



Yemen

Education Sector Plan

2024-2030

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Foreword by the Minister of Education

We are pleased to share the Ministry of Education Plan “Education Sector Plan 2024-2030”, which represents the National Strategic Framework for Education Development in Yemen. It clearly defines the priorities and future directions of this pivotal sector, given the complex and unprecedented challenges facing the education system.

This ESP comes in response to the need for a comprehensive strategic framework following the conclusion of the Transitional Education Plan. It serves as an effective tool for directing international funding and organizing donor support, in line with the country’s overall direction. It also reflects our country’s commitment to the Sustainable Development Goals, particularly SDG 4, which aims to ensure inclusive and equitable quality education for all and promote lifelong learning opportunities.

Based on our deep awareness of the critical nature of this phase, we have been keen to adopt a broad participatory approach in preparing the plan, involving various stakeholders from the education sector personnel, and local and international partners. The ESP was developed based on a scientific approach that takes into account realism, actual needs, feasibility, and measurability. Hence the plan serves as a comprehensive national reference that reflects the spirit of consensus and translates collective commitment into education development.

Through this ESP, we aspire to establish a strategic partnership framework that enhances the quality of education, meets the aspirations of future generations for a better future, and enshrines the principles of good governance, efficient use of resources, linking funding to performance, and enhancing transparency and development outcomes.

The plan also embodies the government’s priorities in the education sector and emphasizes the need to coordinate efforts and roles among various partners. It aims to ensure consistency in planning, financing, implementation, monitoring, and evaluation, while avoiding overlap and duplication, through effective joint regulatory mechanisms.

The ESP is articulated around five main Priority Programmes that constitute the pillars of educational transformation: access, quality education, early childhood, governance, and literacy and alternative education.

Finally, we express our deep thanks and appreciation to the Ministry of Education technical planning team, all those working in the education field, and our local and international partners, who contributed with all commitment to the development of this plan.

We reaffirm the Ministry of Education's commitment to leading the implementation of the ESP and working to achieve its objectives to serve the nation's aspirations for comprehensive and quality education.

Mr Tariq Al Akbari
Minister of Education
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Acronyms and abbreviations

AAGR	Average Annual Growth Rate
AE	Alternative Education
ALP	Accelerated Learning Programme
AWP	Annual Work Plan
BLN	Basic Literacy and Numeracy Programme
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CPD	Continuing Professional Development
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
DEO	District Education Office
DPG	Development Partners Group
EAP	East Asia and Pacific
ECA	Europe and Central Asia
ECE	Early Childhood Education
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ERDC	Educational Research and Development Centre
ERW	Explosive Remnants of War
ESA	Education Sector Analysis

ESP	Education Sector Plan
FMC	Father and Mother Councils
FY	Fiscal Year
GA	General Administration
GDP	Gross Domestic Product
GEO	Governorate Education Office
GoY	Government of Yemen
GER	Gross Enrolment Rate
GPE	Global Partnership for Education
GPI	Gender Parity Index
HDI	Human Development Index
HR	Human Resources
ICT	Information and Communication Technology
IDP	Internally Displaced Person
IIEP	UNESCO International Institute for Educational Planning
IRG	Internationally Recognised Government
JAR	Joint Annual Review
KG	Kindergarten
KPI	Key Performance Indicator
LAC	Latin America and the Caribbean
LAEO	Literacy and Adult Education Organisation
LEG	Local Education Group
M&E	Monitoring and Evaluation

MEL	Monitoring, Evaluation and Learning
MENA	Middle East and North Africa
MYOP	Multi Year Operation Plan
MoE	Ministry of Education
N.A.	Not Applicable
ND-GAIN	Notre Dame Global Adaptation Initiative
NFE	Non-Formal Education
NLSA	National Large-Scale Assessments
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Cooperation and Development
OOSC	Out of School Children
PC	Partnership Compact
PFM	Public Financial Management
PIRLS	Progress in International Reading Literacy Study
PISA	Programme for International Student Assessment
PMU	Programme Management Unit
PP	Priority Programme
QAF	Quality Assurance Framework
SAR	South Asia Region
SDGs	Sustainable Development Goals
SDP	School Development Programme
SSA	Sub-Saharan Africa
TBD	To be determined

TEP	Transitional Education Plan
TES	Transforming Education Summit
TEVT	Technical Education and Vocational Training
TIMSS	Trends in International Mathematics and Science Study
TLM	Teaching and Learning Materials
TLR	Teaching and Learning Resources
ToC	Theory of Change
ToT	Training of Trainers
TTI	Teacher Training Institute
UAE	United Arab Emirates
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
UNHCR	United Nations High Commission for Refugees
USAID	United States Agency for International Development
USD	United States Dollar
WASH	Water Sanitation and Hygiene
WB-WDI	World Bank – World Development Indicators
WHO	World Health Organisation
YER	Yemeni Riyal

Introduction





Introduction

The Yemen Education Sector Plan (ESP) 2024-2030 has been developed during a turbulent time, overshadowed by the aftermath of years of internal conflict as well as the disruption of the global Covid-19 pandemic that broke out in 2020. Most recently, events on the international and regional stage have taken a darker turn, with the protracted conflict in Ukraine, violent conflict in Gaza, and a resurgent crisis in Syria adding to and exacerbating national challenges.

As will be elaborated in the coming chapters, Yemen continues to grapple with the dire consequences of prolonged conflict, which has resulted in widespread and overlapping humanitarian, economic, and political crises. Yemen remains beset by one of the world's worst humanitarian emergencies, with over two-thirds of the population living in or at risk of multidimensional poverty, between 1.5 and 3 million people being displaced, and disease outbreaks, water scarcity, and malnutrition posing severe threats to the population. The impacts of climate change and other natural hazards compound these challenges. On the economic front, Yemen's reliance on oil revenues and grain and other imports have left the economy vulnerable to external shocks, fuelling inflation and currency depreciation, which in turn are exacerbating poverty, food insecurity, and unemployment. At the political level, relations between the internationally recognised government (IRG) and Sana'a authorities remain unresolved, contributing to uncertainty and complexity within the operating environment.

The knock-on effects on education are severe. The recent Education Sector Analysis (ESA) shows that over 2.7 million children – over half of whom are girls – are out of school. For those children who are able to attend school, acute shortages of adequate infrastructure, school supplies, and teaching staff critically constrain effective learning. Learning outcomes are consistently the lowest in the region.

Despite these formidable and multidimensional pressures, Yemen has continued to strive towards delivering on its commitments to achieving Sustainable Development Goal 4 for Education (SDG4) – to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. These commitments were reaffirmed at the *Transforming Education Summit (TES)*, held in New York in 2022, at which the Government of Yemen pledged its determination to deliver on five core priorities until 2030, namely: enabling all children to obtain quality and safe education, bridging the gender gap and focusing on creating an attractive and positive school environment for children with special needs; promoting learning and skills for life, work and sustainable development; elevating teachers, teaching and the teaching profession; advancing digital learning and transformation; and safeguarding the financing of education.

This ESP encapsulates these pledges in a strategic, systematic, and actionable form. While objectively facing up to the scale of the challenges, strong government leadership and commitment have come together in a shared resolve to prepare one unified, whole-of-Yemen plan for attaining education goals across the entire country. Shaped by a clear vision on the plan priorities and strengthened by the

meaningful participation of a broad number of government, development partner and other stakeholders, the ESP has been developed through a well-organised process, drawing on the expertise of national teams in both Aden and Sana'a, which has fostered consensus on key issues and solutions, and built strong ownership of the resulting plan.

The ESP represents the culmination of a two-year process of development. The outcome is a six-year national plan (2025-2030) for the whole country, encompassing early childhood education (ECE), basic education, secondary and non-formal education. Building on the lessons learnt from implementation of the Yemen Transitional Education Plan (TEP) (2019-2023), recommendations from the TEP Review (2023), and insights from the ESA (2023), the ESP represents a strategic shift from a shorter-term, humanitarian plan to a longer-term, broader development focus.

To this end, the ESP recognises the urgent need to rebuild the basic foundational blocks of the education system which have been so badly ravaged by the war years. This will entail an ambitious agenda of infrastructure development to increase access, and extensive teacher and personnel training to enhance quality and learning, together with a raft of analytical studies and institutional reforms at central and sub-national levels to inform and underpin efficient and effective implementation of these programmes.

As a strategic priority, the MoE will build on the positive results of the TEP, sustaining and further capitalizing on the past efforts of recent years. The main thrust will be on compulsory education, with the aim of increasing enrolment at basic and secondary levels and bringing more children into the mainstream system, which in turn will have a knock-on effect on reducing the number of children out of school. At the same time, the ESP will also pursue programmes on ECE and non-formal and alternative education (AE) as key steps towards expanding education coverage over time.

The ESP also includes reinforced measures for *improving learning outcomes*, both through building foundational skills in the early years and building 21st century 'soft' skills essential for success in life after school and transition to the workplace. The focus will be on institutionalizing formative assessment to continuously measure student progress and utilising the results to improve teaching and learning practices, with provision of remedial classes for students who need help to catch up.

The ESP also adopts measures to promote *girls' participation* in education. These include expanding the Rural Female Teachers programme as a core strategy, updating standards to ensure that school and WASH infrastructure is gender-sensitive, enabling safety, dignity and privacy for girls, and launching community advocacy campaigns to encourage parents to send their children, particularly girls, to school. Curriculum and pedagogy innovations in teacher training and supervision, as well as training in gender-responsive pedagogy for teachers, school leaders and supervisors, will also strengthen the gender-responsive approach. Analytical studies on the causes of girls' dropout after underage marriage and on women's leadership in the Ministry at all levels will also fill knowledge gaps on gendered barriers in the sector and will be used to further inform development of a girls' education policy.

The ESP also takes note of the traumatizing impacts the long-term conflict and insecurity have exacted on both learners and teachers, and introduces actions to promote *well-being* in schools, including

strengthening health and social services to provide psychosocial and other support, as well as introducing modules on social and emotional learning in non-formal education settings.

Recognizing the value of decentralized approaches in improving local level engagement and accountability for results, the ESP also builds on the existing *school-based management* programme, to further improve and develop the role of the school and the local community. Making schools more in tune with and responsive to locally-understood needs is viewed as a key lever to increase demand for education and improve learning outcomes. The ESP sets out measures for enhancing the governance, responsibilities, and decision-making capacity of school leaders and community bodies for school management, including school-level involvement in the planning, implementation, monitoring, and evaluation aspects of the educational process.

The ESP also capitalises on the potential of *digital innovation and educational technology* to promote learning, support training, and streamline systems. A national strategy for digital learning will be developed, encompassing ECE, non-formal, and general education, and will include launch of an electronic education platform to produce/disseminate digital programmes for teacher and student learning, including an on-line support forum for women teachers and consideration of cyber protection for girls, as well as provision of computer and robotics labs in selected schools. At systems level, the Ministry of Education will also explore opportunities for moving from a paper-based to an online data entry system to streamline the flow of data from the school to the central level and strengthening monitoring, evaluation, and institutional learning (MEL).

As a country highly vulnerable to the devastating impacts of *climate change and other hazards*, Yemen also grasps the urgency of protecting education investments against sudden- and gradual-onset crises, ensuring system resilience and continuity of learning in emergency situations. The ESP integrates disaster prevention, awareness, and mitigation measures across the five priority programmes, including in infrastructure design, curriculum development, mapping of climate change risk in EMIS, and preparation of school-based disaster reduction plans.

With scale and efficiency of education financing a key challenge, the ESP also recognises the catalysing potential of *partnerships, including with the private sector*, in order to leverage results and maximise impact. For ECE, MoE will encourage the role of private KG providers and assess the feasibility of community partnerships to enhance access. MoE oversight of private basic/secondary schools will also be expanded. In the non-formal sub-sector, partnerships with local businesses will be established to facilitate internships and apprenticeships for boys and girls and provide literacy opportunities and training for workers in private sector institutions. The ESP also includes measures to strengthen coordination mechanisms with other ministries and help harmonise development partner support in line with ESP goals.

Against a backdrop of rising global and regional instability and national uncertainty, the process of developing the new ESP to incorporate a rebuilding and innovative agenda has been long and challenging. The Ministry of Education takes pride in both the rigorous process, and also the robustness of the Plan produced. The Plan is a reflection of national ownership of one education plan for one Yemen for all children in the country, the nation's most precious resource.

Critical to fulfilment of the ESP vision, delivery of the TES commitments, and achievement of the SDG 4 goals by 2030, will be securing adequate financing, both domestic and external, that is fully aligned with the ESP strategies and targets. Recognizing the difficulty of accurate financial forecasting in a dynamically shifting environment, the ESP sets out two budget scenarios, one based on a more cautious estimation of funding flows, and a second based on a more optimistic – though increasingly doubtful – outlook. While the current climate suggests that the first scenario is the more realistic at this point, contingency planning for the second scenario is in place should prospects tangibly improve.

The Ministry of Education is indebted to all stakeholders for their close engagement in the development of the ESP. Particular thanks are due to the skilled MoE technical teams, under the strategic leadership of the Director of Planning, for devoting their time and expertise to the planning process; to the UNESCO International Institute of Educational Planning (IIEP) Head Office in Paris and UNESCO Regional Office for UN Coordination for the Arab States in Beirut for their invaluable technical and strategic support; to the Global Partnership for Education (GPE) for their financial and advisory assistance; and to the Local Education Group (LEG), and all development partners for their staunch and ongoing support.

The scale of the challenges ahead are not to be underestimated. Yet with the committed and coordinated efforts of all valued partners in supporting implementation of the plan, the ESP provides the pathway for the children of Yemen to achieve the brighter future they deserve, with a better chance to fulfil their rights to a quality education, to enjoy the benefits that education brings, and to contribute impactfully to the development of their country.

The next chapters set out the ESP context, vision, priority programmes, costing, and MEL framework as follows:

- *Chapter 1: Situation Analysis of the education sector*, which reviews the geographic, political, socio-demographic and macroeconomic context in which the ESP will be implemented, followed by an overview of the current status of the education sector, based on the key findings of the most recent ESA (2023).
- *Chapter 2: Vision, policy priorities, and strategies*, which provides an overview of the strategic directions of the ESP.
- *Chapter 3: Priority programmes*, which details the five components of the ESP, namely:
 - *Priority programme 1*: Access, participation, and equity in basic and secondary education.
 - *Priority programme 2*: Quality in basic and secondary education.
 - *Priority programme 3*: Early childhood.
 - *Priority programme 4*: Governance and institutional structure in general education.
 - *Priority programme 5*: Literacy and alternative education.
- *Chapter 4: Cost and financing of the ESP*, which breaks down the costs of the ESP, how it will be financed, and the anticipated funding gap.
- *Chapter 5: Implementation, monitoring, evaluation and learning arrangements*, which describes the M&E framework, along with implementation and institutional learning arrangements.
- *A set of three annexes* which outline:
 - *Annex 1*: Risks and mitigation measures for plan implementation.
 - *Annex 2*: Communication strategy.
 - *Annex 3*: Additional tables from the simulation model (Chapter 4).

1. Situation analysis of the education sector





1. Situation analysis of the education sector¹

1.1 Context

Yemen's continuing internal conflict has created one of the worst humanitarian crises in the world.

The eruption of violent conflict in Yemen in 2014, following many years of political instability, has exacted a heavy toll on the country's economy, social fabric, and individual lives and livelihoods. In addition to continuing security risks, food insecurity, high rates of severe malnutrition, and lack of safe drinking water and sanitation, all combine to create conditions of extreme hardship for the majority of the population as the crisis goes on.

