conclusions in the ESA are made based on an analysis of available data and also highlight the need to interpret education and population data carefully given the changes that have occurred in the country since the latest education census was conducted and in light of the challenges to collect comprehensive and comparable, up-to-date data sets. Data provided from the Yemen Education Cluster (YEC) were used where appropriate to further understand the impact of the conflict on education. Further analysis is required in the future to elaborate on some conclusions and comparisons when new data become available.

Education stakeholders in Yemen are striving to meet the population's education needs in a context of political, humanitarian and economic crisis. Education losses since the political unrest in 2011 are especially worrisome given the demographic trend of a relatively young and rapidly growing population. Approximately 40% of Yemen's population is aged 0 to 14<sup>10</sup>. In 2007, Yemen's population was estimated to be 22.3 million and was projected to reach 47 million by 2040 (UNDP 2008b). In 2015, the total population of basic school age (6 to 14 years

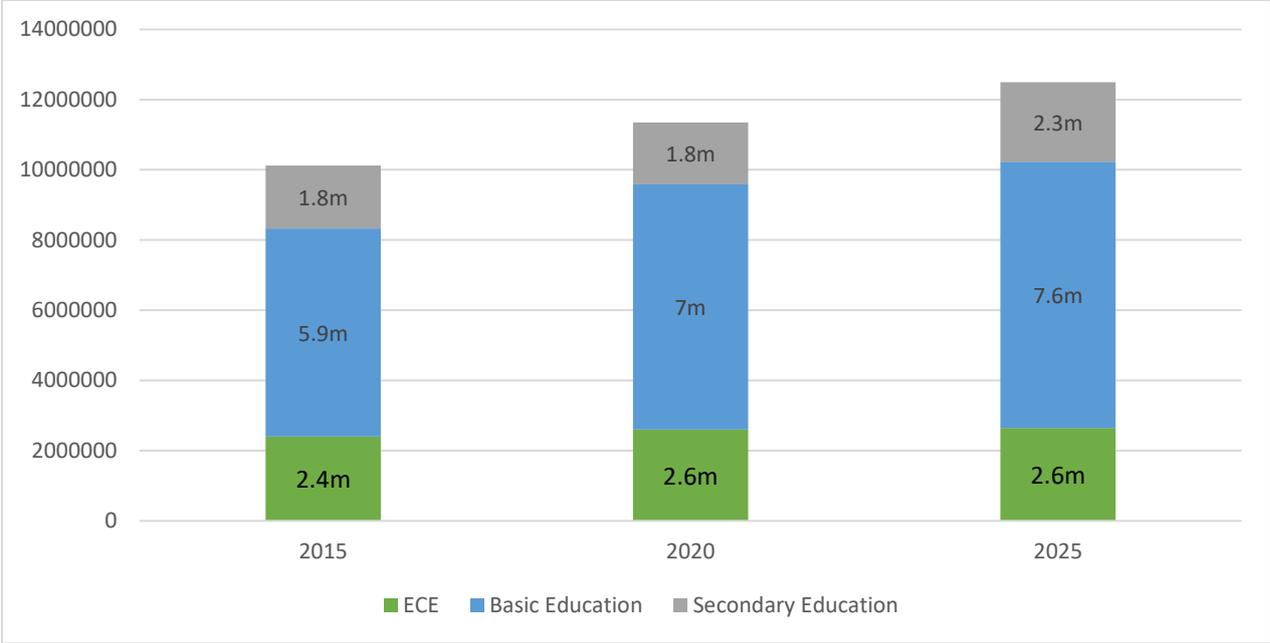
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<sup>9</sup> At the time of writing, data for 2016/17 was not yet collected.

<sup>10</sup> The most recent General population and housing census on which population figures and projections are based was carried out in 2004. As such, population figures are based on projections and do not reflect population movements in and out of the country. They also do not take into account conflict-related casualties.

old) was estimated at 5.9 million (49% female and 51% male)<sup>11</sup>. As the population grows, the education system will need to accommodate increasingly larger age cohorts as per figure 6.

Figure 6. School-aged population projections 2015-2025



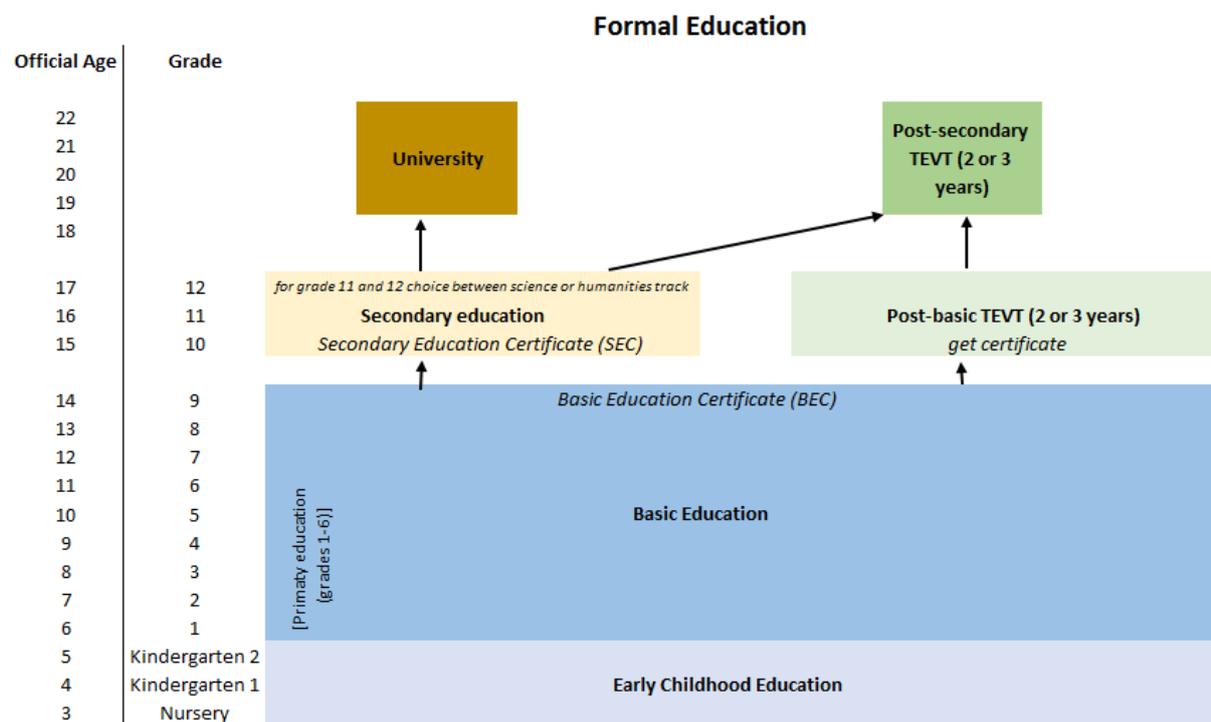
Source: Official population data provided by MoE with authors’ calculations.

### 2.1 Structure of the education system

In Yemen, three ministries administer education. The Ministry of Education oversees Early Childhood Education (ECE), basic and secondary education. The Ministry of Education is also responsible for non-formal education, including literacy and adult education. The Ministry of Technical Education and Vocational Training (TEVT), established in 2001, is responsible for post-basic TEVT and post-secondary TEVT. University education is under the responsibility of the Ministry of Higher Education and Scientific Research. Since 2004, the Ministry of Technical Education and Vocational Training has been running community colleges.

<sup>11</sup> Population data established by the Central Statistics Origination was provided by the Ministry of Education were not smoothed. The 0 age figure for 2005 is estimated too low which prevents a natural progression. This in turn affects the basic completion rate which was therefore smoothed.

Figure 7. Structure of the formal Yemen Education System



Source: Authors.

## 2.2 Schooling patterns<sup>12</sup>

Table 1. Schooling coverage indicators, by sub-sector, 2010 and 2015, in % and absolute numbers

	2010	2015	Growth Rate 2010-2015
<b>National</b>			
GER Early Childhood Education	1.50	0.60	-60.0%
GER Primary (G1- 6)	114.8	94.5	-17.7%
<i>Number of enrolled students (G1-6)</i>	<i>3 466 911</i>	<i>3 902 640</i>	12.6%
GER Basic Education (G 1-9)	86.1	85.2	-1.0%
<i>Number of enrolled students (G1-9)</i>	<i>4 656 390</i>	<i>5 057 811</i>	8.6%
GER Secondary Education	35.0	42.1	20.3%
<i>Number of enrolled students</i>	<i>615 591</i>	<i>755 771</i>	22.8%
GER Post-basic TEVT*	0.50	0.70	40.0%
GER Post-secondary TEVT*	0.40	0.90	125.0%
GER University*	12	12	0

Source: MoE EMIS databases 2009-2015, Supreme Council for Educational Planning 2010 and 2013, Author's computations. Note: \*refers to 2013 data.

### **Early Childhood Education indicators worsen**

As seen in Table 1, available data suggest that schooling indicators have worsened between 2010 and 2015 in Early Childhood Education (ECE) (age 3 to 5), affecting overall coverage levels. ECE saw a 60% decrease in enrolment between 2010 and 2015, from 26,727 to 14,476 learners. This sharp decline might be explained by the increasing lack of security in many parts

<sup>12</sup>Conclusions in this section are based on the analysis of latest available data and represent trends at that time.

of the country, which may prevent parents from sending their youngest children to school. Ministry staff also highlighted poor data collection during the school census 2015/16, especially for ECE due to reduced access to schools. A constant decrease in the private provision of ECE was also noted, dropping from 51% in 2010 to 38% in 2015.

***Basic Education coverage remains almost the same though the gross enrolment rate for primary education decreases***

The gross enrolment rate (GER) for primary education dropped from 114.8% in 2010 to 94.5% in 2015 (17.7% decrease). The decrease in GER for basic education is less distinct with a drop of 1%. The private sector remains weak with only 5% of all students in basic education attending private schools.

***Significant increase of coverage for secondary education***

The coverage for secondary education increased significantly between 2010 and 2015, growing from 35% to 42%. The increase in secondary enrolment coverage is most likely related to:

- an increased number of basic school leavers,
- the increase of secondary schools, including in rural areas (see table 2),
- the increased number of girls attending secondary education (an increase of 2 percentage points between 2010 and 2015, standing at 40% for secondary education in 2015/16).
- In conflict situations, families may consider schools as a safe environment for their older children to avoid recruitment into armed groups or radicalization. However, available data and information are not sufficient to support such a claim.

*Table 2. Trend in number of operational schools by geographical location and level of education*

	<b>2010</b>	<b>2013</b>	<b>2015</b>	<b>Growth Rate 2010-2015</b>
<b>Basic Education</b>	<b>12,376</b>	<b>12,710</b>	<b>12,266</b>	<b>-1%</b>
Urban	1,479	1,621	1,583	7%
Rural	10,897	11,089	10,683	-2%
<b>Secondary Education</b>	<b>331</b>	<b>370</b>	<b>360</b>	<b>9%</b>
Urban	158	184	177	12%
Rural	173	186	183	6%
<b>Basic and Secondary Education</b>	<b>3,732</b>	<b>4,040</b>	<b>4,111</b>	<b>10%</b>
Urban	789	845	847	7%
Rural	2,943	3,195	3,264	11%
Total	16,439	17,120	16,737	2%

Source: MoE EMIS databases, 2010-2015, Authors' calculation.

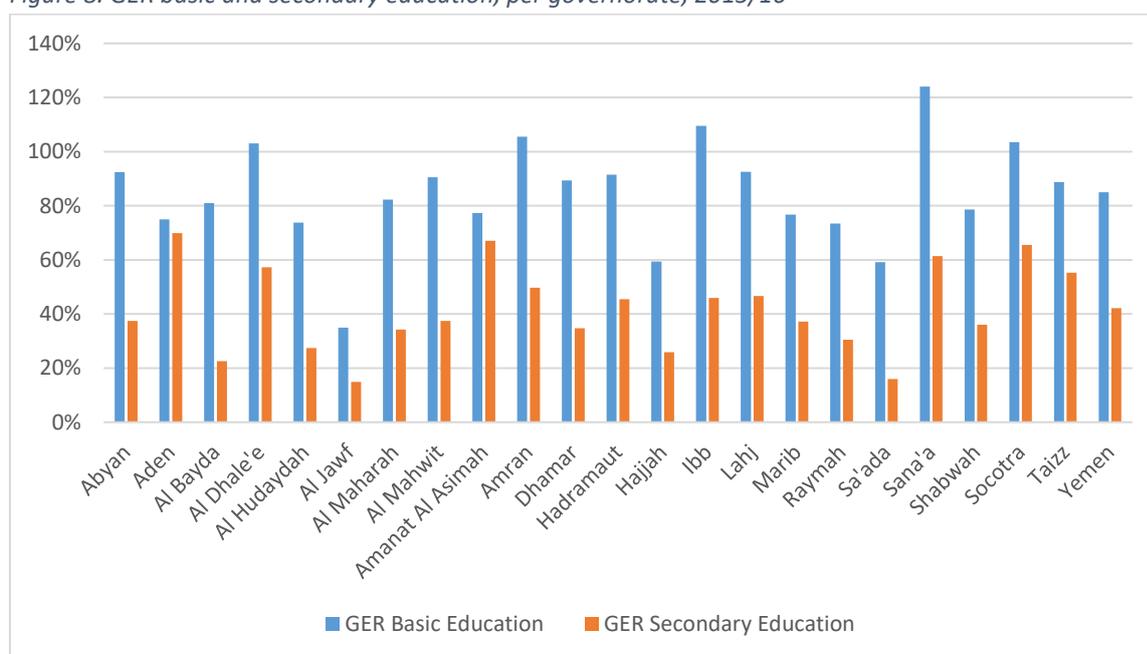
### **Lack of updated data for post-basic, post-secondary TEVT and higher education**

No data were available for the school years 2014/2015 and 2015/2016 for post-basic and post-secondary TEVT, as well as for higher education. Data provided for the school year 2013/14 show a steep increase in enrolment coverage in post-secondary education but no increase in enrolment coverage at the university level. In 2013, the latest available data, there were 11,658 students attending post-basic TEVT institutions, 43,855 students attending post-secondary TEVT and 310,342 students at universities.

### **Distinct governorate disparities in schooling coverage**

Despite past initiatives to reduce regional disparities, the education system is marked by disparities between governorates in enrolment coverage and provision of schools. In basic education, Al Jawf Governorate has the lowest GER, followed by the Governorates of Hajjah and Sa'ada. The three governorates are also among the weakest in secondary education. Aden and Amanat Al Asimah have the highest GERs in secondary education.

Figure 8. GER basic and secondary education, per governorate, 2015/16



Source: MoE EMIS databases, 2015/16, Authors' calculations.

### **Reduced gender disparities in schooling coverage achieved through targeted support**

Since 1998 there have been considerable improvements in girls' access to education, especially at secondary level with a Gender Parity Index (GPI) of 0.72 and at basic education level with a GPI of 0.84 in 2015/16 (see table 3 for exact figures on the GPI evolution since 1998). This positive result is most likely related to the government's and partners' promotion and support to girls' education, as outlined in three major strategies. This includes the National Basic Education Development Strategy (NBEDS) 2003-2015 as a long-term plan and the Medium-term Results Framework (MTRF) 2006-2010 and 2013-2015 as medium-term plans for NBEDS. Both, NBEDS and MTRF worked towards increasing girls' enrolment through

several programmes, including hiring of female teachers in rural areas, building schools in close proximity of girls, providing household incentives to support girls’ participation in basic education and increasing awareness among communities of the benefits of education, particularly for girls. NBEDS programme implementation was supported by the Basic Education Development Project (BEDP<sup>13</sup>), a basket fund with support from the WB, the Netherlands, DFID, KFW, USAID and GIZ as well as by the EFA Fast Track Initiative (FTI). The Yemen proposals between 2002 and 2013 that were supported by the EFA Fast Track Initiative Catalytic Fund (predecessor to the Global Partnership for Education), the 2006-2010 and 2013-2015 Medium-term Results Framework (MTRF) and the 2007-2010 Medium-term Expenditure Framework (MTEF) continued support to girls’ education.

In September 2007, the government abolished school fees for girls in grades 1-6 and for boys in grades 1-3. This policy was planned to be extended to all girls and boys from grades 1-9 as part of the MTRF 2013-2015 but was not implemented due to the conflict. Additional schemes, such as contracting female teachers in rural areas, providing conditional cash transfer to retain girls in basic education schools, establishing school-based grants, and encouraging community participation helped to increase significantly girls’ access to education. Girls’ access to secondary education was promoted in the National General Secondary Education Strategy (NGSES), which was supported collaboratively by several development donors through the Secondary Education Development and Girls’ Access Program (SEDGAP) (2008-2015). The positive evolution of girls’ enrolment in basic and especially in secondary education over the past two decades is shown in table 3.

Table 3. Gross Enrolment Rates (GER) in % and Gender Parity Index (GPI), 1998/99, 2010/11 and 2015/16

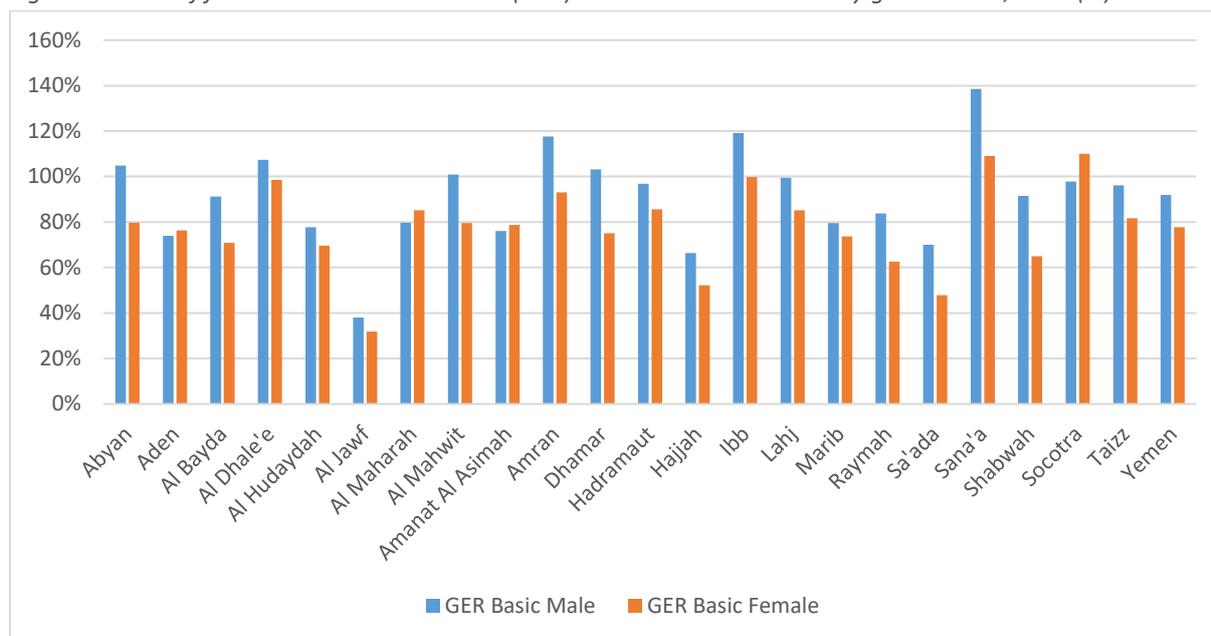
	1998/99			2010/11			2015/16		
	Female	Male	GPI	Female	Male	GPI	Female	Male	GPI
GER Primary (6-year cycle)	48.9	85.6	0.57	86.7	104.4	0.83	87.8	100.4	0.87
GER Basic Education (9-year cycle)	42.2	80.4	0.52	75.5	96.1	0.79	77.7	92	0.84
GER Secondary Education	16.2	45.7	0.35	27.6	41.8	0.66	35.1	48.8	0.72

Source: WB Education Status Report 2010, MoE EMIS databases 2010-2015, Authors’ calculations.

Gender disparities are more visible at governorate levels (see figures below).

<sup>13</sup> BEDP I was launched in 2005, followed by BEDP II in 2013.

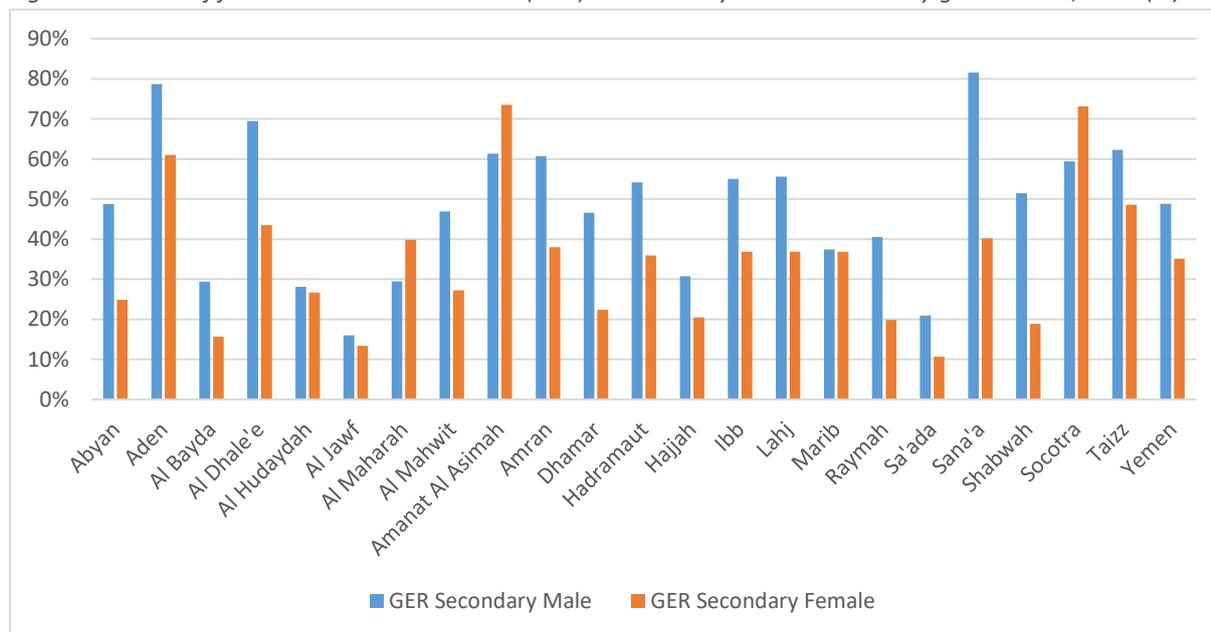
Figure 9. Share of female and male enrolment (GER) at basic education level by governorate, 2015 (%)



Source: EMIS database 2015, Authors' calculations.

At the basic education level, four governorates show slightly higher GER rates for girls than for boys (Aden, Al Maharah, Asamat Al Asimah and Socotra). Considerably higher GER rates for boys than for girls can be found in Sana'a (29% point difference), Dhamar (28% points) and Shabwah (27% points). Governorate disparities for female enrolment vary between 32% (Al Jawf) and 110% (Socotra).

Figure 10. Share of female and male enrolment (GER) at secondary education level by governorate, 2015 (%)



Source: EMIS database 2015, Authors' calculations.

At the secondary level, gender disparities are even more distinct, especially in Sana'a and in Shabwah. Governorate disparities for female enrolment vary between 11% (Sa'ada) and 74% (Asamat Al Asimah).

Based on the 2015/16 school census data, there is no statistical evidence that the conflict had yet led to decreased schooling of girls. However, it can be expected that the war has and continues to impact negatively on schooling, especially of girls. According to the HNO 2019, 36 per cent of girls have dropped out of education compared to 24 per cent of boys. Especially displaced girls are more at risk of dropping out of school "as families with limited resources de-prioritize their right to education." (UN OCHA 2019: 17). Incidents of gender-based violence are also reported to be rising after four years of conflict and economic decline, exposing women and girls to even more risks and vulnerabilities and creating additional barriers to education (UN OCHA 2019).

There is growing anecdotal evidence that the traditional practice of early marriage (children below the age of 18 and as young as 8) has increased since the start of the armed conflict with the result of drop out of girls. Focus group discussions conducted in a sample of around 20 schools per governorate state that early marriage is the predominant reason why girls drop out of school (Save the Children, January 2018). The assessments do not provide specific data on this matter. A study conducted by UNICEF estimated that over 65% of Yemeni girls are married off before 18, compared to 50% before the conflict (UNICEF, 2017<sup>14</sup>). The 2019 HNO states that child marriage rates increased threefold between 2017 and 2018 for girls under 18 but does not provide more concrete figures. In 2013, Yemen co-sponsored the 2013 Human Rights Council resolution on child, early and forced marriage. In 1991, Yemen ratified the Convention on the Rights of the Child, which sets the minimum age of marriage of 18.

