イエメン国 BRIDGE フェーズ２にかかる基礎情報調査結果

調査内容	添付データ
（１）BRIDGE フェーズ１のフォローアップ/現状調査	
５９校における州ブロックグラントの活用状況	① How the 59 schools targeted by BEIDGE Project use the School Fund they receive from GEO
■ ５９校における州ブロックグラントの活用状況の分析 ■ BRIDGE 契約教員の正規化人数、州予算による継続契約人数 ■ 郡教育局の活動状況 ■ 州教育局の活動状況 ■ 契約教員、州ブロックグラントに関する州の方針・今後の計画 ■ タイズ州教育分野におけるほかドナー、NGO の活動状況 ■ 教員採用・配置システムの現状（タイズ州、教育局、郡教育局のデマケーション）	② Taiz BRIDGE Report
（２）教育省関連情報	
Joint Annual Review の内容	③ JAR annual progress report on BEDS
イエメン国家予算	④ Summary of Monetary Deficit Estimations for FY 2009
タイズ州予算 2008-2009	⑤ Taiz Gov Budget
来年度のワークプランと予算計画	⑥ MoE 2009 AWP_ENGLISH final February 8
総合的組織改革（世銀支援）	⑦ MoE Vision Mission Functions Reorganization Restructuring
行財政における分権化の現状と今後の方向性	⑧ DLDP - Yemen_Report. ⑨ DLDSP – Yemen ⑩ DLDSPNewsletterIssue1
（３）教員採用・配置システムの現状と方向性	⑪ Process Flow of Public Employment.
（４）BEDS 最新版	⑫ BEDS 報告書
（５）ドナー状況	
教育マネジメント/学校運営モデル、教員関連分野―養成・採用・研修等における世銀を中心とした BEDP の進捗	⑬ Whole School Improvement Op manual final version Sept.
ユニセフ CFS の進捗	⑭ 2008_CFS_progress_report080924 (pre-final)
USAID(EMIS)他ドナーの状況	⑮ Status EMIS development 08_09.
ＳＷＡＰs 進捗状況	⑯ Matrix in English.

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1- How the 59 schools targeted by BRIDGE Project use the School Fund they receive from GEO:

SN	District	School	Amount of Money Received from GEO	The Way of Using School Fund	Money Spent - Per Activity
1	Same'a	Al-Eman	220.128	- Contracting with a female literacy teacher - Awarding bright female students (prizes) - Purchase of water tank along with pipes - Purchase of cleaning tools (sweeps – buckets) - Purchase of steel cutter with doors for school ceiling - Moving school chairs - Administrative expenditures (stationery – copying) Total	32000 YR 13000YR 56000YR 17000YR 45000YR 45000YR 12100YR 220.128YR
2		Al-Nagda	220.128	- Administrative expenditures - Contracting with health education female teacher - Installation of burglar bars to windows - Installation and maintenance of 100 school chairs - Purchase of a battery for school broadcast set Total	YR 11900 YR 20228 YR 143000 YR 30000 YR 15000 YR 220.000
3		Al-Furqan	220.000	- Administrative expenditures - Contracting with 2 literacy female teachers - Cultural and curricular activities for f/m students - Photocopying and printing of exam papers - Purchase of cleaning tools (sweeps - buckets) - Maintenance of school chairs Total	YR 12100 YR 80000 YR 54000 YR 28000 YR 18900 YR 27000 YR 220.000

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SN	District	School	Amount of Money Received from GEO	The Way of Using School Fund	Money Spent - Per Activity
4	Same'a	July 7th	220.128	- Administrative expenditures (stationery, copying) - Purchase of teaching aids (numbers, letters etc.) - Completion and finishing 2 classrooms - Purchase of cleaning tools (sweeps - buckets) - Purchase of water tank along with pipes - Purchase of battery, mic, and mic holder Total	YR 11100 YR 5900 YR 125000 YR14628 YR 43600 YR 20000 YR 220.228
5		Al-Saeed	220.000	- Contracting with 3 female teachers	YR 220.128
6		Al-Quds		- Administrative expenditures (stationery, copying) - Contracting with 2 literacy female teachers - Purchase of school broadcast set - Strengthening school fence Total	YR 11500 YR 96000 YR 63000 YR 49500 YR 220.000
7	Maqbana	Al-Shaheed Alluqayya	230.000	- Contracting with 5 teachers	YR 230000
8		Al-Wuhda - Factory	230.000	- Administrative expenditures (stationery, copying) - Contracting with 2 literacy female teachers Total	YR 10400 YR 219600 YR 230.000
9		Al-Magd in Al-Aqhooz	230.000	- Contracting with4 4 teachers	YR 230000
10		Al-Esh'aa'a	230.000	- Administrative expenditures (stationery, copying) - Contracting with 2 literacy female teachers Total	YR 5000 YR 225000 YR 230.000

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SN	District	School	Amount of Money Received from GEO	The Way of Using School Fund	Money Spent - Per Activity
11	Maqbana	Al-Tawheed	230.000	- Contracting with4 teachers	YR 230.000
12		Abdullah Bin Rawaha	230.000	- Contracting with 6 teachers - Administrative expenditures (stationery, copying) Total	YR 220.000 YR 10.000 YR 230.000
13		Al-Gabri	230.000	- Administrative expenditures - Contracting with 3 teachers - Providing drinking water - Repair of speakers + purchase of a mic - Purchase of board markers Total	YR 11.500 YR 180.000 YR 30.000 YR 6000 YR 2500 YR 230.000
14		Al-Hayat	230.000	- Contracting with 5 teachers - Administrative expenditures (stationery, copying) Total	YR 217.500 YR 12.500 YR 230.000
15		Al-Salah in Al-Barh	221.000	- Contracting with 3 teachers - Administrative expenditures (stationery, copying) Total	YR 216.000 YR 5000 YR 221.000
16		Al-Thawra	230.000	- Contracting with 5 teachers - Contracting with a literacy female teacher - Administrative expenditures (stationery, copying) Total	YR 200.000 YR 28.000 YR 2000 YR 230.000

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SN	District	School	Amount of Money Received from GEO	The Way of Using School Fund	Money Spent - Per Activity
17	Al-Wazeyya	Al-Faqeed Ahmed Saif	230.000	- Contracting with 2 teachers - Administrative expenditures (stationery, copying) - Installation of 50 chairs + nails Total	YR 210.000 YR 10.000 YR 10.000 YR 230.000
18		Al-Fawz	230.000	- Contracting with 2 teachers - Administrative expenditures (stationery, copying) - Purchase of medicine for health care fund Total	YR 210.000 YR 15.000 YR 5000 YR 230.000
19		Al-Wuhda in Al-Ghuraif	230.000	- Contracting with 3 female teachers + a teacher Total	YR230.000 YR 230.000
20		Al-Farouq - Basic	230.000	- Contracting with 1 female teacher - Contracting with 1 literacy female trainer - Contracting with 1 sewing female trainer - Administrative expenditures (stationery, copying) - Renovation of store to keep school text books Total	YR 105.000 YR 48.000 YR 36.000 YR 11.000 YR30.000 YR 230.000
21		Al-Shaheed Ali Saif	230.000	- Contracting with 1 female teacher - Contracting with 1 literacy female trainer - Changing a broken pipe - Administrative expenditures (stationery, copying) - Drawing educational logos on the school walls - Purchase of teaching aids - Purchase of cleaning tools	YR 90.000 YR 48.000 YR 7500 YR 10.000 YR15.800 YR 31.700 YR 5.000

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SN	District	School	Amount of Money Received from GEO	The Way of Using School Fund	Money Spent - Per Activity
22	Al-Wazeyya	Al-Shaheed Ali Saif	230.000	- Renovation of blackboards - Maintenance of school chairs Total	YR 7.000 YR 15.000 YR 230.000
23		Al-Zahra'a	230.000	- Contracting with 2 teachers - Purchase of teaching aids Total	YR 210.000 YR 20.000 YR 230.000
24		Ghail Bani Ali	230.000	- Contracting with 1 teacher - Cultural competition activities - Purchase of teaching aids - Administrative expenditures (stationery, copying) - Experimental trip - Purchase of a cabinet to keep broadcast set - Providing drinking water Total	YR 105.000 YR 12.500 YR 14.200 YR 11.000 YR 58.300 YR 8000 YR 21.000 YR 230.000
25		Al-Nagah	230.000	- Contracting with 2 teachers - Administrative expenditures (stationery, copying) - Purchase of First Aid box Total	YR 210.000 YR 12.000 YR 8000 YR 230.000
26		Al-Mithaq in Al-Dhareefa	230.000	- Contracting with 2 literacy female teachers - Cultural & sport competition activities - Purchase of teaching aids - Administrative expenditures (stationery, copying) - Purchase of medicines - Purchase of lab materials - Gardening school yard Total	YR 96.000 YR 12.000 YR 25.000 YR 10.000 YR 10.000 YR 50.000 YR 27.000 YR 230.000

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SN	District	School	Amount received from GEO	The way of using school fund	Money spent – per activity
27	Al-Makha	Al-Nasr	YR 230.000	- Contracting with 3 teachers - Administrative expenses (transportation - photocopying - films – film development) Total	YR 225.000 YR 5000 YR 230.000
28		Gaber bin Abdullah	YR 230.000	- Contracting with 4 teachers - Administrative expenses (transportation - photocopying - films – film development) Total	YR 220.000 YR10.000 YR 230.000
29		Al-Ershad - Gehzur	YR 230.000	- Contracting with 3 teachers - Administrative expenses (transportation - photocopying - films – film development) Total	YR 225.000 YR 5000 YR 230.000
30		Al-Hamzah	YR 230.000	- Contracting with 4 teachers - Administrative expenses (transportation - photocopying - films – film development) Total	YR 220.000 YR 10.000 YR 230.000
31		Al-Esha'a in Al-Nugaibah	YR 210.000	- Contracting with a female teacher - Purchase of administrative records - Purchase of educational aids - Administrative expenses (transportation - photocopying – films – film development) - Purchase of a cupboard - Purchase of cleaning tools - Purchase of a battery + speaker + Microphone + wires - Restoring blackboard - Water supply for school Total	YR 90.000 YR 5000 YR 20.000 YR 8.000 YR 25.000 YR 6.900 YR 31.600 YR 23.000 YR 500 YR 210.000

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SN	District	School	Amount received from GEO	The way of using school fund	Money spent – per activity
32	Al-Makha	Al-Wahdah	YR 230.000	- Contracting with 3 teachers - Administrative expenses (transportation - photocopying - films – film development)	YR 225.000 YR 5000
		Assem bin Thabet	YR 230.000	- Contracting with 4 teachers	YR 230.000
33		Sa'ad Bin Gubair	YR 230.000	- Administrative expenses (stationary – photocopying – transportation...etc) - Contracting with 2 teachers - Purchase of educational aids - Purchase of cleaning tools - Purchase of a cupboard Total	YR 10.000 YR 180.000 YR 15.000 YR 5000 YR 20.000 YR 230.000
34		Al-Fath in Al-Sublah	YR 230.000	- Administrative expenses (stationary – photocopying – transportation...etc) - Contracting with a female sewing trainer - Purchase of sewing tools - Purchase of cleaning tools - Contracting with 2 teachers Total	YR 10.000 YR 48.000 YR 17.000 YR 5000 YR 150.000 YR 230.000
35		7 July	YR 230.000	- Contracting with 5 teachers - Administrative expenses (transportation - photocopying - films – film development) Total	YR 220.000 YR 10.000 YR 230.000
36		Al-Zubairi	YR 230.000	- Administrative expenses (stationary – photocopying – transportation...etc) - Contracting with 2 teachers - Purchase of cleaning tools - Completion of the construction of two classrooms Total	YR 10.000 YR 150.000 YR 5000 YR 65.000 YR 230.000

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SN	District	School	Amount received from GEO	The way of using school fund	Money spent – per activity
37	Al-Makha	Al-Faraj in Al-Wal	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with 2 teachers - Purchase of educational aids - Purchase of cleaning tools - Purchase of records - Building two wood classrooms - Purchase of two blackboards Total	YR 10.000 YR 150.000 YR 10.000 YR 5000 YR 5.000 YR 40.000 YR 10.000 YR 230.000
38	Mawiah	Baha Al-Din	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with one female teacher - Contracting with an literacy female trainer - Contracting with a sewing trainer - Purchase of fabrics - Purchase of records Total	YR 6.000 YR 105.000 YR 48.000 YR 48.000 YR 18.000 YR 5000 YR 230.000
39		Al-Hamzah	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with two literacy teachers - Opening a sewing lab. - Contracting with one female teacher Total	YR 20.000 YR 80.000 YR 60.000 YR 70.000 YR 230.000

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SN	District	School	Amount received from GEO	The way of using school fund	Money spent – per activity
40	Mawiah	Mu'ath bin Jabal	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with an literacy female teacher - Contracting with one sewing female trainer - Contracting with one female teacher - Purchase of fabrics Total	YR 20.000 YR 48.000 YR 48.000 YR 105.000 YR 9.000 YR 230.000
41		Omar Al-Mukhtar	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with one sewing female trainer - Contracting with two female teachers - Purchase of sewing tools Total	YR 20.000 YR 40.000 YR 150.000 YR 20.000 YR 230.000
42		Al-Tawheed	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with one sewing female trainer - Contracting with one female teacher - Purchase of fabrics and sewing tools - Awarding the pioneering male and female students - Painting doors - Purchase of educational aids Total	YR 16.000 48.000 YR 75.000 YR 48.500 YR 24000 YR 6000 YR 4000 YR 230.000

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SN	District	School	Amount received from GEO	The way of using school fund	Money spent – per activity
43	Mawiah	(Al-Shaheed) Al-Bahr	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with two literacy female teachers - Contracting with one sewing female trainer - Purchase of fabrics - Sport competitions - Painting 3 classrooms Total	YR 20.000 YR 96.000 YR 60.000 YR 10.000 YR 15.000 YR 29.000 YR 230.000
44		(Al-Shaheed) Al-Thulaya	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with one sewing female trainer - Contracting with two literacy female teachers - Contracting with two teachers Total	YR 20.000 YR 24.000 YR 36.000 YR 150.000 YR 230.000
45		Al-Farouq	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with one sewing female trainer - Contracting with one female teacher - Purchase of fabrics and sewing tools - Awarding pioneering students - Purchase of a battery - Purchase of a microphone - Purchase of cleaning tools - Purchase of a pharmacy Total	YR 20.000 YR 48.000 YR 96.000 YR 22.000 YR 30.000 YR 17000 YR 4000 YR 20.000 YR 13.000 YR 230.000

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SN	District	School	Amount received from GEO	The way of using school fund	Money spent – per activity
46	Mawiah	Ausaid bin Hudhair	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with two literacy female teachers - Contracting with one sewing female trainer - Purchase of fabrics - Painting 3 classrooms Total	YR 24.000 YR 80.000 YR 96.000 YR 13.000 YR 17.000 YR 230.000
47	Thubab	Bab Al-Mandab	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with one teacher - Purchase of a mini-lab - Purchase of a battery for the school radio Total	YR 10.000 YR 180.000 YR 25.000 YR 15.000 YR 230.000
48		Al-Sahwah	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with four teachers Total	YR 10.000 YR 220.000 YR 230.000
49		Meon Island	YR 225.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with three teachers Total	YR 9.000 YR 216.000 YR 225.000
50		Al-Tomouh	YR 219.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with two teachers - Purchase of a mini-lab Total	YR 10.000 YR 180.000 YR 29.000 YR 219.000

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SN	District	School	Amount received from GEO	The way of using school fund	Money spent – per activity
51	Thubab	Al-Amal	YR 225.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with two teachers - Purchase of a mini-lab Total	YR 12.000 YR 180.000 YR 33.000 YR 225.000
52		Sa'ad bin Ubadah	YR 225.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with two teachers - Purchase of a mini-lab - Purchase of a battery for the school radio Total	YR 13.000 YR 180.000 YR 20.000 YR 12.000 YR 225.000
53		Ka'ab bin Malik	YR 225.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with two teachers - Purchase of a mini-lab - Purchase of a battery for the school radio - Purchase of cleaning tools Total	YR 12.000 YR 180.000 YR 14.000 YR 19.000 YR 225.000
54		Al-Dosh	YR 227.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with one teacher - Purchase of fabrics and sewing tools - Purchase of a battery for the school radio - Purchase of a mini-lab Total	YR 12.000 YR 90.000 YR 60.000 YR 15.000 YR 50.000 YR 227.000

SN	District	School	Amount received from GEO	The way of using school fund	Money spent – per activity
55	Thubab	Al-Sha'ab	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with two teachers - Purchase of a mini-lab Total	YR 10.000 YR 180.000 YR 40.000 YR 230.000
56		Omar bin AbdulAziz	YR 225.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with two teachers - Purchase of a mini-lab Total	YR 10.000 YR 180.000 YR 35.000 YR 225.000
57		Al-Fath	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with two teachers - Purchase of a mini-lab Total	YR 10.000 YR 180.000 YR 40.000 YR 230.000
58		Al-Wahdah	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with four teachers Total	YR 10.000 YR 220.000 YR 230.000
59		Al-Yaqadhah	YR 230.000	- Administrative expenses (stationery - photocopying - transportation, etc.) - Contracting with three teachers Total	YR 10.000 YR 220.000 YR 230.000

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Girl Education Development Project – Taiz

Report on Progress of Girl Education Development Project
Each of the 59 project-targeted schools uses the funds it receives:

1. Schools that use funds to hire teachers as follows:

Serial No.	Item/description	Number
1	Subject teachers	131
2	Literacy teachers	18
3	Sewing trainers	10
4	Health education trainers	1

2. Schools that use funds to implement school environment improvement activities such as:

- Construct classrooms
- Repair classrooms or bathrooms
- Maintain chairs/windows
- Purchase cleaning equipment, medicine, sewing tools and educational aids
- Purchase school broadcast equipment
- Purchase school labs (for science subjects)
- Administration-related expenses (stationary, photocopying, films, film printing, transportation)
- Hold cultural and sporting contests

Spending mechanism according to the plan submitted by the school as per its need for the activity

- The governorate-based education office requests the finance office's approval on the allocated funds for the 59 schools.
- The request was approved by the Budget Committee in the governorate's office.
- The finance office secured the financial allocation, which was then approved by the budget committee in the governorate.
- After the contracts between schools and the governorate's education office are signed, the finance office transfers allocations (funds) to the accounts of accounting units in each district.
- The district's accounting unit issues a check for each school when schools submit their requests.
- The district's education office receives the checks and gives each school one.
- The education office asks for financial reconciliation files of schools.

Male and female teachers hired during the project duration as follows:

Year	One		Two		Three	
Gender	Male	Female	Male	Female	Male	Female
#	80	65	105	60	114	58

*** Eleven teachers were hired within the first three years of the project duration**
*** Future plans for Taiz governorate as regards hired teachers:**

- The governor and local council secretary-general were interviewed to explain those problems related with employing teachers contracted by the project with JICA team, or agree to recruit them as part of the Taiz education office's share of jobs, provided that the girl education project team in the office writes an official memorandum containing job application and photocopies of the contracted staff files. Procedures are underway to implement this agreement.

*** Roles undertaken by districts' education offices in the monitoring and follow-up of school activities and school improvement plans:**

First: As regards monitoring and follow-up, the following is undertaken:
The district's team conducts field visits to provide assistance while setting up school plans. It shall review those plans submitted by the school and correct them when required. It shall also conduct field visits to monitor and follow up implementation of activities according to the plans.

* The team shall also undertake following roles and responsibilities:

1. Trains and implements workshop for school committees and principals via training and facilitating workshops on developing school improvement plans.
2. Conducts field visits to schools at least twice per month to monitor implantation of school environment improvement plans.
3. Works as a mature instructor and guide for school committees and principals.
4. Submits monthly reports on work progress and resolves problems of each school, if there is any. It shall submit such reports to central team at the governorate's education office concerned with GEDP.
5. Arranges for holding the "Open Day" once a year to share experiences among those targeted schools and other schools.
6. Organizes the program of increasing community awareness about the significance of education and girl education in schools during the enrollment period at the beginning of the school year and the first semester vacation of the second school year.
7. Holds workshops on preparation of financial reports in each district.

8. Assesses and finalizes year-end reports provided by targeted schools and then submits them to the project team in the governorate.
9. Attends and participates in workshops held by the end of every year

*** Manager of the governorate's education office shall undertake the following activities and duties**:

1. Follows up the governorate's finance office to open allocations in the accounting units of districts so as to implement Bridge Plan in targeted schools and districts.
2. Reviews plans after being submitted by schools and district teams, and then approves them to implement school environment improvement activities in targeted schools.
3. Tackles problems, if any. They are those problems that the executive team in the district cannot solve because it is entitled to take executive procedures, overcome difficulties and tackle problems, if they exist.
4. Bring together all essential units and departments, affiliated with the governorate's education office, to implement school improvement plans, as per areas of reference in the above-mentioned units and departments.

- **Public Education Department in the office**:

1. Sets up a need-based plan at the governorate level after reports on school needs are provided.
2. The department in turn gathers need-based plans through developing a single need-based plan submitted via the governorate and then referred to the civil service office that in turn inserts job opportunities, according to the government's strategy and the distribution of job opportunities among executive offices, including the governorate's education office.
3. When job opportunities are approved by the civil service office and announced in newspapers, the department distributes those newly employed over districts, which then distribute them to schools as per their actual needs.
4. The department is not entitled to recruit and instate hired staff.
5. It approves new grades in schools. E.g., a primary school of (1-6 grades). Due to high students density, the school may open extra primary grades from 7 to 9, and then the school is provided with new teachers of those coming from other governorates, who were transferred to work in the governorate, or those newly employed or redistributed.
6. The department has the power to issue official stamps for districts and schools through the School Administration, affiliated with it.
7. The department has no power to appoint principals for new schools since this is the responsibility of the district's education office and local council, which both bring a list of nominees to the governorate's education office that in turn makes the appointment decision via the (relevant) legal affairs department.

- **Stats Department**: It collects stats and date on schools from the field through heads of stats sectors in the district at the beginning of each school year. The stats

focus on numbers of male and female students in each grade and how many branches per grade approved, plus the number of classrooms.

- **Finance Department**: It prepares the budget classification according to funds approved within the office's operating budget, and then distributes it over parts and chapters.
  - Within the project agenda: this department follows up the finance office while developing the office's general operating budget, plus schools' allocations to implement school improvement plans.
  - Via its representative in the project team, it shall engage with one of the team members to pursue the proper legal procedures of allocating those funds to implement activities and use them to the fullest.

- **Inspection Department**: This department monitors progress of technical work of regularly-salaried or contracted teachers, as well as follows up its technical and educational progress. This is done via central or local inspection teams in districts.

- **Training Department**: This department trains teachers, education workers, lab technicians, and sociological specialists as stable/regularly-salaried teachers. It also trains contracted teachers in coordination with training teams, comprised of inspectors, or national teams giving training on school subjects, school administration, or early grades teachers.

5. The governorate's team is responsible for taking procedures or final decisions to withdraw financial allocations from any school mishandling funds provided from the governorate or any organization, or social contributors (tradesmen, wealthy persons).
6. Prepares annual final reports and then submits them to the governor and local council secretary-general to let them know about all developments and obtain their approval on key policies to overcome difficulties and bring appropriate solutions to facilitate field work at the governorate, district and school levels.
7. Consult and coordinate with the governorate's finance office while drafting budget and facilitating transfer of funds to districts via finance office's branches and accounting unit representatives to begin cashing funds to schools. The finance mechanism and accounting law will be considered while cashing funds by two installments, the first of which takes place at the beginning of September to be used from the start of the school year until the end of semester one. The second installment takes place at the beginning of semester two.

Finally, the governorate's team shall do the following:
Submit a comprehensive and detailed report twice per school year. Submitted to the Ministry of Education, the report shall indicate work progress in school improvement plans.
The team shall identify positives and boost them, and spot out negatives that accompanied progress of performance, draft suggestions to overcome those negatives, and request the ministry, represented by its various sectors, to ease those difficulties

interrupting progress of performance. It shall have the ministry's role highlighted in any work underway.

Roles and responsibilities of a team member in the governorate's office:

- Develops required budget and annual plan on implementing the project (Bridge) to improve the school environment in partnership with the team.
- The team has to collect and analyze data of schools and districts, due to be used in the selection of new districts and schools within the project in cooperation with the Stats Department.
- Sets up and reviews criteria of schools and districts selection, and designs objectives on school improvement for the district's team.
- Organizes and holds planning workshops in conjunction with districts' education offices.
- Approves and reviews school improvement plans before allocated funds are transferred to their accounts. The team must visit 10 of the overall targeted schools in the six districts. The selection shall include those schools whose plans contain discouraging remarks and need support for plan development. This score accounts for 15% of the total number of targeted schools.
- The team should also manage the process of signing contracts between school committees and manager of the governorate's education office because the contract stipulates signatures of both the school committee and the education office.
- Opens a bank account for each school committee in any of the commercial banks and arranges for transfer of financial allocations from the accounting units after it receives the sum from the Central Bank of Yemen and transfers it to the school's account in any commercial bank in targeted districts.
- Organizes monthly meetings with district's education offices to monitor work progress and issues in targeted schools.
- Attends the "Open Day" function to increase community awareness in districts.
- Makes sure the principle of transparency and accountability is applied by visiting 5 schools to be randomly selected from among the 59 or 60 schools prior to receipt of financial reports.
- Ratifies financial and work progress reports provided by schools via district's education offices by the end of each semester.
- Provides recommendations and suggestions to Manager of the governorate's education office to withdraw financial allocations from any school that mishandles them.
- Issues a magazine once per year, indicating rate of work progress.
- Holds a workshop by the end of the year to let targeted schools know about the achievements of each.

* As for the training of the employees recently involved in the 60 schools project, they have not been trained due to lack of allocated budget for the project. This is because the allocated amounts of money for training within the budget have not been approved by the governorate office.

6- Future plan of Taiz governorate for contract teachers:

A team from JICA has met the governor and secretary general. In the meeting all problems related to contract teachers have been discussed. The governor agreed to employ those contract teachers out of 400 posts given for GEO. BRIDGE Project team has to address the governor in an official letter requesting the employment of those contract teachers. Efforts are ongoing to realize this agreement.
In case contract teachers are not employed by the government, schools will keep contracting with them and give them salary from the school fund given by the governorate.

7- INGOs and NGOs working in the field of education in Taiz governorate:

1- UNICEF

- Child Friendly School Program
- Targeting a number of schools in districts for the improvement of school environment
- Contracting with female teachers in 3 districts – Mawze'a, Haifan & Al-Makha – for 4 years and to be employed by the government by the end of the contract period with UNICEF.
- Early Childhood Program
- Child-to-Child Program
- Capacity building of some GEO and DEO staff; like training on planning, program administration, reporting …ect.
- Furnishing some DEO and GEO program-related departments.

GTZ:

- Supporting Inspection Department with training courses for inspectors, especially, social specialists

JICA:

- Building 18 schools in a number of districts of Taiz governorate
- BRIDGE Project that targeted 59 in six districts. The Project worked on the improvement of school environment, improvement of education quality and community awareness raising in the targeted districts

WFP:

- WFP targeted 7 districts of Same'a, Al-Selw, Mawze'a, Al-Wazeyya, Al-Makha, Dhuban and Haifan where the program distributed food stuff like; wheat, oil, dates..etc. on female students.

Red Cross:

- Working on health education in district schools through the conduction of health workshops and symposiums on communicable diseases
- Distribution of medicines on schools and vaccination campaigns

HIV/AIDS Program:

- Health-related awareness raising of AIDS disease through symposiums, broadcasting programs, brochures

BEDP:

- Building and renovating schools
- Purchasing school amenities like; labs, furniture and libraries
- Training courses and workshops for teachers, head-teachers, social specialists, lab officers, FMC members

SEDGAP:

- Building and renovating schools, especially, secondary schools
- Distribution of operation costs on schools as schools receive variant ratios and amounts of money (as per the number of f/m students)
- Awareness raising campaigns on girl education
- Training courses and workshops for teachers, head-teachers, social specialists, lab officers, FMC members

Swedish Organization:

- Conduction of English courses to all community categories

French DIA Organization:

This organization in dealing with issues related to the marginalized people – Akhdam:

- Supporting schools with some stuff
- Community awareness raising campaigns to help get marginalized people integrated into the society
- Addressing the issues of marginalized people and protecting their legal and civil rights

British Higher Council:

- A program of teaching English for Grade 4 of basic education. Some schools have been chosen for the implementation of the program. Some English teachers have been trained on the implementation of the program in their very schools

Miscellaneous:

1. ENTALEQ Program focusing on encouraging community for education (Kuwait)
2. TOGETHER WE LEARN Program focusing on gaining computer and internet skills (Qatar)
3. Dyslexia Association Program focusing on the elimination of dyslexia of reading and mathematics of both f/m students.

8- Demarcations of Taiz governorate, Taiz GEO and DEOs in terms of employing and distributing teachers to schools:

- DEO submits the teacher needs plan to Education Department in GEO;
- GEO develops a needs plan at the level of the governorate as per the needs of districts and schools respectively;
- Needs plan is given by GEO and presented to the governorate office. Then, governorate office address the Civil Service Office (CSO) that, in its turn, approves the posts as per the government strategy and distribution of posts among executive offices of which is GEO;
- When posts are approved by CSO, CSO advertises the results of application in the official newspapers. Afterwards, Education Department in GEO starts the distribution of teachers to DEOs which, in their turn, distribute teachers to schools as per the needs reported at the very beginning;
- A list of teachers employed, distributed to schools and who started working in the schools should be presented to the governorate office. Governorate office approves the list and sends it to MoF to start transferring the teacher salaries through post office.

REPUBLIC OF YEMEN

MINISTRY OF EDUCATION

The Fifth Joint Annual Review of the Implementation of the National Basic Education Development Strategy (Educational Meeting) June 2 – 4,2009

Annual Progress Report 2008 on BEDS implementation.

بسم الله الرحمن الرحيم

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Annual Progress Report 2008 on BEDS implementation.

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Chapter One
General introduction to the planning and implementation mechanism by the leadership of the ministry of education with the conformity of the development partners and establishing the plan on outcomes and results bases

Preface

The implementation of the Basic Education Strategy started in 2003. In 2007, the early education and eradication of illiteracy has been merged within the annual plan framework of the ministry of education. Along with the adoption of the national strategy for secondary education work began to include secondary education activities within the framework of the ministry's annual plan for the year 2008. The initiation of the secondary education project was delayed and girl education delayed the merging of the national strategy for the secondary education to the ministry's annual plan for the year 2009.Consequently, the ministry's annual plan which is being implemented by all partners (the government and the development partners) targeting most - if we don't say all – the six goals of education for all. It also targets all education stages that are supervised by the ministry of education represented by the early childhood, basic education, secondary education, eradication illiteracy and elderly education.

The ministry of education doesn't carry out separately the implementation of strategies and annual plans but has played a major role represented in the commanding of plans, follow up, evaluation and coordination process for the implementation of plans by all partners since 2004.Consquently, this report focuses on revising the roles of all agencies participating in planning, implementation, follow up, evaluation and these agencies are:

1- The ministry of education represented by all its sectors and the formed working teams aiming at steering, facilitating planning process, implementation, follow up and evaluation.
2- The other concerned ministries and agencies in the implementation of the ministry of education's plans directly or indirectly- represented by the ministries of: finance, civil service, planning and international cooperation and the local administration. But the other agencies are represented by: the Social Fund for Development and the Public Works Project which invest a part of

the development partners' funding in implementing the annual plans activities especially what is related to the provision of school buildings.

3- Development partners represented by donors supporting the implementation of the ministry of education's annual plans and they are: the Dutch Embassy, Department of funding international development (DFID), World Bank, the German Government (KFW, GTZ), the Japanese International Cooperation Agency (JICA), American Agency for Development (USAID), UNICEF, International Food Program in addition to the international and Yemeni civil societies working in the field of education.

The specified roles for the ministry of education and Development partners in the planning, implementation follow up and evaluation:

Through joint policies and obligations between the ministry of education and the partners of development, the policies and trends followed by the ministry through the previous four joint annual revisions and other frameworks of decision making. We find that all of them forward in the direction of the ministry of education's command for the planning, implementation, follow up and evaluation process for the ministry's annual plan or the medium range plans which are considered strategies for the realization of the strategies' aims for the basic and secondary education, early childhood and eradication of illiteracy at medium time framework.

The plan process is based on integration and coherence for realizing the objectives through eight essential programs that were adopted within medium range framework. It was adopted in the second joint annual review 2006. The proposed eight programs were set up on the base of strategies and polices, for achieving the enrollment results, the quality and institutional capacity. The eight programs represent a foundation for preparation of joint executive plans where priorities and budget specified during the years 2007-2010.

The task of the ministry of education is to provide annual plans and budgets based on the eight programs within which resources will be allocated to achieve specified outcomes every year in a framework of each program .Funding the programs implementation is carried out by the government and all partners in implementing the basic education strategy, also the ministry leads the follow up and

evaluation process for the progress of the eight programs implementation, strategies activities and policies for accomplishing the five results, revising the progress of policies and strategies through annual planning process and presenting any amendments in the proposed programs. The ministry will work with all partners abiding by orienting specialized resources for the implementation of strategies and programs.

Within the commitments of the ministry of education and development partners, great deal of achievements have been accomplished in the planning, implementation, follow up and evaluation aspects such as:

Firstly: in the field of planning:

- Completion of medium range results 2006-2010 in the year 2006.
- Completion of expenditures medium range framework 2007-2010 in the year 2007.
- Lay down annual integrated plan for the implementation of the basic education strategy to constitute a working framework for all partners for years 2007-2009, and linking activities with the specific results within the framework of medium range results.
- Merge the illiteracy with the early childhood plans within the ministry's annual plan framework starting in 2007, and merging secondary education plans starting of the annual plan in 2009.that contributed in the ministry's annual plan comprehensiveness for all components and education stages under the responsibility of the ministry.

Secondly: in the field of implementation:

- Coordination, conformity and harmony for most of development partners for supporting the ministry of education's annual plans in 2007-2008, 2009.
- Reduction of pilot projects, or the parallel activities or not proposed in the ministry's annual plans.

Thirdly: in the field of follow up and assessment:

- Prepare annual midterm reports for revising the ministry's annual strategies implementation whereas an annual midterm report was prepared for the executed activities at

the first midterm of 2007.Complete review for the annual plan accomplishment report for the year 2007 has been conducted at the 4th joint annual revision May 2008.

- The ministry succeeded in leading the preparation process for holding the joint annual review whereas four annual reviews have been held regularly during the years 2005, 2006, 2007, 2008 in addition to the current Joint Annual Review (JAR 2009) attended by all development partners.
- The ministry works to improve the follow up and evaluation mechanisms according to the required indicators within the educational strategies implementation framework, within the international obligation framework to Yemen and representation in the education for all indicators through working on developing the educational database system which one of international consulting companies is working on developing it now.

Summary of results and essential programs for the basic education strategy:

In accordance to the achievements that have been accomplished in the strategy implementation at the education sector between 2003-2006. The proposed results to be achieved for the basic education strategy and was themed within three fields of the basic education strategy, and they are: the strategy of enrollment, quality and institutional capacity building.

1- Enrollment objectives:

- Increase of total enrollment rate from 77% to 90%.
- Reduce the gap enrollment between males and females from 25 points to 11 points.
- Reduce the total illiteracy rate from 47% to less than 30% with mainly targeting females.

2-Quality objectives:

- Improving the education quality which will be measured through educational gaining for all studying subjects to classes from grade 1-9, students learning result which was prepared by the research center in 2005 is the basic factor for this comparison.

3-Instiutional capacity building objectives:

- Leadership of the ministry of education for implementing the national strategy for basic education , building a working framework for administering the sector and coordination with all partners and organizational restructure with required skills for active implementation to the strategies , policies and programs.

Annual Progress Report on MoE AWP 2008

This report comes within the trends framework followed by all partners from the government and development partners since the beginning and represented in the following:

1- Focus on follow up and evaluation to enhance the successful factors for the implementation in what accomplishes the goals that we attempt to achieve within the six objectives of education for all.
2- Significance of follow up and evaluation to determine the future orientations assisting on investing available resources efficiently and sufficiently.
3- Apply partnership principle in the planning, implementation, follow up and assessment process between all strategy execution partners.
4- Apply transparency and accountability principle for education partners, whereas all education partners are ready to critical evaluation with high transparency, reform and rectify the future policies in what contributes in enhancing the possibility of achieving the strategy objectives.

The annual joint review for the past four years concentrated on adding annual achievement report on the follow up and evaluation for drawing policies to certain topics, such as improving the quality ,girls education developing the institutional capacities for the ministry of education and implementing the strategy within the decentralization framework. It has been decided in the 5th annual review that annual revision should be confined to one document and that is the achievement report only, and various aspects related to planning or follow up or implementation or evaluation or other issues should be discussed through the annual achievement report so as policies and recommendations linked to the annual review integrated and harmonized.

Annual Progress Report Objectives:

This report aims at the following:

1- Presentation for the most important activities that have been implemented in the ministry's annual plan for the year 2008, and activities that were not carried out or being forwarded to 2009 plan.
2- Discussing reasons that hindered the implementation of some of the ministry's annual plan activities for the year 2008.
3- Discussing the planning, implementation, follow up and evaluation mechanisms led by the ministry of education with the participation of all development partners and specifying its weaknesses and strengths.
4- Proposing solutions, rectifications and future policies to improve and activate planning, implementation, follow up and evaluation mechanisms.
5- Agree on policies and mechanisms that can activate the conformity and harmony process for all development partners with ministry's annual plan.
6- Lay down policies and recommendations assisting on linking the ministry's annual plan with outcomes and results specified in the medium range results framework to the strategy for basic education aims and indicators of secondary education strategy, eradication of illiteracy, elderly education and early childhood.

Annual Progress Report Preparation Mechanism:

It was agreed between the development partners and the ministry of education on the confinement of the achievement report in the joint annual review, and avoiding preparation of multi working papers as happened in the previous annual reviews from the first to the fourth. The achievement report should include various issues pertaining the implementation of the basic and secondary education strategy; therefore, the current report was prepared in accordance to the following:

1- Present the achievement based on the eight programs which include the annual plan activities for the basic and secondary education, illiteracy eradication and early childhood.
2- Present the range of realizing results and outcomes which were specified in the outcomes and results matrix within the framework of expenditures average regarding the basic education.

3- Review the specified activities in the annual plan and not discussing any activities outside the plan because the activities outside the plan are not linked with outcomes and results and their presentation give legitimacy to the existence of activities outside the plan.
4- Discuss various issues that affected on the planning, implementation, follow up and evaluation process and proposing pertaining policies and recommendations (problems –solutions).
5- Report includes all educational stages which the ministry of education supervises and that have been merged within the framework of the annual plan even in the absence of a strategy as the early childhood.
6- The report reflects special importance on issues related to the national and international consideration such as justice and fairness (males and females) combination education (comprehensive) education quality …..Etc…
7- Statistics ,analysis, issues and recommendations should be based on the following:
   1- Justice and fairness between males and females.
   2- Clarify defect on the level of governorates (males, females).

Annual Progress Report Preparation Stages:

The achievement report passes through the following stages:

- Data collection stage
- Data insertion stage and its analysis comparing to the plan.
- Report drafting stage.

Thus, the report will be presented to the joint annual review; the preparation should be with wide participation from various sectors within the ministry's framework and the development partners.

For achieving this participation the following has been carried out:

Firstly: data collection stage:

It is very important that there is a continuation and institutionalization for the planning, follow up and evaluation process. The Policy, Planning and

Monitoring & Evaluation Team has adopted report preparation mechanism based on the same mechanisms followed in annual plans preparation according to the following:

1- Data collection process has been done through the technical team who is carrying out the ministry's annual plan where at least one representative from each sector with the assistance with specialists form the technical office and the general management for statistics and planning.
2- Data collection from development partners has been done by donors' coordinator according to the accredited mechanism for this purpose.
3- A form for data collection was developed by the technical office in accordance to each program of the eight programs, whereas required information for each program defer by the nature of planned outcomes and results difference. The form was discussed with the technical team for preparing the annual plan and conducting any amendments before presented it to the policies committee to adopt its final draft.
4- Each sector's representative in the plan preparation committee has filled out the information pertaining to his sector and handed it over to the technical office.
5- Questionnaires have been amended in accordance with the required information from the development partners which sent through the donors' coordinator to be filled by all partners.

Secondly: data entry and analysis stage:

1- Information insertion process is being made for the information which have been collected from the ministries sectors and the development partners within the framework of the follow up and evaluation unit by using the ACCESS system which has been developed and the unit's cadre was trained by GTZ that gives us outcomes by both Arabic and English language.
2- Database are to be reviewed and audited with the sectors' representatives in the policies, planning, follow up and evaluation's team and the representatives in the annual plan preparation committee by persons who will carry out the report drafting.

Thirdly: report drafting stage:

1- The persons who are assigned to prepare the report drafting should participate actively in the two previous stages and are responsible for the leading and coordinating the business through all stages and choosing who will be assisting them.

Progress Report Structure:

The Report was prepared according to the structure approved by policies team in its second session held on Wednesday, January, 14, 2009 as follows:

Chapter One:

1- The introduction or general background should present the mechanism of planning and implementation under the leadership of MoE and the harmonization and alignment of the DPs. The plan should base on outcomes and results.

Chapter Two:

2- Enrollment's outputs and results in the year 2008.

- **The Progress Report on the activities that have contributed in fulfilling the results and outputs:**

  a. **The first program: Household incentives**
  b. **Second program: Infrastructure**
  c. **Third program: School Based Development**
  d. **Outputs and results achieved in MoE AWPs 2007 and 2008 within Enrollment programs.**

Chapter Three:

3- The outputs and results of improving the education quality 2008.

- **The progress report on the sub-activities that help in achieving the outputs and results:**

  a. **Fourth program: Curriculum Development.**
  b. **Fifth program: Teachers' Development**
  c. **Sixth program: Educational Materials Development**

d. **Outputs and results achieved in MoE AWPs 2007 and 2008 within Quality programs.**

Chapter Four:

4- The outputs and results of the strategy implementation and the MoE institutional capacity building for the year 2008.

- **The progress report on the sub-activities that help in achieving the outputs and results:**

a. **Program Seven: The Strategy Implementation Framework.**
b. **Program Eight: Institutional Capacity Building for MoE.**
c. **Outputs and results achieved in MoE AWPs 2007 and 2008 within Institutional Capacity Building programs.**
d. **Implementation status of the policies and recommendations of the Fourth Joint Annual Review (JAR 2008), May 2008,**
e. **Summary of MoE AWP 2008 implemented activities by supporting (funding) agency.**
f. **Summary of MoE AWP 2008 implemented activities by MoE implementing Sector/ Department.**

Chapter Five:

5- Where are we in the achievement of the identified outputs and outcomes in MTRF 2006-2010, the objectives of the strategies of Basic and Secondary educations (BEDS and NGSES) and the objectives of EFA 2015?

Chapter Sixth:

- **Summary of the main issues and problems related to the areas of planning, implementation, monitoring and evaluation for all the annual plan programs.**
- **Proposed policies and recommendations to be approved in the Fifth JAR 2009.**

Chapter Two
The achievement for the programs contributed in accomplishing the enrollment outputs and results in the year 2008.

Firstly: Enrollment programs and objectives

The specified enrollment aims represented within the medium range results framework between the 2006-2010 in the following:

1- Raise total enrollment rate from 77% to 90%.
2- Reduce the enrollment gap between males and females from 25 points to 11points.
3- Reduce the total illiteracy rate from 47% to less than 30% mainly targeting females.

The national strategy for developing the basic education endeavors to accomplish 95% in regard to school enrollment till the year 2015.The current estimated rate for enrollment is 77%. And also endeavors to reduce the total gap rate between females and males from 25% to 11%. It attempts also to mitigate the illiteracy rate from 47% to 30% with focus on females as a result of its increase where the illiteracy rate for females is estimated at 67%.

The specified programs for achieving these objectives are:

First program: Household incentive programs:

That depends on experience related to incentives for encouraging school enrollment in general and girls' schools in particular, in addition to illiteracy eradication.

The program includes:

1- Cancel school fees for the classes 1 to 6 for males and females, and depends on the recent government's decision on the approval of principle cancellation for girls' fees for the grades 1 to 6.
2- Support the poor families with subsidies aiming at encouraging school enrollment. This program carries out incentives' preparation and their amendment according to field experiments. Also it

maintains dealing with social and cultural issues at the level which leads to raising school enrollment, through consultations for safeguarding the community participation in the incentive programs, infrastructure and school management.

Second program: school premises and infrastructure development program:

That depends on large experience gained in the new schools building studying classes, and current initiatives for the organization of specifying schools' locations by the MoE through the school map in all governorates and districts. Coordination aims at exploiting available resources for achieving the required number of new premises for accomplishing an augmentation in rate up to 90% for the year 2010 by using new and current premises after their rehabilitation. Various options will be applied such as the class with multi levels, applying the two studying shifts, active use for the available buildings, continuous review for rehabilitation and construction cost so as to obtain school classes. Also agreements will be signed with the local communities on public objectives related to school enrollment for the existing and new premises for facilitating enrollment especially for girls.

Third Program: School Management and community participation development:

for improving the quality management, operating schools aiming at increasing enrollment in addition to the improvement of education quality. The current program will benefit from the continued discussions on the operation costs allocated to schools and some trends regarding donations presented to schools. It also will benefit from the administrative systems of the local councils which support schools, it will utilize also from the training of parents council for developing plans on the school level from some current programs. The initiative will also include the negotiation with the communities to improve school management, enhancing its links with the community and improve its quality. Saving school operational cost and building planning capacity on the level of school with community and citizens in achieving the enrollment objectives and supporting the community participation.

It is important here to point out that as a result of correlated relations between all the eight programs, it is planned to benefit the other

programs from the currently vast working in the three programs and it is expected from the proposed programs that all partners meet for the planning to one program for one year. In addition, the three programs are also interconnected and will work through the planning process and the working committee for coordination depending on the above mentioned goals.

Secondly: the level of implementation for the enrollment programs activities in the annual plan 2008.

1- **The level of the first program implementation: the families' incentives.**
   This program aimed to provide incentives for encouraging students of enrollment in the basic education and keeping on learning in what mitigates burden on their families due to their dispatching of their kids to schools. It helps poor families for sending or maintaining their kids especially girls for studying and completing their basic education.

And within the first program framework (families' incentives) 19 activities have been put within the annual plan framework 2008, and then one activity was cancelled. 18 accredited activities remained in the plan. The following table shows the implementation for specified activities in the first program.

Table no. (1) Shows 1st program activities implementation (families' incentives)

Description	Executed activities	Under construction activities	Unexecuted activities	Total
Number	7	1	10	18
Percentage %	39%	5, 6%	55, 6	100%

- The activities which were implemented are represented in: school bags distribution, school articles, school uniform**,** school nutrition distribution, offering prizes and rewards, offering health care, supporting students' activities, preparing incentives plan for the year 2008. Technical consultancy for supervising on the field survey so as to know the impact of offering conditional financial incentives, but implementation for incentives was not carried out nationally to cover all the republic governorates but through projects and at certain parts of the country.
- The current activity under construction till now: technical support for helping till the preparation of home incentive system project.
- While the unexecuted activities the reasons of not implemented due to all proposed activities that their implementation need the completion of the preparation process for the incentive system. These activities are represented in the preparation of workshops for discussing the incentives and cadre training on it building database on home incentives distributed to the students. There was an unexecuted activity which is related to the inspection visit to the state of Bangladesh as a result of an agreement between development partners on stopping the financing of activities related to the foreign inspection visits.

2- The level of second program implementation: Infrastructure:

This program aims at providing the school buildings and the classrooms that absorb students and also targeted the maintenance and the renovation of the current buildings, adding the required facilities to make schools a welcoming environment especially girls.

Within the second program's framework (infrastructure) the ministry of education's plan for the year 2008 included 15 activities and the following table shows the implementation for this program's activity.

Table no.(2) the implementation activity situation to the 2nd program (Infrastructure)

Description	Executed activities	Under construction activities	Unexecuted	Total
Number	11	1	3	15
Percentage %	73%	7%	20%	100%

- It is observed in the table the increase of implementation rate of activities in this program but the three activities which were not executed the reason of why they weren't executed because there was no finance provision for executing two activities which are:

1- Holding workshops for specifying intervention standards and needs of the classrooms in the governorates.
2- Renovation and equipping the school health offices.
3- As for the third activity, the reason of not executed that related to the development of the school map database , implementation for any activity was delayed if it is connected with the building of database because the sub database were built within the educational data system framework which is under construction at the ministry now.

- The current activity which is being implemented now: it is related to maintenance and school renovation.
- Regarding the executed activities: focused on the schools building and new classrooms for secondary and basic education and activities related to the construction management process (such as the building ,specifying the school buildings according to finance and support, updating the school map, activating continued maintenance program to the schools and providing school documents, also school furniture of chairs and disks, we should indicate here to the delay of printing and school records distribution till the year 2009.
- New classrooms building and classrooms maintenance and renovation activity represent the most important activity that is

being implemented within the framework of the program. But the handing over of these classrooms and starting using them we weren't able of specifying them whereas we weren't able to estimate them if the classrooms which were renovated or its building handed over to the ministry of education, and started using them in the study year 2008-2009, or these schools and classrooms will start to be used next year 2009-2010.

3- The level of implementing the third program: developing management on the school level.

This program aims at giving schools a greater role in planning and implementation in the educational process at the level of the local community, enhancement and development of community participation in the education process. Within the framework of this program, the ministry's plan for the year 2008 included 55 activities four of them have been cancelled or merged within other activities and 51 activities remain in the plan.

The following table shows the situation of the implemented specified activities within the framework of the third program.

Table no.(3) the implementation situation for the third program activities (management development on the school level)

Description	executed	Partially executed	Under construction	unexecuted	total
Number	25	2	2	22	51
percentage %	49%	4 %	4%	43%	100%

- Most of the activities that were implemented on the national level within the framework of this program on the related activities in the activation of the community participation especially in the girl's education field. Building a draft system and standards of budget distribution to the schools, and setting out a training guide for

implementing a budget distribution system to the school , but setting out schools' plans and activation of supervision and follow up that has been carried out in the governorates or the schools which are supported by the basic education project within the framework of integrated development program for schools in Almahweet and Hadhramout/Sayon governorates, the local expansion project for the local options for teaching girls in Taiz and implemented by support from the Japanese agency for development (JICA), and within child friendly schools implemented by UNICEF. The implementation wasn't initiated on the national base by support from the government's budget as it was expected.

- The activities that have been implemented partially are represented in the following two activities: set out training guide and training didn't start according to the training guide, workshops were held in the use of requirements and financial records keeping , raising monthly reports on employees capacity rise in the planning project on the school level centrally and locally, but weren't trained on the rest of the activity that represented in the methods and ways of self evaluation and how to prepare the financial summary for the school improvement plan.

- Regarding the current implemented activities they are represented in the following two activities: issue a booklet on education for all whereas the book is in the last stages of publishing. The second activity: is a technical consultancy for preparing the media campaigns and conducting awareness campaigns in various media means on the importance of girl's education and her continuation in learning.

- The activities that are not implemented which are 22 activities and their delay in execution is due to the following reasons:

- 13 activities are required to start their implementation adoption of operative budget distribution system to the schools so as to begin executing the activity linked to application of system, training, follow up and evaluation according to the system.
- 5 activities don't have funding for implementation in the plan. Most of these activities linked to the early education stage and private education, issuance of training guide for the parents' and mothers" councils and providing installations.

- The activity which related to inspection visit for team assigned with the preparation of the system regarding the existing school development as a result of the agreement not financing the inspection visits abroad.

- Three activities didn't have financial support for them at appropriate time, therefore, their implementation delayed.

Thirdly: outcomes and results that have been achieved in the ministry's plan 2007-2008.

Whereas the ministry's plan based on outcomes and results, in accordance to the outcomes and results matrix that have been adopted within the medium range results 2006-2010. The outcomes and results have specified what must be achieved every year. In the following table we will review the outcomes and results that were achieved and that were not achieved within the framework of the three programs that aiming at raising the rates of enrollment and bridging the gender gap between males and females, reduction of illiteracy especially among women as was specified in the framework of the results medium range matrix.

The outcomes and results that have been achieved and weren't achieved for the years 2007-2008 within the enrollment program framework and they are:

	Outcomes and results achieved		**Outcomes &results not achieved**	
First Program: Families' incentives				
	School fees exemption for 1-6 grades		School fees exemption for grades 6-9	
			set out standards for achieving the goal to increase the number of enrolled to(5,5) million instead of (4,42) million	

	Outcomes and results achieved		Outcomes &results not achieved	
Second program : Infrastructure				
	Build and maintain 7500 rooms specifying the location according to enrollment in Sept.2007-2008.		Setting out and execute national system for building and maintaining schools.	
	Build 7500 rooms, specifying location according to enrollment.		Reduction of building and renovation of school classes.	
	Select priorities of schools building locations for the year 2008 after reviewing enrollment trends in Sept.2007.		Set out rules for installations and school furniture ,and putting database for furniture and installations on the school level and link it with educational database information system	
	Lay out need's profile for the years 2008-2009-2010 for furniture and installations according to data analysis results.		Grant greater roles to districts and schools in the field of construction and maintenance.	
	30% of new furniture and needed school installations were provided.			
	all new classes have been furnished during four months of building completion			
	Enhance the schools' role to carry out maintenance operation			
Third program : the existing development on school				
	Lay down standards and guides for schools for administering the operative expenditures.		Set out national standards and school guides to administer construction on the school level.	
	Lay out and issue guides for planning on the school level administer funding, guides for fathers' and mothers' councils and the role of the local community in school.		set out national standards and school guides to administer and store educational materials on the school level.	
			Connecting teachers with schools, inspection and local community.	

From the previous table, it is clear that there are many outcomes and results which were supposed to be done during 2008-2009.but weren't achieved the thing that it will affect necessarily on the capacity of all partners to achieve indicators targeted by the framework of medium range results between 2006-2010, consequently, the goals of basic education development strategy in various aspects out of them is the enrollment fairness and equity in providing educational services.

It could be clarified from the table also that four outcomes and results specified their achievement in the first program: the families' incentives where one outcome has been achieved only and the three other outcomes were not achieved. While in the second program the position was better from 11 outcomes and a result that have been specified to be achieved during 2007-2008, 7 outcomes were achieved and 4 weren't. And in the third program the existing school development, 5 outcomes were planned to be achieved or results during 2007-2008 two of them were achieved and three weren't.

