

## Accelerating Progress to 2015

# Yemen

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**Global Education First Initiative**

The UN Secretary-General's Global Initiative on Education



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## ACKNOWLEDGMENTS

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This working paper is one in a series of country reports commissioned by the UN Special Envoy for Global Education and coordinated by the Center for Universal Education at the Brookings Institution. The report was prepared for the Learning for All Ministerial Meeting on April 18, 2013, co-hosted by the World Bank Group President, the UN Secretary-General, and the UN Special Envoy for Global Education. The meeting brings together ministers of finance and education from eight countries that are home to nearly half the world's out-of-school children. It aims to focus on concrete steps that will accelerate progress toward the 2015 deadline of ensuring that all children can go to school and learn.

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The report builds on contributions of many stakeholders, but the findings, interpretations, and conclusions expressed herein are those of the authors and do not necessarily reflect the views of all the contributors or their institutions or governments they represent.

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Foreword by Gordon Brown © 2013

## FOREWORD

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*Gordon Brown, UN Special Envoy for Global Education*

**T**hirteen years ago the international community came together and made a commitment, through the Millennium Development Goals and Education for All, to achieve universal education. While we have made significant progress by securing education for over 40 million more children, we have an unfinished agenda. There are still 61 million children that do not go to school and 250 million children who cannot read. The statistics for youth at the secondary level are even more shocking—especially for girls.

Now, fewer than 1,000 days from our deadline, the clock is ticking. And thanks to the leadership of the United Nations Secretary-General and his Global Education First Initiative, focusing on access, quality and global citizenship, the wheels of progress are in motion. By convening the global community to focus on the goal of quality, relevant and inclusive education for all children and youth, the Secretary-General is inspiring action in all corners of the globe. His initiative acknowledges that if we are to hold true to our commitment of ensuring every child in every marginalized slum or forgotten village has access to education, we must take action.

President Jim Kim of the World Bank is focused on solutions for our global challenges as evidenced by his path-breaking speech on April 2<sup>nd</sup> of this year on the post-2015 Millennium Development Goals and his commitment to abolish extreme poverty and work for shared prosperity. His leadership in convening the *Learning for All Ministerial* meetings represents an unprecedented turning point for global education.

Both the Secretary-General and President Kim are providing an opportunity for collective partnership between the international community and countries themselves to address the critical bottlenecks that are holding us back by creating a set of action plans with concrete outcomes. Their leadership has inspired the participation of ministers of finance and education from eight countries, representing nearly half of the world's out of school population, and leaders from partner governments, international institutions and civil society. Other countries will come before a set of meetings in September of this year.

In preparation for the ministerial meeting, we have commissioned reports on the eight participating countries so that our time together would be spent realizing the vision of the Secretary-General's Global Education First Initiative and discussing what will be done. I am grateful to the Global Partnership for Education and the Center for Universal Education at the Brookings Institution for their major contributions to this exercise and to the support of international development partners in every continent.

The proposals in this report represent a snapshot of the ongoing conversations within countries and with the international community. Considered a “living document,” the working paper on Yemen is an initial set of proposals to accelerate progress on education.

Based on the recommendations in this report and in collaboration with the respective government, international institutions and civil society during the *Learning for All Ministerial* meetings, we have an opportunity to change the course of history and deliver meaningful change to children across the globe.

When you read this report you will see glossy pages, graphs, charts and statistics. While the data is critical, I implore you to take a moment to think about the stories that the statistics represent. They represent the young girl, rising-up against the cultural norm of early marriage in hopes of realizing her dreams. They represent the young boy, struggling to realize his potential, studying under a tree. They represent a child with disabilities, with all of the talents and aspirations to be a world leader. They represent the hopes and dreams that are the right of every human being.

Past generations have developed only some of the potential of some of our children. We can be the first generation to realize all of the potential of all of the world's young people through education. I hope that the ideas brought together through global consultations and synthesized in this report can guide our discussions in realizing the vision of the Secretary-General and the leadership of President Kim aimed at creating a world in school and learning by 2015. ✎

## ACRONYMS

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<b>BEDP</b>	Basic Education Development Project
<b>CCT</b>	conditional cash transfer
<b>EFA</b>	Education for All
<b>FoE</b>	Faculty of Education
<b>GER</b>	gross enrollment rate
<b>GPE</b>	Global Partnership for Education
<b>GPI</b>	Gender Parity Index
<b>MDG</b>	Millennium Development Goals
<b>MICS</b>	Multiple Indicator Cluster Survey
<b>MoE</b>	Ministry of Education
<b>MTRF</b>	Mid-Term Results Framework 2013–15
<b>NBEDS</b>	National Basic Education Development Strategy 2003–15
<b>NER</b>	net enrollment rate
<b>OOSC</b>	out-of-school children
<b>TIMSS</b>	Trends in Mathematics and Science Study
<b>WFP</b>	World Food Programme

## EXECUTIVE SUMMARY

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Yemen is one of the poorest countries in the Arab region, with a gross domestic product per capita of \$1,361. The Human Development Index ranks the country 160th out of 187 countries assessed.<sup>1</sup> The poverty rate is estimated to have increased from 35 percent in 2005 to 42 percent in 2009, and to 54 percent in 2011. The country's chronic underdevelopment is further negatively affected by a humanitarian crisis that includes internal armed conflicts and an eight-month-long political crisis in 2011 that disrupted basic social services and increased the vulnerability of the population. Weaknesses in governance as well as sectarian, tribal, and regional divisions further limit the state's capacity to meet the pressing social and economic needs of the growing population.

Despite this difficult context, Yemen has made significant progress over the past decade in reducing its out-of-school population. Net enrollment rates increased from 56 percent in 1999 to 76 percent in 2011, but despite this progress the country is still far from achieving universal primary education. The education sector faces key challenges related to access, equity, and quality. Over 1 million children are out of school, and most of them live in rural areas and marginalized communities. Yemen's poorest children are four times more likely to be out of school than children from the highest-income households. Girls remain underrepresented, and boys' enrollment appears to be stagnating. Retention throughout the grades is a serious problem. More than a quarter of children are estimated to drop out before completing grade 6.

Inequity of learning opportunities is one of the biggest challenges, negatively affecting girls and marginalized groups as well as those living in very poor, rural, and fragile areas (Government of Yemen and UNICEF 2013). Girls represent 63 percent of the total primary-age, out-of-school population.<sup>2</sup> Although there are wide disparities between governorates, on average, girls have a much lower chance of entering school and are also less likely to reach grade 6. The poorest girls living in rural areas are even more disadvantaged. As a result, women living in rural areas are almost three times as likely to be illiterate as women living in urban areas, and women from the lowest-income 20 percent of households are 10 times less likely to be literate than women from the highest-income 20 (UNESCO 2011). Insecurity also compounds the challenges. Since 2011, ongoing conflict and instability in the region have prevented schooling and disrupted education for nearly 1.2 million children, in many cases permanently.

The quality of education also remains a critical challenge. Yemen was ranked the lowest of 36 countries participating in the Trends in Mathematics and Science Study (TIMSS), largely because of low reading skills. The limited availability of qualified teachers is a key cause of this poor quality, and of the significant disparities within the national average. Other factors reducing quality include limited resource allocation, inadequate school facilities, and poor management—all of which are exacerbated by protracted conflict and weak governance.

Recognizing education to be one of the key factors in reducing poverty and promoting economic development, the Government of Yemen has endorsed five major national strategies to address education issues at the various levels since 2002, one of which specifically targets basic education. The National Basic Education Development Strategy (NBEDS) 2003–15 aims to increase enrollment in basic education, particularly for girls and in rural areas, to reach 95 percent of 6- to 14-year-olds by 2015. Given that progress is not on track to meet this goal, the Ministry of Education (MoE) produced the Mid-Term Results Framework (MTRF) 2013–15 (MoE 2012b), which outlines new targets that consider the impact of the 2011 crisis and ongoing instability. The MTRF set new goals for basic education by 2015–16, which includes increasing the net enrollment rate to 82.7 percent, closing the gender gap from 0.81 to 0.84, and decreasing the overall failure rate from 9.4 percent to 7.0 percent (and from 7.7 percent to 5.2 percent for girls).