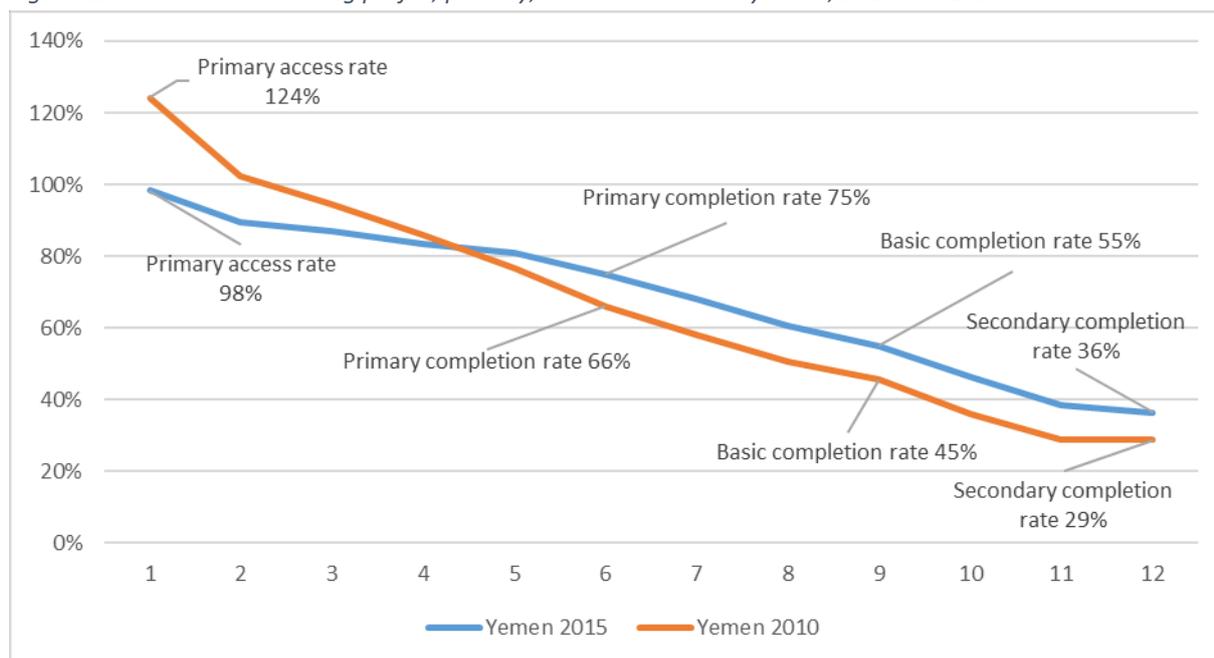
### 2.3 Schooling profile

Figure 11 below shows the transversal schooling profile – a series of access rates for each grade – for the whole of Yemen, indicating changes between 2010 and 2015. The transversal schooling profile is a visual presentation of the schooling pattern of an average child. Overall progression from grade 1 to the end of secondary has improved since 2010 with 75% of children completing primary education and 55% completing basic education in 2015 compared to 66% and 45%, respectively, in 2010. Similarly, more learners completed secondary education in 2015 (36%) than in 2010 (29%). Access and retention issues have increased after 2010, likely due to the crisis. In 2010, the primary access rate stood at 124% compared to 98% in 2015. Furthermore, massive dropouts continue to occur throughout the cycle, especially between grade 1 and 2, as shown by the steeper curve in both years.

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<sup>14</sup> Female respondents aged 15 to 49 years in six governorates. Source: UNICEF, *Falling through the cracks. The children of Yemen*, 2017.

Figure 11. Transversal schooling profile, primary, basic and secondary levels, 2010 and 2015



Source: EMIS database 2015, Authors' calculations.

### ***Distinct gender disparities in schooling profile***

Simplified schooling profiles in primary, basic and secondary for girls and boys in 2015 highlight gender disparities in access to grades. As shown in Table 4, girls' access to grade 1 is seven percentage points lower than for boys; disparities continue to increase by the end of secondary resulting in an 11 percentage point difference between girls and boys.

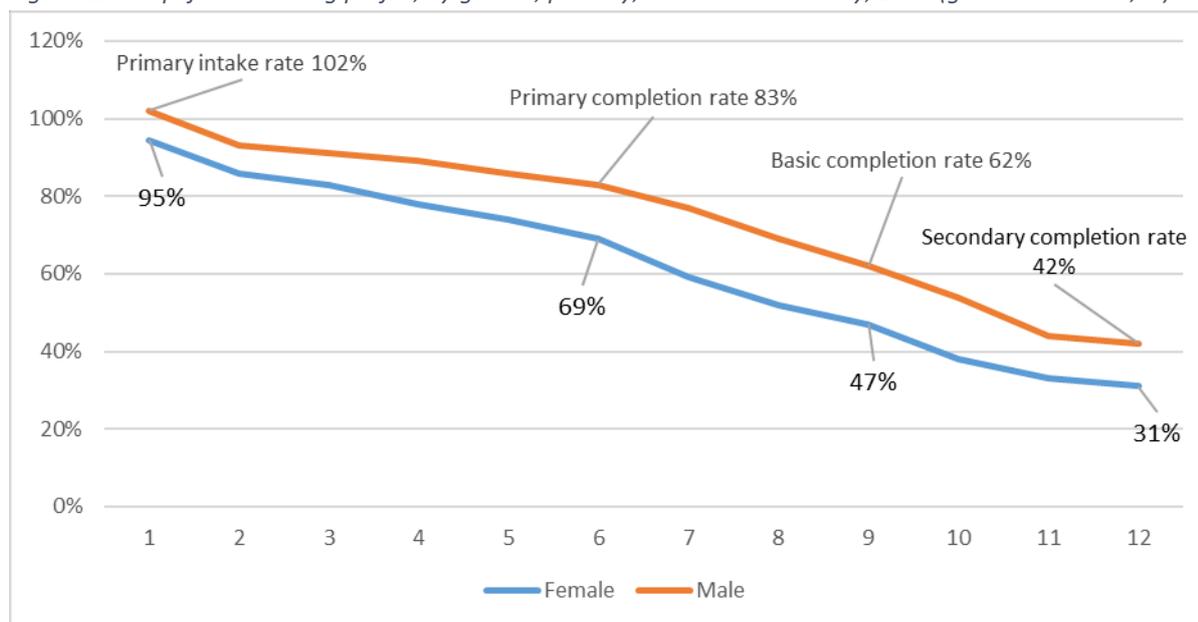
Table 4. Gross Intake and completion rates, primary, basic and secondary, by gender, 2015/16

	<b>Primary gross intake rate</b>	<b>Primary completion rate</b>	<b>Basic completion rate</b>	<b>Secondary gross intake rate</b>	<b>Secondary completion rate</b>
Male	102%	83%	62%	54%	42%
Female	95%	69%	47%	38%	31%
<b>Total</b>	<b>98%</b>	<b>75%</b>	<b>55%</b>	<b>46%</b>	<b>36%</b>

Source: EMIS database 2015, Authors' calculations.

Figure 12 shows the transversal schooling profile, indicating differences between girls and boys.

Figure 12. Simplified schooling profile, by gender, primary, basic and secondary, 2015 (gross access rate, %)



Source: EMIS database 2015, Authors' calculations.

## 2.4 Barriers to access and completion

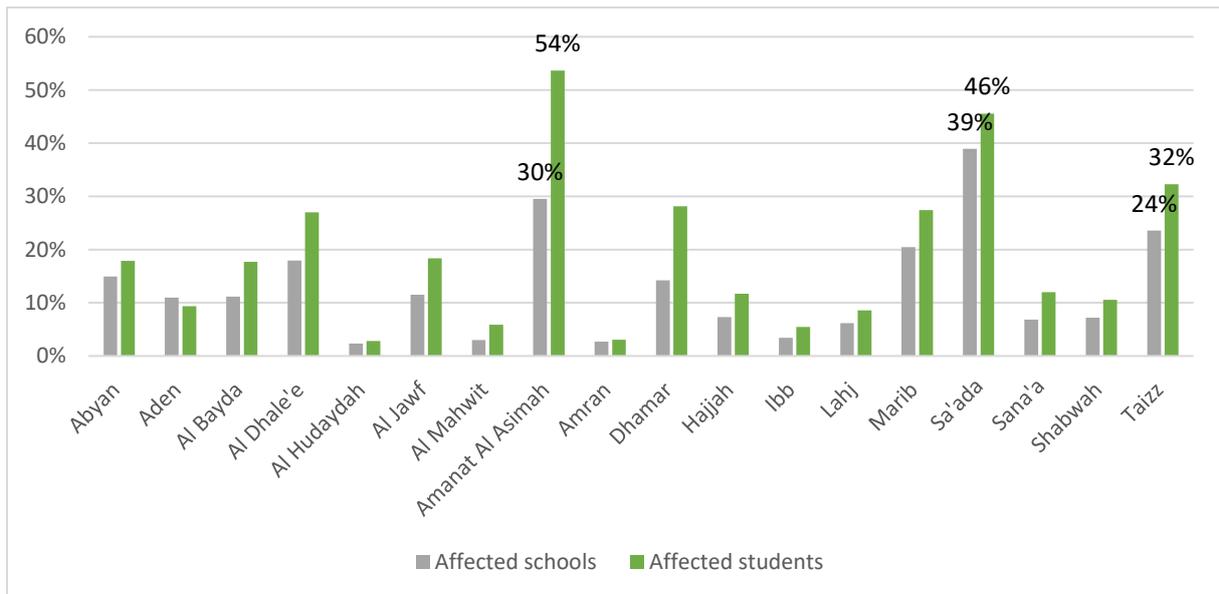
### **Closure of schools disrupts education**

Beginning with the Yemeni uprising (Intifada) in 2011, education in Yemen has experienced disruptions. In April and May 2015, the escalation of the conflict led to the nationwide closure of schools further disrupting education (Save the Children, 2016). Schools that were not directly affected by airstrikes and ground attacks reopened shortly after. As of June 2017, 2,407 schools were recorded as affected by the conflict<sup>15</sup> of which 56% were damaged, 10% destroyed, 6% hosted IDPs, 1% were occupied by armed groups (MoE, 2017). About 0.5% of the total number of schools occupied by armed groups were vacated as of June 2017 and 27% were vacated by IDPs. Applying school census data from 2015/16, the total number of affected schools corresponds to 13% of all operational schools (MoE, 2016), and 1,479,891 learners and 56,525 teachers have been affected by attacks on schools (MoE, 2017). The data provided by the Yemen Education Cluster and utilized by MoE show that schools are more often affected in governorates with a high severity needs score than in other governorates.

The governorates with the most schools affected by the conflict are Taizz, Amanat Al Asimah and Sa'ada (see figure 13). The share of affected schools and students by the armed conflict in 2017, either through complete or partial damage, occupation by armed forces or IDPs, varies greatly between governorates.

Figure 13. Share of affected basic and secondary schools and students by governorate, 2017

<sup>15</sup> This does not include Socotra and Al Maharah as no data were available for these governorates.



Source: MoE and Save the Children 2017, Authors' calculations.

As of June 2017, armed groups occupied 24 schools, all located in Taizz (MoE, 2017). Occupation of schools by armed groups has disrupted learners' education, but has also endangered children since they may become a target as schools are attacked by opposing forces (Save the Children, 2016). The Monitoring and Reporting Mechanism (MRM) on grave violations against children in situations of armed conflict provides updated figures on attacks on schools.<sup>16</sup>

As of June 2017, 144 schools were hosting IDPs of which 78 are located in Taizz and 24 in Hajjah. When schools keep operating while hosting IDPs or while partially damaged, the quality of education learners receive is negatively impacted by reductions in teaching time and the number of learning spaces available (Save the Children, 2016; OCHA, 2016).

### ***Safety and security of education personnel and learners threatened***

In areas where violent conflict takes place, parents are less inclined to send their children to school, especially when they have to walk long distances to reach school and where armed groups are based close to schools (Save the Children, 2018). UNICEF states that more than 2,000 boys have been recruited into fighting since March 2015 (UNICEF, 2018). Further barriers to access and completion include the presence of unexploded ordnance and other explosive remnants of war that impact the safety and security of children and education

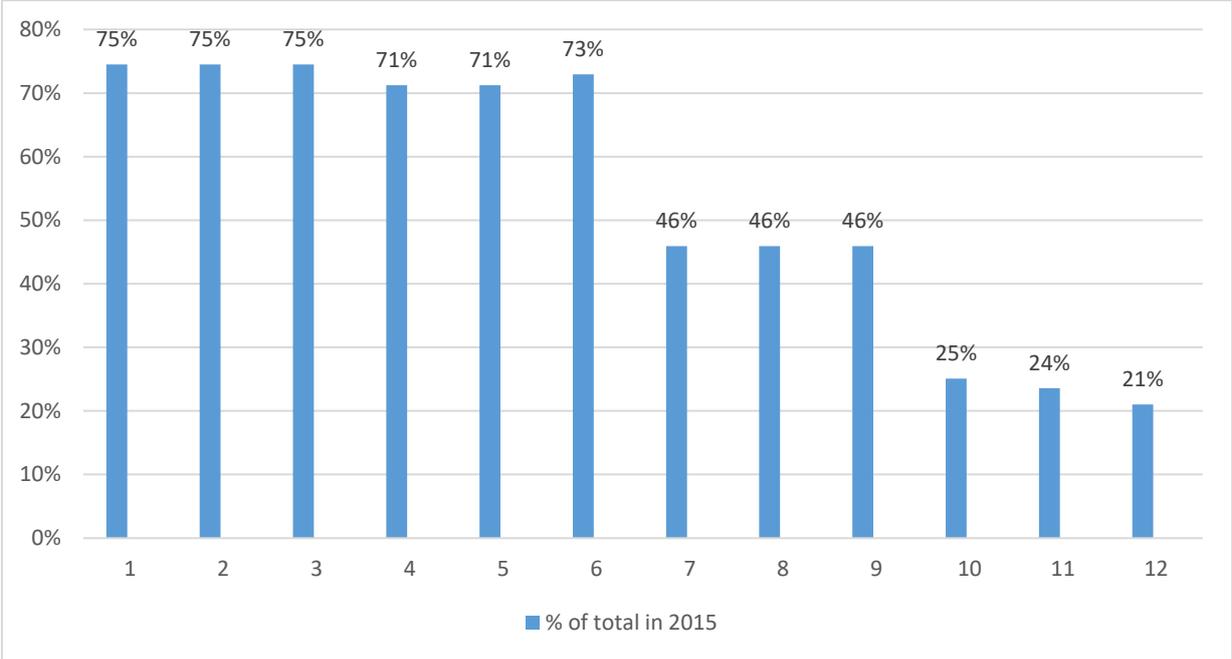
<sup>16</sup> The MRM was established in 2005 by the UN Security Council through Resolution 1612. It is managed by country-based task forces co-led by UNICEF and the highest UN representative in the country, to provide timely and reliable information on six grave children's rights violations: killing or maiming of children; recruitment or use of children by armed forces or armed groups; attacks on schools or hospitals; rape or other sexual violence against children; abduction of children; and denial of humanitarian access to children.

personnel.

**Distance to school remains a barrier to accessing education**

Distance to secondary school also remains a barrier to access for many children. As shown in Figure 14, only 21% of schools offer schooling up to Grade 12 and 46% of schools offer at least up to Grade 9. This increases the risk of children dropping out early from school. In areas where schools are closed due to violent conflict, access becomes even more strained for learners.

Figure 14. Share of schools offering a given grade (grade 1 to 12), Yemen, 2015



Source: EMIS database 2015, Authors’ calculations.

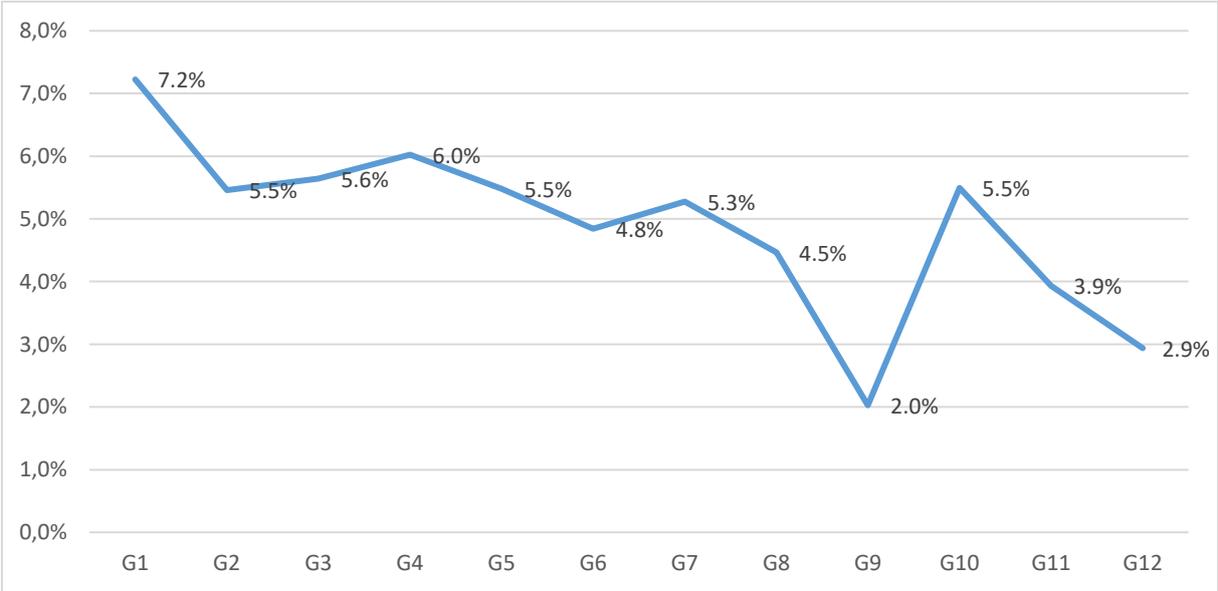
In 2015/16, governorates where fewer than 10% of schools offer grades 1 to 12 include Hadhramaut (2%), Socotra (3%), Abyan (4%), Al Bayda (8%), Aden (8%), and Al Maharah (8%). Students residing in Taizz had theoretically the best chances of continuing their education up to grade 12 as 35% of their schools have the capacity for grades 1 to 12. However, the conflict has imposed significant challenges for Taizz residents to realise this potential. As noted in this document, Taizz is one of the worst affected governorates in the country, demonstrating the negative implication of occupation by armed groups. This includes damaged school infrastructure inflicted by the conflict, lack of safety for learners and teachers on their way to school and often increased travel time to school which impacts student attendance and teacher absenteeism.<sup>17</sup>

**Repetition contributes to drop-out and puts additional strain on the education system**

<sup>17</sup> The calculation does not include 1,228 schools (1099 schools for basic education, 103 for basic and secondary and 26 for secondary education) that were closed at the time of data collection due to the conflict and/or absence of teachers.

According to the Examination law, promotion from one grade to the next is based on scholarly performance. There is no automatic promotion in grade 1- 3 of basic education. Teachers are tasked to ensure that all learners gain the knowledge and skills set per grade before moving to the next grade. In 2015/16, repetition was highest in grade 1 (7%) and lowest in grade 9 (2%). This could be linked to the lack of preparedness such as through pre-primary education opportunities. On average, 5.7% of students repeated in basic education (6.2% of boys and 5% of girls) and 3.4% repeated in secondary (4.8% of boys and 2.2% of girls). Disparities between governorates are high in basic education with a gap of 19.5% for females and 15.2% for boys in basic education (Al Mahwit has the highest percentage of repeaters, Sa’ada the lowest). Disparities are less pronounced in secondary education with a gap of 9.8% for males and 5.2% for females (Marib has the highest rate of repeaters among girls, Shabwah the highest for boys). Grades 9 and 12 show the lowest levels of repetition – in both grades, national examinations are not under schools’ control.

Figure 15. Share of repeaters by grade, basic and secondary, 2015/16



Source: MoE EMIS database 2015/16, and data provided by MoE General Examinations Directorate, 2015.

**Two million out-of-school children**

Attacks against schools rob children’s wellbeing, future and ability to learn and fulfill their potential. The conflict has exacerbated the pre-existing weaknesses in the Yemeni education sector. In 2012, nearly 900,000 children lacked regular access to education (MoE 2013). In 2015, the number of out-of-school children at the age of 6-14 (basic education) was approximately 890,000 (or 15% of the 6-14 age group). In addition, more than 1 million

children aged 15-17 (58% of that age group) were out of school (MoE 2015/16).<sup>18</sup> UNICEF estimates 2 million children to be out of school by the end of 2018 (UN OCHA, 2019). There is no specific policy targeting out-of-school children besides the National Basic Education Strategy (NBEDS) that set the agenda for Yemen's education sector. Pre-crisis strategies that the government of Yemen used to address the challenges that affect out-of-school children included offering conditional cash transfers; providing school grants, free school kits and food rations; and abolishing school fees (UNICEF 2014). Various partners have set up programs since the outbreak of the war to provide non-formal education (NFE), and accelerated and remedial learning opportunities to reach out-of-school children and youth so that they can enter the formal school system at grade level, or achieve functional literacy and numeracy for the workplace.

A field survey conducted by the Ministry of Education in 2015 in 12 governorates<sup>19</sup> revealed two major causes for drop-out and low school enrolment. Firstly, 44% of all respondents identified educational reasons as the main cause of drop out and low enrolment. Specific reasons included mainly the distance to schools (47%) with the highest levels in Marib (67%), Amran (66%), Al Hudaydah (50%), and Hajjah (50%); and the lack of teachers (24%), with the highest levels in Al Hudaydah (34%) and Al Dhale (41%).

Economic reasons were cited by 37% of respondents as a major cause with the highest levels in Sana'a (53%), Raymah (41%) and Al Hudaydah (39%). Specific reasons included low family income, the need for children to contribute to family income, the impact of the economic crisis and a high number of children per household. While the survey was conducted before the situation worsened, recent needs assessments (Save the Children, 2018) show that while education remains high on parents' priorities for their children, the economic crisis and safety and security issues add additional constraints for families to ensure schooling.

## 2.5 Factors affecting quality

Quality of education depends on the educational resources available (inputs) and the learning processes. As outlined above, schools have been destroyed or occupied because of the conflict, teachers have been displaced or are absent due to non-payment of salaries, and materials are in short supply. In addition to the effects of the conflict directly on the education system, the overall context – especially the food security crisis and the lack of water and sanitation facilities – is also affecting educational quality, children's ability to learn and the health of children and education personnel. This section reviews educational inputs (school

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<sup>18</sup> Information on the number of out-of-school children can only be provided at national level due to the lack of age-specific population movement data that would allow precise calculation of children in school against population data at sub-national level.

<sup>19</sup> Following governorates were targeted: Abyan, Al Baydah, Al Jawf, hajjah, Al Hudaydah, Dhamar, Shabwah, Sana'a, Marib, Amran, Al Dhale, and Raymah.

facilities and learning materials), key factors related to learning processes and learning outcomes.

***Schools, classrooms and facilities further weakened through lack of funds for maintenance, damage and occupation***

Schools that are equipped with quality learning materials facilitate better instruction, which in turn can lead to improved learning outcomes and encourage student retention. Conducive and safe learning spaces also contribute to the overall quality of education. When conflict compromises a safe learning environment, teacher absenteeism and student drop-out are likely consequences.

According to the Education Cluster report 2017, 1,842 schools are currently unfit for use due to conflict-related damage or occupation by armed groups or IDPs. In 2015, average class size in basic education was 35 (with a high of 39 for grade 1 and a low of 31 for grade 6). Average class sizes in secondary school (45) are even higher. Average class sizes mask overcrowding in urban areas and areas hosting IDPs. In those areas, some students study on the floor because classrooms are not big enough and some stand in the doorways or sit on the window sills. For example, in Al Mokha District, Taizz Governorate, 50% of all schools experience crowded classrooms with 40 and 80 students per classroom due to displacement (Save the Children, April 2018). In addition, compared to 13% in 2010, nearly 20% of grade 1-9 classrooms were in need of rehabilitation<sup>20</sup> in 2015 (MoE, 2015 EMIS) – a situation that has likely worsened due to the absence of funds for maintenance and rehabilitation since that time.