If we want to accomplish the aims of the basic education strategy by the year 2015, the ministry of education and all development partners must double their efforts during the next two years 2009-2010 and use all available recourses for achieving the outcomes and results that weren't accomplished during 2007-2008. In addition to the outcomes and results that were supposed to be achieved during 2009-2010. If this wouldn't be carried out, the aims that are expected to be reached by the year 2015 will be difficult to be accomplished.

Chapter Three
Achievement for the Programs Contributing in Accomplishing the Outcomes and Results of the Education Characteristic and quality in 2008.

Firstly: The Aims and Programs of Quality:

The medium range results framework proposes setting out objectives for scientific learning from 1-12 of basic and secondary education and the objectives of learning mainly are for good and integrated planning for the quality improvement programs.

Action proposal:

1. Set out objectives for scientific learning of subjects on stages from the first grade till the 9th grade according to the approved previous scientific learning. Evaluation of current curriculums, studying subjects and teachers capacities in achieving the objectives. Then a strategy will be designed for achieving the outcomes with appropriate amendments for the curriculums, studying subjects and teaching methods.
2. Set out mechanism for safeguarding the education quality in learning through good orientation, continuous evaluation for the outcomes, unifying the exams system in schools on the level of exams and amending the studying subjects.

Three programs for the improvement of basic education quality have been proposed and they are:

The first Program:

Curriculums and Education Outcomes: the program will put standards for the scientific learning and levels should be revised according to developments in the field of education at the local and international levels.

The second program: Development of Teachers' Capacities:

Bases for teachers qualifications will be set out, distribute teachers according to qualification and need, training teachers for improving the educational level and safeguarding quality in teaching methods through the inspection organization and other services.

Third Program: Educational Materials Development:

Develop, design, and revise the educational subjects and distributing them for supporting the local educational subjects and improving the school environment.

Secondly: The level of implementing the enrollment program activities in the annual plan 2008.

1. The level of the 4th program implementation: Curriculums development:

This program aims at building and developing the curriculums according to the objectives of the current curricula demanded from the students in the grades (1-12) of the basic and secondary education. Develop all aspects of quality (teachers, inspectors, school textbooks, learning materials and exams) according to the objectives or efficiencies demanded from the students. In this way, the student will be the focus of the educational process and the target for improving education quality clearly and all educational components work for its achievement.

In this framework the 4th program has included in the ministry's plan for the year 2008, 34 activities four of them were cancelled or were merged in other activities, consequently, the number of activities remained in the program 30 activities.

Table number (4) the implementation situation for the 4th program activities (Curriculums development).

Description	Executed	partially Executed	Under Construction	Unexecuted	Total
Number	3	1	1	25	30
Percentage%	10%	3,3 %	3,3%	83,4%	100%

- The activities which were achieved are three represented in carrying out field visits for educational inspection which were funded by BEDP, providing the operative budget for achieving administrative and technical activities for inspection and also providing operative budget for exams by the government.
- The under construction activity is represented in the preparation printing and design an integrated system for developing the inspection policy and educational supervision according to the standards of comprehensive quality.
- The partially executed activity represented in deletion of the concept of the human rights in the curriculums and gender concept wasn't deleted.
- While the activities that weren't executed 25 activities due to its connection with the development of curriculums such as the revision of the objectives matrix required from the students in the grades (1-12) according to the current curricula by subject, review of school textbooks merging ,develop curriculums and activities linked to curriculums of children's kinder gardens ,illiteracy, develop various quality components (training teachers, learning subjects, curriculums and exams) according to required goals from the students.

The reasons of not executing these activities focused as follow:

- Not completing the set out of objectives matrix required from the students according to the subject and grade for classes of the basic and secondary education (1-12) because many of these activities based on the execution of this activity.
- Delay starting in the Secondary Education Development and Girls Access Project which leaded to delay the implementation of the secondary education activates related to branching secondary education and developing its curriculums.
- While the activities which their execution doesn't link with the preparation of the goals matrix required from the students for the classes (1-12) and the activities which weren't executed are due to the lack of financial support for the implementation operation and these activities are specified in the development of the early childhood curriculums.
- Illiteracy activities weren't executed due to the delay of support presented for its implementation or delayed commencing in its implementation in the third stage from the fast track project and that are the provision of transportation and office installations for the educational inspection.

2- The level of the fifth program implementation: Teachers Development

This program aims at developing the legislative and legal bases for the teachers' and school administration, the development of capacities and skills, the performance of teachers and school administration and inspection as well in what makes them capable of contribution in achieving the goals education from students according to the class and subject. The ministry's plan included for the year 2008 within this program framework is 51 activities 3 of them were cancelled or merged. 48 activities remained in the fifth program. The following table shows the situation of activities implementation for this program.

Table number (5): the situation of implementation for the fifth program activities (Teachers development)

Description	Executed	Partially Executed	Under construction	unexecuted	total
Number	22	1	4	21	48
Percentage%	45,9 %	2,0 %	8,3 %	43,8 %	100 %

- From 22 executed activities 11 of them are related to the teachers training according to specialization and training for quality programs and (5) activities regarding teachers qualification programs, preparation of organizational procedures in distribution of teachers, specifying annual needs and coordination for preparing teachers before service, and (6) activities regarding the provision of male and female teachers to the basic and secondary education and illiteracy eradication.

- While the activity that has been executed partially that is the activity regarding preparation for building teachers' institutes in the governorates but its execution didn't start and it is the second part of the activity.

- The currently executed activities and their number is (4) activities represented by the preparation of teachers incentive system and management incentive system, revise and develop the current programs for qualification at the level of intermediate diploma, coordination with faculties of education for preparing and qualifying teachers before service within the quantitatively and quality needs' framework for the basic and secondary education.

- Regarding activities that weren't executed within this program and their number is (21) activities and the reason for not being executed:

- Six activities weren't executed and they are connected with restarting distribution of teachers and their training on implementation steps.

- Un financed activities related to infrastructure development for qualification programs, providing installations for focus school training sections in the districts of the governorates ,prepare training guides for programs for exams , computers and teachers of private education.

- The rest of activities and their number is (8) activities and weren't executed in spite of available funding for them and all of them linked with the implementation of quality training programs, training teachers according to specialization and this might refer to the proposed activities for training and was more than ability of the sector to execute them especially if we take into consideration that the sector had executed (11) activities in training and (5) activities in qualification.

3- The level of 6th program implementation (Developing Educational subjects)

This program aims at providing educational subjects that contribute in making the education concentrated on the practical aspects, and contribute in developing the students' capacities especially in the scientific subjects (sciences, mathematics) within this program the ministry's plan for the year 2008 included (34) activities.

The following table shows the situation of activities implementation specified in the 6th program.

Table (6) the implementation situation for the 6th program activities (developing of educational subjects)

Description	Executed	Under Construction	unexecuted	total
Number	12	6	16	34
Percentage%	35,3%	17,6%	47,1%	100%

- Implemented activities are (12) activities in providing school text books, equipments , school furniture, educational tools and all of them funded by the government , in addition to providing school labs. For (300) schools, holding the 4th general exhibition for educational tools, production of educational programs at the educational channel and setting out a mechanism for the distribution of textbooks.
- While the currently executed activities are (6) activities three of them dealing with providing equipments, furniture, sources of learning for the disabled or the people with special needs, while the three other activities are dealing with raising capacities in the maintenance operation, use of labs, educational tools, design and produce educational tools from the environment raw materials, providing materials and learning articles needed for the summer use.
- Activities that weren't executed are (16) activities due the following reasons:

- (12) Activities didn't have required fund for implementation and they are the activities of supporting capacities, developing institutional infrastructure, providing tools and techniques pertaining to educational tools.
- (4) Activities weren't executed as a result of procedures delay in funding and they are activities related to developing and modernizing the educational subjects.

Thirdly: Outcomes and results that were achieved in the Ministry's plan 2007-2008.

Since the ministry's plan is based on outcomes and results and according to outcomes and results matrix this was adopted within the medium range results framework 2006-2010. The outcomes and results specified which must be archived every year. In the following table we will review the outcomes and results that have been achieved and weren't achieved within the three programs' framework. They target the improvement and quality of education and also as specified in the matrix of medium range results framework.

The outcomes and results which have been achieved for 2007-2008 within the framework of improvement and education quality as follow:

No	**Outcomes & Results achieved**		**Outcomes & Results not achieved**
The 4th Program: Curriculums development			
	Using international standards for exams such as Science and Mathematics exams.		Set out a matrix with objectives required from the students and revise various aspects of the educational process according to it.
			Specify amendments needed for curriculums, teaching, complete teachers, educational tools, exams, control system for quality and making sure of achieving educational goals with the students.

No	**Outcomes & Results achieved**		**Outcomes & Results not achieved**
			Revise the quality control system and propose handbooks for exams at the schools' level connecting them with educational goals ,inspection handbooks ,exams handbooks and the quality control system
			Set out educational goals for grades (1-12) students including curriculums specifications, with specifying amendments needed to curriculums, teaching, teachers' efficiency , educational tools,exams,tests,quality control system, assure of educational goals achievements with the student , propose exams handbooks at the schools level and connecting them with the educational goals, inspection handbooks, exams handbooks and quality control system.
			Adaptation of subjects and exams according to learning objectives specified for students from grades 1-12. is be trialed from Sept.2007 to 2008.as first year for testing the learning goals specified for students at the level of chosen subjects by using handbooks weren't developed in 2007, with the inspection system at the schools level and governorates.

No	**Outcomes & Results achieved**		**Outcomes & Results not achieved**
The 5th Program : Teachers' Development			
	Propose new policies for employment to support connection of teacher with school		Connecting teachers with school
	Contracting with female teachers in the rural areas.		Ministry of education applies guides for distributing teachers according to connecting job with school and responds to enrollment trends.
	Setting out incentive system for the distribution and stability of male female teachers in the rural and remote areas.		Annual statistics link enrollment with teachers' distribution according to subject, grade and targeted enrollment averages.
			Set out teachers' efficiency according to educational goals required from students; revise the training of teachers for responding with their required efficiency for achieving education's aims specified for students.
			Start using exams' handbooks for teachers' efficiencies
			Using exams handbooks for teachers' efficiencies and amending training according to specified educational goals for students.
			Plans for training tests connecting with the results of students' learning.

No	**Outcomes & Results achieved**		**Outcomes & Results not achieved**
			Connecting training needs for teachers with performance level and handbooks and inspection reports.
	The 6th program:development of teaching and learning materials		
			All studying subjects will be revision to become supportive for students to gain aims of learning required from them, new handbook for the educational textbooks contents, merging textbooks for each grade and separate the practice books from the textbooks to enable its use for longer time with giving priority to merging textbooks in 2007-2008.
			Design textbooks and teachers' handbooks in what accomplishes the educational goals required from the students and the books that were produced in Sept.2008, were merged according to the studying subject and the textbook was separated from the practices.
			Fostering new handbooks for the textbooks' production and distribution and its management at school's level.

From the previous table it becomes clear that there are many outcomes and results which were supposed to be reached during 2007-2008, and weren't achieved. The outcomes in the 4th and 6th programs weren't achieved and that will affect undoubtedly, on the capacity of all partners to accomplish indications which are targeted in the medium rang results framework between 2006-2010, and consequently, the targets of the basic education strategy pertaining the improvement of education quality.

From the table also it is obvious that from the group of seven outcomes and results specified their accomplishment in the 4th program: curriculums development, only one outcome was achieved and the other 6 outcomes weren't achieved. While in the 6th program developing teachers from 11 outcomes and results specified their accomplishment in 2007-2008, three of them were achieved and 8 weren't. In the 6th program, developing and providing educational materials, none one of them was achieved during 2007-2008 and their number is 3 outcomes.

And if we want to avoid not achieving the objectives of the basic education strategy by the year 2015, the ministry of education and all development partners have to double their efforts during the coming two years 2009-2010 and use all available resources to accomplish the outcomes and results that weren't achieved in 2009-2010. If that wouldn't be done, the aims specified to be achieved by the year 2015 it will be difficult to be accomplished.

We might thing why the specified outcomes weren't achieved within the medium rang results framework in spite of accomplishing several activities within the three programs' framework (curriculums development, teachers' development and provision and development educational materials) the answer is that the outcomes and results were specified on the base of orienting all efforts and programs activities or achieving the quality improvement according to required aims from students in various subjects in grades from 1-12 of the basic and secondary education to be able of improving quality.

Multi activities implementation without being combined in one framework will not lead to the improvement of education, whereas the student represents the focus of the educational process if various efforts aren't exerted to improve the quality since it is the direct target.

Training teachers is not the target but it is the tool for achieving the learning aim to the student, develop textbooks or learning subjects aren't the target but are the tool to improve the students' attainment for their specified goals.

Chapter Four
Achievement for the programs contributed in accomplishing outcomes and results of implementing the strategy and institutional capacities building for the ministry of education 2008

Firstly: objectives and programs of implementing the strategy and institutional capacity building to the ministry of education:

The objective of achieving cooperative and active implementation for the national strategy for basic education development is supposed to provide the strategy:

1. Active framework regarding the sector's administration for coordination between all authorized development partners to set out policies and the strategy's decisions.
2. Organizational structure for the strategies, polices and programs' implementation.

The framework regarding the sectors' administration is existing in reality and some recommendations and policies were put to enhance it through Joint Annual Review held before. The current review will safeguard for the framework of the sector's implementation which it presents necessary administrative support for active coordination between the government and the development partners at both the central and decentralized levels and that facilitates work with the community regarding every result of each field.

In addition, to improve the BEDS implementation, a structure has been proposed based on job which will be the first step to agree on the jobs required to implement the national strategy for developing the basic education actively. Based on the jobs, available skills will be evaluated and determine the training needs for each job.

Two programs have been suggested for achieving this strategy:

The first program: developing the structure of the sector's administration .This program will revise and modernize the implementation framework which coordinates between partners and will safeguard specifying a list of tasks specified for each framework for enhancing its role in collecting and orienting the partners' resources for implementing programs. Authorizations should be for various sectors that are suitable for their levels in what helps sectors and ministries to support strategies, policies and programs. A framework in the second section of the medium range results framework has been proposed and this will be revised continuously.

The second program: Organization of the sector and technical capacities.

This program will develop the capacities development process depending on jobs; the major jobs field will be specified and also will assure that the organizational structures and technical capacities available with the partners for implanting the strategies of basic education development, polices and programs. It also confirms the implementation of basic results for each job considering the appropriate views by all concerned partners. Developing capacities process depending on jobs will start and focus on jobs planning implementation coordination, policies development, and program's review, technical capacities for various sectors for the implementation of the program. The main results will be specified for each job, define the necessary skills to take the partners views. For example, planning will lead to the occurrence of the updated medium range results framework. The medium range expenditures framework, implementation plan for annual program and budget for getting organized results. Various skills required by partners will also specify that on both levels centralized government and decentralized where implementation is taking place.

Secondly: The level of executing the activities of the plan's implementation programs and institutional capacity building in the annual plan 2008.

1- The level of implementing the 7th Program: Strategy's implementation framework:

This program aims at activating the implementing frameworks for the strategies of basic and secondary education, the early childhood programs. Illiteracy programs in the aspects of planning implementation, evaluation, follow up and evaluation of annual planning for the ministry of education, and also creating coordination and conformity of all partners of development with the annual plan to the ministry and coordination with all other ministries of concern to the education.
And within the framework of this program included the annual plan for the ministry for the year 2008 (36) activities, the following table shows the situation of implementing these activities.

Table number (7) shows the implementing situation of the 7th program activities (strategy's implementation framework.

Description	Executed	Under Construction	unexecuted	total
Number	19	1	16	36
Percentage%	52,8%	2,8%	44,4%	100%

- The implemented activities represented in the activities connected with: preparations and holding the annual review, preparing the annual plan, coordination, follow up and evaluation and coordination with the ministry of finance and ministry of civil services and the ministry of planning and international cooperation, activating the follow up and evaluation process for the annual plan, providing local support for the technical office in planning and coordination aspects.

- The under construction activity within the framework of this program in developing the educational information system to the ministry which is expected to continue to the end of this year.

- The activities that weren't achieved are (16) activities , the reasons for that are as follows:

- Two activities related to financial support and work needs a work team, deputies council which its members carrying out additional tasks to their administrative tasks whereas all development partners (preservation of development partners not to offer required support to activate the activities of the working teams and provide necessary conditions to its work) at the pretext that the members of the teams and deputies' council are governmental employees.

- Five activities related to coordination for linking the ministry's plans preceding with specified ceiling for budget and also coordination with MOLA due to the absence of medium range framework at the national level determines every sector's share of the budget and also the coordination mechanism between the national and local level.

- Four activities for illiteracy, one of these activities connected with building an information system to the organization and this activity is connected with development of the information system to the ministry permanently and three other activities and weren't implemented due to non availability of funding.
- Two activities weren't achieved due to the lack of funding for them and they are the accounting the information regarding teachers and the cadres of the ministry of education, audiovisual library establishment for the documentation of educational, TV. Radio and press publications.

- Two activities weren’t achieved in spite of available funding for them and they are: workshop to determine the cost used in school construction and technical consultation for evaluating the engineering companies' performance that have been contracted with them by the basic education development project within the maintenance framework.

- One activity wasn't achieved for delay in the third stage implementation of the fast track project and it is regarding follow up and evaluation for the project's activities.

It is worth to mention that the ministry represented by the technical office has carried out several policies and recommendations that were approved at the 4th annual review held in May 2008, which weren't included within the annual plan for the year 2008. The level of implementing the adopted recommendations and polices in the annual review for the year 2008 will be reviewed later.

2- The level of implementing the 8th program: Institutional Development

This program is targeting the restructuring of the ministry of education and its offices in the governorates and districts. Institutional capacity building or the educational cadres at the three levels (main office, governorates, districts). The plan has included within the framework of this program (62) activities where (5) of them were cancelled or merged within other activities. (57) Activities remained within the framework of the 8th program for the year 2008. The following table clarifies the implementation status for these activities.

Table number (8) the implementation status for the 8th program activities: Institutional Development.

Description	Executed	Partially Executed	Under construction	unexecuted	total
Number	18	1	3	35	57
Percentage%	31,6 %	1,8 %	5,2 %	61,4 %	100 %

- While this program pertaining the institutional capacity building to the ministry and is coordinated by the update team, we should indicate that the number of activities which set out by the update team in this program aren't more than (18) activities and (8) activities were implemented of them with the percentage of

(44,4%) of the update team activities and the remained (10) activities weren't executed for the following reasons.

- (5) Activities their implementation was delayed due to the delay of the consultant company starting the ministry's restructuring till the end of 2008. These activities are required to be implemented in serial form during the company's period to restructure the ministry of education.
- Activities under construction represented in carrying out complementary training to the ministry's cadres, preparing the update team's secretariat, issue the reference handbook in the basic skills to the educational management.

- Two activities weren't implemented and they are: providing equipments for the capacity building team in the ministry of education, the other activity is the technical consultancy to prepare and implement the mechanism of documentation for updating activities in the field of capacity building.

* While the proposed activities by other sectors in the ministry their number which reaches (39) activities where (10) activities were implemented out of them at the percentage (25, 6%) and one activity was partially implemented, represented in the training of the leadership of the eradication of illiteracy organization in the headquarter and employees weren't trained in the organization, governorates and districts.

* The number of the other activities is (28) activity weren't implemented for the following reasons:

- There's no funding for (8) activity.

- (8) Activities represent outside visits or outside training, and it was agreed not to fund such activities, consequently, any outside visits weren't implemented.

- (12) Activities are the capacity building activities but weren't proposed in coordination with the update team and that means there is a possibility of double action will take place. A part of these activities was implemented during the training activities prepared for various ministry's cadres at the headquarter governorates and districts by coordination of the update team.

Thirdly: Outcomes and Results achieved in the ministry's plan for the years 2007-2008.

The ministry's plan based on outcomes and results, according to the outcomes and results matrix which was adopted by within the medium range of results 206-2010. The outcomes and results were specified which should be achieved every year .In the following table we will review the outcomes and results that were achieved within the two programs which targeted the strategy's implementation and the ministry of education's institutional capacity building . The matrix also specified the medium range results framework.

Outcomes and Results that were achieved and weren't accomplished during 2007-2008, within the framework of the strategy's programs implementation and institutional building.

Outcomes and results achieved		**Outcomes and results unachieved**
The 7th program : Strategy Implementation		
Sector management system		Coordination activation among ministries, Civil Service, MOLA for supporting the outcomes.
Holding of annual review		Development of donors' conformity with the ceiling of Financial ministry's annual plan 2008.projection of results framework.
Annual plan not based on the basic education only but secondary education was presented.		
Start reforms within the ministry of education's framework		

Outcomes and results achieved		Outcomes and results unachieved
Start of medium range planning according to the ceiling budget from the finance ministry and the medium range results framework.		
Design educational information system		
A model to be produced for setting out annual plans based on the results of 2007 and the donors' conformity with the ministry's plan for the year 2007.		
Development of a national system for implanting a medium range results framework, distribution of incentives, developing infrastructure, cost of school operation, teachers' management, their training and educational materials.		
The 8th Program: Institutional Building		
Propose a structure for the ministry of education		Activate a structure for the ministry of education
		Systems that started execution in 2007 become basic process for the ministry's institutional capacities.
		Start developing infrastructure distribution of schools operative expenses, teachers' management and developing educational materials.

From the previous table, it is obvious that are several outcomes and results which were supposed to be reached during 2007-2008 and weren't achieved. It is the matter that will affect on all partners of

development inevitably, to achieve the indicators which are targeting the medium range results framework between 2006-2010 therefore, the basic education strategy objectives pertaining the implementation of the strategy and institutional building.

Also from the table it shows that the total of ten outcomes and results specified their implementation in the 7th program: strategy implementation, only 8 outcomes were achieved, two outcomes were achieved only. While in the 8th program, institutional building from 4 outcomes specified to be realized in 2007and 2008 only one outcome was achieved and three outcomes weren't accomplished because these outcomes were serialized and based on other outcome's achievement.

If we want avoiding not accomplishing the objectives of the basic education strategy by the year 2015, the ministry of education and all other development partners should work during the two coming years 2009-2010 and double their efforts, and use the available resources for achieving the outcomes and results that weren't achieved during 2007-2008.in addition to the outcomes and results supposed to be achieved in 2009-2010. And if this wouldn't be carried out the specified objectives to be achieved in 2015 will not be realized.

Fourthly: The level of implementing policies and recommendations of the 4th annual review May, 2008.

Table No. (9)Level of implementing policies and recommendations of the 4th joint annul review held on 5-7 May 2008.

No.	Recommendations & Policies	Priority Recom. Implen.	Time needed to exe.	Prog.	Exec. Respon-sibilty	Exec. status
1	The ministry of education's annual plan should be the only framework that all activities are executed within, in various programs so as to be the only reference to the follow up and evaluation process.	1	Every year		Tech. office	Exec.
2	Assure the annual ministry's plan to be: - Classified according to priority and importance. - Clear, accurate, flexible, and linked to the aims of the general education strategy. - Meet the educational and learning needs at both the local and central levels according to priorities. - Inclusive for achievement indicators.	1	Every year		Tech. Office	Under Const.
3	Necessity of the ministry to carry out mid –term evaluation for its annual plans.	1	July every year	All prog.	Tech. Office	Exec.
4	Enhance database; improve tools and mechanisms of reporting and the system follow up and evaluation.	1	July 2008	7th	Tech. Office	Exec.
5	The importance of participatory planning depending on preparation of annual plans to the ministry of education between both local and	3	2009	7th	tech. office	Under Const.

No.	Recommendations & Policies	Priority Recom. Implen.	Time needed to exe.	Prog.	Exec. Respon-sibilty	Exec. status
	central levels.					
6	Develop institutional capacities at both local and central levels in planning ,execution ,follow up and evaluation including retraining the cadre of evaluation and follow up of the ministry on the methodology of the continuous evaluation and follow up to execute the ministry's plan and providing the requirements for them.	2	2008-2010	8th	update team tech. office	under const.
7	The ministry has to achieve its annual plan before mid-Nov.every year and the rest of the year to discuss partners' conformity with plan so as start its execution in January.	1	15Nov. every year.	all prog.	tech. office	exec.
8	Mechanisms and database must be collected, specifying its agency, assure its quality and accuracy, producing its results to be used by the ministry and partner's development and all other concerned agencies.	1	till the end of 2008	7^{th}	tech. office	under const.
9	Improve preparation for annual reporting to include all indictors and activities during the coming year with assurance to absorb the achievement report for this year for what have been neglected of indictors and activites.	2	annual review 2009	7th	tech. office prep. comsit.	exec.

No.	Recommendations & Policies	Priority Recom. Implen.	Time needed to exe.	Prog.	Exec. Respon-sibilty	Exec. status
10	Necessity to conduct a lengthy study on the reasons of student's dropout of the basic education males and females so as to enable making required decisions to put an end to this phenomenon.	1	by the end of 2008	3rd	tech. office	unexec
11	Necessity to conduct a lengthy study on the impact of economic factors to the enrollment and the stay of male and female students in the basic education schools to enable confronting its impact on the level of basic education.	1	to end of June 2008	1ST	tech. office	unexec.
12	Submission of technical consultancies presentation to demand principle by the ministry and not to the principle of expertise offer.	1	From May 2008.	7th	tech. office	under const.
13	Develop coordination mechanism between the ministry and partners at both local and central levels. To assure linking all programs with the ministry's plan and all other agencies to safeguard for the ministry the ability to acknowledge, follow up, observe, monitor, evaluate and avail all potentials forward achieving the aims of the basic education and the strategy of eradicating illiteracy and elderly education.	1	to end of the year		Tech. office	Under Const.
14	Improve mechanism for influx of funding between the executive and financing agencies according to a timetable for executing the ministry's plan utilizing from the lessons and experiences of the year 2007.	1	To end of the year	The 7th	Tech. Office	Under Const.

No.	Recommendations & Policies	Priority Recom. Implen.	Time needed to exe.	Prog.	Exec. Respon-sibilty	Exec. status
15	Paying attention to economics education in the static's and planning general management in accounting what relates in the aspects of cost in coordination with sectors and development partners.	1	July Sept. 2008	The 7th	Tech. Office.	Under Const.
16	Technical office works on scheduling and timing the recommendations of the annual review and specifies the executive agencies and includes them in the ministry's plan.	1	May 2008	The 7th	Tech. office	Exec.
17	Due to multi interferences and unbalanced and illegal practices for some agencies of local authorities towards the offices of education in the governorates and districts, we recommend working on rationalizing the relationship between the local councils and education offices in the governorates and districts in light of the local authority's law and the executive procedures that determine the tasks and missions of all parties.	3	June 2008 End 2009	7th		Unexec.
18	Foster a joint awareness and training campaign between the ministry of education, MOLA, MOF, MOCS, to clarify the roles 0f every agency, to agree on a mutual mechanism for coordination and cooperation between them.	3	2009	7th	Update	unexec.
19	Expanding communication channels with governorates to allow acquainting the national aims of the educational sector and each governorate to know the distance that separates from the national objective.	1	May June Every year	7th	tech. office	unexec

No.	Recommendations & Policies	Priority Recom. Implen.	Time needed to exe.	Prog.	Exec. Respon-sibilty	Exec. status
20	Develop annual planning models guiding the governorates and districts in preparing the plans between them and shaped basically for the central planning.	2	April June 2009	7th	tech. office	unexec.
21	Increase attention with community participation annually in the educational process, expanding the application of successful experiments in this field.	3	2009	3rd	Girl's Educat.	under const.
22	Work to adopting complementary coordination mechanism Between the ministry of education and the ministry of high education and scientific research, faculties of education to overcome current discrepancies related to the gap between the faculty of education and the labor market and setting out a mechanism for its implementation.	1	to end of this year	5th	Train & quali	Under Const.
23	Setting out a system for follow up evaluation, measuring the impact for training programs, strengthening links between various parties, safeguard continuation and keeping training skills attained from the training programs from one hand and the feedback on the other hand, update mechanisms and saving the potentials for sustainable professional development	2	Dec. 2008	5th	Train Qualify.	Execu.
24	Coordination between inspection and training in specifying needs of training and executing training programs follow up, evaluation and measuring impact.	2	Jan. Dec.	5th	Train Crricul.	Under const.

No.	Recommendations & Policies	Priority Recom. Implen.	Time needed to exe.	Prog.	Exec. Respon-sibilty	Exec. status
25	Thinking of putting a system for training incentives substantially and morally including involvement incentives in the professional development programs, such as accrediting training period as seniority in service and accrediting it in qualification during the academic service.	3	June Dec.	5th	Train Gen.edu	Under Const.
26	Develop test (teachers' efficiency) at the basic education stage to use it not only to examine the abilities and efficiencies of new teachers but testing the abilities and teachers' efficiencies who are working in the field as well teachers should periodically sit for such tests.	3	July Dec. 2009	5th	Training	unexecu
27	Keenness for keeping teachers in their positions after training at least within the study round, training teachers doesn't mean movement of teachers in another round and qualifying teacher to higher educational stage doesn't mean the rightness of teaching at next stage. Training purpose is to improve the level of efficiency, performance and leading the educational work and raisings the teaching profession affair.	1	June Dec. 2008	5th	train	Under Const.
28	Necessity to develop training programs to meet the training needs for targeted people and their scientific and professional background and should be comprehensive for all studying subjects.	2	Sept. 2008-End 2009	5th	train	Under Const.

No.	Recommendations & Policies	Priority Recom. Implen.	Time needed to exe.	Prog.	Exec. Respon-sibilty	Exec. status
29	Necessity that each governorate to specify dates for implementing the training programs for all targeted categories according to the privacies of every governorate in which doesn't contradict with study plan's execution in schools.					exec.
30	Use various communications tools audiovisual and readable in training teachers during service including the girl's education.					Under. Const.
31	Build database on training qualification ,needs programs and targeted categories according gender and various changes pertaining to trainer and trainee in what contributes in the planning, execution ,follow up and evaluation.					Execu.
32	More attention should be paid to the educational inspection organization and continuation of its reform process.					Under Const.
33	Accelerate the curriculums revision according to the ministry's plan and facilitate the procedures of providing support needed for implementation.					Unexecu.
34	Work for complete preparation for systems , standards to implement activities pertaining to quality and enrolment	1	May July 2008	1st	Gen. Educ.	Unexecu.
35	Activate the roles of each higher steering committee, deputies' council, sectors council, to rectify all planning issues, planning, implementation first by first, enhance integrated coordination between the sectors of the ministry	1	June Sept. 2008	7th	Tech. office	Unexecu.

No.	Recommendations & Policies	Priority Recom. Implen.	Time needed to exe.	Prog.	Exec. Respon-sibilty	Exec. status
	to set out a mechanism for implementing mutual activities and programs with specifying the roles in implementation at both the local and central levels.					
36	Coordinate with the ministry of finance regarding setting mechanisms to assist on implementing the ministry's plans and activites included in its plan in what accomplishes the objectives of the national strategy for developing the basic education.	1	July Sept. 2008	3rd First	Tech. update	Under Const.
37	Work to coordinate with the ministry of planning &int'l cooperation, to agree on outcomes and targeted results, indicators which will be followed up and evaluated within the national planning for the state and the available resources for education at the medium range.	1	July 2008	7th	Tech. Office	Exec.
38	Necessity to coordinate with the ministry of civil service to agree on bases and standards in choosing teachers for safeguarding the betterment of quality of education, fixing the rural female teachers who the ministry had contracted with and the volunteers, preparing a mechanism to link the job's scale with school through :	2	June 2008 July 2009	5th	Gen. Educ.	exec.
	• Setting out a list with the number of required jobs for each school. • Sealing with each school as one independent unit has an employment structure reflects its actual needs.					

No.	Recommendations & Policies	Priority Recom. Implen.	Time needed to exe.	Prog.	Exec. Respon-sibilty	Exec. status
39	Activate coordination between the update team in the ministry of education, the civil service program to restructure the ministry of education according to the expected results and objectives.	2	continued	8th	Tech. Office	Under Const.
40	All development partners work on harmonizing all resources to support outcomes of annual plans to the ministry of education and not funding or submitting activity not existing in the annual plan of the ministry.	1	continued	The whole Plan	Tech. Office	Under Const.
41	Paying attention to the provision of installations, and required equipment to the higher institutes and focus schools so as to perform its role appropriately.	3	2009	5th	Projects and install.	
42	Looking at the significance of school textbook as a major tool for education and learning and for the importance of its provision in schools at specified time. it is necessary that the development of the school book's corporation in what makes it able to fulfill its obligations and should be included within the supportive and development programs.	2	July 2008 July 2009	6th	Projects Install.	Under const.

It is obvious from the table shows that the number of policies and recommendations which the 4th annual review comes out with in 2008.

- 42 policy and recommendation the ministry could implement 11 activity out of them till the end of 2008.with the percentage of (26,2 %) from the total of policies and recommendations of the joint annual review.
- The currently implemented policies and recommendations their number reached (20) policy and recommendation at the percentage of (47,6 %) from the total policies and recommendations of the joint annual review.
- While the policies and recommendations that weren't executed and their number is (11) policy and recommendation at the rate of (26,2 %) from the total policies and recommendations of the joint annual review.

Fifthly: Summary of activities implemented from MoE AWP 2008 by supporting agency.

Table (16): distribution of MoE AWP 2008 implemented activities by supporting agency.

support agency	Famil Incent	infrast ructure	School Mang.	Curricu Develo	Teachers develop	Lear Mat. Prov	Strtgy exec	Instit infras	total
Gov. budget	3	6	5	3	7	8	6	2	40
B.E.D.P	3	5	13	1	17	5	10	13	67
Local Autho.		2							2
Fast Track.	1	2	2		3				8
S.F.D	1	4	6		5	3		1	23
P.W.P		4							4
GTZ			21	3	9		15	9	57
KFW	1	4							5
Unicef	1		17	1	8	2	2	2	33
USAID	2	2	9	2	5		2	4	26
JICA	1	4							5
WFP	1								1
Unesco								1	1
Access Mina		1	1		2	1			5
Oxfam		1	1		1				3
P.E				2	2				4

From the previous table we have to clarify the following:

1- the contribution in the activity execution doesn't mean the volume of presented support and not the geographical area expansion but merely the contribution of one of the development partners in building 10 classrooms

could be equal in contribution with one who carries out more than 500 classrooms. And also an activity such as paying teachers' salaries represents one activity but funding wise represents more than 70% of the amounts were spent on executing the plan, and this is due to the following:

- We couldn’t specify the number of classrooms which were built and delivered by each project to enable us considering these classrooms have entered into service and has an impact in raising the enrollment rates.
- We couldn't specify the cost paid by each contributor of development partners whereas the specified cost whether it's planned or not actual, and also this cost isn't connected in what has been achieved in reality.

Consequently, there's a need to develop the mechanism of follow up and evaluation in what clarifies the spread of contribution magnitude of every partner of strategy implementation's supporting partners according to the costs were spent in reality.

2-When comparing activities that have been given support, we find that they exceed the number of activities that were executed, this is because one activity in the plan might be supported by some of development partners and that means the one activity could be supported by 5 supportive agencies or more or less. This leads to raising the number of activities were supported in this table.

3- Supporting one specified activity accounted as one activity even if there were in the plan of the supporting agency more than one activity. For example, training the community workers accounted as one activity even if the number of training manuals is an independent activity in the project's plan. Also this is the status of independent activities in training community workers for each governorate and all of them accounted as they are one activity according to drafting the activity in the plan.

4- It is noted that all development partners are distributed on various ministry's plan programs but there some of development partners concentrate their support in one program or two programs. For instant ,the public work project focuses on constructing the building, maintenance , renovation and school furniture in addition to the school facilities to the existing buildings and all of them are in the second program activities while the world food program focuses on implanting various activities in the country were chosen

according certain criteria .But we find some partners of development support the plan execution through all annual plan's programs and they are : USAID,UNICEF,GTZ,SFD. The support presented by the government through budget and the basic education development project targeting all eight programs without any exception.

5- There are activities were executed by some partners and weren't included in this report and considered out of the plan and from these activities the following:
    - Teachers' training activities weren't coordinated with the ministry of education due to the followed policy and agreed upon that any training presented to teachers should be unified based on one system throughout the country in what will contribute in achieving justice and fairness in training and improving the teachers' performance.
    - Activities' targeting child labor or child trafficking. Despite the fact that these activities directly centered on improving the enrollment rates, the case is basically is considered the task of other ministries.
    - Supporting the civil societies organizations because their main target is supporting the organizations even if the target was to execute some educational activities whereas it is difficult to specify if they were specified in the project's plans and were implanted or not.
    - Prepare the curriculums of the technical and vocational education because these activities regarding the ministry of technical and vocational education.
    - Researches that were issued by the center of researches and educational development and we recommend the necessity to review them here to be utilized from them in the future and not to repeat similar researches' preparation.
    - Activities regarding the follow up operations and supervision regarding the implementation of executed projects by the development partners directly.
    - Activities supported by some organizations which didn't sign on the memorandum of understanding with the ministry of education because the memorandum of understanding represents an official permit for any agency to work and support the education.

Sixthly: Summary of activities implemented form MoE AWP 2008 by MoE implementing Sector/ Department.

Table (17): distribution of MoE AWP 2008 implemented activities by implementing agency.

Implementing Agency	Family incent	infrast ructure	School Mang.	Curricu Develo	Teachers develop	Lear Mat. Prov	Strtgy exec	Instit infras	total
Train Qual.se					63	1		6	70
Pub. Edu.	5		40	5	17	3	2	3	75
Local Autho.		2							2
Fast Track.	1	2	2		3				8
S.F.D	1	4	6		5	3		1	23
P.W.P		4							4
GTZ			21	3	9		10	9	52
KFW	1	4							5
Unicef	1		17	1	8	2	2	2	33
USAID	2	2	9	2	5		2	4	26
JICA	1	4							5
WFP	1								1
Unesco								1	1
Access Mina		1	1		2	1			5
Oxfam		1	1		1				3
P.E				2	2				4

Chapter Five
Where are we from achieving Basic and Secondary Educations Strategies Targets and Education For All 2015 Targets?

To answer this question, this chapter reviews the following:

First: Total acceptance and enrollment averages.

Second: Interior efficiency, divided in to two sections:

1. Repeating, leakage and raising averages.
2. Basic education actual graduation.

Third: Educational projects for the year 2008

First: Total acceptance and enrollment averages:

1. Total acceptance averages:

a- Total males acceptance ratio reached: 119% on national level, as acceptance ratio in the capital secretariat compatible with acceptance on national level, 11 governorates become above national acceptance average, as this array vary between 109% in Sana'a, and 119% in the capital secretariat, in the other 9 governorates acceptance ration vary between 116% in Lahj governorate, and 58% in Jauf governorate.

b- Total females acceptance ration reached: 109% on national level, this was higher acceptance from national level in 11 governorates, the highest was Dhalea governorate with 140% ratio, the lowest was Amran governorate with 112% ratio. While 9 governorates comes lower than national acceptance level, the highest 107% in Hadramout governorate, and the lowest 51% in Jauf governorate.

c- Total both sex acceptan ration reached: as a national average 114%, which was compatible with national acceptance average in Mareb and Hodiedah governorates, 11 governorates comes higher than national acceptance average, in Sana'a governorate the highest ratio registered 144% , while the lowest in Dhamar registered 115%, as 8 governorates registered lower than national acceptance average for both sex, the highest in Raimah governorate 111% ration, the lowest 55% in Jauf governorate.

d- National social gap quality average reached 0.9%, as gap applications complies with national average in 7 governorates (Jauf, Hodeidah, Taiz, Maharah, Shabwa, Sana'a, and Amran), as social quality gap in the governorates (Hajah, Dhamar, and Raimah) reaches 0.8%, in Sa'adah governorate reaches to 07%. See table 10.

2. Total joining average for the school year 2007/2008:

1- Males national joining average reached 84.47%, for females 65.3%, and for both sex reached 75.4%. 8 governorates were higher than national average for males, Sana'a was the highest with 103.9% ratio, Amran was the lowest with 84.9% ratio, with 19.43% points difference in Sana'a, Amran one point, 13

governorates come lower than national joining average, the highest 83.6% ratio in Mahweet governorate, the lowest in Jauf governorate with 36.9% ratio.

2- Girls joining level, there where 10 governorates higher national joining average, the highest 89.9% ratio in the secretariat, the last was Sa'adah with 67.6% ratio, as 10 governorates comes lower than national girls joining average, the highest Mahweet governorate with 64.7% ratio, Jauf was the lowest with 34.1% ratio.

3- Both sex:

   11 governorates comes higher than national joining level, the secretariat with 91.5% ratio was the highest, the last was Lahj with 74.3% ratio, 10 governorates comes lower than national joining level for both sex too, the highest 71.3% ratio in Dhamar, Jauf the lowest with 35.6% ratio.

Social quality gap:

National social quality gap average reached 0.8, where (Ibb, Taiz, Mahweet, Dhalea, and Hadramout) governorates become equal with it, in (Mareb, Aden, Maharah, and Jauf) reached 0.9%, and in (Amran, Sana'a, Haja, Abyan, and Baydha) reached 0.7, while in (Sa'adah, Raimah, Dhamar, and Shabwa) reached 0.6. see table 11.

Second: Interior efficiency:

1- Repeating, leakage and raising averages during 2006/2007-2007/2008 period:

First class:

a- Repeating (Males – Females – Total)

National repeating average in male first class reached 5.04%, 4.8% for females, and both sex 4.92%, this indicates that males repeating average higher than females and both sex.

Aden achieved lowest males repeating rates, with 0.58% ratio, while Baidha occupied highest rates with 12.6% ratio for males on all governorates level.

Consequently, Sa'adah was the lowest females repeating rates, with 0.52% ratio, while the highest in Baidha governorate with 12.3%, Aden occupied the lowest repeating rates for both sex, with 0.58% ratio, while Baidha achieved the highest repeating among all governorates with ration 12.3%.

b- Leakage (Males – Females – Total)

Males national leakage average reached 15.84%, females 18.33% and both sex 17.01%, this indicates that males leakage rates are less than females and both sex. The secretariat achieved lowest leakage rates, with 0.5% ratio, while Amran governorate was achieving the highest males leakage rate with 28.41%, in Aden, the lowest female leakage rates was achieved with 7.15% ratio, Amarn the highest leakage rates with 32.66% ratio, in the total level, the secretariat occupied the lowest leakage rates with 0.2% ratio, Amran achieved the highest leakage rate with 30.40%, on all governorates level.

c- Raising (males- females- total)

National males raising average reached 78.07%, 76.88% for females, and for both sex 79.12%, as secretariat governorate achieved the highest raising rate with 97.57% ratio, while Mareb governorate occupied the lowest raising rates with 65.12% ratio, Aden occupied the highest female raising rates with 106.63%, Amran achieved the lowest both sex raising with 64.6% ration, where Aden for forted the highest both sex raising with 106.31% ratio, and Mareb achieved the lowest both sex raising rate with 65.47% ratio.

Second class:

a- Repeating (males- Females- Total)

Males national repeating average reached 5.45%, females 5.10%, and both sex 5.29%, Ibb occupied the highest repeating males class rates with 10.72%, while Aden achieved the lowest repeating rate with 0.10% ratio, Ibb governorate achieved the highest average among females classes with

9.33% ratio, while Aden achieved the lowest repeating rate for the same category, all over governorates level, at the same time Ibb governorate achieved the highest both sex repeating rate with 10.6% ratio, and Aden occupied the lowest repeating rate on governorates level with 0.9% ratio.

b- Leakage (males- females- total)

Males national leakage rate reached 5.67%, females 10.17% and both sex 7.65%, Jauf governorate achieved the highest leakage rate with 19.37% ratio, while the secretariat achieved the lowest males leakage rate with 4.20-% ratio all over the governorates. Sa'adah governorate the highest females leakage rate with 19.93% ratio, while the secretariat achieved the lowest females leakage rate with 5.6-% ratio, Mareb governorate achieved the highest both sex leakage rate with 17.95% ratio, while the secretariat achieved the lowest leakage rate with 4.89-% ratio all over the governorates.

c- Raising (males- females- total)

Males national raising rate reached 89.86%, females 86.30% and both sex 88.24%, the secretariat achieved the highest raising rate with 101.20% ratio, Mareb achieved the lowest raising rate among males classes with 75.0% ratio, the secretariat occupied the highest raising rates among females classes with 102.52% ratio, Mareb achieved the lowest females raising rate among governorates level with 75.33% ratio, for both sex Aden achieved the highest raising rates all over the governorates.

Third Class

a- Repeating (males- Females- Total)

Males national repeating average reached 6.10%, females 5.20%, and both sex 5.70%, Mahara occupied the highest repeating males class rates with 11.45%, while Aden achieved the lowest repeating rate on governorates level with 0.53% ratio, Taiz governorate occupied the highest average among females classes with 9.20% ratio, while Aden achieved the lowest repeating rate for the same category, with 0.22% ratio, at the same time Taiz governorate achieved the highest both sex repeating rate with 9.82% ratio, and Aden occupied the lowest repeating rate on governorates level with 0.42% ratio.

b- Leakage (males- females- total)

Males national leakage rate reached 5.67%, females 10.17% and both sex 7.65%, Jauf governorate achieved the highest leakage rate with 19.24% ratio, while the secretariat achieved the lowest males leakage rate with 11.45-% ratio all over the governorates. Amran governorate the highest females leakage rate with 19.03% ratio, while the secretariat achieved the lowest females leakage rate with 2.86% ratio, Mareb governorate achieved the highest both sex leakage rate with 17.55% ratio, while the

secretariat achieved the lowest leakage rate with 7.20-% ratio all over the governorates.
c- Raising (males- females- total)
Males national raising rate reached 88.23%, females 84.63% and both sex 86.65%, the secretariat achieved the highest raising rate with 106.88% ratio, Mareb achieved the lowest raising rate among males classes with 74.10% ratio, all over the governorates, Aden achieved the highest females raising rates with 107.83% ratio, Mareb achieved the lowest females raising rate with 77.59% ratio, for both sex Lahj achieved the highest raising rates with 108.75, and Mareb occupied the lowest raising rate with 75.69%.

Fourth Class
a- Repeating (males- Females- Total)
Males national repeating average reached 7.87%, females 5.80%, and both sex 70%, Taiz occupied the highest repeating males class rates with 13.27%, all over the governorates, while Jauf governorate occupied the lowest repeating rate with 1.17% ratio, Taiz governorate occupied the highest average among females classes with 1.34% ratio, Jauf governorate achieved the lowest repeating rate for the same category, with 1.34% ratio, at the same time Taiz governorate achieved the highest both sex repeating rate with 11.94% ratio, while Jauf achieved the lowest repeating rate with 1.17% ratio.
b- Leakage (males- females- total)
Males national leakage rate reached 8.41%, females 12.20% and both sex 10.02%, Jauf governorate achieved the highest leakage rate among males classes with 17.95% ratio, while the secretariat achieved the lowest males leakage rate with 0.39% ratio all over the governorates. Shabwa governorate occupied the highest females leakage rate with 20.92% ratio, while the secretariat achieved the lowest females leakage rate with 0.60-% ratio, all over the governorates, while Amran governorate achieved the highest both sex leakage rate with 17.87% ratio, while the secretariat achieved the lowest leakage rate with 0.08-% ratio all over the governorates.
c- Raising (males- females- total)
Males national raising rate reached 83.71%, females 81.99% and both sex 82.98%, the secretariat achieved the highest raising rate with 93.59% ratio, Mareb achieved the lowest raising rate with 76.35% ratio, all over governorates level, secretariat achieved the highest females raising rates with 96.29% ratio, Shabwa occupied the lowest raising rate with 73.03% ratio, for both sex the secretariat achieved the highest raising rates with 94.87%, and Shabwa achieved the lowest raising rate with 79.82%.

Fifth Class

a- Repeating (males- Females- Total)

Males national repeating average reached 7.36%, females 5.31%, and both sex 6.35%, Dhalea governorate occupied the lowest repeating males rate with 1.43%, while Hadramout governorate occupied the highest repeating rate with 12.24% ratio, Sa'adah governorate occupied the lowest average among females classes with 0.97% ratio, Taiz governorate achieved the highest repeating rate for the same category, with 9.32% ratio, at the same time Jauf governorate achieved the lowest both sex repeating rate with 1.42% ratio, while Taiz achieved the highest repeating rate with 10.83% ratio.

b- Leakage (males- females- total)

Males national leakage rate reached 8.90%, females 12.41% and both sex 6.53%, secretariat occupied the lowest leakage rate among males classes with 1.49-% ratio, while the Amran achieved the highest leakage rate among governorates with 17.14% ratio, secretariat achieved the lowest female leakage rate with 1.04, at the time where Shabwa governorate occupied the highest females leakage rate with 32.27% ratio, on governorates level, both sex leakage achieved lowest rate with 0.29-% ratio, while Amran achieved the highest leakage rate with 18.79% ratio all over the governorates.

c- Raising (males- females- total)

Males national raising rate reached 83.74%, females 82.28% and both sex 83.15%, the secretariat achieved the highest raising rate with 95.24% ratio, Amran achieved the lowest raising rate with 77.93% ratio, Jauf governorate achieved the highest females raising rates with 95.96% ratio, Shabwa occupied the lowest raising rate with 62.90% ratio, all over the governorates, for both sex, the secretariat occupied the highest raising rates with 94.89%, and Shabwa achieved the lowest raising rate with 75.98%.

Sixth Class

a- Repeating (males- Females- Total)

Males national repeating average reached 6.25%, females 3.95%, and both sex 5.37%, Taiz governorate occupied the highest repeating males rate with 10.71%, Jauf governorate was the lowest females repeating rate with 0.6% ratio, Taiz governorate achieved the highest average among females with 6.62% ratio, while Jauf governorate occupied the lowest repeating rate for the same category, with 0.52% ratio, at the same time Taiz governorate achieved the highest both sex repeating rate with 8.96% ratio, Jauf governorate achieved the lowest repeating rate with 0.57% ratio.

b- Leakage (males- females- total)
Males national leakage rate reached 10.05%, females 15.12% and both sex 12.0%, Juaf governorate occupied the highest leakage rate among males with 33.71% ratio, while the secretariat achieved the lowest leakage rate among governorates with 2.05% ratio, while Shabwa occupied the highest female leakage rate with 33.59%, at the time where secretariat occupied the lowest females leakage rate with 1.61-% ratio, on governorates level, where Jauf achieved for both sex leakage the highest rate with 33.28% ratio, while the secretariat achieved the lowest leakage rate with 1.85-% ratio, all over the governorates.
c- Raising (males- females- total)
Males national raising rate reached 83.70%, females 80.93% and both sex 82.64%, the secretariat achieved the highest males raising rate with 97.05% ratio, Jauf achieved the lowest raising rate with 65.69% ratio, all over governorates level, the secretariat achieved the highest females raising rates with 94.50% ratio, Shabwa occupied the lowest raising rate with 62.90% ratio, all over the governorates, for both sex, the secretariat occupied the highest raising rates with 97.47%, and Jauf achieved the lowest raising rate with 66.16%, all over the governorates.

Seventh Class
a- Repeating (males- Females- Total)
Males national repeating average reached 7.07%, females 4.32%, and both sex 6.08%, Hadhramout governorate occupied the highest repeating males rate with 12.74%, Dhalea governorate was the highest of the same category for repeating rate with 1.18% ratio, all over governorates level, Taiz occupied the highest average among females classes with 7.26% ratio, while Sa'adha governorate occupied the lowest repeating rate for the same category, with 0.56% ratio, comparing to all governorates, where Taiz governorate achieved the highest both sex repeating rate with 9.68% ratio, as Jauf governorate achieved the lowest repeating rate with 1.09% ratio, all over the governorates.
b- Leakage (males- females- total)
Males national leakage rate reached 12.31%, females 11.45% and both sex 12.00%, Hodeidah governorate achieved the highest leakage rate among males with 22.76% ratio, while the secretariat achieved the lowest leakage rate among governorates with 5.73% ratio, while Shabwa achieved the highest female leakage rate with 28.40%, at the time where Jauf achieved the lowest females leakage rate with 2.96-% ratio, on governorates level, where Sana'a governorate occupied for both sex leakage the highest rate with 19.11% ratio, while the rate was in the lowest status in Aden with 1.49% ratio, all over the governorates.
c- Raising (males- females- total)

Males national raising rate reached 80.62%, females 84.23% and both sex 81.92%, Jauf occupied the highest males raising rate with 91.12% ratio, Mahara achieved the lowest raising rate with 71.13% ratio, while Jauf achieved the highest females raising rates with 91.83% ratio, Shabwa occupied the lowest raising rate with 68.57% ratio, all over the governorates, for both sex, Aden occupied the highest raising rates with 95.52%, and Baidha governorates achieved the lowest raising rate with 74.14%.

Eighth Class

a- Repeating (males- Females- Total)

Males national repeating average reached 5.93%, females 3.84%, and both sex 5.18%, Hadhramout governorate occupied the highest repeating males rate with 10.94%, Jauf governorate was the lowest of the same category for repeating rate with 0.70% ratio, Taiz occupied the highest average among females classes with 5.66% ratio, while Jauf governorate occupied the lowest repeating rate for the same category, with 0.44% ratio, all over governorates, where Hadhramout governorate achieved the highest repeating rate with 8.03% ratio, as Jauf governorate achieved the lowest both sex repeating rate with 0.60% ratio.

b- Leakage (males- females- total)

Males national leakage rate reached 4.83%, females 8.59% and both sex 6.17%, Mahara achieved the highest leakage rate among males with 14.76% ratio, while Jauf achieved the lowest leakage rate with 16.20-% ratio, while Shabwa achieved the highest female leakage rate with 23.67%, at the time where Jauf achieved the lowest females leakage rate with 14.76-% ratio, on governorates level, where Shabwa governorate occupied for both sex leakage the highest rate with 12.60% ratio, while Jauf was in the lowest rate with 15.64-% ratio, all over the governorates.

c- Raising (males- females- total)

Males national raising rate reached 89.24%, females 87.57% and both sex 88.64%, Jauf occupied the highest males raising rate with 115.50% ratio, Mahara achieved the lowest raising rate with 77.09% ratio, while Jauf achieved the highest females raising rates with 116.32% ratio, Shabwa governorate achieved the lowest raising rate with 7347% ratio, all over the governorates, for both sex, Jauf achieved the highest raising rates with 115.04%, and Shabwa governorate achieved the lowest raising rate with 79.41%, all over the governorates.