The impacts of the crisis on Yemen's children are particularly acute. On top of the risks they face to their health, safety, and survival, education has become an unaffordable expense for many struggling families. With many schools destroyed, damaged or taken over for other purposes, a severe shortage of teachers and textbooks, and teachers going untrained and often unpaid, the country faces an education crisis, which threatens not only the individual futures of Yemen's children, but also the national future of the country and its prospects for recovery and development.

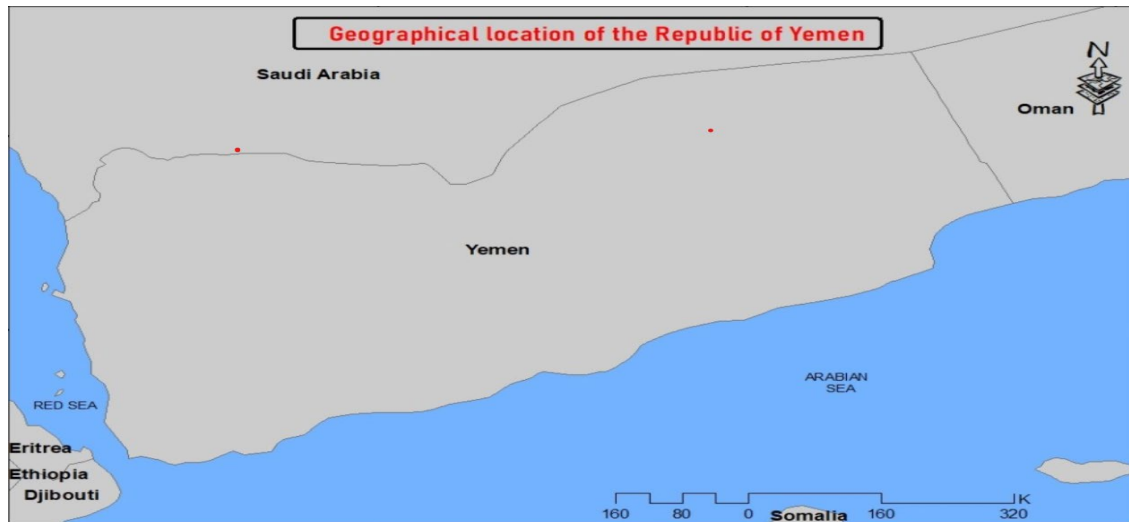
These factors together have dimmed optimism amid earlier signs of recovery, and highlight the enormous contextual challenges in the operating environment that the Ministry of Education (MoE) has taken into account in the design of the ESP.

This chapter provides an overview of the geographic, political, socio-demographic and macroeconomic context in which the ESP will be implemented, followed by an overview of the current status of the education sector, looking at issues and challenges relating to access and equity, the quality of education, and governance and management. Geographic, political, social, demographic, and economic landscapes have profound implications for development of the education sector and sector planning.

1.1.1 Geographical context

Yemen is situated in the Middle East and North Africa (MENA) region, on the southern tip of the Arabian Peninsula between Saudi Arabia and Oman and bounded by the Arabian Sea/the Indian Ocean to the south and east, and Saudi Arabia and the Red Sea to the north and west, as shown in map 1.1. The population of 31 million people in 2021 is unevenly spread over a land mass of 555,000 square kilometres, with the easternmost governorates the least densely populated, geographically larger, and geographically dispersed. Yemen is administered through 22 governorates, sub-divided into 333 districts.

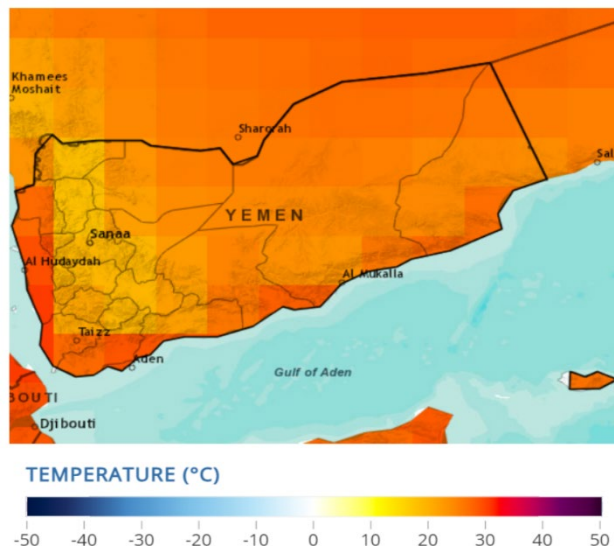
Map 1.1 Geographical location of Yemen



Source: MoE.

Yemen is facing more frequent and diverse natural hazards and is highly vulnerable to climate change-related impacts including drought, severe floods, pest and disease outbreaks, changes in rain patterns, increased frequency/intensity of storms, and rising sea levels (UNDP, n.d.). The 2020 Notre Dame Global Adaptation Initiative (ND-GAIN) index ranked Yemen as the 22nd most vulnerable country to the impacts of climate change and the 12th least prepared country (University of Notre Dame, 2021). Depending on different emissions scenarios (see map 1.2), the average annual temperature in Yemen is expected to rise by 1.2°C to 3.3°C by 2060 (World Bank, 2022a). The effects of climate change on the education system are expected to become more severe in the coming years and therefore need to be urgently addressed in the ESP.

Map 1.2 Projected distribution of temperatures* in Yemen



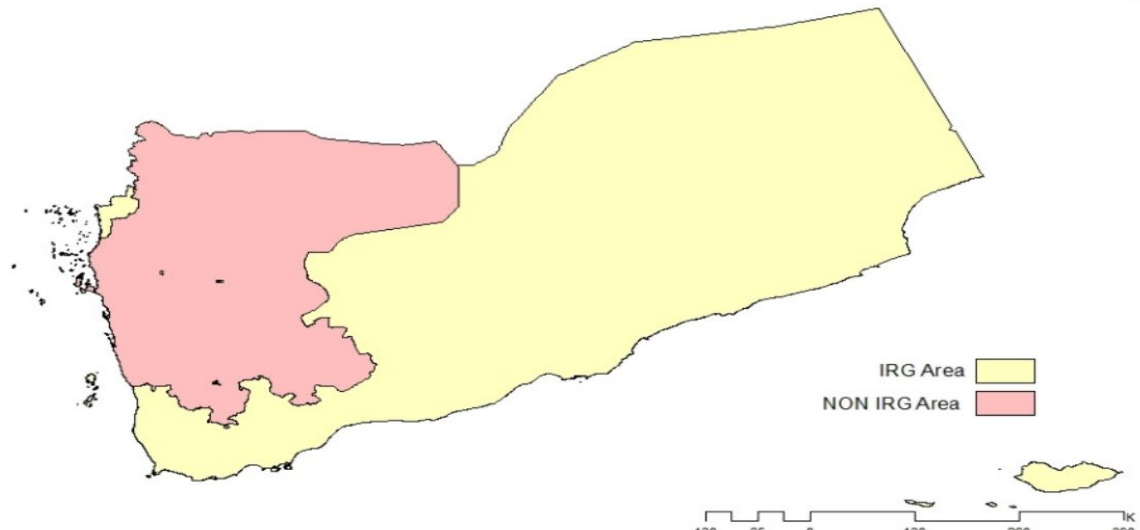
Source: World Bank, 2021a.

Note: * This figure reflects projected climatology of mean surface air temperature for 2020-2039 (Annual) (Ref. period: 1995-2014), using a very low emissions scenario (SSP1-1.9, Multi-Model Ensemble).

1.1.2 Political context

Despite shifts in the political sphere, including peace talks and a truce from April to October 2022, a comprehensive political settlement has remained elusive at the time of ESP development. While the truce has held informally, the conflict has left the country fragmented into two increasingly separate jurisdictions. As a result, the official ministries, institutions, and agencies have been transferred to the temporary capital, Aden in 2016. While the Sana'a authorities run their institutions, they are not recognised internationally. map 1.3 shows the size of each of the areas controlled by the internationally recognised government (IRG) and the Sana'a authorities.

Map 1.3 Control distribution map



Source: MoE.

Although peace talks in April 2023 showed promise, the situation worsened later in the year due to a blockade on oil exports, which has severely impacted the economy. The devaluation of the local currency has led to massive price spikes, jolting hard-pressed families further into desperate poverty, insecurity, and untenable hardship.

The war has paralyzed Yemen's human development ranking. As a result of the war, Yemen's Human Development Index (HDI) stood at 0.455 in 2021, a figure that is virtually the same as the one recorded in 2000,² over twenty years earlier, positioning the country at a ranking of 183 out of 191 countries (UNDP, 2022). In both 2021 and 2022, the Fragile States Index ranked Yemen as the most fragile country globally, describing the situation in Yemen as in 'a state of extremely high alert' (The Fund for Peace, 2022).

1.1.3 Socio-economic and demographic contexts

Yemen's socio-economic situation has deteriorated dramatically. High rates of poverty are exacerbated by the protracted conflict and have weakened people's ability to support their children's

education. In 2022, for example, nearly half (48.5 percent) of the population lived in multidimensional poverty, with an additional 22.3 percent at risk (UNDP 2022).

Yemen's population is growing rapidly, with a high proportion of young people. Between 2010 and 2021, Yemen's population grew from 23.15 million to 31.15 million, at an average annual rate of 2.7 percent and is expected to further grow over the 2021-2030 period at an average annual growth rate (AAGR) of 3 percent. The population is characterized by a high proportion of children and youth: in 2021, the 3-17-year-old age group made up 41 percent of the population, a proportion that is expected to remain stable over the 2021-2030 period.

This demographic pressure represents a heavy burden on the education system, which will need to expand to accommodate the growing number of school-aged children and youth. Between 2021 and 2030, the school age population will increase by 3.84 million children, from 12.77 to 16.61 million.³ Over the same period, the secondary level is expected to witness the highest annual demographic pressure (5.4 percent increase), followed by upper basic level (3 percent increase), as illustrated in table 1.1. Accommodating Yemen's young and growing population will require the education system to significantly expand, a key challenge for the ESP.

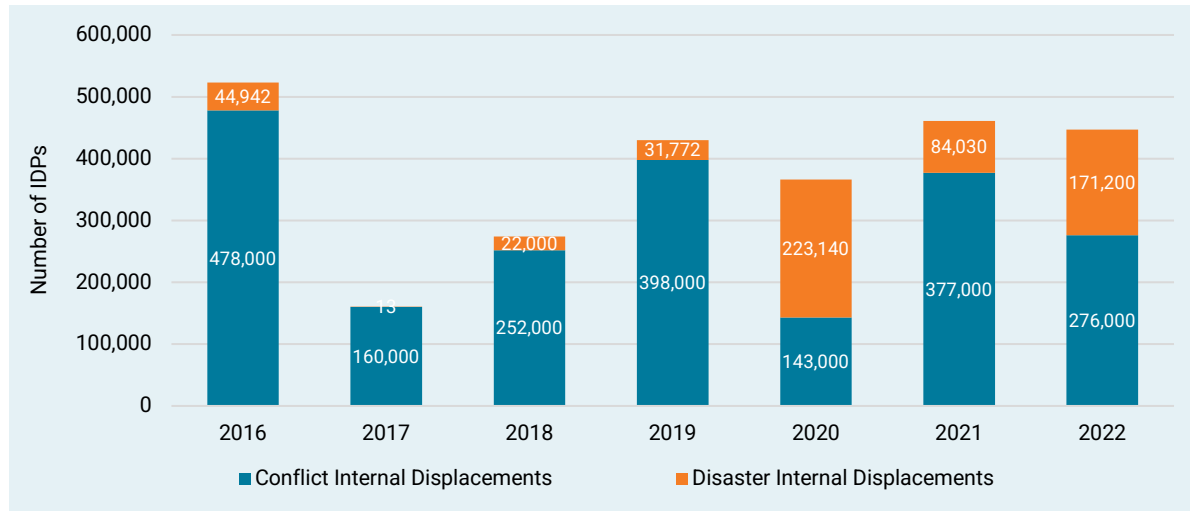
Table 1.1 Trends in the school-age population, 2010-2030

Age group (year old)	2010	2015	2021	2025	2030	AAGR 2010-2021	AAGR 2030-2021
03-05	2,250,200	2,770,500	3,010,569	3,061,075	3,629,169	2.7%	2.1%
06-11	3,482,663	4,428,331	5,506,992	5,775,900	6,881,792	4.3%	2.5%
12-14	1,735,754	1,668,573	2,420,795	2,645,218	3,171,357	3.1%	3.0%
15-17	1,708,250	1,681,654	1,828,080	2,427,314	2,926,416	0.6%	5.4%
3-17	9,176,867	10,549,058	12,766,436	13,909,507	16,608,734	3.0%	3.0%
Total population	23,155,000	26,692,000	31,153,000	34,043,000	40,644,915	2.7%	3.0%
Share of 3-17 y.o.	40%	40%	41%	41%	41%		

Source: MoE data.

Demographic trends are also characterized by mass population displacement and internal migration, fuelled by both war and the worsening impacts of climate change. As a result of both conflict and natural hazards combined, up to 3 million people have been displaced since 2015 – many moving more than once to the south (eastern) governorates – disrupting individual families and communities, while also creating institutional challenges for educational planning (OCHA, 2022, MoE 2023). In 2022, war-related displacement decreased, while climate-related displacement doubled compared to the previous year (OCHA, 2023), an ominous sign of an escalating trend to come. Movement has particularly flowed to cities (World Bank, 2022a), and as of 2021, 38.5 percent of the population lived in urban areas (WB-WDI, 2021). Yemen also hosts an estimated 95,000 refugees, mostly from Somalia and Ethiopia (UNHCR, 2024).

Figure 1.1 Internal displacement, war and disasters, 2016-2022



Source: IDMC, 2022.

The country's health system has been severely strained by years of conflict, which has affected access to health services. Yemen is among the countries most affected by food insecurity around the world, with an estimated 17.3 million people (more than 50 percent of the population) in 2022 facing acute food insecurity (OCHA, 2022). In 2020, more than one third of children under the age of five were stunted (WB-WDI, 2020c), creating malnutrition and poor health impacts which can seriously impair children's physical and cognitive development. An estimated 4.7 million people in Yemen are living with disabilities, of which 1.9 million are school-aged (3-17).⁴

Water, sanitation, and hygiene (WASH) systems and services across the country are scarce and, when existing, are often damaged. In 2023, an estimated 15.4 million people were in need of WASH assistance (OCHA, 2022). Poor water and sanitation conditions have led to widespread infectious diseases, including cholera, diphtheria, dengue, and measles (World Bank, 2022a). Polio also continues to spread in Yemen (UNICEF, 2022a).

Illiteracy remains high in Yemen. In 2021, the illiteracy rate was estimated to be 46 percent, 65 percent for females compared with 35 percent for males (Arab Decade Matrix, n.d.). Official data on the adult literacy rate in Yemen has not been available since 2004, when it was estimated to be a similar rate, 54 percent (UIS, n.d.). Opportunities for literacy programmes are still very limited for women. Digital illiteracy was also widespread, an estimated 89 percent.