Achieving these targets will require significant investments and reforms, many of which are already being developed and implemented and go beyond the scope of this paper. Full implementation of the NBEDS will be critical. This paper aims to add value to these ongoing efforts by setting out a number of concrete proposals that will offer tangible gains for Yemen's children.

The paper was prepared based on inputs from a number of stakeholders. As part of the process for the Ministerial Summit, the United Nations agencies, the Global Partnership for Education (GPE), and the World Bank facilitated a dialogue in Sana'a between the various development partners working in the education sector. The paper draws from those consultations as well as the current strategies developed by the MoE, the World Bank, and the GPE. The proposals contained in this paper are designed to complement the priorities and strategies set out by the government and seek to support and enhance their objectives. There was a broad consensus that far more had to be done to address the quality as well as the equity bottlenecks in education with respect to girls and children living in rural and conflict-affected areas. Several nongovernmental organizations also submitted helpful background material.

This paper outlines four proposals that address the major challenges to achieving good-quality universal primary education. If implemented, these proposals will help accelerate progress toward the Education for All (EFA) targets and education-related MDGs:

1. Expand the school-based development program, which focuses heavily on improving quality, through increased local accountability and teaching materials;
2. Increase conditional cash transfers (CCTs), with a direct focus on school attendance for disadvantaged girls;
3. Provide greater educational opportunities for out-of-school children (OOSC) and disadvantaged groups; and
4. Expand food distribution to incentivize girls' education in rural areas.

Over three years, the activities associated with these proposals will benefit 374,832 disadvantaged children, including 106,000 girls, as well as 15,859 schools located in rural and poor communities. The total implementation cost is estimated at \$185.2 million, which is being requested from external donors.

# I. Progress Toward Achieving the 2015 MDG and EFA Goals of Universal Access to Good-Quality Primary/Basic Education

## I.1 Progress toward Universal Basic Education: Access

During the last 10 years, Yemen has made significant strides in expanding access to basic education, but its progress is far below what is needed to achieve universal primary education. Yemen has a 9-year compulsory basic education cycle, which begins at age 6 and ends at age 14. Graduates from grade 9 can enter a 3-year secondary cycle, intended for students age 15 to 17 years.<sup>3</sup>

Yemen has one of the world's highest population growth rates, at 3 percent. In particular, there has been a substantial increase in the population of 6- to 14-year-olds over the last decade. According to the UN Population Division's *World Population Prospects* (2010 revision), the primary-school-age population increased from 3.3 million to 4.1 million between 2000 and 2012. The number of lower-secondary-age children (12–14 years old) rose from 1.4 million in 2000 to 1.9 million in 2012. Although the educational system has faced difficulties in expanding provision to the growing number of school-age children due to rapid population growth, there have been gains in coverage at all levels, especially, in recent years, for girls. However, substantial challenges remain and more progress must be made in order to meet the country's education goals.

The gross enrollment rate (GER) for basic education increased from 65.5 percent in 2001–02 to 86 percent in 2010–11, an increase of 20.6 percent during a 10-year period. The increase in GER for girls in basic education over the same period was greater than the total GER, increasing from 50.5 percent to 75.5 percent. According to UNESCO figures, the adjusted net enrollment rate increased from 56 percent in 1999 to 66 percent in 2001 and to 76 percent in 2011. Despite these increases, nearly 1 million primary-school-age children are still out of school—22 percent of the total school-age population (UNESCO Institute for Statistics 2012). Yemen's MoE estimates this number to be even higher, at 2 million, with 900,000 of those OOSC living in fragile areas.

TABLE I. GROSS ENROLLMENT RATES FOR BASIC EDUCATION, 2006–05 AND 2010–11

School Year	Total Enrolled Students in Basic Education for All Ages	Total Gross Enrollment Rate (percent)		Gender Gap	
		Female	Total	Total Ratio of Females to Males	Gross Gender Gap
2006–05	3,971,853	59.40	71.30	0.68	0.72
2011–10	4,656,390	75.50	86.10	0.75	0.79

Source: MoE 2012b



TABLE 2. NET ENROLLMENT RATE FOR BASIC EDUCATION, 2005–06 AND 2010–11

School Year	Total Enrolled Students in Basic Education of 6–14 years	Net Enrollment Rate (percent)		Gender Gap	
		Female	Total	Total Ratio of Females to Males	Net Gender Gap
2006–05	3,545,283	54.40	63.70	0.71	0.75
2011–10	4,262,011	70.10	78.80	0.76	0.81

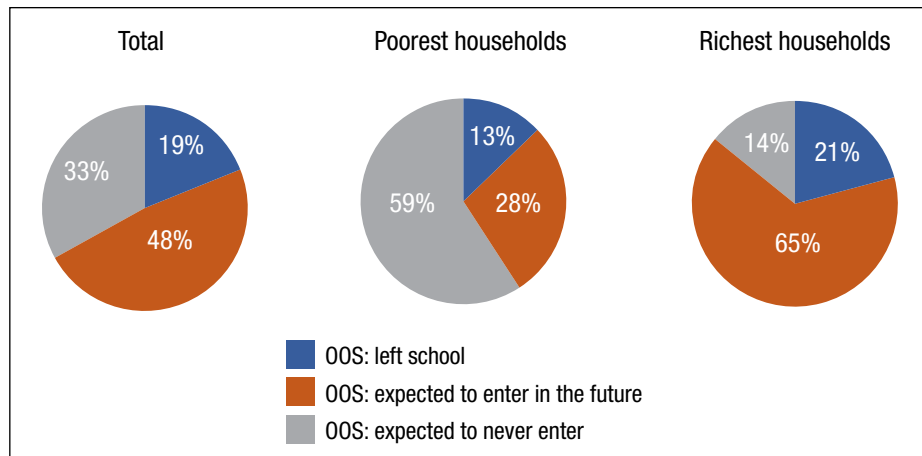
Source: MoE 2012b

There are significant gender disparities in basic education, which vary widely between governorates. Although there are inaccuracies and inconsistencies in the available data, emerging evidence from several sources illustrates that boys' enrollment in recent years has not been growing.<sup>4</sup> The 2007–08 enrollment rates of 6- to 14-year-old boys in both urban and rural areas showed no improvement compared to 1998 and 2005 (World Bank 2005–06).<sup>5</sup> In contrast to boys, the net enrollment rate for girls has shown progress, as it increased from 54 percent in 2005 to 70 percent in 2011. However, this is still well below boys' enrollment rates of 83 percent. In fact, Yemen has one of the world's highest gender disparities, with a Gender Parity Index (GPI) of 0.84. Girls represent 63 percent of the primary-age OOSC population (although this is down from 71 percent in 2003). In absolute terms, nearly two-thirds of the 857,000 primary-age OOSC are girls. The gender disparity is much worse at the lower secondary level than at the primary level. In 2011, there were 212,697 more girls than boys of lower secondary age out of school. The out-of-school rate for girls of this age is 46 percent, more than double the out-of-school rate for boys of 21.8 percent. The GPI at the secondary level is 0.63 and even lower, 0.42, at the tertiary level, showing a huge disadvantage for women (UNESCO Institute for Statistics 2012).

## 1.2 Progress toward Universal Basic Education: Equity

Yemen has deep pockets of inequality that largely correspond to socioeconomic status and regional location, with gender cutting across both areas and compounding disparities. Yemen's country context has enormous implications for the education sector. It is one of the poorest countries in the Arab region. Children below the food poverty line represent 35 percent of the population, but 66 percent of those out of school. Calculations by the UNESCO Institute for Statistics based on the 2006 Yemen Multiple Indicator Cluster Survey (MICS) indicate that the poorest children are four times more likely to be out of school than children from the highest-income households (figure 1).