Ninth Class

a- Repeating (males- Females- Total)

Males national repeating average reached 6.65%, females 4.73%, and both sex 6.01%, Taiz governorate occupied the highest repeating males rate with 12.35%, Jauf governorate was the lowest of the same category for repeating rate with 0.64% ratio, all over governorates level, Taiz also achieved the highest average among females with 10.21% ratio, while Dhalea governorate achieved the lowest repeating rate for the same category, with 0.63% ratio, all over governorates.

b- Leakage (males- females- total)

Males national leakage rate reached 19.52%, females 15.14% and both sex 18.6%, Raimah governorate Occupied the highest leakage rate among males classes with 31.31% ratio, while Jauf achieved the lowest leakage rate with 2.33% ratio, all over governorates level, while Sana'a occupied the highest female leakage rate with 35.18%, as the secretariat occupied the lowest females leakage rate with 0.98-% ratio, on governorates level, where Raimah governorate occupied for both sex leakage the highest rate with 30.65% ratio, the secretariat achieved the lowest rate with 1.39% ratio, all over the governorates.

c- Raising (males- females- total)

Males national raising rate reached 73.82%, females 80.14% and both sex 75.93%, Jauf occupied the highest males raising rate with 97.02% ratio, Raimah achieved the lowest raising rate with 59.08% ratio, all over the governorates, while the secretariat achieved the highest females raising rates with 99.10% ratio, while the secretariat achieved also the highest raising rate with 95.94% ratio for both sex, all over the governorates, Raimah achieved the lowest raising rates with 60.13%, all over the governorates.

2- Basic Education Real Graduation Years:

Reference to table No. 15, which illustrates years/students inlets, ideal years, and number of years male, female and both sex students spent to graduate as per sex between 2006/2007 and 2007/2008 on national and governorates level, we conclude the following:

First at national level:

a- Years/Students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex (18) years, with 9 years allowance over determined duration to finish this stage.

b- The years numerous which the female student spent to accomplish the basic stage 17.2% year, with 8.2 years allowance than the determined duration

c- The years numerous that each student spent is 19.1 year, with 10.1 years allowance than the determined duration.
From the above, we could notice differentiations in allowance years numerous to accomplish this stage, (one year allowance for both sex, males two years, as it is in females, this will multiply graduate cost in the basic stage).
d- Graduates numerous during the determined duration to accomplish the basic stage from both sex 188 each 1000, females 195 each 1000,and males 181 each 1000.
e- Efficiency factor 50.0% for both sex, females 52.2% and males 47.2%.

Second: at Governorate level:

1- Ibb Governorate:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex (18.8) years, with 9.8 years allowance over determined duration to finish this stage.

b- The years numerous which the female student spent to accomplish the basic stage 17.7% year, with 8.8 years allowance than the determined duration

c- The years numerous that each student spent is 20.4 year, with 11.4 years allowance than the determined duration.

d- Graduates numerous during the determined duration to accomplish the basic stage from both sex 141 each 1000, female graduates 144 each 1000,and male graduates 142 each 1000.

e- Efficiency factor 47.8% for both sex, females 50.9% and males 44.0%.

2- Abyan Governorate:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex (17.5) years, with 8.5 years allowance over determined duration to finish this stage.

b- The years numerous which the female student spent to accomplish the basic stage 15.0% year, with 6 years allowance than the determined duration. While the years numerous spent by males students to accomplish the same stage 23.4 years with allowance of 14.20 years.

c- Graduates numerous during the determined duration to accomplish the basic stage from both sex 248 each 1000, female graduates 335 each 1000,and male graduates 155 student.

d- Efficiency factor 51.4% for both sex, females 59.8% and males 83.5%.

3- The capital Secretariat:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex (9.5) years, with .5 years allowance, while the numerous years for each female student to accomplish determined duration 9.5 years, as the numerous years for each male student spent to finish this stage 9.5 years with allowance of .5 year.

b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 968 each 1000, female graduates 687 each 1000,and male graduates 712 each 1000.

c- Interior efficiency factor 94.7% for both sex, females 94.4% and males 95.1%.

4- Baidha Governorate:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex (24.1) years, female students 21.0 years, male students 30.6 years (This is due to the increased repetition and dropout rates). Where the allowance represented by years numerous spent by both sex 15.14 years.

b- Graduates numerous during the determined duration from both sex 116 each 1000, female graduates 136 each 1000,and male graduates 93 each 1000, this indicates of actual problem availability, which should explore it's reasons.

c- Total efficiency factor 37.3% for both sex, females 42.9% and males 29.4% year/student.

5- Taiz Governorate:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex 15.3 years, with 6.3 years allowance, than the determined duration, while the numerous years for each female student to accomplish determined duration 15.4 years, with 6.4 years allowance, as the numerous years for each male student spent to finish this stage 15.2 years with allowance of 6.2 year.

c- Graduates numerous during the determined duration to accomplish the basic stage from both sex 166 each 1000, female graduates 158 each 1000,and male graduates 180 each 1000.

d- Efficiency factor 58.8% for both sex, females 58.60% and males 59.3%.

6- Jauf Governorate:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex 15.3 years, with 6.3 years allowance, while the numerous years for each female student to accomplish determined duration 17.3 years, with allowance of 8.3 years, as the numerous years for each male student spent to finish this stage 13.3 years with allowance of 4.3 year.

b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 291 each 1000, female graduates 226 each 1000,and male graduates 408 each 1000.

c- Interior efficiency factor 58.7% for both sex, females 52.2% and males 67.5%.

7- Hajah Governorate:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex (20.2) years, with 11.2 years allowance, while the numerous years for each female student to accomplish determined duration 18.6 years, with 9.6 years allowance, as the numerous years for each male student spent to finish this stage 22.5 years with allowance of 13.5 year.

b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 156 each 1000, female graduates 176 each 1000,and male graduates 132 each 1000.

c- Interior efficiency factor 44.5% for both sex, females 47.5% and males 40.0%.

8- Hodeidah Governorate:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex (26.6) years, with 17.6 years allowance, while the numerous years for each female student to accomplish determined duration 29.6 years, with 20.6 years allowance, as the numerous years for each male student spent to finish this stage 22.7 years with allowance of 13.7 year.

b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 116 each 1000, female graduates 103 each 1000,and male graduates 139 each 1000.

c- Interior efficiency factor 33.8% for both sex, females 30.4% and males 39.7%.

9- Hadramout Governorate:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex 15.7 years, with 7.6 years allowance, while the numerous years for each female student to accomplish determined duration 14 years, with 5 years allowance, as the numerous years for each male student spent to finish this stage 19.2 years with allowance of 10.2 year.

b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 237 each 1000, female graduates 229 each 1000,and male graduates 245 each 1000.

c- Interior efficiency factor 57.3% for both sex, females 64.3% and males 46.8%.

10- Dhamar Governorate:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex 19.0 years, with 10 years allowance, while the numerous years for each female student to accomplish determined duration 17.5 years, with 8.5 years allowance, as the numerous years for each male student spent to finish this stage 22.3 years with allowance of 13.3 year.

b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 216 each 1000, female graduates 256 each 1000,and male graduates 163 each 1000.

c- Interior efficiency factor 47.5% for both sex, females 51.4% and males 40.4%.

11- Shabwa Governorate:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex 23.1 years, with 14.1 years allowance, while the numerous years for each female student to accomplish determined duration 17.9 years, with 8.9 years allowance, as the numerous years for each male student spent to finish this stage 51.3 years with an increase of 42.2 year, which requires conducting in-depth study on this phenomenon (This is due to the increased repetition and dropout rates).

b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 118 each 1000, female graduates 157 each 1000,and male graduates 58 each 1000.

c- Interior efficiency factor 39% for both sex, females 50.2% and males 17.6%.

12- Sa'adah Governorate:

a- Years/ students inlets:

The numerous of years spent by each male and female students to accomplish the basic stage from both sex 25.1 years, with 16.1 years allowance, while the numerous years for each female student to accomplish determined duration 22.7 years, with 13.1 years allowance, as the numerous years for each male student spent to finish this stage 30.2 years with allowance of 21.2 year.

b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 155 each 1000, female graduates 189 each 1000,and male graduates 111 each 1000.
c- Interior efficiency factor 35.8% for both sex, females 39.6% and males 29.8%.

13- Sana'a Governorate:
a- Years/ students inlets:
The numerous of years spent by each male and female students to accomplish the basic stage from both sex 27.5 years, with 18.5 years allowance, while the numerous years for each female student to accomplish determined duration 23.1 years, with 14.1 years allowance, as the numerous years for each male student spent to finish this stage 41.3 years with allowance of 32.3 year.
b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 123 each 1000, female graduates 148 each 1000,and male graduates 83 each 1000.
c- Interior efficiency factor 32.7% for both sex, females 39.0% and males 21.8%.

14- Sana'a Governorate:
a- Years/ students inlets:
The numerous of years spent by each male and female students to accomplish the basic stage from both sex 18.9 years, with 9.9 years allowance, while the numerous years for each female student to accomplish determined duration 15.7 years, with 6.7 years allowance, as the numerous years for each male student spent to finish this stage 27.0 years with allowance of 18 year. (This is due to the increased repetition and dropout rates)
b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 238 each 1000, female graduates 327 each 1000,and male graduates 145 each 1000.
c- Interior efficiency factor 47.6% for both sex, females 57.5% and males 33.3%.

15- Aden Governorate:
a- Years/ students inlets:
The numerous of years spent by each male and female students to accomplish the basic stage from both sex 11.2 years, with 2.2 years allowance, while the numerous years for each female student to accomplish determined duration 10.4 years, with 1.4 years allowance, as the numerous years for each male student spent to finish this stage 12.4 years with allowance of 3.4 year.

b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 743 each 1000, female graduates 812 each 1000,and male graduates 667 each 1000, during accomplishing stage.
c- Interior efficiency factor 80.4% for both sex, females 87.0% and males 72.7%.

16- Amran Governorate:

a- Years/ students inlets:
The numerous of years spent by each male and female students to accomplish the basic stage from both sex 32.4 years, with 23.4 years allowance, while the numerous years for each female student to accomplish determined duration 27.9 years, with 18.9 years allowance, as the numerous years for each male student spent to finish this stage 43.0 years with allowance of 34 year. This need to study this phenomenon, to know the reasons. (This is due to the increased repetition and dropout rates).
b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 89 each 1000, female graduates 105 each 1000,and male graduates 67 each 1000, during accomplishing stage.
c- Interior efficiency factor 27.8% for both sex, females 32.2% and males 20.9%.

17- Lahj Governorate:

a- Years/ students inlets:
The numerous of years spent by each male and female students to accomplish the basic stage from both sex 18.8 years, with 9.8 years allowance, while the numerous years for each female student to accomplish determined duration 17.5 years, with 8.5 years allowance, as the numerous years for each male student spent to finish this stage 20.9 years with allowance of 11.9 year.
b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 243 each 1000, female graduates 271 each 1000,and male graduates 215 each 1000, during accomplishing stage.
c- Interior efficiency factor 47.9% for both sex, females 51.6% and males 43.1%.

18- Mareb Governorate:

a- Years/ students inlets:
The numerous of years spent by each male and female students to accomplish the basic stage from both sex 25.3 years, with 16.3 years allowance, while the numerous years for each female student to accomplish determined duration 22.3 years, with 13.3 years allowance,

as the numerous years for each male student spent to finish this stage 30.6 years with allowance of 21.6 year.
b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 853 each 1000, female graduates 81 each 1000,and male graduates 89 each 1000, during accomplishing stage.
c- Interior efficiency factor 35.6% for both sex, females 4.04% and males 29.5%.

19- Mahweet Governorate:

a- Years/ students inlets:
The numerous of years spent by each male and female students to accomplish the basic stage from both sex 24.3 years, with 15.3 years allowance, while the numerous years for each female student to accomplish determined duration 22.5 years, with 13.5 years allowance, as the numerous years for each male student spent to finish this stage 27.4 years with allowance of 13.4 year.
b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 118 each 1000, female graduates 135 each 1000,and male graduates 98 each 1000, during accomplishing stage.
c- Interior efficiency factor 37.1% for both sex, females 40.0% and males 32.9%.

20- Mahara Governorate:

a- Years/ students inlets:
The numerous of years spent by each male and female students to accomplish the basic stage from both sex 17.3 years, with 8.3 years allowance, while the numerous years for each female student to accomplish determined duration 19.3 years, with 10.3 years allowance, as the numerous years for each male student spent to finish this stage 15.5 years with allowance of 6.5 year.
b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 195 each 1000, female graduates 136 each 1000,and male graduates 286 each 1000, during accomplishing stage.
c- Interior efficiency factor 52.0% for both sex, females 46.6% and males 58.1%.

21- Raimah Governorate:

a- Years/ students inlets:
The numerous of years spent by each male and female students to accomplish the basic stage from both sex 18.8 years, with 9.8 years allowance, while the numerous years for each female student to accomplish determined duration 17.9 years, with 8.9 years allowance, as

the numerous years for each male student spent to finish this stage 20.8 years with allowance of 11.8 year.
b- Graduates numerous during the determined duration to accomplish the basic stage from both sex 146 each 1000, female graduates 151 each 1000,and male graduates 141 each 1000, during accomplishing stage.
c- Interior efficiency factor 47.8% for both sex, females 50.3% and males 43.2%.

Third: Education Projects for 2008:

First. Central projects

1) Implemented projects for the year 2008, at central level:

Referring back to table [19] the following is shown:

1. Total implemented projects [1224], government percentage of them is [52.57%] , and the rest is represented by the joint funding percentage; projects under implementation by BEDP with a percentage of [14.4%], SFD is implementing [18.04%], PWP implemented [14.29%], and GTZ implemented [1.06%].

The government contributes with [53.75%] of new rooms and the rest of the percentage is what other projects are implementing [SFD, GTZ, BEDP], whereas the government contributes with [45.28%] out of its funding, while SFD is contributing with [19.16%], PWP with [16.62%], BEDP with [4.46%] and GTZ with [0.48%] out of the total funding for new rooms.

2. Total number of [expanded] classrooms is [404] rooms, the government contributes with a percentage of [61.58%], BEDP with [29.31%] and GTZ with [9.1%].
3. Number of complementary classrooms is [194] classrooms, government contributes with a percentage of [90.72%] and SDF contributes with [9.28%].
4. Number of classrooms which have been re-habilitated is [226] classrooms, government percentage is [81%] while BEDP contributes with [19%]
5. Number of renovated rooms [1067] rooms, government contribution through Local Authority is [29.17%], BEDP with [47.89%], SFD with [19.98%] and GTZ with [2.72%]
6. Total of administrative service rooms is [660] rooms, SFD contributes with [27.42%] and the rest of the percentage [72.58%] is the contribution of PWP.

2) Projects under implementation for the year 2008, at central level:

Referring back to table [22] the following is shown:

1. Total of under implementation projects is [2018] projects, government percentage is [58.92%], and the rest of the percentage is represented by the contribution of other projects [SFD, GTZ, and BEDP]
2. The percentage of the new under implementation rooms is [92.2%], expansion is [2%], re-habilitation is [0.81%],

percentage of complementary rooms is [0.21%] and those under renovation is [5.77%]

3. Total of classrooms which have been built by expansion is [255] rooms, implementation percentage through BEDP is [42.4%] and the rest of the percentage is by SFD.
4. Number of complementary rooms is [27] rooms, while the number of renovated rooms reached to [740] rooms, service rooms [215], and the number of services utilities reached to [1289], while the number of kindergartens reached to [13] kindergartens, in addition to [56] education offices under implementation within the targeted districts.

Second. Project at governorates level:

1) Implemented projects at governorates level:

*As for the distribution percentage of implemented projects, we find that it varies between the highest percentage in Taiz governorate [21.1%], and the lowest percentage in Aden governorate [1.6%], the rest of the percentage varies in other governorates between, the above mentioned, highest and lowest percentages.
*At the level of distribution percentage of new rooms; it was distributed to twenty one levels, Taiz governorate occupies the first level with a percentage of [14.4%], and the last level is for Al-Jowf governorate with a percentage of [1.1%]

*At the level of expanded classrooms- except for [9] governorates in which there are no expansion interventions- we find that the intervention percentage varies in the rest of the other 12 governorates between [21.1%] in Dhale' governorate, [3%] in Mareb and Sanaa' city represents the last percentage, while the other governorates' percentages, in which there were interventions in this field, varied between highest and lowest percentage.
* As for the distribution percentage of complementary classrooms, there were interventions in seven governorates

only; the highest percentage is in Sana'a city with a percentage of [77.32%] while Al-Jowf takes the last level which is [1.6%]
*At the level of re-habilitated classrooms, data indicate that the interventions have occurred in nine governorates only, and Sana'a city represents the highest level compared to the twelve governorates where which there were interventions for re-habilitations and had a percentage of [33.63%] while Al-Jowf came at the last seventh level with a percentage of [1.33%]
*As for renovation, there occurred an intervention in [17] governorates, while there weren't any interventions in the rest of the governorates. Al-Baida governorate occupies the first level with a percentage of [19.12%] and Al-Mahweet came at the last sixteenth level with a percentage of [1.41%], as for the rest of the percentages, they varied between highest and lowest as we have mentioned above.
* Total of administration rooms is [181] rooms, the highest percentage at [Taiz] governorate represents [18.23%] and lowest percentage in [Aden and Mareb] governorates is [0.6%] approximately. There aren't any interventions appeared in Sana'a city.
* Number of stores that have been built reached to [186] stores, residence rooms [109] rooms, number of administration offices [195] administration rooms, while number of teachers rooms reached to [115] rooms and service rooms reached to [479] services rooms.

For example, the Ministry of Education cared for providing sanitary utilities for improving the school environment. Total of sanitary utilities which have been built reached to [1973], and at the same time, number of surrounding walls reached to [493] school surrounding walls. The enclosed table no. [19] shows the percentage of distribution by types of interventions in classrooms at governorates level.

2) Under implementation projects at governorates level:
* Under implementation projects have been distributed into [20] levels; Hadhramout governorate occupies the first level with a percentage of [12.5%], and the last twentieth level is for Mareb governorate with a percentage of [0.64%], the distribution percentages of projects varied in the rest of the governorates between highest and lowest.

* Interventions in building new classrooms: The new classrooms are being distributed at the governorates level between highest and lowest percentages; Hadhramout governorate gains the first level with a percentage of [21.1%], while Mareb governorate takes the last twenty first level with a percentage of [0.6%]. The percentages of the other governorates varied between highest and lowest as mentioned above.
*Expansion classrooms: The interventions were in seven governorates only; Hajja governorate takes the first level with a percentage of [53%] approximately, while Shabwa governorate came at the seventh and last level with a percentage of [2.4%] approximately.
* Complementary classrooms: There were interventions in this field in four governorates. Taiz governorate is in the first level with a percentage of [44.44%], while Ibb governorate is in the second level with a percentage of [33.33] and at the third and last level came Sana'a and Dhale' governorates.
* Re-habilitation classrooms: There were interventions of re-habilitation in four governorates; Lahej governorate was in the first level with a percentage of [65.4%], while the fourth level was for Abyan governorate with a percentage of [2.9%]. From the data we had in our hands, there was no information about any interventions in this field in the other governorates.
* Renovation classrooms: Data indicates that there were interventions in [17] governorates; Taiz governorate was in the first level with a percentage of [20.81%], while the governorates of [Mareb, Al-Dhale' and Al-Baida] were in the last level, with a percentage of [0.40%] for each.
* As for the investment distribution in under implementation projects; Hadhramout governorate was in the first level among all governorates with a percentage of [27.5%] approximately, and Al-Mahweet governorate was at the last twenty first level with a percentage of [1%]

Chapter six:
Summary of the most important issues and problems and a proposal for policies and recommendations

In this chapter the following items will be presented:

1. 1-The most important issues and problems related to the evaluation, monitoring, implementation and planning aspects for all of the AWP programs.

2. 2-A proposal for the policies and problems to be approve in the fifth JAR 2009.

First: The most important issues and problem related to the evaluation, monitoring, implementation and planning aspects for all of the MoE AWP :

Through the experience of MoE and DPs in preparing the AWP for 2007,2008 and 2009 we can summarize many problems related to the planning, implementation and M &E of the implementation process as follows:

A -Issues of preparing the AWP:

There are many issues which need to be discussed in order to improve and develop the MoE AWP and these issues are:

1- The AWP which include activities and sub-activities aren't linked to the outputs and outcomes of the MTRF; this means that these activities don't contribute to achieving the MTF outcomes and outputs and also the BEDS goals.

   Also some activities and sub-activities have been re-formulated which made it very difficult to determine whether these activities are linked to fulfilling the identified MTF outputs and outcomes or not.

2- The AWP includes a large number of activities such as workshops, meetings, and visits which target the cadre who provide the education services , at the same time we find that the number of the AWP activities which targeted schools, students and local community are decreased. These components must be the first to be targeted which will help in achieving the secondary and basic education strategy goals, as well as literacy and early childhood.

   Within the MTRF there are two programs care for developing the capacities of those who provide the education services; they are the seventh program which is related to developing the AWPs

coordination, planning and implementation framework, as well as targeting the monitoring and evaluation for these plans and building up a complete system for MoE the institutional information at the different levels [governorate, district, and center] consequently the focus should be, within the first to the sixth program, on activities and outputs which targeted schools, students and local community in addition to setting up the required system for activating the work at all levels .

3- Although the AWP included plans of different stages under the MoE supervision(early childhood, basic education, secondary education and literacy), these components do not appear clearly within the AWP which leads to difficulty to distinguishing between the activities which targeted the early childhood , activities which target secondary and basic education and activities which target literacy.

   So, it's necessary to develop the AWP and highlight each component independently within each program of the AWP programs In order to ease dealing with the plan and know it's divisions within each program.

4- AWP represent the framework of all partners and stakeholders for education in Yemen. The plan preparation process and approval in its final form delays till the beginning of the implementation year which consequently delays implementation process and confuses all partners. So it's very important to finalize and approve MoE AWP in no more that 15th of November of every year to enable all projects to derive their activities from the AWP before the implementation year starts .

5- 2010 represent the last year of MTRF 2006-2010 and MTEF 2007-2010 , so the MoE and DPs must think seriously of starting the preparation of MTRF for the years 2011-2015 to be approved in the coming sixth JAR.

6- It was noticed that there is a proposal of training and capacity building for the educational department at the level of MoE headquarter – governorates – districts, without coordination with the modernization team which gives a way for duplication in implementing some activities and capacity building.

7- Absence of linkage between the prepared plans at the governorates and districts level and the approved indicators and outcomes at the national level.

8- Still the identification of the activities costs is unrealistic and un-unified either within the sectors or between sectors and DPs which lead to integrated fruitful interventions at the national level.

9- sometimes the support to certain sub-activities is changed to other sub-activities; whereas the implementation of the new sub-activities require implementation of other unsupported activities and this consequently doesn't contribute in implementing the above mentioned new activities although there is a financial support for implementing them.

B- Issues of AWP implementation:

In-spite of the passage of three years since the starting of implementing of the first AWP 2007, there are many issues related to the implementation and some of them are:

1- Uncommitment to implement multi-activities supported by multi-donors according to unified implementation system, even in case of changing the project or who is responsible for implementing the activity, from governorate to another or from one area to another, the implementation system must be unified. For example when supporting and building the capacity of the ministry at different levels in order to build educational Information system, the support which presented by DPs either it is on the program and training based or on equipment based, must be unified and according to the activities which have been approved by the MoE. Any partner can not train the educational cadre in any governorate on using ORACLE system whereas another partner is training the educational cadre in another governorate on using ACCESS system and a third partner is training them on third program or system, because this will not lead to benefit from the training and integrate the capacity building at the national level , and consequently the implementation should be according to approved system by the ministry all over the country.

2- A number of DPs are continuing implementing programs Or pilot projects, although we have five years left for the identified year of achieving the goals of education for all. We are not against the idea of pilot projects, but we hope to reduce its numbers and invest the available resources to achieve the goals of education for all, especially that the assistance for Yemen is the umbrella that all DPs who are supporting the framework.

3- Still a number of DPs (especially from NGOs) are implementing projects at the district level Or schools without coordinating with MoE. Although MoE is working hard to coordinate with all DPs and lack of coordination may lead to quit dealing with such NGOs.

4- There are several numbers of buildings which are built but are not identified their delivering date Or their submission may be after the beginning of the school year , these factors will reduce the impact of school buildings provisions in uplifting the enrollment rate especially in areas where they suffer from not having schools. In general the provision of school buildings contributes in improving the school environments, and helps uplifting the retention rate especially for females.

5- Several DPs support in building new schools and classrooms, also maintaining and renovating the existing schools. DPs have different opinions in identifying the concept of completing the construction and maintenance. Some DPs conceder making a contract with the contractor that the project is done, and some other DPs conceder that the school is ready when it is delivered. We want to unify the concept of completion . To have ready completed school at the beginning of the school year and deliver it to MoE. They will decide the number of classrooms which will go through the service at the beginning of the school year and to know its impact on the increase rate of enrollment, and uplifting the retention rate for the students. We have noticed that the MoE is having a big difficulty in identifying the number of classrooms which have been delivered and which they can benefit from at the beginning of the school year.

6- Delay in the implementing the activity related to setting up the matrix of objectives required from students by subject and grade, for specific procedural reasons, which negatively effected the implementation level of many of the quality activities that are mentioned in the plan and their implementation linkage with the outputs of the activity of developing the educational curriculums documents, and which form the basic reference for developing the other quality components specifically those related to the required competencies from teachers, school administrations, guidance, teachers training programs and supporting

elements to the educational process, subjects, educational aids, examinations, measurement and evaluation.

7- School fees abolition based on the Cabinet decree No.[41] for the year 2006 . concerning the abolition for the Male students in grades [1-3] and Female students in grades [1-6] of basic education, and MoE works to circulate the abolition operation for basic education as a whole. This lead to have the problem of not having enough money for schools to use them as an operational budget, It also leads to collect money under different names and this reduces the benefit or the goal of school fees abolition and consequently lack of enrolment of big numbers of students especially girls in education or drop out of big numbers of them especially of poor families due to not being able to pay the required sum.

C. The issue of Monitoring and Evaluation process:

1- The annual plans for MoE includes activities which do not have any fund and this leads to reduce the achievement percentage, as we are counting activates which we are sure that we are not going to implement them due to financial shortage.

2- Despite that we have approved to unify the mechanisms and means of collecting and the flow of data but many DPs work on preparing reports Or use mechanisms for the follow of data different from the MoE one, and which have been approved in agreeing with all DPs. This lead to the difficulty of the process of monitoring and evaluation to fulfill the MoE plan or any other plans. So it is very necessary for all of us to be committed to a one mechanism for data flow and preparing reports so that it will be easier for MoE the monitoring and evolution process.

3- Lots of DPs do not give the cost which have been spent to support an identified activity in the plan but the give the spent one in a component from the beginning of the project implementation. This issue leads to enlarging the cost of the annual plan progress. Concerning the MoE sectors they have the planed cost and not the actual cost, except if the implementation support for the activity is from the government budget. So when implementing any activity we should identify the actual cost

for this activity and within the plan " the year they have implemented it " and not giving the total sum for several years.

Second: Proposed policies and recommendation to be approved in the fifth JAR 2009

A. Policies regarding annual plan set up:

1. Uplift the level of linkage of the plan activities with the outcomes and outputs that are identified within the Medium Term Results Framework and the General Education Strategies, so the activities of the annual plan preparation should start with a work shop from which we come out with an approval on the targeted outputs and outcomes, and identify the main activities that fulfill them; after that the sub-activities and the time frame are prepared and responsibilities and cost are identified, the identification of the outputs and outcomes in undertaken according to the outputs matrix which is prepared on the basis of the Results Framework 2008.
2. The activities which target schools, students and local community in programs 1-6 shouldn't be less than 80-90% of the proposed activities, that is because the seventh and eighth programs are basically allocated for improving the institutional environments of the Ministry of Education at the different levels and raising its capacities in coordination and leading the planning, implementation, monitoring and evaluation process of the strategy. By this policy we actually deliver the implementation process to the targeted category which is school, students and local community.
3. Develop the plan and highlight each component or educational stage in an independent way and within the framework of each program of the plan programs in order to make it easy dealing with the plan and know its divisions in each framework of the program.
4. The Technical Office is working on achieving and approving the annual work plan 2010, and the coming years' plans at a dead line date of 15th November of each year, in order to allow all partners identify the activities and programs they will support before the beginning of the next year.
5. The ministry and the partners should think seriously of starting the preparation of the Medium Term Results Framework for the years 2011-2015 to be approved in next sixth JAR.
6. The Modernization Team undertakes identifying the sectors needs of training at the Ministry level and the GEOs and DEOs , while the Training Sector is responsible for providing training related to improving the quality of education at school, teachers, school administration, and educational guidance level.

7. Identify the level of each governorate regarding the enrollment rates of males and females, the indicators of internal efficiency and quality indicators, institutional capacity building and identify the future goal which each governorate should targets in a realistic applicable way, in order to be as a clue for these governorates for setting up their annual plans and Medium Term plans and in order to link the governorates and districts plans with the national plans.
8. Work with all partners for preparing a unified manual for a unified cost which will be used for calculating the activities cost, whether they are new buildings- maintenance or renovation – training or workshops, or field visits.
9. Arrange the supported activities by the development partners according to the priorities and arrange the activities implementation synchronically, so the main and necessary activities should be implemented in order to implement other activities; and the selection of activities is undertaken according to a deep discussion with the technical committee that is responsible for the plan preparation and which represents the different sectors in order to come up with a joint work according to priorities, outcomes and outputs that are targeted in the plan.

B. Policies regarding the annual plan implementation:

1. Any activity should be implemented according to a unified mechanism and system even if there is a multi-donor activity.
2. Decrease the implementation of pilot projects to the minimum level in order to direct all effort for achieving the goals of Education for All.
3. All development partners specifically in the civil international and national organizations should coordinate with the Ministry of Education at the national level before the implementation of any activity even if it is at the school level.
4. The implementation bodies of school buildings should work on delivering the new school building before the beginning of the school year to impact largely the increase in the enrollment rate especially for girls.
5. Create an effective [and flexible] procedural treatment in implementing the plan activities related to setting up the matrix of objectives required from students by subject and grade which form a referential framework for the development of the different components and quality improvement programs of teachers , school administrations, guidance and the required competencies from them, as well as in the processes of developing training programs, educational aids and subjects, examinations systems, measurement, evaluation and learning and teaching environment.
6. The necessity of working on approving an operational budget for schools according to the Cabinet Decree no. [279] for the year 2008, regarding reconsidering the operational and capital budget for schools in the administration units,:[Approval of operational budget for schools starting form the school year 2008/2009], **and the budget should be sent directly to the accounts of schools through the accounting entities in the governorates and districts, and approve suitable ways for accounting clearance,** and check up that it was spent according to legal ways and involve the local community by depending on a proposed mechanism for the system of providing the operational budget that is prepared earlier by the ministry.

C: Policies regarding the monitoring and evaluation of the annual plan

1. Monitoring the Implement the annual plans whether through the mid-term report or through the annual progress report stipulating that the monitoring and evaluation should be according to the activities which the government is funding or development partners' funding, so the activities that are not funded should be excluded after the passage of half of the first year in which the activity is implemented.
2. Making a distinct report for monitoring and evaluation of educational quality through analysis of results of Yemeni pupils in regional and international assessment studies in which Yemen has been an active participant. This should be put in practice this year by holding this summer a national convention solely directed to the discussion of the results of Yemeni fourth graders in TIMSS 2007 and to decide measures that makes the target of promoting their performance to international average as strategic as access in 2015, and that must be considered by AWPs within the context of the call by this report for new planning policies that drive MTRF's Programs 1-6 to focus more on learners.
3. The commitment of all with one mechanism of data flow and reports preparation in order to make it easy for the ministry the process of monitoring and evaluation. With this regard, all stakeholders should make use of the DPs' database developed by GEIP and put on the web (www.yedp.net) to be managed by TO on a pilot scale so as it becomes operational be the start of coming school year 2009/2010.
4. Determine the actual cost which is spent for each activity within the implemented AWP and not provide the total cost for many years

D: The policies regarding the DPs alignment and harmonization with the Ministry plans:

1. Uplift the level of alignment and harmonization with the ministry plans and all the plans of each project should be taken from the AWP and the joint goal of all DPs projects should be the achievement of the AWP outputs and outcomes and the secondary and basic education strategies goals.
2. Unify all resources towards activities that target schools, students and local community which contribute in achieving the goals of enrollment, equity, equality and quality improvement especially within the the first six programs of the AWP.
3. Decrease the operational budgets of projects to invest all the resources in a better way and to achieve the identified outcomes and

outputs in the AWP, or to achieve the general education strategy goals.

4. Decrease pilot projects to the minimum level especially that the remaining period of time is six years for the achievement of the goals of Education for All. This matter requires intensive efforts and support from the MoE and DPs for achieving a the six goals of Education for All with a high level of efficiency; especially that the Ministry and the DPs agreed on most of the required activities for the required piloting to be implemented by all and all over the country.
5. The Ministry of Education welcomes all the civil society organizations which implement supported projects by Dubai Care Initiative or any other donors. It ensures that any proposal for working within the framework of the MoE or selection of areas in which the implementation will be undertaken, should be prepared for in future with the coordination of the MoE which will guarantee not to focus the support for a specific governorate in order to fulfill the best investment for the available resources for education.
6. Work that the coordination and planning process should be undertaken through one path of coordination [which is the Technical Office/MoE] and the implementation process after that is undertaken with the coordination of the relevant sectors.

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Summary of Monetary Deficit Estimations for FY 2009

Numbers in million (YR)

SN	Statement	Budget of 2008	Budget of FY 2009
1	Total Public Resources	1,524,503	1,537,168
2	Total Public Resources without Loans	1,400,366	1,454,838
3	Total Public Uses	1,829,585	1,963,995
4	Total Public Uses without Paying Back Loans	1,799,714	1,933,328
5	Overall Monetary Deficit (OMD)	399,348	478,490
6	Net Foreign Funding	94,266	15,663
7	Net Monetary Deficit (NMD)	305,082	426,827
8	GDP	4,966,000	5,793,181
9	Percentage of OMD to GDP	-8,04%	-8,26%
10	Percentage of NMD to GDP	-6,14%	-7,37%

Ministry of Planning and International Cooperation

Governorate: Taiz

Overview on Budget Estimations in Taiz Governorate for the Fiscal Year 2009

Amounts are in thousands Yemeni Rials (YR)

General Resources	2008 Linkage	2009 Estimations	2009 Estimations	2008 Funds	Public Expenditures
A) Operating Budgets					
Chapter Two: Grants	25,529,439	33,870,626	32,066,153	24,347,256	Chapter One: Employee wages and compensations
Ongoing Grants from Foreign Governorates (cash, in-kind or technical)			1,783,003	1,160,883	Chapter Two: Expenditures on goods, services and properties
Ongoing Grants from International Organizations (cash, in-kind or technical)			21,470	21,300	Chapter Three: Social aids, grants and benefits (without capital transfers)
Ongoing Grants from other Government levels (ongoing central supportl)	25,529,439	33,870,626			
Lump Sum	25,529,439	33,870,626	33,870,626	25,529,439	**Lump Sum**
Chapter One: Taxes Income (without the mixed)	399,686	514,214			-Capital transfers for resident non-profitable institutions
Chapter Two: Grants	2,711,334	3,010,467			-Capital transfers for families and individual
Capital Grants from Foreign Governments (cash, in-kind or technical)					
Capital Grants from International Organizations (cash, in-kind or technical)	45,847				
Capital Grants from other government levels:	2,665,487	3,010,467			
-Capital central support	1,011,675	1,011,675			
-Share from general mixed resources	525,012	525,012			
Mixed Resources	1,128,800	1,473,780			
Chapter Three: Income of property and selling goods, services and varioustransitions	396,111	523,245			
Lump sum	3,507,131	4,047,926			**Lump sum**
Operating Account Deficit			4,047,926	3,507,131	Operating Account Surplus
Total	29,036,570	37,918,552	37,918,552	29,036,570	**Total**
B) Non-Monetary Asset Transitions					
Operating Account Surplus	3,507,131	4,047,926			Operating Account Deficit
Chapter Four: Disposition of non-monetary assets			4,047,926	3,507,131	Chapter Four: Acquisition of non-monetary assets
Part One: Disposition of fixed assets			3,741,126	3,475,433	Part One: Acquisition of fixed assets
Part Three: Disposition of non-productive/ estates sales assets			306,800	31,698	Part Three: Acquisition of non-productive/ Acquisition of estates
Lump sum	3,507,131	4,047,926	4,047,926	3,507,131	**Lump sum**
Monetary Deficit					Monetary Surplus
Total	3,507,131	4,047,926	4,047,926	3,507,131	**Total**
C) Transitions of Assets and Liabilities					
Monetary Surplus					Monetary Deficit
Governorate Budget Deficit					Governorate Budget Surplus
- Change in Monetary and Local Deposits (+)					- Change in Monetary and Local Deposits (-)
Total Governorate Public Resources	29,036,570	37,918,552	29,036,570	37,918,552	Total Governorate Public Expenditures

Arial

Program 1: Household Incentives Programs

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
1.1	Incentive distribution criteria (by governorate, by district and by gender).	1.1.1	Technical support to assist the access team in preparing the project of distributing the incentives' system for basic and secondary education [school bag, food, transport, medical care] for the targeted governorates, districts and schools; and identifying the the incentives specifications, the implementation mechanism and the criteria document of incentives including [type of incentive- targetteg categories for each incentive - ways of selecting the beneficiaries [male and female students] for each incentvie based on the geographical criteria, education indicators, social, economic...etc. Also the system includes how to link the benefit with the ministry's system of educational information in distributing the incentives and identifying the training needs.	BEDP	Gen. Ed. Sector, Girls' Ed. Sector with relevant authorities					40,000	20,000
		1.1.2	Conduct two-day 4 counselling meetings [1centralized, 3 decentralized]to: discuss and develop the system and criteria and draft the system and basis in a final way. Print the system and the criteria of incentive payment and distribute them to the governorates , districts and schools	-BEDP UNICEF	Gen. Ed. Sector, Girls' Ed. Sector					66,000	33,000
		1.1.3	Set up awareness programs on the objectives and goals of incentives distribution and implement them through the different media	-BEDP	Gen. Ed. Sector, Girls' Ed. Sector , Educational Media					40,000	20,000
1.2	Capacity building to implement the system and criteria of incentives distribution	1.2.1	Select and implement the training for the following groups: National training team [20], MoE staff 50 , the training team in the governorates [110], the GEOs staff [242], the training team in the districts[1665], staff in the district offices [999] and 32400 from school administration staff and the community participation in [5,400] schools financed by donors.	BEDP	Gen. Ed. Sector, Girls' Ed. Sector					#######	2,000,000
1.3	Implementing the incentives distribuition	1.3.1	Set up a plan and identify a coordination and communication mechanism among the relevant departments at all levels for the implementation and distribution of the incentives according to the time and implementation schedule program.		Gen. Ed. Sector, Girls' Ed. Sector						
		1.3.2	Field implementation of the distribution program according to the time schedule. This includes distributing the following:	BEDP	Gen. Ed. Sector, Girls' Ed. Sector						
		1.3.3	* School bags for 1,076,831 male and female students and 210,000 learners in the illiteracy eradication program	BEDP ، UNICEF	Gen. Ed. Sector, Girls' Ed. Sector and LAEO						
		1.3.4	* Food for 1,685,417 male and female students and 210,000 learners in LAEO		Gen. Ed. Sector, Girls' Ed. Sector						
		1.3.5	* Transportation for [510,732]male and female students		Gen. Ed. Sector, Girls' Ed. Sector						
		1.3.6	* Present incentives and fund transference for 2,538,340 male and female students with operational expenses	Gov. BEDP	Gen. Ed. Sector, Girls' Ed. Sector						
		1.3.7	* Support students' activities of all students at the governorates, districts and schools level for the targetted ones by gender		Gen. Ed. Sector, Girls' Ed. Sector						

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
1.4	System for collecting, implementing and recording data and information of incentives distribution	1.4.1	A five-day training for 650 specialists in the ministry, governorates and districts on collecting, including , analyzing and utilizing data and information of incentives with providing tools [forms,tables….etc]and collecting and including and analyzing information and data.	BEDP	Gen. Ed. Sector, Girls' Ed. Sector					120,000	60,000
		1.4.2	Field visits to review and approve 5% of the schools plans centrally. Implement field visits by groups from the ministry, governorates and districts to support the process of incentives distribution and check commitment to criteria	-BEDP UNICEF	Gen. Ed. Sector, Girls' Ed. Sector					150,000	75,000
		1.4.3	Abroad visit for the working teams for one week for four persons [two from Gen. Ed. and two from Girls Ed. to get experience in the field in household incentives		Gen. Ed. Sector, Girls' Ed. Sector					14,000	7,000
1.5	Develop the effectivity of incentives propram and cover its requirements according to the increase in enrollment rates	1.5.1	Activate the criteria of incentives distribution and management into inclusive implementation plans and estimate the real cost according to the number of targetted ones and the results of monitoring and evaluation system through:		Gen. Ed. Sector, Girls' Ed. Sector						
		1.5.2	Technical consultancy to conduct a study for: Identifying the beneficiaries and the expected number of enrolleess to education and the impact of incentives on enrollement and retention of female students in basic and secondary education.	BEDP	Girls' Ed. Sector					100,000	50,000
		1.5.3	Set up an estimated cost for the size of the required incentives till the end of the school year 2010/2011		Gen. Ed. Sector, Girls' Ed. Sector					10,000	5,000
		1.5.4	Make some steps towards looking for sources to guarantee getting an increase and approve additional support for the incentives from [gov. and donors] to cover the commitments in increasing the number of enrollees into education		Gen. Ed. Sector, Girls' Ed. Sector						
1.6	School fees abolition for classes 1-9	1.6.1	Ensure circulation of the government decrees on school fees abolition for male and female students for grades 1-6 [governments-districts-schools]		Gen. Ed. Sector, Girls' Ed. Sector						
		1.6.2	Prpare and follow-up issuing the government decrees on school fees abolition for male and female students for calsses 1-9		Gen. Ed. Sector, Girls' Ed. Sector						
		1.6.3	Set up a mechanism for supervising and ensure decrees implementation of school fees abolition at each school level.		Gen. Ed. Sector, Girls' Ed. Sector, Guidance Sector						
		1.6.4	Conduct a study on a random sample from the local communitites to check up school fees abolition and benefit from the school and community data and statististics.	UNICEF	Gen. Ed. Sector, Girls' Ed. Sector					30,000	15,000
1.7	Secondary Education Project : Provide scholarships	1.7.1	Technical assistance to prepare operational manuals for the schools communities scholarships.	BEDP	Gen. Ed. Sector, Girls' Ed. Sector						
		1.7.2	Two workshops to review and approve the manuals.		Gen. Ed. Sector, Girls' Ed. Sector						
		1.7.3	Print and distribute the manauls	BEDP	Gen. Ed. Sector, Girls' Ed. Sector						
		1.7.4	A training at the governorate, district and school level on using the manuals	BEDP	Gen. Ed. Sector, Girls' Ed. Sector						
		1.7.5	A training for capacity building for GEOs on planning, following-up and evaluating the schools communities' scholarships.	BEDP	Gen. Ed. Sector, Girls' Ed. Sector						
		1.7.6	A training for capacity building for DEOs on planning, following-up and evaluating the schools communities' scholarships.	BEDP	Gen. Ed. Sector, Girls' Ed. Sector						

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	for the project secondary schools.	1.7.7	Trainin the fathers' and mothers' councils on planning, following-up and evaluating the schools communities scholarships.	BEDP	Gen. Ed. Sector, Girls' Ed. Sector						
		1.7.8	Local consultancy to prepare an awareness campaign on the schools communities scholarships.	BEDP	Gen. Ed. Sector, Girls' Ed. Sector						
		1.7.9	Transportation incentives for 100 girls and 100 boys	BEDP	Gen. Ed. Sector, Girls' Ed. Sector						
		1.7.10	Employ 60 female teachers	BEDP	Gen. Ed. Sector, Girls' Ed. Sector						
		1.7.11	Scholarships for male and female students in [10-12] grades in poor areas.	BEDP	Gen. Ed. Sector, Girls' Ed. Sector						
1.8	Establish clear legislation, planning and information basis for working in the school activities and development of those talented and creative	1.8.1	Draft manuals and by-laws for the ministerial awards and incentives for talented and brilliant males and females and those working in the activities.		Gen. Ed. Sector Ed. Media					20,000	10,000
		1.8.2	Prepare and present suitable programs to motivate the society and its governmental, civil and local institutions to invest in the school activity, talent and creativity.		Gen. Ed. Sector Ed. Media Girls' Ed. Sector					100,000	50,000
		1.8.3	Prepare and present programs that target the family, school environment, civil society and economic sectors to participate in the auspice and support for the school activities and develop those with distinguished mental and skillful abilities		Gen. Ed. Sector Ed. Media Girls' Ed. Sector					40,000	20,000
		1.8.4	Accredit arranging for the Minister of Education reward for educational brilliance and excellence to encourage for creativity at the government schools' level and set-up boards and manuals that arrange them.		Gen. Ed. Sector					30,000	15,000
		1.8.5	The first meeting for encouraging scientiic and environmental inventions and innovations.		Gen. Ed. Sector					20,000	10,000
		1.8.6	Prepare publishings and posters which aim at the awareness of supporting and caring for the school activities, those talented and creative, female students' activities and their role in future		Gen. Ed. Sector Ed. Media					20,000	10,000
Total Program										#######	2,400,000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$

Second program: Infrastructure

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
2- 1	Update and develop designs, basis, data, criteria, specifications and facilities of school, kindergarten, secondary education, special education and illiteracy eradication [National system for	2.1.1	Prepare and design a general manual for designs,criteria and specifications for building and construction		Projects Sector					4,800	24,490
		2.1.2	Set up a mechanism for date update of school mapping at the national level for the targetted buildings according to enrollment rates	BEDP	Projects Sector					330,052	
		2.1.3	Circulate a general manual of school equipment and building maintenance		Projects Sector					2,000	
		2.1.4	Design a specification manaul of school seats, furinture and equipment	GOV	Projects Sector					8,900	
		2.1.5	Technical consultancy to evaluate school mapping outputs at the national level		Projects Sector					600	
		2.1.6	Unify the basic data of school to link the school mapping code with the data of the GD of Information and Communication Systems and GD of Statistics and include the results of the review into the computer and submit them to the GD of Statistics and GD of Information and Communication Systems as a final data.	BEDP	Projects Sector					12,000	
		2.1.7	Conduct three exhibitions in Sana'a City, Aden and Hadhramout and an exhibition for meeting with the responsibles of education facilities in the Gulf Cooperation Countries	GOV	Projects Sector					10,000	
2-2	Build and construct [expasion-rehabilitation - new]	2.2.1	Identify the targetted sites by the different funding agencies at the government,district and school level according gender and educational stage.		Projects Sector					6,500	
		2.2.2	identify the kind of need for the targeted school and sites		Projects Sector					3,345	17,066
		2.2.3	Prepare studies , specieications , designs , bids and mechanism of supervision.		Projects Sector						
		2.2.4	A- New building , rehabilitation and expansion 7500 class rooms including hinderd projects.	USEID KFW SFD BEDP GOV	Projects Sector					22,327	136,515
			B- Build female development centres for rural women in twelve governorates							180,000	
			C- Build and rehabilitate 10-15 kindergartens							150,000	
		2.2.5	Prepare and coordinate building Higher Institutes in five governorates and renovate and maintain the existing institutes		Ed. Sec.						
		2.2.6	Contract with engineering offices to make a survey for schools, prepare bids and documents and supervise new buildings, rehabilitate, expand and replace in five governorates for secondary education for 50 schools	BEDP, PWP	Projects Sector						27,000,000
		2.2.7	Build and construct 50 secondary schools including rehabilitation and replacement for secondary education in five governorates	BEDP, PWP	Projects Sector						
		2.2.8	Follow-up and supervise the implementation process and use the supervision and training manual	BEDP	Projects Sector						10,000
		2.2.9	Follow-up how the implementation of the national criteria of specifications and designs and implementation of technical recommendations of the technical consultancy line with low-cost building and identify what class rooms and service rooms and education offices have been achieved.		Projects Sector					20,000	
		2.2.10	Evaluate what have been implemented from the building and rehabilitation plan and how the goals and indicators are fulfilled	GOV	Projects Sector					10,000	
		2.2.11	Set up the 2010 plan, the investment program and the operational expenses	GOV	Projects Sector					3,000	

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
2.3	Prepare and equip for the program of maintenance, equipment and furniture	2.3.1	Contract with engineering offices to survey the schools and names, prepare bids and documents and supervise the rehabilitaion, expansion and replacement in 10 governorates for basic education	BEDP	Projects Sector						
		2.3.2	Mentainance for 200 schools, replacement for 20 schools, rehabilitaion for 100 schools and construct 100 surrounding walls and 600 tiolets for basic education	BEDP	Projects Sector					2,477,181	
		2.3.3	Activate the programs of continuous mentainance for buildings and equipment which the schools and local communities do for 1561 basic and secondary schools in [Sana'a City-Aden-Abyan-Hadhramout-Lahj-Shabwa-Amran-Marib] and train cadre of those governorates and provide operational budget for them and undertake the process monitoring and evaluation	BEDP	Projects Sector						4,661,350
2.4	Equipment, furniture and requirements	2.4.1	Provide 117.540 dual seats	GOV BEDP	Projects Sector					1,575,036	8,035,898
		2.4.2	Furnish and equip new buildings	GOV BEDP	Projects Sector					645,293	3,292,311
		2.4.3	Provide 2100 school radios	GOV	Projects Sector					103,575	528,444
		2.4.4	Provide 1019 school labs, [936] computers and 720 school libraries	GOV BEDP, UNICEF	Projects Sector					2,454,330	
		2.4.5	Provide equipment for the GD of School Planning and the department of School Planning in the GEOs of [Sana'a City- Al-Mahara- Aden- Raima- Sada- Hajah- Al-Jowf- Al-Mahweet], equip and train some selected districts in the governorates that guarantee a mechanic data flow to update the data of school planning from district to governorate to the main centre of [Amran- Marib and Shabwa], train the employees of school planning in the targeted governorates on how to use GIS system for 26 male and female trainees and train on how to process natural maps and change them from Restor into Victor to get the lines of Kontoor, wadis, roads and shops for 30 trainees.	SFD BEDP USEID	Projects Sector					39,000	
		2.4.6	Provide printings for the school year 2008/2009 [47.339.561 school books for general education, 11.454.000 examinations documents of general education and 265.000 school records and 726000 chalks	GOV	Projects Sector					8,921,580	
		2.4.7	Provide the requirements of work: [842000] illiteracy eradication books and [180000] examination documents of illiteracy eradication and chalks		Projects Sector, Reteracy program					180,000	
		2.4.8	Provide raw materials for female centres of rural women development in the targeted governorates [Sana'a, Al-Mahara-, Mareb, Al-Jowf, Al-Baida, Shabwa, Hajah, Sai'oon, Al-Mahweet, Al-Dhale',Abyan and Lahj]	BEDP	Projects Sector, Reteracy program						300000
		2.4.9	Provide and purchase equipment and requirements of illiteracy eradication and adult education programs: 2000 schools boards, 12 photocopiers, and 5000 dual seats		Projects Sector, Reteracy program						٢٥٠٠٠٠
		2.4.10	maintain the equipments of Basic Training Center in five governorate		Projects Sector, Reteracy program						350000
		2.4.11	Provide the following equipment for the GD of Media and Educational Dissemination: A TV camera, 10 digital cameras, 15 digital reporters' tape recorders, 5 computer sets, 2 fax machines with a scanner machine, photcopier, Machintosh computer, photographic printer		G.D. Media						50000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
		2.4.12	Provide the following equipment for the departments of educational media in the governorates: 22 computers, 22 fax machines, 22 photo cameras and 22 tape recorders	BEDP	G.D. Media						50,000
		2.4.13	Equip the infrastructure for the training institutes: Equip 500 cluster schools, 22 training departments in the governorates [computers with accessories-furniture….etc] and equip 5 training halls and computer centres and build and complete the annexes of the Central Institute of Training	BEDP	Training and Qualification Sector					1,036,790	5,210,000
Total Program										########	49,916,074