Latrines were available for use in only 66% of the total number of basic and secondary schools (G1-12) in the 2015-2016 school year. Of the total number of schools without toilets (5,766), 84% (or 4,842) were basic schools. Given the extent to which latrines depend upon water availability, however, even some of the existing latrines are probably not in use due to lack of water. Needs assessments conducted in 2018 by YEC members showed that the lack of functioning latrines is a potential reason for girls to drop out of school (Save the Children, 2018). Alternative toilet options that do not depend on water, such as incinerating or composting, exist only in few schools in rural areas. Hand washing without water (for example the low-cost alternative ash) is not a common practice in schools. The number of schools with water, either through access to existing water infrastructure, water transport vehicles or rooftop water harvesting, is 8,287, or 51% of the total number of schools.

Between the governorates, there is a large disparity in the availability of latrines for students and teachers. The national average is one latrine per 191 students and one latrine for every 10 teachers. The governorates with the lowest number of latrines are the governorates of

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<sup>20</sup> Rehabilitation can include maintenance of a roof or reconstruction of damaged walls, the construction of additional walls, replacement of damaged parts, such as windows, floors and doors as well as protection measures, such as building school fences to protect school boundaries and maintenance of school units.

Taizz, Al Jawf, Al-Bayda, Sa'ada and Ibb. In these governorates, the average number of students per toilet ranges from 254-300, while the average number for teachers ranges from 9-14.

Basic furniture and equipment are also lacking within classrooms. Nearly 40% of schools do not have access to benches for students and a similar number are lacking offices and storage spaces. Only 2% of basic schools and 7% of secondary schools have laboratories and only 18% report having computers.

Regarding the physical safety of schools, 65% (or 10,901 schools) have some type of fence. Most of the schools without fences (69%) are basic education schools<sup>21</sup>. In the governorates of Abyan, Socotra, Shabwa and Lahj, more than 50% of schools are not fenced, many schools lack the protection of windows and adequate space for stairs and corridors. YEC member organizations support schools in setting up school emergency preparedness plans and safety and security procedures to ensure the safety and protection of children, teachers and staff. For instance, in Lahj governorate 65% of all schools have "disaster risk reduction plans" in place in case of emergencies (Save the Children, 2018). In Aden governorate, 60% of all schools have developed such a plan (Save the Children, 2018).

### ***School feeding urgently needed as physical and economic access to food worsens***

While school feeding has existed in Yemen since 1967, the programme has been curtailed since the start of the conflict and was put on hold between 2015 and April 2018. Due to the severe food crisis in the country, a major WFP emergency operation is focused on providing food assistance throughout the country, reaching approximately 12 million people at the time of writing according to WFP officials.

During the 2013/14 school year, MoE and WFP initiated a pilot project targeting 736 students. As part of this project, participating children received high energy biscuits stuffed with dates. As of April 2019, over 665,000 school children across 1,560 schools in 32 districts are provided with a daily dry nutritious snack – either High Energy Biscuits or date bars. Organizationally, the Ministry has school feeding committees at central, governorate and district levels to monitor and implement school feeding programmes should they be expanded. Participating schools are also expected to involve parents and student committees in the distribution of biscuits.

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<sup>21</sup> The gendered impact of fences is particularly relevant for girls attending secondary education. Parents may be inclined not to send their daughters to school if the school cannot ensure the safety of the learners.

### ***More female teachers have entered the teaching profession but teacher qualification remains low***

The percentage of qualified<sup>22</sup> teachers for basic and secondary education in Yemen has improved only marginally over the past years with approximately 67% (140,145) in 2015/16, three percentage points higher than in 2010/11 (136,288). In 2015/16, 63% (140,145) of all basic education teachers were qualified (62% in 2010/11) and 96% (26,303) of all secondary education teachers (78% in 2010/11). The governorates with the highest percentages of qualified teachers include major urban areas (especially in Aden (87%) and Amanat Al Asimah (82%)). Teachers, especially women, are reluctant to take posts in rural areas. While the percentage of female teachers in basic education increased from 29% (54,057) to 32% (58,401) from 2010 to 2015 and in secondary education from 24% (6,658) to 27% (7,412), the vast majority of female teachers are in Aden (79%) and Amanat Al Asimah (76%). The shortage of teachers in rural areas (especially women) has likely worsened during the conflict as teachers and their families have also moved to safer areas in the country.

Increasing the number of female teachers in rural areas is a priority for the Ministry of Education as it is expected that this will continue to increase girls' enrollment in basic and secondary education. The Ministry launched the Rural Female Teachers Programme with support provided through BEDP I and II as well as through donor programs supported by UNICEF and GPE. The scheme consists of a six-month qualification course that takes place over two years during the summer holidays. The World Bank (through BEDP II) supported the first group of 700 teachers during phase 1. WB support stopped with the start of the conflict. Since 2014, GPE has supported the programme with an additional 1,600 teachers enrolled. The total number of female teachers supported through this program is 2,300.<sup>23</sup> Successful candidates are awarded TTI diplomas. It is foreseen, that the candidates will be transferred to the civil service system to formalize their status as teachers of the Ministry of Education and to be added to the government payroll. Participating teachers receive salaries during the training period based on temporary contracts supported by development partners for two years with possible extension due to the conflict (GPE progress report, 2017).

Most teacher training initiatives have been stopped since the start of the crisis. The primary exception relates to psychosocial educational support and training which is part of the Education Cluster humanitarian response and is also a component of the current USAID, Education Cannot Wait, GPE and GIZ programmes. Training is targeted at teachers, principals and school social workers. With support from GIZ, MoE has also developed teacher training guides for use in psychosocial education programmes.

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<sup>22</sup> To be qualified, basic education teachers need at least a two-year post-secondary diploma; for grades 7 and above, qualified teachers must have a university degree.

<sup>23</sup> As of 2017, 11 teachers had dropped out of the programme.

### ***Curriculum not covered as intended while teaching practices remain traditional***

The main curriculum dates to 1997 when the Curriculum Principles were prepared and approved. By 2004, the curriculum and materials for all grades (1-12) had been completed. Since that time, minor revisions have occurred. In 2013, an integrated curriculum document was prepared, the General Framework of Public Education Curricula, under which curriculum documents for the basic and secondary education levels for mathematics, science and Arabic were only updated. Textbooks and teachers' manuals for these three subjects for grade 1-3 were in the process of being updated. The work, however, was not completed due to the conflict.

Instructional time, in terms of the number of classes for each subject, based on the study plan issued by MoE, is heavily weighted toward languages (34%) and religious education (25%). Science (10%) and mathematics (19%) are accorded less time and computer science is not part of the existing curriculum. There has been no development or updating of the science, mathematics and technology curricula despite rapid advances in these fields.

Based on an analysis conducted by the Arab Organization for Education, Science and Culture (ALECSO) of the 2011 TIMSS results for Arab countries, Yemeni students are at a disadvantage in international tests. For the Grade 4 science assessment, 119 of the test subjects (or approximately 70%) were not included in the Yemen curriculum. Similarly, 67 (or 38%) of the test subjects for the Grade 4 Mathematics assessment were not included in the Yemen curriculum.

Traditional teaching methods predominate in classrooms where most teachers give lectures, while students take notes. Class practices continue to rely on rote learning and memorization with little attention to analytical and problem-solving skills. Teacher lesson plans generally are targeted at average performing students and do not take account of the different ability levels of the learners. Some textbooks include accompanying learning activities, but teachers are not trained to use them effectively. This further prevents teachers from covering the curriculum as intended. Lack of teacher training and qualifications result in teachers who memorize and teach without understanding and comprehension, which is the result for learners as well.

Although the curriculum includes subjects such as physical education, art education and vocational education, these materials are generally not used due to a shortage of teachers in these subjects. In the schools where these teachers are posted, they are also engaged in administrative work or public activities of the school. Teachers' extra responsibilities plus the overcrowding of the study plan does not allow time for these subjects. In addition, many teachers consider these activities a waste of time and therefore either cancel or replace them with basic educational materials that are covered in examinations.

The authors assume that teaching practices have not improved since 2016, the year of the latest available EMIS data, due to lack of supervision, teacher absenteeism, lack of learning materials and the lack of an adequate learning environment resulting from high levels of stress among learners and teachers.

***Textbooks and teaching aids face severe shortage due to budget shortfall***

The number of textbooks for general education in Yemen is 181 (98 books for Basic Education and 83 for Secondary). The table below shows the number of textbooks per grade.

*Table 5. Number of textbooks per grade*

<b>Level</b>	<b>Number of textbooks</b>
Grade 1	8
Grade 2	7
Grade 3	8
Grade 4	9
Grade 5	11
Grade 6	11
Grade 7	14
Grade 8	15
Grade 9	15
Grade 10	26
Grade 11 (science and art)	32
Grade 12 (science and art)	25

Most of the books cover the curriculum for the entire academic year but 31 of the books (for mostly basic education) are printed in two parts, one for each semester. Prior to the escalation of the conflict, the Ministry of Education ensured a student textbook ratio of 1:1. Textbooks traditionally have been designed for one-time use. The quality of paper used for printing is poor and students write in their books which makes it difficult to pass them along to subsequent learners. Due to the lack of an education budget and donor support, textbooks were last printed in 2015. In some instances and at small scale, textbooks were retrieved from households, cleaned up and re-distributed. Nonetheless, there is a severe shortage of textbooks throughout the classrooms in Yemen. The budget shortfall has also resulted in a lack of other teaching learning materials, especially for science and mathematics.

Regarding the content of textbooks, many are not well-organized and contain a large amount of extraneous material requiring students to search for knowledge and the essence of the subject matter of each lesson. In addition, a number of books, especially science books, are written with activities and exploration to help students construct knowledge. Successful use of these activities, however, requires help and guidance from teachers who do not have the required training, and the use of other needed resources such as lab supplies, library and

Internet resources which are not available. This further increases the complexity of the materials for students.

### ***School calendar and instructional time decreases further***

The average number of hours per day, according to policy/regulations is 4 hours and 50 min, but the actual number is much less than that particularly in the rural areas. The length of the official school calendar (number of days per academic year) is 176 days with five days of teaching per week. In practice, even before the conflict, the school year began with a delay of one to two weeks. Mid- and final examinations were conducted earlier than originally scheduled. The average number of hours per day, according to policy and regulations is four hours and 50 minutes. According to the study plan, the number of weekly classes for basic education ranges from 29 to 36. In practice, even before the conflict, the number of classes and corresponding instructional time was significantly less. Reasons for non-compliance with the school calendar and teaching time include the following:

- Teachers are absent from school (or present for an even shorter period of time) due to the need to seek income in other ways as salaries have not been paid (or paid irregularly) since September 2016. Teacher absenteeism has been a challenge for many years, but the non-payment of salaries has exacerbated the problem.
- Schooling is disrupted when conflicts or air strikes occur in areas adjacent to the school.
- Schools do not commit to start the school year according to the academic calendar. Especially in rural areas, schools often delay starting by a week or two.
- Most schools, especially over-crowded schools and those offering basic and secondary education, take two weeks for the first and second semester exams even though the school calendar allocates only one week for them.
- Half-term and summer breaks generally begin ahead of schedule.
- Schools usually give students at least two weeks for religious holidays or mid-term holidays, though they are limited to one week according to the academic calendar.
- Teachers and students in the rural areas often begin the school day late and leave school early, resulting in an average of four classes per day rather than the planned six.
- The number and duration of school hours are reduced to allow teaching in two shifts (morning and evening). The number of schools operating in shifts amount to 1262 schools (7.6% of the total schools in Yemen), and are mostly in urban areas.
- Many schools reduce the school week to five instead of six days with no compensation such as extending the school day for an hour during the five days.

Table 6 shows a comparison of the annual teaching hours before the crisis for the academic year 2013/2014 and after the current crisis for the academic year 2015/2016. Even before the crisis, the planned hours of instruction per year were lower than in most other Arab states (UNESCO GMR 2015).

Table 6. Annual teaching hours 2013/14 compared to 2015/16

Grades	Number of annual school hours		
	2013/14	2015/16	Difference
Basic (1-3), with 6 daily classes	616	553	-63
Basic (1-9), with 7 daily classes	718	645	-73
Secondary (10-12)	821	728	-93

Source: The Ministerial Decree for school calendar, Curriculum Sector, issued each year in June or July.

All the above make the actual days of study much less than the days specified in the academic calendar. Accordingly, teachers and students cannot complete the full curriculum and the quality of education and student achievement suffer.

***Supervision and monitoring more dependent on partner support than ever***

The current supervision system (at directorate, governorate and ministry levels) is not functioning as intended. A framework for education supervision was developed by a technical consultant in 2014, supported by the multi-donor Secondary Education Development and Girls’ Access Project (SEDGAP). It includes a guide and rules for supervisors but, due to the conflict, has not yet been implemented.

At present, supervisors are appointed to their positions without regard to their qualifications or the terms of reference for their jobs. This is due to a lack of consistency in the appointment process. Some supervisors are appointed directly by MoE and others are appointed at the governorate level. The supervisors who are appointed lack the capacity to support teachers to improve the quality of instruction and do not receive in-service training to develop their capacities.

The lack of an education budget also constrains supervision activities at various levels. Due to the shortage of funds and increased transportation costs, some supervisors visit only nearby schools and remote schools are less likely to be visited. Due to the conflict, GPE-supported supervision visits were suspended in late 2017. However, some partners continue to support education supervision.

***Learning outcomes likely to remain low while examination pass rates are high***

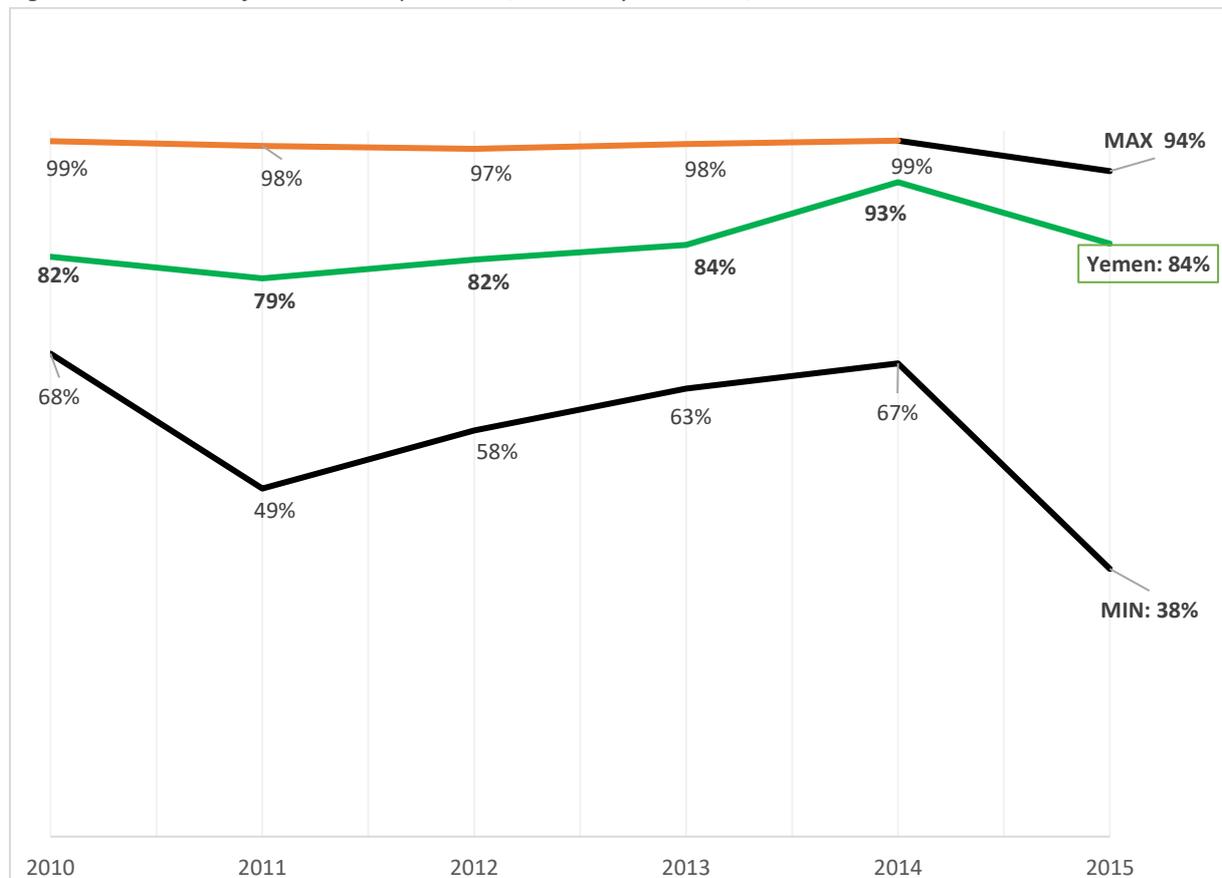
The school and general system of examinations in Yemen has also been disrupted by the conflict. In 2017, two different examination systems were implemented in the country. National examinations suffer from:

- Lack of effective control systems to prevent examination fraud.

- Poor experience in the development of questions, especially in the development of questions of equivalent test models.
- Lack of a feedback loop such that results are used to improve quality of education in the future.

The conflict has also increased the cost of examinations. Despite the weaknesses in the national examination system, the Grade 9 and 12 examinations are perceived as critical processes to be continued. USAID through UNICEF has provided financial support for examinations since 2016 and ECW plans to support examinations in the future.

Figure 16. Evolution of examination pass rates, secondary education, 2010-2015



Source: MoE EMIS databases and MoE General Directorate of Examination, 2010-2015, Authors' calculation.

As shown in Figure 16, pass rates for national examinations are very high with a national average of 84% in 2015 and a large variation between the weakest (38%) and the strongest governorate (94%). Data available for 2018 show even higher pass rates in secondary education. This may be due to the Ministry of Education's decision to allow more students to pass recognizing the difficulties many students are facing due to the conflict. However, actual learning outcomes are in question given the loss of instructional time due to increased absence of teachers and learners. In the past, Yemen has also participated in the TIMSS science and mathematics international assessments for grades 4 and 6. The last time students

from Yemen participated in these assessments was 2011. At that time, results for more than 90% of students were below the minimum level. The Yemen Country Report issued by UNICEF in October 2014 indicates that the poor performance of Yemeni students in the TIMSS tests is partly due to their inability to read the test questions, which corroborated a 2012 study (USAID) finding that most Grade 1-3 students did not acquire the basic skills necessary for literacy and comprehension.

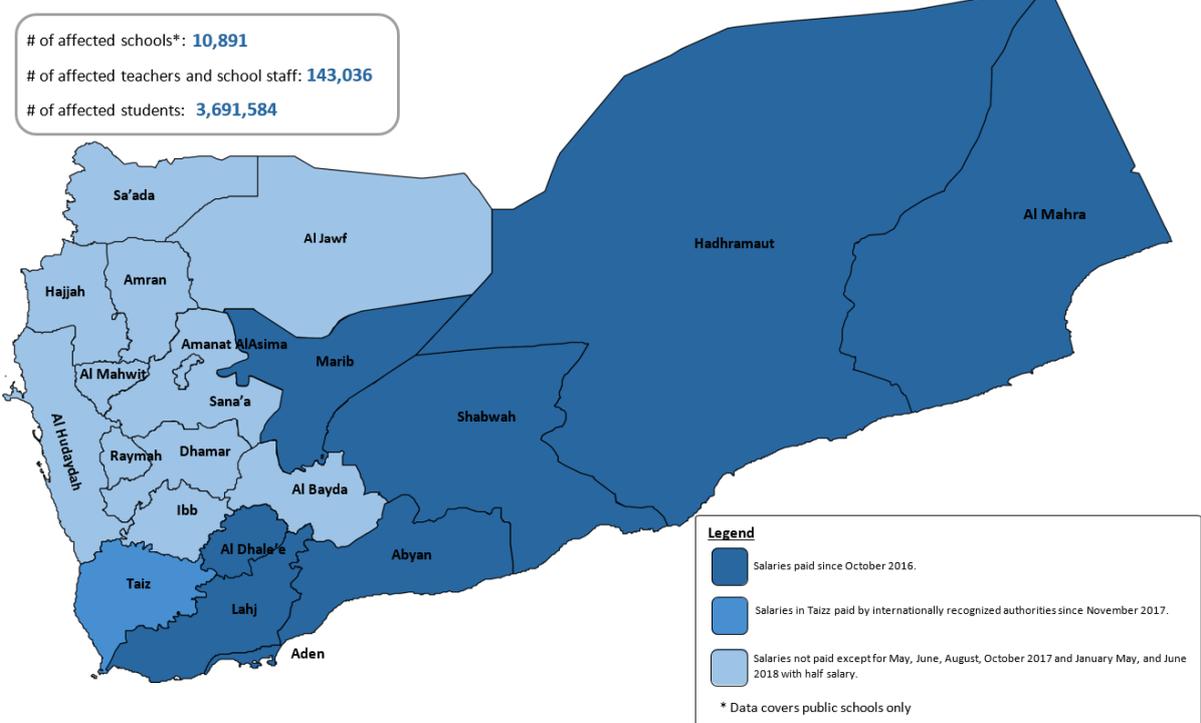
2.6 Management of the education system

**Many teachers and other education staff remain underqualified and have not been paid regularly since October 2016**

As of 2015/16 there were nearly 260,000 people (teachers, administrators and other staff members) employed by the Ministry of Education. Teachers make up nearly 81% of all MoE employees. As discussed in the section on quality above, approximately 67% of all teachers in the country meet the ministry’s qualification standards. Similarly, only about 59% of other MoE staff members, including principals, meet qualification standards.

One of the most critical challenges facing the education system now is the payment of salaries. Due to the suspension of public expenditures, 67% of the total number of teachers in Yemen have faced difficulties receiving their salaries since October 2016 (YEC 2018).

Figure 17. Status of teachers’ salary payments, October 2016 – June 2018.



Source: Yemen Education Cluster, 2018.

According to the Education Cluster, the situation has resulted in:

- Severe impact on teacher performance and access to schools due to inability to pay transportation costs.
- Closed schools due to absent teachers who seek other income opportunities to afford rent and other living costs.
- Reduced teaching time (half-day).
- Teacher strikes in a number of governorates, which have led to a delayed start of 1.5 months of the school year 2017/2018. Schooling started after an agreement was reached between the government in Sana'a and the Teachers' Union to keep paying 50% of the teacher's salary in cash and 50% in kind or goods. As can be seen in Figure 16, however, teachers only received the agreed half-month salaries in May, June and August 2017. In a number of southern governorates, the school year 2018/19 started also with a delay due to teacher strikes. In total, 80% of all schools (3,300 schools), 60,000 teachers and 1.2 million students were affected by the strike (YEC, 2018).

There is currently no reliable data or information on the number of teachers who have stopped teaching, either full or part time due to non-payment of salaries. Observations provided by partner organisations indicate that teacher absenteeism is high among those who do not live in close proximity to schools and might be higher in rural areas. This is most likely linked to the absence or irregular payment of teacher salaries which requires teachers to find other means to cover transportation costs. According to anecdotal evidence, many local communities have created arrangements to ensure education continuity by providing small amounts or food baskets to teachers. Non-payment of salaries also affects the presence and work of principals, inspectors, supervisors and other education staff.

In 2002, the Ministry of Education passed Ministerial Resolution No. (560) in order to strengthen the capacity of school administration officers by setting standards and clarifying work conditions, including required qualifications and on-the-job training opportunities.

School principals and deputies are required to:

1. Hold a university degree;
2. Possess at least 5 years of teaching experience after higher education qualification;
3. Pass a training course in school administration or possess two years of experience in the field of school administration;
4. Have been previously employed as a school deputy for at least two years; and
5. Possess leadership skills.

The tasks of a school principal and deputy are of a supervisory nature as stated in the school regulations, issued by a ministerial decree in 1997. These include the provision of guidance and assistance to teachers, as well as evaluating teacher performance through classroom visits, follow-up support, written feedback and evaluation of academic achievement of students.

Supervision reports have shown that the vast majority of school principals do not exercise their roles and responsibilities as described above. The reports identify several reasons why school administration staff focuses often on administrative tasks rather than on supervisory tasks. This includes the lack of support in the form of guides and legislation; limited experience of school principals and low levels of academic qualification, especially in rural areas. The Ministry of Education estimates that only 40% (5,410) of the total number of principals (13,453) and 44% (4,117) of all deputy principals (9,368) hold a university degree (EMIS 2015/16). Furthermore, the Ministry of Education acknowledges that in-service training programs provided to school administrators do not meet their needs, as they do not link to school administration tasks. The majority of school administrators lack leadership and effective organizational skills, including the delegation and distribution of tasks and responsibilities, technical oversight and follow up. Support in the form of guiding feedback and technical advice to improve school performance is often weak as experienced and well-trained supervisors are few.