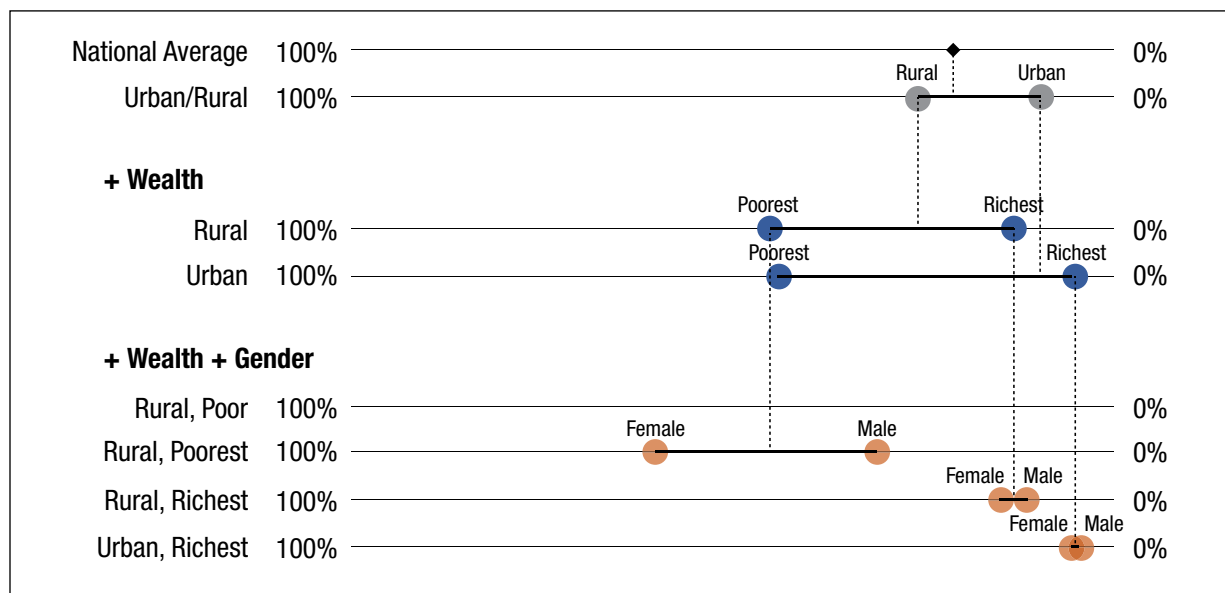
**FIGURE 1. PAST AND FUTURE SCHOOL EXPOSURE OF OUT-OF-SCHOOL CHILDREN, BY HOUSEHOLD INCOME**



Source: UNESCO Institute for Statistics calculations based on Yemen MICS 2006

The lowest-income quintile of girls are even more disadvantaged, with an out-of-school rate of 66 percent, compared with the highest-income girls and boys, with the lowest out-of-school rate among the five income quintiles. Only 49 out of 100 of poor girls enter school, compared with 72 out of 100 poor boys. And only 27 percent of poor girls reach grade 6, compared with 52 percent of poor boys (UNESCO 2012) (figure 2).

**FIGURE 2. YEMENI CHILDREN AGE 7–16 YEARS WHO HAVE NEVER BEEN TO SCHOOL: OVERLAPPING DISPARITIES**



Source: WIDE Graphs, 2006 data

The regional disparity between urban and rural children in Yemen is also large. Rural children are more likely to be out of school than their urban counterparts, with a gap of 18 percentage points. While approximately 71 percent of the total population of Yemen lives in rural areas, a disproportionate 87 percent of OOSC live in rural areas. Almost half of these children live in the populous governorates of Al-Hodeidah, Hajjah, Dhamar, and Ibb. For example, the GER for basic education in Hodeidah city and the surrounding urban districts in the Hodeidah governorate is above 100 percent for boys and girls. In contrast, the GERs for several southern districts (e.g., Bait Al-Fakikh) are less than 30 percent (MoE 2012b). Rural girls are the most likely group to be out of school. In comparison, girls' enrollment in the city of Sana'a is 84 percent, but is only 32 percent in the northern, rural governorate of Sa'adah (UNESCO 2012).

The Yemeni educational system has shown resilience during the 2011 crisis. The 2010-11 school year was completed and national examinations and the Comprehensive School Survey were accomplished. Nevertheless, the 2011 conflict had a negative impact on the education sector, including damage to and occupation of school buildings, inaccessibility of some schools due to insecurity, increased absenteeism of teachers and administrative staff, and less than full completion of the curricula in the 2010-11 school year. Conflict-generated disruptions also created severe budget constraints affecting the institutional capacity of the MoE. Nearly 1.2 million children lacked regular access to education because of the ongoing crisis throughout 2011 and 2012. In many cases, schools have been completely or partially damaged, looted, closed, or occupied by displaced families, gunmen, or armed forces. For example, all 725 schools in the northern governorate of Sa'adah were closed during five months of fighting in 2009 and 2010 between government forces and Houthi rebels, and 220 schools were destroyed, damaged, or looted (O'Malley 2011). Access to education for internally displaced children is very limited, and schooling has been disrupted for up to two years for many children (Internal Displacement Monitoring Centre 2010). Family priorities have also shifted due to increased security concerns, even more so for girls, and hardship generated by the economic crisis.

There is also a growing community of marginalized children who are at a higher risk of exclusion from the educational system, including the African-descended *mohammesheen*.<sup>6</sup> Other marginalized groups are Arab-descended Yemenis, who previously immigrated to other countries but returned to Yemen after the Gulf War, as well as recent migrants from rural to urban areas. Due to the combination of a lack of adequate schooling and economic hardships of the households, enrollment and retention rates of marginalized children (both old and new groups) are significantly lower than the national average. A 2008 study reveals that the enrollment rate of 6- to 14-year-old marginalized boys was 57 percent (compared with the national average of 66 percent), and 37 percent for girls (compared with the national average of 56 percent).<sup>7</sup>

### **1.3 Progress toward Universal Basic Education: Quality**

Government efforts have emphasized responding to the social demand for expansion of education but have not been able to give sufficient attention to improving the quality of education. Recent studies show that children do not acquire basic reading and numeracy skills at early grades of basic education, which affects reading literacy throughout life. Analysis of the Reading Literacy test of the MICS 2006 revealed

that only 62 percent of students who completed grade 5 were able to read a simple sentence. More than 20 percent of girls with six years of education were unable to read similar simple sentences; however, girls from urban areas were more likely to have higher literacy skills. Yemeni grade 4 students ranked the lowest among 36 countries participating in the 2007 Trends in Mathematics and Science Study (TIMSS). Ninety-four percent of Yemeni students did not reach the internationally set “low” performance benchmark for mathematics, and 92 percent did not reach the internationally set “low” benchmark for science. The poor performance of Yemeni students in the TIMSS is partially attributed to their inability to read the test questions.

Major challenges related to the low quality of education stem from a lack of available and qualified teachers, limited or inappropriate resources, poor management, and social factors. Only about 40 percent of basic education teachers hold a bachelor’s degree. Absenteeism of teachers and administrative staff increased in 2010–11 due to strikes and weak institutional monitoring at both centralized and decentralized levels. The MoE estimates that about 10 percent of the total number of teachers have been temporarily absent from schools and that about 3,200 teachers from Sa’adah and Abyan have sought refuge in neighboring governorates. In addition, textbooks and other learning materials often do not arrive until close to the end of the school year, leaving most teachers and students without these resources. This negatively impacts literacy.