Program 3: School Level Management Development

The budget should be program based budget

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
3.1	Set up a system and implementation mechanism for operational budget for the schools in the Republic of Yemen	3.1.1	Set up a proposal on the mechanism of operational expenses distribution. Set up a manual on the mechanisms of monitoring, follow-up and evaluation to manage the operational budgets at every level and local community and how the reports are flowed and raise data, information and final accounts. Conduct two meetings on the mechanism and manaul.		Gen. Ed. Sector Girls' Ed. Sec. Financial Affairs Monitoring						45,000
		3.1.2	Draft the implementation board and the implementation mechanism in its final form and approve, print and distribute it to the governorates, districts and schools and government authorities [MoF, Local Authority, MoCS].. Etc	GOV	Gen. Ed. Sector Girls' Ed. Sec. Financial Affairs Monitoring						25,000
		3.1.3	Set up a manual to manage and function the operational budget and identify the required improvement sides for the school and how to prepare plans and implement, print and distribute them.		`						15,000
		3.1.4	Form task forces and school committees for all schools to manage the operational budgets from [school-community] from the government support	GOV	Gen. Ed. Sector Girls Ed. Sec.						20,000
3.2	Develop school administration system	3.2.1	Two work shops to review, develop and update the basis and criteria for selecting and appointing adminstration staff. Approve the basis and criteria and circulate them for implementation in governorates and districts.		Gen. Ed. Sector Girls Ed. Sec.						25,000
		3.2.2	Conduct two workshops to set up and approve the school work board that includes the baords of [Evaluation and tests, social service, fathers and mothers councils, students councils, school board, libraries boards, financial board…etc and approve the board in its final form and print and distribute it to the Republic schools.	-GOV	Gen. Ed. Sector Girls Ed. Sec.						45,000
3.3	Develop the system, criteria and indicators of	3.3.1	Techincal assistance to set up and develop operational manual at school level on the constructiona and maintenance sides and ways of storing text books and maintain and operate the equipments and school furniture to line with the national system of building and maintenance		Gen. Ed. Sector Project Sector						30,000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	quality improvement and guarantee quality at school based	3.3.2	Technical support to set up a manual that includes the educational elements and set up the quality improvement criteria and indicators to check up quality guarantee in [the building-adminstration-students-process of education-equipment and financial resources- local community -communication for all levels and technical specialists]	BEDP	Gen. Ed. Sector Girls Ed. Sec. Guidance Sec. Training Sec.						20,000
3.4	Schools' operational budget	3.4.1	Set up a program to distribute operational budgets and pay them to schools according to the approveds basis, rules, the framework and the size of school	GOV	Gen. Ed. Sector Girls Ed. Sec.						5,000
		3.4.2	Review the size of operational budgeting for schools according to enrollment rates increase and follow up to get a support to cover this increase from the increase ceilling of the government budget for the year 2010.	GOV	Gen. Ed. Sector Girls Ed. Sec.						10,000
		3.4.3	Cost of transferring the operational budget from the government support and pilot projects [Inclusive Improvement - friendly environment schools] after approving the school plans for the year 2009-2010 at the different levels.	-BEDP	Gen. Ed. Sector						6,040,000
3.5	Training needs for capcity building to implement school operational budget	3.5.1	Identify the training needs to build the capacities of those concerned in education management and school committees [district management, local community, fathers and mothers councils] for the different sides of operational budget system		Gen. Ed. Sector Girls Ed. Sec.						30,000
		3.5.2	Implement a three-year training program for the task forces in the centre- governorate - disctrict - school committees on the sides of operating operational budgets system of the government support [130 from governorates] [760 from districts] [45000 from school committees] for 15,000 schools	GOV	Gen. Ed. Sector Girls Ed. Sec. Financial Affairs						300,000
		3.5.3	Set up a training manual on how to self-evaluate and raise reports at the end of the school year on school plans and final accounts for the operational budgets of the government support and the presented support for pilot schools in the funded projects of BEDP and UNICEF	-BEDP	Gen. Ed. Sector Girls Ed. Sec. Training						10,000
		3.5.4	Implement training programs for the task forces and school committees in all schools including the schools' pilot project Inclusive improvement - friendly environmrny schools] about self-evaluation and raise final reports of the schools plans and final accounts at the end of the school year	- MOE -BEDP UNICEF	Gen. Ed. Sector Girls Ed. Sec.						70,000
		3.5.5	A study by 10 members from the administration development team at the school level for 10 days to benefit from the success of the regional and international experience.	UNICEF	Gen. Ed. Sec.						25,000
3.6	Set up school plans	3.6.1	Set up school plans by schools according to the approved operational budget and needs and requirements to improve schools for the year 2009-2010	- MOE -BEDP	Gen. Ed. Sector						20,000
		3.6.2	Set up plans for the school year 2009-2010 by the pilot project schools according to the results of the last year evaluation and goals of the next year of piloting [whole improvement , friendly environment schools]	-BEDP	Gen. Ed. Sector						10,000
		3.6.3	Support the weak and hindered schools in preparing school plans for the year 2009-2010 by the task forces of the centre, governorate and district and support school committees in identifying the priorities from field observation for the status of the educational process in schools	-BEDP UNICEF	Gen. Ed. Sector						20,000
		3.6.4	Expand the experience of [the whole improvement - friendly envornment schools] in new districts and schools to circulate this experience and get the most benefit of if in a larger geographical scope	-BEDP UNICEF	Gen. Ed. Sector						15,000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
3.7	Activate monitoring, supervision, follow-up and evaluation	3.7.1	Activate field visits for follow-up, monitoring and evaluation for the implementation level of operational budget system and school plans and function the support in improving schools' planning and the impact of budgeting on the school administration performance and community.	- MOE -BEDP UNICEF	Gen. Ed. Sector Girls Ed. Sec.						25,000
		3.7.2	Conduct a survey study to diagnose the current status of the schools and identify the weakness points and the targetted improvement sides to be a basis for the annual evaluation effectiveness and measure the improvement of the schools status after the first year and the following years and conduct a workshop to present and discuss the results of the survey study	-BEDP	Gen. Ed. Sector						20,000
		3.7.3	Develp the boards and mechanism of giving license and re-new validation in Sana'a city and governorates and activate the monitoring visits on the technical and educational area in schools and private kindergartens in Sana'a city and governorates to monitor schools performance.		Gen. Ed. Sector						10,000
		3.7.4	Coordinate with the General Authority of Areas and Country Lands and Endowments and the Local Authority the possibility of looking for investmemt lands for ownership or renting and put up for investment		Gen. Ed. Sector TO						2,000
		3.7.5	Imlement a workshop to discuss and approve the samples of certificates and grades/marks sheets of students.		Gen. Ed. Sector Curruculum Sec.					Cost is within records development	
		3.7.6	Implement two meetings for the responsibles in private education at the local and central level		Gen. Ed. Sector						5,000
		3.7.7	Coordinate the fees with the MoF, the Insurance, the Local Administration and Electricity that should be paid from schools and private kindergartens, organize and unify the way it is collected.		Gen. Ed. Sector TO						
3.8	Activate monitoring, supervision, follow-up and evaluation	3.8.1	Evaluate the first year of pilot project schools [whole improvement - friendly environment schools] and identify the weakness and strength sides and work on developing the systems and mechanisms of work and the training programs and monitoring and evaluation	-BEDP UNICEF	Gen. Ed. Sector Girls Ed. Sec.						30,000
		3.8.2	Implement three field visits [planned and suddent ones] to follow-up, monitor and evaluate the schools' performance in implementing the schools' plans and using the operational budget as they were planned in a transparent way.	-BEDP	Gen. Ed. Sector						30,000
		3.8.3	Develp the operational manuals of the friendly schools' and whole improvement system and the training programs according to the results of the last year evaluation and deal with the weakness and shortcomings points which encountered during implementation.	UNICEF	Gen. Ed. Sector Girls Ed. Sec.						30,000
3.9		3.9.1	Field visit to know about the equipping of the information sources rooms and how to operate them in schools	BEDP	Gen. Ed. Sector						4,000
		3.9.2	Hold a workshop to discuss and evaluate the issues of inclusive education and find an effective partnership of ministry leaders and civil society institutions.		Gen. Ed. Sector						20,000
		3.9.3	Supervisory field visits to follow-up the performance of the inclusive schools [staff in the field]		Gen. Ed. Sector						20,000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	Inclusive Education	3.9.4	Conduct two workshops to activate the management of inclusive schools in the governorates and set up criteria and work restrictions for the typical inclusive education school.	BEDP	Gen. Ed. Sector						10,000
		3.9.5	Implement a field visit to the schools of inclusive education to 15 governorates to complete filling the forms and survey the schools of indclusive education and make a data base that is correct and accurate.		Gen. Ed. Sector						7,000
		3.9.6	Awareness campaigns in inclusive education schools on raising health and food level and supply students with health skills which are related to reforming health behaviour		Gen. Ed. Sector Educational Media						10,000
		3.9.7	Awareness for [family-school] on the risks of physical punishment and the role of fathers and mothers councils and local councils to limit this phenomena as well as early intervention and family guidance		Gen. Ed. Sector Girls Ed. Sec.						20,000
		3.9.8	Activate community participation in kindergartens through forming fathers and mothers councils in every kindergarten		Gen. Ed. Sector Girls Ed. Sec.						5,000
		3.9.9	Technical assistance to set up a manual on the criteria and inputs of inclusive education and conduct a workshop to develop, print and distribute it [5000 copies] to the governorates, districts and schools		Gen. Ed. Sector						20,000
3.1	Secondary Education Schools Development	3.10.1	Technical consultancy to prepare the legal and regulatory framework for the participation of private sector and secondary education	BEDP	Gen. Ed. Sector						
3.11		3.11.1	Design of a comprehensive and practical girls' education best practises manual based on the results of the National Review of program experiences in support girls education in yemen and the regional and international experiences.	GTZ UNICEF	Girls. Ed. Sector						89,000
		3.11.2	Design tools, supervisory manuals and processes indicators which help measuring checking up goals in the field of gender opportunity equity.		Girls. Ed. Sector TO						35,000
		3.11.3	Technical consultancy to prepare sub data base on the active international and local society organizations in the field of education generally and in girls education specifically within the educational information system of the ministry.		Girls. Ed. Sector TO						16,000
		3.11.4	A four-day training for 50 girls' education and community participation directors in all governorates on Result based monitoring (RBM) , data analysis and educational indicators.	GTZ	Girls Ed. Sec. Training					2,289	
		3.11.5	Conduct a consultative meeting for two days for 54 specialist in the girls education sector and the girls' education and community participation directors in the governorates to evaluate the performance of the two departments.	GTZ	Girls. Ed. Sector					3,120	
		3.11.6	Conduct annnual consultative forum for two days for 70 chairs and members of the coordination councils for support girls education to evaluate the activities of the councils	UNICEF GTZ BEST	Girls. Ed. Sector					1,400	
	Enhance and Develop Girls	3.11.7	Conduct two workshops to follow up and evaluation the activities of the coordination councils for support girls education in 17 governorates.	GTZ UNICEF BEDP	Girls. Ed. Sector / Governorates					2	

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	Develop Girls Education	3.11.8	Form coordination councils to support girls education in the governorates of of Aljowf- Sana'a city- and Aden	UNICEF	Girls. Ed. Sector					3,205	
		3.11.9	Two abroad visits to Egypt and Sudan to know the experience of the friendly schools and national nets to support girls education		Girls. Ed. Sector					3,200	
		3.11.10	Conduct five training courses for four days for 110 members of the technical secretary of the coordination councils in five governorates on the tasks and rols and planning, follow up and evaluation.	UNICEF	Girls. Ed. Sector					4,793	
		3.11.11	Publish four issues of " Yemen Girl" newsletter, each issue 5000 copies and awareness brochures and stickers on the importane of girls education and community participation.	GTZ UNICEF	Girls. Ed. Sector					1,960	
		3.11.12	Implement 59 tv and radio - weekly and monthly- awareness program on the importance of girls enrollment and retention in education.	BEDP UNICEF	Girls. Ed. Sector + Educational Media+ TV and Radio					8,268	
		3.11.13	Implement 10 awareness festivals on the importance of girls enrollment and retention in education in the governorates of [Taiz-Lahj_Alhodiedah- Aldhale'- Ibb- Hadhramout Alsahel- Hadhramout Alwadi-Sa'da-Aljowf-Shabwa]	BEDP GTZ UNICEF	Girls. Ed. Sector + Educational Media+ Endowment Ministry+ Governorates					1,743	10,000
		3.11.14	Technical consultancy to prepare the national strategy to implement social awareness campaigns on the importane of education generally and girls education specifically	BEDP	Girls Ed. Sec.						85,000
		3.11.15	Print and distribute the National Review of program experiences in support girls education in the republic yemen	GTZ UNICEF	Girls Ed. Sec.						12,000
3.12	Activate community participation specifically in the field of girls education and illiteracy eradication	3.12.1	A three-day training for 1862 districts and governorates education offices staff on improving girls education and activating community participation and school social service and work shops to evaluate the activities impact	UNICEF GTZ	Gen. Ed. Sector + Girls Ed. Sec. + Training					28,081	
		3.12.2	Train 200 communication and organization sections heads in 11 governorates for three days on how to make awareness campaigns in the field of enrollment and retention of girls in education		Girls Ed. Sec.					8,624	
		3.12.3	Form school councils [teachers-students] in the pilot schools that are financed by [UNICEF-BEDP] and provide their activation requirements [a manual on tasks-responsibilities - training programs….etc]	-BEDP UNICEF	Gen. Ed. Sector Girls' Ed. Sec.						30,000
		3.12.4	Conduct 650 training workshops for three days for 1300 fathers and mothers councils [13000 members / 10 members from each council]	BEDP UNICEF GTZ BEST	Gen. Ed. Sector Girls' Ed. Sec.					38,870	
		3.12.5	Conduct 80 workshops for exchange experiencies between father and mother councils for one day for 240 councils [each workshop for three councils/ 10 for each council].	GTZ BEST	Girls Ed. Sec.					4,400	
		3.12.6	Follow- up visits to 1300 schools by the school social worker trainers to evaluate the perforamcne of father and m	UNICEF GTZ BEST	Girls Ed. Sec. + Guidance Sector					3,600	
		3.12.7	Situation analysis and conduct two training work shops for 125 local council members in districts in Hajja and Marib on planning, tasks toward girs education, community participation and coordination with GEOs and DEOs	GTZ	Girls Ed. Sec.					6,000	

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
		3.12.8	Print the fathers and mothers coucils and school social service regulation [Check up not to be repeated with 3.2.2]	BEDP	Girls Ed. Sec.					23,520	
		3.12.9	Design a training manual for father and mother councils [part 2] inculding the operational expenses	GTZ	Gen. Ed. Sector Girls' Ed. Sec.					3,532	
		3.12.10	Make a study to evaluate the impact of the programs and media campaigns		Girls Ed. Sec.						
3.13	Implement cultural and awareness activities on education and specific importance to females and those with special needs	3.13.1	Publish a monthly specialized educational newspaper		Ed. Media						18,090
		3.13.2	Publish periodical educational magazine		Ed. Media						42,250
		3.13.3	Publish an annual book on the ministerial decrees		Ed. Media						5,000
		3.13.4	Publish the daily reporter's observer		Ed. Media						20,250
		3.13.5	Produce a school radio program[daily]		Ed. Media						42,650
		3.13.6	Media campaign on girls education, education for all, importance of enrolling in kindergartens and illiteracy eradication		Girls Ed. Sec. + Ed. Media						89,000
		3.13.7	Drama tv film about girls education		Girls Ed. Sec. + Ed. Media						60,000
		3.13.8	A tv contest program on education for all		Ed. Media						50,000
		3.13.9	Produce two tv. cartoon films		Ed. Media						
		3.13.10	tv, radio and press documentation for all the ministry's activities		Ed. Media						12,060
		3.13.11	Issue press annexes in AL-Thowra and Al-Jamhooriya	UNICEF	Ed. Media						54,271
		3.13.12	Implement five media seminars on the media education		Ed. Media						35,000
		3.13.13	Daily media coverage on the events and activities of the ministry		Ed. Media						18,000
		3.13.14	Launch an educational media website on the internet		Ed. Media						30,000
3.14	Kindergartens and private education	3.14.1	Collect all reports and studies to identify the requirements of kindergartens and set up a work plan to develop them	UNICEF	Gen. Ed. Sec.					3,500	17,857
		3.14.2	Media awareness on the importance of kindergartens and expand in five governorates and activate the roles of community participation	UNICEF	Educational Media + Gen. Ed. Sec.					3,000	15,306
		3.14.3	Expansion in building private schools espacially in goverorates and coordinate with the relevant agencies to facilitate the investment process in the field of private education.		Gen. Ed. Sec.					15,000	76,531
		3.14.4	Implement child to child program in kindergartens	UNICEF	Gen. Ed. Sec.					9,800	50,000
3.15	Illiteracy Eradication	3.15.1	Conduct a workshop for the local authority and the civil society organizations to activate their role in the field of illiteracy eradication and adult education according to the law of local authority and the law of illiteracy eradication and adult education		LAEO					16,000	
Total Program										193,907	7,961,265

Program 4: Curriculum development in line with competencies

		Item		Implemen		Duration (quarter)				Cost	

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
No.	Main activities	Item no.	Sub-activities	tation support	Responsibility	1	2	3	4	(000) YR	$
4.1	Review the required objectives matrix from the students by subject and class for grades 1-12	4.1.1	Review and develop the objectives of learning at the general, stage, class and subject level	SFD	Curriculum Sector					48,000	244,898
4.2	Revise and integrate the existing school books for grades [1-12]	4.2.1	Implement technical consultancy to revise the school books and the teachers guides and diagnoze the deficiancies in the curriculums of stages 1-12 [and suggest the required amendments.	BEDP GTZ	Curriculum Sector					89,376	456,000
		4.2.2	Improve the quality of school books and teachers guides according to the required amendments [reviewing, amending and integrating] for grades [1-6]	GTZ	Curriculum Sector					16,050	81,888
		4.2.3	Evaluation and technical supervision on printing the schools books according to the identified specifications	GTZ	Curriculum Sector						
		4.2.4	Survey and analyze the present issues and concepts which are in schools curriculums and which include: national loyalty values, democratic and elections values, environmental and tourism concepts, gender concepts and Humen right.		Curriculum Sector					29,620	
		4.2.5	Prepare a special matrix to include child's rights and distribute it to basic education stage		Curriculum Sector					24,000	
		4.2.6	Prepare an educational subject and teachers guide for teaching child's rights in the grades of [1-6]		Curriculum Sector					800	
		4.2.7	Prepare and approve a referrencial and methodological frame work for the educational subjects of those with special needs in a way that lines with the specifications and requirements of each category and to be from the sullabus and subjects of the school books at the level of school subject and class [1-12]		Curriculum Sector					7,200	
		4.2.8	Adapt the curriculums of the first cycle of basic education for dumb and deaf category.		Curriculum Sector					4,000	
		4.3.1	Reviewing, diagnosing and comparative evaluation stage:Consultancy firm to review, diagnose and develop the quality component in the light of educational goals to identify the existing gap and shortage to acquire the students the required goals at the level of the following components: subjects and sources of teaching and learning, examinations, measurement and evaluation, follow-up and guidance, educational supervision, pre and in-service trianing and qualification, teaching and learning environment, teachers and human resources.		Curriculum Sector						200,000
		4.3.2	Approve and circulate the findings of the review and diagnosis [previous technical study]		Curriculum Sector						
		4.3.3	Prepare and approve the staging development plans for the quality components		Curriculum Sector						

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
4.3	Developing the quality components in the light of educational goals for grades [1-12]	4.3.4	Development stage: Field of teaching and learning sources materials : Prepare and approve a referential framework for the following: Specifications of school books and teachers' guides, mechanisms of distribution and circulation of school books and manuals		Curriculum Sector						25,000
		4.3.5	Identify the quantitative and qualitative needs for the learning and teaching aids that have mutliple sources [according to identified educational goals for grades [1-12]] by subject and grade.		Curriculum Sector						150,000
		4.3.6	Examination, measurement and evaluation field: review and develop the boards and guiding manuals of the system of management and implementation of the general examination and educational examination process		Curriculum Sector						250,000
		4.3.7	Review, develop and circulate teachers' guides in the preparation of examinations of schools by [20,000] copies.		Curriculum Sector+ CoME						150,000
		4.3.8	Establish questions bank for selected subjects in grades [4,7,10]	BEDP	Curriculum Sector+ CoME						90,000
		4.3.9	Design special tests to follow how students are getting the goals and findings of learning.		Curriculum Sector+ CoME						60,000
		4.3.10	Educational follow-up, guidance, supervision field: Complete the present ministry's trends in implementing the exceptional dealing for the staff in educational guidance and fulfill the quantitative and qualitative alternatives and needs according to the basis and criteria, prepare and circulate and print examination/ field visits to implement examination and interviews ....etc		Curriculum Sector						500,000
		4.3.11	Prepare, develop and circulate an inclusive referential manual [theoterical and procedural] for educational guidance that arranges all office and field processes and the tools that are used in implementing the tasks that include the follow-up and evluation tools for schools performance, the findings of students learning, the impact and roles of teachers, school administration, edcuational sources, learning, utilities, school environment and local community in the learning process, edcuation, developments programs and professtional development and their impact on the students learnning [workshops, meetings, field visits, experimenting and judging and printing]	GTZ	Curriculum Sector						120,000
		4.3.12	Management and development of human resources field: Review and develop criteria of nomination, acceptance and appointment of teachers/ school administration/specialists, supervisors and trainers ....etc		Curriculum Sector/ Gen. Ed. Sec./ Training Sec./ Girls Ed. Sec.						15,000
		4.13.13	Prepare and approve a complete referential framework for the professional and identity development programs by the needs of the targetted categories that includes the goals and issues and time frame of each program at the level of the targetted categories [teachers/ elements/advocacy, school administration/ educational guidance and supervision ...etc to line with the matrix of goals.		Curriculum Sector/ Training Sec.						
		4.13.14	Review pre and in-service training programs		Curriculum Sector/ Training Sec.						

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
4.4	Inclusive Development of curriculums by competencies	4.4.1	Implement studies of competencies [three studies] : conduct a workshop to discuss the results, present the final results to the higher committee of curriculums to prepare a vision about competencies input and raise it to the higher autorities to make a decision on it.		Curriculum Sector .					20,000	
4.5	Streaming secondary education	4.5.1	Form a working team from the relevant sectors and some specialists in education to study the report which the Tunisian expert has prepared in 2006 funded by the WB and raise a recommendation report according to the study to guide the ministry and the higher committee of currirulums to make suitable decisions.	BEDP	Curriculum Sector/ Gen. Ed. Sec.						
4.6	Illiteracy eradication curriculums	4.6.1	Prepare and print booklets of life skills dealing with solutions for rural society problems and environment and population problems for the targeted governorates.	BEDP	LAEO					10,000	51,020
		4.6.2	Technical consultancy to evaluate the present curriculums of basic and follow-up stages.	BEDP	LAEO					25,000	5,102
		4.6.3	Workshop to approve the regulations of literacy program supervision		LAEO					15,000	5,102
4.7	Develop and support programs and mechanisms of follow-up, control and quality control measurement of [general and school examinations]	4.7.1	Develop and update the institutional capacities for the system of examination services management at the central and local level, and equipments [photocopiers/ fax machines/ computers] as a first stage at the level of the departments of examinations, confidential printing press, the decipline and monitoring committess for 100, in addition to one computer laptop for examination.		Curriculum Sector						350,000
		4.7.2	Train specialists in the process of archiving and manual and automatic documenting for 100 persons for twenty days.		Curriculum Sector						125,000
		4.7.3	Train 5000 heads of the centres of examinations for five days.		Curriculum Sector						300,000
		4.7.4	22 planned and targetted workshops for specialists in managing the services of central and local examinations for [40 persons x each workshop]		Curriculum Sector						220,000
		4.7.5	Develop the capacities of the specialized technicians on designing and building general examinations questions according to specifications and goals matrix for 500 persons who are subjects' specialized at the central and local level for one week		Curriculum Sector						200,000
		4.7.6	Complete the implementation of computerization plan for the examinations system and networking		Curriculum Sector						350,000
		4.7.7	Expenses of managing and implementing general examinations and admininstration, technical, office and field tasks.		Curriculum Sector/ Training Sec.						900,000
4.8	Develop and support programs and mechanisms of follow-up, control, and	4.8.1	Prepare and implement special study to follow-up and monitor learning achievment		ERDC						150,000
		4.8.2	Establish CoME database and the national networking	BEDP	COME					4,500	22,727
		4.8.3	Support the plan of establishing CoME [furniture, equipments, training]	BEDP	COME						
		4.8.4	Operational expenses for CoME		CoME					50,000	252,525
		4.8.5	Pay the fees of participation and cost of internal and external activities of the tests of Science and Mathematics for the year 2011	BEDP							70,000
		4.8.6	A training on the ways of evaluation by using the modern theory of tests [IRT]	GTZ	Curriculum Sector						6,000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	quality control measurement [CoME]	4.8.7	An initiative of including the tests of achievements within the tasks of guidance and training on develp tests, pilot them and analyze the results.	GTZ	Curriculum Sector						40,000
		4.8.8	Start implementing the basic classes initiative [Foundation grades Initiative FGI] to improve the students' performance in grades 1-3 through a number of interventions that stand on the basis of the results of analyzing test of TIMSS for the year 2007 in 70 pilot schools	GTZ							100,000
4.9	Develop and support programs and mechanism of follow-up, control, and control measurement in the quality [educational guidance and supervison]	4.9.1	Complete the plan of providing office equipments for the sections of educational guidance [photocopiers, fax machines, computers]	BEDP	Curriculum Sector					66,640	340,000
		4.9.2	Complete the plan of implementing abroad training programs for 45 persons x 30 days		Curriculum Sector					29,400	150,000
		4.9.3	Complete the implementation plan of internal training programs for new enrollees / and present workers for 3000 persons x 20 days		Curriculum Sector					98,000	500,000
		4.9.4	Complete the training plan for the central and local supervising and implementation leaders in the educational guidance for 450 personsx12 days	BEDP FTI	Curriculum Sector					49,000	250,000
		4.9.5	Complete the piloting and developing plan for the systems of the procedural work of the educational guidance [workshops / field visits/ printing/ circulation]	BEDP	Curriculum Sector					23,250	120,000
		4.9.6	22 multi-purpose and goals workshops x 1100 persons x 5 d.ays	BEDP	Curriculum Sector						250,000
		4.9.7	Complete the plan of providing transportation for the educational guidance teams at the central and local levels [12]	FTI	Curriculum Sector					50,800	300,000
		4.9.8	Support establishing specialized and referential libraries for the guidance teams at the central and local level [22 libraries] [furniture , books and references and equipment]		Curriculum Sector					45,000	230,000
		4.9.9	Support the expenses of implementing the multi-purpose annual guidance and supervision visits at the level of all the republic schools and the guidelines of the ministry, the governorates and districts	BEDP FTI	Curriculum Sector					675,788	3,447,900
		4.9.10	Provide periodical expenses to operate and steer the the office and field administration and technical activities for all the guidance levels and the ministry-districts-governorates		Curriculum Sector					25,343	252,525
4.10	Develop and update the systems of examination in project secondary education schools	4.10.1	A training for developing the skills of examination staff		Curriculum Sector						
		4.10.2	Conduct workshops to review and improve the by-laws and systems of examinations		Curriculum Sector						
		4.10.3	Implement a plan to improve the existing system of examinations according to the review and evaluation results		Curriculum Sector						
		4.10.4	Prepare a referrential framework to build and design the examinations questions		Curriculum Sector						
		4.10.5	Implement the work plans for preparing the referrential manuals to design and build the examinations questions		Curriculum Sector						
4.11	Develop the curriculums and develop the administrial performance at	4.11.1	Implement two guidance visits to evaluate and reform the educational process for the kindergarten stage from the administration, technical and educational sides		Gen. Ed. Sec. + Guidance						10,000
		4.11.2	conduct a workshop for teachers in kindergarten to review the technical consultancy Report to diagnose, analyze and evaluate the curriculums and manuals that are prepared for the kindergarten stage and revise them.		Gen. Ed. Sec. + Guidance						25,000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	the stage of kindergarten, comprehensive educationa and private education	4.11.3	Print manuals and curriculums for the kindergarten stage and field pilot them and amend them acoording to the field remarks.		Guidance						
		4.11.4	A training course in the field of educating those with mental disability		Gen. Ed. Sec.						5,000
		4.11.5	Technical support to evaluate and measure the training impact that is directed to teachers-social workers - school administration and its impact on the improvement of educational process for students of special needs		Gen. Ed. Sec.						20,000
		4.11.6	Implement the project of the President of the Republic of Yemen bodyl fitness at the level of the republic utilities, schools and istitutions.		Gen. Ed. Sec.						50,000
		4.11.7	Look for the best series of non-governmental books which are added to private schools and kindergarten espacially the English language subject and approve and circulate them		Gen. Ed. Sec. + Guidance						3,500
		4.11.8	Implement a workshop to discuss and approve the included plan fo teaching additional subject in basic and secondary education		Gen. Ed. Sec. + Guidance + Curriculum Sec.						3,500
		4.11.9	Implement three guiding technical visits in Sana'a City and governorates for private schools.		Gen. Ed. Sec. + Guidance						9,000
Total Program										#######	11,456,687

Program 5: Teachers Development

The budget should be Program based Budget

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
5.1	Linking teachers' posts to schools and determine the number of teachers needed for each school (by school, specialization, and number of	5.1.1	Conduct a workshop for for three days to discuss and develop the regulatory by-law for the rules and basis that regulates linking the post with the school then approve and distribute them, and set up a system and a time schedule for managing the implementation steps and their requirements and develop the employment system for administrating teachers and the mechanism of implementing the system centrally and localy and the tasks of each authority and and level and apply the implementation mechanism.	UNICEF	Gen. Ed. Sector/ Employees affairs/ Legal affairs						70,000
		5.1.2	Conduct training courses [6] in each governorate, [126] cadre on the implementation steps of linking the post with the school for 5 days	UNICEF	Gen. Ed. Sector						35,000
		5.1.3	Field visits to track and evaluate the implementation of linking the post with schools	UNICEF	Gen. Ed. Sector						20,000
5.2	Providing Teachers	5.2.1	Salaries for [226,387] teachers and school administrations in basic and secondary education and employ 5000 teaches during 2009 in all governorates	GOV	Gen. Ed. Sector						
		5.2.2	Salaries for [35060] education departments and other staff	GOV	Employees Affairs						
		5.2.3	Provide [8000] teachers and [800] supervisors in LAEO programs and raise the amount of the monthly contract to [8000]YR	GOV	LAEO						

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
5.3	Set up the basis and criteria for preparing the annual needs plans and circulate them to the governorates	5.3.1	Print and distribute the basis and criteria of preparing and implementing the annual needs plans of male and female teachers and circulate them to governorates and districts. Field visit to evaluate the level of implementation of the plan of 2009/2010		Gen. Ed. Sector						15,500
		5.3.2	Conduct 6 training courses in the field of preparing the educational plans in the GEOs and DEOs and also the schools for [180] persons, and field follow-up on the implementation .		Gen. Ed. Sector						40,816
		5.3.3	Technical support to set up a mechacnic system to identify the schools needs and identify the surplus and shortage in the teaching staff and the tasks of the school administraion by stage, gender, subject, no. of periods and classrooms		Gen. Ed. Sector						20,000
5.4	Contracting with female teachers to cover the needs in the rural areas	5.4.1	A workshop to prepare a project for contracting with [2928]female teachers in the rural areas and set up the basis and criteria of selecting the governorates, districts and female teachers and set up a study on the needy areas and no. of females graduates from secondary education	BEDP, FTI	Gen. Ed. Sector/ Girls Ed./ Financial Affairs/ Employees Afairs						20,408
		5.4.2	Conduct a training course for those responsible for implementation in the targeted governorates and districts for 350 participants for 5 days.	BEDP	Gen. Ed. Sector						30,000
		5.4.3	Field visit for selecting female teachers [20350 US$] and monitoring and evaluating [15350 US $] and the female teachers salaries who have been contracted with before - and targetted for the next year 2009	UNICEF BEDP FTI	Gen. Ed. Sector/ Girls Ed./ Guidance Sec.						3,513,600
		5.4.4	Supervise, monitor and evaluate during conducting the training program for rural female teachers in the targetted governrates by two visits for those responsible for education and training, with provide general education sector with one car to be used in Monitoring and evaluation.	UNICEF BEDP FTI	Gen. Ed. / Training Sec. Girls Ed. Sec.						20,000
		5.4.5	Re-new validation of rural femal teachers contracts for the first and second term of 2009 according to the results of evalutaion and follow-up on female teachers in their schools and their regularity to the third training program.	BEDP FTI	Gen. Ed. Sector Guidance Sec.						20,000
		5.4.6	Implement follow-up and evaluation visits for the rural female teachers [UNICEF-BEDP] by the specialists in education and technicians of educational guidance in the ministry and governorates	UNICEF BEDP FTI	Gen. Ed. Sector Guidance Sec. Girls Ed. Sec.						21,000
5.5	Set up incentives system to deploy and settle male and female teachers in the remote and rural areas	5.5.1	A workshop for discussing and developing the preliminray project of the financial and kind incentives by-law and approve it, and set up a cost table of the teachers incentives by area and according to the by-law.		Gen. Ed. Sector/ Girls Ed./ Financial Affairs and Legal Affairs Employees Affairs						20,408
		5.5.2	A workshop to set up the system of managing and implementing the incentives according to the administration levels among the relevant authiorities. Conduct 6 training courses for those responsible for managing and implementing the programs and supervising and follow -up the implementation process in the governorates [Fanance-Service- Education]		Gen. Ed. Sector/ Girls Ed./						56,122
		5.5.3	Honor teachers according to performance	GOV	Gen. Ed. Sec. + Guidance Sec.						35,000
5.6	Implement the first phase of	5.6.1	A workshop to approve the program of re-deployment, the tasks and time schedules of the implementation teams and train those are responsible for implementation through conducting 6 workshops for 180 persons for 3 days	UNICEF	rces						40,000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	teachers deployment	5.6.2	Field visits to make the process of supervision and evaluation of field implementation process in the pilot governorates and make sure of the program secure and rules and basis of redeployment		Gen. Ed. Sector						50,000
5.7	Develop the system of book-keeping and archiving the documents and data of teachers and admins and establish it in the governorates and districts as a source of promoting and uapgrading the employeees and equity in	5.7.1	Conduct a workshop to set up a board for work priorities for managing, employing, keeping and archiving the employment and academic documents and reports of follow-up and performance evaluation and identify the types teachers and admins files of and prepare a guiding manual.		Employees Affairs						20,000
		5.7.2	Conduct 6 training courses for the employees on book-keeping , archiving and the work maunal and the linkage to the automatic system of [scinner] for 30 centrally, 66 governorates and 334 districts to guarantee establishing updated and archived document in a sustainable way.		Employees Affairs						40,000
		5.7.3	Re-archiving and keeping files of 260,000 teachers and admins and include them in the automatic system [scinner]and adentify the un-available documents and inform the governroates to complete them and conduct field monitoring on the system of archiving and documents keeping in the governorates and districts to make sure of implementing the by law and the work manual		Employees Affairs						60,000
		5.7.4	Conduct an identification and awareness workshop and prepare newsletters, posters and letters on the importance of archiving and encourage teachers and admins to deliver the most important of them to be kept and archived.		Employees Affairs						15,000
5.8	Supervise and follow-up the job-commitment and technical performance of	5.8.1	Form a team for field visits to schools that have Arab teachers, contracted teachers by replacement and rural femal teachers and make sure of job commitment in the work and evaluate the performance of teachers.		Gen. Ed. Sec.						10,000
		5.8.2	Pay the salaries of teachers in governorates and prepare the allocations of fixed in job teachers,contracted teachers, replacement teachers and rural female teachers		Gen. Ed. Sec.						########
5.9	Coordinate with Yemeni Universities to link the acceptance policy in faculties of education with the field needs of male and	5.9.1	Activate a coordination mechanism by conducting meetings with those responsible in the ministry of higher education and higher education councils in universities to make a joint vision on linking the policies in the faculties of education with the schools needs quantitavely and qualitavely		Gen. Ed. Sec.						10,000
		5.9.2	Set up an estimated five-year plan on the needs of male and female teachers by specializations and governorates to be as a basis for accepting the enrollees in the universities and faculties of education		Gen. Ed. Sec.						
		5.9.3	Discuss the five-year plan with the higher council of universities and approve it as a policy which commits the faculties of eduation to accept enrollees by gender, specialization and areas		Gen. Ed. Sec.						
5.10	Explorative visits	5.10.1	Know the experiences of countries on providing care in order to benefit frome them in preparig the systems of taking care of Yemeni teachers		Gen. Ed.						20,000
		5.10.2	Abroad visit to re-new the validation of educational agreements and protocols that are relevant to male and female teachers and their different affairs.		Training and qualification secto						70,000
		5.10.3	Abroud visit for 12 of leaders in Training Sector								
5.11	Activate the	5.11.1	Provide operational expenses to manage the new and old enrollees in higher institutes		Training and qualification sector						452,261
		5.11.2	School fees for 50 Master programs, 10 Doctorate and 2000 Bachelor		Training and qualification sector						172,865

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	role of higher institutes	5.11.3	Complete equipping 15 higher institutes with computer labs.	GOV	Training and qualification sector/ Project Sec.						301,508
		5.11.4	Print 39 of the existing curriculums of the higher institutes for 6000 male and female teachers and print the relevant documents and records	GOV	Training and qualification sector						597,990
5.12	Develop the infrastructure of training programs	5.12.1	Prepare and develop the ligislations and by laws that are related to sustainable training and qualification and discuss them in workshops		Training and qualification sector						30,151
		5.12.2	Conduct five identification and training workshops to implement the sustainable training and qualification programs	GTZ	Training and qualification sector						50,251
		5.12.3	Review, devevelop and reform 17 of the present programs [medium diploma] and compose 315 curriculums to line with the sustainable in-service qualification and compose books on three of the after university higher diploma programs of the educational supervision programs on school administration and social workers.	BEDP	Training and qualification sector						12,000,000
		5.12.4	Prepare 17 documets of the complementary programs to the programs of meduim diploma to university level		Training and qualification sector						341,739
		5.12.5	Design and prepare 14 training and qualification manuals for the rural female teachers and train 200 trainers of rural female teachers on the manuals of the second stage and train 928 rural female teachers second stage.	UNICEF GTZ	Training and qualification sector						3,077,126
		5.12.6	Train and qualify 500 new female teachers first stage	BEDP	Training and qualification sector						1,657,935
		5.12.7	Provide and approve operational expenses for the higher institutes centrally and locally		Training and qualification sector						130,653
		5.12.8	Prepare regulatory mechanisms for sustainable training and qualifying and print 135000 copies of curriculums and qualify 5000 male and female teachers to meduim diploma		Training and qualification sector						5,050,251
		5.12.9	Prepare and prent the annual report of Training and Qualification Sector		Training and qualification sector						12,000
5.13	Implement the training programs on computers	5.13.1	Train 26 from the national training teams in the equipped governorates as trainers for computer labs technicians and train 394 labs technicians in the equipped governorates with computers in the governorates on the technical support and nets installment.		Training and qualification sector					15,800	79,397
		5.13.2	Train 44 trainers of trainers and train 312 national training teams members in the governorates and train 394 labs technicians as trainers for teachers in the equipped governorates with computer labs, and train 400 trainers of training centres on the assisting programs in training [basics of flash and photoshop].		Training and qualification sector					98,816	496,563
5.14	Infrastructure development of the training and qualification institutes	5.14.1	Complete desinging and establishing a data base for the training and qualification sector at the the central and governorates level. Train 100 specialists in the training departments on using the equipment and data base.	GTZ	Training and qualification sector						251,256
		5.15.1	Design training bags in home economic and discover the tanlented and creatives and art		Training and qualification sector						52,765

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
5.15	Enhance and support the technical capacities of trainers	5.15.2	Train 60 trainer of female trainers in home economic and train 100 trainers of trainers in discovering the talented and creatives and train 100 trainers of trainer in art and train 450 female teachers in home economic and 450 trainers of teachers in discovering the talented and creatives and train 450 teachers of art.		Training and qualification sector						229,447
		5.15.3	Enhance, develop and support the technical and administrative capacities for the training and qualification sector		Training and qualification sector						216,080
		5.15.4	Reform the first phase of producing tv training programs and set up regulatory mechanisms to produce the second stage of the series in a way that serves the sustainable training and qualification programs	UNICEF	Training and qualification sector						753,769
		5.15.5	Train .... Trainers on the skills and modern ways in training at the central and governorates level	GTZ	Training and qualification sector						79,397
		5.15.6	Support the national training teams in governorates and local teams in districts with male and female trainers including all specializations.		Training and qualification sector Ed. Sec.						80,598
5.16	Implement teachers training programs by specialization	5.16.1	Train teachers of grades [1-3] of basic education : train 340 trainers of trainers [part 3], train 4262 trainers of teachers part 3, complete training 8654 teachers part 2, train 51470 teachers part 3 and implement the follow-up and evaluation	UNICEF BEDP	Training and qualification sector						8,539,769
		5.16.2	Complete training of teachers of grades [4-9] of basic education: Prepare and design part two of the training manuals for the teachers of Quran , Islamic Studies and teachers of Social Studies and complete trainig o f[13450] teachers[part one] for Quran , Islamic studies, Arabic, Social studies, Science and Mathematics and train 52625 teachers of Quran, Islamic studies, Arabic, Social studies, Science and Mathematics part 2 and implement the follow up and evaluation of the training	UNICEF BEDP	Training and qualification sector					#######	9,404,382
		5.16.3	Train the targetted categories on the substitute educational methos of punishment for students: train [44] trainers of trainers [part one], train [200] trainers of teachers and train [2500] teachers of cluster schools in grades 1-9 and the targeted categories [part one]		Training and qualification sector					135,030	678,543
		5.16.4	Train the specialists of kindergarten: design and prepare a training manual for the specialists of kindergarten , train [44] trainers of trainers , train [150] trainers of specialists and train [2700] specialists.		Training and qualification sector					120,200	604,020
		5.16.5	Train teachers of English language: Train 44 trainers of trainers part 1, train 160 trainers of teachers part 1, train 2000 teachers part 1, train 900 teachers of grades 4-6 part 1.	BEDP	Training and qualification sector					161,300	810,553
		5.16.6	Design and prepare training manual for labs technicians part 2: train 412 trainers of trainers and trainers of specialists and train 3300 specialists part 2	BEDP	Training and qualification sector					252,929	1,271,000
		5.16.7	Train the school administration part 3 : complete training 15000 headmasters and schools deputies and implement 14400 field visits for trainees after training	UNICEF BEDP	Training and qualification sector					551,840	2,773,065
		5.16.8	Train supervisors part 3: train 58 trainers of trainers, train 720 trainers of supervisors, train 4492 supervisors and implement the follow-up and evaluation on training	UNICEF BEDP	Training and qualification sector					394,560	1,982,714
		5.16.9	Train 95 of French language teachers		Training and qualification sector						17,035

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
		5.16.10	Training to implement the program of My Arabic Library		Training and qualification sector						130,000
		5.16.11	Training inclusive Teachers on: Perl method, singe language and use of resource rooms	BEDP	General Education and Training and qualification						٧٠٠٠٠
		5.16.12	Training the literacy teachers and supervision in 10 governorate and monitoring and evaluate the training		LAEO						٣٦٥٠٠٠
5.17	Implement training to support teachers and assisiting teams in secondary education [to approve secondary education plan]	5.17.1	Design training manuals to support the teachers of grades [10-12] of secondary education: Design and prepare training manuals[first stage] eight training manuals, design and prepare the manual of leadership and mangement for the school administration, design and prepare the manual of guidance and supervision skills and design and prepare the manauls of professional development .	BEDP	Training and qualification sector					87,155	
		5.17.2	Implement the training to support the teachers of 10-12 grades of secondary education [first stage-part 1] : train 28 trainers of trainers, train 154 trainers of teachers, train 1890 teachers, implement 1848 field visits to trainers after training.	BEDP	Training and qualification sector					127,782	
		5.17.3	Train the assisting teams in schools [technicians and specialists]: train48 trainers of trainer [stage 1 - part 1] , train 1080 technicians and social workers [stage 1 - part 1]	BEDP	Training and qualification sector					48,848	
		5.17.4	Professional development for supervisors: Train 24 supervisors [central guidance], train 30 supervisors [central guidance in governorates centres, train 80 supervisors [central guidance in districts centres] on following up and implementing the training programs	BEDP						12,604	
		5.17.5	Professional development for inspectors: train 24 inspectors [central], train 30 inspectors in governorates centres and train 80 inspectros districts centers	BEDP						12,604	
		5.17.6	Train the school administration : train 24 trainers of school principles and deputies, train 180 school principles and deputies	BEDP						13,000	
5.18	Implementation of social workers training program	5.18.1	A two- day workshop for 45 male and female participants to evaluate training of social workers trainers on the follow-up and evaluation of community participation and girls education activities	UNICEF GTZ	Girls Ed. + Training					992	
		5.18.2	Train 57 trainers of social workers trainers for five days on moderation technic	UNICEF GTZ	Girls Ed. + Training					5,525	
		5.18.3	Train 27 social worker trainers in the districts for 26 days on the manual of community participation and follow-up and evaluation manual	GTZ	Girls Ed. + Training					2,550	
		5.18.4	Train 1300 social workers for 12 days on community participation manual	BEDP GTZ BEST	Girls Ed. + Training					31,961	
		5.18.5	Conduct three professional development meetings for the social workers along the year for 77 groups	GTZ UNICEF BEST	Girls Ed. + Training					9,106	
		5.18.6	A study tour for 6 technicians related to schools social service to know Oman's and Jordon's experience in students councling and career guidance and protective and psychological guiding	UNICEF	Girls Ed. + Tranining + Guidance					0	30

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
		5.18.7	**Design a training manual for the social workers on students councling, career guidance and protective** and psychological guiding for male and female students in basic and secondary education	GTZ UNICEF	Girls Ed. + Tranining + Guidance					0	38
		5.18.8	**Train social workers: Design and prepare a training manual for the social workers [part 2], train 55 trainers of trainers part 2, train 500 trainers of social workers part 2, train 1000 social workers part 2.**	GTZ UNICEF	Girls Ed. + Training					30,440	
		5.18.9	**Train 770 trainers of social workers in districts on the manual of follow-up and evaluation of the community participation activities**	BEDP UNICEF	Girls Ed. + Training					45,428	
Total Program										#######	59,863,005

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$

Program 6: Learning Materials Development

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
6.1	Learning materials development and update	6.1.1	Implement 2 qualifying programs for the educational cadre in the field of utilizing and functioning the learning resources: The first program for training teachers of learning resources in the local environment, and the second is for training the educational cadre in the field of computers.	BEDP	Curriculums						4,000,000
		6.1.2	Implement the first study workshop to establish qualifying centers for the educational cadre in the field of utilizing and functioning aids and techniques in the learning process	BEDP	Curriculums						150,000
		6.1.3	Prepare and print 5 manuals: the manual of utilizing learning resources, the manual of and functioning learning resources and the manual of producing alternative aids from raw materials	BEDP	Curriculums						200,000
		6.1.4	Technical support to prepare a study to identify and describe technical referential framework and quantitative, pictures and learning techniques for those of special needs and discussing the findings of the study in a workshop		Curriculums						70,000
6.2	Improve the uses of learning material at the local levels (governorates and districts).	6.2.1	Produce and copy and distribute educational films [100] films and equip 200 schools with school labs		Curriculums						1,125,000
		6.2.2	The project of circulating the educational computer “distance education” in 100 schools.		Curriculums						1,725,000
		6.2.3	The project of establishing 10 typical learning resources centers which have labs and learning resources		Curriculums						700,000
		6.2.4	Implement the annual field visits program which concerns follow up, evaluate utilization level and educational functioning for aids and techniques in all the governorates in the republic		Curriculums						250,000
		6.2.5	Conduct a workshop which concerns basis and criteria to select cluster schools in the light of fundamentals and functioning techniques in education to develop basis and criteria to select cluster schools in the light of fundamentals and the conditions of appointment techniques in education.		Curriculums						50,000
		6.2.6	Implement survey studies to develop and functioning techniques in education on the possibility and the scopes of local communication nets in improving education.		Curriculums						150,000
		6.2.7	Hold a training workshop for the different governorates to develop the mechanism of activating functioning techniques in classroom teaching		Curriculums						500,000
		6.2.8	Implement the first stage of the national program to integrate the technique in education [conduct a workshop, start implementing the program axis, program building, supply schools with the required equipments and equip main centers with units and a lab.		Curriculums						13,000,000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
		6.2.9	Conduct a conference and a meeting for the managers of aids in all governorates.		Curriculums						15,000
6.3	Support the infrastructure to produce educational aids and use it.	6.3.1	Develop the productive abilities and services for the units of the Educational Aids Production Centre and the general directorate for materials and techniques and support the aids and techniques centers with supporting equipments in the governorates.		Curriculums						499,000
		6.2.11	Equip and furnish the new building for visual aids and provide the required equipment for the workshops.		Curriculums						2,000,000
		6.3.1	provide medium buses [5] for the follow up and evaluation and maintenance work for the learning sources centers.		Curriculums						150,000
		6.3.2	Provide raw material and production requirements to support the plan of the production center of aids.		Curriculums						500,000
6.4	Develop the local production of aids	6.4.1	Produce [500] local biology laboratory and 500 chemistry labs in a complete coordination framework between GD of aids and the center of aids production.		Curriculums						250,000
		6.4.2	holding the 5th general exhibition for educational aids		Curriculums						110,000
		6.4.3	Providing materials and tools for all governorates for classroom usage, $15000 for each governorate.	BEDP	Curriculums						300,000
		6.4.4	Produce, copy and circulate multi-purpose Audio Visual programs, to support learning and teaching students, for 100 programs in a complete coordination framework between Center Aids Production and the GD of aids.		Curriculums						200,000
		6.4.5	Design [50] educational picture, print and circulate it to cover the needs of all schools by 3 copies for each schools in a complete coordination framework between the center of aid production and the GD of aids.		Curriculums						1,000,000
		6.4.6	Training programs [58] from the staff in the center of education aids and the GD of aids in the country and abroad in the sides of different aids production TV and radio directing and montage.		Curriculums						250,000
6.5	Provide the required learning materials for Kindergarten	6.5.1	Provide the needs of kindergarten stage of furniture and equipments toys and visual aids and other requirements.		Edu., projects and curruculam sectors						50,000
		6.5.2	Provide for inclusive education schools in the targeted governorates with chairs and circulate tables which are suitable for this kind of education for 70 schools.	BEDP	Edu and curriculum						10,000
		6.5.3	Provide for inclusive education schools with 30 resources classrooms and chares.	BEDP	Edu. Sector						15,000
		6.5.4	Provide Perl tools needed with listening equipments and medical test.	BEDP	Edu Sector						293,800
		6.5.5	Hold cultural competition for the students in the Republic of Yemen, Annual TV. Program [for superior students].		Edu Sector and the GD. Of Media						50,000
		6.5.6	Second scientific meeting in scientific subjects and its aspects.		Edu. Sector						20,000
		6.5.7	Produce learning material for basic and follow up levels in literacy		LAEO						50,000
6.6	Provide and develop the usage of equipment and	6.6.1	Local consultancy to prepare the standard lists for equipments and visual aids for secondary education schools.	BEDP							
		6.6.2	Revising the usage of aids and materials and identifying the additional requirements and updating visual aids.	BEDP							

No.	Main activities	Item no.	Sub-activities	Implement ation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	aids in the secondary education project schools	6.6.3	Prepare manuals on producing and using visual aids from the environment raw materials and print, design the referential and guidance manuals.	BEDP							
		6.6.4	Abroad training for the educational technical team specialized in producing visual aids and local training for the national teams.	BEDP							
Total Program										0	27,682,800

Program 7: The strategy implementation framework The budget should be Program based Budget

No.	Main activities	Item no.	Sub-activities	Implement ation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
7- 1	JAR (preparation, studies and reports).	7.1.1	Prepare for conducting the fifth joint annual review	GOV DPs	TO					75,000	382,653
7- 2	Increase the ministry capacity at all levels of planning, evaluation and monitoring fields	7.2.1	Training course on data analyses depending on the ministry website data.	GTZ	TO						5,000
		7.2.2	Training course about preparing different reports for the Education Survey Data.	GTZ	TO						5,000
		7.2.3	Training on the preparing and implementation surveys by sample.	GTZ	TO						5,000
		7.2.4	Training on setting up the projections to the resources needs according to the enrollment data.	GTZ	TO						5,000
		7.2.5	Complete Design the sub data base for community participation, Guidance and Training the specialist on apply it and preparing reports	GTZ	TO/ CURRECULUM/ GIRLS SEC.						5,000
		7.2.6	Set up the manual of the annual plan preparation at the districts and governorates and training through working to prepare the annual work for governorates and districts.	GTZ	TO						8,000
		7.2.7	Conduct (4) training courses on how to prepare the monitoring and evaluation reports(quarterly ,mid-term and annual)at the level of GEOs.	GTZ	TO						30,000
		7.2.8	Conduct (4) training courses on how to prepare the annual financial investment program at the level of GEOs and DEOs.	BEDP ، GTZ	TO						40,000
		7.2.9	Field visit to evaluate the BFDP plan for the year(2008/2009).	GOV	TO						22,500
7- 3	setting up the annual plans and the performance reports within the evaluation ,monitoring, arrangement and coordinate implementation	7.3.1	Prepare the annual plan of the ministry for the year 2010.		TO						
		7.3.2	Support the TO and the Ministry with local consultants along the year of 2009.	GTZ	TO						60,000
		7.3.3	Prepare the annual investment program for the fiscal year 2010.		TO						1,000,000
		7.3.4	Develop the follow up and monitoring frame work to ensure modernization for Auto system to follow up the annual plan and transfer it to governorates and districts and train the staff on how to use it.		TO						
		7.3.5	Prepare the annual reports to review the implementation of NBEDS for 2008		TO						1,200,000
		7.3.6	Prepare the annual report for the level of implementation of investment projects the real expenditure for 2008.		TO						900,000
		7.3.7	Prepare report for the implementation of the ministers council decrees for 2008		TO						950,000
		7.3.8	Prepare an evaluation to what have been implemented for H.E. Ali Abdullah Saleh election program for 2008.		TO						850,000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	.	7.3.9	Provide transportation means to enhance the capacity of monitoring and supervision on the Fast-Track Initiative project activities	FTI	TO					6,000	30,612
		7.3.10	Translate and print the literacy plan, stickers and brushers in English		LAEO						10,000
7- 4	Technical coordination between MoE and partners in other ministries.	7.4.1	A workshop for activate the work of joint committee with the ministry of local administration to coordinate the strategy implementation.	BEDP	TO					5,000	25,510
		7.4.2	Technical support for setting up a joint mechanism with ministry of finance to link the budget with the programs and outputs according to the framework of the mid-term results.		TO/ FINANCE AFFAIRS					5,000	25,510
		7.4.3	A technical support to set up a joint mechanism with the MoF about the flow of funding the program implementation and the monitoring and evaluation mechanisms according to outputs..		TO/ FINANCE AFFAIRS					5,000	25,510
		7.4.4	A workshop for coordination with ministry of civil service for setting up a mechanism to provide posts and employ contracted female teachers in rural areas by UNICEF and BEDP and for education outcomes to support the increasing of the enrollment rates in the areas and increased retention rates in schools.	BEDP UNICEF	TO						15,000
		7.4.5	coordinating with the MoP to raise the size and the alignment of the flow of support of the development partners for the ministry's plans		TO					5,000	25,510
		7.4.6	implementing the activities of Arab Gulf Education Office .		TO					12,000	61,224
		7.4.7	Providing support to both the coordination unit (5 persons) and the translation unit (3 persons).		TO					7,056	36,000
7.5	Enhance and develop the coordination and cooperation mechanism between MoE and DPs	7.5.1	prepare an explanation draft on how to coordinate with DPs and mechanism of information and data flow and hold a workshop with deputies and general directors in MoE to present and discuss the coordination mechanism for education support in Yemen.		TO						
		7.5.2	activate the agreements and memorandums of understanding with DPs and follow up their implementation.		TO						
		7.5.3	Train the staff in both the translation unit and the coordination unit on writing minutes, reports and official letters by English language, manage the meetings, safe the documents, archive and intensive courses in simultaneous translation		TO						
		7.5.4	providing a lap-top, fax and photo-copier machine for the coordination unit and one computer, printer and UPS for the translation unit.	BEDP	TO						
		7.5.5	conduct a workshop with DPs and the civil society organizations which implement educational projects in Yemen for presentation and discussion the coordination mechanism to support education in Yemen.		TO						
7- 6	Developing	7.6.1	Evaluating the current status for EMIS, designing the system, identifying and providing its operational requirements, piloting the system and building and linking a database of the sectors and governorates with EMIS.	BEDP, GTZ	TO					156,800	800,000
		7.6.2	computerizing the information of the teachers and cadres of MoE		employees' Affairs					6,500	33,163
		7.6.3	implementing (the experimental stage) for the project of entering the national code for the student.		TO						55,000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	Developing EMIS	7.6.4	develop and support the data collection through the net, and implementing the annual periodical educational survey for the school year 2008/2009 and issue the statistical book.	BEDP	TO						150,000
		7.6.5	completing the preparing of managements of statistic and planning in the GEOs		TO						175,000
		7.6.6	Building EMIS for literacy program at central and local levels and linck it to the EMIS in the MOE.		LAEO						117,347
7-7	Enhance and improve the data and information quality through proividing school records and training on using them and analyze data and information	7.7.1	Review and develop the school records according to the results of diagnoses for the year 2008 and writing a draft with the new development records and presenting it to the higher supervision committee.	- MOE -BEDP UNICEF	Education/ TO/ ministry sectors						10,000
		7.7.2	conduct a workshop to discuss and develop the first draft of the school records represented in all levels (the ministry, governments, districts, schools)	- MOE -BEDP UNICEF	Education/ TO/ ministry sectors						10,000
		7.7.3	setting up the school records according to the development workshop results and the notes of those who interested with data and information and present it for approval.	- MOE -BEDP UNICEF	Education/ TO/ ministry sectors						7,000
		7.7.4	experiment the school records in the concerned administrations and schools at every level, monitoring the level of benefit from it, evaluating it and writing points of weakness on it [Pilot in a number of identified and selected schools to facilitate the evaluation level of usage and the effectiveness of school records	-- MOE UNICEF	Education/ TO/ ministry sectors						10,000
		7.7.5	setting up the school records in its final draft according to the evaluation and results of the experimental stage to serve EMIS and set up a plan for actual needs assessment by its type and number of schools and relevant administration.	UNICEF	Education/ TO/ ministry sectors						7,000
		7.7.6	A workshop to set up a manual for the using of school records and how to get data and information from it to support the plans and programs of the educational administrations and surveys and update the annual data in EMIS.	UNICEF	Education/ TO/ ministry sectors						10,000
		7.7.7	designing, printing and distributing the school Records to the republic schools for about (16000) school to meet their needs according to the type of records and size and the purpose of using them to come out in a form of electronic record which saves time, effort and money.	-- MOE BEDP UNICEF	Education/ TO/ ministry sectors						50,000
		7.7.8	field monitoring to ensure that the school records reached to the schools and they use it from the beginning of the school year 2009/2010.	UNICEF	Education/ TO/ ministry sectors						10,000
		7.7.9	Provide equipments needed for the Documentation Center in the MOE (Photo machine, scanner, 2 black and wait printers, one color printer, five top disk computer and fax)		TO						17,000
7- 8	Complete setting up plans for early childhood and LAEO.	7.8.1	setting up the strategy of early childhood	UNESCO UNICEF	TO/ LAEO						52,000
		7.8.2	Review and develop the strategy of literacy and adults education organization.	UNESCO BEDP	TO/ LAEO						
		7.8.3	Set up a strategic vision for inclusive education at the national level in the frame work of BEDS.		Gen.Ed / TO						35,000
Total Program										283,356	7,271,539