#### ***Education management information system (EMIS) dependent on donor support***

Significant investments have been made in the Yemen EMIS through BEDP, followed by financial support provided by GPE. The major problem confronting EMIS since the start of the conflict is an inability to collect data throughout all governorates in the country. With support from UNICEF (through GPE funding), the annual school census data for the years 2015/16 and 2014/15 was conducted between May 2016 and the end of 2017. Data were collected from all schools in the country in May 2016, cleaning and entering of data took until the end of 2017. Data were compiled by staff in Aden (for southern and eastern governorates) and Sana'a (northern and western governorates). Data for Aden and the southern governorates were physically transferred to Sana'a for final compilation for the entire country. The resulting full dataset has been used throughout this document. Rapid school surveys to allow a better understanding of current schooling patterns have not been conducted to date.

The main obstacles to accurate data are insecurity that prevents data collectors from reaching all schools in the country and the lack of an operational budget. The lack of funding has affected every stage of the EMIS process from the training of data collectors to transport and necessary upgrades to EMIS hardware. Solar panels, additional computer equipment and training have been provided through GPE funding to increase the capacity of governorate offices to be able to collect and enter information into the EMIS.

#### ***Reforms that have invested in school-based development pay off in time of crisis***

The School-based Development Programme (SDP) started in 2005 and has been supported in different phases through JICA, BEDP, GIZ, UNICEF and GPE (see figure 18).

Figure 18. Interventions in School Development 2005-to date

Strategies to Education Improvement	Interventions in School Development
<b>NBEDS: 2003-2015</b>	School-based Development program: JICA 2005-2008
• Education Decentralization	Equip – JICA School-based Development program 2005-2011
<b>NSEDS: 2006-2015</b>	Whole School Improvement program: BEDP 2005-2012
Holistic Vision: Education reform & improvement	Child-Friendly Schooling: UNICEF 2007-2011
• Education Decentralization	School Development - Quality of Education Improvement Program (GEIP): GIZ 2012- to date
• Policy reforms	School-Based Development program: GPE 2014 – to date
	
MOE 2013 => School Development Program Framework	

The SDP is a mechanism for comprehensive school improvement based on the needs and requirements of each school and is a component of decentralization efforts. The SDP gives schools a greater role in planning, implementation, follow-up and evaluation to improve performance and the teaching and learning environment. In order to improve school performance, the program involves school development teams at all levels – schools, District Education Offices (DEOs), Governorate Education Offices (GEOs) and MoE. At the time of writing, SDP was implemented in 527 schools through GPE funding and GIZ.

One aspect of the programme is to strengthen the relationship between schools and their communities to increase accountability and strengthen management at school level. In the late 2000s, the Parents' Councils played a role in reducing teacher absenteeism as they were allowed to deduct from salaries amounts equivalent to the periods of inexcusable absence (World Bank, 2010). Regulations for Parents' Councils were approved in 2009 (Ministerial Decision No. 262). The objectives of Parents' Councils include:

- Strengthening communication and cooperation between the local community and the school.
- Encouraging community members to participate in the financing, follow-up and evaluation of educational activities and programs at the school level.
- Contributing to solving the problems and difficulties at the school.
- Assisting with the care for pupils / students, in general, and for those with special needs including gifted children.
- Raising the level of awareness of the importance of education in general and girls' education in particular.
- Preserving the school building and its facilities and furniture.

These councils have played a pivotal role in addressing the consequences of the current economic crisis and the suspension of salaries. Councils have provided financial and in-kind (food) support to teachers and in some cases have also helped to provide textbooks and to repair/restore damaged schools. Table 7 shows the latest information related to members of parents’ councils including participation of women on these councils. As seen in the table, there has been a decrease in the number of these councils during the conflict, especially of Fathers’ Councils. The introduction of Mothers’-only Councils and Parents’ Councils (for mothers and fathers) has helped to increase the overall participation of women on these councils.

Table 7. Membership and type of parents’ councils

Year	No. of councils	Fathers’ Councils			Mothers’ Councils			Parents’ Councils		
		Members	Female	% female	Members	Female	% female	Members	Female	% female
2010/2011	10,043	70,017	1,444	2.1%	3,539	2,171	61.3%	16,604	7,534	45.4%
2015/2016	9,819	62,463	1,374	2.2%	8,197	6,873	83.8%	24,025	7,230	30.1%
Increase/decrease	-224 -2.2%	-7,554 -10.8%	-70 -4.8%	-	4,658 131.6%	4,702 216.6%	-	7,421 44.7%	-304 -4.0%	-

Source: Comprehensive Educational Survey 2010/11 and annual statistics survey for 2015/2016, MoE General Directorate of Statistics and Planning, Technical Office.

In the same vein, the Social Development Fund (SDF)<sup>24</sup>, established in 1997 to support the implementation of Yemen’s national poverty reduction plans, provides institutional support to the Ministry of Education to strengthen the decentralization of educational services.

**Decentralization stalled before the conflict**

The 1993 Education Law is the basis for decentralization of education in Yemen and defines the role and functions of the education offices at central, governorate and district levels. Prior to the conflict, offices in the capital Sana’a were responsible for all central-level activities. In 2015 an interim capital was established in Aden.

In 2005, a Ministry team was formed to prepare, supervise and coordinate the process of modernization and administrative development at central and local levels. The team completed a draft regulation which was discussed with the Ministry of Civil Service, but it has not yet been adopted. While the laws and resolutions are in place to support decentralization, in practice decentralization has been limited in the education sector and is almost non-existent in policy-making, decision-making, planning and budgeting. Instructions and

<sup>24</sup> Other areas of intervention include rural girls education in areas where the enrolment gap between male and female students exceed 90%; quality education through expanding pre-school education coverage, care programs, introducing new technologies in teaching and learning and capacity building; literacy and adult education; and institutional support. The current SDF strategy (2018-2020) is supported by various donors, including USAID, UNDP, the Islamic Development Bank and the Netherlands.

directives continue to be issued to the governorate and district education offices, with many restrictions imposed on the decision-making process. In general, decentralization is limited due to:

- Weak institutional capacity.
- Inadequate technical skills and administrative systems.
- Scarcity of financial and other resources, including computers, office equipment, transport and infrastructure.
- Lack of organizational structure and clear roles and responsibilities at each level
- Absence of job descriptions, workforce planning and performance evaluation systems and lack of clarity in the number of vacancies.
- Lack of a decentralized financial system to secure core operating expenses.
- Poor qualifications of many education staff to carry out the tasks assigned to them (nearly 63% of staff members do not meet the qualifications of at least a bachelor's degree).
- Lack of guidance in the areas of planning, budgeting, administration and others.
- Insufficient coordination and communication mechanisms.
- Absence of transparency and accountability and weak financial and administrative independence.
- Limited attention to capacity development, especially at decentralized levels.

#### ***Administrative measures to deal with the ongoing crisis***

The current and continuing crisis in the country since 2015 has had an impact on the education sector at the level of schools and their infrastructure, students, teachers and the education administration. These include the direct effects of the destruction of some schools in whole or in part and the direct and indirect consequences of reduced economic and physical access to food and other commodities. During these years, the Ministry has been keen to continue the educational process despite the emergency situation and has adopted measures within its available resources and with support from partners, including the Yemen Education Cluster and other partners. These include procedures and actions to:

- Facilitate admission procedures for displaced students in the areas of displacement.
- Create temporary alternative educational facilities to continue the educational process.
- Accommodate teachers and educational supervisors to work in areas of displacement.
- Facilitate examinations for displaced students through the adoption of the open test center system and by providing students with the opportunity to take part in examinations in displacement areas.

- Provide other shelters for displaced families living in schools so that the schools can be returned to their intended function after renovating them and preparing them for school work.
- Implement emergency school schedules to reduce the daily workload of teachers. Teachers either teach on specific days and/or in the afternoon and evening to allow for other income generating activities in the morning. These emergency schedules have been implemented since September 2016 when salary payments were stopped.
- Activate and encourage community initiatives in support of the educational process through provision of food baskets or other support to teachers.

## Chapter 3      TEP Priority Programmes

Chapter 3 outlines the detailed plans for the four priority programmes included in the Transitional Education Plan (TEP) 2019/20-2021/22. The TEP is set within Yemen's overall education policy framework of education laws and regulations, including the school development framework and principles that seek to strengthen the whole-school approach with communities playing a pivotal role in education as officially stated in the By-laws of Father and Mother Councils (FMCs 262/2009), international commitments such as SDG 4 and other guiding policies and strategies that address the role of education in the current crisis. These include the Yemen National IDP Policy (148/2013) that ensures equal access to education services for displaced children and youth and provision for IDP teachers to engage in host community schools; and the Ministry of Education National Strategy and Integrated Plan for Education in Emergencies (2018-2019) which was translated into humanitarian objectives and activities as presented in the Humanitarian Needs Overview (HNO) and Yemen Humanitarian Response Plan (YHRP).

The successful implementation of the TEP depends on meeting two pre-conditions. First, salaries of teachers and education staff must be paid on a regular basis. Since October 2016, teachers and other education personnel in large areas of the country have not been paid regularly. If salaries are not paid, there is a risk that most of the other activities included in this plan will not be implemented as staff members may divert their attention to other activities to secure the livelihoods of their own families. The Yemen Humanitarian Response Plan 2019 emphasizes the need to provide allowances to unpaid teachers as a first line response in order to help ensure schools remain open and operational (OCHA, 2019). In February 2019, the government of Yemen released a statement stating that salaries of teachers will be paid in 2019 in the whole-of-Yemen. In the case of non-payment of teacher salaries, it is imperative that allowances continue to be provided, as currently underway through UNICEF Yemen with support from various partners. Such allowances in form of incentives are included as tier 2 priorities as reflected in Annex II.

Second, the education budget must provide sufficient means to implement the identified programmes, including covering operational costs. The conflict has resulted in desperate economic conditions throughout the country and the Ministry of Finance did not approve a budget for the entire country between 2016 and early 2019. Key operational costs have been included in activities throughout the TEP (e.g. costs for conducting annual examinations and the annual school census). Implementation of these activities will depend on the support and funding provided.

The current situation also requires the Ministry of Education and its partners, both humanitarian and development, to further strengthen coordination to align funding mechanisms for humanitarian and development assistance and to coordinate

implementation of all education activities in the country in order to avoid duplication and gaps in coverage. This is particularly needed as the YHRP 2019 and the TEP 2019/20-2021/22 prioritize a series of similar or same activities to ensure that:

- teachers are paid;
- learners receive school meals;
- displaced learners have access to Temporary Learning Classrooms (TLCs);
- schools provide education materials;
- national exams are conducted to ensure continuing learning;
- education buildings, including WASH facilities, are rehabilitated; and
- education staff are trained on emergency data collection and analysis.

Strong coordination and collaboration mechanisms between the Ministry of Education and its partners are also needed to ensure that TEP activities are designed and carried out in a conflict sensitive manner to maximize education's positive potential.

### 3.1 Overall TEP objectives (Impact-level results)

Based on the results of the Education Situation Analysis (see chapter 2), the TEP seeks to address immediate needs relevant to the current education challenges; to ensure prevention, preparedness and mitigation of risks for children and education personnel; and to retain past gains and improvements in access to and quality of education.

### 3.2 TEP priority programmes (Outcome-level results)

To this end, the TEP proposes four priority programmes that play a pivotal role in achieving the overall TEP objectives. They include:

1. Providing safe, equitable access to education,
2. Improving teaching and learning,
3. Rehabilitating educational infrastructure and provision of equipment, and
4. Strengthening institutional capacities.

As a result of the prevailing conflict and political and economic uncertainty in the country, two enrolment scenarios have been developed. Neither of these scenarios anticipates significant improvements in education indicators over the next three years.

#### **Scenario 1: Continued decline**

The first scenario assumes that the Grade 1 Gross Intake Rates and grade by grade repetition and dropout rates for boys and girls will remain at 2015/16 levels (based on the last full EMIS results).<sup>25</sup> Consequently, enrolment rates will continue to decrease due to population growth and the cumulative effect of the high dropout rates.

#### **Scenario 2: Modest improvement**

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<sup>25</sup> Due to the ongoing war, however, it is possible that the use of these indicators may over-state the numbers of children enrolled during each of the TEP years.

The second scenario assumes modest improvements in intake and dropout rates over the plan period. It also assumes that some of the children who dropped out of the early grades in recent years will re-enter the system. These assumptions are based first and foremost on the resumption of salaries for all teachers and education staff throughout the country, which will encourage both teachers and children to resume schooling and discourage further dropout. Additionally, implementation of TEP activities such as rehabilitation of partly damaged schools; construction of temporary learning spaces; training of teachers, education staff and communities on education in emergencies may also mitigate the effects of the conflict and prevent further erosion of the education system. The specific assumptions used to project enrolment and the resulting projections are shown in Chapter 5.

The resulting education indicators for each scenario are shown in Table 8. The major conclusion is that the priority TEP activities are critical to prevent significant further deterioration of the education system in Yemen. The TEP activities seek to build on previous education quality improvement strategies, such as partnerships between schools and communities in support of learning and well-being of learners and teachers, teacher training, educational supervision and early grade literacy and numeracy skill development – strategies that have often laid a basis for high levels of resilience. Development partners have invested heavily in these areas in the past. In addition, the activities are conflict sensitive and seek to prioritize TEP investments to reach those most heavily impacted by the conflict. The proposed TEP activities can help to stabilize the system and slow further education losses. Should the political situation change dramatically during the TEP time period, it may be possible to achieve additional improvements in educational enrolment and quality if additional funding is also provided.

*Table 8. Key Education Indicators based on TEP scenarios*

TEP objectives	Baseline 2015/16	Scenario targets (2021/22)	
		1 Continued decline	2 Modest improvement
<b>BASIC EDUCATION (G 1-9)</b>			
<b>Gross intake rate, grade 1</b>			
• Girls	94.7%	94.7%	95.7%
• Boys	102.2%	102.2%	105.0%
<b>Number enrolled</b>	<b>5,055,709</b>	<b>4,725,161</b>	<b>5,005,081</b>
• Girls	2,260,851	2,164,561	2,245,845
• Boys	2,794,858	2,560,600	2,759,236
<b>GER</b>	<b>85.2%</b>	<b>66.4%</b>	<b>70.3%</b>
• Girls	77.9%	62.3%	64.6%
• Boys	92.2%	70.3%	75.7%

TEP objectives	Baseline 2015/16	Scenario targets (2021/22)	
		1 Continued decline	2 Modest improvement
<b>GPI for basic education</b>	<b>0.84</b>	<b>0.89</b>	<b>0.85</b>
<b>Average dropout rate (G1-6)</b>			
• Girls	12.7%	12.7%	11.7%
• Boys	11.4%	11.4%	10.4%
<b>Average dropout rate (G7-9)</b>			
• Girls	11.2%	11.2%	10.2%
• Boys	9.9%	9.9%	8.9%
<b>Transition rate to G10</b>			
• Girls	81.1%	81.1%	83.0%
• Boys	81.9%	81.9%	83.0%
<b>SECONDARY EDUCATION (G 10-12)</b>			
<b>Number enrolled</b>	<b>755,504</b>	<b>745,271</b>	<b>772,215</b>
• Girls	305,315	315,537	326,115
• Boys	450,189	429,734	446,100
<b>GER</b>	<b>42.2%</b>	<b>39.8%</b>	<b>41.2%</b>
• Girls	35.1%	34.3%	35.5%
• Boys	48.9%	45.0%	46.7%
<b>GPI for secondary education</b>	<b>0.72</b>	<b>0.76</b>	<b>0.76</b>
<b>Average dropout rate (G10-11)</b>			
• Girls	9.5%	9.5%	8.5%
• Boys	9.4%	9.4%	8.4%
Number of out-of-school children	est. 1.9 million	est. 3.5 million	est. 3.2 million
Number of schools partially damaged	1,413 (as of Sept 2017)	0	0
Number of schools hosting IDPs	150 (as of Sept 2017)	0	0

The current crisis requires prioritization of education strategies that are cost-effective and most likely to produce positive results in the three-year timeframe of the TEP. They consider the scarcity of resources, limited capacity and contextual constraints including logistics. Therefore, the presented priority programmes do not cover the full education sector but focus on priorities for maintaining basic and secondary education only.

The needs of the most disadvantaged children, including more than half a million IDP school-aged children, will be prioritized during the TEP period. By doing so, inequities that exist in the current provision of education, in relation to gender, geographic location and abilities, will be reduced or at least not further exacerbated. The aim is that the most recent negative developments such as high drop out and low enrolment rates in lower grades can be improved by the end of the TEP timeframe by bringing learners back to school and retaining them once there. Implementation of the TEP strategies will require a concerted effort by education authorities at all levels, by communities and by partners through financial and technical commitments.

Each of the four priority programmes is divided into several strategies, which are briefly described in this chapter along with a limited number of output indicators. The full set of detailed activities that leads to the described output-level indicators is detailed in the operational plan matrix in Annex I.

## Priority programme 1: Safe, equitable access to education

**The goal of this priority programme is to provide all children and youth safe and equitable access to education and ensure retention in times of insecurity and conflict.**

Key challenges related to safe and equitable access to education:

- Closure of schools disrupts education
- Safety and security of education personnel and learners are threatened
- Distance to school remains a barrier to accessing and completing education
- Repetition leads to drop-out and puts additional strain on the education system

With this first priority programme, the Ministry of Education addresses low enrolment in early grades and high dropout throughout the basic and secondary education cycles due to insecurity, displacement and increasing poverty. The Ministry of Education will place special emphasis on providing all children and youth safe and equitable access to education through formal and alternative learning programmes which include accelerated learning and home-based learning programmes. The short-term objective is to restore schooling for communities where education has been disrupted by insecurity. This will allow the Yemeni education system to not further erode past gains in access and retention. The focus will be on increasing the number of children and youth enrolled in basic and secondary education; ensuring retention, especially among IDPs and learners directly affected by the conflict; and providing educational opportunities for the significant number of out-of-school children who have been denied their right to education either through reintegration into the formal education system or alternative learning programs. This will also serve to improve internal efficiency and support more children to complete basic and secondary education. To this end, priority programme 1 addresses existing inequities in the current provision of education, both in relation to gender, geographic location and abilities.

The current crisis has led to severe economic and health-related consequences for communities, families and children. The destruction and occupation of schools by IDPs and armed groups is a main concern for the Ministry of Education and its partners. Providing safe and equitable access to basic and secondary education in this context is critical and includes making sure learning environments:

- are safe and secure,
- promote positive behaviours and life skills,
- provide psychosocial support,
- provide in-kind incentives for students, and as funding allows teachers and education staff,
- provide water for drinking, hygiene and sanitation, and
- address the current health crisis through other health and hygiene activities.

To this end, Priority Programme 1 consists of eight strategies:

- 1.1 Promoting community participation
- 1.2 Forming and training school development teams
- 1.3 Improving school safety and security
- 1.4 Promoting health and hygiene
- 1.5 Raising social awareness on the importance of education
- 1.6 Providing incentives to ensure the right to education
- 1.7 Contracting rural female teachers
- 1.8 Supporting alternative learning

Strategies	Indicators	Source
1.1 Promoting community participation	# of parents' councils established, trained and equipped with guidance increases from 9,819 in 2015 to 13,453 by 2021	EMIS or GD of Community Participation reports
Description		
<p>Schools and communities play a pivotal role in providing and ensuring safe and equitable access to education in Yemen, especially in times of crisis. Strategy 1 builds on the School-based Development Programme (SDP) that aims at strengthening the relationship between schools and their communities to increase accountability and strengthen management at school level. Since the outbreak of the conflict, father councils, mother councils and where applicable, parents' councils have played a key role in addressing the consequences of the economic crisis and conflict (including suspension or irregular payment of teacher salaries, damaged schools, and lack of textbooks) through increased engagement. To this end, this first strategy aims at establishing and training 13,453 parents' councils in schools where they have not yet been activated, further strengthening community participation by providing guidance for parents' councils and supporting meetings between parents' councils, teachers and school administrations in 2,527 SDP schools. The expected outcomes of strong community participation are improved quality of education and increased access to education for all, especially for girls in all parts of the country by focusing on the presence of teachers and increasing community awareness about the importance of safe, equitable access. Parents' councils and school administrators will receive copies of the Crisis Education Management manuals and the School Management modules developed in recent years. Father and Mother Councils or where applicable Parents' Councils should be the first entry point for partner engagement at the community and school level to avoid parallel processes and confusion. These councils can call upon other key community actors to support their work</p>		

but should remain in the lead for all activities aiming at strengthened community participation to ensure continued and safe education service delivery.		
1.2 Forming and training school development teams	# of school principals trained in school administration and in emergencies increases from 0 in 2015 to 8,370 (or 53% of principals) by 2021	EMIS or GD of Community Participation reports
	# of school development teams established and trained increases from 527 in 2018 to 2,527 (10 schools per district not yet covered by GPE or GIZ-supported SDP) by 2021	EMIS or education sector reports
	# of schools obtaining school grants (or with an annual operating budget) increases from 527 schools in 2018 <sup>26</sup> to 2,527 schools by 2021	EMIS or education sector reports
Description		
<p>This strategy is based on the School-based Development Programme and aims at improving school management practices and leadership in schools to use resources more effectively; address school safety and security for learners, teachers and education staff; and influence teaching quality, especially in relation to the effects of the current crisis. The quality of school leadership and management is one of the most powerful determinants of student outcomes, second only to the quality of teaching. Effective instructional leadership and management training which improves access and the quality of classroom teaching and directs resources at issues which impact pupil outcomes is an efficient way to use scarce financial resources as the improvement of a smaller group – leaders – has an impact on a much larger group – teachers.</p> <p>To this end, this strategy will prioritize the establishment of 2,000 additional school development teams. The TEP national committee will work with partners to identify 2,000 target schools according to set criteria taking into consideration the current coverage through GPE and GIZ programs, level of severity needs, accessibility, and school coverage across districts. Education managers and key stakeholders supporting these schools (including school principals and education administration staff at governorate, district and school council level) will take part in a range of management trainings, according to the reference framework for school development and as outlined in a range of activities in this TEP. These trainings will be focused on the management of education in emergencies and ensuring safety and security for learners and educators as well as</p>		

<sup>26</sup> Note as of 2018, a total of 527 were part of the SDP – 420 through GPE and 107 through GIZ. Schools supported through GPE are eligible for school grants whereas GIZ uses a different approach to improve schools that they support, including support to seek financial support from local councils, the local community and the private sector

monitoring of school security. Furthermore, district office supervisors will help to develop school plans and monitor and evaluate progress towards their objectives. District administration and school development team representatives will be supported to conduct coordination meetings with the local council authorities to enhance school development through the provision of an operational budget for schools. The additional 2,000 schools will receive school grants to cover their operational costs and implement their school plans. In districts that are not supported by GPE and GIZ, administrators are expected to work with local councils to secure funding for their schools' operational costs.

1.3 Improving school safety and security	# of school-level emergency response plans in place and aligned with crisis management guidelines increases from 527 schools in 2018 to 2,527 schools (all the planned SDP schools) by 2021	Education sector reports and YEC data base
	# of schools in crisis-affected areas that receive informative materials to implement safety and security measures, including psychosocial, educational and social support reaches 3,600 by 2021	Project sectors reports and YEC data base
	# of schools implementing school counselling activities aimed at providing psychosocial, social and educational support and promoting positive behaviours and life skills reaches 3,600 during the duration of TEP implementation	Education sector reports and YEC data base

**Description**

On-going armed conflict, combined with social, economic and political instability, has led to exacerbated poverty, environmental degradation, and inequalities. The conflict has also resulted in multiple losses of homes, livelihoods, neighbourhoods, family members, friends, schools as well as a loss of stability and safety. For children, this creates an environment where mourning is pervasive, though not always visible, and where their own, the grief of their parents or family members, and the grief of their teachers and other significant adults in their lives, all impact on their well-being.

The combination of the loss of safety, ongoing uncertainty and threat and multiples losses all create an overwhelmingly stressful context where the capacity for children to thrive is diminished and severely challenged. In addition, children's reactions to the ongoing crisis have been reported to include: worry, fear, insomnia and sleeping problems, various hostile behaviours, difficulty of concentration and attention, withdrawal from family and community, tantrums, crying when hearing aircrafts, etc.

Addressing school safety and security will be done through the existing School-based Development Program (SDP) and through additional psychosocial education support. The

School-Based Development Framework has been pivotal in the development of quality education in Yemen. It provides an important framework for understanding the potential role and place of psychological and social support within schools. The Framework emphasises the importance of providing an “educational environment” with an “efficient parents and community partnership”. Further, the Framework specifies that “the capabilities of school administration should be improved, and teachers should be equipped with professional skills and educational values”. Activities supported as part of this strategy will target all of the 2,527 schools identified for the SDP (including the 2,000 new schools). These 2,527 SDP schools will be supported to produce school level emergency response plans in accordance with education in emergencies guidelines.