#### **1.4 Progress toward Universal Basic Education: Completion**

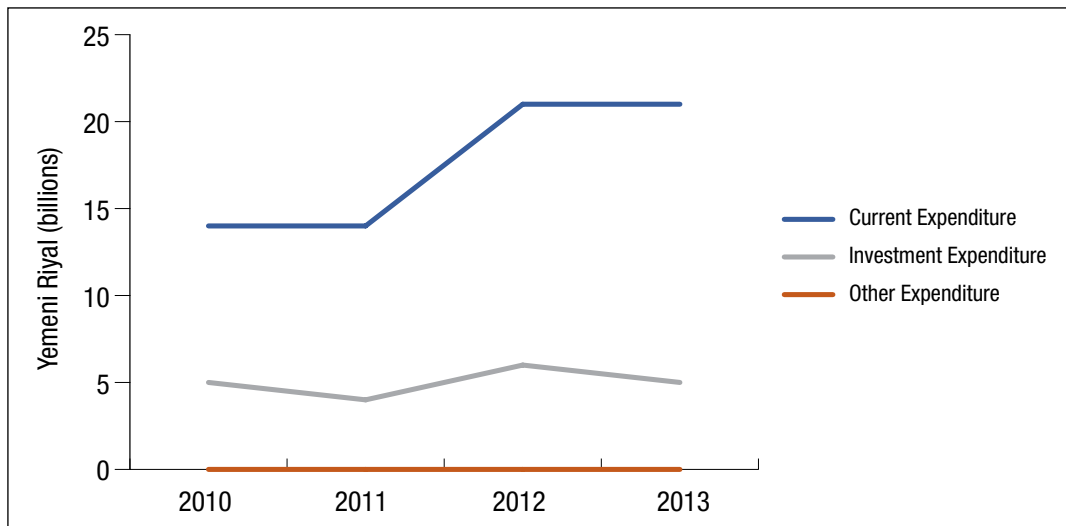
Completion rates are linked to the weak quality of education and are also problematic. According to MoE data from 2009–10, only 61 percent of children complete grade 6 (51 percent for girls, 71 percent for boys). UNESCO data since 2000 suggest that, on average, the completion rate is closer to 76 percent (UNESCO Institute for Statistics 2012). There have been gains in literacy, as the youth literacy rate for 15- to 24-year-olds increased from 77 percent in 2004 to 85 percent in 2010 (MoE 2012b). As with enrollment rates, girls also lag behind boys in terms of completion rates. Only 51 percent of girls complete grade 6, as opposed to 71 percent of boys. The youth literacy rate for girls age 15–24 is 74 percent, as opposed 96 percent for boys (World Bank data).

#### **1.5 Progress toward Universal Basic Education: Financing**

The Government of Yemen has supported the expansion of educational opportunities by providing between 13 to 20 percent of total government expenditures on the sector each year over the past decade. Given its significant demographic and geographic challenges and limited capacity, Yemen has performed well in expanding coverage of formal education opportunities. NBEDS, approved by the Cabinet of Ministers in 2003, aims to increase enrollment in basic education, particularly for girls and in rural areas, and to reach 95 percent of 6- to 14-year-olds by 2015. The MoE pioneered the MTRF in 2006 and a Medium-Term Expenditure Framework in 2007, with the aim to operationalize the NBEDS by translating the long-term goals into annual budgeted action plans. In 2012, the second MTRF for 2013–15 was developed to provide the road map to the attainment of the NBEDS goals.

Government spending on education actually increased between 2010 and 2013 (figure 3) despite a decline in 2011 due to the political unrest. However, this decrease was recuperated in the budget of successive years. More than 70 percent of the budget is devoted to recurrent expenditures, mainly wages and salaries.

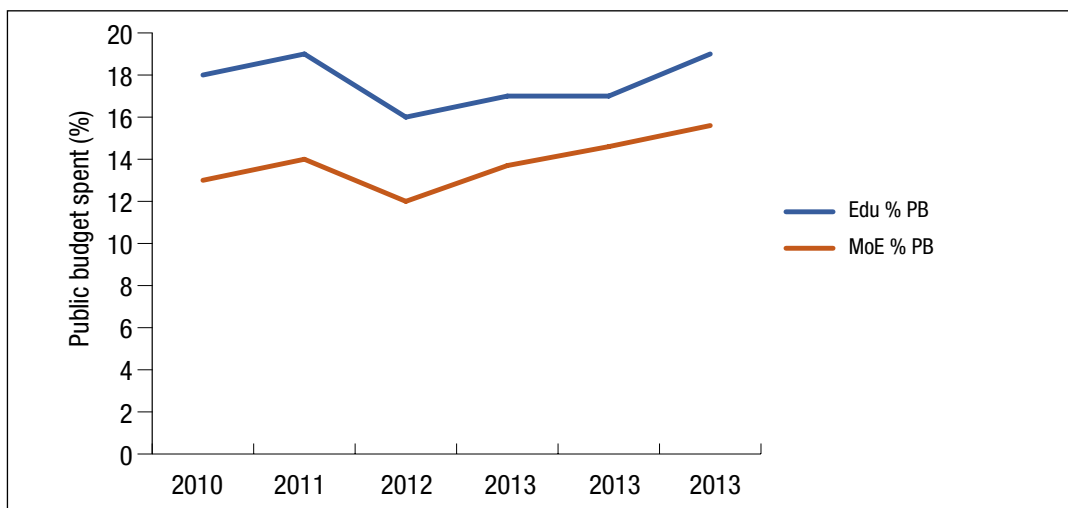
**FIGURE 3. GOVERNMENT SPENDING IN EDUCATION, BY TYPE OF EXPENDITURES, DURING THE YEARS 2010–11 AND PLANS FOR 2012–13**



Source: MoE 2012b

Figure 4 illustrates a forecast of the education sector budget against the government's public budget for 2010–15. Education accounts for a large share of the public budget, the third highest after defense and security.

**FIGURE 4. PUBLIC BUDGET SPENT FOR EDUCATION IN GENERAL AND BY THE MoE, 2009–15**



Source: MoE 2012b

More than 75 percent of the education budget is allocated to basic and secondary education, which are both managed by MoE. In 2011, the share of the basic education of the MoE's budget was more than 87 percent. This is a result of the large number of schools, students, teachers, and administrators at this level compared with higher education and technical education and vocational training centers, which are managed by other ministries. However, there is very small investment in pre-primary education, as evident by the small number of pre-primary schools. The share of the budget allocated to preschool education was 0.6 percent, and the share of literacy and adult education was approximately 0.15 percent (MoE 2012b).

# 2. The Key Bottlenecks in Yemen

## Preventing Progress on Access and Learning

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Yemen's formal educational system, established in the 1970s, has undergone significant strategic and policy changes, yet it still faces severe challenges due to barriers and bottlenecks that limit access to primary education. Challenges related to access and equity can be attributed to a number of demand-side and supply-side factors. The three demand-related issues that contribute to challenges in the education sector are the opportunity costs associated with education, high adult illiteracy rates, and social perceptions. The supply-side factors that have a large impact on the quality of education are related to available resources and the capacities of teachers and school administrators.

### 2.1 Demand-Side Factors

#### **Poverty and Opportunity Costs**

Yemen is one of the poorest countries in the Arab region. This affects the demand for education, as economic constraints often lead to the decision of a family not to send a child to school especially for girls and in rural areas. A demand-side factor analysis of enrollment shows that decisions about enrollment are closely linked to the household's need for labor. Based on data from the 2005 Household Budget Survey, school enrollment was highly correlated with age, household characteristics, and parental education. On average, households spend YR 2,600 (approximately \$13) per year for a basic education student. The probability of attending school is lower for boys and girls who are disabled, if their family uses wood for cooking, or if the household owns animals that need to be tended. The probability of enrollment increases for children who come from families in which the parents (one or both) have acquired education, or older siblings act as role models; or if the household has access to the public water network, which particularly affects the enrollment of girls. Opportunity costs also contribute to dropping out of school, as 25 percent of children age 6–14 are working either domestically or in income-generating activities.

Large family sizes exacerbate economic constraints, often to the disadvantage of girls. The average size of a family is 6.5 people. Poor and rural families have more children. Given the high costs, families tend to send the boys and keep the girls at home.

#### **Literacy**

The low level of adult literacy is also one of the strong impediments to effective community participation in decisionmaking. Literacy has an impact on the ability of the family to support the education of its

children as well as the demand for education. According to the results of the 2004 population census, the proportion of illiteracy for males and females age 10 and above is 45.3 percent. Adult illiteracy is 29.6 percent for males and 61.6 percent for females (MoE 2012b).

### ***Sociocultural Factors***

There is a widespread belief that education is more important for boys than girls and that the opportunity cost is higher for girls than boys, especially in the rural areas where girls are needed for household chores. Families tend to not sufficiently recognize the major economic and social benefits, including multigenerational benefits, of girls' education. There is also a social perception that girls' education is not essential in the upper grades. When asked, most families are eager to send their children to school in early grades. This is supported by the high grade 1 intake rates. However, attitudinal reasons (e.g., no interest in schooling, a belief that education up to a few grades is ample) influence families to discontinue their child's basic schooling in higher grades. Many children drop out at grade 6 because their parents feel that education through grade 6 is sufficient.