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$

Program 8: Institutional Development

The budget should be Program based Budget

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
8.1	Raise the awareness of the ministry cadre on the importance of reforming and modernization for the MoE	8.1.1	Prepare and implement a complete and variable awareness program on the ministry's problems and the importance of modernizations and restructure and identifying tasks for all ministry's cadre at the administrative and geographical levels through setting up a strategy for communication, issuing news letters , reports, brochures and purchasing and translating relevant references with modernization and institutional reform.	BEDP	Modernization Team					20,972	107,000
8.2	Support the modernization team capacities through abroad training in the field of capacity building	8.2.1	Supporting the capacity of the modernization team and the ministry's leadership through internal training with providing accompanied training to the modernization team for working in all aspects of the ministry's restructure and organizing it.	BEDP	Modernization Team						151,000
		8.2.2	Activate the coordination operation with the civil service modernization program in away that all the modernization team tasks in the frame work of the civil service modernization program.		Modernization Team						15,000
		8.2.3	Equip the secretariat of the modernization team with [computer, desks, printer and a photocopier machine] in order to enable the team to do the editing, coping, and archive tasks for the restructuring requirements.	BEDP	Modernization Team						15,000
8.3	Set up a regulatory structure and a regulatory by law for the MoE and developing the institutional system for evaluation	8.3.1	A consultancy company to set up the reform vision and update the regulatory structure for the MoE at all levels, preparing the regulatory structure project draft and the tasks , regulatory by-law for the MoE in its all levels and set up mechanisms and ways which help MoE on simplifying and organizing the services it delivers and set up an institutional system evaluation based on performance.	BEDP	Modernization Team						600,000
		8.3.2	Conducting workshops for the leaderships at the centre level and governorates and districts for [80] person to identify the priorities and problems, and hold a workshop for the ministry's leaders to identify visions and setting up a plan for restructure.	BEDP	Modernization Team						
8.4		8.4.1	Preparing a detailed image on the training needs for the institutional capacity building of the MoE at all levels and prepare a detailed plan to qualify the educational cadre locally and centrally		Modernization Team					6,000	30,612
		8.4.2	Implementing 3 workshops for capacity building of higher and medium educational leaders on the dimensions, content and requirements of the effective implementation for restructuring and improving performance	BEDP	Modernization Team					7,000	35,714

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	Capacity building of MoE	8.4.3	Presenting an immediate training in the area of basic needs for the process of modern management in the fields of : computer skills, coordination and follow up, and effective telecommunication and communication and preparing the documents, documenting the training results mechanically and by hand, set up mechanisms and the follow up systems and evaluating the implementation impact for the programs of capacity building and implementing the follow up and evaluation.	BEDP, GTZ	Modernization Team / Ed. Media					121,912	622,000
		8.4.4	Equip four training halls in the ministry's headquarter to train the leaders and the staff in MoE.		Project Sector						
		8.4.5	Conduct two training courses for education office leaders and local councils. The first one on administration change and the second one on conflict management.		Modernization team						22,000
		8.4.6	Conduct 20 workshops to acquire [500] of the education leaders in the ministry, governorates and districts on the basic skills of management and educational supervision	GTZ	Modernization Team					24,880	126,940
		8.4.7	Transportation and accommodation allowance for the participant in the training with the cost of monitoring and evaluation for all the activities of capacity building	BEDP	Modernization Team					127,000	647,959
		8.4.8	Implement the complimentary training for the English language programs and planning and predicting, preparing and drafting reports for 545 trainees, and monitoring and evaluating the activity implementation	BEDP ، GTZ	Modernization Team					46,262	1,106,000
		8.4.9	Issuing a referential manual for the basic administrative skills for the staff in the educational administration and implementing a number of quality courses in the field of administration and supervision for the staff in the educational administration	GTZ	Modernization Team					15,680	80,000
		8.4.10	Presenting a technical and financial advise for set up a manual for collecting data and sample surveys, training courses for capacity building in utilizing the educational data in planning and decision making and training the staff in the statistic and planning department on the projection of educational data	GTZ	Modernization Team					16,660	85,000
		8.4.11	hold a training course for (40) of technical office staff on team building.		TO						
8.5	Building the institutional capacity of the ministry for the planning and analyzing of education expansion (secondary education school project)	8.5.1	Technical assistance to evaluate the capacity of MoE(school mapping and statistics) and their offices in the governorates in planning and analyzing the school expansion								
		8.5.2	Implementing the training programs according to the technical assistance at all levels.								
		8.5.3	Provide necessary equipments to the ministry and its offices in the governorates and districts according to the technical assistance.								
		8.5.4	Prepare and design the projections report for 5 governorates(100 copies for each governorates).								
		8.5.5	Follow up, monitoring and evaluating the capacity building results.								
8-6	The required institutional capacity	8.6.1	Training and qualifying [60] employee of the administration cadre in kindergarten in the ministry and governorates on how to supervise, monitor and achieving a comprehensive quality in the stage of kindergarten 3-4 courses.		Education Sec.						5,000

No.	Main activities	Item no.	Sub-activities	Implementation support	Responsibility	Duration (quarter)				Cost	
						1	2	3	4	(000) YR	$
	building for implementing the strategy and the framework	8.6.2	Training [150] of LAEO cadre in the ministry and its offices in the governorates on basic skills in administration [computer, planning, English language, preparing reports, project administrations ….etc	BEDP	LAEO						150,000
		8.6.3	Implement two training courses in the center of adult education in the center of Sers Al-Lisyan in the Arab Republic of Egypt for 30 persons in 15 person for each course.		LAEO					18,000	90,000
Total Program										404,366	3,889,225

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Vision and Mission
Modernisation and Restructuring of
The Ministry of Education of Republic of Yemen

First Draft for Discussion,
Elaboration, Comments and Additions
by All the Stakeholders

Table of Abbreviations

DEOs	District Education Offices
DPs	Development Partners
EFA	Education For All
FR	Functional Review
GD	General Directorate
GEOs	Governorate Education Offices
HQ	Head Quarter
HRM	Human Resources Management
MIS	Management Information System
MoE	Ministry of Education
MoF	Ministry of Finance
MoLA	Ministry of Local Authorities
MoPIC	Ministry of Planning & International Cooperation
MTF	Modernisation Taskforce
TL	Team Leader
TNA	Training Needs Assessment
ToR	Terms of Reference

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Preface

On November 2008, The Ministry of Education with financial support from Basic Education Development Project (BEDP) commissioned Mott MacDonald Consulting to prepare a proposal for restructuring the Ministry of Education,

This draft document suggests a policy framework for modernisation and restructuring of the Ministry of Education (MoE) Headquarter, and the governorate and the districts education offices. The main premise behind the restructuring and modernisation effort is to reduce the size and bulk of the current structure. The reduction is to serve as a catalyst for a leaner and more efficient function of the ministry. It is also to reflect a high degree of decentralization to the governorates.

This document is developed in view of the current legislations that govern the operation of MoE, the approved strategies guiding the activities of the MoE, consultancy reports presenting issues and shortcomings encountered by MoE, and discussion and interviews with the top management of the Ministry of Education.

The interviews were conducted during March and first week of April 2009, with the honourable Minister, Vice Minister, five Deputy Ministers, head of the Technical Office, Chairman of the Literacy & Adult Education Organisation, Director of the Education Research & Development Centre, Coordinator of the Civil Service Modernisation Project, and the Members of the Modernisation Taskforce.

The document consists of an Introduction and five chapters:

I. Introduction: describing the overall objectives and justification of why this document is produced.
II. Chapter One: Policy Framework for Modernization & Restructuring of the MoE in which the guiding principles for modernisation and restructuring are illustrated.
III. Chapter Two: Analysis of the Current Organisation Capacity in MoE elaborating the main issues and shortcomings in the Ministry resulting from the structural deficiencies and organisational limitations.
IV. Chapter Three: Vision and Mission for Modernisation and Restructuring of the MoE are presented in this Chapter. The Mission and Vision are suggested based on the guiding principles that are stipulated in the Constitution of the Republic of Yemen, Education Law #45, Local Authority Law, and Strategic Framework for Civil Service Modernisation (Cabinet Resolution # 5 that sets Terms of Reference for Reorganizing and Restructuring the government Agencies, and base on Basic and secondary education strategies Objectives, which aims at increasing the enrolment rates, reduce gender gap, improve the quality of education, and improve the instauration capacity. Those objective are align with the objectives of “Education for All” (EFA) by 2015
V. Chapter Four: Model for Division of Functions between the MoE at central level and the Education Offices at Governorates and Districts levels (GEOs, and DEOs). The suggested division of functions and overall tasks follows the Mission of the Ministry as suggested under the Chapter Three of this document.
VI. Chapter Five: Outline of the Modernisation and Restructuring Process of MoE

This document is first submitted to those decision makers and stakeholders who have been interviewed during March and beginning of April 2009, and it is expected that they will provide their written comments, additions and possible modification to this document by the second

week of May. Those comments, additions and modifications will be discussed in a one-day workshop, and agreement would be reached for their inclusion into this document, and based on that a new version of the document will be developed.

In the second step, the new version of this policy document will be sent to all stakeholders and shortly after that, a workshop will be organised to discuss the document and agree upon its content and suggestions. The final version of the policy document will be developed in accordance with the outcome of that workshop.

In the third step the final version of the policy document will be submitted for the approval of the government.

Dr. Daryoush Farsimadan
Team Leader

Sana'a April 2009

I. Introduction

The Government of the Republic of Yemen regards education as an important development challenge and particularly for poverty reduction. Thus the Government has given high priority to the education sector, and has embarked on reforming and development of the sector, specifically expanding primary education through increasing number of schools, improving quality of the learning environment, devising measures for increasing number of female students, and also reducing regional disparities. During 2001-2002, the MoE along with all stakeholders developed the National Strategy for Basic Education (grades 1-9) that was approved in a National Conference in October 2002. During 2006-2007 MoE developed Secondary Education Development Strategy that was approved in July 2007. The two strategies have been implemented with the support of the development partners since than.

Provision of education services to the citizen as a fundamental right is stipulated in the Constitution of the Republic of Yemen, Articles 24, 34 and 53. The Education law #45 provides the general policy direction for the provision of the education services and also the overall activities that the Ministry of Education (MoE) should perform. Since the enforcement of the Law in 31/12/1992 a lot of changes in the education sector, both quantitatively and qualitatively have taken place, including the division of education services amongst three ministries, i.e. Ministry of Education, Technical & Vocational Education, and Higher Education & Scientific Research.

Since year 2001 most of the developments and reforms in the basic and secondary education have been focused initially on "engineering changes" in the education system through establishing mass education systems by building schools, recruiting teachers, producing textbooks, setting the curriculum, increase the enrolment, and reducing the gender gap in enrolment,. Those activities have mostly been guided and performed along-with and based-on a wide range of strategic documents that have been approved by the Government, including:

National & Cross-sectoral Strategies

1. The Yemen Strategic Vision 2025
2. National Strategy of Youth & Children (2006-2015)
3. The National Strategy of Poverty alleviation(2003-2005)
4. The Socio-Economic Development Plan for Poverty Reduction (2006-20210)

Sectoral Long-Term Strategies

5. National strategy of Illiteracy Eradication & Adult Education (1998)
6. National Basic Education Development Strategy 2003-2015. (BEDS)
7. National General Secondary Education (2007-2015)
8. National Vocational Training & Technical Education Strategy (2005-2014)
9. National Higher Education Strategy 2006-2011

MoE Mid-Term Strategies:

10. Education for All by 2015 - Fast Track Initiative: Yemen Proposal 2003-2005.
11. Mid-Term Result Framework (MTRF) 2006-2010.
12. Mid-Term Expenditure Framework (MTEF) 2007-2010.

The over aims of those strategies have been to make education service available and accessible to all Yemenis children, adolescents and those illiterate adults who have not been able to benefit from regular basic and secondary schooling.

The BEDS aims for achieving the National goals, and the Yemen international commitment of Education for All. The National Strategy for Vocational Training & Technical Education aims at attracting 15% of the basic and secondary graduates. The Yemen Strategic Vision 2025, among the other things suggests reducing the illiteracy rate to 10% by 2025 and achieving education for all. The Strategic Vision calls for radical changes in the education system in terms of structures, and curriculum, in order to keep pace with the modern life.
It is expected that the implementation of Basic Education Development Strategy will result in flow of large number of students into the secondary education level in one hand, and also it should prepare students to peruse their higher education.

The strategic vision of the Basic Education development strategy indicates the following Vision, Mission and Strategic Objectives :

Vision
" By the end of the year 2015 , Yemen shall have a system for basic education that provides the opportunity to all children between 6-14 years of age to have access to basic education of high quality that is appropriate to the development requirements, which will enable to build an efficient Yemeni generation equipped with knowledge and life skills that will allow Yemeni individuals to learn, achieve self and social growth, and render it a productive and active element in achieving the sustainable social and economic development objectives".

Strategic Mission:-
"The Ministry of Education is obligated to extend its utmost efforts to provide basic education with equal opportunities, high quality and adequacy compliant to the development requirements for every Yemeni child between 4-16 years of age by the year 2015".

Strategic Objectives:
- Provision of basic education to 95% of Yemeni children between 6-14 years of age.
- Reducing the gap between males and females, and Urban/rural areas.
- Upgrading the quality and efficiency of basic education, aiming to: Raising the level of education process output in accordance with subsequent educational requirements and providing basic life skills,
- Elaborating an innovated and open educational system responsive to society's development and social needs,

Based on the current statistics and reports, the education system has succeeded in expanding the coverage of the system to include a very large number of eligible children and illiterate persons, in comparison to a decade ago (83.7% of boys, 66.1% of girls and 45.7% of illiterate)[1], however the effectiveness (quality) of the education services and also efficiency (producing more services with same amount of resources) have not improved sufficiently.

In this juncture of time, education is at a defining moment for the future of Yemen, which require emergence of a new paradigm for increasing the efficiency and effectiveness of education system, along with emphases on creating better incentives for the operators of the education system from teachers up to the top management of the Ministry of Education, along with creating a mechanism for public accountability.

[1] Annual Report on BEDS implementation - The fourth Joint Annual Review of the implementation of BEDS, May 2008. pp. 23 & 27

Creation of the new paradigm for education system would require that the direction of the activities for the development and expansion of the basic and secondary education system to be shifted from "engineering inputs" into "engineering for results". Within the context of the Ministry of Education this should be done by undertaking a combination of various activities, including the followings:

- To improve and develop accessibility to the educations services for all eligible children and illiterate persons who are wishing to be educated;
- To improve and develop the quality of the basic, secondary and adult education services through the provision of well qualified and trained teachers, utilising high standard curricula, timely availability of needed teaching aids including school books, presence of well qualified trained school managers and administrators, availability of sufficient number of standard school buildings & furniture and fixtures;
- To develop mechanisms for transparency and accountability in the education system and for the education operators in all levels of management and operation;
- To enable and facilitate active community participation in the education management;
- To create and implement effective, viable and clear organizational structures and also establishment of clear line of responsibilities and authorities in all levels;
- To Develop and implement a merit system of for talented teachers, instructors and school head masters.

The National, Cross-Sectoral, and MoE specific strategies, such as the Basic Education Strategy, Secondary Education Strategy are in essence aiming for the abovementioned developments and improvements; however according to various studies and consultants' reports that have been produced since 1997, the current organisation and structure of the education-service-delivery-system in all levels, -MoE HQ, the Governorates' Education Offices, the District Education Offices and Schools, are not conducive for the implementation of those strategies, and achieving their objectives.

In other words, the current inadequacy in the management of the education process, obsolete legislations, unclear division of functions and tasks within the Ministry, and also between the Ministry, Governorates and District Education Offices, and shortage of skilful personnel in all levels, have resulted in various deficiencies and shortcomings. In addition, as more children are enrolled in schools, the quality and efficiency of education system comes under the question. This has been augmented by the lack of a systematic monitoring system, following up the linkage between the performances of schools-teachers to student results.

Conceptually, the organisational modernisation and restructuring of the MoE, the Governorates and Districts' Education Office, should facilitate and enable the shift from the "engineering inputs" to "engineering for results". This will call for improvement in the efficiency of the system, and more importantly, strengthening the relationship between the education and the economic growth. That relationship has remained weak in Yemen, and for that it is necessary to bridge the divide between education and employment, and reduced the inequality between male and female of benefiting from educational services.

Economic globalization demand for a new mix of knowledge, and skills, and this require that the content and nature of what the education systems should provide in near future.
"Good practices" of the other countries prove the crucial role, which education is able to play in poverty alleviation and economic growth, both at national, and at household levels. Also

education system should inspire the people of Yemen for a successful integration into the global economy in an ever changing world.

This document provides a policy guidance for the modernisation and restructuring of the Ministry of Education, the Governorates and Districts' Education Office. The logic behind the policy options that are suggested in the document is grounded in a new paradigm that is to increase the efficiency and effectiveness of the basic and secondary education service-delivery-machinery, i.e. the Ministry of Education, the Governorates' and District Education Offices.

It is obvious that the success of this future modernisation and restructuring of the basic and secondary education service machinery will require changes in the behaviour of key education actors, namely teachers, Instructors, school administrators, and educational Management . This is the road which should be travelled in the education sector in Yemen.

II. Chapter One: Policy Framework for Modernization & Restructuring

The main objective of the modernization and restructuring of MoE is to enable the Ministry to gain, possess and develop its organisational and operational capabilities, in order to perform its role efficiently and effectively.

The main role of the Ministry is to plan, develop, and design high quality education services, to support the Administrative Units (governorates and districts) to deliver those services in "needed quantity" in the areas of pre-school, basic, and secondary educations and adult literacy, and to secure efficient and effective delivery of the education services via systematic monitoring and evaluate.

The Yemen's Strategic Vision 2025 provides the policy guideline for the modernisation and restructuring of the:

- To achieve economic development, Yemen ought to establish a modern and efficient administrative system by restructuring Civil Service Ministries in response to the State's new roles and functions.
- Efforts should be directed toward enhancing the organisation's role through revising and updating laws and regulations, in addition to simplifying procedures and eradicating corruption.
- Delegation of authority from the centre to local authorities must be institutionalised and relations ought to be clarified and co-ordinated to enhance local administrative functions.

According to the abovementioned policy statement, modernisation and restructuring of the Ministry of Education should be done in view of the decentralization policy of the Government of Yemen.

The Article 14, 144, and 145 of the Local Authority Law # 4 August 2000 and Article 12 of the Republican Decree # 269 of 2000 - the Executive Regulation of the Local Authority Law September 2000 stipulates the functions, which MoE and the Administrative Unites should perform for the provision and delivery of the education services.

According to the Article 14, the functions of the Ministry of Education will be policy formulation, design and planning of the education process, setting standards, handling regulatory functions and accreditation, training of education system operators (teachers, school administration, education management), and implementation of projects that have a general national nature.
Based the on Article 144 of the Law, the Ministry will shall exert control over the operations of the governorates and districts education offices.
According to the Article 145, the Ministry will be responsible for informing the governors of the contents of the policies, provide them with technical guidelines and directives for improvement of the services, Co-ordinates with the governors on needs of the Administrative Units at the governorate level and need for technical and specialist cadres, and provide their staff with training and qualification upgrading.

Article 14 of the Local Authority Law # 4 August 2000:

a. The Powers of the central organs[2] each within its sphere of competence over the executive organs of the administrative units are determined in formulation of general policy, enactment of organisational regulations, control, qualification and training and implementation of projects which are difficult to implement by the local councils in the administrative units and that upon their request, or projects that have a general national nature.
b. In accordance with the provisions of this Law, its regulations and resolutions in implementation thereof, the executive organs of the governorate undertake the role of central authority organs, each within sphere of competence in implementing activity at the level of governorate and technical supervision over organs corresponding to it in the districts
c. The executive organs of the administrative unit are deemed to be local organs. They represent the technical, administrative and executive organ of the local council and under its supervision, management and control they undertake founding, equipping and management of all development and services projects incorporated in the administrative unit's annual plan and budget. The Regulation shows the levels of the development and services projects whose implementation is assigned to the governorates and the districts.

Article 144 of the Local Authority Law # 4 August 2000:

In the performance of their functions the executive organs of the Administrative Units are subject to control of the Central authorities organs

Article 145 of the Local Authority Law # 4 August 2000:

Each minister, in the sphere of his ministry's activity in respect of the administrative units, shall undertake the following: -

a. Inform the governors of the contents of the state's general orientations and policy, as well as whatever of technical guidelines and directives leading to improvement of the level of performance of services at the local level and control over them that he sees fit.
b. Co-ordinate with the governors on needs of the administrative units at the governorate level and need for technical and specialist cadres and act for their provision.
c. Adopt measures to raise the level of competent performance of the executive organs of the administrative units and that through the process of training and qualification of various forms and types.
d. Organize management of national campaigns and fund their implementation.
e. Formulate and prepare the general technical specifications, designs and plans
f. Issue the organizational regulations in the sphere of activity of his ministry.

The Article 12 of the Republican Decree #269 stipulates that the Governorate executive organs undertake the role of the central authority organs, and indicates the functions of the Governorate as:

- Supervise over, and control implementation of the public policies in the fields of education at the level of the governorate;
- Follow-up the progress of the education process in the various study stages and provide the requirements of curricula, means and techniques;

[2] Article (2):……

- Central Authority Organs: presidency of the Republic, Cabinet Council of Ministers, Organs headquarters of ministries, authorities, all government organs and public bodies and corporations and that which is determined in accordance with this law and the implementing resolutions.
- Executive Organs: Offices and branches of ministries and authorities and all Organs in the administrative units.
- Administrative Unit :Capital Secretariat, governorate and district. The cities that are deemed to be capitals of the governorates shall be considered within the scope of a district.

- Determine the dates of the school time table at the level of the governorate in a manner that does not violate the number of hours prescribed in the study plan;
- Determine the dates of school leaves;
- Supervise over the conducting of examinations of the basic education certificate and those of similar level in accordance with central directives.

In addition to the abovementioned functions, according to the point 13 and 21 of the Article 123 of the Local Authority Law, the financial resources of the administrative units are comprised of the following sources: -
Point 13. Educational services fees, including the resources allotted to school building maintenance and repairs. Point 21. Fees on private educational and health establishments' permits.

The legal interpretation of the abovementioned points would suggest that the Governorate shall conduct two more functions:

- Providing permits for establishment of private educational entities
- School maintenance and repairs.

Article 12 - Republican Decree # 269 of 2000 Concerning the Executive Regulation of the Local Authority Law September 2000
Under the supervision, control and management of the Governorate Local Council and within the framework of the state general policy and the laws and regulations in force, the Governorate executive organs undertake the role of the central authority organs. They implement activity at the level of the Governorate and technical supervision over the executive organs of the districts of the governorate. For the sake thereof they undertake the following tasks and responsibilities:
… Undertake studies and statistics, implement survey programs related to determination of the priorities of development and needs of the governorate for services and development projects and ascertain the situation of existing projects
… Supervise over and control implementation of the public policies in the fields of education at the level of the governorate and follow-up the progress of the education process in the various study stages and provide the requirements of curricula, means and techniques.
Determine the dates of the school time table at the level of the governorate in a manner that does not violate the number of hours prescribed in the study plan, determine the dates of school leaves, and supervise over the conducting of examinations of the basic education certificate and those of similar level in accordance with central directives.

The current legislative provisions, define in a very general way division of the functions between the central ministries and the Administrative Units (governorate and district). There are gaps[3], and ambiguities in those legislations. The two obvious gaps are:

⇒ Absence of a comprehensive enumeration of the functions required for the provision and delivery of the educational services by the central ministries and Administrative Units ;
⇒ Unclear distribution of the functions and responsibilities between the Ministry of Education, and the Ministry of Technical Training & Vocational Education from one side, and from other side between those two ministries with the Administrative Unites re-

[3] For example the Education Law # 45 has not been amended in view of the establishment of two more ministries of Higher Education & Scientific Research and Technical Training & Vocational Education.

garding the recruitment, deployment and management of the teachers, school management staff, inspectors and instructors.

In addition to the ambiguities in the current legislations regarding the division of functions between MoE and Administrative Units, there are other factors that are negatively affecting the Education Service system; few are to be quoted from a Report commissioned by the Ministry of Civil Service & Insurance in 2005[4]:

High Level delivery linkages between the Executive Authorities and Central Government

The Governors of each Governorate report directly to the President and have overriding authority for the provision of services in their Governorate. However the line Ministers have responsibility for specific service delivery policy at both Central and Governorate levels.
There are parallel and confusing lines of communication between Executive Bodies, Central and Local Governments. Most Ministries have a branch office within each Governorate, headed by a General Manager. This Manager and his Senior Officers have dual reporting responsibilities to their line Ministry and to the Governor in the Governorate. Organisation structures are further duplicated between Governorates and Districts including a disproportionate emphasis on administrative units rather than service delivery functions.
As a consequence, difficulties emerge in assigning clear responsibilities for service provision and Senior Officers may be placed in invidious positions as a result of blurring of responsibilities and accountability.

Factors affecting delivery and interface between Central and Local Government

The lack of Mandates at Central and Governorate level cause overlaps and gaps in the provision of services. This has led to a lack of unified planning countrywide in the delivery of key utility and infrastructure services. This increases costs and creates confused service delivery chains. It also confuses the public as to where to go for which service.
This general situation is compounded by the weaknesses inherent in Government recruitment procedures and reward systems which fail to provide the skills and formal incentives necessary for effective service delivery at both Central and Governorate level.

The overall objectives and also the framework established by the Ministry of Civil Service & Insurance (MoCS) for the modernisation and restructuring of the Ministries are outlined in the following text box:

*Based on the **First Five Year Development Plan (FFYP)** (1996-2000) period Government approved a strategy for modernising the Civil Service. The 1997 Draft Civil Service Modernization Strategy was developed to[5]:*

- Enhance the climate for private sector growth (and enhance employment creation) and
- Ensure that high quality, essential services are delivered in a cost-effective manner

To meet these ends, the objectives of the Yemen's civil Service Modernisation Program include:

[4] The following text is copied from =>Civil Service Modernisation Project – Mandate of Government and Consensus: define New Structure, Roles and Operational Objective of Government – M3 – Service Delivery Report April 2005 – Yemen Ward International – Yemen Consult House – under the Executive Summary Section
[5] This text is copied from Strategic Framework – Civil Service Modernisation Project Republic of Yemen, page (4) – undated document in English received from Dr. Ali Qassem Sallam – Civil Service Modernisation Project - MoCSI -

1. Build and institutionalise systems that strengthen and develop the capacity of the core Ministries (Civil Service, Finance and Planning) manage human and financial resources of the Government of Yemen.
2. Build and develop institutional capacity at top, middle, and lower levels of the government bureaucracy.
3. Streamline and rationalise Government machinery, structures and operations
4. Effective permanent and lasting change by improving the efficiency of government operation and Programs through re-engineering of administrative and service delivery processes

*The **Second Five Year Plan (SFYP) (2001-2005)** identifies the following policies and measures which also support the modernising and reform of the Government[6]:*

5. Terminating all forms of duplication, upgrading the Civil Service performance and giving up services that can be provided more efficiently by the private sector;
6. Achieving competent management of human resources, increasing transparency and consistency of public administration procedures;
7. Initiating the process of consolidation and standardisation of public administration procedures and operations;
8. Formulating and applying job classifications and description systems;

The Socio-Economic Development Plan for Poverty Reduction (2006-20210 point out the following policies to enhance of institutional and administrative reforms:

1. focus on developing and modernizing the structures and institutions of the State's administrative body to eliminate redundancies across administrative units; curb corruption; effect periodic salary revisions and increases; install performance monitoring and evaluation systems;
2. Standardize human resource management practices;
3. Establish essential database and management information systems.
4. Adopt transparent and automated administrative mechanisms (including for the payroll).

III. Chapter Two: Outline of the Current Limitations in the Structure & Organisation of MoE

In this chapter the outline of those management and structural constrains and limitations that have negative impacts on the overall performance of MoE are presented.

1. Legal framework

The education laws # 45 (1992) and bylaw #28 (1993) that are regulating the MoE operations are obsolete, lack clarity and consistency and conflict each other. Upon comparison of the goals in the general law and the organizational bylaw, no conformity or consistency appears. While the goals in article 46 of the general education law focus on the teacher, the goals in article #2 of the organizational bylaw, focuses on provision of education for different age categories.

Also those legislations are in conflict with the Local Authority Law, as they do not recognise the Administrative Units' functions that are stipulated in the Local Authority Law. In addition the division of the education sector amongst the three Ministers have not been reflected into those legislations.

The general tasks as stated in the Article # 2 of the bylaw are ambiguous and very general. There are no distinction and harmony between the main task and subtasks, and the articles of the bylaw do not comply with the articles of the Education Law[7].

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[6] Civil Service Modernisation Project – Mandate of Government and Consensus: define New Structure, Roles and Operational Objective of Government – M4 – Service Delivery Report June 2005 – Yemen Ward International – Yemen Consult House

[7] A. M. Al-Ishami (June 2007) pp 5 & 6.

2. Vision and Mission

The Ministry lacks a written "Vision" that describes in a general way where it is today and where it wishes in foreseeable future. As well it lacks "Mission" to describe how the Ministry will achieve its Vision and what it has to do to achieve its objectives. It also lacks Strategy that describes how the Ministry is going to do it.

A study commissioned by the World Bank in 2008[8] indicates absence of Vision and Mission, as the main tools for leadership for providing direction to the ministry's staff in their organization. Absence of a clear and documented vision and mission of the Ministry has negative effects on the current education strategies[9]. All of these strategies need preparation of the legal, organizational and administrative environment in a manner that accommodates and provide for achieving objectives.

3. Objectives, Functions & Tasks

The Education Law # 45 (1992) Articles #4, #16 and the organizational bylaw of the Ministry # 28 (1993) Article 2 clarified the Ministry's objectives through provision of educational service to the specific categories in the organizing laws and illiteracy programs as well as plans' implementation.

The objectives of the Ministry are defined in the Article # 46 of the Education Law and the Article # 2 of the bylaw. A consultancy report suggests that the objectives of the Ministry are "too weak in formulation in a way that is not up to the level of the current and future role of the Ministry in preparing the future generations. One of the reasons for the weak formulation of the ministry's goals is the absence of clear vision and mission of the ministry, and lack clarity, integrity and coherence, lacking consistency and lacking sectors goals. The current goals ignored a number of important aspects like the curriculum preparation and development, developing teaching aids and materials, developing human resources, achieving quality in performance and activating the role of non-governmental education…etc[10].

4. Organizational Setup and Functions

Several analysis and studies of the Ministry suggest a number of constraints in the division-of-labour within the MoE, namely unclear functions, overlapping functions between sectors, functional gaps, and functional conflicts[11].

The current organizational setup of the MoE and its branches lack clarity, integrity, not expressing right community needs. The responsibilities and authorities of the sectors and general departments are not determined. The internal and external relationship and the Channel of administrative communication are ambiguous. Also the current organization setup suffers of dispersion of some function among sector, no harmony of the main functions and subsidiary function and multiplicity of administrative levels (authority lines**),** and overlap of activities[12] .

The single biggest issues are an extreme proliferation of units in the MoE and the governorates, and a much too large number of management layers. There is no organizational ra-

[8] Elizer Orbach (October 2008) the Capacity of the Education Sector in Yemen, p6

[9] Basic Education Strategy, Secondary Education Strategy, Adult & Literacy Strategy, Training & Education Strategy, The Yemen Strategic Vision for the Year of 2025, etc

[10] A. M. Al-Ishami (June 2007) pp 16, 17, 18.

[11] Look to Elizer Orbach (October 2008) pp 5,6

[12] A. M. Al-Ishami (June 2007) pp 5, 6.

tionale for these two phenomena. The only conceivable rationale is to provide employment to more people[13].

5. Human Resources

MoE in general encounters the issue of over-staffing. The MoE headquarter and particularly the Governorate Education Offices are grossly overstaffed and also have large numbers of ghost workers. Variations in the deployment of staff among the governorates are very large, resulting in great inequality and operational imbalances[14].

According to an analysis done in 2007 in connection with the staff education, it was found out that about two third of the ministry staff had diploma or less which is too little compared to the Ministry's role[15]. 34% of the staff (88,776) had university degree, 16.7% of the staff (42,979) had diploma after secondary school certificate and 43% of the staff (110,930) had secondary school education[16]..

There is almost complete unanimity that the present cadre of the Ministry is adequate in number, but most of them are in need of skills upgrading and training due to the clear shortcoming in their skills There is shortage of skilful staff particularly in the fields of planning, statistics, data analysis and education economics[17].

6. Management Information System

The MoE has the most developed information function in comparison with the other ministries, and is the only one that has established Education Management Information System. The other two ministries, i.e. Higher Education, and Vocation Education are in the process of planning, designing or preparing for the development of their own EMIS. Although MOE has the most developed information function in comparison with the other ministries, outputs of the MIS are not produce at the write time to be used by the decision Makers and planners within the MOE at all levels, in addition to that the reliability and accurate of the data and indicators still under question. The data currently being collected are not comprehensive, the methods of data collection are not always consistent and robust; the data is not fully reliable, and access to it is not easy. There is limited regular reporting and analysis. Much of what is reported and analyzed is used for progress reporting and the production of indicators. Several reasons account for this inability. Aside from the usual shortage of skills and limited funding, one proximate cause is the absence of full, well-thought sets of guiding principles[18].

7. Organization Structures of the Governorates Education Offices

The Minister of Education Resolution # 709 (1995) sets up a typical organizational structure for the education offices in the Governorates. According to the Resolution, each education office should have 10 directorates and 36 departments. However, over the years the Gover-

[13] Elizer Orbach (October 2008) pp 5, 6
[14] Elizer Orbach (October 2008) p 10
[15] A. M. Al-Ishami (June 2007) p 3
[16] A. M. Al-Ishami (June 2007) pp. 39, 40 &41
[17] .Taher H. Al-Haj Mohammed (March 2006) Evaluation of the Performance of Taskforce, p.
[18] Elizer Orbach (October 2008) –Executive summary p. 13

norates have not followed this Resolution. There is today no common structure for the 22 Regions Education Offices and 333 districts education offices, which each of them include a large number of substructures. The largest numbers of units are found in the Ta'izz including 35 sub-directorates and 128 departments. In the Ibb Governorate it is 30 sub-directorates and 90 departments. Ta'izz has a total of 759 staff and Ibb has a total of 592. In Ta'izz there are 168 persons in management positions, who are managing 596 staff. In Ibb there are 120 persons in management positions, who are managing 472 staff. On average, every manager in Ta'izz manages six people and every manager in Ibb manages 4 people[19].

The Education Offices are encountered with seven Major problems concerning workforce that negatively affect their management, most important are: misdistribution of employees on teaching and administrative positions, as some departments includes four times the required number of staff, while others suffer from staff deficiency. This is the case in schools as well, including weak qualifications of some employees in the teaching field, and a large number of the teachers have low qualifications(42.7%) of total teachers have secondary school certificate or less[20].

[19] Look to A. M. Al-Ishami (June 2007) p. 67-69 and Orbach p. 29
[20] A.M. Al-shami p. 73

IV. Chapter Three: Vision and Mission for Modernisation & Restructuring

Vision:

The Ministry of Education (MoE) endeavours to develop and create a qualitative and modern education system by 2015 to secure availability and accessibility to high quality basic and secondary educations and adult literacy "For All" eligible Yemenis -inclusive of all ganders, races, level talents, physical conditions and social status. That is to contribute to the creation and nurturing of qualified and capable Yemenis who are equipped with life science, possess necessary scientific knowledge, and hold ethical behaviours, which are required for conducting a healthy, productive, and creative professional and social life.

Core Values Underlying the Vision

This Vision emanates primarily from Islamic values and principles, and also social, economical and cultural interactions and exchanges of the Yemenis society with the outside World on the bases of the following underlying "Core Values".

These Core Values are the behaviours that are considered critical to the success of the Ministry of Education for achieving its Vision by 2015. All member staff of the Ministry are expected to exhibit these behaviours as an integral part of their jobs.

Knowing that education is a fundamental right of all, and it is necessary for Yemen to become a functionally literate society with well-grounded moral and ethical values; adequate social, scientific and technical knowledge and skills.

Realising that the schools have a very important and central position in education service delivery system and also they play a vital role in the development of the education system in Yemen. Thus, along with providing knowledge and skills to learners, the schools shall operate in cooperation with parents, within an environment of morality, ethical conduct, and spirit of responsibility and initiatives. That will result in developing individual learners' personality to refine their emotions, mental, and physical talents, and creativity as well as respecting the values and rules of collective life in the society.

Recalling that a modern educational System is in harmony with the best universal educational standards, prepare the students for a beneficial and productive life, and develop their abilities for continuous learning that are required for dealing with the "facts of life" and to contribute to achieving enduring development for their respective communities.

Understanding that National education system should offer equitable life-long education and training that is relevant and responsive to the rapid technological development and the changing socio-economic environment of the country in a Globalise World. By that, the education system should focus on promoting creativity and problem solving through the development of academic, technical and vocational programmes that will improve the acquisition of skills in the students and assure their job-market readiness

Recognizing that traditional knowledge and indigenous cultural heritage of Yemen have a value and validity in its own right and a capacity for defining and promoting development social development;

Acknowledging that, overall, the current provision of education is seriously deficient and that it must be made more relevant and qualitatively improved, and made Nationally accessible and available For All;

Mission:

The overall Mission of the Ministry of Education is to provide relevant education at all levels with emphasis on science, information communication and technology to all Yemenis, which will assist them to develop their potential to be productive, and enhance self-actualization, to facilitate poverty reduction and to promote socio-economic growth and national development.

To perform its Mission the Ministry will be responsible for formulation and implementing of responsive education policies, design and development of curricula, setting required legal, financial, human resources and organisational frameworks, monitoring the implementation of the policies and strategies, evaluation of the outcomes of the policies and strategies, and provide guidance and support to the executors in the decentralised level, i.e. governorate and district education offices.
From operational point of view the Ministry will perform its Mission through establishment of an efficient education management system; implement an effective education process, operationalising a performance monitoring and evaluation systems, provide training and skills upgrading to the staff in all level.

Mission Objectives

Fulfilment of the Mission will require the achievement the following objectives. The detailed activities for the achievements of these objectives and also the corresponding strategy will be presented in the "Masterplan" for the Modernisation and Restructuring of the Ministry of Education, which is planned to be developed in December 2009.

1. To Ensure that the MoE operations are regulated and governed by a set of updated and appropriate legislations
2. to ensure that all sectoral strategies, and programmes are aligned with each other and have complementary nature
3. To develop curricular and modes of assessment, which ensure the human, practical and vocational relevance of basic and secondary educations. This is to ensure that learners are provided with information, knowledge and life skills relevant for their future professional and personal life. In other words the curricula and training materials should be relevant to the needs of Yemenis, meet the appropriate standards and gender responsive and progressively achieve the equivalence, harmonization and standardization of the education and training systems nationally, regionally and internationally.
4. To ensure existence of a dynamic quality assurance systems including national standards for entire education process, certification of teachers and accreditation of schools and training institutions. This is to ensure provision of high quality education and training delivery in all schools and training institutions.
5. To progressively achieve the equivalence, harmonization and standardization of the education and training systems nationally, regionally and internationally.
6. To eliminate gender disparities in primary and secondary education and achieve gender equality and ensure empowerment of disadvantaged groups.

7. To create a safe and welcoming school environment that is healthy, tolerant, gender sensitive and respects children's rights.
8. Provide opportunities, and facilities for pupils to participate and benefit from extra – curricular activities including sport, music classes and other cultural activities
9. To ensure that all the operators of the education system including teachers, school management personnel, districts and governorates education offices' staff, and the employees of the MoE possess required professional skills and capabilities for performing their duties
10. To establish and operationalise comprehensive but simplified working procedure and methods and reduce unnecessary bureaucratic obstacles
11. To develop and implement a unified Education Management Information System, enabling reliable data collection and provision of regular reporting of information on the current status of the education system
12. Progressively move the MoE Structure from a compartmentalised setup to a Matrix Organisation and by which most similar tasks should be performed by only one entity, e.g. one shared education management system (EMIS), one staff training unit, etc.

V. Chapter Four: Division of Functions between MoE & the Administrative Units[21]

The overall activities for the education services provision, delivery and monitoring in three levels, i.e. the MoE headquarter and the central organisations[22], the Governorates Education Offices, and the Districts Education Offices could be clustered into five functional areas, i.e. Policy & Planning, Service Delivery, Regulatory & Licensing, Monitoring & Supervision, and Administrative. Each of those categories of functions includes several tasks and activities.

It should be noted that, the schools[23] are the central and basic units and delivery mechanism for the educational services, and also play important role in the education development process.
From functional point of view, the schools conduct two key functions, namely service delivery and administrative functions, for which the schools should possess the institutional capacities and human resources capabilities to perform those functions.

Therefore the cardinal aim and objectives of the operation of the MoE headquarter and the central organisations, the Governorates Education Offices, and the Districts Education Offices should be to serve the schools, and to develop and improve their managerial, operational and functional capacities.

In accordance with the Vision and Mission, the division of functions for the provision, delivery and monitoring the division of the functions between the MoE, and the Governorate and Districts Education Offices would be as followings:

1. Policy & Planning Functions

Major portion of the policy functions will be performed by the Headquarter of MoE, and very limited policy functions would be performed by the Governorate Education Offices. The tasks that are included in the policy functions would be:

1.1. MoE Headquarter

- Initiation, formulation, and review of the basic, the secondary educations and the adult literacy policies in line with the National, Cross-Sectoral and Sectoral Policies and also the Country Development Five Years Plans;
- Formulation, reviewing, harmonisation and updating all strategies for the implementation of the policies in the areas of the basic, secondary educations and adult literacy;
- Follow up and Monitor the implementation of education sector policies and strategies in the Governorates;
- Formulation and continuous updating of the legal documents and norms that are legislative base of the MoE activities and regulating the operation of the education system in three levels;
- Data collection and analyses of data and statistics for monitoring the condition of the education system and the performance of individual governorate, and districts. The education management information system (EMIS) shall be used as a tool for analysis and evalua-

[21] The "Master Plan" that is planned to be developed in December 2009 will suggest the future organisation and structure of MoE HQ, GEOs and DEOs
[22] including the Education Research & Development Centre, the Text Books Printing, and the Literacy & Adult Education Organisation
[23] The schools are classified to public schools, private & national schools and foreign schools

tion of the education policies and strategies outcomes, monitoring the performance and providing feedback for improvement of performance, and forecasting;
- In coordination with the Governorate Education Offices, to conduct annual strategic planning for teachers' deployment;
- Coordinate the support of the strategies with all development partners at all levels;
- Development of guidelines and framework for annual strategic planning that would be used by Education Offices;
- Conducting regular consultation and coordinate with the Governorates and Districts Education Offices, and when necessary with schools and communities regarding the policies, strategies and plans, and incorporate those entities (feasible and relevant) opinions, ideas and needs into the policies, strategies and plans.
- Develop policies and curriculum for pre-school; regulate and monitor kindergartens, and provide professional guidance and support to special education schools
- Develop policies, conduct research on identification and development of pupils' talents and abilities.
- Establish procurement policies and define contract requirements for procurement of goods and services

1.2. Governorates Education Office

- Conducting annual strategic planning including school placement and teachers' deployment plans;
- Data collection and analyses data and statistics to monitor the condition of the education system and the performance of individual schools.
- Undertake such research as maybe necessary for the effective implementation of the policies, strategies, and other issues that may be necessary in the governorate, district and school levels;

2. Service Delivery Functions

The service delivery function (hypothetical) includes two clusters of tasks i.e. Direct Service Delivery Functions, and Indirect Services Delivery Functions.
The MoE will be responsible for the provision of the Indirect Service Delivery Functions and the Governorates and Districts Education Offices and the Schools at-large will be responsible for performing the Direct Service Delivery Function.

2.1. MoE Headquarter

- Planning and design of training programs and skills upgrading courses for teachers, school management and the staff of the GEOs and DEOs
- Planning and design of the professional development of teachers through the provision of consultancy services (inspector-instructors)
- Planning and design of training-of-trainers courses
- Development and updating curricula, design and review syllabus
- Development, production and approval of instructional materials,
- publishing and distribution of school books,
- Development of Teaching Approaches and promotion of teaching and learning approaches that are in line with curricula intents
- Design and development of assessment modes that support the desired learning outcomes
- Monitoring implementation of curricula, syllabus, teachers guidelines, and teaching approaches
- Development of the National Examinations packages

- Development of programs for effective professional development models and programmes on ICT in the basic and secondary education
- Architectural planning and design of school buildings suitable for various geographical areas and pupils population
- Planning and design of the school health services,
- Planning and design of the pupils' nutrition programs;
- Preparation and approved all laws and relegations to ensure that all children with special needs and from poor families have the access to schools (school fees abolition and provide financial support to female students)

2.2. Governorate & District Education Offices:

- Implementation and conducting training programmes and skills upgrading courses for teachers, school management and the staff of the GEOs and DEOs;
- Facilitating teachers' professional development through the sharing of best practices, establishment of learning circles, and publications;
- Establishment of the Parents' (Fathers & Mothers) Councils;
- Provision of educational resources to schools;
- Conduct examinations
- Management of infrastructure development and facility management for primary and secondary schools
- Implement school health services,
- Implement pupils' nutrition programs;
- Construction of schools and education administrative buildings
- Maintenance of schools and administrative buildings

3. Regulatory & Licensing Functions

The boundary of this function should be clearly defined in a specific law. These functions will be performed by the MoE, including:

- Development of accreditation framework for teachers and school management staff
- In accordance with the Private Education Law, initiation, and introduction of a regulatory framework for private schools and institutions that are providing basic and secondary education services. Those legislations should regulate and govern the registration of private schools, and provide for quality certification scheme.
- Development of a quality assurance framework for private schools and institutions including accreditation of teachers, approval of curricula and syllabus, education process management, and baseline for buildings and facilities
- Issuing license for establishment and operation of private schools and institutions providing basic and secondary education services
- Conducting systematic inspections of the private schools and institutions to ensure the quality of their education services.
- Revoking operational licences of the private schools that would not observe relevant legislation and norms,

4. Monitoring, Supervision & Coordination Functions

The concept of monitoring and supervision surpass the traditional inspection and financial auditing. It combines those two aspects, along with conducting monitoring of the planned activities. This system of monitoring and supervision has preventive nature by providing (the

supervised entity or person) with guidance and assistance rather than punishment and imposing sanctions.
Support & Supervision tasks that would be conducted by the MoE Headquarter staff will be under the direct supervision of the Minister, and in the GEOs and DEOs will be under the supervision of the Head of the Governorates Education Office.

4.1. MoE Headquarter

- Establishment of performance targets for MoE Sectors, Central Organisations such as Literacy & Adult Education, Education Research | Development, and for the governorates and districts education offices
- Monitoring the performance of the GEOs and DEOs vis-à-vis their annual plan of operation of how the set performance targets have been achieved.
- Development and publishing analytical reports about the issues, delays and shortcomings encountered in central, governorate and district levels regarding the performances of the three levels, issues encountered and achievements.
- Carrying out random school audits with the purpose of reviewing and appraisal, of the soundness, adequacy and application of the curricula, syllabus, training materials and teaching aids, as well as audit of school management and teachers performances.
- Conducting sample or National exams to monitor the quality of education, and ensure that the quality of education is within the international standards.

4.2. Governorate & Districts Education Office

- Monitoring the performance of DEOs vis-à-vis their annual plan of operation how the set performance targets have been achieved ,
- Carrying out systematic school audits so as to review and appraise the soundness, adequacy and application of the curricula, syllabus and the training materials and teaching aids plus school management and teachers performances
- Development and publishing analytical reports about the issues, delays and shortcomings encountered in central, governorate and district levels regarding the performances of the three levels, issues encountered and achievements.
- Conducting financial and operational audits so as to ascertain the integrity and reliability of accounting and financial records, as well as to ascertain the extent to which internal control systems ensure that government policies, procedures, laws and regulations are complied with
- Providing support to the teachers and school administration through conducting supervision school visits.

5. Administrative Functions

5.1. MoE Headquarter

- Development of Human Resources Management Policies and implementation strategies
- Development of a three-year manpower-plan indicating approximate numbers of the management, technical, administrative, and teaching staff in MoE HQ, GEO, DEO and school levels;
- Development of job descriptions and job requirement specifications for all new staff who will be recruited in MoE HQ, GEOs, DEOs and schools
- Development and updating standard job descriptions and job qualification requirements for all posts and positions in all levels

- Development and maintaining staff registry-profile database for the MoE staff in Central level
- Designed tools and methodology for identify the training needs for MoE staffs at MoE HQ, GEOs, DEos and schools.
- Conducting training needs assessment for the technical and administrative staff of the MoE HQ
- Organise systematic training of the MoE staff in accordance with the training-needs-assessment
- Providing information and working with mass media to communicate MoE's programmes and objectives to the public. And advise MoE Sectors on the public communications and "marketing" of their policies and programmes.
- Undertaking the production of publications such annual reports, thematic publications, newsletters, fact sheets, publicity brochures.
- Providing internal computer support and manage & maintain MoE's internet and intranet websites
- provision of logistics and maintenance of buildings and equipment, transport,
- Secretarial services, achieving and alike.
- Maintaining the MoE Library and continuous acquisition of new books and publications
- Formulation of financial policies, budget allocation framework ensures efficient allocation of funds within MoE, and day-to-day budget operations in coordination with related Ministries or Organizations.
- Development and implement emergency systems and security plans for MOE HQ
- Development and conducting emergency training courses and exercises for MOE HQ
- Providing correspondence registry, archiving services to MoE HQ.

5.2. Governorate & Districts Education Office

- Development and maintaining staff registry-profile database for the GEOs, DEOs and schools
- Conduct training needs assessment (TNA) for the technical and administrative staff
- Organising systematic training of the staff in accordance with the TNA
- Provision of logistics and maintenance of buildings and equipment, transport,
- Providing secretarial services, achieving and alike.
- Maintaining the GEOs Library and continuous acquisition of new books and publications
- Implementation of financial policies, budget allocation framework ensures efficient allocation of funds within governorate, and day-to-day budget operations in coordination with related Ministries or Organizations Offices.
- Undertaking financial management and accounting works.
- Development and implementation of emergency systems and security plans for GEOs, DEO and schools;
- Development and conducting emergency training courses and exercises for GEOs, DEO and schools;
- Providing correspondence registry, archiving services

5.3 Schools

- Preparation of the annual classes action plan (including required human and financial resources)
- Preparing time schedule and distribution of classes among teachers
- Supervision, monitoring and assessment of teacher performance
- Follow up, monitoring and assessment of the student performance

- Keeping registry on the students enrolment, placement and achievements
- Keeping files on the student's including all relevant data (Address, parents information, contact person)
- Organizing parents council meeting
- Keeping records on major problems caused by students or teachers or surrounding environment
- Preparing regular reports on the school activates
- Creating safe and healthy and tolerant environment for students
- Taking to consideration different gender needs
- Keeping Record on Financial Contributions

VI. Chapter Five Outline of the Modernisation & Restructuring Process of MoE

The Modernisation process of MoE will be guided by the following documents

- Vision and Mission – Modernisation and Restructuring of MoE (this document)
- The MoE Master plan & change strategy (will be developed in December 2009)
- Organigram of the MoE and the sectors (will be developed in November 2009)

The **First Step** in the process of Modernisation and Restructuring of MoE will be the finalisation and approval of the current document, which is a Policy Document suggesting the Vision, Mission and overall functions of the Ministry, GEOs and DEOs.