While the war has gravely affected all Yemenis, it has particularly exacerbated the vulnerabilities of children and women. The 2021 Global Gender Gap Index ranked Yemen amongst the lowest in the world: 155 out of 156 countries (World Economic Forum, 2021). Yemen's fertility rate was 3.9 live births per woman in 2020, which is among the highest rates in the Middle East and North Africa region (WB-WDI, 2020b). While the maternal mortality rate in 2020 was relatively moderate at 183 deaths per 100,000 live births compared to a world average of 223, the figure is high in comparison to MENA regional averages, and marks a deterioration from earlier rates (World Bank, n.d.). Early childbearing

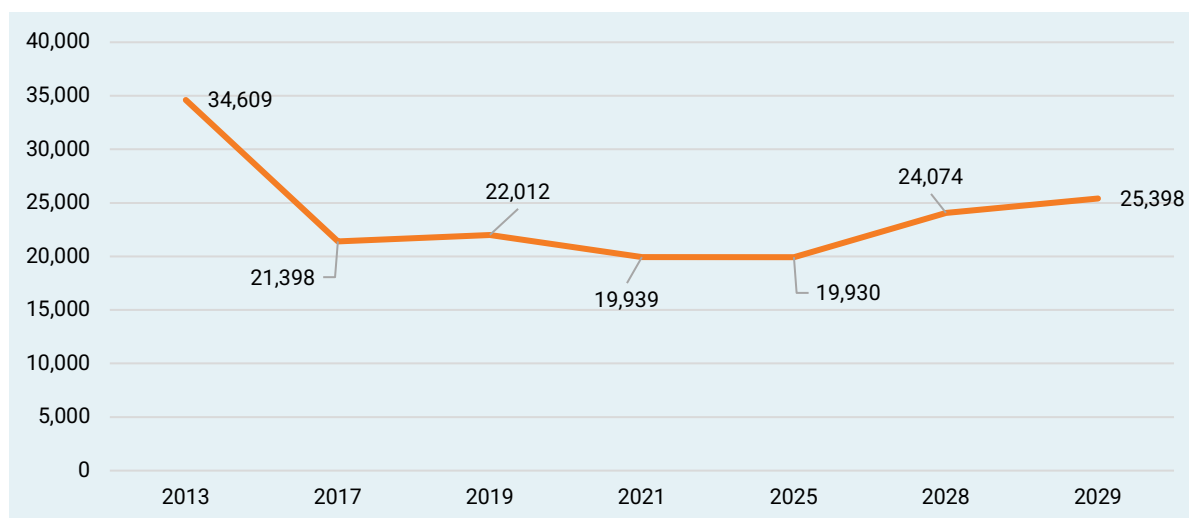
and early marriage rates remain high in Yemen. Evidence based on pre-crisis data suggests that nearly one third of women aged between 20 and 24 years (32 percent) were married before age 18 (UNFPA; UNICEF, 2021). In addition to health and well-being risks, early childbearing also represents a major threat for girls' education, with higher risk for school dropout. The teenage birth rate is high, at 56 births per 1,000 women aged of 15 and 19 (WB-WDI, 2020a).

Children and youth particularly bear the brunt of the ongoing war, which has destroyed lives and futures. Since the onset of the conflict, it is estimated that more than 11,000 children have been killed or maimed. It was reported that 3,904 boys have been recruited into combat, including 91 girls who have been forced to participate in war-related activities, or were positioned at checkpoints. Reports document 672 instances of attacks and military use of educational facilities (UNICEF, 2022b). The risk of explosive remnants of war (ERW) increases during the rainy season as heavy rains may displace the location of landmines, posing a significant risk to civilians, and especially children (OCHA, 2022).

1.1.4 Macro-economic context

Yemen's economy has suffered greatly from the war and economic stability remains precarious as an inevitable consequence of the war, putting pressure on the government's spending on education. As of 2021, real gross domestic product (GDP) has fallen to nearly 60 percent of the pre-war level. Domestic revenue from oil, which was central to Yemen's economic output, declined significantly in 2014/15 due to escalating tensions, and continued to decline in the years that followed (World Bank, 2022b). Communication, tax, and port revenues have ceased to be sent to the state treasury and to the Central Bank of Yemen, further diminishing overall government revenue. Positive prospects for real GDP growth in the coming years (as reflected in figure 1.2), may need to be revised downwards in the light of recent deterioration in the national and regional security situation.

Figure 1.2 GDP evolution (Yemeni Riyal, billions, 2021 constant prices) 2013-2029



Source: International Monetary Fund (April 2024), author's calculations.

Note: Estimates start after 2022.

At the same time, real GDP per capita has decreased from 1.3 million riyals in 2014 to 640,000 riyals in 2021 (equivalent to USD 623). It is expected to further decline until 2025, following a high level of inflation (of double digits) and the depreciation of the riyal relative to the US dollar. This is heavily affecting the country – and the education system – in multiple ways: families may struggle to acquire food and basic services, and the MoE's limited resources are further strained. While the general government revenues as a percentage of GDP in Yemen reached 9.5 percent in 2022 – highest rate since the onset of war, this number is still low by regional standards and far from the pre-crisis level of before 2015 (close to 24 percent in 2014).

Education expenditure is below recommended thresholds, though the Government of Yemen is making efforts to protect education in the ongoing difficult context. In fiscal year (FY) 2020, government education expenditure, as captured in the national budget, represented 14.3 percent of overall spending and 1.6 percent of GDP, falling short of the international recommendations of 20 percent and 4 to 6 percent, respectively. Growth in education expenditure has been limited due to external and internal shocks, leading to a sizeable drop in expenditure in 2021 and 2022 (in real terms). However, prospects are very encouraging with a sizeable increase in spending expected in 2023, following a strong commitment of the Government of Yemen to promote and support education sector expansion. In FY 2023, education expenditures are estimated at 15.2 percent of total government expenditure or 1.8 percent of GDP. Actual levels of education expenditure are, however, difficult to predict, with execution rates averaging 55 percent between 2020 and 2022.

The majority of expenditure is allocated to recurrent spending, the largest share of which goes to salaries, leaving limited resources for education development and non-salary items. Of the recurrent spending, 88 percent was spent on salaries on average over the period, while 12 percent was invested in other recurrent elements, such as goods, and services. Development expenditure fluctuated from a low 1 percent to a high of 3 percent of total expenditure over 2020-2023. The lack of expenditure on development raises questions about the government's capacity for rebuilding and construction. In addition, the limited expenditure on non-salary items can influence the quality of education, leaving little room, for instance, for monitoring and supervision of schools by quality assurance teams, which requires resources for school visits.

Table 1.2 Public expenditure on education by type of spending (YER, million), 2020-2023

	2020	2021	2022	2023*
Total education expenditure (million YER, current)	241,275	250,400	259,690	452,742
Recurrent expenditure	238,879	245,309	251,997	443,538
Capital expenditure	2,396	5,090	7,693	9,203
Percentage of recurrent in total expenditure	99%	98%	97%	98%
Total education expenditure (million YER, constant 2021)	323,458	250,400	200,291	359,652

	2020	2021	2022	2023*
Recurrent expenditure	320,246	245,309	194,358	352,341
Salaries and wages	292,850	216,092	161,812	302,653
Non-salary	27,396	29,218	32,546	49,688
Percentage of salaries	91%	88%	83%	86%
Capital expenditure	3,212	5,090	4,576	7,311
As percentage of total Govt. Exp.	14.3%	14.3%	8.7%	15.2%
As percentage GDP	1.6%	1.3%	1.0%	1.8%

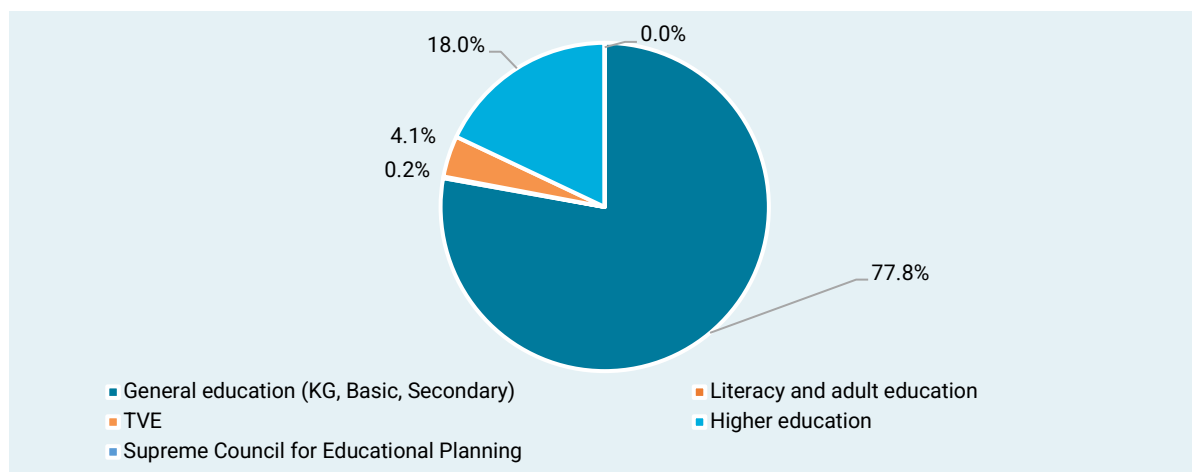
Source: Ministry of Finance.

Notes: * Estimated outturn expenditure.

There is notably limited dissemination of financial information outside the publicly executed expenditure, which makes it difficult to have a full comprehension of all the inputs flowing to education. Development partners' off-budget spending, for example, is currently not adequately tracked.

General education accounts for three quarters of total domestic education expenditure. General education absorbed 78 percent of the education budget in 2023, with literacy and adult education programmes receiving a mere 0.2 percent of funding.

Figure 1.3 Percentage of public education expenditure by level of education, 2023

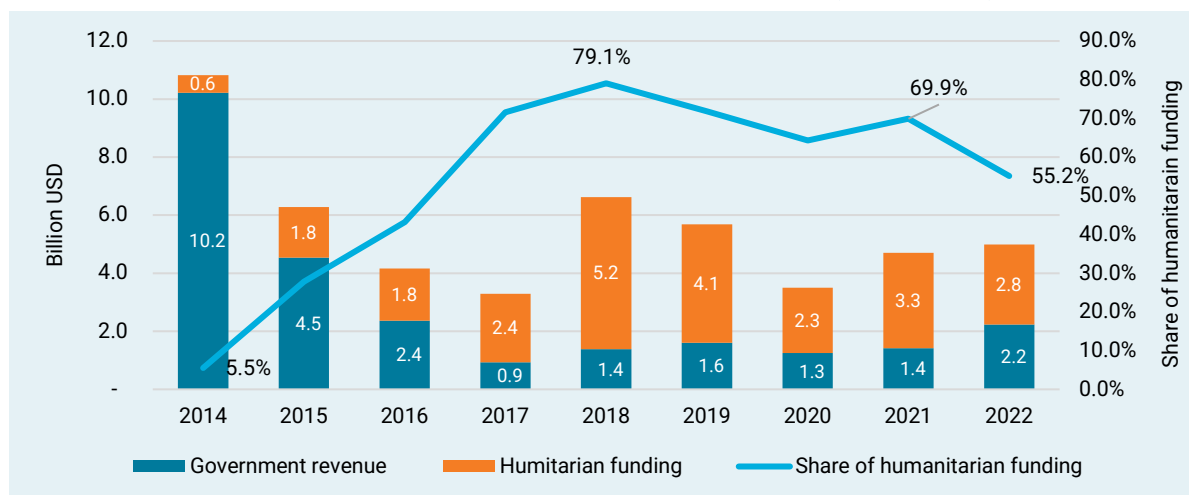


Source: Ministry of Finance. Based on budget estimates.

Humanitarian funding has been an important source of funding, though it has been fluctuating since 2015. Since the beginning of the war, Yemen has increasingly relied on external support and the number of active donors and organisations has steadily increased, which has allowed for millions of Yemenis to be reached in governorates across the country. As of 2022, Yemen has received nearly USD 24 billion

in incoming humanitarian funding since 2014. Funding peaked at USD 5.24 billion in 2018, before decreasing to half that amount (USD 2.75 billion) in 2022. Reductions were due to many factors including COVID-19 pandemic and the acute needs stemming from other humanitarian contexts (e.g., Ukraine, Ethiopia, Sudan and Gaza). In comparison to general government revenue, the share of humanitarian funding averaged 48 percent of total revenues over 2014-2022 period: reaching 55 percent in 2022 from a high 79 percent in 2018.

Figure 1.4 Overall reported humanitarian funding for Yemen (billion USD), 2014-2022

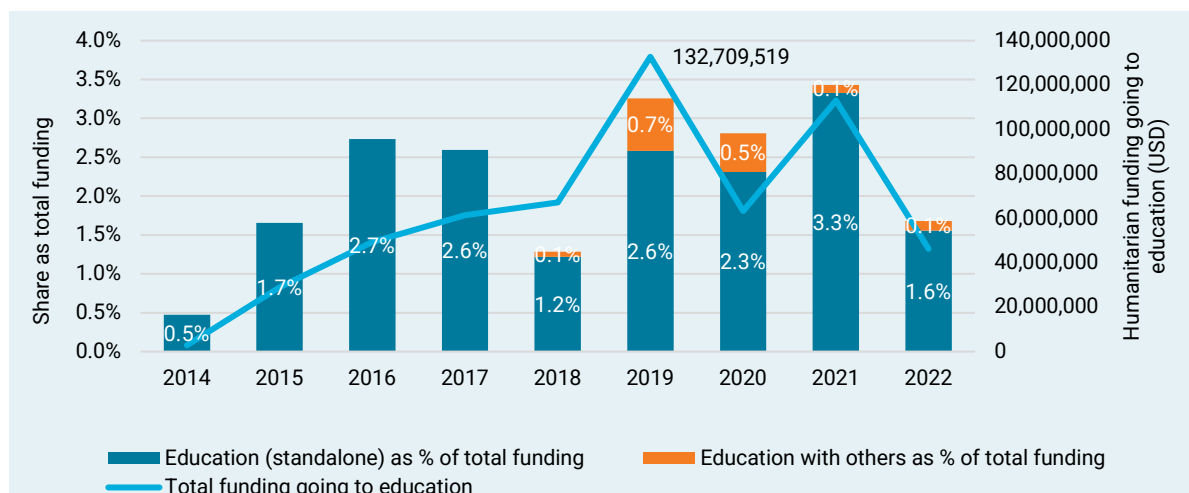


Source: OCHA Financial Tracking Service, as of April 2023; IMF (April 2024), author's calculations.

Note: Total funding may be subject to change as funds are processed.

However, education receives only a small share of humanitarian funding. Only 2.3 percent of humanitarian funds have been allocated to education (about USD 564.9 million over 2014-2022) on average since the beginning of the war. Humanitarian funding for education peaked in 2019, at nearly USD 132.8 million, but fell to a little over USD 46.2 million in 2022.⁵

Figure 1.5 Overall reported humanitarian funding for education in Yemen, 2014-2022



Source: OCHA Financial Tracking Service, author's calculations as of May 2023.

Note: Total funding may be subject to change as funds are processed.

1.2 Education

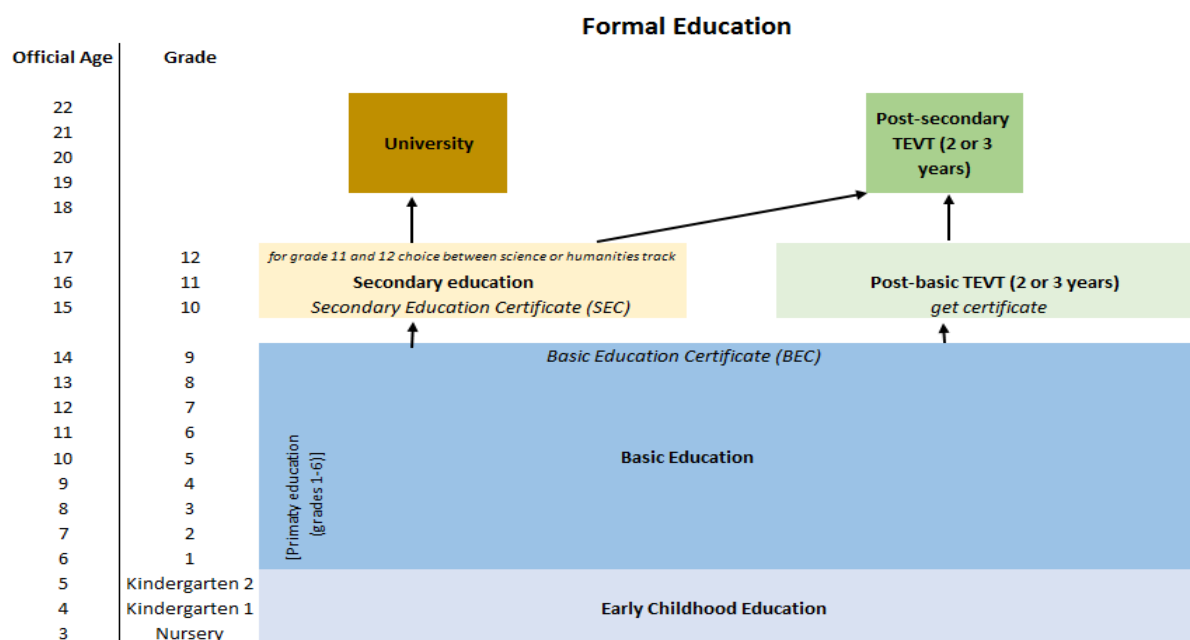
This section first provides an overview of the education system structure, and goes on to outline the current status, issues, and challenges facing the education sector in Yemen, focusing particularly on access and equity; the quality of education; and governance and management.

