

Joint Assessment of the Yemen Proposal by the Local Donor Community/the Secretariat

Summary of the proposal

The Proposal was built on the PRSP (August 2002) and the Basic Education Development Strategy (BEDS), both of which have been widely consulted internally and with development partners.

The key issues are:

- low coverage: GER 67% in 2001;
- inequitable access by girls: NER for girls is 41% as opposed 61% for boys;
- rural children and the poor are worst off: rural girls NER is 30%; and
- low quality, and inefficiency – repetition fairly low (7%) but high dropout and low completion rates.

The strategies are as follows:

- Expand classroom construction particularly to districts where access is limited and poverty rate is high, and improve cost effectiveness of school construction;
- Hire more female teachers, improving school buildings suitable for girls, exempting poor girls from paying tuition fees and supplying them with free materials, school feeding to encourage girls, change social attitude towards girls education;
- Encourage community participation;
- Improve quality by introducing new curricula, student centered learning, textbooks, teacher in-service training, improve student assessment, improve school inspection; and
- Improve sectoral management capacity including expenditure management, training for executives.

Yemen requested a total of \$96 million from the FTI funds for the three-year period between 2003 and 2005. This is equivalent to 27% of the budget for goods and services, or 8% of US\$1.2 billion needed to finance primary education.

Strengths

1 The consistency of the Yemeni Government strategies like Vision 2025, PRSP, BEDS, the Second Five-Year Socio-Economic Development Plan and the Millennium Development Goals is clearly expressed in the proposal.

2. The EFA FTI Proposal builds on BEDS and is considered to be the more concrete Implementation Plan for the period 2003-2005 indicating the key areas to reach the long-term objectives of improving access, equity, quality and efficiency.

3. The proposal clearly identifies the challenges Yemen faces in achieving universal primary completion and as well as the areas to be strengthened by funding and other forms of support in the context of FTI:

- improvement of girls' enrolment and completion rate, particularly in under-served areas, is given due emphasis;
- strengthening the capacity at all levels of the education system to plan, manage and monitor improvements in the performance of the education system;
- improvement of the quality of education, such as training of teachers, school headmasters, inspectors, textbooks production and distribution;
- increased coverage through school construction, including feeder schools.

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

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

Concerns

1. Even though significant improvements in implementation capacity have been witnessed in several major projects, the proposal seems overly ambitious given the current capacities in the sector. Whereas it is recognised in the BEDS as well as the FTI proposal that an in-depth investment in reform and capacity building is required to lay the basis for expansion, the targets reflect a desire to simultaneously expand the system rapidly (vide the unrealistically high number of new classrooms and (female) teachers). There is still a need to further prioritise and phase interventions. The opportunity needs to be created for further development of partly tested strategies (in-service training; community contracting), piloting of new ideas (using religious leaders; providing accommodation for female teachers) and research into areas about which there is too little knowledge.

2. There is some internal inconsistency in the use of indicators and targets. Targets need to be revised in view of the feasible balance between reform and expansion. These indicators and targets needs to be made more consistent and realistic. They also need to be disaggregated to gender where appropriate. The targets and priorities

regarding gender in the text are not consistently translated into performance indicators (Annex 6). The inconsistent use of indicators may partially be due to the low monitoring capacity. Enhancing the capacity for monitoring through the establishment of an Education Management Information System is rightly given priority. Indicators should be result-oriented whereby learning achievement takes center stage.

3. Adjustments in the phasing of interventions (see 1) and the resulting targets (see 2), will result in adjustments of the financial projections. The financing gap should be determined by showing how the current resource envelope is planned to be utilised for the interventions and which share of the costs cannot be financed from available resources. The projections of available resources may have to be reviewed as well, with regard to domestic and regional economic developments. The financing gap is expected to be limited in the first year, to rise exponentially as implementation capacity is increased and then to level off. A Public Expenditure Review will be an important instrument in this exercise and will need to address budget execution at all levels. In this respect the low efficiency of expenditure in education (high investment, low output) is insufficiently addressed. This issue warrants in-depth review and action. Moreover, the issues of cost to student and its impact on enrolment and drop-outs as well as the impact of school fees being siphoned off deserve further review. The extra costs that will need to be made in order to close the gender gap need to be clearly reflected in the proposal.