In addition, this strategy will target 3,600 at-risk schools located in conflict-affected areas, supporting school counselling activities focused on psychosocial, educational and social support and promoting positive behaviours and life skills. The strategy targets the 2,527 SDP schools and includes an additional 1,073 schools. The Ministry of Education will provide 15,000 Education in Emergencies manuals and other awareness raising materials for safety and security in schools located in conflict-affected or disaster-prone areas. These activities are in line with the government’s endorsement of the Safe Schools Declaration<sup>27</sup> in 2017. In addition, the TEP includes advocacy strategies that aim at building capacities of school administrations, local councils and father/mother councils to prevent and mitigate occupation of schools and other negative impacts of conflict.

1.4 Promoting health and hygiene	# of public schools with access to clean drinking water and water for school washrooms reaches 7,915 (50% of schools) every year of TEP plan.	EMIS
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**Description**

The current political and economic crisis has also resulted in a health crisis with 900,000 suspected cholera cases and 2,192 deaths in 2017. Education can play an important role in ensuring that learners and teachers do not fall victim to a large-scale health crisis, for example through providing access to clean, drinkable water and through the distribution of health and hygiene messages. This strategy includes activities to provide clean drinking water to schools and water for school washrooms. It aims to target 50% of schools, especially those with damaged water systems. The Education Cluster also provides hygiene kits provision and supports the activation of students’ hygiene clubs. The infrastructure component is provided in priority program three. The strategy also aims at strengthening cross-sectoral coordination to anchor health and hygiene activities in schools. It is paramount for all partners involved in this area to better align and coordinate

<sup>27</sup> The Safe Schools Declaration is an inter-governmental political commitment that provides countries the opportunity to express support for protecting education from attack during times of armed conflict; the importance of the continuation of education during war; and the implementation of concrete measures to deter the military use of schools.

their activities. This includes the Ministry of Health, The Ministry of Water and Environment, the Education and WASH Clusters and other partners to ensure commitment by district health administrations and school management teams and to provide operational and maintenance plans and budgets. In addition, in Priority Program 3 of the TEP, toilets will be provided for 1,665 schools.

1.5 Raising social awareness on the importance of education	# of schools undertaking community awareness campaigns advocating education for all, especially girls, IDPs and disadvantaged groups, increases from 527 in 2018 to 2,527 by 2021 to cover all governorates and district of Yemen.	Girls Education reports and YEC data base
	Policy in place that ensures refugees' access to public schools	The Ministerial Decree

**Description**

In times of crisis, disadvantaged groups may face additional challenges to access education. To safeguard past successes made in increasing girls' access to education, the Ministry of Education commits to implement a general community awareness campaign on the importance of education to improve the living conditions and ways of life especially for girls, disadvantaged groups and early childhood children. The activity is supported through the dissemination and utilisation of a media awareness guide on the importance of education for girls and disadvantaged groups for school development teams, DEOs, and GEOs. The activity will be led by 9 governorate and 227 district teams tasked to lead community awareness campaigns in their respective district and governorates. The remaining governorates are currently being supported by GPE and GIZ programs.

Furthermore, the Ministry of Education recognizes the need for refugees to continue their education. In this regard, the Ministry of Education, with support from its partners, will facilitate policy and administrative measures (such as continuing the current practice of exempting refugee and asylum seeking students from paying the new arrival form fee and enrolling with alternative documentation than birth certificates) to increase the enrolment of refugees in public schools. In addition, refugee and asylum seeking learners will benefit from TEP-supported activities equally to Yemeni learners.

1.6 Providing incentives to ensure the	# of learners receiving school bags and uniforms reaches 1.5 million during TEP period 2019/20-2021/22	Girls and General Education sectors reports and
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right to education		YEC data base
	# of learners at KG, basic and secondary education levels receiving healthy feeding and/or take-home rations reaches 1.5 million during TEP period 2019/20-2021/22	GD of school feeding reports and YEC data base
Description		
<p>To lighten parents' financial burden, the Ministry of Education and its partners will provide a range of incentives for learners to return to or continue learning. This includes the provision of healthy feeding and/or take-home rations, school bags, and uniforms for 1.5 million students in the governorates that are most affected by conflict and have high poverty rates and high gender gaps. As a tier 2 priority and depending on availability of funds, in-kind incentives will also be provided for 300,000 teachers and education staff. (See Annex III for a list of tier 2 priorities.)</p>		
1.7 Contracting rural female teachers	# of trained rural female teachers contracted for one year until on government payroll remains at 2,300 each year	Ministry of Education and Ministry of Service and Finance
Description		
<p>To date, 2,300 female teachers have been trained as part of the partner-supported Rural Female Teachers programme that began in 2005. The programme qualified female teachers as intermediate diploma level teachers. By strengthening the female teacher cadre, it is hoped that female enrolment in rural areas will increase which will help address gender inequalities. The teachers also received training in psycho-social educational support. After a two-year contracted period, these teachers were expected to be added to the Ministry's payroll which was not possible. GPE provided funding for ensuring payments in the third year. The TEP foresees additional three years of payments for the 2,300 trained teachers before they can be added to the government payroll. Close collaboration between the Ministry of Education and the Ministry of Service and Finance will be needed to ensure their appointment as qualified teachers.</p>		
1.8 Supporting alternative learning	# of students accessing a pilot programme on alternative learning reaches at least 2,500 students in 13 GPE-supported governorates during the duration of TEP implementation.	Directorate for Alternative Learning
Description		
<p>This strategy aims to meet the diverse learning and development needs of out-of-school children and youth and those at risk of dropping out through a small set of alternative learning activities that will be piloted during the TEP period. The strategy includes the</p>		

establishment of a General Directorate for Alternative Learning within the Ministry of Education. This directorate will then be responsible for the development of a technical and administrative framework for alternative learning, which will include accelerated learning programs and home-based learning (self-study) to address the needs of children whose education has been disrupted by the conflict. Particular attention will be paid to the development of targeted and tailored alternative education programs that a) are based on a holistic understanding of causes of drop out, and b) focus on the functional skills for out-of-school children and youth, with a view to possible pathways into formal education and the job market. Partners are encouraged to work closely with the Ministry of Education to provide and generate new evidence that can inform the development of alternative learning programs. The directorate will also be responsible for orienting central, governorate and district level staff on the framework and will help to institutionalize existing partner-supported investments in alternative learning. The framework will serve as the basis for accompanying curriculum documents, syllabi and teaching and learning materials. The alternative learning programmes will then be piloted in selected governorates with the aim of reaching at least 2,500 at-risk children and youth during the first phase. The program will be expanded and rolled out following the pilot phase (post TEP). This Directorate will also be responsible for coordinating partner-supported alternative learning activities, which are expected to reach many more children and youth. The Ministry expects alternative learning activities to target school-age children (ages 9-18) whose education was interrupted during the conflict and will support the integration to the public education system of children who missed schooling.

## Priority programme 2: Improving teaching and learning

**The goal of this priority programme is to ensure retention and completion through improved teaching and learning.**

Key challenges related to teaching and learning include:

- Unqualified/untrained teachers (subject, pedagogy, psychosocial support, supervision)
- Lack of teaching and learning materials
- Fewer hours of instruction
- Interruptions in the school calendar resulting in fewer days of schooling

The second priority programme addresses low learning achievements and low retention and completion rates. Prior to the conflict, Yemen had taken initial steps to address education quality. These prior investments are now at risk as the current crisis threatens also to reverse gains in quality. Improving the quality of teaching requires investment in qualifying teachers and in the provision of other education inputs, including teaching and learning materials. In the current situation, the Ministry of Education aims to apply strategies that are sufficiently flexible to retain the quality of teaching at basic and secondary education levels. This will prevent a further decline in learning achievements and will help to avoid further inefficiencies in the system (i.e. increased dropout and repetition). Even though the proposed measures are not likely to further increase the percentage of learners who successfully complete basic education and transition into secondary education – a critical long-term development objective – the Ministry of Education hopes to regain pre-crisis levels. Doing this will necessitate a decrease in the current drop out and repetition rates and increased chances for children and youth to complete their education.

To this end, Priority Programme 2 consists of eleven strategies:

- 2.1 Providing teacher training (grade 1-3) on literacy and numeracy skills
- 2.2 Providing teacher training (grade 4-9) on active learning skills
- 2.3 Improving educational supervision
- 2.4 Ensuring educational supervision visits, especially in remote areas
- 2.5 Printing and distributing school textbooks
- 2.6 Integrating two-volume textbooks
- 2.7 Completing the reading book approach for basic second grade
- 2.8 Writing the reading approach textbook for basic third grade (student textbook, teachers' guide and training manual)
- 2.9 Providing teaching aids
- 2.10 Providing alternatives to printed textbooks
- 2.11 Activating extracurricular activities

Strategies	Indicator	Source
2.1 Providing teacher training (grades 1-3) on literacy and numeracy skills	# of teachers trained on literacy and numeracy skills (grades 1 to 3) is 48,000 during the duration of TEP implementation.	Teachers training sectors reports
Description		
<p>Enhancing teachers’ capacities to improve the quality of teaching and consequently learning outcomes remains a priority for the Ministry of Education. The current situation does not allow, however, for investment in pre-service teacher qualification, which is also under the responsibility of the Ministry of Higher Education and Scientific Research. Therefore, the Ministry of Education will aim at retaining and further developing existing teachers’ capacities through in-service training, especially in numeracy, literacy and active learning pedagogical methods. It will do so by employing two primary strategies. Following an established cascade in-service teacher training system, the Ministry of Education will strengthen literacy and numeracy skills of grade 1-3 teachers and focus on improving active learning pedagogical skills of grade 4-9 teachers as explained in the following strategy. To reduce the cost of the two follow-up visits, all targeted teachers in each governorate should be targeted within one year so that teacher trainers conduct the training and first and second follow up visits in one governorate at a time. The literacy and numeracy skills textbooks, teacher training guide and teacher manuals for grade 1 are available and will be printed and disseminated as part of the Ministry’s training program. For grade 2, the MoE intends to review and finalize the draft textbook and teacher manual and prepare the teacher training guide. For grade 3, textbooks, teacher manuals and teacher training guides need to be developed. (See also strategies 7 and 8 in this priority program.)</p> <p>Furthermore, the Ministry of Education is responsible for designing and preparing an executive guide explaining the roles of both the training and educational supervision directorates in the implementation of training activities. This will include determining training needs, conducting training, providing support and follow-up as well as establishing a system of information flow between the two directorates at various levels (ministry, governorates, directorates, training centers and trainers).</p> <p>The guide includes general instructions and those specifically for the implementation of the trainings, including the requirements for evaluation and documentation of the program (pre- and post- selection response forms, trainee evaluation forms, the trainer's evaluation form for the program, identification of stationery requirements, other requirements and specifications for conducting the training).</p> <p>Training programs for grades 1-9 will be carried out in accordance with the decentralized training system based on the cluster school methodology. The main pillars of this system are trainers, cluster schools and training manuals. Cluster schools are the base for</p>		

implementation of in-service training in basic education; they have been established in all districts and governorates of the Republic. Under this system, training will be conducted as depicted below.



Trainers in this system (at central, governorate and cluster school level) have at least a bachelor’s degree. They were selected from a pool of distinguished educators (supervisors, higher institutes teachers, first teachers in schools) and were given training opportunities to prepare them as trainers. They also receive training on all the programs they are expected to train to be able to answer questions and provide ongoing support to the teachers such as through peer-support and answer their questions. The current trainers have demonstrated their ability to implement the training programs effectively, and follow-up and evaluate the training program conducted.

2.2 Providing teacher training (grades 4-9) on active learning skills	# of teachers trained in active learning skills (grades 4 to 9) is 78,000 during the duration of TEP implementation.	Teachers' training sector reports
Description		
<p>Four training guides for active learning were developed in 2014 and 2016 with support from UNICEF and BEDP2 and require formatting (design and layout) before printing. Teacher training on active learning skills for grade 4 to 9 will be implemented as described in the previous strategy.</p> <p>Furthermore, this strategy also seeks to support learners with special needs by training 1,150 teachers on methods for integrating special needs children in classroom activities with a focus on educationally effective, child-friendly, gender responsive, healthy, safe, participatory and protective methods. The training content was developed in 2011 and will be used for these additional teachers.</p>		
2.3 Improving educational supervision	# of educational supervisors trained in general pedagogical support to follow up on performance of school administration and teaching according to the revised set of standardized supervision working models, tools and reference framework increases from 0 in 2018 to 3,000 by 2021	Curriculum and supervisors sector reports
Description		

The purpose of educational supervision is to monitor and identify areas for improvement in curriculum implementation, school management, teacher attendance, verification of school development plans and records, training methods, teacher conduct, student learning and other areas. The Ministry of Education’s General Directorate of Guidance (proposed GD of Educational Supervision) aims to review and update the existing supervision reference framework, working models and tools to reflect the educational supervisors’ role in strengthening the effectiveness of school administration and the quality of teaching and learning. The framework was prepared in 2014 with support from SEDGAP. It was adopted by MoE but not implemented. Before using the framework during the TEP period, it will be reviewed by a specialist team to make sure it still fits the needs of the ministry and is based on a simple set of indicators which can be monitored in the current context.

The reference framework includes guidelines that describe supervision procedures including methods of feedback and consequences for schools that do not meet the requirements of the reference framework. The guidelines for the supervision framework consist of four parts:

- *Studies and Policies to transform the system of educational supervision*
- *Regulation of Educational Supervision and Guide to appointment in the Profession*
- *Guide to educational supervision of schools*
- *Procedural Guide to Professional Educational Supervision.*

Existing tools and training content will be aligned to the revised reference framework which will include the school census form, the school administration visit report form, the annual performance report for the school administration and the teacher information form. The tools will pay specific attention to the safety and security of learners, teachers and education assets (facilities and equipment) during times of crisis. Training provided to educational supervisors based on the revised set of tools will allow supervisors to work closely with headteachers and school communities to establish and implement school development plans and to ensure the safety and security of learners, teachers and educational assets. During the TEP period 3,000 of the existing general education supervisors will be trained on the revised framework and tools.

2.4 Ensuring educational supervision visits in remote areas	% of schools supervised based on the revised set of standardized supervision working models, tools and reference framework reaches 100% during the duration of TEP implementation.	Curriculum & supervisors sector reports
	% of districts visited by governorate education supervisors to evaluate the performance of district education	Curriculum & supervisors

	supervisors reaches 100% during the duration of TEP implementation.	sector reports
	% of governorates visited by Ministry education supervisors to evaluate the performance of district and governorate education supervisors reaches 100% during the duration of TEP implementation.	Curriculum & supervisors sector reports
Description		
<p>This strategy is primarily concerned with ensuring that education supervisors at all levels (Ministry, governorate and district) have the tools and resources, including transportation, to be able to conduct annual supervision visits to schools. Transportation and allowances are especially important to reach schools in remote areas. The plan is for all schools to be visited during the TEP implementation period. During the year that a school is visited, it will receive three supervision visits from the district-level education supervisors – one to diagnose the performance of teachers, the second to provide the teachers with support needed and the third to follow up and provide additional needed support. In addition to the visits by district supervisors, governorate supervisors will visit all 335 districts over the course of the plan. The purpose of these visits is for governorate supervisors to monitor and evaluate the performance of the district supervisors through a visit to a sample of schools in each district. Finally, supervisors from the Ministry level will conduct evaluation visits to all 23 governorates during the plan period. These evaluation visits will focus on the performance of district and governorate supervisors and will inform any needed changes to the supervision framework and/or tools.</p>		
2.5 Printing and distributing school textbooks	Pupil-textbook ratio (basic, secondary) returns to 1:1 by 2021	Project sectors reports
Description		
<p>Prior to the conflict, the Ministry of Education’s printing department, the General Corporation for School Books Printing Press (GCSBPP) together with partners ensured the supply of one textbook per subject for every pupil in the country. The Ministry of Education is responsible to print and disseminate textbooks to ensure learning for all subjects for all grades 1-12 and activity booklets for levels 2 and 3 of Kindergarten.</p>		
2.6 Integrating two-volume textbooks	# of one-part textbooks increases from 74% in 2018 to 100% by 2021	Curriculum & supervisors sector reports
Description		
<p>Massive expenditures for textbook printing, storage and dissemination have been a challenge, as textbooks remain with the pupil after each year. The current situation requires maximizing schoolbook usage in the most cost-effective way. The Ministry of</p>		

<p>Education began merging textbooks in 2009. Currently there are 30 one-part textbooks for grade 1-9 available and 31 two-part textbooks. To this end, the Ministry of Education will form a national specialist committee to integrate and redesign the 31 remaining two-part textbooks for grade 1 to 9 in one part.</p>		
2.7 Completing the reading book approach for basic second grade	Second grade reading approach textbook and teacher's guide piloted in three governorates by 2021	Curriculum & supervisors sector reports
Description		
<p>In 2012, the Ministry of Education began its work on developing a new approach to reading. The finalization was stalled due to the conflict. Within the TEP period, the ministry aims to enrich, evaluate and approve the second grade reading approach textbook; prepare a teacher training manual, including explanatory methods for teaching the reading approach; and roll out the materials in a pilot project. The pilot will take place in three governorates (three districts per governorate) and will reach at least 10,000 students and 500 teachers. The impact of this pilot will be measured by the Ministry of Education to inform next steps beyond the TEP timeframe.</p>		
2.8 Writing the reading book approach for basic third grade	Reading approach textbook and teacher's manual available by 2021	Curriculum and supervisors sector reports
Description		
<p>In order to provide continuous learning in the reading approach, the Ministry of Education will develop the reading approach textbook and teacher's manual for grade three with the objective to have a published version available by the end of the TEP period.</p>		
2.9 Providing teaching aids	% of rehabilitated schools equipped with teaching aids reaches 60% by 2021	Curriculum and Project sectors reports
Description		
<p>To improve teaching quality, the Ministry of Education will identify the needs for audio-visual learning materials based on the curriculum. These materials may include maps, drawing samples, photos etc. In the past, the Educational Aids Center produced maps, drawings, science samples and photos and distributed them to each governorate. It was then the responsibility of each governorate to distribute these aids to districts. Most of these aids were distributed to schools in urban areas or to large schools. Small schools and school in very remote areas often did not receive these educational aids. Within the TEP, the distribution of audio-visual learning materials will target 7, 000 students in schools that were damaged or affected by the conflict to facilitate student learning in the conflict areas.</p>		

2.10 Developing alternatives to printing textbooks every year	% of textbooks preserved and reused each year	Project sector reports
Description		
<p>The current situation requires backup strategies in case not enough textbooks reach all children. These include maximizing schoolbook usage through preserving and reusing textbooks and through provision of good storage facilities. Since the year 2000 a policy of preserving and reusing textbooks has existed but has not been implemented. In recent years, due to the conflict, the practice of reusing textbooks was applied in Hajjah and Sana'a city governorates with support from GIZ and can be upscaled. Through an awareness campaign, the Ministry of Education will call upon parents to support the process of preserving and recovering textbooks at the end of the school year.</p> <p>Furthermore, the Ministry of Education will also ask for external support to activate the use and application of e-software, mobile phone and social media sites for presentation of learning content for students and will activate the use and employment of the educational channel and radio stations for producing and broadcasting learning programs.</p>		
2.11 Activating extracurricular activities	% of schools that receive a guide on extracurricular activities increases from 0% in 2018 to 100% by 2021	Curriculum and supervisors sector reports
Description		
<p>The Ministry of Education's curriculum sector is responsible for preparing a guide on how to conduct extracurricular activities with guidance from existing psycho-social support programs. The presence of these activities will help attract children and youth to schools and allow them to better learn and address challenges they may face due to the crisis. The Project Sector will print and disseminate the guide to all schools. In addition, as specified in Priority Programme 3, materials and equipment for use in the extracurricular activities will be distributed to the 2,000 new SDP schools.</p>		

### Priority programme 3: Rehabilitation of educational infrastructure and provision of equipment

**The goal of this priority programme is to ensure access and continued learning through the rehabilitation of educational infrastructure and provision of equipment.**

Key challenges related to school facilities and equipment include:

- Destroyed, damaged and occupied schools, classrooms and water and sanitation facilities
- Over-crowded classrooms due to displacement
- Lack of recreational materials to address psychosocial effects of the crisis
- Lack of school furniture

Priority Programme 3 aims to provide a safe and conducive learning environment with a focus on schools affected by the crisis. The Ministry of Education will work with its partners and communities in the following areas:

- 3.1 Rehabilitating partially damaged schools and educational institutions, conducting minor school maintenance and constructing temporary (semi-permanent) classrooms
- 3.2 Providing school furniture, equipment and supplies
- 3.3 Providing school facilities, and teaching and learning materials to enhance the learning environment and school safety

Strategies	Indicator	Source
3.1 Rehabilitating partially damaged schools and educational institutions, conducting minor school maintenance and constructing temporary (semi-permanent) classrooms	% of educational institutions rehabilitated, including sanitation facilities, in conflict affected areas reaches 100% (1,485) by 2021	Education Cluster and EMIS
	# of schools that receive small-scale funding for minor maintenance increases from 420 in 2018 to 5,700 schools by 2021	Education Cluster and General Education sector
	# of temporary classrooms reaches 2,131 during the duration of TEP implementation	Education Cluster and EMIS
<b>Description</b>		
Dropout is a major challenge throughout all levels of education beginning in grade one and continuing throughout the basic and secondary education cycle. The Ministry seeks to reduce the dropout rate through both access and quality strategies. Since the economic crisis and conflict do not allow for reconstruction and new construction in the TEP timeframe, the Ministry of Education will focus on the rehabilitation of 1,485 partially damaged and schools and kindergartens, including of sanitation facilities, and other education offices. By providing an additional 2,131 temporary classrooms for IDPs and		

children affected by the conflict, the Ministry of Education will also work towards providing all children with access to safe and equitable education. Temporary classrooms will be used as replacements for the classrooms that were completely damaged by the conflict and in areas with large numbers of IDPs. They will be built near or in the location of the completely damaged schools or in the IDP camps. The Ministry will work and coordinate with partners, especially the Education Cluster, to identify rehabilitation needs, including type, size and location of damaged schools needing rehabilitation and/or temporary learning spaces. Close collaboration with partners will also allow for a more comprehensive crisis-sensitive approach, including addressing risks such as unexploded ordnance or landmines, protection issues and accessibility to special needs learners and staff. A phased approach will be taken to prioritize areas that require immediate support to school rehabilitation and provision of temporary learning spaces based on a thorough analysis that also takes into consideration the current displacement situation and potential scenarios. This will allow the Ministry of Education and its partners to better understand schools' absorption capacity to decide on appropriate strategies. Furthermore, this strategy provides small-scale funding for minor maintenance of 5,700 schools to ensure that learning can continue and to preserve previous investments in infrastructure to some extent. Following TEP, a mid-term objective will be to rebuild destroyed schools and other education infrastructure and to invest in new, permanent construction.

3.2 Providing school furniture, equipment and supplies	% of rehabilitated schools receiving school furniture reaches 100% (2,327) by 2021	EMIS or Project sector in case EMIS is not available
	# of double school seats provided to schools reaches 300,000 by 2021	EMIS or project sector in case EMIS is not available
<b>Description</b>		
This strategy aims at equipping schools with the necessary basic school furniture required to ensure learning. The Ministry of Education's priority is to provide required school furniture to the 2,327 rehabilitated schools and to the new temporary classrooms constructed. Further, a total of 300,000 double school seats will be provided to schools in need, either due to the increased number of students or due to a general shortage of school furniture. The Ministry of Education is also responsible for providing educational supplies, including chalkboard boxes (1,586,760), board pens (200,786) and blackboards (27,312) to rehabilitated schools.		
3.3 Providing school facilities and teaching and learning materials to enhance the learning	# of schools receiving equipment and supplies required to activate classroom and extracurricular activities reaches 2,000 by 2021	Education Cluster, EMIS and Project sector reports

environment and school safety	# of additional schools equipped with science and computer labs reaches 2,000 by 2021	Project and general education sectors reports
	# of schools equipped to teach special needs learners receive learning resources reaches 100 schools by 2021	EMIS, General Sector reports
	# of alternative energy systems installed in schools reaches an additional 2,000 by 2021	EMIS, Project sector, and YEC database

**Description**

The Ministry of Education will equip schools affected by the conflict with safety and security measures, including providing windows, fences, protected entrances, safety corridors, separate rest places for girls in co-educational schools, playgrounds, sun protection, and other context-specific measures. The Ministry of Education also seeks to provide equipment and supplies (including science and computer labs) to activate classroom and extracurricular activities for the 2,000 new SDP schools. Should additional funding become available during the plan period, Annex III details other school facility improvements to enhance learning spaces and that have been included in existing SDP schools.