## **2.2 Supply-Side Factors**

There are also a number of supply-side factors that contribute to challenges related to access and quality. In rural areas, supply-side issues are also major reasons for nonenrollment and dropping out.

### ***Lack of Sufficient Infrastructure Affecting Access and Quality***

The MoE has had difficulty providing sufficient infrastructure for the increasing school-going population. Generally, the availability of classrooms is particularly limited in rural areas, where 28 percent of OOSC reported that they were not enrolled in school because there was no school close by or because travel to the local school was too difficult. To address the lack of classrooms, the government implemented double shifts (morning and afternoon) in some schools. However, fewer than 10 percent of schools implement two shifts (57 percent of which are located in rural areas). Another challenge is that in many rural areas, the highest grade offered is grade 6, which affects completion rates in grade 6 and school attendance in higher grades. For example, in 2007–08, over half (57 percent) of basic schools only offered schooling through grade 6—and 60 percent of these schools were located in rural areas. Therefore, the availability of schooling beyond grade 6 is limited in rural areas.

Limited access to good-quality learning resources also poses significant challenges. Most students, particularly in rural areas, do not have access to teaching and learning materials, or to libraries and reference materials. Out of all basic and secondary schools, more than 89 percent do not have science laboratories, 97 percent do not have a school library, and 98 percent do not have computer laboratory or activity rooms (MoE 2012b). And worse, even more basic infrastructure is lacking, particularly furniture—about 30 percent of students do have desk to sit at, especially in rural areas.



## **Teachers and Quality**

Efforts to attract qualified people into the teaching profession, and then retain them and provide them with the necessary skills and support, are likely the single most important factor constraining learning achievement. Teacher education and qualification are a high priority in Yemen as more than 60 percent of basic education teachers are unqualified. The experience of Yemen underlines the strong association between teacher availability and disparity and school performance. Most of the unqualified teachers are located in rural schools (76 percent) and teach basic education (91 percent). Out of the total number of teachers who work for the MoE (218,821), approximately 90 percent (197,902) teach at the primary or secondary level. Most of these unqualified teachers are found in rural schools (76 percent) and teach basic education (91 percent).

One of the problems linked to teacher quality is the mismatch between the preservice programs offered at the Faculty of Education (FoE) and the country's need for basic education teachers. The FoE programs are limited to preparing teachers to be subject specialists for grades 7 through 12, while no programs are offered by universities to teach grades 1 through 6 or for multigrade teaching; instead, teachers learn through experience in the classroom. Additionally, the learning materials and teachers' guides used in the FoEs are not appropriate for basic and secondary schools. The content of programs at FoEs focuses on the history and philosophy of teaching instead of classroom pedagogy. Although the current general education curriculum is in theory student-centered and "discovery" based, the elements that would make these curricula fruitful in the classroom are missing. Teachers are not trained in student-centered methodology, and textbooks and teachers' guides are frequently unavailable in time for classes and often have factual errors. Additionally, teachers are not required to teach as part of their preservice training. In fact, linkages with schools that may encourage internships in real classrooms are not encouraged. Also, while there is a need for additional math and science teachers, more than 70 percent of FoE graduates specialize in the humanities (MoE 2012b).

The problem of unqualified teachers is further aggravated by teacher absenteeism. According to a World Bank study, the average absenteeism rate of teachers is 19 percent, which reduces the students' learning time by about a fifth of what is officially assumed (World Bank and Republic of Yemen 2010). There are also a limited number of teaching days throughout the year. Based on the official academic year calendar, the number of official teaching days is 180. However, in actuality, there are more holidays and exam days than are listed in the school calendar. Also, in the rural areas, schools start later in the day and end earlier.

There are also further deficiencies in capacity the school administration level. The comprehensive educational survey results for the school year 2010–11 show that 43 percent of school principals have qualifications lower than secondary education and some do not have any educational qualifications. Among these principals, females tend to have higher qualifications than their male counterparts.

The overall monitoring and accountability of learning outcomes and school and teacher performance are weak. There is no national student assessment in place at the basic and secondary levels (although discussion is ongoing) that could help to identify the gaps in teacher quality and student learning. The current

public examination system needs to be revamped to address significant issues of technical quality and the capacity of examiners. First, clear standards or benchmarks that specify student-learning outcomes for each subject at each level are lacking. Second, many teachers lack the skills to design reliable and effective tests. Third, most tests do not promote problem-solving and critical-thinking skills, but instead focus on memorization of the textbooks. Fourth and finally, teachers rarely provide useful analyses of the results to give feedback to students. At the system level, the development of a high-quality assessment system and quality assurance system is urgently needed.

### **Capacity, Ownership, and Undefined Vision**

The main structural challenges facing the education sector include low levels of engagement and capacity at the school level, uncoordinated management and strategies within the MoE; and the lack of a national vision. At the school level; schools themselves have limited discretionary authority, and there is low capacity and incentive at the school and community levels to plan, implement, allocate resources, and monitor and evaluate educational programming.

At the government level, while the MoE's project management capacity has improved during the past 10 years, it remains weak at all levels. It has been difficult to make an impact on the performance of the ministries through training or internal restructuring. An ongoing program to restructure and build capacity in the MoE to fulfill its policy, monitoring, and planning functions has made little progress (World Bank and Republic of Yemen 2010). The MoE's limited capacity affects its ability to perform many key duties, including conducting policy analysis, governing, planning, and monitoring and evaluating—often because it lacks reliable data. Deficiencies with respect to information management, monitoring, and evaluation contribute to weak governance. In the absence of a tradition of evidence-based decisionmaking, monitoring capacity is weak and management information functions are highly fragmented. These problems are understandable, given the underlying country context, which in addition to recent political and economic crises include an inheritance of weak development of human resources and institutions. Nonetheless, they constitute a formidable obstacle that requires sustained attention by the government and its external partners.

Uncoordinated management within the education sector due to overlapping mandates by various ministries makes sector-wide planning and budgeting difficult. Measures are needed to clarify respective roles and responsibilities for all ministry staff. Incentives are needed at the technical level to promote collaborative work on crosscutting issues such as teacher training and preparation for a qualifications framework.

These issues are perpetuated and exacerbated by the lack of a national vision. There are seven strategies for each level of education (pre-basic, basic, secondary, vocational and technical, higher education, literacy). Although each subsectoral strategy aims to increase access and equity, and to improve quality and the efficiency of education delivery, the lack of an overarching vision results in major disconnects between the strategies and investments of the various subsectors. As a result, two main challenges arise: the (1) diverse expansion of programs in all sectoral strategies, despite declining resources for the sector as a whole; and (2) a mismatch between the demand for basic and secondary education teachers and teacher supply and qualifications, including from pre- and in-service teacher training programs.

## Budget Constraints

Despite significant investment (and an adjustment to more realistic targets in the MTRF), a considerable resource gap remains in Yemen's education budget. According to the MTRF, the cost of implementing all programs for the period 2013–15 is \$3,937 million. Most of the funding is needed for basic education, where the cost of achieving the MTRF targets was projected at \$3,838 million. The preschool education share is projected at \$69.9 million, and literacy and adult education at \$29.5 million. Table 3 shows the required and available resources and the corresponding funding gap for basic education, preschool education, and literacy and adult education.

TABLE 3. FINANCING GAP (THOUSANDS OF DOLLARS)

Type of Education	Resources	2013	2014	2015	2013–15
Basic education	Required resources	1,201,776	1,281,739	1,354,596	3,838,111
	Available resources	1,122,235	1,143,890	1,201,084	3,467,209
	Funding gap	-79,541	-137,849	-153,512	-370,902
Preschool education	Required resources	20,695	23,225	25,938	69,858
	Available resources (private sector)	5,259	5,944	6,675	17,878
	Available resources, MoE	9,413	11,040	12,667	33,120
	Total available resources	14,672	16,984	19,342	50,998
	Funding gap	-6,023	-6,241	-6,596	-18,860
Literacy and adult education	Required resources	9,318	9,862	10,297	29,477
	Available resources	3,277	3,294	3,294	9,865
	Funding gap	-6,041	-6,568	-7,003	-19,612
Total funding gap		-91,605	-150,658	-167,111	-409,374

Source: MoE 2012b

The MTRF data in table 3 indicates that the financial resources needed for basic education are \$3.838 million, of which \$3.467 million will be made available by government and development partners. The financial gap is estimated at \$409 million.