4. The way in which this plan is going to be implemented will need some further elaboration. This applies particularly to the mechanism through which the different ministries and different levels will work together (e.g. interaction between bottom-up planning and national strategies, interaction between ministries at central and decentralised levels) and through which projects will be transformed into one coherent programme.

5. Some issues do not receive adequate attention yet or their treatment in the proposal is too brief. Among them: relevance of education as a factor in enrolment and completion/discontinuation; the redeployment of teachers to rural areas (the number mentioned is inadequate); operation and maintenance; the interaction between gender, poverty and residential area is insufficiently analysed and translated; gender-sensitivity of teachers and teaching as a factor in girls' performance; the need to examine ways of further reducing unit costs of textbook production/distribution and classroom construction. Regarding the latter: this has already been reduced significantly in recent years. Current designs result in high quality, durable buildings.

Conclusion

The local donor community wishes to congratulate the Government of Yemen with the progress it has made in defining its intentions to work towards Education for All. It is recognised that a continuous high level of political will is needed to implement the plans that are presented. Whilst there are areas for improvement the country-

based donor community endorses the current proposal and considers that this proposal provides a sound basis for donor concessional assistance.

The proposal is reflecting the status quo concerning the local capability of the (very small!) technical team which has completed the final proposal. Further improvements need to be done and translated into a more realistic and accountable three-year implementation and investment plan by the MoE during the year 2003. It is envisaged that this will be done as an ongoing consensus finding process within all sectors in the MoE, the relevant line ministries and in close cooperation with other stakeholders, including the donor community. Especially this year should be used intensively for substantially enhancing the managerial capability and professional skills of MoE's employees so that they will be able to implement BEDS/ EFA FTI.

Technical support targeting at the following issues should be provided as much as required:

- Institutional and human resource capacity building at both central and lower levels;
- Strengthening the coordination and communication mechanism among the MoE's sectors itself as well as with all stakeholders getting involved into the implementation process of BEDS, and with the local donor community;
- Establishing a comprehensive EMIS.

The local donor community is highly committed to support and participate in this process. Co-ordination among donors and between them and the GoY has intensified in the past year and this co-ordination mechanism could be transformed into an EFA forum.

The current assessment of the local donor group is that sufficient resources are locally available to cover the needs of 2003 and part of 2004. Additional resources will be sought first and foremost among those donors already engaged in Yemen and those who have expressed a keen interest in getting involved in Yemen. Should the emerging financing gap (taking into account absorption capacity) exceed those of these donors additional support will be sought.

Section A. Evidence of Country Ownership

A.1. How closely is the Proposal related to PRSP and the national or sectoral development plans and/or budgets?

Yemen's PRSP (August 2002) and the Basic Education Development Strategy (BEDS) (October 2002) were completed very recently. Both documents have been widely consulted internally and with development partners. There is a close alignment in the targets of these documents and the FTI proposal.

A.2. What are the targets in the PRSP, the sector plan and the EFA FTI Proposal? Are they consistent and achievable?

Targets in PRSP, BEDS and FTI proposal are summarised below. They are not always consistent and achievable in the medium term (2005). It should also be noted that both PRSP and BEDS targets apply to the full cycle of basic education (i.e. grades 1-9), whilst the FTI proposal applies to grades 1-6 only.

Table 1: Quantitative Targets of PRSP, Sector Plan and the EFA FTI Proposal

	Targets in PRSP (grades 1-9)	Targets in Sector Plan (BEDS) (grades 1-9)	Targets in Proposal (grades 1-6)
Access and coverage	69% enrollment by 2005 from 62% male: 77% to 82% by 2005 female: 44% to 55% by 2005	- Increase gross enrolment to 80% by 2005 - Increase entry rate to 85% by 2005 - NER 95% by 2015	- Net intake 100% by 2010 - Gender Parity (in intake) by 2010
Internal efficiency (repetition, dropout and completion)			PCR: 2001: 51%, 2005: 65%, 2015: 100%
Gender	Reduction in gender parity by 2005 from proportion of enrolment of girls from 36% to 40% by 2005	Increase GER of girls to 73% by 2005	- Gender Parity (in intake) by 2010 - Girls 50% of gross intake
Quality (inputs)	N/A	N/A	Number of teachers and administrators trained, supervision, etc. Pupil/Teacher Ratio 2001: 25 2005: 28 2015: 35
Quality (student achievement)	N/A	N/A	Strengthen Monitoring and evaluation system
HIV/AIDS	N/A	N/A	N/A
Equity: Poverty	N/A	Defined in terms of gender and rural education. But no	Defined in terms of gender (see above) and rural education.