1.2.1 Structure of the education system

The Ministry of Education is responsible for three levels of education:

- *Kindergarten, a pre-primary stage for children between the ages of three and six. It is not compulsory, despite growing awareness of the importance of education at this stage.*
- *Basic education, covering grades 1 to 9, beginning at the age of six and lasting for nine years. According to the 1992 General Law on Education (45), basic education is free, compulsory, and accessible to all, without discrimination.*
- *Secondary education, covering grades 10 to 12, and lasting three years following basic education.*

Figure 1.6 Structure of the formal education system in Yemen



Source: MoE.

The MoE also oversees non-formal education, which is supervised by the Literacy and Adult Education Organisation (LAEO) and includes all types of education that take place outside the school system, focusing on life and vocational skills for 10- to 45-year-olds not enrolled in education. The LAEO is financially and administratively independent, with its own independent budget and bank accounts, though affiliated to the Ministry of Education, with most of its employees on the MoE payroll.

According to Law No. 28 (1998) on Literacy, non-formal education can be defined as including the following six approaches:

- *Accelerated education:* Targeting children aged 8-15 years who have dropped out of basic education in grades 1-6. If they complete the three-year programme, they are eligible to join grade 7 of basic education.
- *Community schools:* Providing education for children aged 5-15 years who have not previously enrolled or who have dropped out of school. A Community School Certificate is equivalent to grade 6, which qualifies them to enrol in grade 7 of basic education.
- *Self-education:* Targeting children aged 6-15 years who are unable to reach a school. They are provided with education materials for grades 1-8 of basic education. They can join formal education if/when they pass the relevant placement exams and/or school access has improved.
- *Home education:* Targeting children whose economic, social, and health conditions prevent them from completing their education, particularly children with disabilities, street children, nomadic children, and child soldiers. Children study by themselves following the formal curricula without being obliged to attend school and have the right to take the class test at the end of the semester.
- *Digital education:* Using the educational TV channel, educational radio, and education e-platform when available.
- *Preventive educational support:* Providing remedial classes.

1.2.2 Education access and equity

In absolute numbers, enrolment in general education is on the rise. In 2021/22 the number of students enrolled in General Education (ECE, basic and secondary) was estimated at 7.52 million, as shown in table 1.3. This represents an encouraging increase from 2015, when just 5.83 million students were enrolled. To this figure, one can add close to 252,000 learners enrolled in literacy and alternative education programmes.⁶

Table 1.3 Number of students enrolled by sub-sector, 2015-2021

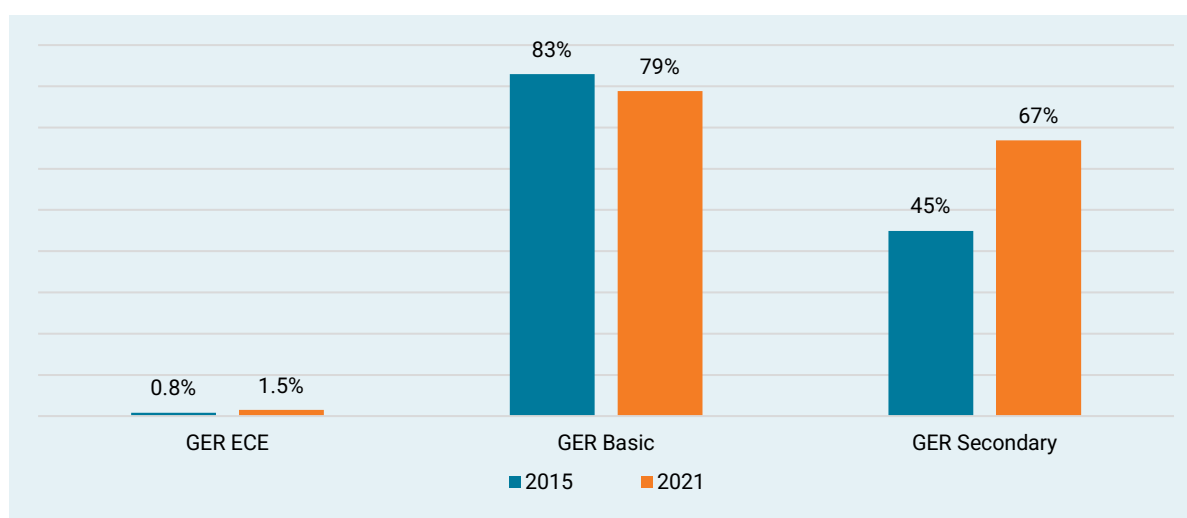
	2015	2021	AAGR 2015-2021
Pre-primary	22,924	44,844	12%
Basic education	5,055,646	6,248,548	4%
Secondary – general	755,504	1,222,699	8%
Total general education	5,834,074	7,516,091	4%
Non-formal		251,762	
Total enrolment		7,767,853	

Source: MoE data. Includes KG, basic and secondary education. Data does not include post-basic TEVT enrolment (estimated at 1.5 percent of secondary enrolment in 2013).

This rise in the number of students enrolled is reflected at all education levels. Over the period 2015 to 2021, all subsectors have witnessed a positive trajectory of enrolment. Table 1.3 shows that the highest increase in enrolment has been in the pre-primary sub-sector, which has grown by an impressive 12 percent, albeit from a low baseline.

However, school coverage is not increasing at all levels. As shown in figure 1.7, in 2021, the gross enrolment rate (GER) recorded a massive increase at secondary level, gaining 22 percentage points over 2015-2021 to reach 67 percent in 2021. While a slight improvement was registered at pre-primary level (a 0.7 percentage point increase) with the GER mounting to 1.5 percent in 2021, the GER at primary level witnessed a drop from 83 percent in 2015 to 79 percent in 2021, representing a decline of 4 percentage points.

Figure 1.7 Evolution of GERs, by subsector, 2015-2021



Source: MoE data. * Secondary does not include post-basic TVET enrolment (estimated at 1.5 percent of secondary enrolment in 2013).

School coverage is low compared to regional standards. As shown in table 1.4, Yemen has among the lowest GER in the MENA region for all subsectors. The GER at pre-primary level particularly is critically low at 1.5 percent, compared to a regional average of 46 percent.

Table 1.4 GER by subsector, regional comparison, 2021 or more recent year (percentage)

Countries	Pre-primary	Lower basic	Upper basic	Secondary
Algeria	52	–	–	–
Bahrain	53	98	98	96
Egypt	29	106	101	78
Iran	72	110	97	81

Countries	Pre-primary	Lower basic	Upper basic	Secondary
Jordan	27	80	77	62
Kuwait	49	83	99	93
Morocco	60	113	99	68
Oman	27	104	102	123
Palestine	49	94	97	83
Qatar	54	102	97	–
Saudi Arabia	18	102	106	117
Sudan	47	79	55	39
Syria	11	105	82	46
Tunisia	45	112	114	79
UAE	94	–	–	107
Average, region	46	92	87	82
Yemen	1.5	79		67

Source: Yemen: MoE data; Others: UIS. * For Yemen, secondary does not include post-basic TVET enrolment.

Looking at gender differences, the promising trend is that girls' participation is improving, at all levels. As illustrated in table 1.5, in 2021, females made up 48 percent of the general education population according to MoE data. This compares highly favourably compared to 44 percent in 2015. Progress can be recorded especially at secondary level, though gender parity is still some way off. While pre-primary enrolment remains low for both boys and girls, the share of female students has risen to 49 percent, up from 48 percent in 2015.

Table 1.5 Evolution of enrolment by sex, 2015-2021

	2015	2021
Pre-primary	22,924	44,841
Male	11,832	22,766
Female	11,092	22,075
Percentage of female	48%	49%
Basic education (Grades 1-9)	5,055,709	6,248,548
Male	2,794,858	3,276,801

	2015	2021
<i>Female</i>	2,260,851	2,971,747
<i>Percentage of female</i>	45%	48%
Secondary education	755,518	1,222,699
<i>Male</i>	450,193	636,153
<i>Female</i>	305,325	586,546
<i>Percentage of female</i>	40%	48%
Average share of female	44%	48%

Source: MoE data.

Despite this promising progress, girls continue to slightly lag behind boys at most levels. In 2021, the GPI for basic GER stood at 0.95, showing that for every 100 boys enrolled, there were 95 girls enrolled. At secondary level, parity is almost reached, with a GPI a 0.96.⁷ Only pre-primary level bucks this trend, with girls over-represented compared to boys. GPI at this level is 1.02, meaning that for every 100 boys enrolled, there were 102 girls enrolled.

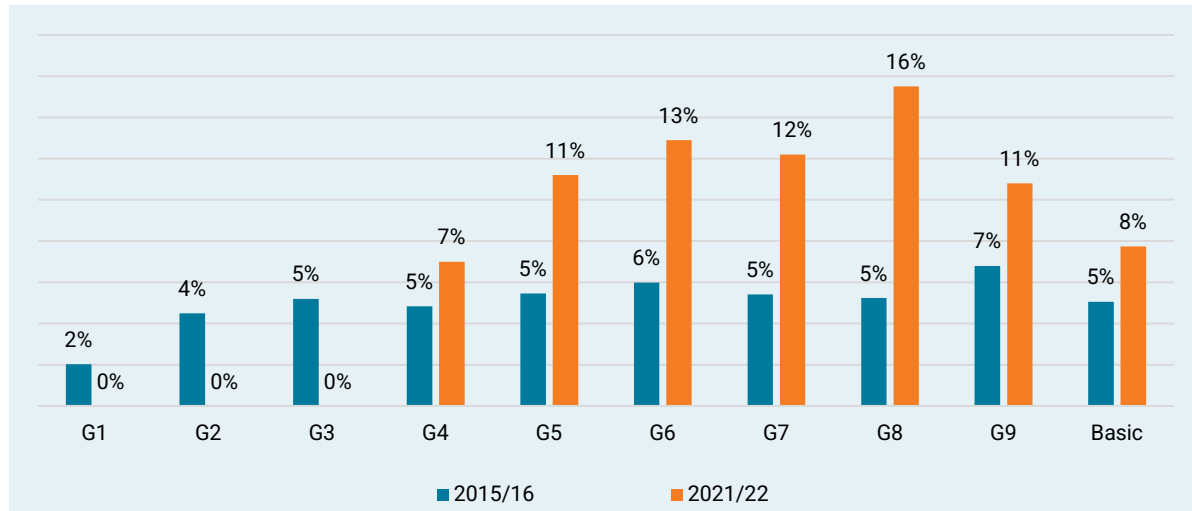
Table 1.6 Gender Parity index, GER, 2015-2021

	Male		Female		GPI (F/M)	
	2015	2021	2015	2021	2015	2021
GER ECE	0.8%	1.5%	0.8%	1.5%	0.98	1.02
GER Basic	90%	81%	76%	77%	0.84	0.95
GER Secondary	52%	68%	37%	65%	0.71	0.96

Source: MoE data. * Secondary does not include post-basic TVET enrolment (estimated at 1.5 percent of secondary enrolment in 2013). There is parity, when the GPI is between 0.97 and 1.03.

Internal efficiency has deteriorated as repetition rates appear to be increasing. Evidence, though patchy, indicates a worrying rise in repetition, with rates increasing over the last six years from 5 percent in 2015 to 8 percent in 2021 for basic education. This bulge could be associated with lack of access to pre-primary, which leaves students unprepared for entering formal schooling for the first time. A lower level or absence of repetition seen in the first grades of basic education is related to the no-repetition/automatic promotion policy in the first three grades of primary.

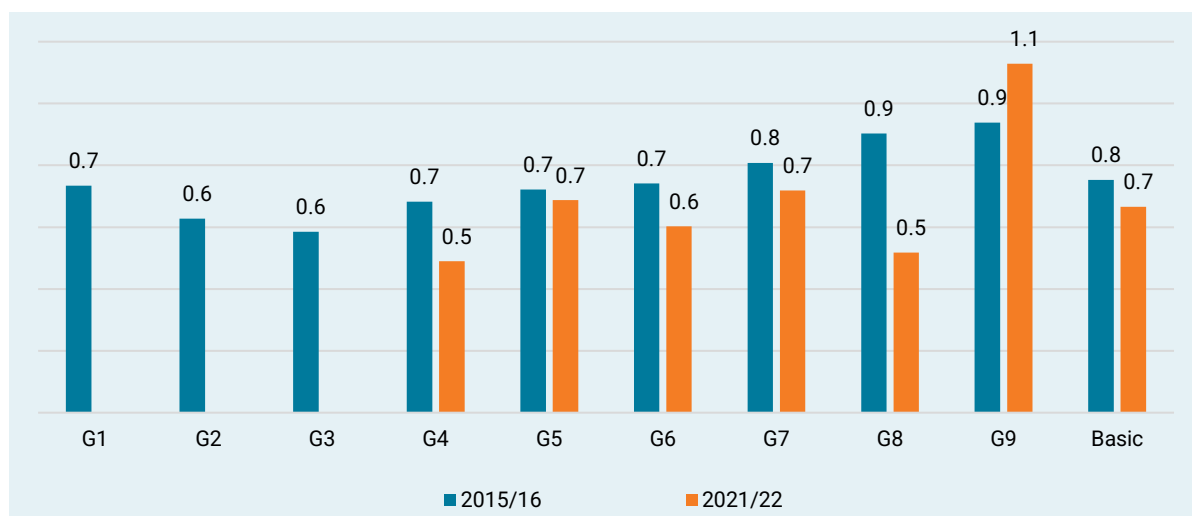
Figure 1.8 Share of repeaters, 2015-2021



Source: MoE data.

For basic education grades in general, boys are more likely to repeat than girls. MoE data shows that in 2021/22, boys were twice as likely as girls to repeat at Grade 4, with a gender parity index (GPI) of 0.5. This marks a decline in girls' repetition since 2015/16, when the ratio was 0.7. These patterns and trends over time continue up to Grade 8, where the GPI for repetition was 0.5, compared to 0.9 in 2021/22. By Grade 9, however, the pattern switches, with more girls repeating the year than boys in 2021/22. For every 100 boys who repeated Grade 9 in 2021/22, there were 110 girls repeating, a change from 2015/16, when for every 100 boys repeating there were 90 girls. The reasons for these trends may be related to girls tending to drop out rather than repeat a year in the earlier grades. The upcoming study on girls' dropout could provide valuable insights by looking at this issue.