Recently, the Government of Yemen has experienced sharp drops in the public revenue collection twice, at the time of the global financial crisis in 2008–09 and during the domestic political turmoil in 2011. Each incidence resulted in a reduction of total government expenditures by 18 percent and 12 percent from the immediate year before. While Yemen's political transition is in progress, insecurity and conflicts in some areas of the country continue to affect the delivery of education. In addition, the Government of Yemen's spending remains largely contingent on external funding as a result of the recent political and

economic crisis, which had a negative impact on the country's fiscal sustainability. Despite this challenging period, the MoE has continued to demonstrate a solid commitment to its basic education objectives by updating the MTRF, preparing a sound education sector plan, and remaining strongly engaged with Yemen's development partners.

Between 2008 and 2012, development partner financing accounted for between 2.3 percent and 5.6 percent of the total government education expenditures (table 4). The financing trend shows that there is still a large gap between the financing needs as described in the MTRF and the trend of development partner support during the past five years.

**TABLE 4. TREND OF GOVERNMENT AND DONOR FINANCING (MILLIONS OF DOLLARS)**

Category	2008	2009	2010	2011	2012
Government financing	1,129.2	1,137.2	1,043.6	1,076.3	1,382.7
Development partner financing	26.4	41.3	28.3	59.9	44.1
Total financing	1,155.6	1,178.5	1,071.9	1,136.2	1,426.8
% of development partner financing	2.3	3.5	2.6	5.3	3.1

Note: Years 2008–09 are actual, and 2010–12 are budget/commitment

Source: MoE 2012b

### 3. Interventions to Address Key Bottlenecks in Current Programs and Strategies to Accelerate Progress toward Universal Primary/Basic Education

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The Learning for All Ministerial Meeting provides an opportunity to galvanize support for a renewed drive toward the EFA goals in Yemen. Based on an analysis of the bottlenecks outlined in the previous section, it is clear that the education sector badly needs focused attention to issues of quality and equity. The following four proposals address these challenges by supporting existing programs and the education sector plan. The proposals have been developed to align with existing structures and objectives, which have been shown to have a significant impact in promoting equitable learning opportunities and fostering girls' enrollment and retention. They also benefit from groundwork to date, evaluation studies, evidence from available data, lessons learned, and existing implementation guidelines. The cost estimations are based on the unit costs used in World Bank and GPE support programs and have been discussed with the major partners working in the country. If implemented, these four proposals would accelerate progress toward the EFA targets and education-related MDGs:

1. Expand the school based development program to improve quality and learning, to respond to the key bottleneck of low ownership and capacity at the school and community levels to plan, implement, and monitor and evaluate educational programming.
2. Increase conditional cash transfers (CCTs), to respond to demand-side factors that negatively affect girls' education and lead to low enrollment and high dropout rates.
3. Provide educational opportunities for OOSC and disadvantaged groups, to respond to demand- and supply-side factors affecting OOSC.
4. Expand food distribution to incentivize girls' education in rural areas, to respond to demand-side factors affecting girls' education that lead to low enrollment and high dropout rates.

The proposed programs have been developed based on the following principles:

1. The proposals address the most critical obstacles in the education sector, including high female dropout rates, a system that does not respond to the needs of disadvantaged groups, and a lack of capacity and ownership at the community and school levels.
2. The proposals address equity in addition to quality in the education sector. Lessons learned show that the government should increase commitments, policies and financing to pay more attention to improving the quality as well as equity of education. With this in mind, the proposals rechannel resources and policy reforms to improve quality toward the most disadvantaged groups, with a shift in emphasis from a centralized to the school level, from urban to rural areas, from high-income to low-income households, and from males to females.

- The proposals are developed to support sustainable gains by building the capacity of local communities and enhancing their role in monitoring the quality of education services as well as aligning them with government strategies and objectives.

Although the proposed programs are included in the MTRF, they are either in pilot phases or will only be implemented in limited areas. This proposal will expand these programs in an effort to target and reach marginalized children and ultimately accelerate Yemen's progress toward reaching the Education for All targets and the education-related MDGs. Taken together, the four proposals described here will require \$185.2 million over the three years between 2013 and 2015. The amount accounts for about 41 percent of financing gap of MTRF. This increase in financing is estimated to be implementable within the overall capacity of Yemen's educational system, taking account of institutional and other support provided by its external partners. However, given these serious implementation bottlenecks and the challenges discussed above, implementation would be carefully monitored, with funding transferred and, if necessary, rephased, depending on the extent of the progress made.

### 3.1 Funds Required for the Proposed Programs

The annual and three-year cumulative funds required for implementing the four proposed programs are shown in table 5.

**TABLE 5. FOUR PROPOSALS TO SUPPORT ENHANCED EQUITY AND ACCELERATED PROGRESS TOWARD THE EFA GOALS: ESTIMATED UNIT COST AND AGGREGATE COST**

Proposal Area	Total of Target	Already Funded by Other Development Partners	Targets of Proposed Program	Estimated Unit Cost (dollars)	Aggregate Cost (millions of dollars)	
					Annual	2013–16
Upgrading school-based development.	16,621 basic Schools	762 basic schools (World Bank, GPE, GiZ, UNICEF)	15,859 schools	2,650	42	126
Expanded CCT	150,000 female students	44,000 girls (World Bank)	106,000 girls	41	4.4	13
Provide education chance for OOSC and disadvantaged groups.	120,000 reenrolled in schools	30,000 children (GPE)	90,000 children	108	9.7	29
Expand food distribution to incentivize girls' education in rural areas	300,000 female students	121,168 children (WFP)	178,832 girls	32	5.7	17.2
<b>Total cost</b>					<b>61.8</b>	<b>185.2</b>

Source: World Bank 2012

# 4. Descriptions of the Proposed Programs

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## 4.1 Proposal One: Upgrading School-Based Development Programming

This proposal will scale-up the existing school-based development program outlined in the MTRF to improve the quality of education in 15,859 basic schools throughout Yemen that are not currently implementing the program. The objective of this program is to improve the capacity of schools and local communities in planning, implementation, and monitoring for school-based development. The program will do this by increasing stakeholders' involvement and community participation, thereby enhancing the transparency and efficiency of the use of education resources. The current school-based development approach has been piloted with support from different donors for several years with positive results. A total of 762 basic schools are currently being supported by other programs (420 schools receive support from the GPE program, 210 schools from the World Bank's Basic Education Development Project 2 (BEDP 2), 72 schools from the GIZ, and 60 schools from the UNICEF).

### **Activities**

The program includes two integrated interventions:

- Build and develop the capacity of schools and local communities through the training of school staff and parents, as well as staff from governorates and districts on planning and monitoring and evaluation. The school will be able to prepare its annual plan, highlighting disbursement aspects based on the needs, priorities, and problems facing each school and degree of participation support from the parents' council.
- Provide schools with an operational budget to implement the school plan. Each school will receive funds that will be transferred directly to the school account. Schools will also be supported with basic educational inputs, including school libraries, computers, and science labs.

### **Implementation**

The program will be implemented based on a school-based development manual, which is currently being finalized by the MoE. The manual will be based on the experiences and lessons learned from the pilot program with support from several development partners since 2005. The MoE has concentrated on applying a comprehensive approach in developing and implementing the program. The proposed program should concentrate on the following components at the school level:

- Effective school administration that can implement quality control;
- Safe and healthy school environment;

- Participatory process to achieve a good-quality education;
- Gender equity;
- Children’s rights and democratic values;
- Engagement of students and the community; and
- Integration of information technology within schools.