Rural/Urban Ethnicity Disability		specific targets	
--	--	------------------	--

A.3. Has the Proposal been discussed with key stakeholders? With whom? How (consultative meetings, workshops, regional and local levels)? What are the plans for dissemination if the FTI has not been discussed with stakeholders and when?

The Basic Education Development Strategy was developed in broad consultation. The FTI proposal is considered to be the concrete translation of this longer term strategy and has been developed by a small technical team.

Table 2: The Consultative Process

Stakeholders	Yes	How	If not yet discussed, is dissemination Planned? When?
<u>Government</u> Legislature	Not yet		Second half of CY 2003
Finance ministry	Yes	Meetings	
Other line ministries	Yes	Meetings	
Regional govt	Yes (partially, 50% of provinces)	Meeting and workshop with some Governorates	
Local governments	Yes	Public forum	
<u>Civil Society</u> Civic and/or indigenous groups	yes	Public forum	
NGOs (please specify)	Yes	Public forum	
<u>Stakeholders at the implementation level</u> Principals	Yes	Public forum	
Teachers	Yes		
Administrators/ Inspectors	Yes		
Parents			
Students			
Bilateral agencies	Yes	Meetings	

Multilateral Agencies	Yes	Meetings	
International NGOs	Yes		

Section B. Key Sector Issues, Constraints, and Strategies to Achieve the Expected Results.

B.1. What are the main constraints to reaching the EFA goals of gender parity and 100% primary completion rate and how are these being addressed in the proposal?

See table below.

Table 3: Sectoral Issues, Constraints and Strategies

Issues	Constraints	Strategies
Access and Coverage GER: 67% Male: 82% Female: 52% NER: 51% Male: 61% Female: 41%	<ul style="list-style-type: none"> - Limited supply of primary schools and teachers in rural areas. - Low relevance and poor quality of education. - Opportunity costs, especially for girls. 	<ul style="list-style-type: none"> - Expand classroom construction to governorate and districts where access is limited and poverty rate is high; - improve cost effectiveness of school construction (through low cost standardized design and community participation). - additional school construction would reduce the distance from home to schools. Increase classrooms from 65,000 to 153,000 in 2015 - additional teachers (increase from 104,000 in 2001 to 183,000 in 2015) thereby raising student-to-teacher ratio from 25:1 to 35:1
Gender (See above indicators) Also: Intake in Grade 1: 73% Male: 82% Female: 63%	Cultural and religious bias against girls, especially in rural areas	<ul style="list-style-type: none"> - increase supply of rural schools would benefit girls - provide latrine - hire more female teachers - exempt girls from poor families from tuition fees and free supply of books - increase parental awareness
Internal efficiency Completion rates: 51% Male 68% Female: 33%	Low quality. Grade specific enrollment declines, especially for girls. Late enrolment of girls.	See below
Quality (inputs)	<ul style="list-style-type: none"> -60% of teachers have only basic education. -Sectoral management capacity is low. - Inadequate school building, shortage of teaching and learning materials. 	<ul style="list-style-type: none"> - Introduce new curricula - develop and deliver in-service training - student centered learning - in-service training for teachers, administrators, - strengthen school inspection, MIS

Quality (student achievement)	Quality of primary education low – Grades 4 and 6 students have low achievement in life skills, science, math and Arabic.	--strengthen student assessment --strengthen ability of teachers to deal with under-performers
HIV/AIDS	N/A	N/A
Equity (poverty, rural/urban differences, ethnicity and disability)	See above	See above
Sectoral Management Capacity	Weak capacity (probably due to the generally low educational level)	Improve sectoral management capacity including expenditure management, training for executives

These strategies are appropriate. Some of the strategies, such as hiring more female teachers, might be initially constrained by the generally low level of education of the female population. Whilst the pool of qualified female teachers is currently limited, strategies do exist for supporting female secondary school leavers in becoming teachers. Donors and MoE are committed to coordinate on the subjects of pre- and in-service training and enhancing supervision and inspection systems. Useful models are already available to build on in this respect. Teacher redeployment needs to be addressed with more vigour. The strategy of automatic promotion to reduce repetition may work against the goal of increasing student achievement.