Figure 1.9 Gender parity index in the share of repeaters, 2015-2021

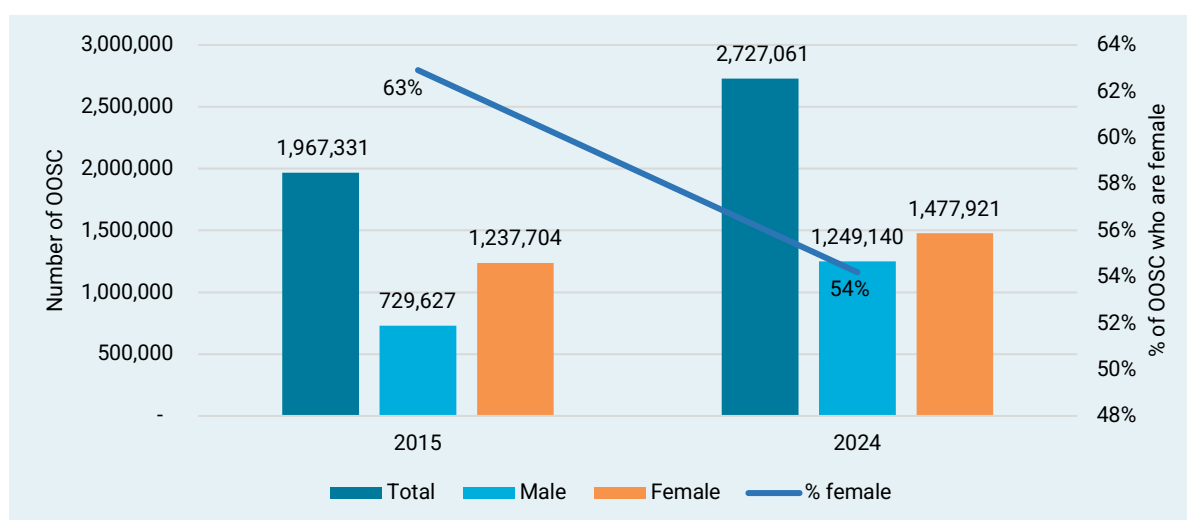


Source: MoE data. For 100 boys who repeat, there are 50 girls who repeat in Grade 4 in 2021. There is parity, when the GPI is between 0.97 and 1.03.

Reduction of repetition is a key issue to be addressed in the ESP. It is firstly a major waste of resources for both parents and the school system, as it means students require two years to complete the grade instead of one. Additionally, requiring students to repeat a year is often an arbitrary measure, and not necessarily effective in improving students' learning outcomes without remedial measures put in place. Having to repeat a grade can also lead to school dropout when the demand for education is fragile and opportunity costs outweigh the potential benefits of staying at school, especially for girls.

The number of children who are out of school has increased since 2015. According to MoE data from 2024, over 2.7 million school aged children were out of formal school compared to 1.97 million in 2015. Figure 1.10 shows that girls made up the majority of out of school children (OOSC) in 2024 (54 percent), although this proportion represents a significant drop over the decade, from a high of 63 percent in 2015. Accelerated learning programmes targeted to OOSC has been developed by the MoE with support from partners in the aim to provide those children with some learning opportunities, helping also to curb their number.

Figure 1.10 Number of out of school children (basic and secondary school age) in millions, and share of females (percentage), 2015-2024



Source: MoE data.

Challenges associated with lack of access and equitable education for all

Challenges to equitable access to education relate to both supply side issues in the school system as well as weak and fragile commitment to education from parents and students on the demand side.

Weaknesses in the school supply

Inadequate school infrastructure is a critical issue in certain areas. According to MoE data, and as shown in table 1.7 a fifth of schools (20 percent) were damaged or were hosting internally displaced persons (IDPs)/refugees in 2021, compared to 3.4 percent in 2015. Nevertheless, despite the lack of infrastructure and unconducive teaching and learning environments, most schools remained open in

2021. As many as three percent of schools are hosted in buildings that are either temporary or not fit for learning purposes. It is estimated that an additional 35,500 of classrooms need rehabilitation. With an increasing school-age population and a growing demand for education, many schools cannot comfortably accommodate the additional students wanting to enrol, leading to serious overcrowding in classrooms.

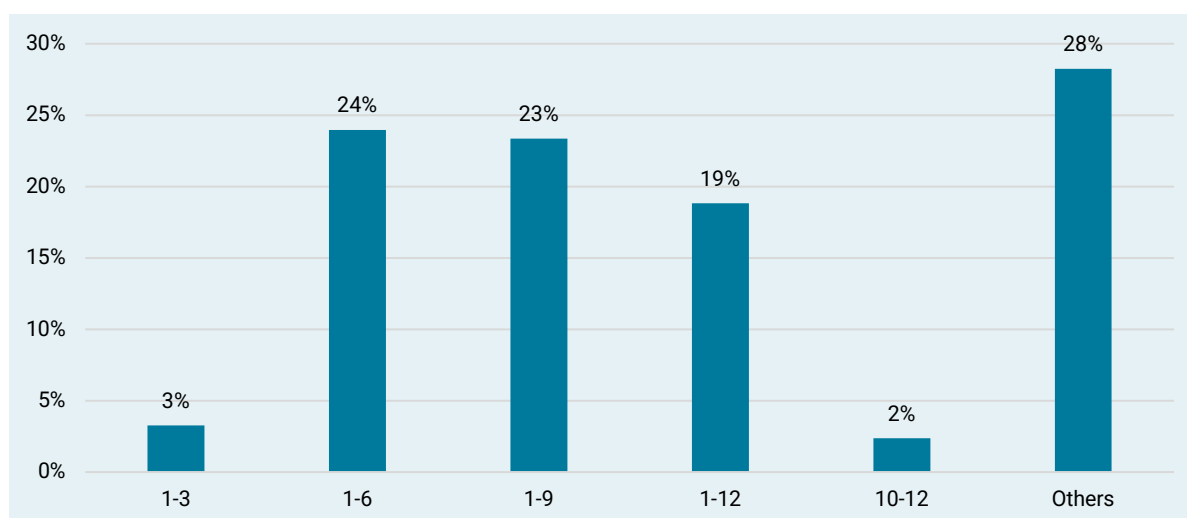
Table 1.7 Number of schools affected, 2015-2021

	Totally damaged	Partially damaged	Schools Hosting Displaced Populations & Refugees	Total	Total nb of operating schools	Closed schools
2015						
Total	83	457	24	564	16,760	1,224
Percentage	0.5%	2.7%	0.1%	3.4%		7.3%
2021						
Total	498	2,229	1,104	3,831	19,042	167
Percentage	2.6%	11.7%	5.8%	20.1%		0.9%

Source: MoE data.

Not all schools are offering the full 12-year cycle of education. 3 percent of schools are offering just the early grades (G1 to G3), while 24 percent of schools are offering only the first 6 grades, making students in those schools more at risk of not completing a full cycle of basic education.

Figure 1.11 Distribution of schools, by grades offered, 2021



Source: MoE data.

Many schools lack access to adequate facilities and the issue is pervasive. 71 percent of schools did not have access to water and sanitation in 2021 and 90 percent of schools lacked supply of safe drinking water. In 2021, only 29 percent of schools had adequate numbers of latrines, and only 21 percent were properly equipped with fences. Just 30 percent of schools had a power supply, the issue being more acute in basic than in secondary education, and in rural than in urban areas. School facilities tend not to cater for girls' privacy, safety and dignity needs for managing their menstruation, nor to the specific needs of children with disabilities. As added risks for children's safety and security, climate hazard resilient principles are not taken into account in school construction. These deficits indicate a clear need for formulating adequate school construction norms and standards, and accountability mechanisms to monitor their implementation.

Other constraints include serious shortages of both male and female teachers, especially female teachers in rural areas (as discussed below). Some schools are not safe or are in unsafe areas. While it is estimated that 12 percent of children with disabilities were enrolled in school in 2021 (MoE), most schools are not inclusive in their infrastructure design or pedagogical practice, and disability-related barriers often prevent children from attending school.

Demand-side issues

A range of demand side issues compound with supply-side challenges to weaken parents' commitment to sending their children to school. Continuing security issues related to the protracted conflict, for example, fuel family concerns that children will be safer at home. On the economic front, sustained high and growing inflation rates have further dampened households' purchasing power and increased both the direct and opportunity costs associated with sending children to school. Together with the high levels of poverty across the country, these economic pressures combine to push many children out of school.

In addition, prevailing social norms relating to gender, which favour boys' education and domestic roles for girls, can serve to keep girls out of school, especially at the upper levels. Some customs and traditions in local communities do not encourage community members to enrol their children in school or support their education, which may be perceived as unrelated to their needs, or irrelevant to their daily life and livelihoods. Social taboos around disability also often prevent children from attending schools. School related violence, which tends to affect boys more than girls, also has a deterrent effect on parents' willingness to send their children to school, where they might be subjected to physical, verbal, or other abuse by their peers, or by their teachers.

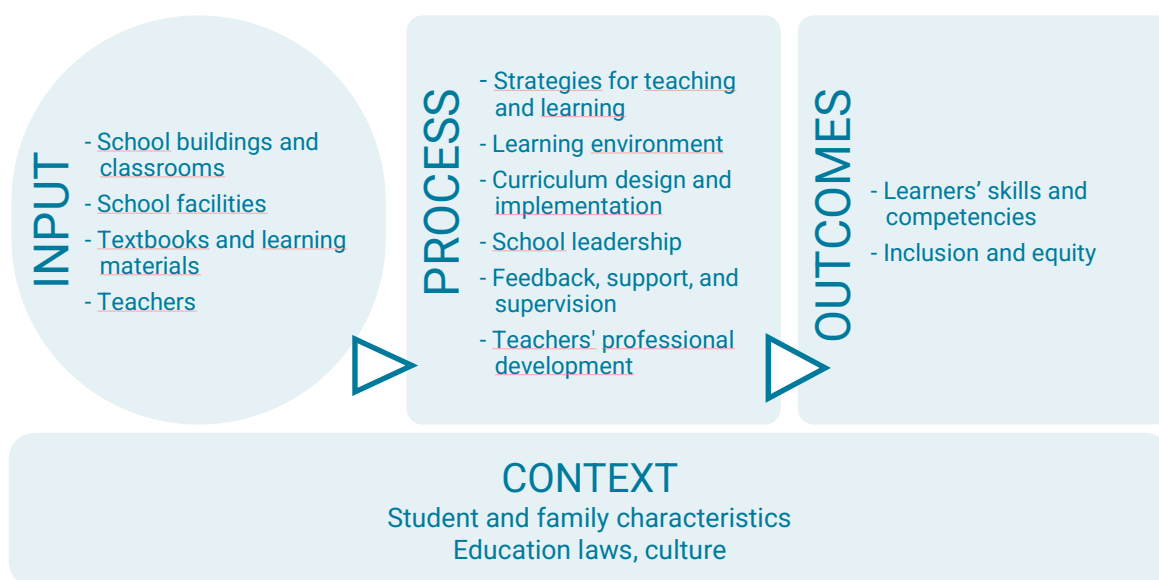
1.2.3 Quality of education

This sub-section highlights that for those children who do manage to gain access to school, the range of quality challenges they face present formidable barriers to their effective learning, leading to stark deficits in learning outcomes for the majority of students.

Analytical framework for assessing education quality

The analytical framework used for assessing quality looks into four domains, namely: **input, process, outcomes, and context**. The *input* domain comprises the following: school buildings and classrooms; school facilities; textbooks and learning materials; and teachers. *Process* categories include: strategies for teaching and learning; learning environment; curriculum design and implementation; school leadership, feedback, support, and supervision; and teachers' professional development. The *outcomes* thread assesses the skills and competencies learners have achieved through the schooling process, while contextual factors influencing each domain include student and family characteristics, education laws, and culture (see figure 1.12).

Figure 1.12 Education quality framework



Source: IIEP Learning Portal.

The following section briefly refers to contextual factors impacting education in Yemen, then considers indicators of quality outcomes, before exploring the quality of inputs and processes which influence quality outcomes in the country.

Contextual factors affecting quality

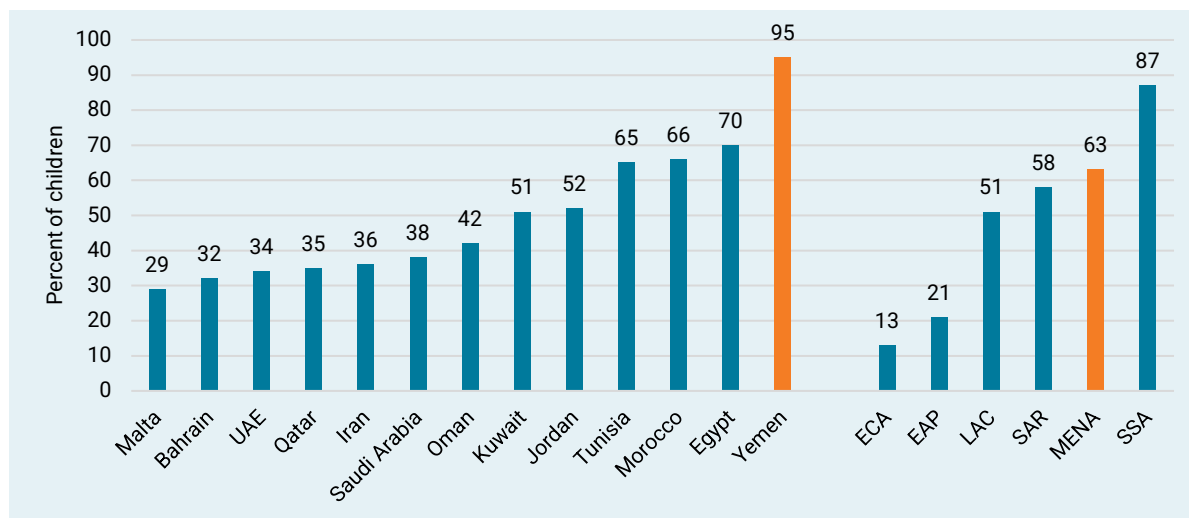
As detailed in Section 1.1, the complex and insecure environment of Yemen acts as a serious constraint on the quality of education. Poverty has affected the ability of many families to provide school materials and other requirements for their children. Pervasive poverty is also causing malnutrition among school-aged children, which challenges children's ability to properly concentrate and hence learn effectively. School feeding programmes are not available in all schools. Parents and caretakers are also affected by trauma and stress, with limited support available. Parental engagement in student learning is limited, with low levels of adult literacy representing a major barrier to parents being able to support their children with their studies.

Quality outcomes

Participation in international student assessments plays an important role in informing each country of the quality of their education in relation to other countries, which in turn helps inform national policy development for quality improvement. Two key international learning assessments which are used to measure and compare learning outcomes across countries and regions are the 'Progress in International Reading Literacy Study' (PIRLS) and the 'Trends in International Mathematics and Science Study' (TIMSS). PIRLS also enables calculation of a country's 'Learning Poverty Rate', which is calculated using the PIRLS results, adjusted for the percentage of out-of-school children.

For Yemen, international assessment results starkly show that learning outcomes are extremely poor, starting in primary level. In several past assessments, Yemen has been ranked lowest in the entire MENA region, indicating a high rate of learning poverty. Figure 1.13 shows an alarming 95 percent learning poverty rate based on the PIRLS results for 2016. Similarly, the results of Yemen's participation in the TIMSS assessments for grades 4 and 6 in 2007 and 2011, show that more than 90 percent of students were below the minimum level.

Figure 1.13 Learning Poverty rate, 2016, percentage of children not reaching proficiency by late primary school age



Source: World Bank EdStats database.

Note: ECA: Europe and Central Asia; EAP: East Asia and Pacific; LAC: Latin America and the Caribbean; SAR: South Asia; MENA: Middle East and North Africa; SSA: Sub-Saharan Africa.