## Financing

The financial management for the program can be done through existing public administration units, which are currently responsible for the management of school-based development funds from the World Bank-supported BEDP 1 and 2 programs. The indicators and monitoring and evaluation will be developed using the World Bank BEDP 2 model.

This proposal will require \$126 million over three years, as shown in table 6.

TABLE 6. TOTAL COST OF PROPOSAL ONE, 2013–16

Proposal Area	Total of Target	Already Funded by Other Development Partners	Targets of Proposed Program	Estimated Unit Cost (dollars)	Aggregate Cost (millions of dollars)	
					Annual	2013–16
Upgrading school-based development	16,621 basic schools	762 basic schools	15,859 schools	2,650	42	126

Source: World Bank 2012

## 4.2 Proposal Two: The Conditional Cash Transfers (CCT) Program

This program targets 106,000 girls of basic-school age living in two governorates characterized by high poverty rates, low enrollment, and high dropout rates for females. The existing CCT program outlined in the MTRF includes support from BEDP 2 for two different governorates (Lahj and Al Hodeida). The CCT program aims to tackle issues of low enrollment and poor completion rates for girls. This proposal scales up the existing program to provide CCTs to incentivize a total of 106,000 girls and their parents from the most underprivileged rural households to attend school. The expansion of the CCT program is necessary to overcome several issues that have a negative impact on girls’ education. Increased poverty rates are a result of ongoing conflict and instability in Yemen, which have a disproportionately negative impact on girls. Also, high dropout rates, more so than low enrollment, are a major challenge for girls’ education. Last, high opportunity costs related to girls’ education are especially challenging for poor families in rural areas.

## Activities

The program is designed to benefit girls in grades 4–9, an age group for which high dropout rates are observed for girls. The scheme is implemented in schools with at least 50 students, with both boys and girls



enrolled and where classes through grade 8 are provided. Any girl who is enrolled in school or who re-enrolled in school in grades 4–9 is eligible to receive the transfer for each year of successful completion of a grade, with the acceptance of failing a grade once in the whole program. The transfers are conditional on maintaining no less than 80 percent attendance and a passing grade. In addition, to encourage better learning for the beneficiaries, an achievement bonus is given to students attaining 65 percent or more overall in the final examination in grades 6 and 9. Girls in grades 4–6 are eligible for a transfer amount of YR 7,000 (equivalent to \$35), and girls in grades 7–9 are eligible for YR 8,000 (\$40) (to a maximum of \$120 per family). One transfer of YR 3,000 (\$15) is made at the beginning of the school year to obtain school supplies, and the rest is transferred every three months during the school year.

### **Implementation**

The program will be implemented based on a CCT Operations Manual developed in BEDP I, and will be further refined to take into account the lessons learned from the BEDP experience. Additional capacity building will continue to be provided to the CCT technical and operations team at MoE.

### **Financing**

The financial management for the program can be performed through existing project administration units, which are responsible for managing the funds for the current CCT programs under the BEDP 1 and 2 programs, supported by the World Bank. The indicators and monitoring and evaluation will be built following the same mechanisms of BEDP 2 annually through the Joint Annual Review (JAR).

This proposal will require \$13 million over three years, as shown in table 7.

**TABLE 7. TOTAL COST OF PROPOSAL TWO, 2013–16**

Proposal Area	Total of Target	Already Funded by Other Development Partners	Targets of Proposed Program	Estimated Unit Cost (dollars)	Aggregate Cost (millions of dollars)	
					Annual	2013–16
Expanded CCT	150,000 female students	44,000 girls	106,000 girls	41	4.4	13

Source: World Bank 2012

### **4.3 Proposal Three: Out-of-School Children (OOSC) Program**

This proposal supports OOSC—especially girls—in governorates that are not targeted by the GPE programs, including IBB, Taiz, Lahj, Hadramout, Sana’a City, Sa’adah, Al-Mehwit, and Al-Mahrah. The total number of OOSC within these governorates is 273,283, which constitutes 23.8 percent of the total number of the OOSC in Yemen. More than 75.4 percent of the total number of OOSC in these governorates are female, a total of 206,012. As mentioned above, limited school attendance among girls is due to many reasons, including distance to school, the poor quality of education, a lack of awareness, an

irrelevant curriculum, poverty, and a demand for child labor. These factors—in addition to early marriage, late entry to school, a shortage of female teachers, and coeducation—affect girls more severely and reduce their chances to enter school and complete basic education. The objective of the program is to achieve a significant reduction in the number of OOSC in these governorates. This will be achieved through the support of innovative solutions to reach the most disadvantaged children to ensure that they learn.

### **Activities**

The activities for the program start with an inception phase to conduct field surveys and collect data on OOSC in the eight targeted governorates. Throughout the period of implementation, a national campaign will raise awareness and lead to community-based activities to encourage the enrollment of OOSC. A total of 60 new classrooms will be built to accommodate OOSC and reenroll dropouts, in addition to the purchase of equipment for a total of 120 classrooms. 600 teachers will be trained in methods to provide flexible education to OOSC. A scheme will be put in place to provide compensatory salaries to about 167 teachers over three years, with the objective of reenrolling and catering for 30,000 pupils. In addition, an additional 83 teachers will be paid to provide nonformal education to 18,000 OOSC.

### **Implementation**

The program will use the same mechanisms used to provide education for OOSC in 13 governorates with support from the GPE program.

### **Financing**

The financial management for the program can also be done through existing project administration units, which are responsible for the management of the funds for the OOSC program under the GPE program and supported by UNICEF. The indicators and monitoring and evaluation will be built and follow the same mechanisms of the GPE program and will be monitored and evaluated annually through JAR.

This proposal will require \$29 million over three years, as shown in table 8.

**TABLE 8. TOTAL COST OF PROPOSAL THREE, 2013–16**

Proposal Area	Total of Target	Already Funded by Other Development Partners	Targets of Proposed Program	Estimated Unit Cost (dollars)	Aggregate Cost (millions of dollars)	
					Annual	2013–16
Provide education chance for OOSC and disadvantaged groups	120,000 reenrolled in schools	30,000 children	90,000 children	108	9.7	29

Source: World Bank 2012

#### 4.4 Proposal Four: Expand Food Distribution to Incentivize Girls' Education in Rural Areas

This proposal targets 178,832 girls of basic-school age living rural areas across 20 governorates characterized by high poverty rates, low enrollment, and high dropout rates for females. The existing feeding program outlined in the MTRF includes support from the World Food Program (WFP) in 16 governorates. The food distribution program aims to tackle issues of low enrollment and poor completion rates for girls. The program will provide dry food to incentivize girls and their parents from the most underprivileged rural households to attend school to reduce the gender gap index. Similar to the second proposal, the expansion of the food program is necessary to overcome increased poverty and financial instability, resulting in malnutrition, as a result of ongoing conflict and instability.

##### Activities

The program is designed to benefit girls in grades 1–9 of basic education in rural areas where low enrollment and high dropout rates are observed for girls. Any girl who is enrolled in school or who reenrolled in school in grades 1–9 is eligible to receive dry food (50 kilograms of wheat and a gallon of oil).

##### Implementation

The program will be implemented based on mechanisms used by the World Food Program (WFP), which has been working in this area in Yemen since 1967.

##### Financing

The financial management for the program can be done through the WFP, which is responsible for the management of the fund for the current feeding program. The indicators and monitoring and evaluation will be built and follow the same mechanisms of the WFP and will be monitored annually through JAR conducted by both MoE and all development partners that support education in Yemen.

This proposal will require \$17.2 million over three years, as shown in table 9.