B.2. Does the Proposal include any innovative approaches, and what are these?

The approaches are very standard and are mostly supply side interventions, except for strategies to deal with the demand for girls education.

Section C. Costs and Financing

C.1. Define as clearly as possible the difference which FTI funding will make by elaborating a “with and without” scenario. In other words, state clearly the expected impact—in terms of access, coverage, quality, equity—of the additional resources requested?

With FTI, male enrollment will increase by 5% by 2005, and 19% by 2015, while female enrollment will increase by 5% in 2005 and 29% in 2015. This means boys enrollment will increase by an **additional** 100,000 by 2005 and 645,000 by 2015, over and above 1.24 million boys in 2001. Girls enrollment will increase from 791,000 in 2001 by an **additional** 115,000 in 2005, and 923, 000 by 2015.

C.2. What are the targets for 2015 set for domestic resource mobilization in the following indicators? Are these achievable targets? How do they compare with the parameters in the “indicative framework”? If user fees are eliminated, are there measures to compensate schools for loss of revenue?

The proposal presents the following table to compare the indicative framework parameters with the proposal’s. Overall, the parameters of the domestic resource mobilization in Yemen are in a relatively good position compared to the parameters that were suggested in the indicative framework. When the domestic resource envelop by 2015 was estimated, relatively conservative macro indicators were used. Regarding the parameter of the indicative framework, the public domestically-generated revenues as % of GDP in Yemen is 35 percent in 2001 – this has already exceeded the FTI parameter of 14-18 percent. The public recurrent spending on education as % of public recurrent discretionary spending in Yemen is 16 percent in 2001, lower than the framework’s parameter is 20 percent, thereby giving rise to the scope for increase. The public recurrent spending on primary education as % of total recurrent spending on education in Yemen is 48 percent in 2001, while the targeted parameter is 50 percent.

Concerning teacher salary, the proposal reports the amount of \$196 million (33 billion YR divided by 168.7 YR of exchange rate). From this amount, 42,000 qualified teachers and 63,000 un-qualified teachers are paid. The certified teacher salary is 3.6 times the per capita GDP, while the non-certified teachers salary is 3.0 times the per capita GDP. Overall teacher salary is 3.2 percent times the per capita GDP. Currently even if teachers were to receive in-service training, there would be no immediate upgrade on their salary which may constitute a disincentive. However, the simulation model takes into consideration the upgrading of teacher salary based on the average salary of either certified or non-certified teachers.

The student-to-teacher ratio of 25:1 in the base year, rising to 35:1 in 2015, is below the indicative framework’s. This is largely due to expansion of rural schools to sparsely populated areas. Given the disparity in access is largely a rural problem and the low population density, this may be a realistic target.

The construction cost per classroom is US\$12,958 (p. 25). This is higher than the approximately \$8,000 of the World Bank’s simulation. The GOY through UNICEF support is experimenting community contracting in selected districts. The preliminary results of the community contracting in terms of unit cost indicate that the benchmark in the WB’s simulation might be achievable in Yemen. However the overall experience would require a thorough assessment in order to have clearer idea on its costs and benefits in the context of Yemen for a possible expansion.

Table 4: The Indicative Framework Parameters and FTI Proposal Targets

Parameters	Indicative Framework	2001 (base year)	2015 target	Comments
Domestically generated revenues as % of GDP	14-18%	35.2%	30.0%	33.7% (2005) [Proposed reduction in tax/GDP ratio]
Domestic spending on education as % of total public expenditure	20%	22.1%	maintained	
Public recurrent spending on primary education as % of total recurrent spending on education	42-64%	48%	50%	
Recurrent spending on items other than teacher remuneration as % of total recurrent spending	33%	30%	36%	
Teacher salaries as a multiple of per capita GDP	3.5	3.2	3.4	
Pupil-teacher ratio	40:1	25:1	35:1	
User fees eliminated?		No	For poor girls	
Subnational government contribution?	N/A	N/A	N/A	

C.3. What is the total domestic public resources and external financing available for primary education?

Donors are supporting both quality improvement areas (goods and services) and school construction (investment); however, in the Ministry of Education's expenditure classification, all donor funding are categorized as investment expenditure. The relative share of domestic vis-à-vis external financing in primary education is about 90:10. The additional financial resources from the FTI will be used for improving girls enrollment, particularly in under-served areas, strengthening the capacity of the MOE's monitoring system, improving the quality of education in textbook production and distribution, and school construction.