This draft Policy Document shall be discussed in two roundtables with the stakeholders for incorporation and inclusion of their opinions and ideas into the Document. Upon the finalisation of the Policy Document, it will be submitted for the approval of the Minister of Education and the government.

The **Second Step** will be to conduct functional review in three levels, i.e. MoE headquarter (HQ), GEO and DEO. The purpose of conducting functional reviews within the central structure of MoE, GEO and DEO[24] to clarify the followings:

a. Do the current functions provides for the output that is expected to be produced by MoE
b. Do the current functions of the sectors correspond to the vision, mission and overall functions of the ministry that are included into the New Policy Document?
c. Are there any overlaps between the sectors in connection with functions that they perform?
d. Are there any functions that are not performed by the sectors (functional gap), and what are the causes for those gaps?
e. Are the tasks that are performed by the sectors corresponds to their functions?
f. Do the job descriptions of the sectors' staff corresponds to the sectors' functions and tasks?
g. Are the sectors' staff sufficiently qualified to perform their work according to their job descriptions?
h. What are the problems that are encountered by the sectors for performing their functions (shortage of qualified staff, overstaffing, lack of financing, obsolete legislations, weak management systems, lack of operational guidelines …)?
i. What are the specific functions and tasks that are performed by GEO, and DEO?
j. Do the job descriptions of GEO and DEO staff correspond to the functions and tasks of those offices?
k. Are the GEO and DEO staff sufficiently qualified to perform their work according to their job descriptions?
l. What are the problems that are encountered by GEO, and DEO in performing their functions (shortage of qualified staff, overstaffing, lack of financing, obsolete legislations, weak management systems, lack of operational guidelines …)?

The activities for functional review are ongoing and the work will be completed by end of June as planned.

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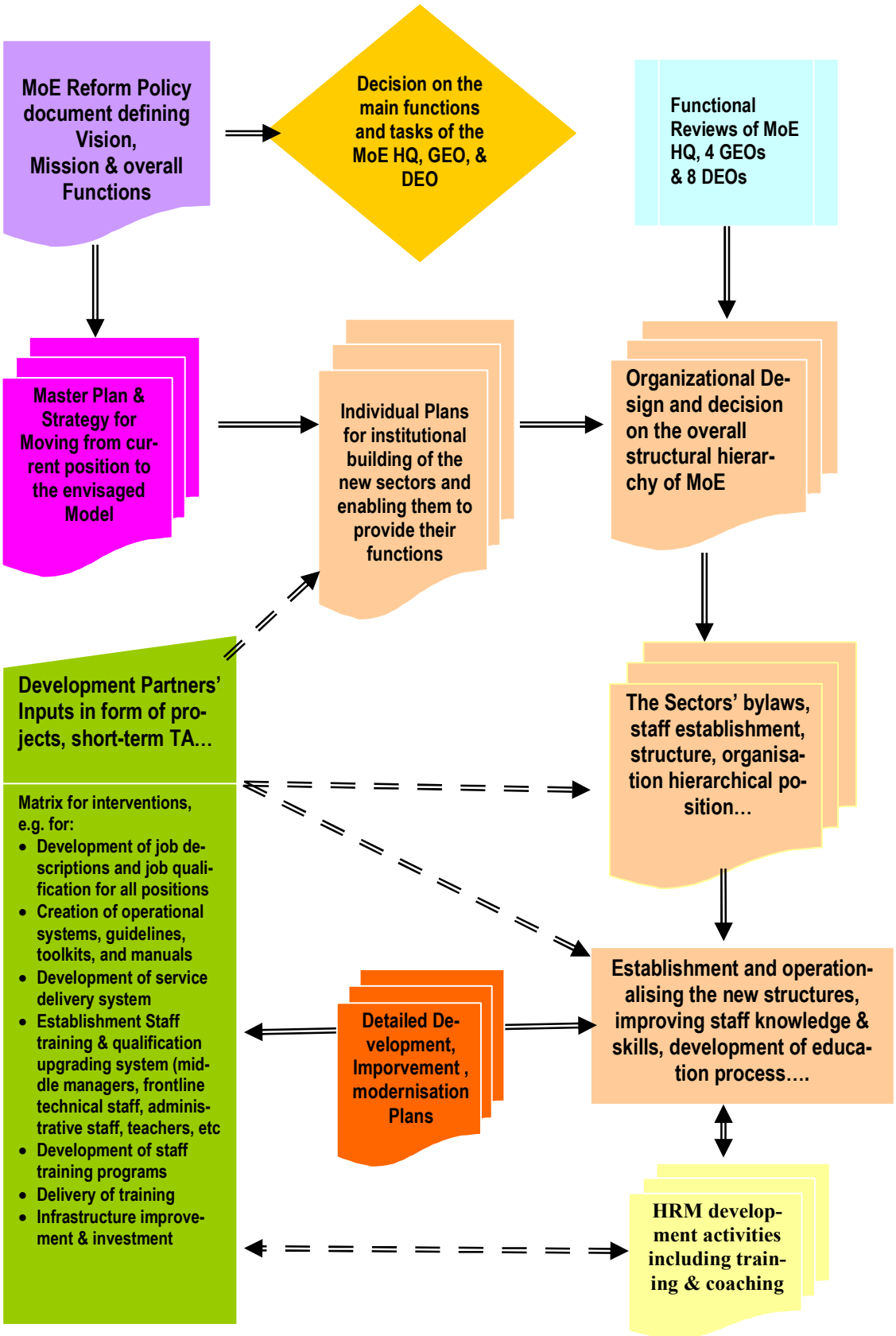
In the **Third Step,** findings of the FR and its recommendations will be discussed and agreed upon by the stakeholders. And that will be the base for the drawing up a **Masterplan for Modernisation and Restructuring of MoE**.

In the **Forth Step,** the Organigram of the MoE will be drawn up and a "Change Strategy" will be developed. The Change Strategy will establish the methodology for the implementation of the Masterplan and how to move from current situation to the "New Structure" which would be inline with the Vision and Mission of the Ministry.

In the following figure the process of Modernisation and Restructuring and implementation of the Master Plan is shown, it should be noted that implementation of the Master Plan may require at least 4 years and in accordance with a clear Strategy of Change that is how to move from the current position to the future Model (situation).


MoE Reform Policy document defining Vision, Mission & overall Functions
Decision on the main functions and tasks of the MoE HQ, GEO, & DEO
Functional Reviews of MoE HQ, 4 GEOs & 8 DEOs
Master Plan & Strategy for Moving from current position to the envisaged Model
Individual Plans for institutional building of the new sectors and enabling them to provide their functions
Organizational Design and decision on the overall structural hierarchy of MoE
Development Partners' Inputs in form of projects, short-term TA…
Matrix for interventions, e.g. for:
• Development of job descriptions and job qualification for all positions
• Creation of operational systems, guidelines, toolkits, and manuals
• Development of service delivery system
• Establishment Staff training & qualification upgrading system (middle managers, frontline technical staff, administrative staff, teachers, etc
• Development of staff training programs
• Delivery of training
• Infrastructure improvement & investment
The Sectors' bylaws, staff establishment, structure, organisation hierarchical position…
Detailed Development, Imporvement , modernisation Plans
Establishment and operationalising the new structures, improving staff knowledge & skills, development of education process….
HRM development activities including training & coaching

Yemen: Decentralisation and Local Development Support Programme

Report on the

Final Evaluation of the UNDP and UNCDF Local Development Programme

Submitted to the UNCDF
3rd June 2008

The analysis and recommendations of this report do not necessarily reflect the view of the United Nations Capital Development Fund, its Executive Board or the United Nations Member States. This is an independent report commissioned by UNCDF and reflects the views of its authors

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Acronyms

CBOs	Community-Based Organisations
COCA	Central Agency for Control and Audit
CTA	Chief Technical Adviser
CTs	Core Teams
DANIDA	Danish International Development Association
DDC	Dryland Development Center
DEX	Direct Execution
DFT	District Facilitations Teams
DLDP	Decentralisation Local Development Programme
DLDSP	Decentralization and Local Development Support Project
DPCU	Decentralisation Policy and Coordination Unit
EOs	Executive Offices – implementing agents at local level
ET	Evaluation team
GD	General Directororate
GLA	Governorate |Local Authority
GLASP	Governorate Local Authority Sub-Program
DLASP	District Local Authority Sub-Program
GIS	Geographic Information System
GNI	Gross National Income
GDP	Gross Domestic Product
GIS	Geographic Information System
GOY	Government of Yemen
GTZ	German Technical Cooperation
GWDD	General Women Development Directorate
HLC	National High Level Committee
IMC	Inter-Ministerial Committee
IMF	International Monetary Fund
IT	Information technology
LA	Local Authority
LAL	Local Authority Law
LDP	Local Development Programme
LADF	Local Authorities Development Fund
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MIS	Management Information System
MOCS	Ministry of Civil Service
MOLA	Ministry of Local Administration
MOF	Ministry of Finance
MOPIC	Ministry of Planning and International Cooperation
MT	Mobile Team
MWE	Ministry of Water and Environment
NWRA	National Water Resource Authority
n.d.	Not date given
NEX	National Execution
NDP	National Decentralisation Programme
NDS	National Decentralisation Strategy
NGOs	Non-Governmental Organisations
PEM	Public Expenditure Management
PRSP	Poverty Reduction Strategy Paper

PWP	Public Works Programme
SFD	Social Fund for Development
SMT	Shadow Mobile Team
TAT	Technical Assistance Team
TC	Technical Committee
TOR	Terms of Reference
TS	Technical Secretariat
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
USAID	United States Agency for International Aid
WDS	Women Development Strategy

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1. Project Summary

Country:	Yemen
Full Project Number:	00015627
Project Title:	Decentralization Local Development Support Programme
Sector:	Development Administration/Public Administration & Management
Executing Agency:	UNCDF
Implementing Agency:	UNDP/UNCDF
Execution modality:	Direct Execution
National Counterpart	Ministry of Local Administration
Approval Date:	01 September 2003
Duration:	2003 – 2007
Total project cost:	US$9860000
Financing	
UNCDF:	US$ 1,762,000
UNDP:	US$ 2,583,221
Social Fund for Development:	US$ 2,350,000
USAID:	US$ 2,253,300
The Government of Denmark	US$ 432,000
The Government of Italy	US$ 262,756
The Government of France	US$ 248,520
Evaluation Date:	October-December 2007

2. Purpose of Evaluation

2.1 Evaluation purpose

1. The objective of this report is a strategic evaluation of project performance during the period 2003-2007, in order to:

- Assist the recipient Government, beneficiaries, and concerned co-financing partners, to understand the efficiency, effectiveness and relevance of the pilot Programme in achieving its intended outputs in:
    - Improving infrastructure and service delivery, natural resource management and environmental protection, and local economic development
    - Defining the areas of policy and legal framework reforms required to improve the system of local administration
    - Assessing the existing institutional structures and operating systems of local authorities, developing strategies for their improvement and piloting improved and elaborated operating procedures and reworked institutional set-ups
    - Developing statutory procedures for the operations of local authorities and implementing capacity development programs on such procedures.
- Determine the level of satisfaction of Programme stakeholders and beneficiaries with the results of the above and help project management and stakeholders identify and understand (a) successes to date and (b) problems that need to be addressed, and provide stakeholders with an external, objective view on the project status, its relevance, how effectively it is being managed and implemented, and whether the project is likely to achieve its development and immediate objectives, and whether UNDP/UNCDF is effectively positioned and partnered to achieve maximum impact.
- Determine the sustainability of Programme results in each of the three areas of intervention namely infrastructure service delivery, environmental protection and local economic development, policy reform, and institutional development, including capacity building.
- Help project management and stakeholders assess the extent to which the broader policy environment remains conducive to replication of the lessons being learnt from project implementation and/or identify exit strategies.
- Assess the logic and effectiveness of Programme structure and operating system:
    - Ministry and central level structure, systems and operations
    - Governorate level structure, systems and operations
    - District level structure, systems and operations
- Assess the sustainability of Programme structure and suitability for replication for national coverage at the governorate and district levels under the National Programme.
- Assess the strategic positioning of the DLDSP:
    - Assess the current positioning of the DLDSP at the national level
    - Assess the current positioning of the DLDSP within UNDP's portfolio
    - Assess the current positioning of the DLDSP in relationship to other UN agencies
    - Assess the positioning of the DLDSP in relationship to other donors active in Yemen

- Determine whether UNCDF was effectively positioned and partnered to achieve maximum impact:
    - The current nature of the implementation modality of the DLDSP, the role of UNDP and UNCDF and options for moving forward with a restructured partnership arrangement and implementation modality. Help UNDP/UNCDF & project management draw lessons about project design, implementation and management.
    - The presence of UNCDF at the country level in relationship to UNDP, other UN Agencies, Donors and National Government and the need (if any) and options for modifying it.
- To contribute to UNCDF and partners' learning from programme experience.
- To help programme stakeholders assess the value and opportunity for broader replication of the programme through the implementation of the recommendation of the National Decentralization Strategy and through the National Programme beginning in 2008.
- To ensure accountability for results to the programme's financial backers, stakeholders and beneficiaries.
- Comply with the requirement of the programme document/funding agreement and UNCDF Evaluation Policy.

2.2 The core evaluation question

The core question is derived from the programme hypothesis (see Section 4.3.2) and UNCDF Evaluation Guide and may be stated as follows:

> "Is it true that in Yemen the DLDSP has strengthened local governance, developed institutions and build capacity for service delivery and supported national decentralization policy and strategy, and, by these means, improved the delivery of social, economic and environmental services in a way that has reduced poverty directly within its pilot areas and indirectly through the demonstration effect this has had on the country. In addition, is this approach more effective than competing approaches with the same objective?"

2.3 Programme cycle

The DLDSP was initiated in 2003 and has gone through two phases, the first between 2003 and 2005 and the second between 2005 and 2007. During the first phase, the DLDSP focussed on activating 6 pilot districts in two governorates within the framework of the Local Authority Law of 2000. The Programme Document underwent a Substantive Revision in 2004 which, from 2005 led the DLDSP to give increased attention to the policy & legal framework for decentralization and 2) the local authority institutional structures and systems of operation as well as the administrative and service delivery capacities.

3. Methodology

3.1 Methodology and tools used

The approach used in this evaluation is set out in detail in the Evaluation Guide (UNCDF Evaluation Manual, 2007) and is essentially one of structured dialogue between the evaluation team (ET) on the one hand and the DLDSP, government, donors and communities on the other.

The team divided its work into four main components: 1) institutional development and capacity building, 2) financial decentralisation, 3) planning, infrastructure and service delivery and 4) policy and strategy. In addition it included focuses on the cross-cutting issues of gender and the public awareness campaign. Three of these components correspond to the outputs in the logical framework set out in the Programme Document, namely, institutional development and capacity building, service delivery and policy and strategy. Fiscal decentralisation was taken as a distinct focus because capital investment is the *sine qua non* of a Local Development Programme (LDP), and the unique mandate of the UNCDF within the UN Family. Gender was included as a specific focus with an eye to strengthening this dimension in the Yemen LDP in the future. It should be noted that the Substantive Revision did not highlight infrastructure and service delivery as outputs, but focussed rather on institutional development and capacity building on the one hand and policy and strategy on the other. The reason why infrastructure and service delivery were nevertheless included as a distinct focus for the evaluation is that, within LDPs, local development provides the bridge between capacity building on the one hand and poverty reduction on the other. In order to assess the degree to which the programme reached its development objective, attention had to be given to this dimension. Planning was included within the component on infrastructure and service delivery to ensure that the issue of community participation in decision taking over service delivery was adequately examined.

The following briefly describes the methods used. Prior to the mission the team leader collected documents on the programme and the country from the UNCDF, the DLDSP and an internet scan. The work of data collection on the project continued throughout the mission and well after it. At the beginning and end of the mission, interviews were conducted with key actors from government ministries, government authorities and donors within Sana'a.

In terms of the field work, three governorates, five districts and 18 projects within them were sampled to assess the DLDSP pilots. Within each governorate, the visit began with a meeting with the governor and his staff. In two of the governorates, this was followed by a kick-off workshop at the beginning of the visit. Participants at the workshops included the DLDSP staff accompanying the ET, district facilitation team (DFT) members from the governorate, officials from the governorate, partner donors, NGOs and others. Within the districts, the ET met with the Core Team (CT) members, then with the District Directors and other officials from the district. The meetings with the district officials were divided into two parts, the first devoted to introductions, a brief explanation of the purpose of the evaluation and presentations by the directors, and the second to focus group discussions (FGDs) led by team members.

The district meetings were followed by visits to project sites where the team, accompanied by the members of the CT, district officials and, where present, local beneficiaries, inspected the infrastructure and services provided and conducted ad hoc interviews. The team member focussing on infrastructure and service delivery produced reports with photographs for each of the 18 project sites visited by the evaluation team. (See annexes 4.1 to 4.18)

At the end of two of the visits to Hadramout and Taiz, the team held debriefing workshops to debrief governorate actors on preliminary findings. The people invited were all those who had been invited to the kick-off workshop plus five from each of the districts visited. The team members used power point slides to present their findings. Members of the DLDSP facilitated the card display process, in which participants write responses on cards which are then clustered on display sheets and discussed in plenary.

The mission ended in Sana'a where the team held its synthesis workshop to draw together its findings and recommendations. The mission ended with a series of debriefing meetings, beginning with the DLDSP team, followed by the Ministry of Local Administration (MOLA), the UNDP and the national debriefing.

Table 1 summarises the team's meetings. The total number of people with whom the team interacted was some 863, of whom 20% were women.[1]

Table 1: Evaluation Meetings

Meetings

	No of Meetings	Total	Women	% Women
Governorate Meetings	7	161	17	11
District Meetings	4	110	8	7
Focus group discussions	15	181	29	16
Key stakeholder interviews	32	161	35	22
Team Meetings	4	24	4	17
Governorate debriefings	2	82	20	24
DLDSP Meetings	13	144	61	42
Totals	78	863	174	20
Averages		11.1	2.2	20

Note: These numbers in some instances include the same people seen in different meetings at different times. They exclude a substantial number of spontaneous and unrecorded meetings.

9

3.2 Methodological issues in the course of the evaluation

A technical weakness of the methodology was that it did not provide for control areas. The team sought to compensate for this by questioning governorate level actors on the

[1] This percentage includes a substantial number of school girls in two of the schools visited by the team, which means that the percentage of women involved was, substantively, far lower.

differences between pilot and non-pilot districts in terms of the DLDSP's impact. It received ample testimony, solicited and unsolicited, to be confident that the results observed were attributable to the Programme and not due to other factors. Nevertheless, the use of one or more carefully selected control districts would have help confirm the findings and should, if time allows, be incorporated in future evaluations.

The team made two methodological innovations during the course of the mission, both of which helped strengthen the evaluation process. Team synthesis meetings and debriefings sessions with the DLDSP staff accompanying the ET were held at the end of each governorate visit, prior to the governorate debriefing workshop. The synthesis meetings built a common approach to the evaluation and a shared understanding of findings amongst ET members. These debriefings also increased the accuracy of the translation of slides from English to Arabic and enabled intense and illuminating dialogue between the team and DLDSP over the findings and their interpretation.

3.3 Workplan

The full workplan for the mission is attached as annex 3. The main outlines of the workplan are given in Table 2 below.

Table 2: Evaluation Workplan

Date	Activity
Pre-mission	
1st – 20th October	Pre-mission preparation
Mission	
Sana'a	
21st – 25th October	Team meetings, interviews in Sana'a
Wadi Hadramout	
26th – 31st October	Fieldwork in Hadramout (Wadi)
1st November	Weekend in Sana'a
Taiz, Aden & Abyan	
2nd November	Travel to Taiz
3rd – 5th November	Fieldwork in Taiz
6th November	Travel to Aden
7th November	Fieldwork Abyan & meeting with Min. MOLA in Aden
8th November	Travel back to Sana'a
Sana'a	
9th – 13th November	Interviews with national actors in Sana'a
14th – 18th November	Team debriefing preparation & debriefings
19th November	Departure from Yemen
Post-mission	
20th Nov. – 2nd December	Post mission report writing
3rd December	Global debriefing in New York
4th December – 15th January	Report writing

3.4 Team composition

The team was made up of:

International consultants:
Dr. Doug Hindson (team leader & responsible for policy & strategy)
doug.hindson@gmail.com

Mr. Hamish Scott (responsible for planning, infrastructure and service)
hscott@eci.co.za

National consultants:
Dr. Mohamed Assyani (responsible for fiscal decentralization)
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Mrs. Hooria Mashoor (responsible for institutional development, capacity building & gender)
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4. Programme Profile

4.1 The country context

The Republic of Yemen (ROY) was established in 1990 with the merger of the Yemen Arab Republic (North Yemen) and the People's Democratic Republic of Yemen (South Yemen). The country covers some 527,970 sq km and is characterized by an unequal geographic distribution and a relatively low density of the population (less than 40 people per sq km on average). It is divided into 20 Governorates and 333 Districts. In 2005, the urban population made up 27.3% of the total, which means that Yemen remains largely a rural society.

Yemen falls within the group of countries classified by the UNDP Human Development Report 2004 as having "low human development".[2] It had an estimated population of 21.1 million with a GDP per capita of USD903 in 2004. Population growth between 1975 and 2004 was 3.7% per annum and is projected to average 3.1% between 2004 and 2015. High population growth rates and relative low economic growth (1.5% per annum between 1990 and 2004) keep GDP per capita low.

The country's Human Development Index increased from 0.392 in 1990 to 0.482 in 2004, in which year it was ranked 150 amongst 177 countries by the UNDP Human Development Report. Despite these improvements, the number of people living below the official poverty line in Yemen was estimated to be 41.6% between 1990 and 2004, making poverty reduction the country's highest development priority. Yemen's Gender Development Index rose from 0.311 in 1990 to 0.472 in 2004, giving the country a rank order of 126 out of 177 countries, while the Gender Empowerment Index in the same year was only 0.128, indicating that Yemen has a long way to go in reducing gender imbalances.

Poverty in Yemen is associated with large family sizes, high dependency rates, families headed by widows or widowers, low levels of education, vulnerability to drought and floods, and lack of access to remittances from abroad. It is also strongly associated with geographical location, with some 83% of the poor, and 87% of the food-deprived, living in rural areas. Poverty incidence rates can be as high as 56%, in the Taiz Governorate, or as low as 15%, in the Al-Baihda Governorate, and is inversely correlated with the per-capita share of government expenditures going to different localities, one of the rationales for decentralization of planning and expenditure with national fiscal equalisation.

In the areas of life expectancy, infant mortality and literacy, the country has made progress, but major challenges remain. In a country of scarce and vulnerable water resources, the provision of sustainable access to safe water, declined from 71% of the population in 1990 to 67% in 2004. The percentage of people who have access to improved sanitation increased from 36% in 1990 to 43% in 2004, which leaves more than half the population still in need. While progress has been made in terms of literacy,

[2] The information in this section is taken from the UNDP Human Development Report of 2004 and the Human Development Report 2007/2008 Highlights for Yemen.

the gender gap remains wide, with only 42% of girls and young women enrolled in educational institutions (primary, secondary and tertiary included) as against 68% for boys and young men.

The Yemeni economy experienced rapid growth in the mid-1990s following the discovery and exploitation of oil, but these gains have been tempered by economic instability brought about by fluctuating oil prices, and oil reserves are believed to be approaching exhaustion. Since the mid 1990s, the government has applied measures to promote macro-economic stability, but has not been able to translate this into sustainable social and economic development across the country. Declining oil production has been counteracted by rising oil prices since the war in Iraq, but this windfall is being eroded by long term challenges, including the high rate of population growth, the depletion of water resources, weak government institutions and an oversized and ineffective public administration, inherited from the amalgamation of North and South Yemen.

4.2 Status of decentralization

Article 146 of the Constitution of Yemen establishes the principle of decentralisation with democratically elected councils and provides for local authorities at the Governorate and District levels. In 2000 and 2001, Parliament passed a number of laws and regulations to establish the framework for decentralised local government.[3] These were the Local Authority Law of February 2000 (LAL), the Executive Regulation of the Local Authority Law, decree 269 of 2000 (ER), the Financial Bylaws of the Local Authority, decree 24 of 2001 and the Organisational Bylaw for Governorates and Districts, decree 265 of 2001.

Article 4 of the LAL establishes local government as a pillar of government and provides the legal foundations for the Yemeni inter-governmental system based on the following four principles:

- Broadened popular participation through elected local councils;
- Financial decentralization;
- Administrative decentralization; and
- Decentralization of service delivery.

The term “local authority” in the Yemen refers to two levels of government: governorates and the districts. Both levels are made up of three organisational structures: councils, secretariats (called Diwans), and executive organs (departments responsible for service delivery in sectors such as education and health).

There are 22 governorates and 333 districts, each with directly elected local councils, a set of administrative support departments and executive organs.[4] The head of the local authority and council is the governor (at the governorate level) and the district director (at the district level) both of whom are appointed civil servants. General Secretaries, who are deputies to the governors and district directors, are elected from within the council membership. There are 3 council committees at each level of local administration,

[3] This section is based on the findings of Pyndt H (2005) Yemen: Study of Policy Options for the System of Sub-National Governance, Final Report, Chapter 2.
[4] The information in this and the next 6 paragraphs was taken from the TOR.

specializing in planning/budgeting, services and social affairs. (See annex 14.1 and 14.2 for diagrams of the organisational structure of governorate and district offices)

The management committee of the local authority is made of the governor/district director, general secretary and the heads of the three council committees. The executive office of the local authority is made up of the governor/district director, the general secretary and the directors of the sector/executive offices at the governorate and district level. The district Diwan comprises 7 administrative support departments at the governorate level and 5 at the district level.

Under the LAL and its regulations, sector/executive offices are considered an integral part of the local authority and are thus accountable to the governor/district director and elected council. However, they are also considered branches of their central ministries and are thus accountable to the latter and to the minister.

The Ministry of Finance (MOF) carries out financial management and control functions at both governorate and district levels through de-concentrated finance offices and accounting units. The de-concentrated branch office of Ministry of Civil Service (MOCS) conducts all personnel management functions on behalf of local authorities and is also responsible for legality and procedural control. The de-concentrated branch office of Ministry of Planning and International Cooperation (MOPIC) at the governorate level is an extension of the ministry. The MOPIC branch is mainly involved in the development of central or national plans and strategies and has very limited interaction or participation in local development plans.

The auditing of governorate and district finances is carried out by de-concentrated branches of the Central Agency for Control and Audit (COCA) which are established and operate at the governorate level. The Ministry of Local Administration (MOLA) uses the secretariat at the governorate/district Diwan to monitor and report on the functions of the councils and their committees.

Service sector executive offices (EOs), for example health and education, are present in almost all districts and governorates. They are an integral part of the local authority but are also accountable to their central ministries, in the case of the governorate EOs, and to the governorate Eos, in the case of the districts. These EOs contain their own administrative support departments, which duplicate the functions that a Diwan support department should provide.

The local authority at the governorate and district level is allocated a recurrent budget by the central government through the MOF. The district local authorities receive a capital transfer which they program through an annual planning and budgeting process. In contrast, the governorates receive only a recurrent budget and rely on shared revenues generated at the district level to finance capital investments Revenues are collected at the district level and that portion of them that is designated “local” are kept by the districts, with a portion shared with the governorate. “General” revenues are also collected at the district level but are transferred to the center.

Although the local councils were established to devolve power and encourage local participation in planning and delivery of public services, the form of decentralisation in Yemen is, in practice, a mix of both devolution and de-concentration, with national ministries continuing to play a major role. Different laws and regulations govern the

operation of the primary (Finance, Planning and International Cooperation, Civil Service) and sector (Health, Education, Agriculture, Water and Environment) ministries, and these contradict the LAL. This has led to inconsistencies and duplication between central and local organs and to confusion in local decision-making and reporting procedures, and general confusion of the functional set-up for local authority.

The fact that central government appoints the chairmen of the governorate and district councils limits their autonomy. However the President's announcement in September 2007 that he seeks to replace the current system of "local administration" with one of "local governance" in which governors and directors are elected locally, has opened the possibility that the autonomy of local government may be increased. The status quo, however, is that local government has little say in the employment of staff in the EOs. Final hiring decisions are made by the MOCS and the only role that the governorate/district councils can play is to propose candidates.

The room to manoeuvre of districts is further undermined by the lack of staff in their secretariats, which means that councillors without professional administrative training are obliged to take on their work. This puts the councils in a weak position vis-à-vis the state EOs, especially at district level, in terms of service delivery.

4.3 Programme summary

4.3.1 Programme description

The DLDSP began in 2003 and has operated since then through the Technical Secretariat supporting decentralization in MOLA. Initially, the program sought to activate 6 pilot districts in 2 governorates within the framework of the newly introduced Local Authority Law Number 4 of 2000 (LAL) and to introduce enhanced procedures for public expenditure management (PEM). During its first phase from 2003-2004, the program conducted a preliminary assessment of the legal and policy framework of Yemen's local authority system, its institutional structures and operational procedures and capacities.

The DLDSP's Programme Document underwent a Substantive Revision in 2004 which led to the re-orientation of the programme during its second phase, from 2005-2007. The Substantive Revision focused on two main outputs, institutional development and capacity building, on the one hand, and policy and strategy development on the other hand. At the same time, the DLDSP expanded its scope geographically. At the end of 2005, the program was operating in 28 districts in 6 governorates and, at the end of 2006, in 48 districts in 8 governorates.

During the phase, the program deepened its investigation and experimentation in the areas of policy and the legal framework for decentralization, the local authority institutional structures and systems of operation as well as the administrative and service delivery capacities. It sought to use the lessons learned from its pilots to inform the National Decentralization Strategy (NDS) and the National Decentralisation Program (NDP).

4.3.2 The Programme hypothesis

The core hypothesis of the Programme is not stated explicitly in the Programme Document or in Substantive Revision. The following statement was constructed to guide the team:

> "The hypothesis underlying the work of the DLDSP is that by strengthening local governance, building institutional capacity for service delivery and supporting national decentralization and policy strategy development, the programme will contribute to improved delivery of social, economic and environmental services in a way that helps reduces poverty in Yemen directly within the pilot areas and, indirectly, in the country as a whole, though the demonstration effect it provides."

Note that this formulation is consistent with the Programme Document and the Substantive Revision, although the latter document places the emphasis on institutional development and capacity building and subsumes service delivery within the latter.

The Evaluation Team, while focusing its attention on the policy and institutional dimensions given priority by the Substantive Revision, also assessed the impact of the DLDSP on service delivery. This is the output that is intended to lead from institutional development and capacity building to local development and poverty reduction. The team had to bear in mind that within the LDP model, decentralization and improved governance are not ends in themselves, but rather means to the end of poverty reduction through improved service delivery and local development.[5]

4.3.3 Programme logical framework

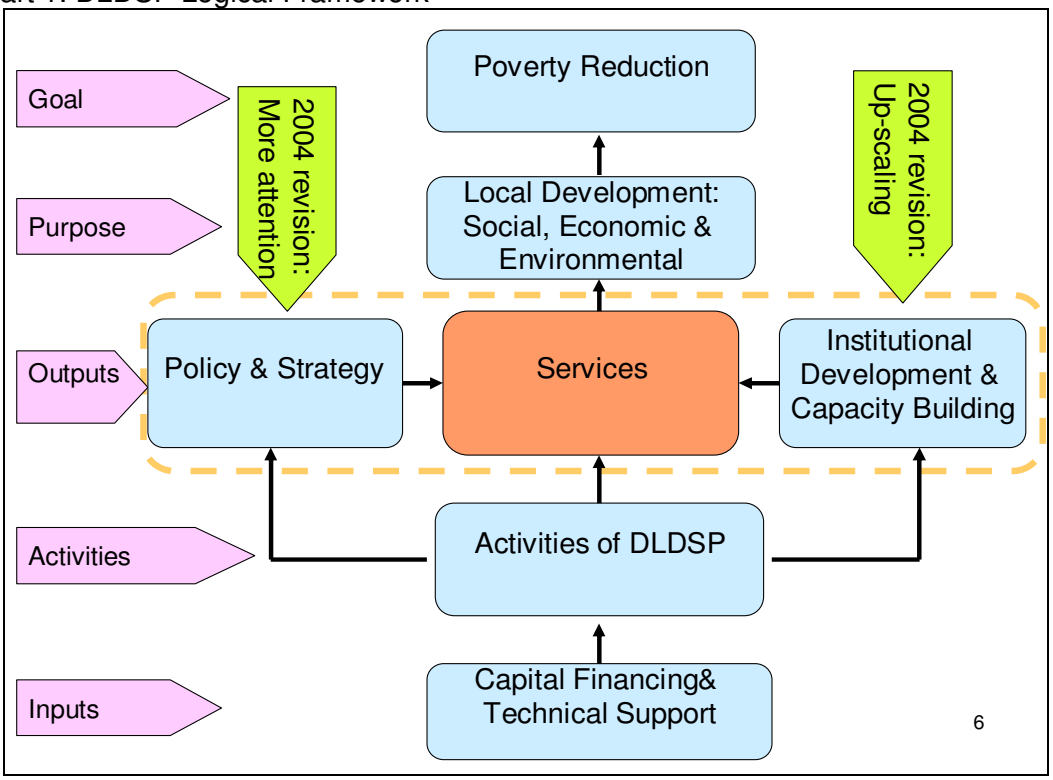
The programme's logical framework is illustrated in Chart 1 below. The basic logic, taken from the Programme Document, is that of the standard LDP, with the overall goal being poverty reduction, the immediate objective being social, economic and environmental development. At the centre are three outputs: improved services, institutional development and capacity building, and policy and strategy development, with corresponding activities and inputs. Note, however, the arrows representing the Substantive Revision in 2004, which indicate increased attention to institutional development and capacity building in the pilot areas and to policy and strategy nationally. The connection between Programme activities on the one hand, and infrastructure and service delivery outcomes, on the other, was weakened within this logic. The effects of this strategic choice were magnified by the DLDSP's decision to expand its geographical scope at the same time, as described in the section above.

The shift from the Programme Document to the Substantive Revision represents an important innovation in the LDP model, with implications not only for Yemen, but also for other countries in which the LDP approach is being applied. This report will examine the

[5] This is not intended to diminish the importance of institutional development and capacity building as ends in themselves. The argument that the Economics Laureate, A K Sen, has made about democracy in his celebrated book on Development as Freedom, applies here. Institutional development and capacity building are not only means to development but important development objectives in their own right. It should be borne in mind, though, that when Sen wrote about improving the capabilities of people, he had in mind the mass of the poor, rather than government officials and politicians, which has been the main focus of the DLDSP to date.

outcome of this change of approach and its implications for LDPs more generally, notably in the sections dealing with policy and strategy and lessons and recommendations.

Chart 1. DLDSP Logical Framework



4.3.4 Implementation modality

The DLDSP brought together the UNDP, UNCDF, and Social Fund for Development, USAID, and the Governments of Italy, France and Denmark to support decentralization in Yemen. The Programme is implemented by the UNDP/UNCDF in partnership with Ministry of Local Administration (MOLA) through the Direct Execution (DEX) modality. It has worked closely with the national Public Works Programme.

The Program is led by an internationally recruited technical support team which guides pilot field operations and carries out and/or guides decentralization related policy reform work intended to enhance the local governance system. The DLDSP is supported by a nationally recruited Mobile Team (MT) of specialists who provide technical support and guidance to governorate based district facilitation teams (DFTs). The DFTs are recruited by the DLDSP from within the governorate structures and are managed and guided by the MT to provide direct on-the-job support to pilot districts in institutional development and activation and capacity development in public expenditure and asset management.

The DFTs support the work of Core Teams (CTs) recruited from within the Districts, who are responsible for activating district structures through their involvement in public expenditure and asset management and strengthening the relationships between the districts and their communities through the involvement of the latter in participatory

planning, implementation, monitoring and evaluation of infrastructure and associated services.

These innovative implementation arrangements represent, in effect, a hybrid of the direct execution (DEX) and national execution (NEX) modalities. They have proved particularly successful in Yemen, and will be commented on in more detail in the report, notably in the sections on lessons and recommendations.

4.3.5 Intervention strategy

The DLDSP's intervention strategy has been to combine piloting with policy and strategy development at an early stage of the programme, rather than waiting for its piloting work to be completed before taking on national policy and strategy work.

The main focus of its piloting work has been to activate the existing local government institutions within the framework of the LAL and to strengthen their capacity in PEM, following which it has given growing support to the pilot districts to undertaken infrastructure and service delivery. The term "activate" is important. It derives from the choice to promote change within the framework of the LAL, rather than to experiment in the pilot areas in a more radical way. This has simultaneously facilitated and limited the scope of change the DLDSP could bring about through its pilot work. It has also accentuated the need to focus on national reforms that bring about change in laws and institutional practices that contradict the LAL, notably in the primary and sector ministries.

The DLDSP moved early in its work to mobilize other donors to support the up-scaling of its activities through the inclusion of a growing number of governorates and districts. This had the important advantage of promoting the use of a single model of local development, thereby reducing the duplication and fragmentation that typifies donor supported local development in many low income countries. However, expanding the scale of its activities in this way has also had costs. The was a blurring of piloting and up-scaling of the DLDSP activities, with the consequence that the piloting work, notably in the areas of infrastructure and service delivery and attendant community participation in these processes was relatively neglected. The implications of this will be examined in the report.

At the District level the DLDSP has worked with the local authorities to fill staffing gaps and activate the Diwans and EOs. It undertook capacity development of Diwan departments in basic administrative skills and built the capacity of the district local authority in (PEM). It helped the districts develop and refine their plans and investment programs to achieve improved services, expanded public infrastructure and to promote local economic development.

At the governorate level the DLDSP helped clarify the scope of responsibility of the governorates and realign and activate their departments to effectively perform their functions. It has helped define and activate the governorates' district support functions. It has helped the governorates enhance their PEM capacity and develop their capacity for integrated and strategic planning for governorate level socioeconomic development.

In relation to MOLA the Programme assessed the current institutional structure of the ministry and developed and initiated an institutional development and capacity building

strategy to enable it to carry out its mandate and functions more effectively, namely to ensure that critical support to local authorities is being provided and that MOLA is in a position to implement the National Decentralisation Strategy and Programme. This part of the DLDSP's work came relatively late, with implications for sustainability of the Programme that will be explored in the evaluation report.

In relation to the primary ministries (Finance, Planning and International Cooperation, Civil Service) and sector ministries (Health, Education, Agriculture, Water and Environment), public authorities (Electricity and Water) and national delivery projects (Social Fund for Development and Public Works Programme) the DLDSP provided assistance to define their mandates, institutional development, capacities and financial requirements to undertake the changes needed to bring about decentralization.

At the policy level, the DLDSP provided support to the Government of Yemen (GOY) in close coordination with the MOLA on the development of the National Decentralization Strategy and its implementation program to be launched in 2008.

In terms of donors, the DLDSP played a pivotal role in coordinating financial and technical support using the models piloted by the DLDSP in its pilot governorates and districts and up-scaling this work to the current 8 governorates and 48 districts covered by the Programme.

4.3.6 Programme budget and approval

The Programme Document for the DLDSP was prepared and signed in July 2003, initially as a pilot, to be expanded at a later stage. The DLDSP began with a budget of US$1,966,032.00 with the following breakdown: UNDP- US$1,346,332.00 UNCDF US$52,500.00 Capacity 21[6] US$117,200.00and the Dryland Development Centre[7] (DDC) US$100,000.00 Third Party Cost-Sharing of US$350,000.00, an unfunded balance in the original document which needed to be mobilized during the course of the project had to be mobilized. The Substantive Revision of 2004 provided for a budget of US$9860000. Inadvertently, this document was not signed by all the parties, but workplans following the Substantive Revision were signed.

The total budget from 2004 to 2007 was US$11.4 million. Of this, the UNDP contributed 35%, the UNCDF 14%, while the rest was contributed by bi-lateral donors (USAID, Italy, France, DANIDA) and the Social Fund for Development. (For details see Section 4.4.2, Table 4, below.)

4.3.7 Intended results

The programmes aims and expected results are set out below:

[6] Capacity 21 is a UNDP initiative that flowed from Local Agenda 21 which came out of the United Nations Conference on the Environment and Development of 1992. It supports innovative capacity building approaches to environmental degradation, social inequity and economic decline.
[7] The Dryland Development Centre is a UNDP Thematic Centre based in Nairobi, Kenya, that promotes development and poverty reduction in dryer parts of the world.

1. To support the formulation of national decentralization reform through activating the local authority system, to gain an in-depth understanding of its policy and legal framework, institutional structures and operating systems and capacities.
2. To develop statutory procedures for the operations of the local authority system, with a focus on public expenditure and asset management for the governorate and district local authorities and to enhance these procedures in a number of pilot areas for eventual national replication.
3. To redefine functional assignments for the performance of primary functions (financial management, HR management, planning, auditing etc.) and services delivery (health, education, agriculture, water etc.) at the various levels of governance and test adjusted functional assignments in pilot governorates and districts with a view to informing the National Decentralization Strategy.
4. Based on these redefined functions, assess the institutional structures and define institutional realignment strategies for MOLA, the governorate and district local authorities.

The DLDSP pilot interventions aim to improve the policy and legal framework, institutional structures, operating systems and capacities of the local authority system through the formulation of a national strategy that accurately defines and articulates the required reforms and interventions in these three areas and supports the launch of a national program for its implementation.

The medium-term (3-5 years) output is expected to be in the form of measurable improvement in the efficiency and economy of delivering services that accurately and equitably respond to people's needs. In the longer-term, such an improved system is expected to produce local development outcomes that effectively contribute to the alleviation of poverty, the stimulation of the local economy and contribute to national economic growth.

4.3.8 The scope and location of the programme

The DLDSP is based within the offices of MOLA in Sana'a. The pilot districts in which it operates are located in the north, central and south western parts of the country, while a number are located in the central and southern parts of Hadramout, a geographically large governorate in the centre of Yemen.

4.3.9 Partnerships foreseen in the programme document

The Programme Document stressed the importance of building partnerships in achieving the objectives of the Programme. The principal partnership is with MOLA, through the Technical Secretariat of the High-Level Inter-Ministerial Committee (IMC) chaired by Prime Minister. The Public Works Programme (PWP) in the Ministry of Planning and International Cooperation (MOPIC) and the Social Development Fund (SDF) are key implementation partners. Cultivating partnerships with bi-lateral donors was also highlighted in the Programme Document. In the Substantive Revision, USAID and the Government of Italy where identified as partners contributing funding, and DANIDA and France and Finland have subsequently partnered with the DLDSP to promote decentralization. Within the UN family, the DLDSP worked with UNICEF.

4.4 Programme status

4.4.1 Programme status against plan

Table 3 summarises the current programme status against the plan as set out in the results framework of the Substantive Revision.

Table 3: Expected outputs, achievements and challenges

Expected output	Achievements and challenges
1. A strategy for implementation of decentralisation reforms is formulated, adopted and implemented (2005-2007)	A substantial framework for the National Decentralisation Strategy and an outline implementation plan developed, but not as yet adopted
1.1 A national strategy and implementation plan for decentralization and local governance is in place and activated	The draft NDS and implementation plan for decentralisation and local governance formulated but not yet in place and activated
1.2 An enabling fiscal decentralization policy is in place	Outlines of a fiscal decentralisation policy sketched but not yet fully formulated or in place
1.3 The coordinated implementation of sector decentralization and its integration into the local authority structure	A draft plan for the coordinated implementation of sector decentralisation and its integration into the local authority structure formulated but not yet implemented
1.4 Coordinated donor support to the implementation of decentralization reforms and the strengthening of local authorities	A coordination forum for donor support in place but will need to be expanded and linked to the NDS for the NDP roll-out
1.5 Enhanced awareness and buy-in at the central and local levels and among the public and private sectors and civil society of the goals of decentralization and its expected outcomes in the areas of economic and social development and poverty alleviation at the local level	An awareness campaign mounted and run, but an enhanced, targeted awareness campaign linked to the further promotion of the NDS and NDP will need to be mounted and focussed on key government ministries, the governorates, the districts and the public
2. Institutions are developed and activated to operate the local authority system and contribute to local development	Institutional development and activation has occurred in 8 governorates and 48 districts, experimentation in infrastructure, service delivery and local development not yet completed.
2.1 A well focused institutional structure and activated departments at MOLA providing effective support to local authorities and shaping related policies at the central level	A comprehensive institutional development and capacity building programme for MOLA produced but needs to be endorsed and implemented
2.2 A well functioning and integrated local authority structure at the governorate level with effective departments and a coherent and integrated relationship between the administrative, legislative and executive branches and providing effective support to district authorities	Work has begun on integrating and enhancing the effectiveness of the administrative, legislative and executive branches of the pilot governorates to enable them to provide effective support to the district authorities, but more time is needed to pilot this work and then to scale it up nationally

4.4.2 Fiscal status and performance

Table 4 summarises the financial status of the programme between 2004 and 2007. Total funding increased from US$1.0 million in 2004 to US$3.8 in 2006 and then declined to UD$2.7 in 2007. The share of the UNDP in funding over the four-year period was 35%, that of the UNCDF 14%, while donors and the Social Fund for Development made up the balance 51%.

Table 4. DLDSP Funding and Expenditure 2004-2007 (US$)

Donor	2004	2005	2006	2007	Total	%
UNDP	1346332	913750	700000	1000000	3960082	0.35
USAID	0	1590000	663300	0	2253300	0.20
Italy	0	0	362757	0	362757	0.03
Social Fund for Develop.	350000	200000	1000000	1000000	2550000	0.22
UNCDF	250000	104200	700000	500000	1554200	0.14
DANIDA	0	0	432000	0	432000	0.04
France	0	0	0	248520	248520	0.02
Total funding	**1946332**	**2807950**	**3858057**	**2748520**	**11360859**	
Total expenditure	**1092131**	**2246105**	**3104478**	**2108893**	**8551607**	

Chart 2 plots funding and expenditure over the four-year period. Total expenditure increased parallel with total funding, with the gap between the two remaining much the same over the period at about UD$100000. There was a slowdown in expenditure in between 2006 and 2007, at a time when the Programme intended to scale up activities.

Chart 2. DLDSP Funding and Expenditure 2004-2006

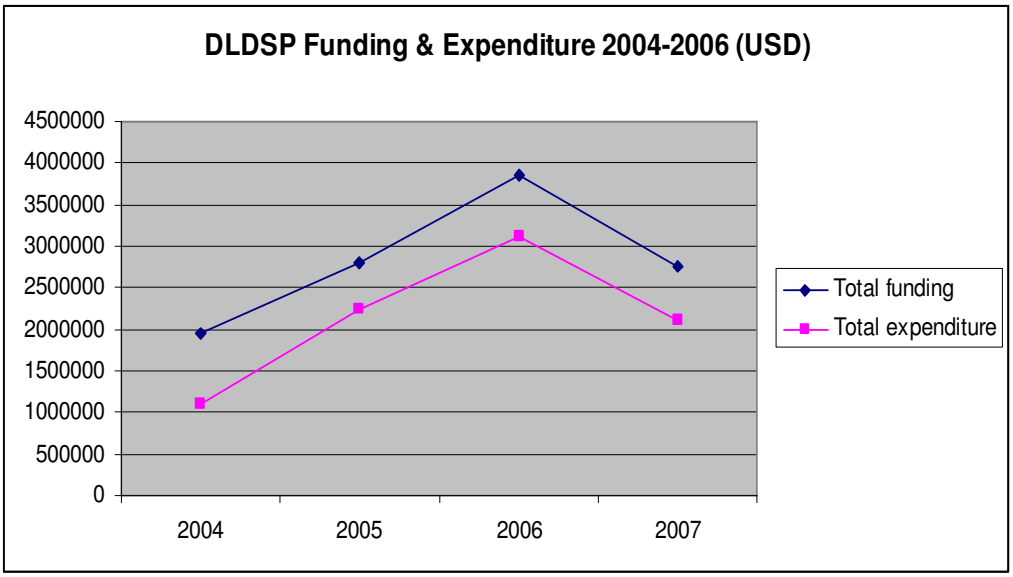
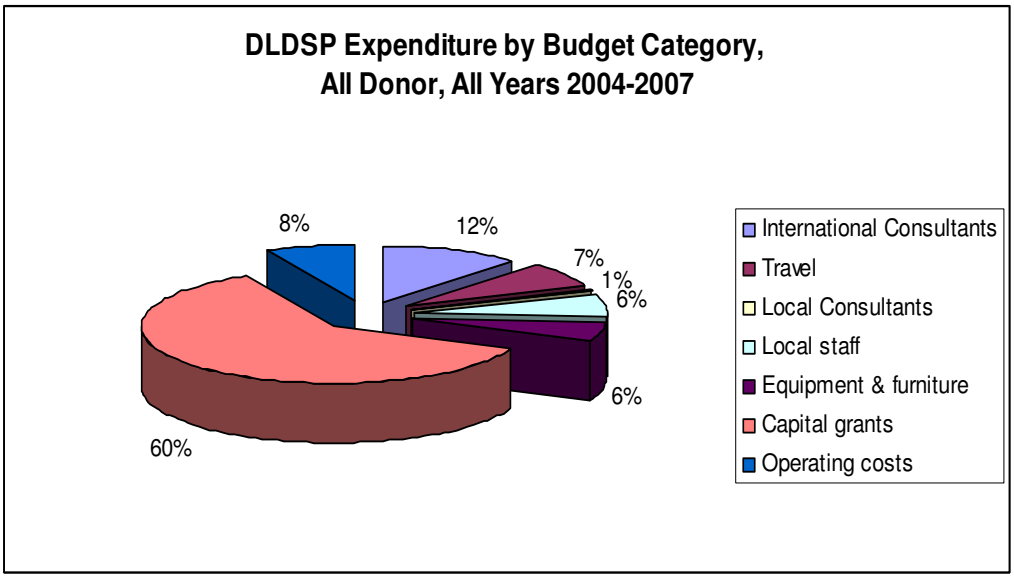


Chart 3 illustrates DLDSP expenditure by category for all years and includes funding from all donor sources. Sixty percent of the funding was used for capital grants for investments in local development, indicating that notwithstanding the shift of focus of the Programme in 2004, a very substantial proportion of the funds were expended in

investments in infrastructure and service delivery in the districts. The second largest expenditure category was for international consultants, 12%, followed by operating costs, 8%, travel, 7%, local staff, 6% and furniture and equipment, 6%.

Chart 3. DLDSP Expenditure by Budget Category



5. Institutional Development & Capacity Building

5.1 Introduction

5.1.1 Description of section

This section focuses on the institutional development and capacity building dimensions of the work of the DLDSP, which includes activation of MOLA to support the governorates, activation of the governorates to support the districts and activation of the districts in the areas of PEM to provide improved services and stimulate local development.

5.1.2 Objective

The objective of this component is to develop and activate institutions to operate the local authority system and contribute to local development.

5.2. Results

5.1.1 Output 2.1 A well focused institutional structure and activated departments at MOLA providing effective support to local authorities and shaping related policies at the central level

5.1.1.1 Achievements

The Technical Assistance Team and Technical Secretariat

To manage this comprehensive, multi donor program the first step was the recruitment of a highly qualified technical and administrative staff as follow. A Technical Assistance Team (TAT) was formed in the first phase of the program, 2003-2004, to manage the Programme. The DLDSP started with a Chief Technical advisor and Financer Officer then it expanded to a staff of 18 by 2007, after recruiting 6 international and 9 national experts to manage the different components of the Programme. Four of the national staff were seconded from MOLA, in addition to the technical staff. Support staff consists of 2 drivers, one of them from the Ministry, and 1 from outside MOLA, and 1 cleaner. Two of the posts were vacant at the time of the mission, the Chief Technical Advisor (CTA) and one of Administrative Assistant. There were 4 women on the staff at the time of the mission.

A Technical Secretariat (TS) made up of senior MOLA staff was established to facilitate the implementation of the program. In practice the TS played a significant role as the contact or focal point between MOLA and the TAT.

MOLA

MOLA received technical support from the DLDSP to develop the NDS and a number of sector studies were conducted to show the advantages of decentralization in terms of improved service delivery in education, health, water and environment …etc. In addition the DLDSP commissioned a study of the legal framework for decentralization and the reality on the ground through a sample of governorates and districts. This study compares the situation in Yemen with international experience and provides recommendations to amend the legal framework and create structures to fit the function and tasks of different actors at the central and local level.[8] A second study, entitled Institutional Assessment of the Ministry of Local Administration, analyses the structures, mandate, functions and role of MOLA and identifies gaps in these vital areas that limit MOLA from driving the process of decentralization.[9]

At the end of the second quarter of 2006, the DLDSP set up an institutional development team made up of staff from MOLA's departments with technical support from the Institutional Development Advisor of the DLDSP. With the support of the Institutional Development Advisor, this team drew up a draft institutional development programme focussing on MOLA's mandate, functions, organizational structure, processes, staffing, training and facilities. It recommended that MOLA should:

- Realign its departments according to the revised functions.
- Set up a ministry-wide strategic planning process.
- Strengthen its inter-departmental coordination and evaluation mechanisms.
- Redefine its budgeting procedures to ensure that resources are allocated according to the objectives and activities set out in its annual plan.
- Adopt gender-sensitive policies across the Ministry, particularly in area of human resource management.
- Redeploy staff to facilitate the "matching-up" of individual competences with departmental functions and tasks.
- Revise the current structure of incentives in the Ministry to promote better work practices and more transparency in the assignment of bonuses and other financial incentives.
- Set up of an information network linking up departments within MOLA with the local and central authorities.

The institutional development programme, which started at the end of 2006, has been provisionally endorsed by MOLA and applied in the form of a " quick-interventions track", mainly focussed on providing technical assistance to various departments in MoLA (General Directorate (GD) for Women's Development, GD for Archives and Documentation, GD for Institutional Development and Training), training provision and activation of related internal procedures in the GD for Personnel Affairs, improving the availability of office equipments and facilities (in particular facilities contributing to a more gender-sensitive work environment in the Ministry's Diwan), and supporting the GD for Women's Development in the programming and conducting stakeholder consultations between the Ministry and various actors at the local level (including Local Councils) to clarify functions across the LA system on areas pertaining to gender-sensitive local development.

[8] Pyndt H (2005) Policy Options for the System of Sub-national Governance.
[9] Bokhit I (2005) Institutional Assessment of the Ministry of Local Administration.

Full approval awaits the enactment of the NDS, the amendment of certain laws and the endorsement of the civil service reform.

Establishment of operational staff at the central and local level:
Capacity Building Activities

An operational team specialized in institutional development and capacity building, called the Mobile Team (MT) was created and its positions filled with externally recruited, qualified national staff. The MT received training as trainers from international experts qualified in this area. This enabled them to provide technical support to the District Facilitation Teams (DFTs) and the Core Teams (CTs) in the pilot governorates.