This strategy also seeks to assist learners with special education needs. The Ministry of Education will provide equipment and tools for resource rooms such as materials in Braille for schools equipped to teach students who are visually impaired, sign language dictionaries for those equipped to teach hearing impaired learners and materials for teaching children facing learning difficulties. In order to target learners rather than schools, the Ministry of Education's GD for Comprehensive Education will have to establish a data base providing information on the number and specific needs of special needs learners. During TEP implementation, the Ministry for Education and partners will explore the most appropriate data collection methods and analysis tools to use for this purpose.

During the conflict, solar energy systems have been for many families the only way to secure energy, in urban but also in remote areas without direct connection to electricity grids. Equipping schools with energy will act as incentive for communities to send their children to school. In addition, the schools will be able to operate TV, radio, or video to present some audio-visual learning materials that will be developed as part of strategy 9 – teaching aids. Learning programs that will be aired on the radio will also be accessible.

## Priority programme 4: Strengthened institutional capacities

**The goal of this priority programme is to strengthen institutional capacities for more effective and efficient implementation and coordination of education activities that primarily address new education challenges resulting from the crisis.**

Key challenges related to strengthening institutional capacities include:

- Insufficient budget support to quality education delivery
- Weak and disrupted examination system with currently two different systems being rolled out in the country, lack of control mechanisms to prevent examination fraud; low quality of examination questions; and lack of use of results to inform system-level improvements
- Teachers demotivated and not retained due to lack of or inconsistent payment.
- Inadequate planning capacities at all levels to address pre-existing system weaknesses and new emergency-related needs
- Weak education data due to insecurity-related data collection gaps
- Insufficient coordination and communication mechanisms between and among educational authorities and partners to prevent, mitigate and respond to the crisis

Strong institutional capacities are needed for the education system to function well in pursuit of its access and retention goals to improve education outcomes at all levels. This applies especially in emergency and crisis situations, where education funds are limited, data availability and quality are weak and coordination amongst and between different system levels and education stakeholders is hampered. While there are many needs in terms of strengthening institutional capacities, especially due to the conflict, this fourth priority programme focuses only on five key strategies that are particularly relevant to strengthening the Ministry of Education's oversight and coordination function for TEP implementation. The following strategies aim at strengthening existing structures at all levels for better service delivery:

- 4.1 Maintaining the operation of the education system and strengthening the examination system
- 4.2 Providing training and building education management capacities, with a focus on management of education in emergencies
- 4.3 Strengthening EMIS and monitoring and evaluation processes
- 4.4 Strengthening coordination mechanisms among government authorities and partners
- 4.5 Developing five-year ESP

Strategies	Indicator	Source
4.1 Maintaining the operation of the education system and strengthening the examination system	% of students receiving national certificates based on examination results reaches 100% each year as it was in 2015.	EMIS, YEC data base
	Operational budget for basic and secondary national examinations is available each year	Curriculum sector report
	Electronic archive for examination results is established and operational by 2021	Curriculum sector report

#### Description

This strategy addresses the continuation of the education sector's examination system by providing an operational budget to conduct basic and secondary level examinations. The provision of national basic (BEC) and secondary education leaving certificates, issued by the Ministry of Education will allow learners to continue their education, including in case of displacement. In case of emergency related-document loss, the envisioned electronic archive of examination results will allow students to access their results to continue their education and/or training. The Ministry of Education also aims to establish a measurement and evaluation center within the Ministry of Education after the transitional period to improve access to learning results.

The MoE participated in the TIMSS science and mathematics international assessments for grades 4 and 6 in 2007 and 2011. Results for more than 90% of students were below the minimum level. In a comparison of the skills and knowledge provided in the Yemeni curriculum with the skills and knowledge tested by TIMSS, it was found that the Yemeni curriculum contains only 15 to 20% of the skills and knowledge tested by TIMSS. Therefore, in 2012 DPs and MoE agreed on the need to build a national assessment system which tests the skills and knowledge provided by Yemeni curriculum to provide system-level insights. To start applying this idea, building the National Assessment System (NAS) was included in the MTRF 2013-2015, and in the GPE plan. With support from GPE, the Educational Research Department Center (ERDC) analysed and listed the skills and knowledge provided in textbooks for grades 4-6 of basic education and developed question/item banks based on that. To not lose investments already made in the development of a National Assessment System, during the TEP period this same process will be followed to identify the skills and knowledge in the textbooks for grades 1-3 and 7-9 of basic education and then to develop question/item banks for these grades. During TEP implementation, small scale testing will be conducted as possible to inform the full roll out of the NAS. Partners can align their activities under such testing and identify potential alternate mechanisms to measure the current level of learning in classrooms in the whole-of-Yemen. Completion and implementation of the National Assessment System will occur during the five-year plan

<p>period that will follow TEP. This system will then set the basis for evidence-based policy making to tackle Yemen’s learning challenges in the future.</p>		
<p>4.2 Providing training and building education management capacities, with a focus on management of education in emergencies</p>	<p>% of education management staff (at governorate and district level) trained on crisis education management, community participation, supervision and SDP increases from 0% in 2017 to 50% by 2021</p>	<p>General education and Training Sectors reports</p>
<p>Description</p>		
<p>A GIZ-supported workshop undertaken in early 2018 with 41 education stakeholders from 15 governorates (central, governorate, district, local council school level) provided an analysis of education management capacity needs. These included the need for specific training in functions and management roles and tools, including leadership during crises; strategic planning including financial planning and budgeting; crisis prevention and management; data collection, processing and analysis; and communication and negotiation. The Ministry of Education with support from its partners is responsible to address these needs and provide targeted training for key education staff from Education Directorates at governorate and district levels. The training will aim at strengthening capacities of education staff to develop strategies to prevent, prepare for and mitigate the effect of crises on education. This includes preparing education in emergencies response plans, conducting rapid needs assessments and coordinating emergency responses. Furthermore, trainings will be provided to strengthen GEOs’ and DEOs’ skills and knowledge in education management, on the role of the community in education service delivery and the supervision and implementation of the School Development Program. By targeting education stakeholders all levels – communities, teachers, headteachers, district, governorate and central-level staff – the Ministry provides a platform for collaborative action to ensure education no matter the circumstances.</p>		
<p>4.3 Strengthening EMIS and monitoring and evaluation processes</p>	<p>% of GEOs participating in annual joint needs and risk assessments is 100% by 2021</p>	<p>Technical Office reports</p>
	<p>% of schools participating in the annual school census is 100% during every year of TEP implementation.</p>	<p>EMIS or Technical Office reports</p>
	<p>Joint Annual Review meetings at sub-national level to assess TEP progress and results and harmonize with partner activities are conducted once a year during each year of TEP implementation</p>	<p>Technical Office reports</p>
<p>Description</p>		

To effectively manage the education system, reliable data are needed for each of the plan years. Great progress has been made in developing and strengthening the EMIS system over the past decade. A remaining weak point is the decentralization of EMIS to governorate and district levels. At present, data collection is done manually. Attempts to explore opportunities for online data entry are currently on hold due to the lack of external support and logistical difficulties. During the plan implementation period, the Ministry will continue to strengthen the EMIS and the annual school census through a small set of targeted activities. Planned activities include setting up an improved coordination mechanism between the Ministry of Education and the Education Cluster. To date, the Ministry of Education utilizes data provided by the Education Cluster but does not yet undertake joint needs and risk assessments at school level that could inform planning and management of TEP activities. This applies also to data collection in hard-to-reach areas or areas that are hard to access due to insecurity. Technical consultation meetings between the Ministry and the Education Cluster will be held to determine information data gaps and data needs in the current information system. Furthermore, the Ministry aims to improve coordination of the integration and preparation of comprehensive, disaggregated annual education data resulting in the annual statistical yearbook. This will require cooperation with other departments and external partners to harmonize various databases to enhance planning and monitoring of the TEP implementation, including the preparation of annual action plans with specific attention to emergency-related data.

To monitor whether TEP strategies lead to the expected outcomes, student and system performance must be reviewed on a regular basis. In addition, the security situation and its resulting effects and impacts on the education sector require close collaboration and coordination between all relevant education stakeholders, each bringing invaluable information and expertise to the table. The conduct of joint annual reviews will be key for this collaborative approach and will allow the Ministry of Education and its partners to monitor implementation of the TEP and to adjust targets, priorities and approaches based on the prevailing conditions.

4.4 Strengthening coordination mechanisms among government authorities and partners	# of coordination meetings of the TEP Steering Committee is at least once a quarter	Technical Office reports
	Coordination mechanisms developed and approved between Ministry of Education and Ministries of Higher and Technical and Vocational Education, and Ministry of Higher Education and Scientific Research	Technical Office reports
Description		
The Ministry of Education is responsible for establishing coordination meetings between the ministry and central and governorate level authorities as well as with partners. The Ministry of Education intends to take advantage of the attendance of the Directors or GD		

of Education Offices in the governorates to participate in activities such as JAR and to conduct consultation meetings when needed. In the current situation, flexible methods will be needed to conduct annual reviews, potentially by bringing together governorate-level staff at regional level.

Inter-ministerial collaboration will be strengthened with the Ministry of Finance, Ministry of Planning, Ministry of Civil Service and Ministry of Local Authority to ensure financial and personnel support for schools. Furthermore, the Ministry of Education is responsible for further developing coordination mechanisms between related education ministries, including for higher education and for technical education and vocational training.

During the past year, Development Partners (DPs) took steps to improve coordination and information sharing among DPs and within the broader LEG in order to better align programs, including through regular face-to-face meetings and other communication means. As many partners have limited in-country presence, close coordination is key in preventing duplication and ensuring that partner and government approaches complement each other. The proposed TEP Steering Committee, consisting of government and key partner representatives will provide a platform for this purpose. The TEP Steering Committee will meet quarterly to ensure effectiveness and complementarity of TEP implementation by MoE and partners.

The Education Cluster is part of ECG, bringing in perspectives and information on challenges and opportunities of the humanitarian response. Regular exchange between humanitarian actors and traditional development actors supports the effective use of funds across the humanitarian-development continuum and provides a good basis for supporting the government in developing mid- to long-term strategies that build on current strategies and good practices.

4.5 Developing 5-year ESP	5-year National Education Strategic Plan is prepared by 2022	Technical Office reports
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**Description**

The TEP is a transitional plan designed to bridge between two medium-term plans. As such, one priority during the TEP period is to begin the process of preparing the next strategic plan. The Ministry of Education is responsible for identifying an experienced team of education experts who will be responsible for preparing all necessary steps to engage in the development of a sector analysis and five-year plan following the end of the TEP. The team will develop a roadmap, identify a methodology and appoint ministry staff in data collection and analysis to inform the sector analysis. The team will also prepare the initial draft of the 5-year plan and facilitate the review and consultation on the draft strategic plan. While preparation of the next strategic plan is a critical element of the TEP, this activity is also at risk and depends on the prevailing conditions in the country during the last year of the TEP.

# Chapter 4 Risks and mitigation measures for plan implementation

The current context of uncertainty poses many risks to the implementation of this plan. The main risks and attendant mitigation measures are described in the table below.

Areas	Potential risks	Potential mitigation measures
Political and security factors	<p>Insecurity and conflict hampers access to some areas (Taizz, border districts to KSA, Hudaydah, etc.)</p> <p>Lack of political agreements hampers or blocks plan implementation</p>	<p>Reprogramming to shift activities to safer areas or identify alternative service delivery agents such as NGOs, communities, etc.</p> <p>Increased support to local levels (GEOs, DEOs, communities and school management) to strengthen ownership and sustained implementation, especially in conflict-affected areas through implementing SDP, encouraging community participation and building the capacity of school, district, governorate and central levels on how to provide education during conflict.</p> <p>Seek impartial support in negotiation and dialogue between education authorities</p>
Economic factors	<p>Reduced or lack of government budget due to high levels of inflation, depreciation of the Yemeni Rial and decline of domestic revenues lead to insufficient operational budget and lack of payment of education staff salaries</p> <p>Reduced external budget due to insecurity and conflict that prevents international presence of some partners</p>	<p>Ministry of Education and partners work with non-government partners to solicit funding for education service delivery</p> <p>Government of Yemen and existing partners lobby for more external financial support to ensure payment of teacher incentives</p>

Institutional capacity factors	<p>Low capacity decreases further due to lack of training</p> <p>Low capacity due to limited staff</p>	<p>Identify capacity development opportunities for Ministry of Education staff, including in emergency response planning; strategic planning and management; and coordination.</p> <p>Provide additional capacity development activities for Ministry of Education staff to strengthen educational management at all levels</p>
Operational factors	<p>Increase in implementation costs (freights and local distribution) due to devaluation of local currency</p> <p>Delays in implementation where offshore procurement and clearance is required</p> <p>Inadequate monitoring and audits due to inaccessibility of some implementation areas</p> <p>Inadequate financial and technical oversight</p>	<p>Adjustment of activity costing needed on annual basis as part of the Annual Joint Review and preparation of annual operational plans</p> <p>Coordination with UN partners required to work through Djibouti hub to facilitate off-shore procurement</p> <p>Create joint assessment and monitoring mechanisms between Ministry of Education, Education Cluster, and CSOs to ensure access to hard to reach areas and to allow for integration of humanitarian data with Ministry of Education data through EMIS</p> <p>Install PMUs to ensure implementation oversight in terms of financial management and coordination</p>

## Chapter 5 Quantitative Scenarios, Cost and Financing of the Strategy

This chapter presents scenarios for the costs and resources required to implement the three-year transitional education strategy in the Republic of Yemen. Two quantitative scenarios are included that anticipate modestly different levels of stability and consequently enrolment and then project the human and physical resources required to accommodate the expected enrolments at the basic and secondary levels of the system.

Together with the programs foreseen in the operational plan, the resources required are then translated into financial needs. The projected costs include all recurrent and development expenditures. The financial resources required for the strategy are then compared against the last education budget of the Republic of Yemen in 2014.

### **The Yemen Education Projection model**

The Yemen Education Projection model is an Excel tool that has been used to create quantitative scenarios for the development of education and assessing the financial and human resource consequences of the education objectives set out in the Yemen TEP.

The model includes:

- projections of enrolment, based on demographic projections and specific access and efficiency objectives;
- projections of staff and resources required to accommodate the number of students;
- projection of the financial resources required;

The model also integrates the costing of activities as specified in the operational plan. Tables and graphs presented in this chapter are directly issued from the Yemen Education Projection Model.

### 5.1 The Demographic Context

The last full population census was conducted in 2004 by the Central Statistical Organization (CSO). Since that time, the CSO has continued to make detailed projections. The official projections from the CSO have been used as the demographic framework for this TEP. Per these projections, the overall school age population is expected to increase by 16% over the period 2015-2021 period. Table 9 includes the population projections by schooling age-group<sup>28</sup>.

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<sup>28</sup> The quality of the population projections could not be improved for various reasons. These include the outdated population data, low 0 age estimations and missing information on latest demographic information such as mortality rates. There are also no data available on the number of people who have left the country since the beginning of the conflict.

Table 9. Population projections by age group

Age group	2015	2016	2017	2018	2019	2020	2021	% increase
6-11	4,130,930	4,306,888	4,520,184	4,615,574	4,710,580	4,803,989	4,894,327	18%
12-14	1,804,230	1,798,358	1,772,312	1,882,251	2,012,812	2,178,706	2,225,476	23%
15-17	1,788,424	1,792,645	1,795,854	1,796,240	1,790,532	1,764,732	1,874,397	5%
Total	7,723,585	7,897,890	8,088,350	8,294,064	8,513,924	8,747,427	8,994,200	16%

Source: CSO projections

## 5.2 Expected Enrolment at the Basic and Secondary Levels

Enrollment projections were developed for two scenarios. The main drivers of these projections are:

- Gross intake rate at age 6 by gender
- Dropout rates by grade and gender
- Re-entry of 50% of projected 2018/19 Grade 1-9 dropouts into their last enrolled grade by 2021/22<sup>29</sup> - scenario 2 only

**Note: Both scenarios depend heavily on the resumption of full salaries to all teachers and other education personnel and implementation of the activities in the operational plan.**

**Scenario 1:** “continued decline”: assumes that gross intake and dropout rates remain at 2015/2016 values (i.e. based on the last complete EMIS). The “continued decline” scenario assumes that the conflict situation is not fully resolved during the plan period. As such, the primary objective is to keep the education system running and to keep as many children as possible enrolled in the education system. Based on current trends, the gross intake rate at age 6 remains at the last recorded level (102.2% for boys and 94.7% for girls) in recognition that parents may be reluctant to send their young children to school for reasons of safety and security. This scenario also assumes that internal efficiency rates (promotion, repetition and dropout) remain the same throughout the plan period. The combination of very high 2015/16 dropout rates and the increasing population size (as shown in Table 9) will result in dramatic reductions in gross enrollment rates for basic education over the TEP period.

**Scenario 2:** “modest improvement”: assumes some positive change in the conflict situation during the TEP period that will allow gross intake rates at age 6 and yearly dropout rates to improve modestly towards the end of the three-year TEP. The scenario is based on the assumption that if there is more stability and safety in the country, more children will enter grade 1, including some who are over age 6 who might have been kept out of school due to the crisis. Scenario 2 also assumes that conditions such as improved security and regular attendance of teachers will lead to modest improvements in dropout rates (a reduction of 1%

<sup>29</sup> In Yemen, children are allowed to re-enter a grade as long as they are no more than 3 years older than the standard age for that grade. For example, children up to age 9 are allowed to enter Grade 1 and children up to age 10 are allowed to enter Grade 2 and so on.

per grade) and should allow some children who dropped out of school to re-enter in the grade in which they last attended.<sup>30</sup>

Figures 19 and 20 illustrate enrollment projections for both scenarios for Basic and Secondary Education. In addition, table 10 lists the key indicators and targets foreseen for each of the scenarios.

Figure 19. Number enrolled in Basic Education by gender and scenario (scenario 1 (S1) and scenario 2 (S2))

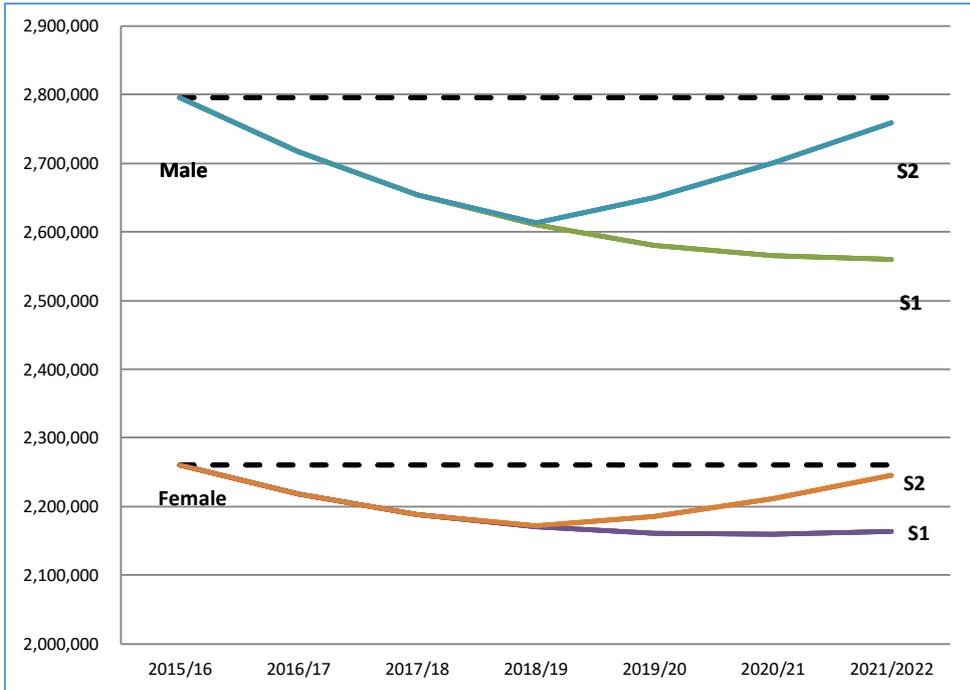
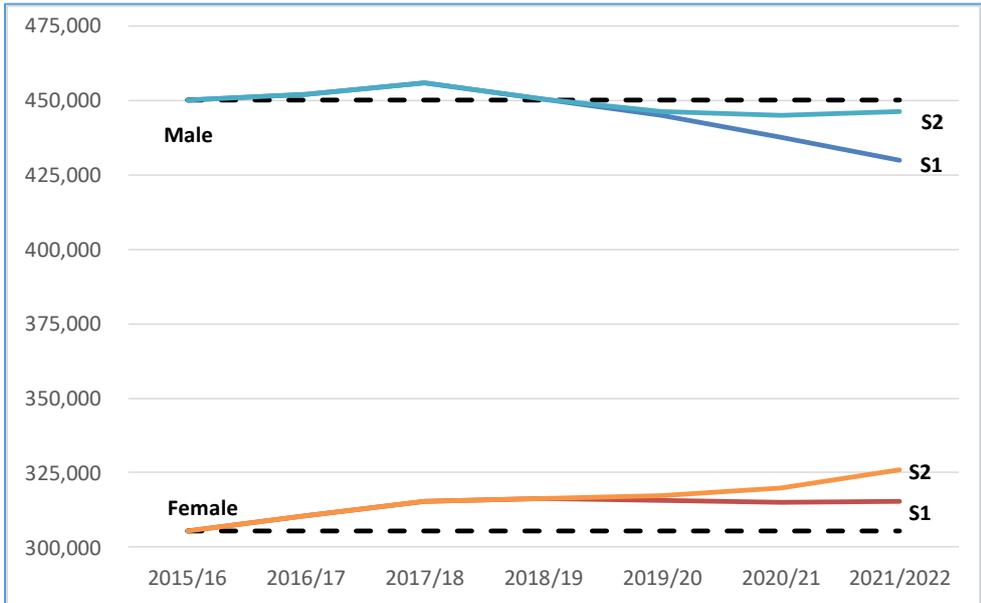


Figure 20. Number enrolled in Secondary Education by gender and scenario



<sup>30</sup> For estimation purposes, the projection assumes that 50% of boys and 40% of girls who dropped out in 2018/19 will re-enter during the TEP time period (spread over the three years).

Table 10. Key indicators and targets based on TEP scenarios

Indicator	2015/16 and Scenario 1		Scenario 2	
	M	F	M	F
GIR, age 6	102.2	94.7	105	95.7
Average repetition rates				
G1-G6	6.1	4.9	6.1	4.9
G7-9	4.6	2.9	4.6	2.9
G10-12	4.7	3.3	4.7	3.3
Average dropout rates				
G1-G6	11.4	12.7	10.4	11.7
G7-G9	9.9	11.2	8.9	10.2
G10-G11	9.4	9.5	8.4	8.5
Transition to G10	81.9	81.1	83	83

### Stopping Declining Enrollment in Basic and Secondary Education

As described in the education situation analysis in Chapter 2, the war in Yemen has taken a heavy toll on the country and its people, including on the education system. The number of children out-of-school is estimated to have increased from approximately 1.6 million to two million since the start of the war (UNICEF 2014 and OCHA 2018). The most recent EMIS statistics compiled for the whole country are from the 2015/16 school year. Anecdotal reports since that time suggest that key indicators may have declined further, a plausible outcome considering the non-payment of salaries for approximately 135,000 teachers (72% of all teachers) from October 2016 to early 2019. In early 2019, incentive payments of \$50 per month were expected to be made to those educators for a period of 10 months. Also in early 2019, the Government of Yemen indicated that they would resume paying salaries for all teachers and education staff throughout the entire country. The payment of salaries is a pre-condition to prevent further declines in the education system as teachers are expected to be present more regularly in classrooms once they are receiving their salaries.

Both TEP scenarios focus on stopping declining enrollment in the education system. The majority of those declines are for reasons outside the control of the Ministry of Education: insecurity, economic difficulties and displacement have all factored into declining enrollment. Under both scenarios, gross enrollment rates for boys and girls will decline significantly. This is a result of CSO's projected population increases, especially for children ages 6-14. Establishing more accurate gross enrollment rates will ultimately depend on the results of the next country-wide annual education survey (or a rapid educational assessment conducted with MoE and partners) as well as the conduct of a new population census (or a systematic probability sample of the Yemeni population) by CSO to verify or amend the projections.