Learning poverty was already high prior to the outbreak of conflict, with 95 percent of Yemeni children aged 10 unable to read and understand short, age-appropriate texts. This lack of foundational skills seriously hampers children from fully engaging in their education and impedes development of the human capital needed for them to participate in and benefit from economic development post-school. As increasingly seen in many other countries, learning poverty was higher for boys than for girls (World Bank, 2019a; World Bank, 2021b). Limited early childhood education opportunities in the country result in many children entering Grade 1 without the school readiness skills required to learn effectively at primary level, which in turn negatively impacts their progress through the school cycle.

Poor school learning outcomes mean that Yemeni children leave the education system inadequately equipped for fully contributing to a modern economy, which requires the mastery of more complex higher-level skills. Recent international assessments conducted in the MENA region, however – with findings still relevant for Yemen – show that in general, students in the MENA region lack even basic literacy and numeracy skills from the earliest grades up to secondary school. In addition to poor reading skills, levels of learning in other subjects, such as math and sciences are also low. The scores for MENA in the 2018 Programme for International Reading Assessment (PISA) process show that the region is far below the Organisation for Economic Cooperation and Development (OECD) average.

This combination of concerning findings from multiple sources over a protracted period prompted the MoE and education partners to design an early reading programme to address the problem. However, the ongoing war has hindered implementation of the project (Yuki & Kameyama, 2013).

By contrast, national examinations display high pass rates. In 2021, 89 percent of students who sat the end of the secondary cycle examination passed it; with a rate of 97 percent achieved for Grade 9 students. The stark disparity between the low levels of learning achievement as measured by international assessments compared with national level results calls into question the value of national examinations in properly assessing students' mastery at the end of the cycle and in improving quality outcomes. As yet, the MoE does not have an institutional system in place for administering standardised national large-scale assessments (NLSA) that could help assess and address learning weaknesses early on and before the end of the cycle.

Table 1.8 National Examination Pass Rates, 2021

	Applied	Sat	Passed	Sat (percentage)	Passed (percentage)
Grade 12	274,313	258,081	229,414	94%	89%
Grade 9	409,255	398,210	385,012	97%	97%

Source: MoE data.

Input quality factors

Many schools lack proper infrastructure, such as classrooms, furniture, and basic amenities. Only 30 percent of basic and secondary classrooms have educational supplies, while just 62 percent of schools have a whiteboard, 2 percent have libraries, and 29 percent have a science lab. There are no schools that have a fully functional computer or robotic lab.

Basic teaching aids and teaching and learning resources are missing. While evidence is patchy, the available data indicates a shortage of up-to-date learning materials, textbooks, and educational resources, as illustrated in table 1.9.

Table 1.9 Availability of teaching aids in schools, as recorded by teachers, basic schools, 2021-2022

Reading teachers		Math teachers	
Blackboard	90%	Blackboard	79%
Cards	31%	Shapes and figures	31%
Pocket board	31%	Schoolbooks	30%
Chalks and coloured markers	29%	Abacus	23%
Schoolbooks	27%	Cards	21%
Pictures	21%	Drawing and calligraphy board	21%
Drawing and calligraphy board	21%	Pocket board	21%
Flip board	10%	Pictures of numbers	18%
Flipchart paper	10%	Protractors	14%
Drawings and pictures of the letters	8%	Multiplication table	10%
		Counting sticks	10%

Source: Education Research and Development Centre, 2022. Based on 144 G1 to G3 Reading and Math teachers (focus group discussion).

In addition to the basic classroom needs highlighted above, other key resources which further enrich the learning environment are scarce. Many schools do not have a library, for example, and computers are also rare.

Table 1.10 Availability of Teaching and Learning Resources (TLR), as recorded by teachers, basic schools, 2021-2022

Reading teachers		Math teachers	
Type of TLR	Percentage	Type of TLR	Percentage
School library	48.1	School library	48.1
Drawings and pictures	20.8	Drawings and pictures	20.8
MP3 device	20.8	Games	14.3
Notice board	14.3	MP3 device	10.4
Computer	11.7	Computer	10.4
Mosques and Friday sermon	10.4	Trees	7.8
Visual and audio means	7.8	Family	7.8
External books	6.5		

Source: Education Research and Development Centre, 2022. Based on 144 G1 to G3 Reading and Math teachers (focus group discussion).

Process quality factors

The curriculum is facing challenges in terms of relevance and quality. While efforts have been made to revise and update the curriculum, the ongoing conflict has hindered the implementation of these reforms. There remains a need to further question to what extent the current curriculum meets the country's increasingly urgent needs, not only as a platform for building foundational learning skills, but also as a vehicle to foster social cohesion, inclusion and emerging climate changes issues, while also effectively equipping children with modern 21st century skills, as further detailed in the 'Governance' section below.

Textbook shortages are also a key issue. The Ministry of Education prints and distributes textbooks from the schoolbook printing presses to all governorates and directorate centres, while schools bear the cost of transporting books from directorate centres to schools. Due to the ongoing conflict and resource constraints, the printing process has faltered in recent years. Many textbooks have not been printed for more than eight consecutive years, with the shortfall in supply plummeting to 95 percent in the 2021/22 academic year. Grade 12, for example, comprises 12 subjects, which entails significant investment in time and resources.

Beyond basic literacy and numeracy, thriving in a fast-changing social and economic environment will require students to build their acquisition of more complex skills. These include 'soft' skills, such as critical thinking, communication, collaboration, and creativity, as well as life skills and attributes, including flexibility, initiative, interpersonal social skills, productivity, and leadership. Basic literacy skills also need to be expanded in scope to include information literacy, media literacy, and technology literacy (MoE, 2023).

The number of schooling hours taught annually has also decreased in the current crisis context, only amounting to 350 hours per school year, compared to the nationally set 750 hours, and recommended 1,000 hours at the global level. As a result, the syllabus is not delivered in its entirety, which negatively affects students' ability to learn some competencies in the upper grades.

Teaching practices do not promote or reinforce student's learning. A recent study indicates that teaching practices in the early grades is dominated by traditional methods, with no consideration to the nature of the subject and the students' developmental characteristics (Education Research and Development Centre, 2022). Not all teachers review the previous lesson, display the overall objective of the lesson, or clarify the instructions for implementing related activities. Many teachers do not use teachers' guides, even when these are available. Similarly, student engagement in creative activities is limited and not supported by the use of teaching aids – even when these are available. Teachers also ignore the importance of setting homework to support underachievers and challenge outstanding students. Teachers are not always able to motivate students to learn by using encouragement and instilling an atmosphere of friendliness/familiarity in the classroom. In many cases, teachers themselves lack the appropriate reading and mathematics skills and knowledge necessary to adequately support students' early learning.

These research results confirm that reading and mathematics teachers lack knowledge about the importance of using various resources for promoting learning. They also underline the importance of

developing teachers' awareness and attitudes towards the benefits of using teaching aids in motivating students to learn and enabling them to gain reading skills.

Teachers in the early grades further report challenging conditions that negatively affect their practice. According to teachers, overcrowded classrooms and a lack of textbooks are major challenges they face. The curriculum content is also dense, and difficult to cover fully in the teaching time available. Lack of specialized knowledge, and limited access to technology and teaching and learning aids are also cited as challenges. Teachers also note that student behaviour can be disruptive, and that students have limited general knowledge with which to contextualise their learning.

Table 1.11 Perceived difficulties that hinder G1-G3 teachers' ability to teach, 2021-2022

Difficulties	Percentage
Crowded classrooms	78%
Lack of textbooks	53%
Lack of a teacher manual (teacher guide)	49%
Absence of obedience to authority	38%
Lack of technology and educational aids and equipment	26%
Low level of knowledge among students	21%
Stuffed curriculum	19%
Unspecialized teacher	14%
Length of teacher teaching periods	10%

Source: Education Research and Development Centre, 2022. Based on 144 G1 to G3 Reading and Math teachers (focus group discussion).

Large class sizes prevent efficient teaching practices. National average class size figures are high, estimated at 45 in basic education level and 40 in secondary education level. National averages also mask overcrowding in urban areas and in communities hosting IDP populations.

Many teachers remain unqualified, with more a third of teachers not adequately qualified. In 2021, 64 percent of permanent teachers were qualified, with female teachers being relatively slightly more qualified than their male peers. The growing reliance on contract-based and volunteer teachers is an additional factor jeopardizing quality, as there is no guarantee that they have the required pedagogical qualifications.

Teacher training has been irregular since 2015. Pre-service training, which was a two-year requirement prior to the conflict, has been discontinued due to funding constraints (Geopolicity Inc. & Felix Consulting, 2022). A professional development guide for in-service teachers was in effect until 2015 but has since been suspended. Training and skills development reportedly exists at all levels, but

training offers are not necessarily aligned with required needs. Training initiatives have been implemented by a range of partners in recent years in an effort to address teacher training needs, which vary in content and scope, depending on the funding source.⁸

The school environment is not secure or safe for effective learning. A lack of security and a pervasive atmosphere of surrounding violence has had manifold negative consequences on the quality of education. This has led, for example, to school closures and families keeping their children at home, as well as teachers' and students' absenteeism, hampering adequate coverage of the curriculum. School-related violence is said to be prevalent, affecting boys more than girls, and includes corporal punishment by teachers, bullying by peers, and student gangs. Health related risks are also pervasive, including contaminated water or food, lack of clean sanitary facilities at schools, and incidents of students catching infectious diseases (Save the Children & Datum, 2022).

1.2.4 Governance and management

This section analyses key constraints and results relating to governance and management at outcomes level, looking at MoE capacity to handle key functions of the system effectively across four main domains, namely: the legal framework, human resource management (teachers and educational leaders); data management (EMIS); sector coordination. As a general finding, system reform and sector development are seriously hampered by a lack of quality data for evidence-based planning, as well as human and financial resource capacity constraints, with distinct gender gaps in education personnel, especially at secondary level and in rural areas, where women continue to be under-represented. A lack of funds allocated to education from state resources due to the weak economy, coupled with high operating expenses for donor programmes and projects hinder the sustainability of the reform programme.

Legal framework

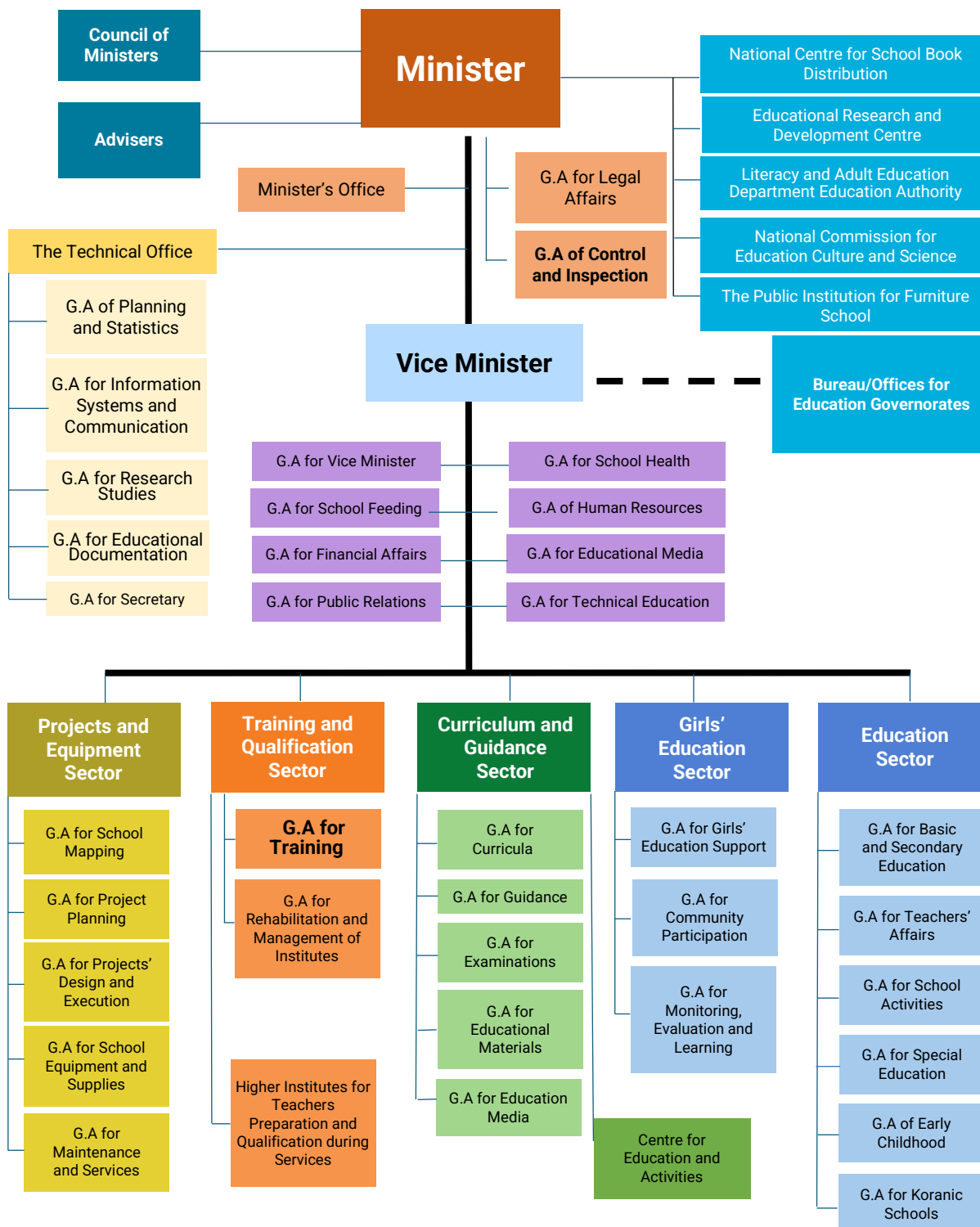
The education sector is governed by three key legal frameworks, which have not been updated since their establishment over thirty years ago. The 1994 Constitution enshrines the right to education for all, without discrimination. The Ministry's constitutional and legal regulations are set out in the General Education Law No. 45 (1992), while the regulatory framework for the Ministry's operational functions is laid down in Presidential Decree No. 28 (1993). Given the significant changes that have shaped the education system in the intervening years, both nationally and globally, these frameworks do not reflect the current situation on the ground and are no longer fit for purpose.

Three ministries are responsible for education, which creates coordination challenges. The Ministry of Education oversees early childhood, basic, and secondary education, and is also responsible for non-formal education, including literacy and adult education. The Ministry of Technical Education and Vocational Training (TEVT) is responsible for post-basic TEVT and post-secondary TEVT, while university education is under the responsibility of the Ministry of Higher Education and Scientific Research. Formal coordination mechanisms between these Ministries are limited, leading to some disconnection in their operations.

Currently, there is no unified vision for education in Yemen. Each education-related Ministry is responsible for developing its own strategies. Similarly, disconnects can arise between local authority laws and education laws. There is thus an urgent need to develop the institutional structures of the Ministry and its offices in governorates, districts and schools to bring the laws and regulations governing education administrative structures up to date and resolve legal inconsistencies. A functional mechanism is also required to strengthen MoE's capacity to oversee implementation of education policies.

The structure of the Ministry of Education has been in place for over thirty years, and no longer reflects the way the Ministry has actually evolved over time. It comprises four administrative levels, MoE central office, Governorate education offices, Directorates of education in the districts, and schools at local level. Under the overall supervision of the Minister and Vice-Minister, the MoE central office is structured around five sectors and standard departments: Projects and Equipment Sector, Training and Qualification Sector, Curriculum and Guidance Sector, Girls' Education Sector, and Education Sector, as illustrated in figure 1.14.

Figure 1.14 Organisational structure of MoE



Note: GA: General Administration.