The following table shows the sources of funds for financing primary education and the gap from 2003 to 2005. The request does not clearly link the actual interventions proposed and the current and future composition of education spending, both from domestic and external resources. The level of domestic (teachers' salaries) and external resources (investments in capacity building and infrastructure) is likely to increase quite drastically as absorption capacity rises. This is currently not reflected in the financing request. Further alignment of interventions with growing absorption

capacity is likely to lead to very different projections of the financing gap, possibly not at an aggregate level, but definitely in terms of development over time of the gap.

Table 5. Request for FTI Funding between 2003 and 2005 (US\$ Millions)

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

Source: Proposal, Table 4 p. 34

C.4. How will the additional resources from the EFA FTI be used? What are the major categories of spending (e.g. capital, recurrent)?

About 59% of the \$32 million requested will be used for quality, equity and efficiency improvements, and 41% will be used for school construction, but there appears to be some discrepancy between those figures and the table at the top of page 34 which indicate a higher share for school construction. However, a large portion that is used to support equity (girls education) will also be used for construction as well. A better disaggregated table will be warranted.

C.5. How comprehensive and realistic are the cost estimates, taking into account current expenditures and current levels of donor flows?

The proposal expects that public spending on education as a percentage of GDP will rise from 6.7% in 2001 to 9% in 2015. The assumption used in the FTI proposal is rather conservative. In the Yemen's PRSP, the government has targeted an increase of 9.6 percent in public spending on education as percentage of GDP by 2005. Given that the level of public spending was very high in comparison with other countries and that public finance is vulnerable to oil shock, there is a question of whether this high level can be sustained and what contingency plan exists to mitigate the fluctuation.

C.6. What is the total number of beneficiaries per year and over the funding period? How do the additional funds translate into unit costs per student for the FTI? How do these compare with the existing per student spending?

The FTI program is expected to provide benefits to approximately 3.1 million children in 2003, 3.3 million in 2004, and 3.6 million 2005. It is equivalent to about \$136 in 2003, \$143 in 2004 and \$151 in 2005 per beneficiary. This is higher than per primary student spending of \$108 in 2001. Given the weak capacity of the system and low enrollment ratios, it is not surprising that interventions that aims to address

the constraints of the system would have higher per student cost than the existing system. However, the high level of investment in education yields relatively low result. This is an aspect that needs further attention.

C.7. How does the Proposal address the issue of financial sustainability?

An analysis of financial sustainability was conducted using the recurrent resource mobilization. The share of the recurrent envelop as a percentage of GDP in 2015 is lower than in 1998.

Section D. Risks and Capacity

D.1. What constraints are likely to be encountered in implementing the EFA FTI plan? Does the Proposal provide sufficient analysis of risks? What are they and what mitigating measures have been proposed?

The Ministry needs to review the various implementation arrangements existing in the country through projects and programs and on this basis suggest an implementation mechanism acceptable to its partners so as to speed up the execution of the investment programme.

Risks outside the government's control are decline in oil prices, draught, and decline in external support. The potential Iraq war was not mentioned at the time of proposal preparation but is becoming a real risk of destabilization in the region. Internal risks are decline in the ministry's leadership in implementation, opposition from those who benefit from the status quo, and weak implementation capacity at school, district, and governorate levels. More effective communication and provision of information within the government and capacity building is necessary to address the internal risks, but this is clearly addressed in the proposal.

D.2. What is the track record of implementation of each of the externally funded, multilateral and bilateral projects?

General assessment: In several major projects there is adequate progress (BEEP, BEIP, UNICEF, SFD, PWP). Those obstacles currently faced by on-going projects in education are addressed in the FTI proposal. These are mainly: insufficient co-ordination between stakeholders within the MoE or between MoE and other ministries or administrative entities; low planning, implementation and monitoring capacity and the fact that the decentralisation process is in its early stages. Due to the political situation in the region individual donors could not find the opportunity to provide a complete assessment of individual projects.