Training materials were put together and activities were conducted as follows:

- Two international standard training guides/manuals on PEM used during the first stage to train the MT were translated, revised, simplified and adapted to meet the needs of the targeted groups and the objectives of the program.

- Three training manuals were produced for the trainees: a manual on Public Expenditure Managements/Planning and Budgeting in March 2006 (Participants Book); a manual on Planning and Budgeting for the trainers in March 2006 (these training materials were produced and tested in February 2006. The formal editions of these materials were used in March 2006 (later versions, such as the one produced in November 2006 are updates); a training book entitled Tools to Enhance Community Participation, in May, 2007.

- Intensive regional training workshops were conducted for the DFTs, the CTs and representatives of local CBOs during the period 2004-2007, mainly in planning and budgeting, and also in management.

Table 5 below shows where the training took place, the subject of the training, the number of training days and the number of trainees. Unfortunately, most of the data on this training, accidentally or by design, is gender blind, which makes it impossible to show the gap between men and women in the different areas of development.

Table 5. Trainees & training days in DLDSP, SDF & PWP pilot districts

No.	Governorate	Targeted Districts	Subject of Training	Training days	Number of Trainees
1.	Taiz	9	Planning & budgeting; Managerial training	136	525
2.	Hadramout-Costal	6	Planning & budgeting;- Managerial	112	340

			training		
3.	Hodiedah	6	Planning & budgeting	72	346
4.	Ammran	4	Planning & budgeting	56	256
5.	Al-Jouf	4	Planning & budgeting	40	174
6.	Abyan	6	Planning& budgeting	72	318
7.	Haramout-Wadi	4	Planning & budgeting;- Managerial training	76	296
8.	Haja	4	Planning& budgeting	32	132
9.	Ibb	5	Planning & budgeting	40	195
Total		48		636	2586

Work is still on-going to complete the training materials and provide training courses on the other phases of the cycle of PEM. There is a growing focus on building the capacity of the General Directorate of Training and Institutional Development in MOLA, including the Shadow Mobile Team (SMT) recently made up of staff from MOLA's different departments. In building the capacity of the SMT, the aim is to guarantee the sustainability and continuity of the work of the DLDSP.

5.2.1.2 Challenges

Although the efforts of the DLDSP have been significant and the achievements in institutional development and capacity building very substantial, particularly in the pilot districts, there are many challenges still facing the decentralization process in Yemen, as follows:

- MOLA's institutional structure does not yet match accurately the scope of its intended role in guiding and supporting local government.

- MOLA lacks the capacity to engage effectively in policy discussions related to the definition and implementation of decentralization reform.[10]

- MOLA has limited ability to formulate policies and strategies and to guide the actions of the line ministries working on local service delivery.

- The fact that the NDS has not yet been approved means that there is no overall national goal, vision and mission for decentralization.

- The President initiative on Local Governance declared in September 2007 creates a further challenge in that it may require a revision of the work already done.

- Although the "quick interventions" to improve MOLA's capacity are being undertaken, the recommendations aimed a restructuring the ministry to improve its performance were not finally approved at the time of the mission.

5.1.2 Output 2.2 A well functioning and integrated local authority structure at the governorate level with effective departments and a coherent and integrated relationship between the administrative, legislative and executive branches and providing effective support to district authorities:

5.1.2.1 Achievements

DFTs made up of 3-4 people are operating in the pilot governorates with the aim of providing technical support for the pilot districts. The DFT's members are seconded staff from the following departments of the executive organs at the governorate level:

- The team leader is either the General Director of the Training and Institutional Development Department in the governorate Diwan or the Director of the Governor's Office.

- The Capacity and Institutional Development Facilitator is the General Director of the Training and Institutional Development Department in the governorate Diwan, if that person has not already been selected as team leader.

- The Planning and Budgeting support member is the Director from the Planning Executive Organ of the Governorate local authority.

- The Finance Support member is the Director from the Finance Executive Organ of the Governorate local authority.

The DFTs were trained intensively by the MT in the main areas of the Programme and they, in turn, helped built the capacity of the CTs in the districts to take forward the basic plan of the Programme. A thorough methodology was used, starting with data collection,

[10] At the time of the evaluation report being issued, a Deputy Minister was leading the discussions with national stakeholders to finalize the National Decentralization Strategy, although further steps need to be taken to further institutionalize the process.

followed by community participation, prioritizing the needs of the people and developing a reasonable budget to match to the projects identified in the plan. In addition to training, logistical support, offices, furniture and equipment were given to the DFTs and core teams to enable district authorities to perform their functions in an effective manner.

The DFT's activate the districts through the establishment and support of CTs in each district. The CT members are drawn form the administrative departments of the Executive Offices (EOs) and the district Diwans and include local council members and representatives from community based organizations (CBOs). The rationale behind this composition is that it helps to ground the experiment in decentralization by opening a channel between government officials and community representatives to work together.

DFTs were established in 6 governorates serving 28 districts during the first phase of the Programme and then were expanded to 8 governorates servicing 48 districts, with technical support from the DLDSP (DLDSP is responsible for technical support. SDF and PWP provide financial support only). Table 6 shows the types of courses provided in the different areas, the numbers of participants and the teams responsible for the training in 2006.

Table 6. DFT Training 2006

Course topic	Location of training	Days spent in training	Number of Participants	Trainers/Facilitators
PEM-Planning and budgeting	Sana'a	7	20	Mobile Team
Orientation for new DFT members	Sana'a	1	8	Mobile Team
PEM- planning and budgeting	Sana'a	7	8	Mobile Team
Training of Trainers	Sana'a	7	14	Social Fund
Training of Trainers	Sana'a	7	14	Social Fund

Forming the DFTs from the executive offices (EOs) in the governorates guarantees the sustainability and continuity of the program once external aid comes to an end, as long as these team members are made up of permanent staff of the governorates.

5.1.2.2 Challenges

Notwithstanding the very substantial achievements of the DLDSP through the MT, DFTs and CTs, there remain some important challenges.

- At the governorate level capacity limitations undermine the ability of their organs to support and supervise the districts authorities.

- The ET's field visit sampled districts revealed duplication and overlapping of tasks and responsibilities between different government bodies within the governorates/ districts on the one hand and the central ministries on the other hand.

- A gap exists between the pilot and non-pilot districts in terms of capacity building and developing plans and budgets as well as in terms of community participation, indicating that the DLDSP has been successful in bringing about change in the pilot districts.

- In nearly all government bodies at central and local level, including MOLA, and its affiliated organs, there are no clear job descriptions.

- In the Diwans, departments have either not been established or not staffed, and in the best staffed districts their members are in real need of capacity building to perform their roles and responsibilities in a satisfactory way, as prescribed under the LAL and the local authority by-laws.

- There is a shortage of funds for capacity building and, in addition, human resource development is dominated by the central government organs. In fact, no fund at all has been allocated to the governorate or district budgets for training, and the central government ministries run hardly any such training activities.

- There is no clear vision for human resource development. The main focus of the General Directorate in MOLA, in terms of personnel management, is the daily discipline of the staff of the Ministry. The same may be said at the governorate and district level.

- Decisions on hiring are made at the centre by the Ministry of Civil Service and in general they does not cover the needs of the local government bodies.

In addition to these more general challenges, an area of serious weakness is the involvement of women in the Programme. In some districts visited by the ET there were no women CBOs involved at all, and in those that had involved women in the process of developing the district plan representation was poor. The reality is that it is difficult for women CBOs in number of districts in the country to take part in such activities.

The low level of participation of women is to be expected as including women in planning processes is a very new idea in traditional communities, which normally isolate women from public life. Out of 30 members counted in two governorates (Ibb and Haja) two women were represented in the DFTs, as shown in Table 7. This humble figure reflects the absence of women in the higher boards of the governorates and districts. Those women who were on the CTs were there as representatives of CBOs.

Table 7. Gender distribution on DFTs in DLDSP, PWP and SDF governorates

No.	Governorate	Number of DFTs	Gender		Districts
			M	F	
1	Abyan	4	4		6
2	Al-Jawf	4	4		4
3	Amraan	3	3		4
4a	Hadramout (Coastal)	3	3		6
4b	Hadramout (Wadi)	4	4		4
5	Hodeidah	4	4		6
6	Taiz	3	3		9
7	Ibb	3	2	1	5
8	Haja	4	3	1	4
Total		32	30	2	48

Source: DLDSP Annual Report January-December 2006

5.1.3 Output 2.3 Effective District Authorities with enhanced capacities in Public Expenditure & Resource Management and the promotion of social and economic development and the alleviation of poverty

Achievements

The main step in achieving this objective was increasing the number of the pilot districts from 8 in 2 governorates in the first phase of the program to 48 districts in 8 governorates in the second phase, with support from new partners namely the Public Work Project (PWP) and Social Development Fund (SDF).

The CTs were established, consisting of EO staff, members of the local councils and representative of CBOs and were trained by the MT, with the DFTs playing facilitation roles, in PEM. This provided the CTs with knowledge and skills in planning, budgeting and m & E.

Capacity Building for the CTs resulted in well prepared, participatory mid- term (3-5 years) plans and local budgets for the districts for the first time. This greated a tangible gap between the pilot and non pilot districts within the same governorates. In

consequence all the officers dealing with the local authorities, whether from the centre or locally, raised the issue of how to bridge the gab between the districts.

Two assessments by independent researcher were conducted, one on the physical premises (local authority buildings and administrative offices) and the other on the institutional structures and departmental capacities of the LAs. Both assessments identified the gaps and the critical problems hindering the LAs performing well. These assessments resulted in efforts to equip the offices with minimum needed equipment, and to create new departments, such as the information departments. Information departments emerged as a necessity for the planning process, as did the filling of gaps in the staff. In Abyan and Al- Jaof, the newly pilot districts in the second phase were supported by the USAID.

The district information system was developed and activated with support from the Information Technology (IT) advisor recruited by the DLDSP, who works closely with MOLA Information Sector on the Geographical Information System (GIS) developed to share information and to be used for planning.

All districts were provided with 2-3 computers with accessories and at least one IT specialists was recruited in the newly established information units. The staff of the information units received training in basic computer skills, namely DOS, Windows and XL to enable them to store data manually collected in the first phase of planning, and to update the data for planning purposes.

Training manuals and materials on PEM for trainer and participants were developed, tested and adjusted. Other training manuals are in the process of being developed.

5.3 Critical factors affecting results achievement

A critical factor affecting results achievement was the continuing support of donors for the programme. A growing number of donors aligned their financial and technical assistance in Yemen to the Programme, thus promoting an integrated approach to local development across the country, which has assisted it in achieving the poverty alleviation objectives of the MDGs.

The support of other national partners, notably the Public Works Programme (PWP) and the Social Fund for Development (SFD), were important in enabling the DLDSP to scale up its activities geographically.

The commitment of the Yemeni government to decentralization, and the importance of decentralisation to the promotion of stability and development have been important factors.

5.4 Sustainability

Although the capacity building was conducted by international, external experts, the training of national trainers was successfully achieved. This placed the MT in a position to roll out the skills training through the SMT[11] in MOLA and the DFTs in the governorates. This has meant that a national cadre of capacity has been built, which provide a guarantee that the work may be sustained. The seeds of a planning and budgeting system have been sown and a pathway paved for systemic work in the future.

On the basis of some of the recommendations made by the DLDSP during December 2007, while this report was being finalised, MOLA is undergoing a very substantial restructureing process resulting in the establishment of 7, instead of 3 sectors, and are now focussing on finalising tasks and responsibilities and mechanisms of coordination between sectors.
Changes are being promoted in the Women Development Sector are being promoted on the basis of the work of the General Women Development Directorate.

5.5 Lessons

1. Starting from the level of the districts, the DLDSP's goals of involving the local communities should be seriously addressed. This means opening the doors for local people to become more active in the Programme's affairs, for example in the process of data collecting, planning, budgeting, following and monitoring the implementation of local plans.

2. A major achievement of the DLDSP was that it succeeded in bringing together many national actors and international donors to work together in a cooperative and coordinated way.

3. The establishment of the CTs from representatives of elected (local councillors) and non elected (executive officers and administrators) bodies, in addition to CBOs, creates a good working environment and helps avoid the kinds of conflicts that used to arise between these actors and which still blights the non-pilot districts.

5.6 Recommendations

1. MOLA should be institutionally strengthened by finalizing and approving of the NDS and adopting the institutional development programme produced by the DLDSP, which seeks to improve MOLA's performance and capacity to lead the successful implementation of decentralization reforms.

2. The DLDSP should provide support for legislative reform to align different national laws with the LAL, something that is widely expected in the country following the President's initiative.

3. Taking into account the President initiative, which appears to accord strongly with the direction in which the DLDSP has been moving, to move forward with the decentralisation process already initiated.

[11] The shadow MT is currently (June 2008) being replaced by MOLA's MT.

4. Build the capacity of the SMT in MOLA enhance MOLA'S task in providing support to the local authorities.

5. Expand the MT to enable the roll-out of the training program to governorates that are not yet involved in the program and to assure the sustainability and continuity of the work.

6. Strengthen the General Directorate for Training in MOLA to meet the challenge of an expanded capacity building programme in the governorates and districts.

7. Provide more institutional and capacity building for the local CBOs, in particular women's organizations, to enable them to participate in an active and efficient way in planning, budgeting and in local development at large.

8. Complete the training materials on PEM in cooperation and coordination with the SDF and the PWP.

9. Continue the successful approach in bringing more donors into the Programme to meet the huge challenges of the decentralization.

10. Enhance the participatory approach applied to bring together all key players in the local development and further improve of the mechanism of community participation.

6. Fiscal Decentralisation

6.1. Introduction

Fiscal decentralization has not been a separate DLDSP component, but was covered under the policy work and through the LADF experiment. After a brief description of this area and associated objectives, we will describe the evaluated DLDSP results with achievements and remaining challenges, identify critical factors affecting the results, evaluate the sustainability of results, list the lessons learnt, and provide recommendations.

6.1.1 Description of component

One critical element of decentralization policies and strategies is setting out the principles for Fiscal Decentralization for local government financing that contribute to the match between mandated local service responsibilities and funds allocated to local governments.

DLDSP should contribute, under Output 1.2, to an enabling fiscal decentralization policy by carrying out and disseminating the results of specialized studies and by creating a fiscal decentralization unit within the Ministry of Finance to formalize communication between MOLA and MOF related to local authority finances.

Under Output 1.4, DLDSP's mandate is to create a Local Authority Development Fund (LADF) to provide direct budget support to pilot districts according to their absorptive capacities, based on clear regulations. DLDSP should secure LADF resources through mobilization of coordinated multi-donor funding.

6.1.2 Objectives of component

The additional budget support through the LADF should reach at least the level to encourage the pilot districts to actually apply statutory procedures within the Public Expenditure Management Cycle developed by DLDSP on behalf of MOLA. More precisely, the objective is to test and demonstrate that the local authorities are capable to prioritize and implement strategic investment projects on the basis of clear procedures, after local stakeholders have been trained in the application of these procedures and sufficient resources have been secured.

6.2. Results

6.2.1 Output 1.2 Enabling fiscal decentralization policy in place

6.2.1.1 Achievements

DLDSP facilitated the conduct of in-depth studies (Study of Policy Options for Finances and Financial Management System, and Local Revenues in Yemen: Structure,

Performance, and Administration Capacity)). The study reports were translated into Arabic and disseminated among stakeholders, but there were no workshops conducted to inform the national discussion with the study findings and recommendations. Several explorative memoranda were formulated but have not yet been shared with national stakeholders.

During 2006, DLDSP provided technical inputs into the project formulation process of the UNDP project supporting the Financial Management Reform and thereby ensured that aspects of fiscal decentralization made their way into the project's results framework. Even though the other UNDP project in MOF started later, in 2006, and the political will has moved towards supporting decentralization, the planned Fiscal Decentralization Unit has not yet been established at the Ministry of Finance.

6.2.1.2 Remaining Challenges

A great deal of work has still to be invested into the formulation of fiscal decentralization policies. In order to inform national decision makers about resources required at the local levels for standard quality service delivery to the people, it will be essential to complete the set of in-depth studies by conducting further studies specifically on administrative and selected service costing at the governorate and districts levels. Terms of Reference for sector costing studies have already been developed.

One of the biggest issues in the financial management system in Yemen is the heavy handed role of the MOF at the district and governorate levels, which undermines the LAL by usurping the powers of the local authority administrative affairs and finance department. Here, more alignment between DLDSP interventions under output 1 and 2 is required to help the GOY to gradually move the functions of the MOF into the district and governorate Diwans.

6.2.2 Output 1.4 Coordinated donor support to the implementation of decentralization reforms and the strengthening of local authorities – establish and maintain a Local Authority Development Fund

6.2.2.1 Achievements

Resource mobilization from donors and utilization

DLDSP has definitely excelled in mobilizing donor support for its various fields of focus, but in particular for the LADF. Within only 4 years of operations, DLDSP positioned itself as the main platform for attracting massive funding from donors determined to support the decentralization process at the policy level, in the building of institutional and human capacity, and by providing capital for investment projects. As shown in Table 8 below, DLDSP mobilized in total US$ 11.3 million from 7 donors.

Table 8: Total DLDSP resources for the period 2004-2007 by donor

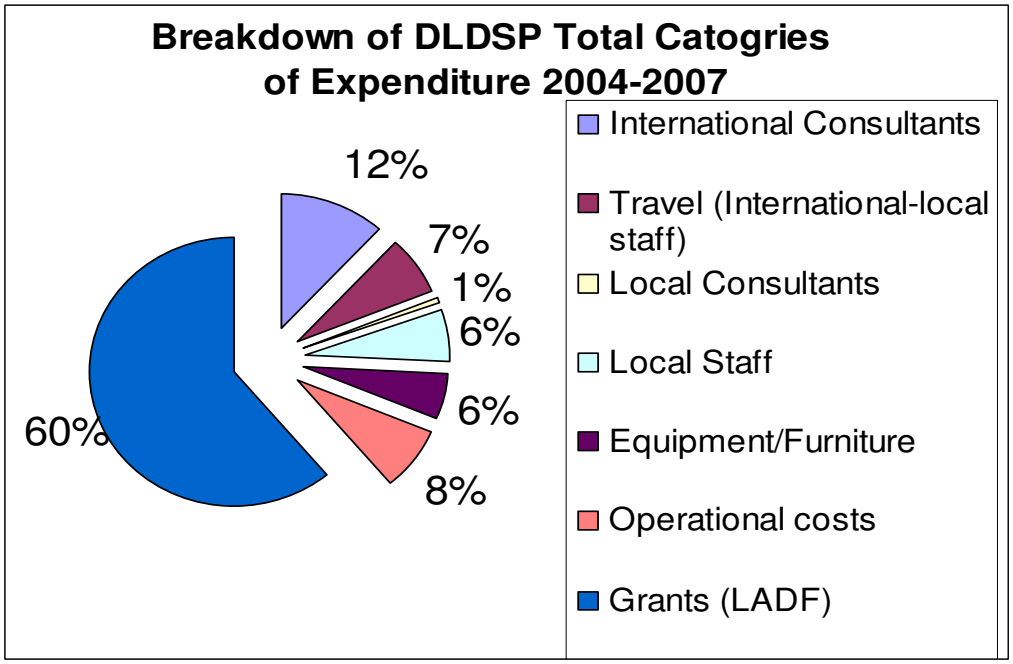
Donors	Resources 2004	Resources 2005	Resources 2006	Resources 2007	Total
UNDP	1346332	913749.96	700000	1000000	3960082
USAID	0	1590000	663300	0	2253300
ITALY	0	0	362756.9	0	362756

SFD	350000	200000	1000000	1000000	2550000
UNCDF	250000	104200	700000	500000	1554200
DANIDA	0	0	432000	0	432000
FRANCE	0	0	0	248520	248520
Total	1946332	2807949.96	3858056.9	2748520	**11360859**

Source: UNDP ATLAS, DLDSP data

The total amount of DLDSP expenditure for the same period is US$ 8,551,607 resulting in the impressive delivery rate of 75.2%. The diagram below shows the distribution of these expenditures by category.

Chart 4. DLDSP expenditure



Source: UNDP ATLAS, DLDSP data

The graph shows that 60% of the total expenditures had been provided to 28 of the DLDSP districts in 6 governorates as direct budget support through the Local Authority Development Fund (see below). Further 13% were spent on local consultants, local DLDSP staff, and the delivery of equipment including IT and furniture. The category “travel”, allocated 7% of the total expenditure, includes travel expenses for international and local staff. In addition, 7% of the expenditure was allocated to international consultants, who prepared the in-depth studies in cooperation with local consultants.

Hence, no less than 72% of the DLDSP’s total expenditure was allocated to capacity building of Yemenis and Yemeni institutions, making a real contribution to improving the piloted districts’ performance.

LADF established and operational since Financial Year 2005

In consultation with MOLA, the Ministry of Planning and Ministry of Finance, DLDSP established the LADF in 2005 as a mechanism for externally supported fiscal transfers to

pilot districts and for piloting a fiscal transfer system to the districts based on locally identified needs and gradually built capacities. The LADF adheres to the national financial regulations and budget cycle. In the local budget, these allocations are administered and accounted for under the budget line for external loans, grants and assistance. In order to get access to the LADF, the districts have to comply with clearly defined criteria. The most prominent one is the consistency of the districts' annual budget and investment program with the goals and objectives of its mid term development plan regarding the improvement of service delivery for the people. All the districts with LADF allocations received very substantial training by DLDSP in planning and budgeting and information about tendering and implementation of investment projects. The aim of this training was to enable the relevant stakeholders at the district level to formulate their development plans and budget for annual investment programs. The implementation of these projects is a tangible outcome of training off and on-the-job provided by the DLDSP teams.

Based on the information available to the ET, DLDSP is applies the LADF Regulation's procedures at least as far as their correspondence with MOLA and the Ministry of Finance is concerned. DLDSP provided annual indicative budget ceilings to 28 pilot districts and managed to mobilize donor funding to the amount of US$ 4.4 million for the LADF 2005 -2007 with additional allocations for 2008 planned to the amount of US$ 1.4 million (for detailed allocations see annex 14.1). The Evaluation team visited the sites of 18 investment projects, all of which were at least partially funded by the LADF. During the field visits, the team found that the majority of the pilot districts used their share of the LADF for the projects as approved in their development plans and annual budgets. Certainly, if the LADF experience serves to inform deepened fiscal decentralization, further research is needed especially regarding the methodology for assessing the appropriateness of and the pilot districts' compliance with the defined access criteria. Such research should also look into the strategic focus of District Development Plans and how far strategy is translated in annual budget allocation decisions.

Guidelines developed for the district level planning and budgeting procedures

On behalf of MOLA, the DLDSP has developed PEM procedures and conducted training courses and on-the-job training in all pilot districts. The most advanced module applied in all pilot districts covers planning and budgeting procedures. A manual on tendering and implementation procedures was first drafted with DLDSP support in 2005. Its finalization was delayed due to the national review of the public tendering procedures, which culminated in the adoption of the new Tender Law in November 2007. All procedures developed so far are in line with the existing laws and regulations. In comparison, unassisted districts are hardly in a position to produce the district development plans and annual investment programs needed for improved services, expanded public infrastructure, and the effective promotion of local economic development to meet national development targets and the MDGs.

Progress on the PEM procedures was based on the conceptual work of the DLDSP Mobile Team and its efforts in training the District Facilitation Teams. The DFT's day-to-day cooperation with the district Core Teams was also of critical importance. The Core Teams coordinated Councils & Executive Organs around the planning & budgeting process at district level, so that it became an integrated process in reality.

In conclusion, the human capacity in pilot districts in PEM regarding planning and budgeting procedures has certainly improved. However, what still needs to be integrated into the PEM procedures is the social auditing idea, enabling local communities to actively participate in all stages of the PEM cycle. This should be done in close coordination with the SFD, PWP and other relevant partners. Also, the cycle still needs to be completed by designing and piloting modules on asset management, revenue administration, and monitoring and evaluation. The procedures developed so far for MOLA need to be harmonized with the planning procedures of the MOPIC and financial management procedures of the MOF and the auditing procedures of COCA. The ultimate goal for DLDSP should be to integrate the harmonized PEM procedures into the revised and expanded regulations issued by MOLA, Ministry of Planning, and the MOF including accounting, reporting, and auditing.

6.2.2.2 Remaining Challenges

This section highlights the most important challenges facing the local authority system in Yemen which, along with DLDSP achievements so far, forms the foundation for recommendations on areas of focus for future DLDSP support in the context of financial decentralization and auditing.

Need for reviewing the existing revenue framework for sub-national governments

Over and above the central transfer system, on which the local authorities depend heavily, they also have a set of locally revenues at their disposal. Selected national revenues (joint general revenues) are shared with local authorities, and selected governorate revenues (joint governorate revenues) are shared with the districts.

A few potential concerns can be identified with the local authority revenue system. First, there are too many sources of district local revenue, many of which are not very productive and may not even yield enough revenue to cover collection costs. The existing sources of revenue are uncategorized. In general, allowing local authorities to keep more of the revenues they collect will improve collection incentives. Furthermore, the sharing of specific sources of revenue is considered to be most useful if done on an origin basis—this helps to establish the fiscal capacity of a local authority unit and thus provides a basis for defining more clearly the role of a redistributive transfer system. The share in the *joint general revenues* is based on the same formula as the central subsidy, but certain portions of these resources are reserved for particular functions. The following table illustrates the national total Local Authority Revenues and the proportion of self-generated and non-self generated local revenues between 2002 and 2006.

Table 9. Local authorities' locally generated revenues relative to other local authority revenues

Year	Total LA Revenues	Central subsidies +General Joint + Share of Joint R+ LADF Resources	% of total LA revenues	LA own revenues (LA resources+ Share of Joint resources)	% of LA own revenues from total LA Revenues
2002	120,908,299,112	106,700,502,172	%88.20	14,207,796,940	%11.80
2003	126,962,708,905	110,056,795,767	%86.68	16,905,913,138	%13.32

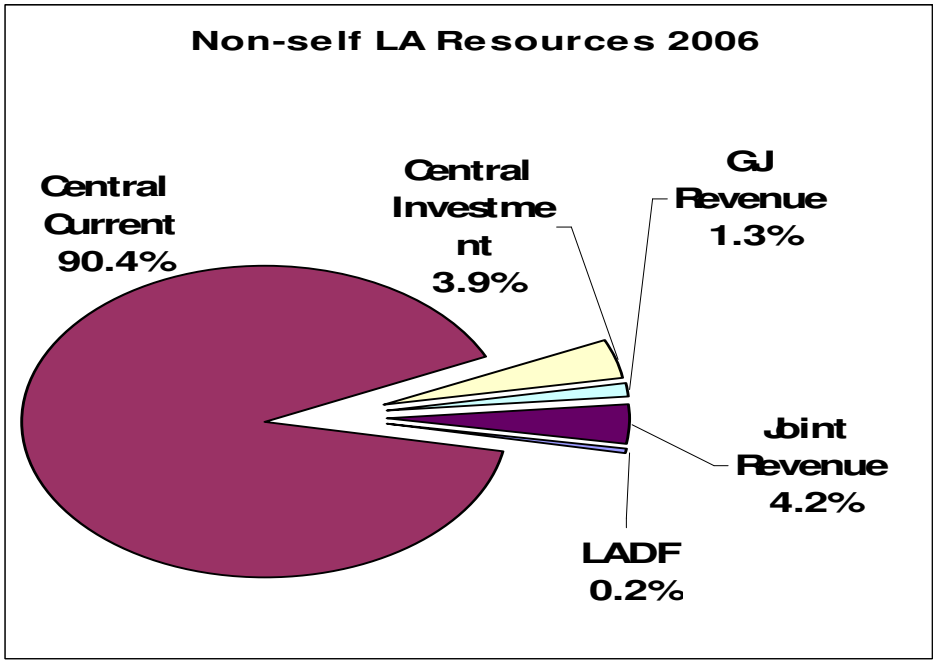
2004	148.308.866.715	128.837.387.807	%87.00	19.471.478.908	%13.00
2005	178,500,433,058	156,467,503,623	%87.66	22,032,929,435	%12.34
2006	209,136,681,321	184,121,807,191	%88.04	25,014,874,130	%11.96

Source: Ministry of Finance, National Final Accounts 2002 - 2006

Under the existing system, the local authorities own revenues have been fluctuating at around 12% of the total local authorities' revenues over the past 5 years.

In order to illustrate the importance of central transfers for local authorities, we will take the information of the previous table for the year 2006 and break these revenues down into the following categories: central transfers (investment and recurrent expenditures), general joint revenues, joint shared revenues, and LADF resources provided by DLDSP.

Chart 5. Non-self generated Local Authority Revenues 2006



Source: Ministry of Finance, National Final Accounts 2006

In 2006, out of all revenues not generated by the local authorities themselves, 90.4% were central transfers for recurrent expenditures and 3.9% central transfers for investments. Without any doubt the most important local authority revenues are the central transfers. If the allocation of these central transfers could be adjusted with DLDSP support to reflect the actual needs of local authorities, combined with massive efforts in local level institutional development and training, the performance of districts and governorates in service delivery to the people could be drastically improved.

Need for review of allocation criteria for Central Subsidies

The pool of central transfers (*Daam Markazi*) is intended to be distributed to districts according to established criteria in line with clear policy objectives. However, the existing criteria are not being properly applied due to the absence of relevant data, and difficulties in devising adequate indicators. Consequently central transfers are currently

set as an annual ad hoc allocation by the Council of Ministers within the framework of the state budget formulation process. This arrangement does not provide the degree of predictability that is necessary for local authorities to undertake multi-annual planning of their development activities.

In addition, while local authority service demands are increasing, this pool has essentially been stagnating, as the following table on local authorities' expenditure over the past few years shows:

Local authorities' expenditures for capital investments in 2006 made up only 12.44% of the total local expenditures. The rest, 87.56%, went to recurrent expenditures.

Out of this, usually more than 95% was spent on wages and salaries, and less than 5% for operations & maintenance, i.e. for school material, deposable material in health centres etc. Without resources to cover these important expenses, service delivery effectiveness is undoubtedly compromised.

Table 10. Local Authorities' Expenditure, Yemen, 2002-2006:

Year	Total LA Expenditures	LA current Expenditures		LA Investment Expenditures	
		amount	%	amount	%
2002	111.959.499.531	107.150.155.429	%95.70	4.809.344.102	%4.30
2003	126.908.547.466	112.279.706.255	%88.47	14.628.841.211	%11.53
2004	146.491.991.141	127.798.099.186	%87.24	18.693.891.955	%12.76
2005	177,351,256,051	156,450,670,942	%88.2	20,900,585,109	%11.8
2006	208.540.061.731	182.601.326.317	%87.56	25.938.735.414	%12.44

Source: Ministry of Finance, National Final Accounts 2002 - 2006

Even though the districts are authorized by law to implement investment projects within their geographic boundaries, some development projects are still planned, funded, and implemented by higher levels of government. These are then passed on to local authorities, which are expected to operate and maintain them without adequate resources. Also, some of these projects have been passed on to local authorities to complete their construction, which has overloaded their investment budgets for many years, and has prevented them from allocating their investment budgets to their evolving priorities. The district local authority revenues generated locally are, by law, devoted almost entirely to capital expenditures, including fees that are collected for delivering services, which are supposed to be devoted to recurrent operating costs.

Weak internal control systems and internal audit functions in districts and governorates:

At the local level, the branches of the MOF in the accounting units, as well as the Departments for Financial Affairs, play a strong role. Within the existing system, the MOF is responsible for the budget execution as well as for the internal financial controls, a practice that is inconsistent with the LAL and reduces the powers of the district. The internal auditing function at district and governorate level is very weak, and is generally carried out only by the MOF, whereas the local authority should play an important role.

However, according to a recent Cabinet Decree, the two offices of the local branches of the MOF will soon be merged into one. The next step needed would be to fully integrate the financial management function into the district and governorate Diwans. It must be recognized that government concerns about the lack of district capacity is an important factor behind these arrangements.

External auditing of local authorities:

The external auditing of local authorities falls under the mandate of the Central Organization for Control and Auditing (COCA). However, due to limited financial and human resources, not all of the 333 Districts have been audited so far; among the DLDSP pilot Districts 42 out of 48 have been audited. Through its Regional Training Centres, COCA trained about 60 auditors in the auditing of district accounts, using guidelines based on the relevant laws and regulations. The Administrative Units Sector in COCA regularly conducts legality and financial audits and has just started with performance audits. Key audit findings and recommendations are usually related to the weak internal control systems in local authorities. Against the intensions of the LAL, the COCA audit reports that have been sent to the Governors are not always passed on to the district councils. This fact limits the ability of the district councils taking of local corrective actions.

6.3. Critical factors affecting results achieved

Especially since the second half of 2007, decentralization has reached the top of the political agenda in Yemen. The long dormant Technical Committee was reactivated to guide the process of drafting the NDS. The DLDSP had submitted the first draft NDS in 2006 and followed the process closely as member of the Technical Committee.

The MOF was successfully integrated into the process of transferring LADF funding to the pilot districts. Using the standard procedures set out for the transfer of central subsidies, combined with the active follow-up of the transfers from the governorate-based DLDSP District Facilitation Teams ensured the safe arrival of the funds in the district accounts. However, in a country like Yemen, ranked 131 in the Transparency International Corruption Perception Index 2007, there is need for increased participation in the project management cycle through social auditing to reduce local corruption to the minimum.

6.4 Sustainability of results

The LADF has existed as an experiment over the past 4 years. The additional funding provided to districts resulted in the implementation of investment projects. The operations and maintenance of these facilities can only be sustained if central transfers include sufficient funds for recurrent expenditures.
Detailed agreements with primary and sector ministries on alignment with decentralization policies were reached in 2006, but have not yet formalized. There is special need to achieve alignment amongst the policies and procedures of the MOF, Ministry of Planning, Ministry of Civil Service, and COCA.

Through the Mobile Team, DLDSP has been building the capacity of officers, including finance officers, at the governorate and at the district level in fields covered by their normal scope of work. The training helped them to produce mid-term development plans and related annual investment programs of outstanding quality. However, in order to ensure the sound implementation of these plans and budgets, there is need for DLDSP to provide additional technical support to districts in supervising investment project implementation.

DLDSP has proven that districts are able to handle increased funding, if PEM procedures are clear and the necessary formal training and initial on-the-job-training is also provided.

6.5 Lessons learned

At the policy level, the key issue in Yemen is that the laws and regulations governing the local authority system are not aligned with overall legal framework including fiscal and sector decentralization as well as local level civil service policies.

In addition, future technical DLDSP support would be well spent if it goes into clarifying the mandates and functional assignments for each level of governance and the alignment of relationships within and between each level. In general there is need for a national policy to address the capacity gaps at local level to execute assigned functions – capacity in terms of institutional structures, operational systems (procedures, guidelines) and human skills.

At central level, MOLA's weak capacity in leading the complex decentralization process in Yemen has also been addressed by DLDSP. With technical assistance, an Institutional Development (ID) Strategy for re-structuring MOLA was developed and submitted to the Minister, who is very supportive to this initiative. If the MOLA ID process leads to an enhanced technical capacity, MOLA's role in strengthening local government could be significant in the near future.

The Governorate still doesn't perform its regional function in integrative planning (across districts) and strategic planning and budgeting for governorate level socioeconomic development. Support functions for doing this as well as for public expenditure management still need to be developed. Finally, the scope of responsibility of the governorate needs fine-tuning.

Most of the districts face severe technical and administrative staffing gaps. Where staff is in place, the capacity in public expenditure management is still very limited. DLDSP has provided training to multi-sector Core Teams in 48 districts. Following the trainings, most of these districts have applied the procedures for planning & budgeting, tendering & implementation of investment projects in line with the existing laws and regulations. The combination of classroom and on-the-job training on a day-to-day basis has yielded good quality results for the population. However, social auditing is still a very new concept in Yemen, and should be piloted by DLDSP in the next phase. The same applies to gender mainstreaming. The gender perspective is a recent approach in Yemen. Far more DLDSP engagement is needed to pilot gender sensitive planning and budgeting.

6.6 Recommendations

Based on DLDSP objectives, achievements, and challenges within the local authority system regarding financial decentralization and auditing, DLDSP should focus its future support as follows:

1. The DLDSP should immediately start disseminating the findings and recommendations of studies that have already been conducted, and the models of new structures at the district and governorate level that it has been testing. This could be done through national stakeholder workshops or conferences to inform the ongoing national discussions about the new local governance system.

2. The DLDSP, in close cooperation with MOLA, MOF, and COCA, should conduct a more in-depth performance assessment to enhance an inter-agency dialogue and to inform the process of reviewing the system of central transfers. The assessment should be based on the draft LADF regulations.

3. These studies should analyze the administrative costs of the existing institutional structures at the district and governorate level and compare these costs with the estimated costs of the new structure at these levels as already developed by DLDSP, and to be agreed to by MOLA. The cost comparison between the existing and the proposed institutional arrangements and functional assignments should be used to inform the national decision making process on reforming the existing structures and functional assignments. These costing studies should be complemented by studies of local service delivery – again comparing the costs of running the existing services with costs of service delivery under new structures and functional assignments as proposed by DLDSP, and to be agreed to by the sector ministries. The results of these studies will provide information about current administrative and service delivery-related operational costs at the district and governorate level. These costs can then be compared with the effective local operational budgets to identify the financial gaps to be filled by fine-tuning Central Transfers. The results of these studies should be shared in stakeholder workshops. Informing the GOY about the findings, the effective administrative costs of running the system at the district and governorate level and the costs of providing local services to the population would provide a useful basis for increasing districts' budget allocations for operations & maintenance.

4. The DLDSP should support the GOY to improve the existing distribution mechanism of the central transfers to local authorities by conducting a study together with MOLA, MOF, and COCA to evaluate the existing policy objectives behind the central transfers, the distributional impact of the utilized mechanisms and its appropriateness to achieve these policy objectives, and to recommend a simple set of distribution criteria for which data and indicators are easily available. The ultimate goal would be to help the GOY to further enhance the transparency and predictability of the central transfers system.

5. Regarding the system of local revenues, the presentation of the related study inaugurate the opening of a policy research process, supported by DLDSP, aimed at investigating how to simplify the existing system of local authorities' revenues. Additional work would have to be done to determine which revenues should remain in place and if any restructuring of revenue bases or administration is needed. It would be useful to classify sources of revenue to facilitate analysis of district revenue generation.

Categories could include, for example, local taxes, administrative and regulatory fees, user charges for public services, licenses, etc. In particular, the joint governorate revenues should be revisited in order not to undermine incentives for individual districts to collect revenues. In general, allowing local authorities to keep more of the revenues they collect will improve collection incentives. Furthermore, these studies should investigate the sharing of specific sources of revenue on an origin basis as this helps to establish the fiscal capacity of a local authority and thus provides a basis for defining more clearly the role of a redistributive transfer system. Thought should be given to the question to governorate sources of revenue. A question that should be addressed is whether there should be a central subsidy to the governorate level to enable programming of resources towards governorate level investments or cross-district investment. This process should be carefully linked with the piloting of new governorate structures including internal audit unit.

6. In coordination with MOLA, MOF and COCA, the DLDSP should conduct a study of the existing system of internal financial controls at the district and governorate level and recommend institutional arrangements for an improved system that integrates the financial management functions currently executed by local branches of the MOF into the local authority system, and that provides for an independent internal audit unit aligned with international internal auditing standards[12] to be piloted with DLDSP support.

7. As originally planned[13], DLDSP should support COCA in auditing the local authorities in general, and the DLDSP pilot Districts in particular. In addition, the existing audit guidelines should be reviewed in the light of the outputs of the PEM procedures DLDSP is developing for MOLA. The reviewed guidelines should be piloted in the form of performance audits in selected pilot districts.

8. Social auditing means involving communities in the planning, monitoring and evaluation of investment projects for infrastructure and service provision. It is a proven mechanism to enhance local transparency, efficiency and effectiveness in service provision. DLDSP should consider the concept of social auditing when developing its participation manual as part of the PEM cycle. While finalizing the manual and transforming it into training material, DLDSP should, in cooperation with SFD and other partners, select among its pilot districts some with active community participation. The DLDSP should disseminate the concept of social auditing and involve pilot communities in DLDSP supported training in this area.

[12] These standards are being developed by the Institute for Internal Auditors, with the nearest representation in Oman.
[13] See Project Document pp. 8,10

7. Planning, Infrastructure and Service Delivery

7.1 Introduction

The immediate objective of this component was the increased quality and coverage of physical and social infrastructure with the following outputs:

1. Physical and social infrastructure, and services quality and coverage, are improved in 6 pilot districts, according to plans and programs adopted by the LA
2. Best practices in dry-land management and water conservation are identified, disseminated and applied in at least 2 pilot districts

7.2 Results

7.2.1 Output 1: Improved quality and coverage of social infrastructure and services in 6 pilot districts, according to plans and programmes adopted by the LA.

7.2.1.1 Achievements and remaining challenges: Planning

An important issue in terms of service provision is the process used for the choice of the projects that are ultimately implemented. This development planning process is briefly discussed with specific reference to the appropriate provision of services.

A comprehensive planning manual[14] has been produced by DLDSP which covers the complete process and gives detailed guidance for the production of a development plan and associated budget. It includes the full planning cycle from activation of the community, data collection and validation through to development objectives and project prioritization to meet those objectives. It includes examples. It is a well thought out document and covers the process well but although it talks of activation of the community and participatory planning procedures, the document has very little on this important component. Community participation is currently largely left to the councillors in the districts to contact their communities and the effectiveness of this varies considerably dependent on the presence of non-governmental organisations (NGOs) and community based organisations (CBOs) that can be used. There is no formalized process of community involvement in the planning process or in project implementation and monitoring.

A community participation manual is currently being produced which should address this but there is an urgent need to complete this work, integrate it into the planning process and implement it.

The planning manual has been used to develop a Trainers Guide and Participants Handbook (both only made available in draft form) and training has taken place in all the pilot districts. Based on the discussions held in the districts and the plans produced, this training has clearly been very successful. In all the districts visited, development plans

[14] The District Planning and Budgeting Process, Draft 1

had been produced and, considering the length of time since the process started, these are very impressive. The reason for the success of this work seems to be the basic human capital in the districts visited, the quality of the training provided, the comprehensive and detailed templates and systems that were provided by the DLDSP and also the core teams that were created in the districts.

The Core Teams are an innovative solution implemented by the DLDSP to overcome some of the inefficiencies inherent in the structure of the Districts, and it has been successful in bringing key players from the district and the community together into a team to take responsibility for the development planning process.

The indications are that the importance of the development plans is understood by all the people interviewed and the plans are being used to a large degree by the districts. There have been some delays in the use of some plans in that projects committed prior to the development of the plans had to be completed before projects in the plans could be funded.

An important component of the planning was the collection of data for the creation of a *profile* of each district used to provide strategic information for project prioritization. A considerable and impressive amount of information has been collected. To date the information has been collected manually using templates prepared by the DLDSP in a spreadsheet. A number of district members indicated that some information had been difficult to collect, was not always available and some was not as accurate they would like. This should improve with time.

A database to store and analyze this data is currently being developed by the DLDSP and this *work in progress* was inspected. It has a number of very good features and great potential but needs to be completed and tested in a district. It is able to keep historical information and will improve the value of the data considerably.

Through discussions with the communities, although this was limited, there was strong support for the projects on development plans and projects chosen appear to be appropriate and reflect the needs & services required. However, at one project in particular (water harvesting tank in Haifan), the sample of community members that were met, were not happy with the project and tried to find fault with the facility (our view was that it was well constructed) and noted that the water tank had been constructed on land for which proper permission had not been obtained. After some probing questions, they confirmed that the reservoir was needed for the community but that no water had yet been made available. This is an indication of lack of ownership by these community members and points to the need for more community interaction and the resolution of conflict prior to the construction of projects.

On other projects such as a number of the clinics visited, the buildings are complete but are not yet operational. In one case the building had been standing for a period of 2 years due to the lack of furniture and staff to run the facility. This again points to inadequate planning prior to the construction of the buildings. When this issue was discussed with the Ministry of Education in Sana'a it was noted that if schools are constructed to guidelines provided by the ministry in terms of geography and learner/classroom ratios, the staffing of these schools is never a problem. The problem arises when other criteria are used for the choice of a school.

At a number of discussions at both national and district level, the issue of the prioritisation and choice of projects was discussed and a number of difficulties noted.

The planning guidelines have comprehensive systems for prioritisation but the following are some of the problems still encountered:

- Certain projects are approved without using guidelines from the line ministries, which means that projects are not always operational.
- Projects are not always chosen strategically and politics and lobbying still plays an important part for some projects.
- Councillors noted difficulty in choosing projects.
- Sometimes plan are approved at district level and are then changed once they reach governorate level again resulting in incorrect project being chosen

On a number of occasions interviewees noted problems with estimation of the cost of projects that get into the development plans, which are delayed when funding is inadequate to complete the project.

Economic development and environmental projects are starting to be introduced in the plans but strategies in this regard appear to be limited and are only picked up in some districts. It was also noted that even where environmental and LED projects were included in the development plan, the law prevented them from being funded by the LADF, unless they took the form of capital projects (there is apparently a requirement that only capital projects be funded. These elements, although an integral part of the original programme document have yet not received much attention.

7.2.1.2 Achievements and remaining challenges: Physical infrastructure

Based on the list of projects provided by the DLDSP funding has been provided for a total of 281 projects in 6 governorates and 28 districts. A full list of the projects is given in annexure 4.1 and these are summarised in table 11, below. This indicates the spread of LADF funding across the districts and also the number of projects. It also show that except in 4 districts, where between $US 88 000 and $US 99 0000 was spent, well in excess of $100 000 was spent on infrastructure through the LADF in each participating districts.

Table 11. Summary of projects funded through LADF with LADF contribution, total project cost and the percentage of the funding provided by LADF (conversion rate of YR 200 to $US was used).

Governorate	District	No of Projects	LADF ($US) contribution	Total Cost ($US)	%LADF
Abyan	Khanfir	8	248 800	300 945	82%
Abyan	Lawdar	9	177 610	392 795	72%
Abyan	Rosod	7	134 105	214 220	64%
Abyan	Zunjubar	7	104 415	179 530	71%
Abyan	**4 districts**	**31**	**664 930**	**1 087 490**	**61%**
Al-Jouf	Al-Hazm	5	113 640	113 640	100%
Al-Jouf	Al-Matammah	5	144 330	216 944	86%
Al-Jouf	Barat Al-Enan	8	203 045	321 574	91%
Al-Jouf	Khub Walsha'af	9	268 300	402 587	90%
Al-Jouf	**4 districts**	**27**	**729 315**	**1 054**	**69%**

Governorate	District	No of Projects	LADF ($US) contribution	Total Cost ($US)	%LADF
				745	
Amran	Amran	5	129 010	158 038	92%
Amran	Eyal Suraih	8	104 885	226 046	73%
Amran	Jabal Eyal Yazeed	12	130 040	167 738	84%
Amran	Kha'mer	5	100 110	190 792	69%
Amran	**4 districts**	**30**	**464 045**	**742 614**	**62%**
Hadramout	Al-Soam	5	88 755	421 660	23%
Hadramout	Broom & mafia	14	167 130	1 626 627	32%
Hadramout	Gail Bin Yameen	18	235 675	1 727 339	38%
Hadramout	Hadibo	21	193 175	2 677 110	21%
Hadramout	Qalansiyah wa Abdul kory	14	217 530	1 107 419	36%
Hadramout	Sayoun	6	90 710	482 715	20%
Hadramout	Shebam	7	106 410	372 935	32%
Hadramout	Tareem	6	98 710	806 980	21%
Hadramout	**8 districts**	**91**	**1 198 095**	**9 222 785**	**13%**
Hodidah	Zabid	13	296 000	640 805	56%
Hodidah	Al-Mansooriah	6	95 635	314 000	41%
Hodidah	Al-Monira	8	174 630	500 335	35%
Hodidah	Bajel	12	350 580	744 325	90%
Hodidah	**4 districts**	**39**	**916 845**	**2 199 465**	**42%**
Taiz	Al-Ma'afer	16	311 860	1 508 705	32%
Taiz	Al-Makha	11	269 140	509 860	52%
Taiz	Haifan	17	266 440	1 891 385	40%
Taiz	Maqbanah	19	509 855	1 230 180	55%
Taiz	**4 districts**	**63**	**1 357 295**	**5 140 130**	**26%**
TOTALS	**27 districts**	**281**	**5 330 525**	**19 447 229**	**27%**

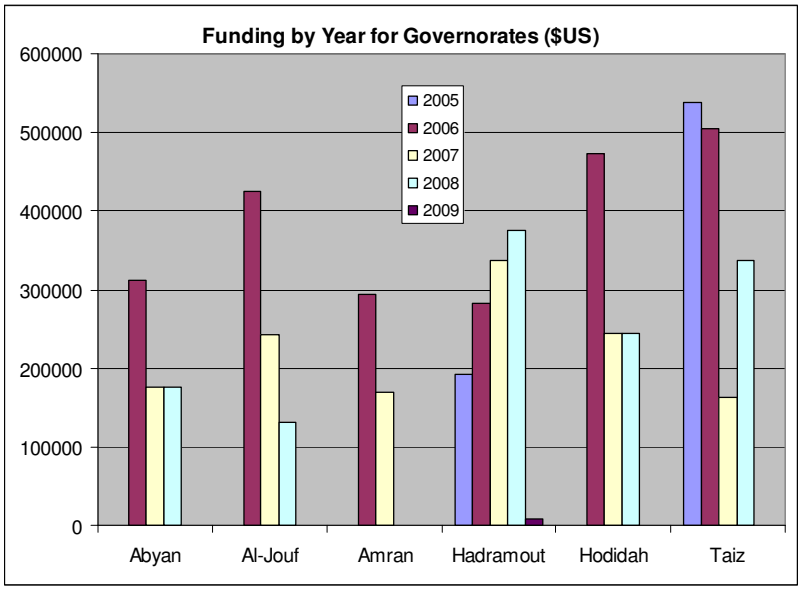
Table 12 gives a summary of the project types in all districts. The majority of the projects were educational projects both in terms of the number of projects as well as the value of the projects, followed by health projects with the next highest number of projects.

Table 12. Summary of LADF projects by type of project

Type of Project	No of Proj	LADF Contr.	Tot Cost	% LADF
Agriculture	7	110 300	332 745	50%
Education	131	2 347 865	9 958 883	47%
Health	54	897 325	4 116 561	55%
LED	1	7 115	7 115	100%
Local Authority	10	190 785	190 785	100%
O&M	4	249 625	277 230	89%
Roads	9	108 830	1 705 955	32%
Sanitation	8	136 135	277 880	50%
Sport	2	17 715	35 820	68%
Water	55	1 264 830	2 544 255	58%
TOTALS	**281**	**5 330 525**	**19 447 229**	**27%**

Chart 6 gives the LADF allocation to each governorate for each financial year from 2005 to 2009, which, except in the case of Hadramout, indicates a decline of funding with time.

Chart 6. Estimate of funding by year for the various governorates



The evaluation of the physical infrastructure created through the LADF was undertaken by means of site visits to inspect the physical product on the ground by discussion with the district officials and discussions with community members where this was possible.

Procurement procedures and Tendering

An important element of the decentralisation process is the controls and procedures that are used for the procurement of contractors, materials and other services to ensure the proper use of funds, transparency and the control of corruption. To assess the quality of

procurement procedures, the documentation in a project files was scrutinised in detail (only two files due to the difficulty and time required for translation). Although the DLDSP has not yet completed its procurement training manual, which is currently in draft form, current laws are being used for guiding the process and rigorous procedures are being used for project specification, call for tenders, costing (Bills of Quantities), adjudication of tenders received, tender award and contracts.

The payment certificates were also scrutinised and found to exercise good control. Payments are only made on various agreed milestones only and prior to payment, the project is visited by the engineer who produces a certificate recommending payment (or otherwise) which gives details of progress in terms of the milestones and also comments on quality.

Draft manuals for procurement have been prepared and have been circulated for comment. These documents had been updated at the time of the mission, but training on them had not yet taken place.

Project Design

The design of projects can affect the usability of the facility, construction cost, maintenance costs and operation costs. Further, it appears that in Yemen, where there is still very strong cultural and heritage awareness, the design of a building can also affect how it is accepted by the local community and how it fits into the local environment. It is therefore important to consider some aspects of the design of the projects visited.

In general the designs encountered were satisfactory for the purpose.

For the majority of the projects visited, the designs were provided centrally (from Sana'a) by the line ministries and were chosen from a set of standard designs. This approach has some advantages in that a consistent level of product is created across the country but the designs are Sana'a centric and often do to not fit into the local environment, even though from a technical point of view, they are satisfactory and will perform the function required of them.

The flexibility allowed by the relevant ministry varies. For example, the Ministry of Health does not allow variation of their design; whereas, the Ministry of Education gives the professionals at the district level a high degree of freedom to change designs to fit into the local landscape and use local materials.

There are both advantages and disadvantages to this. For example in Hadramout, schools visited had been redesigned to have an innovative mix of modern and traditional building techniques where a conventional concrete frame was used but with traditional local mud building methods being used for the construction of the walls and floors. This apparently reduced the cost of the schools by 30 to 40%, produced a building that fitted into the local landscape much better and allowed for the use of local materials and skills (more money would be left in the local community). The proportion of local material and skill content is very high and although the maintenance cost of these buildings is likely to be higher, the skills required for this maintenance is available locally and often within the school community. On one school, however, for which the design had been altered, a stair case had been omitted and it is the view of the evaluator that this compromised the fire safety of the school. Local design and innovation should be encouraged but there is probably some form of overview function to approve these designs at governorate or ministry level required.

Some of the designs used, such as an animal health unit in Hadramout, were quite inefficient and for a single story building, in an area that does not have earthquakes, a concrete frame had been used in conjunction with concrete blocks. This seemed an unnecessarily conservative design with the consequent cost penalty.

At a water distribution project in Abyan, the design was poor. Although the local residents were very pleased with the installation, there was frequently no water and some of the pipes were PVC and running on the surface of the soil. This is likely to be damaged and need maintenance. A holding tank would also overcome the periods when no water is available.

7.2.1.3 Achievements and remaining challenges: Implementation of physical projects

In this section we consider the construction of the projects and some of the issues affecting it.

The human capacity in the districts visited both in terms of the numbers of people and their perceived ability was impressive and there is a good base to move forward. Much of the credit, in discussions, was given to the DLDSP for their capacity building efforts. In most of the districts, it was felt that more training is still required to assist staff to undertake their work better. The training required varied considerably from specific technical training to administrative and computer training.