Data collection, quality and management

A comprehensive education management information system (EMIS) is under development and will become operationalized starting 2025. Technical support to build the system from sub-national level up is currently in its second phase. A fully functioning EMIS will help provide a solution to the lack of up-to-date data and help bridge other gaps in data collection. The completion of this system will contribute to the process of planning, implementation, monitoring and evaluation, as a platform for evidence-based decision-making. A key goal is to implement a comprehensive educational survey for the year 2025 with related reporting available mid- 2025.

Humanitarian and development partners also have the potential to play a key role in supporting data needs identification, norms, and standards harmonisation to avoid the current inefficiencies resulting from fragmentation, differing monitoring frameworks that are not comparable across the system, and parallel data collection processes (UNESCO, 2022).

Poor data collection, quality and management impedes effective monitoring and decision-making. Availability of up-to-date data is challenged by continuing insecurity risks surrounding data collection, and other data collection gaps. When data is collected, quality issues relating to its coverage and reliability remain. Yet, signs of progress are being recorded, with the master list of all schools in the country now updated and in the process of being finalized, which will prevent duplication and omission.

Sector coordination

At inter-ministerial level, formal coordination between the MoE and other relevant ministries is limited. Effective coordination is also significantly hampered by limited staffing in the Technical Office, and a lack of operational budget and resources to support it.

Sector coordination between government, development partners and other education actors is structured through a number of mechanisms and bodies, as outlined in table 1.12. The MoE takes the lead in policy dialogue and is responsible for enacting decisions that are agreed through the dialogue process. The Ministry has led formulation of the goal, policy priorities and programme strategies of the ESP through a dialogue process with the Local Education Group (LEG) and is jointly accountable for delivering the results defined in the ESP's results framework, together with development partners. A Development Partners Group (DPG) provides a forum for development partners and donors to deliberate on issues prior to LEG meetings and hence harmonise their policy positions in order to provide a more unified voice in discussions with government.

Chapter 5, ESP implementation arrangements and monitoring, evaluation and learning (MEL) provides further detail on how these bodies function.

Table 1.12 Key actors for education coordination and their roles

Body	Role
MoE	Takes responsibility for decision-making, leadership on education sector and partner coordination, and development and monitoring of the implementation of the ESP
Local Education Group (LEG)	Provides a forum for education stakeholders (MoE and development partners) to engage in government-led policy dialogue and promote harmonisation and alignment of education sector support, including education financing; established in 2005
Development Partners Group (DPG)	Facilitates coordination among development partners and donors.

Source: MoE, 2023.

Yet serious coordination challenges remain within a difficult operating environment. In 2022, for example, the humanitarian community faced significant challenges in obtaining the necessary approvals to conduct monitoring and needs assessments (OCHA, 2022). Partners have been working to provide support in a range of areas, but the scale of the crisis has made it challenging to address all educational needs effectively around the country.

Human resource management

Recruitment, incentives, and retirement processes for teachers are managed outside the Ministry of Education, by the Ministry of Civil Service and Insurance, the Ministry of Finance, and local councils. The process of selecting and hiring workers and teachers is carried out by the Ministry of Civil Service and Administrative Reform. The role of MoE in recruitment is limited and based on human resources needs identified by the Ministry.

Qualified teacher shortages severely affect governorates across Yemen, leading to heavy reliance on contract based and volunteer teachers. The cessation of teacher recruitment since 2012 due to lack of funding (following a drop in domestic revenues), as well as loss of teachers who have died, or retired and not been replaced, has resulted in a severe shortage of teachers. In 2021, the number of teachers was estimated at 295,000, which was insufficient to cover the needs of all schools. While the majority of the teaching force are permanent staff, 14 percent – roughly 40,000 teachers – are contractuels or work as volunteers. Many of those teachers are paid by the schools, communities or donors, rather than funded by government.

Teacher distribution is also managed by multiple entities, leading to anomalies. For example, many teachers are on the payroll but are not teaching (they are referred to as ‘non-participating teachers’). MoE data indicates that 5 percent of teachers are not actively teaching or are not assigned to a class, which suggests inefficient use of already strained human resources. Teachers may also be wrongly assigned to the different jurisdictions. Additionally, a good deal of employment data dates back to 2016, so it is completely out-of-date. In general, student-teacher ratios are low, but, due to deployment anomalies, they vary significantly from one governorate to another.

Incorrect data on people displacement causes difficulties for effective human resources planning, distribution and management. Displacement, or 'internal migration', has been ongoing for over eight years, but accurate data is lacking on the numbers involved, with figures ranging from 1.5 million up to 3 million people (MoE, 2023). This wide discrepancy is due to errors in the data collection process, where the data of displaced persons is not transferred from the areas they were displaced from to the areas they were displaced to. This can lead to incorrect calculation of the number of teachers needed in schools, among other human resources challenges.

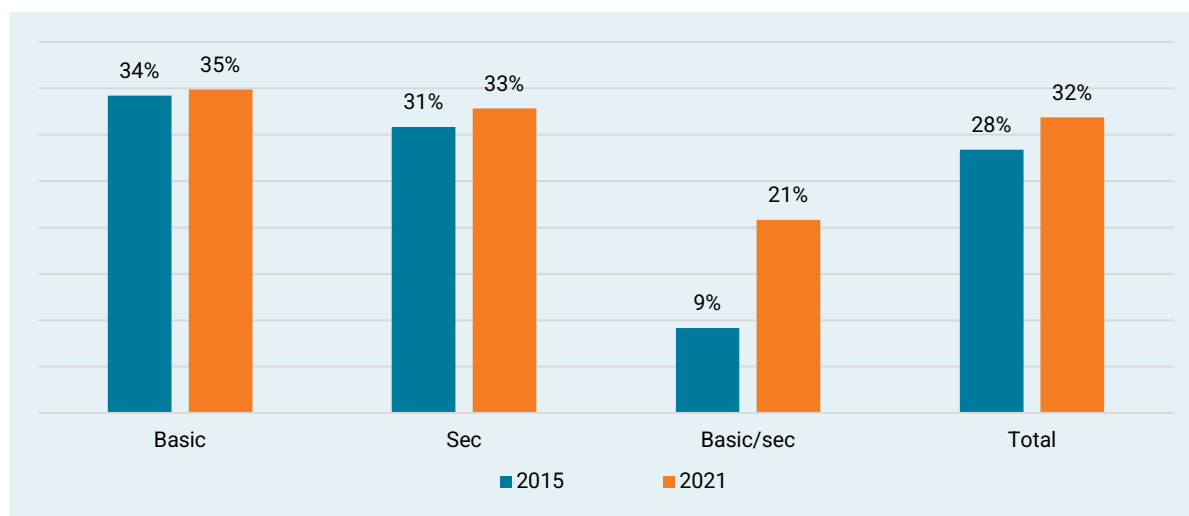
Most teachers have not received a regular salary in years, particularly in areas under the Sana'a authority, and salaries in the IRG area are low. In 2022, more than 170,000 permanent teachers were irregularly paid, an estimated 58 percent of all teaching staff. Both, the lack of funding and the outdated teacher payroll system – still based on the 2014 civil servant list – are a concern. In comparison to other sectors, teacher salaries are low, ranging from USD 20-USD 70 per month. For teachers who are paid, salaries are often delayed, disincentivizing their willingness to remain in the profession, and prompting them to seek alternative livelihoods to supplement their income (OCHA, 2022). Development partners have stepped in, in recent years, to provide incentives and allowances, but support is patchy and minimal, amounting to just USD 50 over a seven-month contract, when paid.

Female teachers are on the increase, though parity remains some way off nationally, regionally, and at upper levels of the school system. In 2021, female teachers accounted for 32 percent of the teaching force, from 28 percent in 2015. Despite this progress, female teachers remain particularly underrepresented in rural areas, and at upper levels. Female participation in the teaching force is lower at secondary level (21 percent, compared to 35 percent at basic level).

The low female teacher participation, especially in rural areas, constitutes an important barrier to closing the gender gap in girls' enrolment, learning and completion, as female teachers play a key role in supporting access to education for girls. Seeing women in positions of authority outside the home provides a major role model for girls. The presence of female teachers also provides reassurance for parents that their daughters will be safe at school, increasing their willingness to support their education. Increasing the participation of women as a human resource management priority could therefore deliver multiple benefits on the demand side for girls' education.

To promote girls' education and support women teachers in rural schools, the MoE has been implementing the Rural Female Teachers programme, targeting currently 2,100 female teachers in rural schools. Past experience has shown very positive outcomes, following the provision of teacher training, and of adequate incentives for women teachers; an 8.5 percent increase in girls' enrolment in the school year 2015/6 to 2016/17 has been recorded in the targeted areas (UNICEF, 2018).

Figure 1.15 Share of female teachers by school level, 2015-2021



Source: MoE data.

Qualified school principals are also in short supply. The majority of schools operate without proper leadership, as only 43 percent of principals at basic and secondary levels are qualified to bachelor's degree or higher. Qualifications of female principals tend to be higher, as they tend to head up girls' schools located in urban settings, where female university graduates are more willing to work. At basic level, for example, only 33 percent of male principals are qualified, compared to 71 percent of women leaders.

Table 1.13 Share of qualified school principals, by school level, 2021-2022

	Male	Female	Total
Basic	33%	71%	38%
Basic/secondary	53%	74%	57%
Secondary	72%	63%	71%
Total	39%	72%	43%

Source: MoE data.

Capacity of education leaders to provide adequate support is hampered by lack of relevant skills. Patchy evidence suggests that many education leaders face some weaknesses in adequately performing their work in key management areas, namely to: plan and organise school-level work; professionally develop school communities; raise awareness in the local community; and conduct teacher follow-up and assessment. As a result, teachers might not receive the in-service support they need to improve their performance, which implies a need to improve the effectiveness of school leaders' training to comprehensively fulfil their responsibilities.

Table 1.14 Level of skills met in key management areas, 2022

	Met (Realised Capacity)	Realised Capacity to some degree (Fairly met)	Unmet (Unrealised) capacity
Principals	9.4	75.3	15.3
Education supervisors	38.8	48.2	12.9
School districts officers	15.9	78.3	5.8

Source: Almasouri et al, 2023. Based on a sample of 85 principals and education supervisor and 65 DEOs.

Planning and management weaknesses hinder effective decision-making and improvement strategies. A lack of institutional coordination or consistency characterizes planning processes at school and district levels. Plans used by educational leaders are often narrow in their focus, focused only on a limited number of thematic areas, such as building maintenance or training of staff. A lack of systematic protocols defining tasks, roles and responsibilities, together with inconsistency in monitoring and evaluation practices and tools, further constrain planning coherence and implementation impact.⁹

Educational leaders (school principals, teacher mentors, education district directors) are still following traditional practices that do not reflect knowledge gains and developments in the field of education that relate to the functions of modern educational institutions. The selection and appointment of educational leaders do not consider relevant criteria related to academic, educational, legal, personal, professional, and practical needs and background. There is also an absence of questioning and accountability practices in cases where educational leaders fail to perform the tasks assigned to them regarding administrative, technical, educational, and developmental dimensions of resources.

Inconsistency of practices among educational leaders is a key issue, as it ultimately affects service delivery. Weaknesses related to organisation among educational leaders lead to unavailability – or narrow focus – of records at school level, for example, and an absence of consistent time management and scheduling practices. Inadequate professional development leads to inconsistent professional development opportunities for school administrators and personnel. Insufficient attention to awareness raising and advocacy of the benefits of education among local communities also leaves demand side issues unaddressed.¹⁰

Institutional capacity weaknesses are notable in key functional areas, with knock-on effects on service delivery. For example, weaknesses in implementing plans and strategies are mirrored in poor monitoring and evaluation. Weak qualifications of educational personnel are exacerbated by a scarcity of professional quality training programmes, and inadequate levels of in-service training. Those training programmes that are available are inadequately evaluated or measured for impact, missing an opportunity to obtain feedback to further develop and improve training programmes. The unavailability of operational expenses to carry out monitoring and evaluation operations and training underpins all other constraints.

The legal framework for supporting school autonomy needs to be improved. Despite the piloting of school-based management by the MoE with support from partners, the legal foundation for schools to execute even basic levels of autonomy, such as mobilizing revenue, or the recruitment of teachers, is not yet in place. Improving the role of the School Council in school governance has been limited, and school and teacher assessments are not conducted, undermining performance and accountability (Geopolicy Inc & Felix Consulting, 2022). Qualitative data suggests there is strong potential for the role of school councils to be enhanced around participation on school budget preparation, in financial oversight, rights over teacher appointments, transfers and removals and community participation in learning (Geopolicy Inc & Felix Consulting, 2022).

1.3 Implications

This chapter has highlighted the prevailing multiple and inter-connected contextual factors that the ESP must take into account within a still fluid and potentially volatile operating environment.

Predicated on this analysis, the following chapter outlines the vision, policy priorities and strategies MoE has developed to address the current challenges and build a pathway for a stronger, more resilient education system that delivers a better future for the children and nation of Yemen.

2. Vision, policy priorities and strategies



2. Vision, policy priorities and strategies

This chapter provides an overview of (1) the Ministry of Education’s overarching **vision and goals** for the education sector for 2024–2030 in a whole of Yemen approach, (2) the **key pathways to change and related strategies/interventions** that will contribute to the achievement of the vision, (3) how **existing international and regional frameworks and national policies, plans, and programmes** have shaped the **planned policy priorities** for the period. Subsection (4) presents a **summary overview of all five priority programmes**, including related components/sub-components, key targets, and the responsible departments/sectors.

2.1 Vision and goals

The ESP is predicated on the MoE’s **vision for education in Yemen**, namely:

‘Achieving renewed education, ensuring quality, equitable and inclusive education for all, capacity development and active participation in society to keep pace with global changes.’

The vision recognises that revitalisation of the sector following the devastation of the conflict years is an essential building block for enabling all children to access equitable, quality, and inclusive education. In turn, empowering children to learn within a revitalized education system provides the pathway for building the human capacity, skills and attributes necessary to foster peaceful social cohesion, realise citizens’ rights, and meet the economic and environmental – including climate change – challenges of the global age.

To realise the vision, the MoE has affirmed that transformative action is critical to rebuilding the education system so that it delivers quality teaching and learning for all children, starting from the early years, and continuing through the school cycle, and beyond, to life-long learning opportunities.

The overarching goal of the ESP is therefore to:

‘Rebuild a well-functioning, resilient education system that provides equitable access to quality education for all, from the early years and throughout life, and builds skilled human capital for peaceful national development’.

The Review of Yemen’s Transitional Education Plan (TEP) (2019-2023) contributes to the evidence base on which the ESP is founded. The Review notes that ‘In Yemen, the shift from the TEP to the new ESP

provides an important opportunity for long-term planning that addresses the systemic risks facing the education sector, bridging shorter-term humanitarian responses with the MOE's longer-term development perspective'. In this way, the ESP is the vehicle for addressing the country's emerging needs in a systematic, holistic way, setting out achievable goals to deliver sustainable results at scale.

To this end, the ESP accordingly sets out five key policy goals for the education sector to achieve the vision and overarching goal for education renewal during the plan period, namely:

1. Ensure access for all children, of both genders, to safe, quality and inclusive basic and secondary education.
2. Improve the quality of basic and secondary education to ensure that children are equipped with the foundational skills and the twenty-first century skills needed to contribute to sustainable development.
3. Ensure access for all children, girls and boys, to safe, quality and inclusive early childhood education to promote school readiness.
4. Strengthen Ministry of Education capacity for data-based, climate sensitive planning, budgeting, monitoring, evaluation, coordination, human resource management at all levels, and school-based management and inspection for more effective management and resilience of the education sector.
5. Provide equitable education opportunities for lifelong learning to enable all women and men to realise their full potential and contribute meaningfully to social and economic development.