The basic education expansion project, which was approved in Oct 2000 and will be closed in 2006, is about 2 years into implementation. As of March 2003, only 12% has been disbursed out of XDR42 million. This means XDR37 million remain to be implemented. Of all the categories, goods disbursed the slowest, and civil works the second slowest, while consultants' services the fastest, after Project Preparation Facility (PPF) refund. To the extent that the Yemen proposal asked for \$13 million for school construction per year, it remains to be seen how civil works can be implemented in addition to the IDA's XDR 21 million worth of civil work. The involvement of other agencies such as SFD and PWP will remain important.

In addition, the very ambitious target raises the question of realism of achievement. For example, Yemen is to increase the number of textbooks from 2.4 million in 2000 to 10 million on average per year between 2003-2005. How the capacity for textbook distribution alone could be scaled up 4 times within one or two years is extremely challenging. Yet, this is only one intervention among many, besides civil works.

Within three short years, the government will be pursuing simultaneously providing a legal basis for educational development, building capacity at all levels, from line ministry to the schools, decentralize, improve budgeting and building formulation capacity, building schools, hiring and training teachers, and targeting poor girls for assistance. Working out the logistic and sequencing the implementation of all the interventions are the first steps towards executing the program systematically.

D.3. Has the country prepared a implementation plan, disbursement schedule, and organizational and accountability details (e.g., which units will be implementing which components of the Proposed plan, and the lines of responsibility and accountability between the implementing units at the central ministry and at the regional/local levels?)

As mentioned earlier, the way in which this plan is going to be implemented needs further elaboration. This applies to the mechanism through which the different ministries and different levels will work together (e.g. interaction between bottom-up planning and national strategies, interaction between ministries at central and decentralised levels) and through which projects will be transformed into one coherent programme. The role of the donors needs to be worked out in more detail and all their contributions need to be accounted for. The role of important actors such as Social Fund for Development and Public Works Programme needs to be further defined in line with their respective mandates.

D.4. Has the country worked out how funds will be channeled through the system? Is the financial management system in place, and what is the quality of this system?

This area still needs more work. It will be one of the key issues for donor/government dialogue.

D.5. What is the status of readiness of implementing the Proposed Plan?

See under D3.

D.6. Does the Proposal include any plans to improve implementation capacity as it scales up activities and reaches underserved populations? Has these been fully costed?

See the table below about plans for capacity building. Training and technical assistance are the key measure to improve capacity. These have been costed but this costing will need to be further reviewed (some costings are unrealistically low whereas others are far too high). For a number of interventions (e.g. in-service training) effective strategies still need to be completed whereas in other areas studies and piloting will need to be done.

Areas for capacity building	Yes or No	How? Is it sufficient?
Teacher pre-service training	Yes	Refresher courses at the start of the academic year
Teacher in-service training	Yes	Training courses
Teacher recruitment	Yes	
Teacher evaluation	Yes	Increase inspectors and inspections
School inspection	Yes	
Student assessment	Yes	Introduction of new student assessments
MIS (including keeping track of personnel and school facilities)	Yes	
Procurement & contracting		
Delivery of instructional materials	Yes	Increase textbooks, desks and other facilities
Targeting demand side financing to the needy	Yes	Abolition of rural girls fees, free scholarship
Budgeting and financial management	Yes	

D.7. What are the measures to improve participation, transparency and accountability? Are they sufficient?

The intention is to strongly encourage community participation, including in the (financial) management of schools. There is still significant room for additional measures to enhance transparency and accountability. There is e.g. no intention to enlarge the school's autonomy in its financial management (e.g. capitation grants).

On the contrary, school fees are currently largely siphoned off, with very negative results.

D.8. Overall, does the country has the capacity to implement all components of the proposals within the stated time frame? Which are the weakest links?

Strengthening the capacity of all actors is a key element of the proposal. Institutional review and reform are essential to achieve an effective education system.

Section E. Monitoring and Evaluation

E1. Does the Proposal provide a basis and standard for monitoring progress and evaluating accomplishments? Does it cost out the resources needed for M&E?

The proposal includes plan to strengthen the M&E capacity. The activities are costed. (see comment above about costings).

E2. What are the indicators, means of verification, and conditions for success in the results framework?