TABLE 9. TOTAL COST OF PROPOSAL FOUR, 2013–16

Proposal Area	Total of Target	Already Funded by Other Development Partners	Targets of Proposed Program	Estimated Unit Cost (dollars)	Aggregate Cost (millions of dollars)	
					Annual	2013–16
Expand food distribution to incentivize girls' education in rural areas	300,000 girls	121,168 children	178,832 girls	32	5.7	17.2

Source: World Bank 2012

## 5. Ensuring Sustainability

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These four proposals are designed to be implemented over the course of the next three years, from 2013–14 to 2015–16, with financial support from Yemen’s development partners in order to fill the gap in existing funding that thus far has not been met by other donors. To ensure the sustainability of these proposals and the gains made by implementing them, the government of Yemen should consider the following:

1. In the academic year 2014–15, the Government of Yemen should issue a Cabinet Decree to eliminate fees charged to families for sending their children to school, including both females and male in all grades of basic education. This is important in order to eliminate the financial constraints associated with sending children, especially girls, to school.
2. Starting with the academic year 2016–17, the Government of Yemen should provide all basic schools in Yemen with an operational budget.
3. Starting with the academic year 2016–17, the Government of Yemen should integrate the families of female students benefiting from the CCT program into the government’s social security system in order to sustain gains and ensure support for families in need.
4. The Government of Yemen should require families to enroll school-age children in school as a precondition for receiving social security allowances.

## ANNEX I: NUMBER AND % OF OOSC IN 13 TARGETED GOVERNORATES AND AT THE NATIONAL LEVEL

Gov.	Population 6-14 years old			Students 6-14 years old			NER		GPI		NOOSC		Rate of OOSC				
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total		
	Ibb	292,952	290,363	583,316	308,890	242,208	558,098	105.4	85.8	95.7	0.81	0	41,155	25,218	0	14.2	4.3
Sana's City	205,333	190,475	395,808	210,101	191,659	401,760	102.3	100.6	101.5	0.98	0	0	0	0	0	0	0
Taiz	296,222	296,990	593,212	316,227	265,379	581,606	106.8	89.4	98.0	0.84	0	31,611	11,606	0	10.6	2.0	
Hadramout	135,337	126,686	262,023	124,739	101,006	225,745	92.2	79.7	86.2	0.87	10,598	25,680	36,278	7.8	20.3	13.8	
Sa'adah	106,301	102,562	208,863	68,340	39,446	107,786	64.3	38.5	51.6	0.60	37,961	63,116	101,077	35.7	61.5	48.4	
Lahj	94,260	88,379	182,639	89,282	72,384	161,666	94.7	81.9	88.5	0.86	4,978	15,995	20,973	5.3	18.1	11.5	
Al-Mehwit	73,007	69,274	142,281	61,774	43,309	105,083	84.6	62.5	73.9	0.74	11,233	25,965	37,198	15.4	37.5	26.1	
Al-Mahrah	12,140	11,169	23,309	9,638	8,680	18,318	79.4	77.7	78.6	0.98	2,502	2,489	4,991	20.6	22.3	21.4	
Dhamar	200,426	194,314	394,740	182,918	118,362	301,280	91.3	60.9	76.3	0.67	17,508	75,952	93,460	8.7	39.1	23.7	
AL-Hodaidah	308,425	287,210	595,634	230,969	167,707	398,676	74.9	58.4	66.9	0.78	77,456	119,503	196,958	25.1	41.6	33.1	
Al-Baida	81,806	79,853	161,659	68,467	50,282	118,749	83.7	63.0	73.5	0.75	13,339	29,571	42,910	16.3	37.0	26.5	
Hajah	247,745	226,270	474,015	147,766	96,943	244,709	59.6	42.8	51.6	0.72	99,979	129,327	229,306	40.4	57.2	48.4	
Raimah	61,187	58,069	119,256	45,349	29,221	74,570	74.1	50.3	62.5	0.68	15,838	28,848	44,686	25.9	49.7	37.5	
Sana'a Gov.	128,776	123,636	252,412	143,516	105,632	249,148	111.4	85.4	98.7	0.77	0	18,004	3,264	0.0	14.6	1.3	
Shabwah	67,626	63,070	130,696	57,741	37,498	95,239	85.4	59.5	72.9	0.70	9,885	25,572	35,457	14.6	40.5	27.1	
Alcalle'a	75,203	69,125	144,328	69,002	55,627	124,629	91.8	80.5	86.4	0.88	6,201	13,498	19,699	8.2	19.5	13.6	
Aden	60,569	58,630	119,199	59,055	50,263	109,318	97.5	85.7	91.7	0.88	1,514	8,367	9,881	2.5	14.3	8.3	
Abian	55,675	52,283	107,958	52,386	37,202	89,588	94.1	71.2	83.0	0.76	3,289	15,081	18,370	5.9	28.8	17.0	
AlJouf	58,692	53,715	112,408	26,170	20,018	46,188	44.6	37.3	41.1	0.84	32,522	33,697	66,220	55.4	62.7	58.9	
Marib	34,717	31,529	66,246	26,307	21,279	47,586	75.8	67.5	71.8	0.89	8,410	10,250	18,660	24.2	32.5	28.2	
Amran	123,924	116,516	240,440	117,000	85,270	202,270	94.4	73.2	84.1	0.78	6,924	31,246	38,170	5.6	26.8	15.9	
Yemen	2,720,323	2,590,119	5,310,441	2,415,637	1,846,375	4,262,012	87.0	70.1	78.8	0.81	360,615	788,271	1,148,886	13.0	29.9	21.2	

## ANNEX 2: AVERAGE STUDENT CLASSROOM DETAILS BY GOVERNORATE, 2010-11

Governorate	Number of schools	Total		Students at Basic education	Average No. of		
		classrooms in Basic Education	Sections in Basic Education		Students For One Classrooms	Students For One Sections	
Ibb	1,522	12,080	14530	598372	49.5	41.2	436
Abyan	457	2,984	3651	97181	32.6	26.6	240
Sana'a City	689	9,727	11214	441,434	45.4	39.4	766
Al_Baida	580	3,585	4529	127,940	35.7	28.2	239
Al_Jawf	438	1,792	3115	50442	28.1	16.2	134
Al_Hodeidah	1,347	8,805	11889	432,739	49.1	36.4	350
Al_Daleh	444	3,299	3833	136,711	41.4	35.7	355
Al_Mahweet	579	3,071	4,467	115,610	37.6	25.9	221
Al_Mahrsh	129	751	707	21,061	28.0	29.8	182
TAIZ	1,508	13,552	16,569	644,938	47.6	38.9	502
Hajjah	1,437	7,530	9,970	268,293	35.6	26.9	208
Hadramout	782	6,761	7,180	253,431	37.5	35.3	364
Dhamar	1,311	7,462	10,620	324,846	43.5	30.6	272
Ryma	468	2,267	3,557	81,577	36.0	22.9	191
Shabwah	555	3,542	4,238	106,760	30.1	25.2	214
Saadah	628	3,525	4,692	115,421	32.7	24.6	199
Sana'a	1,204	6,885	9,585	269,490	39.1	28.1	255
Aden	171	2,056	2,751	118,087	57.4	42.9	837
Amran	1,089	6,233	8,195	219,719	35.3	26.8	225
Laheg	655	4,590	5,842	178,570	38.9	30.6	314
Mareb	446	2,213	3,060	53,768	24.3	17.6	139
Republic total	16,439	112,710	144,194	4,656,390	41.3	32.3	321

## ENDNOTES

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1. These Human Development Index rankings were published by UNDP (2012).
2. These statistics are from the UNESCO Institute for Statistics (2012).
3. The nine-year basic education cycle is divided into two levels for the purpose of the International Standard Classification of Education (ISCED) (UNESCO Institute for Statistics 2012). Namely, the first six grades of basic education are classified as primary, ISCED level 1; and the final three grades are classified as lower secondary, ISCED level 2. This means that the primary level covers the age group 6–11 years, and the lower secondary level covers the age group 12–14 years. Taken together, these two indicators span the entire age range of compulsory education in Yemen. The MOE used three different methods of annual data collection between 2004–05 and 2006–07. As a result, data consistency was lost for these years, and the credibility of these data is unknown.
4. See note 3 for an explanation of these data problems.
5. The Household Budget Survey (World Bank 2005–06) was conducted in 2005–06 by the Central Statistical Organization.
6. This group is often referred to as Akhdam, but this term is perceived as a derogatory term.
7. Data for the marginalized communities were obtained from SOUL for the Development of Women and Children (<http://soul-yemen.org>); the data is for 2008. The national enrollment rate for those age 6–14 years came from the World Bank (2005–06).

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