Notably there is a slight increase in the number of girls enrolled in secondary education by the end of the TEP period. As discussed in Chapter 2, in the years preceding the start of the conflict, Yemen and its partners had been investing in various initiatives to increase enrollment and retention of girls, and those efforts were succeeding. Girls’ enrollment rate for basic education reached a high of 82% in 2013/14. As a result of the conflict, those previous gains in enrollment are being eroded. If the current trends continue, secondary enrollment levels for girls will decrease to 2015/16 levels by 2023/24 under scenario 1 and by 2026/27 under scenario 2.

Also of concern is the decrease in secondary enrolment for boys. The decrease in enrolment is due primarily to high repetition and dropout rates in Grade 10, especially compared to girls. Based on the 2015/16 EMIS data, the Grade 10 repetition rate for boys was 6.5% (compared to 4.5% for girls) and the Grade 10 dropout rate for boys was 13.5% (compared to 12.5% for girls). It could be that girls who are able to make the transition into Grade 10 are higher performing or have comparatively more social or family support than their male peers.

5.3 Classes and schools

As shown in Table 10 and in the charts above, enrollment numbers under either scenario are not projected to be greater than 2015-16 levels by 2021/22. As such, the pupil/class ratios and classes/school are projected using the 2015/16 baselines of:

Grades	Pupil/class ratio	Classes/school
Grades 1-3	37.9	
Grades 4-6	33.8	
Grades 7-9	37.3	
Basic	36.3	8.6
Grades 10-12 (Secondary)	45.1	4

Table 11. Projected Number of Classes and Schools, MoE schools only

SCENARIO 1	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Students Basic	4,809,108	4,694,185	4,605,972	4,546,918	4,510,424	4,493,783	4,493,469
Students Secondary	731,909	738,786	746,858	742,559	736,903	729,033	721,996
<b>Students Total</b>	<b>5,541,017</b>	<b>5,432,971</b>	<b>5,352,830</b>	<b>5,289,477</b>	<b>5,247,327</b>	<b>5,222,817</b>	<b>5,215,465</b>
Classes Basic	132,609	129,448	126,928	125,105	123,959	123,442	123,461
Classes Secondary	16,222	16,374	16,553	16,458	16,333	16,158	16,002
<b>Classes Total</b>	<b>148,831</b>	<b>145,822</b>	<b>143,481</b>	<b>141,563</b>	<b>140,292</b>	<b>139,600</b>	<b>139,463</b>
<b>Schools Total</b>	<b>19,510</b>	<b>19,179</b>	<b>18,930</b>	<b>18,693</b>	<b>18,528</b>	<b>18,424</b>	<b>18,388</b>
<b>SCENARIO 2</b>							
Students Basic	4,809,108	4,694,185	4,605,972	4,551,849	4,599,397	4,670,938	4,759,740

Students								
Secondary	731,909	738,786	746,858	742,559	739,475	741,078	748,098	
<b>Students Total</b>	<b>5,541,017</b>	<b>5,432,971</b>	<b>5,352,830</b>	<b>5,294,407</b>	<b>5,338,872</b>	<b>5,412,016</b>	<b>5,507,837</b>	
Classes Basic	132,609	129,448	126,928	125,235	126,393	128,300	130,795	
Classes Secondary	16,222	16,374	16,553	16,472	16,418	16,468	16,629	
<b>Classes Total</b>	<b>148,831</b>	<b>145,822</b>	<b>143,481</b>	<b>141,708</b>	<b>142,811</b>	<b>144,769</b>	<b>147,424</b>	
<b>Schools Total</b>	<b>19,510</b>	<b>19,179</b>	<b>18,930</b>	<b>18,712</b>	<b>18,834</b>	<b>19,069</b>	<b>19,400</b>	

Source: Yemen Education Projection Model

While additional schools may not be needed to accommodate the projected numbers of students, additional classrooms are needed to replace those destroyed in the conflict and to accommodate large numbers of IDP children in some parts of the country. In addition, under scenario 2, there may be a need for additional classrooms for secondary education by the end of the TEP period. As discussed in Chapter 3, the TEP priorities are the construction of temporary (or semi-permanent) classrooms and the rehabilitation of partially damaged schools.

#### 5.4 Teachers

Table 12 projects the number of teachers needed throughout the TEP period. The model assumes an average teacher attrition rate of 4%, a standard benchmark based on an average teaching career of 25 years. The situation in Yemen, however, requires further analysis to determine whether a more relevant attrition rate is needed. Some teachers have undoubtedly left the teaching profession during the conflict. It is anticipated that some will return to teaching once the payment of salaries resumes, though some may have permanently left the profession. Additional analysis will be needed to verify the actual number of teachers currently on the payroll and to determine more precisely the need for additional teachers. The teacher verification process taking place in early 2019 in order to pay incentives to teachers who have not received regular salary payments is a critical first step toward this analysis.

Furthermore, rationalization of the teaching force will be required once the political situation stabilizes. As described in Chapter 2, some schools in urban areas or in areas hosting large numbers of IDPs are over-crowded and will need additional teachers to reduce class sizes.

The table below shows the projection of teachers needed given targeted teacher/class ratios for both scenarios. As shown, the number of teachers will decrease over the plan period due to normal attrition rates. Each year, however, new teachers will need to be recruited in order to maintain the targeted teacher/class ratios. In Year 2 of the TEP, this easily allows for the addition of the teachers trained and supported through the rural female teachers programme.

Table 12. Projected number of teachers needed

SCENARIO 1	Target Teacher-	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22

	<b>Class Ratio (2015/16 baseline)</b>							
G1-3	1.05	57,637	55,768	55,269	56,161	57,293	58,381	59,362
G4-9	1.46	113,433	111,416	108,433	104,532	101,287	99,018	97,682
Secondary	1.63	26,381	26,629	26,920	26,765	26,561	26,277	26,024
<b>Total</b>		<b>197,451</b>	<b>193,814</b>	<b>190,622</b>	<b>187,458</b>	<b>185,140</b>	<b>183,677</b>	<b>183,069</b>
Est								
Attrition, 4%			7,753	7,625	7,498	7,406	7,347	7,323
Recruitment needed			4,115	4,433	4,334	5,088	5,883	6,714
<b>SCENARIO 2</b>								
G1-3	1.05	57,637	55,768	55,269	56,298	58,591	60,783	62,582
G4-9	1.40	113,433	111,416	108,433	103,110	100,231	98,577	99,671
Secondary	1.50	26,381	26,629	26,920	26,095	25,319	24,703	24,943
<b>Total</b>		<b>197,451</b>	<b>193,814</b>	<b>190,622</b>	<b>185,503</b>	<b>184,140</b>	<b>184,062</b>	<b>187,196</b>
Est								
Attrition, 4%			7,753	7,625	7,420	7,366	7,362	7,488
Recruitment needed			4,115	4,433	2,301	6,003	7,284	10,622

Source: Yemen Education Projection Model

## 5.5 The Cost of the Operational Plan

The operational plan includes specific activities that MoE intends to implement in order to stabilize the education system and make some improvements in access, quality and efficiency. It includes the cost of infrastructure (limited to rehabilitation, minor maintenance and temporary learning spaces) and teaching/learning materials (other than textbooks) as these are costed for a targeted number of schools or learners. The operational plan does not include staff costs, the cost of textbooks or the regular expenses for running the schools and administrative offices at central, governorate and district levels. These costs vary based on projected enrolment and the targets set for teacher and textbook needs. Accordingly these costs have been calculated using the Yemen Education Simulation model and are added to the costs included in the Operational Plan to estimate the full cost of the Yemen TEP as shown in section 5.6 below.

The total cost of the operational plan amounts to 372.6 million USD<sup>31</sup> over the 3 years and is evenly distributed over that period. In the case that incentives for 142,000 teachers and school administrators are required (with \$50 per month for 10 months), the operational plan

<sup>31</sup> In 2016 constant dollars.

amounts to 575.1 million USD. The priority programme School Facilities and Equipment represents the highest expenditure, at 60% of the total cost.

The activities of the operational plan are grouped into four priority programmes. The costing was done at the activity level as shown in Annex I. A summary of the costs is included in table 13. The costs of the operational plan are the same for scenarios 1 and 2, as these are the priority activities foreseen by the Ministry. Annex II includes a second tier of activities, which are also priorities for the Ministry should additional funds become available.

*Table 13. Summary of Operational Plan Costs by Priority Programme and Year*

<b>PRIORITY PROGRAMMES</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>TOTAL</b>
<b>1 Safe, equitable access to education</b>	<b>37,801,640</b>	<b>38,065,240</b>	<b>37,785,640</b>	<b>117,684,520</b>
1.1 Promoting community participation	811,505	68,855	68,855	949,215
1.2 Forming and training school development teams	486,675	859,425	749,425	2,095,525
1.3 Improving school safety and security	615,960	1,068,960	1,092,960	2,777,880
1.4 Promoting health and hygiene	796,500	796,500	796,500	2,389,500
1.5 Raising social awareness on the importance of education	55,000	18,500	12,500	86,000
1.6 Providing incentives to ensure the right to education (school feeding, bags, uniforms)	31,000,000	31,000,000	31,000,000	93,000,000
1.7 Contracting rural female teachers	4,002,000	4,002,000	4,002,000	4,002,000

<b>PRIORITY PROGRAMMES</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>TOTAL</b>
1.8 Supporting alternative learning	34,000	251,000	63,400	348,400
<b>2 Improving teaching and learning</b>	<b>2,165,215</b>	<b>8,494,906</b>	<b>7,729,736</b>	<b>18,389,857</b>
2.1 Providing teacher training (1-3) on literacy and numeracy skills	637,232	2,806,750	2,806,350	6,250,332
2.2 Providing teacher training (4-9) on active learning skills	582,952	4,425,900	4,310,500	9,319,352
2.3 Improving educational supervision	177,500	300,000	-	477,500
2.4 Ensuring educational supervision visits, especially to remote areas	209,948	211,523	212,153	633,623
2.5 Printing and distributing school textbooks	See full projection for costing			
2.6 Integrating two-volume textbooks	270,733	270,733	270,733	812,200
2.7 Completing the reading book approach for Grade 2	61,450	-	-	61,450
2.8 Writing the reading approach textbook for basic third grade (student textbook, teachers' guide and training manual)	56,400	-	-	56,400

<b>PRIORITY PROGRAMMES</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>TOTAL</b>
2.9 Providing teaching aids	21,000	350,000	-	371,000
2.10 Providing alternatives to printed textbooks	130,000	130,000	130,000	390,000
2.11 Activating extracurricular activities	18,000	-	-	18,000
<b>3 Rehabilitation of educational infrastructure and provision of equipment</b>	<b>63,118,156</b>	<b>96,781,156</b>	<b>60,957,796</b>	<b>220,857,108</b>
3.1 Rehabilitating partially damaged schools and educational institutions; conducting minor school maintenance and constructing temporary (semi-permanent) classrooms	35,000,000	54,500,000	34,560,000	124,060,000
3.2 Providing school furniture, equipment and supplies	18,638,156	18,151,156	11,757,796	48,547,108
3.3 Providing school facilities, and teaching and learning materials to enhance the learning environment and school safety	9,480,000	24,130,000	14,640,000	48,250,000
<b>4 Strengthening institutional capacities</b>	<b>6,463,420</b>	<b>6,495,520</b>	<b>6,748,460</b>	<b>19,707,400</b>

<b>PRIORITY PROGRAMMES</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>TOTAL</b>
4.1 Maintaining the operation of the education system and strengthening the examination system	5,466,000	5,510,000	5,460,000	16,436,000
4.2 Providing training and building education management capacities with a focus on management of EiE	393,920	394,020	196,960	984,900
4.3 Strengthening EMIS and monitoring and evaluation processes	567,000	555,000	555,000	1,677,000
4.4 Strengthening coordination mechanisms among government authorities and partners	36,500	36,500	36,500	109,500
4.5 Developing five-year ESP			500,000	500,000
Tier II activity: Incentives for teachers and school administrators	67,500,000	67,500,000	67,500,000	202,500,000
<b>GRAND TOTAL- OPERATIONAL PLAN INCLUDING INCENTIVES</b>	<b>177,048,431</b>	<b>217,336,822</b>	<b>180,721,632</b>	<b>575,106,885</b>

## 5.6 The total cost of the TEP

The total cost for the TEP results from the addition of the core costs, i.e. the staff costs, recurrent administration costs and textbooks and teachers guides, and the cost of the activities foreseen in the operational plan. The costs for scenarios 1 and 2 are shown separately in Table 14, and vary slightly due to differences in the number of teachers and textbooks needed.

Table 14. Total cost of TEP, 2019/20-2021/22 by scenario

<b>Summary of all plan costs ('000 constant 2016 USD)</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>Total</b>
<b>SCENARIO 1</b>				
Salaries and wages	1,190	1,183	1,181	3,554
Textbooks and teacher guides	47	47	46	140
Operational plan	177	217	181	575
Other recurrent costs	3	3	3	9
<b>TOTAL COSTS – SCENARIO 1</b>	<b>1,414</b>	<b>1,447</b>	<b>1,408</b>	<b>4,269</b>
<b>SCENARIO 2</b>				
Salaries and wages	1,186	1,185	1,200	3,571
Textbooks and teacher guides	48	48	49	145
Operational plan	177	217	181	575
Other recurrent costs	3	3	3	9
<b>TOTAL COSTS – SCENARIO 2</b>	<b>1,414</b>	<b>1,453</b>	<b>1,433</b>	<b>4,300</b>

## 5.7 Financing the TEP

The expenditures foreseen for implementation of the TEP will have to be covered by the GoY with financial support provided by its partners. The activities prioritized for the TEP are in response to the ongoing conflict in the country. In addition to TEP, there is also a Yemen Humanitarian Response Plan (YHRP) that also includes an education component. For the 2019 YHRP, the total education request was 105 million USD to be funded by the donor community.<sup>32</sup> For the “first line response”, funds were requested to:

- Provide allowances for unpaid teachers
- Provide schools meals to boys and girls
- Establish Temporary Learning Classrooms (TLCs) for displaced children
- Distribute kits, texts, hygiene materials, furniture and supplies to targeted schools
- Provide specialized child-centered programmes in hard-hit areas
- Facilitate national exams

<sup>32</sup> The 2019 YHRP request is divided into “first line response” 64 million USD, “second line response” 33 million USD and “full cluster response” 8.4 million USD.

The second line and full cluster responses also include rehabilitation of buildings and WASH facilities; training specialized education staff on emergency data collection; and training of teachers, school managers, supervisors and family councils. Nearly all of the activities in the 2019 YHRP are included within the TEP operational plan. Throughout the TEP implementation period, therefore, it will be essential to strengthen coordination between MoE and the Education Cluster to avoid duplication of activities and geographical gaps in implementation.

The ongoing conflict in Yemen has led to an economic crisis in the country. Per the World Bank<sup>33</sup>, projections of real GDP growth have declined each year since 2014, with a decline of 2.6% projected for 2018. The GoY has not passed a formal budget since the start of the conflict, though it is anticipated to do so for 2019. In addition, public sector wages have not been paid in the majority of the country since late 2016. Against this backdrop, the Ministry of Education expects that the education budget for 2019 will revert to the 2014 level. With the government’s current arrears for unpaid salaries, goods and services and debt, however, it is unlikely that the GoY education budget will increase significantly during the TEP period. The projection of the financial gap shown in Table 14 does not anticipate a budget increase for staff and recurrent costs.

Table 15. Projected Costs, Potential Budget and Financing Gap (000 constant 2016 USD)

	2019/20	2020/21	2021/22	Total
<b>Estimated budget</b> (based on 2014/15 MoE budget for salaries and allowances)	1,269	1,269	1,269	3,807
<b>Estimated total costs, scenario 1</b>	1,414	1,447	1,408	4,269
<b>Financing gap, scenario 1</b>	-145	-178	-139	-462
<b>Estimated total costs, scenario 2</b>	1,414	1,453	1,433	4,300
<b>Financing gap, scenario 2</b>	-145	-184	-164	-493

Source: Yemen Education Projection Model and MoE estimate.

As stated throughout the TEP, full payment of salaries and wages for teachers and other education staff throughout the country is a necessary precondition for implementation of the TEP. This will depend heavily on formal approval of a GoY Education Budget. If the government does not pay the salaries for all teachers and administration staff, there will be a need to continue to pay incentives for the teachers in the governorates where they are not being paid, with an annual cost of approximately 202.5 million USD as stated in the operational plan (see Annex I). Decisions on channels of payment should be based on past and current experiences. The Local Education Group serves a forum to discuss implementation challenges and strategies to address the same, and to prepare a transition from payment of incentives to regular payments of salaries.

<sup>33</sup> “Yemen Economic Monitoring Brief”, Fall 2018, World Bank.

## Chapter 6 Implementation Framework

This chapter outlines roles and responsibilities of the Ministry of Education and key partners in the implementation of the Transitional Education Plan (TEP) to the extent possible in the current situation. Coherent implementation of the TEP will depend on the quality of annual work plans and commitment by the Ministry of Education and its partners. The three-year TEP Operational Plan identifies responsibilities and budget implications of each activity. A partner mapping will be developed at the beginning of the TEP timeframe to identify financing sources for each of the suggested activity as presented in the TEP. If updated on a regular basis to take note of changes, such a tool can serve to identify overlaps and gaps in support.

### 6.1 Basic principles for TEP implementation

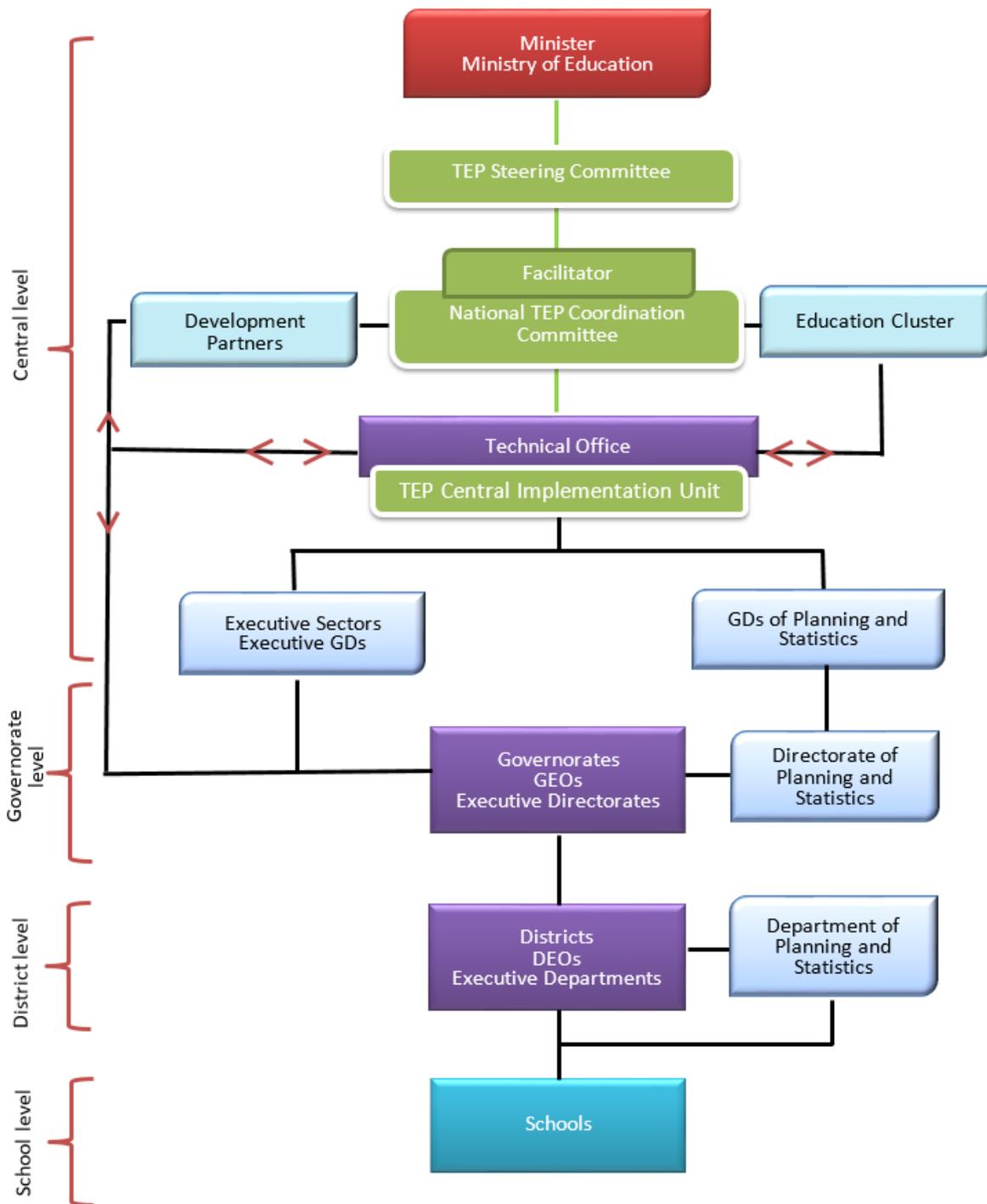
The current complex emergency requires a coordinated and decentralized response to meet education needs of learners and to support teachers and education staff at central and decentralized levels. To this end, the TEP follows three key approaches.

1. Most of the planned strategies within the four priority programs as outlined in Chapter 3 take place at decentralized levels, namely school, district and governorate levels.
2. The TEP includes various strategies to strengthen existing government planning and coordination structures, as well as MoE staff competencies at all levels.
3. The TEP acknowledges the need to strengthen cooperation and coordination at and between central and decentralized levels, as well as with external partners, including humanitarian and development partners.

### 6.2 Central-level coordination and implementation of the TEP

The framework for the implementation, monitoring and evaluation of the TEP is based on the basic principle that the Ministry of Education is responsible for implementation of the plan in collaboration with many stakeholders, including relevant line ministries, development and humanitarian partners, civil society, and the private sector. Figure 21 shows coordination and implementation mechanisms at central and decentralized levels.

Figure 21. Coordination and implementation mechanisms of the Ministry of Education



### The Ministry of Education

The main role and responsibility of the Ministry of Education is to lead the process of planning, implementation, monitoring and evaluation of implementation progress and achievements. The Ministry of Education is responsible for TEP implementation throughout the country. To ensure that every child receives a quality education in Yemen, the Ministry of Education commits to work towards the best possible outcome. To this end, this chapter proposes a set of strategies to ensure communication and coordination among all authorities.

Moreover, the Ministry of Education aims to strengthen the education administration to fulfil its roles and responsibilities effectively. To this end, the TEP operational plan includes activities to strengthen key capacities of MoE staff, including in:

- Strategic planning, including preparation of annual plans and budgets, data collection and analysis, monitoring and reporting;
- Crisis education management;
- Education supervision, community participation and support to school development program implementation; and
- Coordination with line ministries, humanitarian and development partners.

A capacity analysis shall be developed in the first year of the TEP to identify capacity gaps and propose and prioritize strategies to address identified gaps especially those that may affect implementation of the TEP priorities. The ministry will seek technical assistance to support the capacity analysis process. The analysis will explore key functions of the educational administration required for the successful implementation of the TEP. These may include statistics and data management, planning and budgeting, policy and research and monitoring and evaluation.

#### **The TEP Steering Committee**

TEP implementation is guided by the TEP Steering Committee that brings together key humanitarian and development partners and the Ministry of Education. The committee is likely to be smaller than the ECG to allow for effective communication and coordination of stakeholders. The main objective of the committee is to steer TEP implementation by ensuring responsible and effective use of resources. Committee members meet on a regular basis and will pay particular attention to information exchange to avoid duplication and to ensure the complementarity of approaches and interventions across the humanitarian -development continuum. The Steering Committee will be formed by a decree to be issued by the Minister of Education, describing the committee's tasks and responsibilities.

#### **National TEP Coordination Committee**

The National TEP Coordination Committee leads the technical work required to implement the TEP. Exact working mechanisms and membership requirements need to be further defined and should be agreed upon with the endorsement of the TEP. Financial implications associated with the mechanisms, e.g. joint meetings and communication are reflected in the operational plan. In preparation of such mechanisms, all authorities suggest and agree formally on the composition of the National TEP Coordination Committee, which should at a minimum, include key members of the Executive Sectors, Executive GDs and GDs of Planning and Statistics. International partners can be asked to support the committee's work by providing additional technical and financial support.

In the event that the National TEP Coordination Committee cannot be set up at the beginning of the TEP implementation period as representation of technical staff does not cover the whole-of-Yemen, a neutral third party may be requested to act as facilitator. The facilitator can be a trusted individual or organization tasked to support the Ministry of Education in the process of building a relationship of trust by working with technical staff in the whole-of-Yemen to discuss issues that require joint decision-making. The facilitator is independent and reports to the Minister of Education. It is the task of the facilitator to work with the Ministry of Education to work towards establishing the National TEP Coordination Committee with regular meetings to steer the TEP implementation process.