During the evaluation process, 18 projects were visited as listed in Table 13 below. A brief technical report on each of these projects is given in annexure 4. After the completion of the reports it was established that two of the projects visited are not funded through the LADF (projects P01 and P12). These reports have been included for information and completeness.

The majority of the projects were infrastructure projects but three were for the supply of equipment to health centres (P06, P09, P16). Five of the project visits were not planned (P01-03, P12 & P15) but were visited because the team was in the vicinity and the visit increased coverage and understanding of the projects. Of the 18 projects visited 5 were education projects, 6 were health projects, 3 were water projects, 1 was a sanitation projects, 1 was a transportation project and 2 were agriculture projects.

The quality of the product that was inspected in the three governorates and 5 districts was generally of good quality. Only 10 of the projects visited were complete and comment on the quality therefore had to be made on the work that was complete at the time of inspection. Only one project could be considered unsatisfactory and that was the water distribution project in Abyan, which had PVC pipe to the houses with portions which were not buried. The general quality of workmanship on this project was poor. More detail on the quality of each project is given in the project reports in annexure 4.

All contracts are undertaken by formal contractors appointed by means of a tender procedure (discussed above). The tender documents do not provide for incentives for the use of local labour, labour intensive construction methods or the use of local materials, which would be an advantage in a country which has high levels of unemployment.

Table 13. List of projects visited during the evaluation process (projects without values were not formal visits and were visited in passing P01-3, P12, P15)

Ref	Project	Governorate	Fund year	Type	Complete	Used	District	LADF$	Tot$
P 01	Al-keleif School (Girls)	Hadramout	2007	Education	No	No	Tareem	0	190 135
P 02	Meshtah School (Girls)	Hadramout	2007	Education	No	No	Tareem	19 325	138 335
P 03	Animal Unit	Hadramout	2007	Agriculture	No	No	Al-Saoum	18 770	85 920
P 04	Maryama School for Girls	Hadramout	2007	Education	No	No	Seiyun	20 000	20 000
P 05	Algorfha School for girls	Hadramout	2007	Education	No	No	Seiyun	16 135	16 135
P 06	Equipment for Health Unit, Allkrn	Hadramout	2007	Health	Purchased	No	Seiyun	9 035	9 035
P 07	Animal Health Unit, Alhouta	Hadramout	2007	Agriculture	No	No	Shibam	22 390	22 390
P 08	Health Unit, Al Hawel	Hadramout	2007	Health	No	No	Shibam	20 000	20 000
P 09	Equipment for Health Unit, Wadi bn Ali	Hadramout	2007	Health	Purchased	No	Shibam	10 600	10 600
P 10	Almahhraby-Alabous Road	Taiz	2005	Transport	Yes	Yes	Haifan	5 430	344 975
P 11	Water harvesting Tank	Taiz	2005-7	Water	Yes	No	Haifan	21 900	92 700
P 12	Musaher Health Unit	Taiz	2005	Health	Yes	No	Haifan	0	124 550
P 13	Hosega School	Taiz	2005	Education	Yes	Yes	Makbanah	7 460	51 060
P 14	Health Unit	Taiz	2005	Health	Yes	No	Makbanah	10 350	85 000
P 15	Alheijeh gaher Water Project	Taiz	2006	Water	No	No	Makbanah	10 000	24 940
P 16	Health Unit Equipment	Abyan	2007	Health	Purchased	Yes	Zingbar	6 410	6 410
P 17	Sanitation Project	Abyan	2007	Sanitation	Yes	Yes	Zingbar	25 645	68 225
P 18	Water Project	Abyan	2007	Water	Yes	Yes	Zingbar	32 030	32 030

Of the 10 projects that were complete, only 5 of these were in use. The reason for this varied but all appeared to be due to lack of adequate preparation of the project prior to construction. Of the three projects where equipment for health units was purchased, only one was being used and in that project, it was very successful with the equipment making an enormous difference to the health unit. In the other two projects, one is waiting for the health unit construction to be complete and in the other the health unit is not yet operational.

Two of the health units visited are complete but are not operational as staff and equipment are not available. The one has been complete for almost 2 years. At the water harvesting tank in Haifan, the tank is full but the water is still not being made available to the community and at the water project in Makbanah, the borehole is nearly complete but no water will be distributed until the next phase of the project (distribution of the water to three villages) is undertaken. It is unacceptable that services are not provided once the funding has been spent and more preparation to resolve these issues is needed prior to commencement of construction

At every district visited, it was noted that the cost of project procured locally rather than centrally, the costs were considerably lower. A number of actual examples were discussed and in at least two the reason for the higher cost is due to the contractor who wins the tender sub contracting the work to local contractor (in one case is was sub-sub contracted) with each one taking a portion of the cost as a fee. It is more efficient to appoint local contractors directly and the district officials argue strongly in favour of this.

7.2.2 Output 2. Best practices in dry-land management and water conservation are identified, disseminated and applied in at least 2 pilot districts

7.2.2.1 Achievements and remaining challenges

The areas chosen for the pilot in this output are Zabid-Hodeidah Governorate and Al-Makha-Taiz Governorate with the view to implementing sustainable practices that will lead to enhanced management of natural resources at district level. Successful experience was to be transferred to other districts.

This area was not visited by the evaluation team and the following comment is based on reading and interview.

A situation analysis was undertaken in 2005 (Situation analysis of local governance of land and water resources in Zabid and Al-Makha districts: Identification of Sustainable and Unsustainable Practices) to

- understand governance of land and water resources
- identify at least 5 sustainable practices
- identify at least 5 unsustainable practices
- documentation of these practices as case studies

The report was used to develop proposals for revised institutional arrangements for management of water resources at a basin level.

The DLDSP developed proposals and a diagram for a decentralized model of governance for water (refer to diagram in annexure 4) was negotiated and agreement reached with a designated team from the National Water Resource Authority (NWRA) of the Ministry of Water & the Environment (MWE).

This modality was developed by the DLDSP, NWRA and German Technical Cooperation (GTZ) and is to be piloted by the DLDSP with specialized technical support in water resource management to be provided by a GTZ program and in coordination with NWRA in the Governorate of Amraan and 4 pilot districts that are geographically situated in the target basin. The process of appointing relevant staff was to take place in 2007 but suitable candidates did not emerge in the first round of interviews. This is to be followed up in the New Year.

7.2.3 Challenges in the wider environment

Although the planning process is comprehensive and impressive, a number of interviewees noted the problem of there being insufficient funding for projects in the development plan (except for Shibam where they expect to be able to almost fully fund their plan) and this tends to undermine the planning process. Considerable effort goes into the process for minimal result.

There is a high degree of buy-in to the development planning process and the resulting development plans but there are still a number of agencies and ministries who are not using the plans or if so, only partially. The reason is that there are a number of parallel processes and structures and a common concern is the capacity in districts to undertake the work. This is understandable in the districts that are not on the programme and there should be a gradual approach to insisting that the development plans become the main planning tool for all service at district level with time. This will give the plans more weight and improve them with time.

The development plans do have a strategic element but this seems to be mainly based on the basic needs and indicators highlighted by the data collected. This is essential but the next step is to add strategy at a governorate level particularly relating to economic development and the environment.

The designs of projects, as discussed above, are not always optimal and there is a need to ensure that the design process is improved to make the end product as cost effective, efficient, usable, and focussed on local needs as possible. More could also be done to maximise local input and job creation.

In every discussion held, Operation and Maintenance (O&M) of projects was seen as a problem. The officials are generally aware of the need and importance of this aspect of service delivery but funding is minimal or absent. The result is projects that have run into disrepair and are no longer operational (this seems to be a common problem with water projects) and are therefore no longer providing service. The cost of maintenance is generally far lower than the construction of new projects and therefore is a more efficient way of providing service. The main reason appears to be that much of the funding provided is for capital projects and may not be used for O&M. The DLDSP have a number of projects which are for maintenance which achieve a lot in terms of service delivery very efficiently.

The structures of the districts, particularly with regard to the Executive Offices (EOs) are inefficient, each line ministry having its own sub-structure, often doing similar tasks. For example in at least two of the districts where this was discussed in detail, there are engineers responsible for education, health, public works etc (as well as other skills such as administration, Architecture). Each is responsible for the projects of their service and the duplication is considerable and the system inefficient. A single infrastructure department with a good mix of skills could improve service delivery at lower cost.

Women are absent from the construction environment meaning that this resource which is so important in many countries is not being effectively utilised and this must have a negative impact on service delivery and the economy.

7.3 Critical factors affecting results achievement

External

The sector ministries interpretation of decentralisation is often de-concentration. A consistent view across all sectors and other ministries is needed in order to enjoy successful service delivery across all sectors at districts.

Programme Related

The fact that the implementation of the community participation has been delayed has had an impact on service delivery.

7.4 Sustainability

1. The participatory planning process needs to be improved in order to ensure ownership of the projects by the beneficiaries, which will allow communities to take responsibility for the maintenance and operations of the facility.
2. The LADF as a funding mechanism needs a critical mass of resources and sufficient funding to sustain a team with adequate resources to undertake devolved functions in a meaningful manner.
3. Operation and maintenance must become and integral part of the budgeting to ensure that the service is delivered into the future.

7.5 Lessons

1. Good staff members are able to absorb the training and capacity building provided by the programme which allows rapid implementation fairly comprehensive systems and procedures.
2. The need for proper preparation of projects prior to implementation was highlighted on a number of projects where in some projects they were not operational for reasons such as staff not having been allocated, furniture not available and conflict within the community.
3. Local development should be driven locally but there is a need to provide clear guidelines and policy from the central level to assist and governorates should provide technical backstopping and monitoring.
4. Bottom-up community planning should be complemented with district planning and strategic governorate planning and linked to the actual resources available to make them realistic.
5. Donor coordination has been particularly impressive on this programme and indicates that it can be very successful with the right vision and effort.
6. Technical support is needed all levels and needs a balance between intervention and hands off approaches depending on the needs of the situation and people in place.

7.6 Recommendations

1. To overcome the lack of ownership found at some projects as well as the number of projects that are complete but still not operational and providing service, there is a need to improve project preparation prior to the commencement of implementation of the project.
2. The planning process which takes place at district level should have simple, clear guidelines from each of the sector ministries, which assist in the prioritisation and choice of projects that should be included in the development plans. These would be used by the sector representative as criteria for the project selection process and would overwrite all other criteria.
3. Support should be provided to the governorates & districts (Including the private sector) to develop strategies for economic development and protection of the environment and these issues should receive more attention.
4. The programme should assist the governorates to take the lead on environmental issues to allow them to develop strategies and to use them to guide districts and the planning process.
5. Assistance should be given to provide additional training in technical skills at the districts and this should be supported with backstopping at governorates.
6. To spread the good work that has been achieved, learning and best practice sharing should be supported and encouraged between different governorate & districts, particularly when additional governorates and districts join the programme.
7. To assist in ensuring that projects getting onto the development plans are properly thought out and have accurate budgets, it is proposed that some funding be made available for scheme work and feasibility studies to allow some preliminary design and costing of proposed projects prior to them getting into the budget.
8. Due to its importance and the potential to provide services very cost effectively, O&M must receive more attention and funding and assistance should be provided to create mechanisms that allow this.
9. The use of local designs should be encouraged but this skill needs to be nurtured and grown. Assistance should be provided to assist in setting up mechanisms within the structures of the governorates and districts to provide support and monitoring of designs.
10. The structure of the districts is not currently efficient with duplication of skills across the sectors and the Diwans. It is recommended that serious consideration be given to restructuring these bodies along functional rather than sector lines.
11. To strengthen the development plans more encouragement should be given to all stakeholders (donors and sector ministries) to use the development plans as their primary planning tool. This would include funding for these projects going through the LADF.
12. Strengthen technical skills in districts and assist governorates to provide backstopping Assist governorates and districts to develop LED strategies in collaboration with private sector.

8. Cross cutting issues

8.1 Introduction

This section deals with two cross-cutting issues: gender and the awareness campaign. Gender was neither a component in its own right, nor treated as a cross-cutting issue in the programme design. It has, nevertheless, been increasingly targeted by the DLDSP over time. The awareness campaign assessed here was made a specific output of the Substantive Revision of the Programme Document in 2004.

8.2 Results: Gender

8.2.1. Achievements

The DLDSP has increasingly begun to integrate gender issues into its work, despite the fact that they were not highlighted either in the Programme Document or in the Substantive Revision.

Some of the services delivered in the pilot districts supported by the DLDSP favour girls and women, notably roads, schools and rural water projects. It is also worth noting that, by the time of the evaluation mission, the PEM manuals and training materials were being gender-mainstreamed with the support of GTZ's Equal Chances Project – Women in Development (see section on Gender)

The Institutional Development program for MOLA aims to adopt gender-sensitive policies across the Ministry, particularly in area of area of human resource management.

8.2.2 Challenges

There is no clear vision or objectives explored in Program Document or the workplans with respect to women, and this is contrary to UN policies, which aim to mainstream gender in all plans, programs and projects. This unclear framework in tackling the gender issues leads to confusion in the way women are supported and their needs addressed within the Programme.

There is gender imbalance on the staff of the Programme. Of the DLDSP staff, only 4 people out of a staff complement of 18, namely 22%, are women, and most of them are in secretarial positions.

Relatively little institutional development and capacity building work targets women.

The General Women Development Directorate in MOLA received a minimum of office equipments and furniture from the Program. The GD for Women's Development was also, however, provided with technical support (e.g. Clarification of tasks and functions of GD staff – which culminated in the formulation of draft job descriptions for that department – support in the formulation of the GD's operational plan and budget for 2008, and technical assistance in the clarification of functional assignments across the

Local Authority System pertaining to the promotion of gender-sensitive local development). The Department was also supported in the programming and conducting of two national stakeholder consultations on issues pertaining to advocacy, and gender-sensitive development at the local level. The staff involved were either in MOLA or in the governorates and most were involved in capacity building activities, with support from Equal Chances for Women Project, a GTZ initiative.

Although intensive work has been done to integrate gender issues under the framework of the National Women Development Strategy/Gender Strategy, it was very clear that the National Women Development Strategy has not informed gender mainstreaming in MOLA in term of policies, programmes and projects, although the National Women Development Strategy did inform technical support provided to the GD for Women's Development, for example clarifying functions across the Local Authority System. Furthermore, the work of the General Women Development Directorate (GWDD) has not been taken into account in the Programme, apart from the manuals and training mainstreamed with the support of GTZ, mentioned above. The main task of the GWDD is to mainstream gender in the policies, strategies, plans, programs and projects of all sectors of the government in Yemen and a close link with this organisation would have facilitated this process.

The weak influence of the National Women Development Strategy and in MOLA resulted in the lack of support for Women Directorates at the governorate level and also in confusion about their role and mandate and their relationship with the branches of the Women National Committee, which is the national government's mechanism for women.[15]

At the governorate level 2 out of 28 women were DFTs members. These two were involved in the capacity building and worked actively in the process of data collection, planning and budgeting. In general women are absent in the governorate official bodies (EOs, Diwans) or they are there in small numbers and in the lowest positions. For this reason, they are not well represented in the DFTs, because the staff of the DFTs are drawn from the highest ranking officers in the governorates.

Few women CBOs took part in the CTs in the pilot districts that were in charge of developing plans and budgets. Of those who did participate, most lacked the capacities needed for effective participation within the CTs.

In some pilot districts representative from women CBOs do not participate at all. Nevertheless, interviewees in the district sampled for this evaluation said that women's voices have been heard and their concern and needs addressed through the local councillor.

In many districts, women have hardly succeeded in establishing their organizations and where they have, these organisations suffer from a lack of funding, institution and capacity building. Women's mobilization to get support and to advocate for women's interests is restricted by the customs and traditions that dominate in the rural areas.

[15] The DLDSP, in its comments on the draft final report states: "Note that at the time of the mission, or shortly after, GD for Women's Development at the Governorate level were established by decree".

8.3 Lessons: Gender

Abandoning women from participation at the policy level lead to gender blind policies and strategies.[16]

Women's involvement in the entire development process should not be seen as a privilege; it should be seen as an absolute necessity.

The lack of priority given to the Women Department in MOLA restricted it from implementing its plans as part of the ministry plan, which is an issue facing all departments in MOLA. The lack of capacity of the Women Department in MOLA limited their role in supporting women's structures in the governorates and thus in improving the status of women at the local level.

Gender should have been highlighted in the Programme Document and should be give high priority in the current and any future work of the DLDSP.[17]

8.4 Recommendations: Gender

1. Gender should be integrated as a cross-cutting issue in all components of the program. In addition the Programme should create a sub-component for gender, in order to highlight the issue and to avoid it being abandoned when tackling the other components.

2. The DLDSP should increase number of qualified women on the program staff, applying the UN affirmative action policy to bridge the gab between men and women in the public sphere.

3. The Programme should incorporate the objectives of the Women Development Strategy (WDS) in the program as the national framework for women development and support the (GWDD) to fulfil its role and mandate as a gender focal point affiliated to the Women National Committee.

4. Support should be given to the introducing gender-sensitive policies across the Ministry, particularly in area of area of human resource management, as set out in the DLDSP's programme for MOLA's institutional development.

5. The DLDSP should include the Women Development Department in MOLA in its activities and target the Women Development Directorates in the governorates offices for institutional development and capacity building activities.

[16] It the comments on the draft final report, the DLDSP submitted the following comment on this sentence: "My understanding is that the first draft of the NDS, prepared with DLDSP support, contained a section addressing gender, and the need to promote gender-sensitive local development."

[17] In the comments on the draft final report, the DLDSP submitted the following comment on this sentence: "It is also worth referring to the fact that DLDSP actively encouraged the nomination of qualified women officials in the Ministry to participate in MoLA's Mobile Team. About thirty per cent of team members are female".

6. The Programme should provide more support for women in CBOs at the districts level in term of institutional development and capacity building.

8.5 Results: Awareness campaign

8.5.1 Objective

The main objective of the Programme in this area was to develop and implement an outreach program for informing the staff of central government Ministries about the goals and anticipated outcomes of decentralization and about options for sector decentralization strategies.

8.5.2 Output 1.5 Enhanced awareness and buy-in at the central and local levels and among the public and private sector and civil society the goal of decentralization and it's expected outcomes in the area of economic and social development and poverty alleviation at the local level

8.5.2.1 Achievements

To achieve this objective an international consultant was recruited, who drafted a report on a Public Awareness Campaign, in March 2007. This report suggests a number of activities to build on the work that has already been already done by the DLDSP in the pilot districts, with the aim of enhancing the impact of the program through improving the level of understanding of the decentralization and expected outcomes in terms of local development.

The overall objective of the Public Awareness Campaign as described in the report is to create a strengthened partnership between the local authorities and the public by increasing awareness of citizen rights and responsibilities within the local authority system, and by improving the understanding of the local authority officials of the system and their responsibilities to the public. The reports suggest that the mass media is used to achieve this objective.

Progress was made by identifying focal points from service delivery ministries, namely Education, Health ,Water and Environment, Electricity and Agriculture. These sector ministries were tasked with articulating the sector decentralization reform package and disseminating information on it to their departments to get their support for the decentralization process. In addition, an awareness enhancement program was implemented at the governorates and district levels that targeted local authority structures, including councils, Diwans and EOs.

The training programs conducted in the pilot districts on strategic planning, investment programming and annual budgeting may also be regarded as part of the awareness campaign as these materials were used widely in the pilot districts to create awareness among the staff of the EOs, member of the local councils and amongst community representatives.

As part of the Awareness Campaign, the DLDSP issued 6 newsletters, in English, focussing on its activities. The fact that these were not translated into Arabic restricted their access to donors and a highly educated social elite.[18]

8.5.2.2 Challenges: awareness campaign

The proposal for the public awareness campaign came very late in the Programme, nearly 7 months before the end of Phase 2.

The targeting of the civil society through the CTs in pilot districts limited the scale of impact of the Awareness Campaign.

8.6 Lessons: Awareness campaign

A wide campaign is needed to spread the word about decentralization since the concept is known mainly amongst the educated and should be widely understood by the broad public.

The awareness campaign should make use of the mass media.

The means currently being used by the DLDSP should be improved, for example by translating the newsletters into Arabic and distributing them to all actors at the central and local level.

Awareness materials should be produced and distributed at least in pilot districts.

8.7 Recommendations: Awareness campaign

1. The public awareness campaign should be translated into a program with action plans and allocated sufficient fund to implement this plan.

2. The mass media, in particular radio and TV, should be used to spread the message of the decentralization.

3. Civil Society, including NGOs, CBOs and the private sector, should be targeted as potential strong stakeholders, supporters and advocates for decentralization.

4. Arabic versions of the DLDSP newsletters should be produced and distributed widely, especially amongst decision makers in order to increase their awareness of decentralisation and encourage them to take decisions favourable to its promotion.

[18] Responding to the draft of this report, the DLDSP submitted the following comment: “The latest issues of the newsletter were translated into Arabic”.

9. Policy and Strategy

9.1 Objective

The Substantive Revision set out the "Formulation of a strategic framework for the implementation of decentralisation reforms" as its second main objective. This work was to include formulation of a vision to guide implementation, a strategy and agenda for implementation, definition of the strategic roles of different governmental and other stakeholders and the alignment/coordination of major national programs which finance local development. One task of this chapter is therefore to assess the degree to which this objective was reached by the Programme. In addition, this section will assess the implications of the shift in approach from the Programme Document to the Substantive Revision in terms of its impact on programme performance and as a model that might be used in other countries.

9.2 Results

9.2.1 Ouput 1.1 A national strategy and an implementation plan for decentralization and local governance is in place and activated:

9.2.1.1 Achievements

The mission's main finding on policy and strategy is that the DLDSP made major strides in developing the outlines of a draft National Decentralisation Strategy (NDS) and Programme (NDP), but that, despite its impressive work in this area, the draft NDS is not sufficiently widely known, and, where known, is not necessarily well understood, even amongst key decentralisation stakeholders. Furthermore, the team found that the DLDSP had to some degree lost the initiative to other actors in this area of its work by the time of the mission.

Following the Substantive Revision of the Programme Document, the work of the DLDSP went through two phases, the first from 2003 to 2005, when the main focus was on activating the Technical Secretariat within MOLA, activating the DFTs and activating the districts to develop plans and the capacity to perform PEM. With respect to policy formulation, this first phase was one of preparation. Research was undertaken on decentralisation policy and the experience gained from the pilots informed the DLDSP's thinking about the practical challenges that a national decentralisation strategy would have to tackle. Phase 2, from 2005 to 2007, saw the DLDSP focus squarely on policy and strategy work, while continuing with the piloting work in the governorates and districts and using experience there to inform the evolving NDS framework. The main product of this work was the National Decentralisation Strategy (NDS.

The First Draft of the NDS[19] was the product of a collaborative effort led by DLDSP and the Advisory Committee of MOLA, the staff of MOLA and the Education, Health, Agriculture, Public Works and Electricity ministries.

[19] The focus of this analysis is on the First Draft Decentralisation Strategy, English Translation, n.d. From the "tracking" function, it appears that it was first produced on the 24th May, 2006 and

The report begins by setting out the challenge facing decentralization in Yemen. It argues that what is needed over and above the current legal and regulatory system supporting decentralization is a comprehensive, integrated and concerted strategy to be applied over a ten year period ending in 2015, with specific implementation steps. The document recognizes the importance of sustained political support at the highest level for a reform programme of this complexity and duration.[20]

The NDS analyses the current and future possible situations against four main dimensions:

- tasks and functions
- organisational structure
- finance and financial administrative system and
- local authority capacities.

Using an analysis of the gap between the current situation and the vision for decentralization the report identifies constraints to decentralization reforms and then formulates the actions needed to remove these constraints which, taken together, constitute the decentralization strategy.

This four-dimension analysis is undertaken not only for the local authorities, but for all national actors involved in decentralization, including the districts, the governorates, the primary ministries (Local Administration, Planning and International Cooperation, Finance, Civil Service), the sector ministries (Education, Health and Agriculture), the national authorities (Water and Electricity) and the delivery agencies (Social Fund for Development and Public Works Programme). A similar analysis is made of current and potential future donor support for local development.

This is the basic logic of the decentralization strategy set out in the document. It mirrors the logic of the DLDSP itself, namely the focus on building effective local administration through increased transparency and widened participation involving both communities and the business sector, as the means to bring about local development in the form of improved social infrastructure and services, better performing local economies generating more jobs, household incomes and local revenues and better managed and preserved environments, with the overall goal of reducing poverty.

They also make recommendations for an implementation structure for the NDP. This is well illustrated in a set of slides that accompany the NDS. The Inter-Ministerial Committee would monitor and enforce implementation of the reforms by all the involved ministries, national authorities and local authorities. The Inter-Ministerial Committee would receive technical guidance from the Decentralization Policy and Coordination Unit (DPCU), channeled through its Technical Committee (TC). The DPCU will be created as the policy guidance component of a transformed DLDSP, linked to the Inter-Ministerial

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then amended on the 5th November 2007. The team is also in possession of a another, undated, document entitled Draft National Strategy for Enhancing the Decentralization System, but since this document is not as fully developed reference here is made only to the first-mentioned document. A third draft was made available to the team leader after the mission, but the quality of translation is poor, so the focus in the analysis here is on the first draft.

[20] First Draft Decentralisation Strategy, pp. 1-3.

Committee and positioned at the office of the Prime Minister or the Office of the President. The Decentralisation Local Development Programme (DLDP) would be the technical support component of a transformed DLDSP providing technical guidance to the DPCU and supporting MOLA in the implementation of its sub-program. Each primary and sector ministry would be delegated the role of implementing its decentralization sub-program under the supervision of the Inter-Ministerial Committee and the guidance of the Technical Committee, with support from the DPCU and the DLDP & MOLA.

MOLA would guide and support the implementation of its own sub-program which would comprise its institutional restructuring and capacity development. MOLA would also support the implementation of the Governorate & District Local Authority Sub-Programs (GLASP & DLASP). The last three slides set out the framework for policy and regulatory reform, for functional assignment and institutional restructuring and capacity development.

9.2.2 Output 1.3 The coordinated implementation of sector decentralization and its integration into the local authority structure

9.2.2.1 Achievements

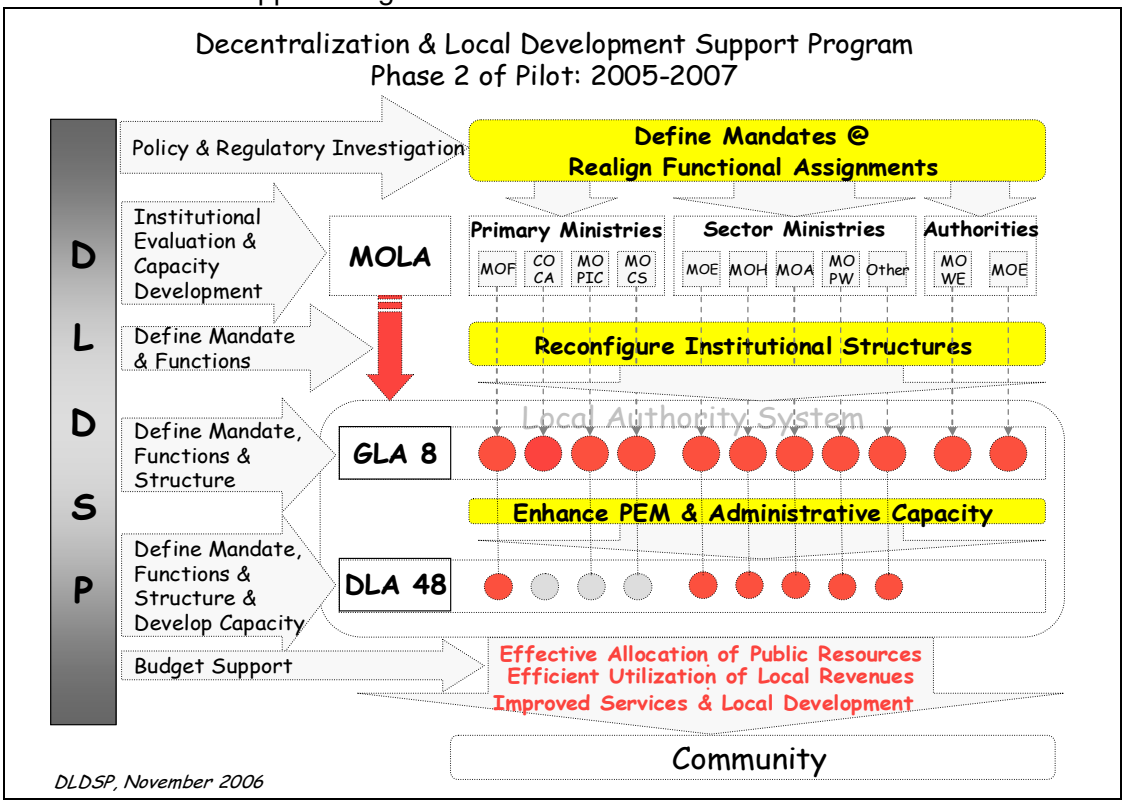
The DLDSP put a great deal of energy into the groundwork for a process of sector decentralization. It will be recalled from Section 4.2 above on the status of decentralization that contradictions between the LAL and laws governing the operation of the primary and sector ministries created overlap and duplication of functions and institutional structures at the governorate and district local authority level, and that this was a major brake on decentralization efforts at this level. The DLDSP sought to tackle this problem by setting up focal points with the ministries involved, namely people from the ministries and authorities identified as the key points of contact for the DLDSP for discussions and the testing of ideas about decentralization. It worked intensively with these focal points to formulate mandates and functions for the ministries that would be consistent with fiscal and sector decentralization.

The scope of the DLDSP's work in this area is well illustrated by a set of PowerPoint slides and matrices. These two sets of materials represent major achievement in themselves. They provide an accessible, visual illustration in summary form of the work of the DLDSP, the current situation of all the key institutions involved in decentralization and how this would change with the realization of a future vision of decentralisation. Figure 1 below reproduces just one of the slides, for purposes of illustration.

This slide illustrates the decentralization process from the perspective of the work of the DLDSP, nationally and in the pilot areas. The left hand column shows the main activities of the DLDSP. The second column shows the local government system, beginning with MOLA at the top and then progressing down to the governorates and districts. The third main column represents the primary ministries, sector ministries and national authorities. The top row in yellow represents the defined mandates and realigned functional assignments of these national institutions, the second row represents reconfigured institutional structures and the third represents enhanced PEM and administrative capacity. Below these rows lie resource allocation, service delivery and local development. Finally, the last row illustrates the beneficiary community.
From the slide, the magnitude of the work of the DLDSP may be appreciated. It highlights those areas of work in a major part of the Programme's energies were

expended during the second phase, between 2005 and 2007, namely on policy, institutional development and capacity building.

Chart 7. DLDSP Support Programme 2005-2007



Taken as a whole, the slides and matrices identify five areas of focus for a national decentralization strategy:

- mandates
- functions
- structures
- capacities and
- finances.

Infrastructure and services are approached through the category budget support, rather than in and of themselves, while the community does not receive attention as a distinct focus. However, it should be noted that the DLDSP is currently working on building Local Councilors capacities to approach and communicate with communities in order to activate the top-down function of the local councilor within the local-government system. These efforts should be connected with the efforts of other organizations at the community level, such as the SFD, to mobilize communities using a bottom-up approach.

The slides summarize the DLDSP's main recommendations in terms of these five dimensions for the primary and sector industries and other authorities involved in

decentralization.[21] Detailed illustrations of functions of national and local institutions under devolution are given for the health sector, the electricity authority and for water resource governance. The slides also illustrate the structure of the reformed governorates and districts and how these relate to de-concentrated and devolved organs of COCA, the Ministry of Finance and the Electricity and Water Authorities. These are provisional designs based on discussions between the DLDSP and the institutions involved, through the focal points.

The team's assessment is that this work, the draft NDS and the slides taken together, represent a very major achievement of the DLDSP. They represent the substantial realization of the aim of formulating "a strategic framework for the implementation of decentralisation reforms" set out in the Substantive Revision of the Programme Document. They provide what is, in effect, an innovative model for decentralisation policy that has the potential to be applied not only in Yemen but wherever the UNCDF seeks to move from the stage of piloting its LDPs within selected pilot areas to policy development and national roll-out of these programmes.

Turning to the wider issue of the shift in approach between the Programme Document and the Substantive Revision, the main findings of the ET are that this shift in programme strategy had both positive and negative effects. A major positive outcome of the shift was that it enabled the team to draw rapidly and effectively on experience gathered in the pilot areas to inform national policy and strategy development. This is a major advance over the more traditional approach to the LDP in which piloting is undertaken for a number of years prior to the results of that experience being drawn into national policy debates, especially where, as is often the case, programme energy and resources go mainly into the pilots with little capacity being devoted to the very major task of national policy and institutional change.

The casualties of this shift in approach were experimentation with infrastructure and service delivery modalities and community participation in development decision taking. The chapter on Planning, Infrastructure and Service delivery shows that the Programme had not substantially completed the implementation cycle at this level. In making this assessment, the ET wishes to underline the fact that this does not reflect poor performance on the part of the MT responsible for this work, particularly since the MT's resources were stretched by a further strategic Programme decision, namely to up-scale the activities of the Programme geographically. Rather, the point being made here is that this result was a consequence of the strategic shift in Programme approach taken by the DLDSP as a result of the re-prioritisation of objectives made in the Substantive Revision. The point being made here is not that this Programme strategy shift was mistaken, but rather that it had consequences for the way in which resources were used and time spent, and this shows most seriously in the failure to complete the full cycle of model testing in the pilot areas, namely in the areas of infrastructure and service delivery. The DLDSP's energy went into activating the districts to perform planning and public expenditure management more effectively and this is where its main successes lie, which has weakened the DLDSP in its dealings with delivery-focussed organisations such as the SFD and the PWP. Testing participatory models of local planning, infrastructure and service delivery more vigorously in the early stages of the programme

[21] These summary recommendations are underpinned by a more detailed description of these dimensions for the governorates and districts in a set of matrices. The relevant documents are entitled GLA Matrix and Strategy 8-29 NYC.

would have strengthened the Programme in this critical area, and enabled it to demonstrate the links between institutional development and capacity building on the one hand, service delivery and poverty reduction. Suggestions as to how this policy dilemma can be addressed in the future, in Yemen and elsewhere, are made in the section below on lessons and recommendations.

9.2.2 Challenges

The very substantial policy and strategy work done by the DLDSP between 2005 and 2007 had not come to full fruition by the time of the mission. Part of the reason for this was that the CTA left the Programme prior to full completion of this work, in October 2007, leaving the work just short of full completion.

Another important reason for the policy and strategy work not coming to full completion was the lack of a sense of full ownership of this work by MOLA. This is despite the fact that the first draft of the NDS was the product of a collaborative effort led by DLDSP and the Advisory Committee of MOLA, the staff of MOLA and other members from main and sector ministries. MOLA's great appreciation for the work of the DLDSP, and simultaneous feeling of a lack of sufficient involvement in and ownership of the Programme, was made clear to the ET during the interviews with MOLA staff, including with the Minister himself. Major efforts to strengthen the capacity of MOLA to take over, progressively, the work of the DLDSP came late in the life of the Programme, notably in the form of an institutional development plan for the Ministry. This very substantial plan is discussed above in Section 5 of the evaluation report. Suffice it to say here that negotiations between the DLDSP and MOLA over this plan had come close to settlement at the time of the mission, but a number of points about the reconfiguration of departments remained to be agreed upon.

The intervention of the President in September 2007 and the response it evoked by MOLA and other actors is another important factor. The President's vision of a new phase of decentralisation that goes beyond what he calls "decentralised administration" to "decentralised governance" presents a potential challenge for the work of the DLDSP. At the time of the evaluation mission, MOLA was in the process of organising a conference on ways to concretely materialise the President's vision, drawing on experience within Yemen and internationally. It was noticeable to the ET that the DLDSP was not party to this organisational initiative, notwithstanding the accumulated experience it had to offer in responding to this challenge. At the same time, the ET appreciated the significance for the future of MOLA taking up this initiative and playing the lead role in driving it forward. The ET interpreted this as a very positive sign in that it signalled the Ministry's determination to grasp the initiative and play what is its constitutional role, namely that of coordinating and facilitating decentralisation in Yemen. The ET concluded that this was a propitious moment for the DLDSP to re-engage with MOLA on a new footing that would acknowledge MOLA's lead role in the partnership. The fact that the DLDSP was formulated precisely as a decentralised governance (rather than a de-concentrated administration) support programme places it in a very strong position to play a support role in this changing national context.

Finally, it was made known to the team that a number of key national decentralisation stakeholders were not sufficiently familiar with, or had not fully come to terms with, the framework set out in the draft NDS. Those actors who had been involved in intense discussions with the DLDSP over the NDS, notably the focal points from the ministries,

were most clearly au fait with its contents. Others who had had more cursory interactions with the DLDSP were not aware of the depth, scope and even the direction of the work and, indeed, appeals were made to the ET for training on this subject. It was also reported to the ET by some actors who had been exposed to the DLDSP slides that they found them difficult to understand and fully absorb and integrate into their own framework of understanding of decentralisation.

Thus, the team concluded that two important challenges remain on the policy and strategy work: 1) to complete the work on the NDS, taking into account the President's vision and the Local Authorities Conference organised by MOLA in December, 2) simplifying and disseminating more widely the NDS itself, including providing focussed training and discussion on the framework with key national actors in government.

9.2.3 Ouput 1.4 Coordinated donor support to the implementation of decentralization reforms and the strengthening of local authorities

9.2.3.1 Achievements

As highlighted in Sections 5, 6 and 7 of this report, on Institutions and Capacity Building, Fiscal Decentralisation and Planning, Infrastructure and Services, another major success of the DLDSP was in the piloting of institutional development and capacity building in the district authorities. This enabled it to persuade other donors to fund the up-scaling of the programme to more governorates and districts. It enabled the UNDP/UNCDF to play a pivotal role in the harmonisation of local development initiatives, an important objective of development support in the post-Paris Declaration period. Early up-scaling of this kind helps overcome the spatial and methodological fragmentation that characterises donor-supported local development initiatives in many countries.

9.2.3.2 Challenges

At the same time, donor coordination and the up-scaling of programme activities put enormous pressure on the DLDSP, notably its Mobile Team, by greatly expanding the scope of its work at a time that it had not fully completed its piloting work, notably in the areas of infrastructure, service delivery and community involvement in development planning, implementation, monitoring and evaluation.

A challenge for the Programme is to make a clear distinction between piloting and up-scaling activities. The objectives of piloting are to test models and extract learning from them for national policy and strategy development and to provide a basis for up-scaling of these activities across a wider geographical field. DLDSP team members argued that the aim in this area of infrastructure and service delivery was not to pilot this work in-house but rather to form partnerships with other organisations more specialised in these areas and to work with them. It may equally be argued that completing piloting of infrastructure and service delivery earlier in the Programme's life cycle, in the original pilot governorates and districts, would have strengthened the DLDSP, notably in its negotiations with service delivery-focussed agencies such as the SFD and the PWP. These alternatives would be worth testing out in the next phase of the DLDSP and/or in other countries with LDPs.

9.3 Critical factors affecting results achievement

The main critical factors affecting the achievement of the policy and strategy results area are the loss of the CTA near the end of the second phase of the Programme, insufficient in-house capacity on the part of MOLA to take over ownership of the NDS[22] and the challenge presented to the NDS by the President's vision of decentralised governance, which required a review and amendment of the NDS just at the moment when the main driver of policy and strategy work within the DLDSP left the organisation.[23]

9.4 Sustainability

The sustainability of policy development depends critically on the existence of political will at the highest levels, the capacities of policy advisors inside and outside government, the capacity and championship of the oversight and the implementation agencies of a programme and the capacity and willingness of government ministries involved to move forward with decentralisation reforms.

The President of Yemen has demonstrated clear commitment to a far reaching set of reforms leading to "decentralised governance" and, while he remains in office, this is an exceptional opportunity for those seeking to sustain decentralisation reforms in Yemen.

With the loss of the Chief Technical Advisor within the DLDSP responsible for policy development, much will depend on the capacity of his replacement to continue this work. Delays in the appointment hold the danger of undermining the excellent foundations laid by the Programme.

A critical factor in determining whether decentralisation reforms are carried forward will be the leadership and drive of the Inter-Ministerial Committee charged with this function and the quality of support given to it by the proposed DPCU.

The successful implementation of the institutional development and capacity building plan for MOLA will play an important role in determining the longer term sustainability of policy development within the ministry.

9.5 Lessons

1. The main lesson from the DLDSP's policy and strategy work is that it is, indeed, possible to effectively combine policy and strategy work with the piloting of decentralisation at an early stage, and that policy work can be greatly enriched by the learning experiences gathered from the pilots at this early stage.

2. Another is that the UNDP/UNCDF can play a pivotal role in realising donor harmonisation in the area of local development, but this means that they need to take an early lead in this area of development support and that they have the capacity to coordinate donor support effectively.

3. It is important to ensure that not only institutional development and capacity building of local government is piloted in the first stage of a programme, but that this is paralleled

[22] In commenting on the draft report, the DLDSP made the point that the new team in MOLA was in place from December 2007.
[23] According to the DLDSP's comments on the draft report, the NDS is currently (June 2008) UNDER REVISION BY A joint team including the DLDSP.

by support for the piloting of modalities that address participatory planning, infrastructure and service delivery. Demonstrating the link between capacity building, service delivery and poverty reduction should remain at the forefront of a programme's efforts. Without this, there is a danger that capacity building assists government officials without this necessarily translating into improved services that address the needs of the poor.

4. It is important for a programme team to establish and maintain strong working relationships with its government partner and establishing a clear process and sequence for institutional development, capacity building and the hand over of programme activities to this partner at the outset is one way of doing this, and continuing close contact and constant reappraisal of mutual capacities and roles is another.

5 To do all of the above requires a sufficiently well resourced and staffed programme team, effective, creative and dynamic team leadership and a sound relationship between the UNCDF and UNCDF and between the team and its government partners. Without sufficient resources, up-scaling from incomplete piloting experiences, notably in the areas of planning, infrastructure and service delivery, can leave a programme team vulnerable to exhaustion and possible take over from delivery-focussed organisations that are not fully conversant with the LDP approach or the importance of building institutions and capacities at the level of local government

9.6 Recommendations

At the time of the mission, the DLDSP was in an interregnum and facing new challenges and opportunities that made it difficult to bring to fruition its work, notably in the policy and strategy context. Recognising the importance of rapid action at the time, the ET met with the DLDSP and UNDP to suggest a number of immediate steps to address the most urgent of these challenges and opportunities, for example support to MOLA in its preparations for the Local Authorities Conference in Aden in December 2007. The time has now passed for some of these actions so that only those recommendations that remain relevant (early February 2008) are listed below.

1. Appointment of the new CTA is an urgent step, already in motion at the time of the mission, but not finalised at the time of completion of this draft report. It is important that MOLA be kept closely informed of this process.

2. The DLDSP should give high priority to completing the work with the focal points in the ministries and other national authorities and draw this into a revised NDS and NDP, incorporating the work that MOLA has undertook at its conference in December 2008.

3.The DLDSP should formulate and implement a plan for the simplification and dissemination of an amended (in the light of discussions on the President's vision) NDS, starting with the key national actors in the President's Office, in the Inter-Ministerial Committee driving decentralisation and moving to the ministries and other national and local institutions involved. This strategy should provide the ground-work for a national campaign to publicise and promote decentralisation.

4. Once the new CTA has been appointed, the DLDSP should enter into discussions with MOLA, through the Inter-Ministerial Committee, over the plan and time frame for the restructuring of the DLDSP set out in the National Decentralisation Strategy (the splitting

of the DLDSP into Decentralization Policy and Coordination Unit (DPCU) and the Decentralisation Local Development Programme (DLDP).

5. The institutional development and capacity building plan for MOLA should be ratified and vigorously implemented in accordance with a plan and time frame drawn up and agreed to between the DLDSP and MOLA for the gradual handing over of responsibilities for Programme implementation over the remainder of its life, connected with the restructuring of the DLDSP envisaged in recommendation 4 above.

6. The DLDSP should increase the involvement of the MOLA officials in the current piloting work with a view to gradually handing over responsibility for the up-scaling of the district and governorate reforms as MOLA gains the capacity to do this, in terms of the hand over plan suggested in point 5 above.

7. On the basis of the revised National Decentralisation Strategy and Programme and hand over plan, the DLDSP should mobilise support from donor for the planned up-scaling of Programme implementation across governorates and districts in a manner that supports the NDS and NDP.

10. Overall findings, lessons and recommendations

10.1 Overall findings

Returning to the core question posed in Section 2.2, the overall findings of the evaluation mission may be summarised as follows:

The team found that the work of the DLDSP has:

- Very substantially strengthened good local governance through its efforts to activate the district authorities around public expenditure management, and that this needs to be deepened through increased direct community involvement in decisions around infrastructure and service delivery.
- Very effectively built institutional capacity within the districts for budgeting and planning, and that further work is needed to demonstrate conclusively that this translates into more efficient and effective service delivery that is relevant to poor communities, most notably in the spheres of economic and environmental improvement, and also within the area of service delivery.
- Very substantially supported national decentralisation policy & strategy formulation and now needs to complete this work, align it to the President's vision and make it known and understood amongst key decentralization actors and the public across Yemen.
- Demonstrated that its approach to decentralized social service delivery can meet the needs of poor communities at lower cost than centralized delivery, but has yet to demonstrate this in the case of economic and environmental projects and
- Not yet demonstrated conclusively that it can produce services at lower cost than other approaches such as those pursued by the SFD and PWP, but has shown that it is able to produce them at comparable costs, and that its approach holds the promise of being more sustainable over the longer term that other approaches with the same objectives.

10.2 Programme level lessons

1. The DLDSP has demonstrated the feasibility and desirability of combining piloting with national policy and strategy work from an early stage of a LDP's implementation. The advantage is that the lessons drawn from local piloting can be drawn directly into policy and strategy formulation as they emerge rather than coming three to five years later, which has tended to be the case with many other LDPs. To apply this approach effectively requires a substantial and well capacitated team if aspects of the piloting work are not to suffer, as has been the case with the infrastructure and service delivery dimensions of the programme in Yemen.

3. The experience of the DLDSP shows how it is possible to combine a DEX modality with a substantial element of NEX, in the form of the DFTs and CTs, made up of governorate and district staff respectively, who act as agents of change within government structures themselves, and that it is important to involve the leadership of

the government structures fully in the selection of these agents of change, while ensuring that the selection process is not impaired by patronage.[24]

4. The inappropriately named "shadow team" represents an attempt to apply the same idea, namely mobilisation of change agents within government, to MOLA, but the lesson in this case is that capacity building within a programme's partner ministry needs to begin early, so that the ministry becomes an active partner and takes ownership of the piloting and policy development work progressively from an earlier stage of the programme.

5. The UNDP/UNCDF can play a pivotal role in donor coordination, within and outside the UN Family, and this can help overcome the widespread problem of duplication, fragmentation and geographical unevenness of local development that characterises many developing countries. To achieve this requires a well capacitated, dynamic team, deeply embedded within government, with strong support from the UNDP and the resources to sustain its work over a sufficiently long period.

6. The UNDP/UNCDF should ensure that new leadership comes into office at the time of the decommissioning of existing leadership, rather than allowing a long interregnum, which creates uncertainty and a loss of momentum that can destabilise a programme's work.

10.3 Partner specific lessons

1. The existence of a strong, mutually supportive, relationship between the UNDP and UNCDF, based on a division of labour in which the UNCDF manages and disburse funding for all capital investment and international technical advisory support, while UNDP manages and disburses are funding for national capacity building and certain policy related advisory activities is important to the durability and success of a programme.[25] In Yemen, the UNDP went to some degree beyond these roles as stipulated in the Guidance Note, in that it helped secure the positioning of the programme within national government, being able to connect at a higher level politically than DLDSP staff when this was needed. While this basic division of labour in Yemen was appropriate, there remain a number of operational areas in the relationship between the two organisations that need further clarification.[26]

2. The programme team put in place by the UNCDF, supported by the UNDP, can play an important role in coordinating the local development activities of other agencies within

[24] In its comments on the draft final report, the DLDSP questioned whether a NEX element exists in the programme. The element of national execution being referred to in this paragraph is the involvement of the DFTs and CTs in the work of the DLDSP in the districts. These teams are made up of staff selected from the governorates and districts to undertake the work of activation initiated by the DLDSP. It is in this sense that an important element of national execution has grown out of the programme.

[25] These roles are set out in the UNCDF/UNDP, Guidance Note, 2007, p. 3.

[26] In its comment on this section of the draft report, the DLDSP indicated that it remains a challenge to ensure that that operational policies and procedures contribute to DLDSP's ability to deliver effectively and that, importantly, consideration should be given to setting of Daily Sustenance Allowance (DSA) rates closer to actual costs in the field. This is important because the field work constitutes a substantive component of the programme.

the wider UN family, an example of which is the work of UNICEF, an agency now working with the DLDSP to pilot service delivery through the local authorities.

3. With respect to the DLDSP's partnership with government, the main lesson is that it is critical to ensure a strong sense of ownership by government, notably the main implementing partner, early in the process and to establish clear milestones for the transfer of programme activities to the government partner, linked to indicators of increased capacity in government to take over the programme implementation.

4. Equally, a Programme team requires the support of a higher level authority within government than a ministry to ensure that other ministries, notably those responsible for finance and the delivery of services, cooperate.

10.4 Factors affecting successful achievement of results

1. Having a substantial, capacitated, well motivated and well equipped team led by a capable, strongly motivated and innovative leader are the key factors determining the success of the DLDSP from within the programme.

2. A supportive relationship between the UNDP and the Programme team, based on a clear division of labour between the two is important to the success of the programme, notably in terms of its positioning within government and in terms of mobilisation of bi-lateral donor support.

3. The willingness of a number of major donors to support the DLDSP is another critical factor that has affected the success of its achievement of results.

4. There are a number of other important national actors pursuing local development through parallel processes and structures', notably the SFD and the PWP. Their involvement in the Programme has been essential to its up-scaling.

5. Having a strongly supportive national political leadership, the President in the case of Yemen, and a conducive legal framework, in the form of the Local Administration Law, and good working relationships with the ministries involved are important external factors affecting the successful achievement of results.

6. Decentralisation programmes are complex and meet with obstacles from vested interests in some quarters of government. Having the long term commitment of national political leaders and major donors is important to achievement of success.

10.5 Sustainability of results

The DLDSP has demonstrated the feasibility of its decentralisation model, as represented in the pilot governorates and districts. Sustaining the DLDSP's initiative and turning it into a national-wide decentralisation programme that becomes thoroughly embedded within the structures and practices of government is going to require considerable commitment by the main actors over a good number of years.

The President's of Yemen's vision of a decentralised governance system augurs well for the sustainability of the DLDSP's work, but it is now critical for the project to respond to this call, in partnership with MOLA.

Building the capacity of MOLA to take over its role of decentralisation is perhaps the most critical next challenge for the DLDSP, without which the sustainability of the initiative and hence of decentralisation in the country could be placed in jeopardy.

From the side of the UNDP and UNCDF this will require support for the continuation of the work of the DLDSP for at least the next few years, with the quality of leadership that has been present within these organisations up to this point. From the side of the donor community, this will require widened coordination and the pooling of local development support efforts through the donor coordination structures established by the DLDSP.

Especially important will be to ensure that the SFD and the PWP not only continue to support the work of the DLDSP but that they take the decision to channel their funding and efforts on a progressively increasing scale through the LADF as the main vehicle for local development.

10.6 Strategic partnerships and positioning

At the time of the mission it was clear that the DLDSP has to some degree lost the initiative in terms of its policy and strategy work. There is a need for the DLDSP to re-position itself in relation to the President of Yemen's vision for decentralised governance. This means making clear how its considerable stock of work on policy and strategy relates to the President's central idea of decentralised governance and to ideas that may have emerged from the Local Government Conference hosted by MOLA in December 2007.

The DLDSP has proposed a mutation of the programme into two components, a DPCU and a DLDP. The DPCU would be positioned at the office of the Prime Minister or the Office of the President. Through the Technical Committee, the DPCU would give technical guidance to the Inter-Ministerial Committee, which itself would be responsible for monitoring and enforcing implementation of the reforms by all ministries, national and local authorities. The DLDP would be the technical support component of a transformed DLDSP providing technical guidance to the DPCU and supporting the Ministry of Local Administration to perform its role in the coordination and implementation of the decentralization reforms.

This recommendation makes a good deal of sense and should be pursued. It would ensure both the continued support of the DLDSP (in its incarnation as the DLDP) to MOLA, enabling the Ministry to play its role in the coordination and implementation of decentralization reforms, and (in its incarnation as the DPCU) provide continued technical support to the Inter-Ministerial Committee, a body with sufficient weight to ensure that all ministries and authorities vigorously pursue their decentralization mandates.

10.7 Future UNDP and UNCDF roles

The UNDP currently provides core support to the DLDSP enabling the program to function at the policy, institutional and capacity development levels. The UNDP also supported the program by initiating dialogue with other potential donors including USAID, the Netherlands Embassy and the World Bank. It plays a critical role in the strategic positioning of the DLDSP based on its access to national government at the highest levels. These roles should clearly be rooted in close collaboration with the DLDSP country officers, as is set out in the Guidance Note of the 2nd November 2007, to ensure close alignment between any initiatives taken by the UNDP at government level and the DLDSP's work. The UNDP also can also play an important role in building partnerships between the programme and other UN agencies, again in close collaboration with the DLDSP. This has happened in the case of UNICEF and the should be investigated in relation to others whose work is connected with that of the DLDSP.

UNCDF developed the scope and technical methodologies of the program, was designated as the executing agency for the Programme and provided capital financing to initiate it. UNCDF funds DLDSP access to specialized UNCDF expertise and finances its core technical team and to carry out strategic policy studies in support of strategy formulation. The UNCDF provides strategic technical guidance to the Programme on capacity development at the local level and guidance on policy formulation.

The current division of labour between the UNDP and the UNCDF is appropriate and should be continued, based on an explicit understanding of this division and corresponding allocation of roles.

Essentially, this means that the UNDP should continue to play the role of providing core support to the DLDSP enabling the program to function at the policy, institutional and capacity development levels and supporting the strategic positioning of the DLDSP within the country. Efforts should be made to ensure that operational dimensions run smoothly, notably in terms of the financial arrangements between the organisations. The UNCDF should continue to bring its exclusive UN capital investment mandate, advice on its LDP model and strategic support on the design of the national decentralisation programme. Its main focuses should continue to be on management of the piloting, policy and strategy development and coordination of donor support to local development through its programme.