Table 7: Results Framework

Hierarchy of Results	Performance Indicators	Means of Verification or Basis for Data Collection	Conditions for Success									
Key Outcomes 1. Gender parity in first grade intake in primary school attained by 2005. 2. 100% primary school completion by 2015 3. Increased learning outcomes in primary school.	NER gender specific PCR: gender disaggregated Increased learning outcomes	School census and household survey School census and household survey Sample based national assessments (EMIS) of progress in grades 4-6										
Outputs and Service Delivery 1. Improved coverage, especially of girls, disadvantaged and at-risk children 2. Increased internal efficiency 3. Improved quality of learning inputs or activities (<i>set of minimum standards to be country determined.</i>)	NERs, GERs and PCRs Dropout and repetition rates Teacher qualification, instructional material and instructional time	School census and household survey School census and household survey Ministry statistics: sample based survey done in conjunction with student assessment: unannounced visits										
FTI Strategy 1. Critical country-specific interventions or strategies necessary for accelerating progress via FTI are operationalized and implemented successfully 2. A comprehensive monitoring and evaluation system developed or upgraded for accountability, improvement and lessons, and capacity for operation assessed and enhanced	<ul style="list-style-type: none"> • Policies (<i>for financing, repetition, promotion, user fees, ECD, at-risk populations</i>) refined or established. • Plans and measures for implementation developed and carried out. • Country capacity for monitoring and evaluation (of participation, outcomes, financial management) assessed and plans for capacity building (including training) established. • Country strategy and plans for M&E implemented 	1. Annual progress report and supporting documents 2. Assessment documentation And country plans Progress reports on M&E and key results	The overall EFA plan is implemented in tandem with FTI									
Inputs 1. Domestic resource mobilized for EFA and FTI	<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="text-align: center;"><u>2001</u></td> <td style="text-align: center;"><u>2005</u></td> <td style="text-align: center;"><u>2015</u></td> </tr> <tr> <td colspan="3">1.1. Public domestically-generated revenues as % of GDP:</td> </tr> <tr> <td style="text-align: center;">35.2%</td> <td style="text-align: center;">33.7%</td> <td style="text-align: center;">30.0%</td> </tr> </table>	<u>2001</u>	<u>2005</u>	<u>2015</u>	1.1. Public domestically-generated revenues as % of GDP:			35.2%	33.7%	30.0%	1. National Financing Plans for EFA-FTI	Macro-economic conditions and issues associated with
<u>2001</u>	<u>2005</u>	<u>2015</u>										
1.1. Public domestically-generated revenues as % of GDP:												
35.2%	33.7%	30.0%										

<p>2. Donor commitment to EFA-FTI concretized and maintained on a long-term basis</p> <p>3. Country commitment to quality education and service delivery maintained</p> <p>4. The financing of FTI is sustainable</p>	<p>1.2. Public recurrent spending on education (as % of public recurrent expenditure):</p> <p style="text-align: center;">22.1% -- --</p> <p>1.3. Total public recurrent spending on primary education (US \$ millions):</p> <p style="text-align: center;">247 310 528</p> <p><u>1.4 Public recurrent spending on primary education (as % of total recurrent spending on education)</u></p> <p style="text-align: center;"><u>48% 48% 50%</u></p> <p>2.1 Total grants/donor support (Bilateral and Multilateral) provided to in US \$ millions and human resources: (See Annex 5)</p> <p>2.2 FTI Grants provided to fill financing gap in \$ terms, as % of total resources available, and as an increment over the previous year</p> <p style="text-align: center;"><u>2001 2005 2015</u></p> <p>3.1. Average teacher salary as a % of GDP per capita :</p> <p style="text-align: center;">3.2 3.3 3.4</p> <p>Recurrent spending on recurrent items other than teacher remuneration as % of total recurrent spending on primary education:</p> <p style="text-align: center;">30% 31% 36%</p> <p>3.3 Government current spending per pupil as percentage of per capita GDP</p> <p>4. Changes over time in the source of financing from Government, donors and FTI will show increasing financing from the government.</p>	<p>2. Outcomes of November 2002 Donors meeting and country level dialogue</p>	<p>additional funding are addressed</p> <p>Donors' priority remain unchanged</p> <p>National institutions and capacity enhanced for fiduciary practices, transparent budgetary and public management systems</p> <p>Sector capacity for management and service delivery enhanced</p>
---	---	---	--

E.3. Are current and proposed monitoring and evaluation systems adequate and sustainable?

To the extent that Yemen has undertaken a school census and poverty monitoring survey and has been building up their M&E capacity, the BEDS is likely to improve it.