The National TEP Coordination Committee is tasked to:

- Agree and provide clear indications of the share of activity targets and costs per governorate for activities implemented at decentralized levels according to needs and nature of activity<sup>34</sup>;
- Agree on implementation procedures that require a national approach, such as textbook printing, teacher salaries or incentives, national examinations, etc.;
- Agree on equitable distribution of resources;
- Identify directorates responsible for coordinating implementation of TEP activities;
- Develop coherent and national annual operational plans and budgets, based on the TEP operational plan; potentially combining annual plans and budgets developed by education staff in Aden and Sana'a;
- Inform and seek information from Development partners and the Education Cluster; and
- Exchange information on implementation progress, challenges and potential strategies to address the same.

MoE partners and coordination platforms as described below are asked to support setting up and strengthening existing coordination and communication mechanisms by providing technical and financial support to organize joint meetings in or outside of Yemen; providing training in crisis-sensitive educational planning (e.g. preparing annual work plans and budgets), and monitoring and reporting (e.g. conducting annual joint sector reviews).

The Technical Office, through the General Directorate of Planning and Statistics and the Coordination Directorate, is responsible for preparing plans and budgets, overseeing technical and financial implementation, monitoring progress towards plan objectives, reporting to MoE

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<sup>34</sup> For example, the share of targets and costs of activities that reach schools will be based on the percentage of public schools in each governorate out of the total number of schools at the national level. Where the distribution of targets and costs of activities requires prioritization, the OCHA Severity Needs Index with its six levels of risks at district level will be applied. Schools in districts declared as level 6 will be given priority, followed by schools in districts declared as level 5, then 4 etc.

leadership and coordinating with development and humanitarian partners in close cooperation with related sectors responsible for implementation of the programmes and activities of TEP. The Technical Office hosts the TEP Central Implementation Unit with two staff and six liaison officers to be based in Aden, Mukalla, Taizz, Marib, Sana'a, and Hodeidah governorates. The staff of the Central Implementation Unit and the liaison officers will be selected by the TEP Steering Committee, based on agreed Terms of Reference.

The Technical Office is tasked to:

- Prepare annual operational plans and budgets derived from the TEP based on the agreed share of activity targets and budget per governorate;
- Coordinate with partners (line ministries, development and humanitarian partners, civil society and private sector) supporting the implementation of TEP to ensure:
  - Equitable distribution of resources between different governorates according to needs as established in the annual work plans;
  - Harmonization and alignment of support provided by partners with the TEP and subsequent annual work plans to avoid duplication and gaps in service delivery;
  - Consolidation of efforts and resources to achieve the goals and objectives outlined in the TEP;
- Promote good practices and institutionalize minimum standards for education service delivery in emergencies;
- Monitor and evaluate the implementation progress of the TEP priority programs and activities through the annual school census and other related tools;
- Report and share information on implementation progress and potential challenges that impede implementation of activities through established mechanisms (e.g. JSRs, LEG and Cluster meetings, etc.);
- Provide support to GEOs and DEOs to ensure effective implementation and coordination at decentralized levels, including in the preparation, follow up and reporting on implementation progress according to annual work plans;

### **Local Education Group**

The Local Education Group (LEG) – established in Yemen in 2005 – is a collaborative forum for policy dialogue, harmonization and alignment of technical and financial support to the education sector. The LEG is led by the Ministry of Education with the support of other relevant line ministries as well as development and humanitarian partners, civil society and the private sector.

Because of the crisis, the Yemen LEG has been meeting on a biannual basis outside of Yemen. The Ministry of Education leads the meetings. Key development and humanitarian partners supporting education participate in the meetings.

The LEG seeks to ensure that all parties are kept fully informed of progress and challenges in the education sector and are collecting and disseminating information on domestic and

external funding for the education sector. The LEG supports implementation, monitoring and evaluation of the TEP by:

- Meeting regularly to discuss implementation challenges and constraints;
- Identifying potential funding sources to close funding gaps;
- Reporting on activities carried out by LEG members;
- Measuring progress achieved in light of TEP objectives and indicators;
- Providing and sharing data and information on implementation progress; and
- Providing technical and financial support to strengthen MoE organizational and individual capacities at central and decentralized levels.

### **Yemen Education Coordination Group**

The Yemen Education Coordination Group (ECG), formerly Development Partners (DPs) is comprised of key donors, development and humanitarian partners working to support the education sector in Yemen. The group provides a platform for constructive dialogue and information sharing among ECG members to coordinate, harmonize and align partner support to key government policies and humanitarian needs by ensuring efficient and relevant use of resources. Through consensus building, ECG members discuss key strategic and programmatic issues before engaging with the Ministry of Education and relevant line ministries, departments and agencies through the LEG. At the time of writing, the ECG was revising the Principles of Partnership and Action Agreement that defines ECG membership requirements, and modalities for engagement. These include a Whole of Yemen approach; impartiality; neutrality; transparency; results-orientation; responsibility and complementarity between development and humanitarian efforts.

### **Yemen Education Cluster**

The Yemen Education Cluster (YEC), established in 2009, provides a platform for humanitarian partners to coordinate education service delivery in emergencies through information sharing, knowledge management, joint advocacy, resource mobilization and provision of technical support to partners. It brings together UN agencies, INGOs, NGOs and other partners to ensure equitable education service delivery by limiting duplication of efforts and predicting aid to identify funding gaps. The annual Education Cluster Strategy identifies education sector needs and YEC priorities, and captures progress towards YEC strategy implementation. It is tasked to inform the Humanitarian Coordinator on sector needs, YEC activities and achievements. The Education Cluster meets on a monthly basis in various locations inside Yemen. The Education Cluster coordinates humanitarian response through its five hubs, in Aden, Sana'a, Hudaydah, Sa'ada and Ibb. Led by UNICEF and Save the Children, YEC works closely with MoE to monitor and mitigate the effects of the conflict on education service delivery. The YEC coordinators provide technical expertise in strengthening national capacity in preparedness and contingency planning through their established coordination mechanisms with the Ministry of Education. YEC coordinators also participate in ECG meetings

to avoid duplication and strengthen complementarity between humanitarian and development interventions.

### 6.3 Governorate and District-level coordination and implementation

There is a strong need for clear implementation structures in each of the governorates and districts. Coordination mechanisms at national level are replicated at sub-national level with TEP Focal Points based in Aden, Hudaydah, Marib, Sana'a, Taizz and Mukalla. In terms of implementation, each sector at national level is responsible to coordinate with its related directorates at governorate and district levels to ensure successful implementation of TEP programmes and activities. In addition, the Technical Office at central level is responsible to communicate with TEP Focal Points and related GEO and DEO directorates to ensure that data and information related to planning and monitoring and evaluation are provided. Education offices at governorate level (GEOs) and district level (DEOs), supported by the TEP Focal Points are tasked to:

- Coordinate and supervise the implementation of TEP activities within the governorate and district education offices in the whole of Yemen;
- Develop annual work plans at governorate and district level with TEP priorities and objectives;
- Coordinate with partners at governorate and district levels to align their activities with TEP priorities;
- Coordinate with local councils at governorate and district levels to provide operational budgets to schools as part of the school development program;
- Liaise with partners implementing activities outside of TEP priorities to facilitate future harmonization and alignment with government priorities;
- Follow up and monitor the implementation of TEP programs and activities at governorate and district levels;
- Liaise with executive authorities at governorate and district level to prevent and mitigate conflict and disaster risks, including destruction and occupation of schools; and
- Report and share information on implementation progress and challenges, including:
  - Preparation of bi-annual reports on implementation progress and processes, and
  - Contributions to Annual Joint Sector Reviews at the regional level through the six TEP implementation liaison offices.

## Chapter 7 Monitoring and Evaluation Framework

The monitoring and evaluation framework specifies how progress will be measured towards the TEP 2019/20-2021/22 goals and indicators as outlined in Chapter 3. It identifies the mechanisms and tools to be used and the respective units responsible for determining progress towards TEP objectives and targets. The framework is designed by the Ministry of Education and its partners to guide plan implementation through regular monitoring. Regular monitoring also provides information on the level of risk that threatens the achievement of the TEP objectives. Evaluation of the TEP should take place at the end of the three-year plan implementation, for example as part of the Education Sector or Situation Analysis for the following Education Sector Plan.

### 7.1 Monitoring and Evaluation principles

The following principles will guide the process of monitoring and evaluation of the TEP:

- **Partnership:** The Ministry of Education will share progress reports with relevant education stakeholders, including findings from monitoring and evaluation exercises to support policy dialogue and evidence-based decision-making.
- **Mutual accountability:** Monitoring and evaluation will be used as a tool for mutual accountability between the Ministry of Education and development and humanitarian partners, in accordance with the Partnership Declaration signed between the Yemeni Government and its partners, and the roles and responsibilities of the Local Education Group and the Yemen Education Cluster
- **Transparency:** The Ministry of Education will ensure that all documents, data and indicators extracted from the EMIS are available to promote coordination and mutual accountability.
- **Commitment to global agreements:** The Ministry of Education will continue its commitment to the Sustainable Development Goals 2016-2030 and the objectives for Yemen by monitoring progress towards the same, using national and international data to monitor and evaluate progress.

### 7.2 Monitoring and Evaluation tools

For all indicators in the TEP, the source of monitoring data is provided in Chapter 3. This includes indicators for which data has not yet been collected or reported. EMIS will be the primary source of monitoring data during implementation of the TEP. The Ministry of Education will also make use of data provided by humanitarian partners, specifically the Yemen Education Cluster and OCHA to address data gaps. While EMIS has progressed in the past decade, the conflict has led to severe difficulties in a) collecting accurate, credible and up-to-date data; b) merging data sets produced in different locations and c) verifying and analysing data. The last available full dataset stems from 2015/16 and was used for this TEP. It is expected that undertaking annual census surveys will require continued and substantial

support from external partners, including at central and decentralized levels. As described in priority program 4, the TEP provides several activities to conduct data collection, to ensure data entry and verification and to analyse education data against education indicators. Furthermore, the TEP aims to strengthen EMIS and train education officials in making use of EMIS data and information provided by humanitarian actors.

To ensure the availability of a unified and comprehensive annual school census dataset as a basis for strategic educational planning at the national level, the following procedure is proposed:

- The National TEP Coordination Committee will consult with the MoE General Directorate of Planning and Statistics in Aden and Sana'a to establish a roadmap and standards for the production of a unified and comprehensive annual school census dataset.
- The General Directorate of Planning and Statistics will:
  - Review and simplify existing data collection instruments to ensure coverage of crisis-related information.
  - Collect data from all schools according to their geographical outreach.
  - Enter and clean the data according to agreed technical standards.
- The National TEP Coordination Committee will facilitate the integration of the two datasets and disseminate the same to all parties.
- Technical staff from the Directorate for Educational Planning and Statistics within the education authorities will prepare jointly the annual statistical report, with external support as needed to address potential data gaps and integrate data provided by the Education Cluster.
- In the case that the National TEP Coordination Committee is not active, a third party such as an in-country donor or partner organization can facilitate data integration to produce a comprehensive annual school census dataset.

The TEP Central Implementation Unit will support as required. At present, all data collection is done manually. The Ministry of Education aims to explore opportunities for online data entry to facilitate collection of data from decentralized levels. This is, however, a long-term objective and cannot be materialized within the TEP timeframe due to logistical and financial constraints, such as access to reliable internet in most parts of the country. The Directorate for Educational Planning and Statistics within the education authorities also works in cooperation with other departments to collect data and information related to HR, examination results and financial data. Other key sources of information and data for monitoring implementation will be taken into consideration to complement data as needed. These include data and information provided by the Education Cluster and other humanitarian partners, inspection and supervisory reports, internal review reports and reports and data from related ministries.

### 7.3 Monitoring and Evaluation mechanism

Coherent implementation of the TEP will depend, amongst other pre-conditions, on the existence of costed annual work plans at central, governorate and district levels that are linked to the strategic objectives of the TEP. As part of the Annual Planning and Budgeting process the MoE requests sectors and General Directorates to discuss, analyse, and make recommendations on the proposed budgets for the following fiscal period. The annual work plans will identify responsibilities, budget implications and financing sources (where possible) for each activity. Annual Work Plans will be used to guide a set of annual activities at each administrative level. Plan implementation will be monitored on a routine basis through day-to-day follow up, quarterly monitoring reports and annual joint sector reviews. The mechanisms are as follows:

#### **Day-to-day follow-up and monitoring**

Day-to-day follow-up and monitoring are carried out at the central level by the sectors and General Directorates responsible for implementing the TEP. The TEP Central Implementation Unit supports the sectors and General Directors. At the decentralized level, the Educational Offices in the Governorates and Districts and school administrations are responsible for daily field follow-up and monitoring to ensure that activities are carried out according to the objectives and indicators defined in the annual work plan. The TEP Central Implementation Unit liaison officers in Aden, Mukalla, Taizz, Marib, Sana'a and Hodeidah governorates coordinate monitoring at the governorate level and report to the Central Implementation Unit. Their responsibilities include:

- Monitoring progress, delays and challenges of plan implementation, including changes in security situation and effects on the education sector.
- Determining and, if possible, addressing the causes for the delay or non-implementation of activities in the annual plan.
- Information sharing and reporting on implementation progress, delays and challenges in implementation.

#### **Quarterly Monitoring**

Quarterly monitoring is ensured through meetings of the deputy minister's council in the Ministry of Education and by meetings chaired by the directors of the education offices in the Governorates and Districts, supported by the TEP Central Implementation Liaison Officers at governorate level. The responsible officials review progress reports and take appropriate action to ensure implementation according to the annual plan or newly arising needs. On a quarterly basis, monitoring activities include:

- Reviewing implementation progress reports from sectors / departments responsible for implementation;
- Taking required action to ensure implementation according to annual action plans and budgets;
- Sharing information and coordinating with line ministries and their executive offices, development and humanitarian partners, local councils and NGOs to avoid duplication

and implement joint activities such as contracting female teachers, training teachers, ensuring safety and security in schools, addressing conflict risks, etc.

- Providing information and support to lower administration levels according to annual action plans and budgets and agreed procedures to ensure TEP implementation.

### **Annual Monitoring and Evaluation**

The Joint Annual Review (JAR) is a government-led process to review and assess progress made towards the objectives outlined in the annual plans and TEP. It brings together key education stakeholders to review the performance of the sector, identify challenges and suggest priorities for the following year. Prioritization of interventions is key given the strained financial context and programmatic trade-offs. The JAR is typically conducted in May which allows the MoE to address recommendations in the annual work plan prior to the start of the financial year in July.

To allow the continuation of the established JAR mechanism, the Ministry of Education aims to conduct JARs at the regional level through the six TEP implementation liaison offices. This includes the assignment of regional preparation committees to develop regional annual achievement reports. The committees are comprised of government officials, development and humanitarian partners and civil society representatives of the respective governorates making up a region. JAR meetings will be held at governorate level within geographical regions. Results from these meetings will be gathered by the Technical Office with technical support provided by the National TEP Coordination Committee as needed to develop a national achievement report that will be fed back to the participating governorates and partners. The achievement report will include an analysis of the implementation of annual operational plans, including achievements and the distribution of resources among the governorates. It will also determine the extent to which the recommendations adopted in the previous JAR were implemented and allows an opportunity to develop recommendations for the following year. To support an in-depth review, reports and studies may be commissioned to provide in-depth analysis on specific thematic areas. The JAR will be especially critical to assess whether planned priority programmes, strategies and targets will need to be adjusted over the course of the 3-year implementation phase based on changing needs and priorities.

The JAR in the third and last year of the TEP 2019/20-2021/22 will have an evaluative component. At a minimum, each of the KPIs of the TEP will be examined. The purpose of the last JAR within the TEP 2019/20-2021/22 will be to draw comprehensive lessons from the implementation of the TEP and to provide guidance and recommendations to inform the planning process for the next education sector plan. Particular attention will be given to understanding the impact of the TEP on improved access to safe and equitable education, provision of education inputs, relevance of the TEP strategies and sustainability of activities

conducted. Reports from each JAR will be disseminated to all levels to inform necessary adjustments during implementation and for preparation of the next annual operational plan.

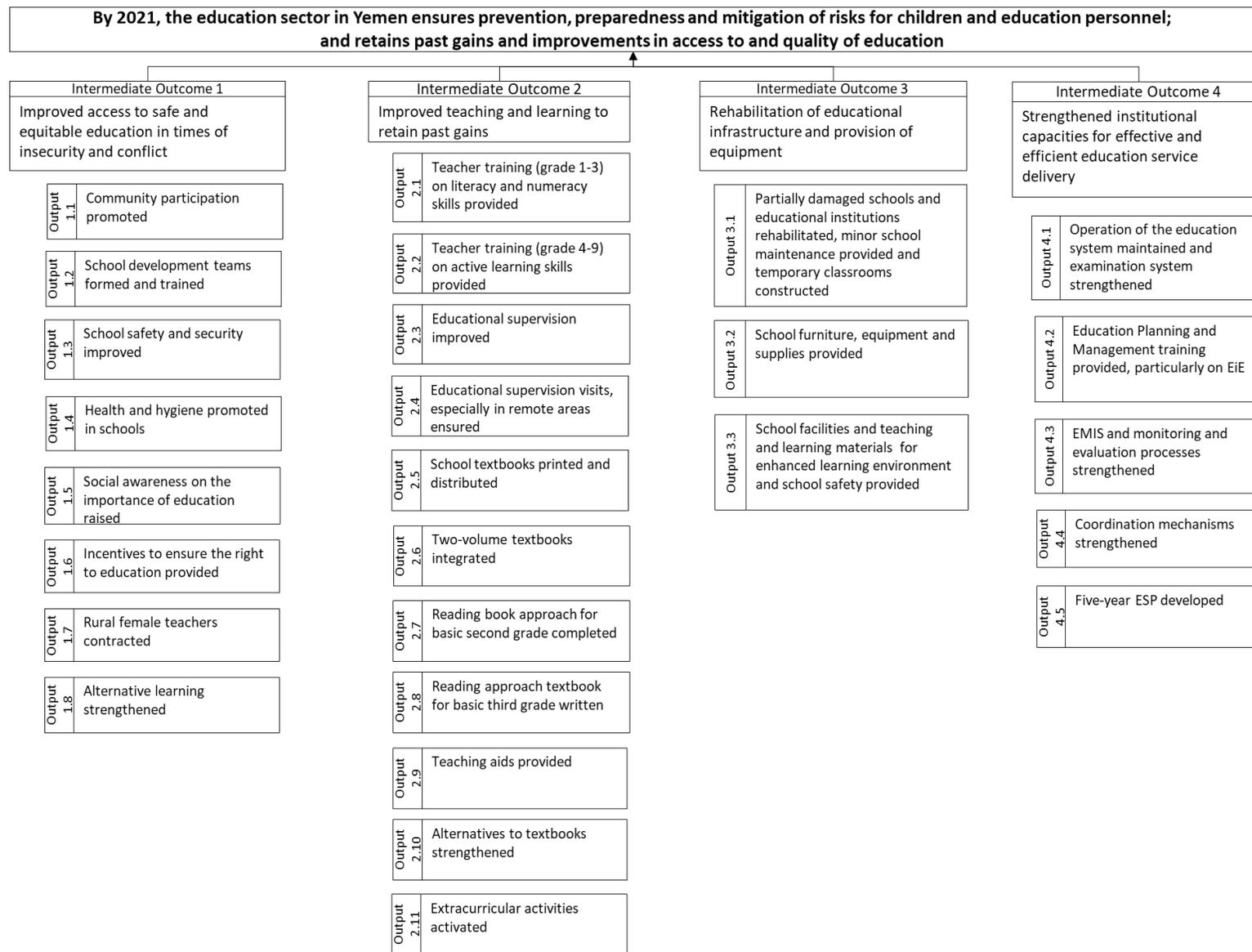
Table 16. Levels of monitoring and evaluation

Level of M&E	Type of M&E tool	Responsible units	Duration of M&E	Participants in M&E task
Day-to-day follow-up and monitoring	Operational plan (programs and procedural activities)	General Managers	Daily	General Managers, Directorate Staff
Quarterly monitoring	Operational plan, and sector reports on implementation	Deputies of the Ministry	Quarterly	Minister, Vice Minister and deputies of the ministry
Annual Monitoring and Evaluation	Programs and activities of the annual plan Detailed framework of performance indicators for the annual plan and the TEP	Ministry of Education, Development and Humanitarian Partners	Annual	Ministry of Education at various levels, development and humanitarian partners, line ministries, representatives of students and parents' councils, civil society organizations

7.4 TEP Results chain

The monitoring and evaluation of performance against Key Performance Indicators (KPIs) will be an essential part of the TEP. The KPIs for the TEP 2019/20-2021/22 are presented in Chapter 3. They are few in number to allow the education administration at central and decentralized levels to focus on key achievements and to establish (new) monitoring mechanisms at all levels. The KPIs provided reflect the TEP’s strategic direction towards ensuring safe and equitable education, improving teaching and learning, providing school facilities and equipment, and strengthening institutional capacities. The graph below shows the results chain of the TEP.

Figure 22. TEP results chain





# Integrated Ops Plan matrix-revision\_

## Annex II Tier 2 Priority Activities

During the TEP preparation process, a number of activities were identified as priorities. In order to rationalize the cost of the TEP, however, some were designated as Tier 2 priorities. The following shows Tier 2 activities for priority program 1, 3 and 4. Should additional funding become available during the TEP implementation period, the Ministry will prioritize implementation of the activities shown below.

### Priority Program 1: Safe, equitable access

Activity	Unit cost USD	Q Total 2019/20-2021/22	Q2019/20	Q2020/21	Q2021/22	C Total 2019/20-2021/22	C2019/20	C2020/21	C2021/22
<b>Promoting health and hygiene</b>									
<ul style="list-style-type: none"> <li>Implement hygiene and sanitation programs in 3333 targeted schools</li> </ul>	500	3,333	1,333	1,333	667	1,666,500	666,500	666,500	333,500
<ul style="list-style-type: none"> <li>Implement awareness raising programs to combat epidemics and prevent cholera and diphtheria in 3333 schools and surrounding local communities</li> </ul>	300	3,333	1,333	1,333	667	999,900	399,900	399,900	200,100
<b>Early childhood education</b>									
<ul style="list-style-type: none"> <li>Equip (200) early childhood classrooms with required equipment and teaching aids; each classroom gets (5) tables, (30) chairs, a play corner, a moquette (carpet), a teacher's chair, a computer, teaching aids, and books for the cost of (2500)</li> </ul>	2,500	200	100	100		0	-	-	-
<ul style="list-style-type: none"> <li>Train (1008) female educators in kindergartens for 10 days</li> </ul>	72	1,008	1,008			0	-	-	-
<ul style="list-style-type: none"> <li>Provide primary health services for pre-school education</li> </ul>						86,400	28,800	28,800	28,800
<b>In-kind incentives for teachers and education staff</b>	150	900,000	300,000	300,000	300,000	135,000,000	45,000,000	45,000,000	45,000,000

### Priority Program 3: School facilities and equipment

Activity	Unit cost USD	Q Total 2019/20-2021/22	Q2019/20	Q2020/21	Q2021/22	C Total 2019/20-2021/22	C2019/20	C2020/21	C2021/22
<ul style="list-style-type: none"> <li>Reconstruct 150 schools completely damaged with an average of 20 classrooms and provide utilities</li> </ul>	700,000	150	50	50	50	105,000,000	35,000,000	35,000,000	35,000,000
<ul style="list-style-type: none"> <li>Identify and provide facilities necessary for safety and security in (2000) schools (e.g. fire extinguishers, first aid kits, alarm bells, etc.)</li> </ul>	2,000	2,000	600	1,000	400	4,000,000	1,200,000	2,000,000	800,000
<ul style="list-style-type: none"> <li>Provide school library to 2,000 schools that have a library room.</li> </ul>	5,000	2,000	600	1,000	400	10,000,000	3,000,000	5,000,000	2,000,000

### Priority Program 4: Strengthen institutional capacity

Activity	Unit cost USD	Q Total 2019/20-2021/22	Q2019/20	Q2020/21	Q2021/22	C Total 2019/20-2021/22	C2019/20	C2020/21	C2021/22
<ul style="list-style-type: none"> <li>Networking between the General Office of the Ministry and the Education Offices in the governorates and districts.</li> </ul>						1,000,000	1,000,000		
<ul style="list-style-type: none"> <li>Provide web printer, assembling machine, and flat printing machine for textbook printers - Aden and building restoration.</li> </ul>						10,000,000	10,000,000		

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