Cutting across all five goals are the twin priorities of ensuring gender equality in education opportunity and learning outcomes, as well as inclusion of all learners, regardless of gender, ability, geographical location, economic status, or other attribute. In addition, measures to strengthen the resilience of the education system to the impacts of climate change and other hazards have been integrated across the five programmes.

The formulation of the ESP's five priority programmes has been further guided by Yemen's existing international, regional and national education commitments, as detailed below.

2.2 Existing education policy, plans, frameworks and programmes

2.2.1 National Statement of Commitment, Transforming Education Summit (TES), 2022

Yemen's commitment to a national agenda for transforming education has been clearly articulated in the country's National Statement of Commitment made at the *Transforming Education Summit*, held during the United Nations General Assembly in New York in September 2022. The statement declared Yemen's commitment to five key priorities for system transformation in the lead up to 2030, namely:

- *Inclusive, equitable, safe, and healthy schools:* This entails enabling all children to obtain quality and safe education, bridging the gender gap and focusing on creating an attractive and positive school environment for children with special needs, with specific attention to refugee and displaced children in areas of war, conflict and natural disasters. School health and nutrition interventions are highlighted, as well as a comprehensive school reconstruction effort, along with the imperative of bringing back into education the over 2.7 million children who are currently out of school. Also taken on board in the ESP is the Statement's emphasis on promoting community participation and strengthening the relationship between schools and surrounding communities to increase participation, oversight, and accountability and enhance the role of school administration in raising community awareness of the importance of education.
- *Learning and skills for life, work and sustainable development:* Meeting the diverse learning and development needs of out-of-school children, youth and those at risk of dropping out by providing a package of alternative educational activities and services forms the backbone of the ESP's Priority Programme 5 (PP5), Literacy and Alternative Education. Strengthening the resilience of the educational system to maintain the gains made in the past decades to ensure the continuity of learning despite challenges of crisis and climate change is also reflected in the ESP (PP4).
- *Teachers, teaching and the teaching profession:* The Statement's focus on improving the quality of public education runs throughout the ESP, through developing the capabilities of teachers, educational supervisors and school administrators in specialized aspects and educational skills, as well as provision of updated textbooks and learning materials. Improving the living conditions of teachers and hiring new ones to meet the growing shortage in the number of teachers are also pinpointed as key success factors. Actions towards these ends will be matched in the ESP by developing a strong educational assessment system, to measure students' achievement and planning according to student learning outcomes, in line with the Statement.
- *Digital learning and transformation:* Preparing a national strategy for digital learning and developing the infrastructure of educational technology according to the available potentials are viewed as key pathways to the future, once the most immediately pressing challenges have been tackled.
- *Financing of education:* Key to delivery of the TES commitments is the priority to expand financing and coordination of investments for education. The ESP (2024-2030) provides a blueprint to mobilize and guide education investments, both domestic and external, while the TES commitment to establishing a national fund to support education and raise the government budget share to education bodes well for successful delivery of ESP results. Also embedded in the ESP (PP4) is the Statement's emphasis on a strong EMIS as the basis for strategic targeting of resources, and on close coordination, both internally within Government, as well as with international development and humanitarian partners for efficient resource utilisation.

2.2.2 Global Partnership for Education (GPE) priorities and Partnership Compact

As a partner country in the Global Partnership for Education (GPE) since 2003, Yemen's ESP priority goals align closely with the policy priorities of GPE 2025 and are also fully reflected in the Ministry of Education's Partnership Compact (PC) 2024-2028, as agreed between the MoE, development partners and GPE in March 2024. Structured around four core pillars of Learners, Teachers, Schools and System,

the objective of the PC is 'Improving Learning Outcomes at the basic education level in Yemen, with a Focus on Early Grades', so that every child attains foundational, transferrable skills by the end of 2028. Teacher support, infrastructure improvement, as well as system efficiency also feature strongly in the PC, with which the ESP is fully aligned, though broader in scope and covering a longer timeframe.

2.2.3 Sustainable Development Goals (SDGs)¹¹

In 2015, all United Nations Member States, including Yemen, adopted the *2030 Sustainable Development Goals* (SDGs) as a global agenda to create a better, more sustainable future for all. SDG 4, to 'Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all' has seven targets, covering free, equitable, quality basic and secondary education leading to relevant learning outcomes (4.1), access to quality ECD (4.2), access to quality TVET and tertiary education (4.3), increased number of youth and adults with relevant technical and vocational skills (4.4), eliminating gender disparities in education and ensuring equal access to education for the vulnerable (4.5), literacy and numeracy achievement for youth and adults (4.6), and all learners acquiring the knowledge and skills to promote sustainable development (4.7). While the ESP focuses on the school sector, and does not encompass the TVET sub-sector, the ESP drives interventions that support the achievement of all other SDG4 targets.

2.2.4 International conventions

Yemen is signatory to key international conventions relating to the realisation of rights to education, including the Convention on the Rights of the Child (CRC, ratified in 1991), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, acceded to in 1984), and the Convention on the Rights of Persons with Disabilities (CRPD, ratified in 2009). The ESP is predicated on the Conventions' principles of education as a right for all, without discrimination on the basis of gender, disability, or other attributes.

2.2.5 National legal and policy framework

An *Education Sector Analysis* (ESA) conducted in 2023 by the MoE and partners note the need for a national vision for education in Yemen, with each Ministry in charge of education (general education, higher education and TVET) formulating also its own education strategies. Additionally, inconsistencies were noted between local authority and education policies and regulations, which hamper prioritization and planning.

The right to education for all is enshrined in the Constitution (1991) and General Education Law No. (45) of 1992, and a Presidential Decree No. (28) of 1993 defines the organisational regulations governing the Ministry's operations. However, much has changed in the intervening years, and the ESA noted a pressing need to update laws, regulations, and standard operating procedures for management of the education system, as well as to develop the institutional structures and capacity of the Ministry and its offices in governorates, districts and schools to provide the necessary oversight to implement

and monitor education development policies. To address these challenges, the ESP (in PP4) sets out a robust programme of system reform, encompassing actions to enhance planning, budgeting and M&E capacity; coordination effectiveness; human resources and school-based management, as well as system resilience to climate change and other risks.

2.3 Pathways to change and related strategies for the next six years

As noted in the TEP Review cited above, the ESP provides a pivotal opportunity for the MoE to take stock of the current status of the sector following the conflict years, and shift its focus from a more immediate-term, humanitarian action and crisis management approach towards a longer-term, more strategic approach that rebuilds the system ravaged by war and brings back into education the over two million children of school age who are currently out of school.¹² Girls particularly bear the brunt of the conflict impact, representing 53 percent of children out of school, and early and forced marriage rates tripling in the last four years.¹³ The trauma of the war years has had a searing impact on the mental health and well-being of children, which affects their ability to engage effectively in education, but which in turn can be mitigated if they are given access to quality, nurturing education, especially from a young age.

While underlying political complexities continue to colour a whole-of-Yemen approach, the challenges for the education sector across the country can broadly be grouped into three main categories:

- *Access.* Access to education is hampered by lack of infrastructure, including WASH facilities, which were damaged or destroyed during the war. On the demand side, impoverishment due to the conflict has made education unaffordable for many, and continuing safety concerns, as well as social norms for girls' and children with disabilities all combine, leading to low enrolment not only in the formal system, especially at pre-school level, but also in non-formal education.
- *Quality of education.* Yemen suffers from a shortage of qualified teachers, especially female teachers, in particular in remote, rural areas. The shortage is also reflected at kindergarten level. The freeze on teachers' recruitment since 2012 is at stake. In addition, the teaching profession is characterized by low qualifications, limited access to both pre-service and in-service training, with teacher trainings suspended since 2015, and salaries unpaid for half the teaching force since 2017,¹⁴ lowering teacher motivation and fuelling absenteeism. These factors, together with an outdated curriculum and teaching and learning materials, all lead to low levels of attainment and poor learning outcomes, as confirmed by Yemen's ranking as lowest performer in the region.¹⁵
- *System management.* The education system suffers from chronic underfunding, which constrains its capacity to function effectively, whether to invest in asset development, or to fund recurrent costs. Institutional development of its structures and management information systems have not kept pace with emerging demands, and coordination and management capacity are limited, all leading to inefficiencies and limited effectiveness of the system, leaving continuity of service delivery highly vulnerable to climate change and other shocks.

To address these inter-connected challenges, the ESP sets out a comprehensive reform programme. As a strategic priority, the MoE will build on the positive results of the TEP, sustaining and further capitalizing on the past efforts of recent years. The main thrust will be on compulsory education, with the aim of increasing enrolment at basic and secondary levels and bringing more children into the mainstream system, which in turn will have a knock-on effect on reducing the number of children out of school. At the same time, the ESP also pursue programmes on ECE and non-formal and alternative education (AE) as steps towards expanding education coverage over time.

Given the significant gender disparities which persist in education opportunities and outcomes between girls and boys at all levels, and between women and men in the teaching profession, in the administration, and in leadership positions, the ESP also articulates concrete actions to redress imbalances. Provision of gender-sensitive WASH facilities, enabling safety, dignity and privacy for girls together with focused campaigns to combat social stigma will help attract more girls to school. Recruitment of more female teachers will help parents feel more confident about sending their girls to school and provide influential role models of female authority for girls. Female school leadership has been shown to have a positive impact on the school as a whole in certain contexts, and especially for girls (e.g. Bergmann et al., 2022). A study to better understand the causes of girl's dropout and underage marriage is also planned. Ensuring that schools are safe and welcoming spaces for children with disabilities to learn to their full potential will also be mainstreamed across the PPs, both in terms of inclusive infrastructure and equipment, as well as through specialized teacher training, and curriculum and materials development.

The ESP approach can be represented in a high-level Theory of Change (ToC) as follows:

IF:

All learners have equitable access to quality education

- in inclusive, healthy, safe, protective environments
- from the early years and throughout life
- in formal and non-formal settings;

AND

More teachers, especially women in rural areas, are recruited, qualified, remunerated, and motivated

- supported by formative supervision and instructional school leadership
- with clear career development pathways;

AND

The education system has the structures, systems, resources, and capacity to function efficiently, deliver quality services, and ensure continuity of learning throughout climate change and other risks;

AND

Communities and partners engage and coordinate their efforts to support learning;

AND

Gender, equity, and inclusion principles guide all decision-making.

THEN

- **More children** will benefit from pre-school learning, be ready to enter school, develop foundational skills, and progress successfully to complete the school cycle with higher-level skills for life;
- **Children and adults** who have missed out on school will have opportunities to continue their learning through:
 - re-entry into the formal system
 - structured non-formal education programmes;
- **More people in Yemen** will fulfil their potential and have the knowledge, skills and attributes to contribute to, as well as benefit from, peaceful national development.

Based on the ToC, the critical pathways to change adopted in the ESP include:

1. Upscale school construction/reconstruction/refurbishment according to national standards, including separate toilet facilities for girls and boys, to increase physical access and provide quality learning environments.
2. Demand-side interventions to reduce the cost of education to families (expanding school feeding programme, school bags) and raise awareness of the value of education, particularly for girls and the most vulnerable groups including children with disabilities.
3. Increased professionalization of the teaching force through increased recruitment, training, supportive supervision, and provision of salaries and incentives.
4. Institutionalization of assessment of literacy and numeracy skills in Grades 1-3 and provision of remedial classes to strengthen learning outcomes and acquisition of foundational skills.
5. Development of pre-school access to expand early learning opportunities and promote school-readiness.
6. Strengthened systems and capacity for planning, budgeting, and M&E; financial, information and human resource, and school-based management, and horizontal and vertical coordination between Ministry sectors and with development partners.
7. Development of a strategy for mainstreaming climate change and other risk interventions across the sector.
8. Review and improve alternative education pathways, to provide learning opportunities for those who are at risk of dropping out or who have missed out schooling.
9. Mainstreaming of gender equality, equity and inclusion principles across all programmes.

2.4 Priority programmes, components and objectives for the plan period

This section provides a summary overview of the five priority programmes for the ESP period, including goals, objectives, components, sub-components, and departments/sectors responsible for delivery of the planned programme results.

Under Priority Programme 1, **Access, participation and equity in basic and secondary education**, the Ministry of Education is addressing low enrolment rates in the first grades and high dropout rates at all levels of primary and secondary education due to insecurity, displacement and increasing poverty. The Ministry of Education will place particular emphasis on providing safe and equitable access to compulsory education for all children and youth through learning pathways programmes. The short-term goal is to ensure that children attend school in communities where education has been disrupted by insecurity.

Under Priority Programme 2, **Quality in basic and secondary education**, the MoE will modernize curricula that enable learners to reach their full potential and develop their scientific, creative and life skills in a way that meets the needs of the labour market and keeps pace with the requirements of the twenty-first century. Teacher training, supervision and learning environments will similarly be upgraded to reflect the revised curriculum ideals.

Under Priority Programme 3, **Early childhood**, the Ministry of Education is working to develop the pre-primary kindergarten stage because it is considered a stage that helps form the child's personality and develop their skills, whether mental or physical, and their social abilities. Kindergarten is considered a critical place helping to foster children's cognitive, social, and emotional skills essential, for a smooth transition to formal education and school level progression. Studies show that all children who join schools through kindergartens are those who have diverse abilities, skills, and talents and do better academically. This indicates the effective and influential role that kindergartens play in shaping the basic components of the children's personality and preparing them well to attend school.

Under Priority Programme 4, **Governance and institutional structure in general education**, the MoE aims to build the strong institutional capacity needed for the education system to function well, particularly in times of conflict in order to improve access and learning outcomes at all levels. Areas of focus will be on strengthening planning, M&E and financing of education, improved data systems, coordination, school-based management, and building system resilience.

Under Priority Programme 5, **Literacy and alternative education**, the MoE will provide equitable and gender-sensitive education opportunities for lifelong learning to enable all women and men to realise their full potential and contribute meaningfully to social and economic development.

Priority Programme 1: Access, participation and equity in basic and secondary education			
Priority Programme goal: Ensure access for all children, of both genders, to safe, quality and inclusive basic and secondary education			
Component	Objective	Responsible Sector	Supportive Sector
Component 1.1: Improve school infrastructure	Component Objective: Develop school infrastructure to become safe and inclusive	Projects and Equipment Sector	GEOs & DEOs
Component 1.2: Stimulate demand for basic and secondary education	Component Objective: <i>Stimulate social demand for basic and secondary education</i>		
Sub-components	1.2.1: Reduce the cost of education for families	School Feeding Unit & Projects and Equipment Sector	Education Sector
	1.2.2: Raise awareness of the value of education among families and communities	Girls' Education Sector	Education Sector

Priority Programme 2: Quality in basic and secondary education			
Priority Programme goal: Improve the quality of basic and secondary education to ensure that children are equipped with the foundational and twenty-first century skills needed to contribute to sustainable development			
Component	Objective	Responsible Sector	Supportive Sector
Component 2.1: Curriculum, textbooks and related teaching and learning materials	Component Objective: Ensure the delivery of curricula and related teaching and learning materials and robust assessment mechanisms to ensure that students acquire 21 st century skills	Curriculum and Guidance Sector	Educational Research and Development Centre
Component 2.2: Assessment and examinations	Component Objective: Strengthen national competency-based assessment and examination systems in line with revised curriculum to ensure the acquisition of foundational and twenty-first century skills	Curriculum and Guidance Sector	Educational Research and Development Centre
Component 2.3: Teacher training and supervision	Component Objective: Prepare and develop the capacities of teachers and supervisors to perform their work efficiently for improved student learning		
Sub-components	2.3.1: Teacher training	Training and Qualification Sector	Curriculum and Guidance Sector
	2.3.2: Education supervision	Curriculum and Guidance Sector	GEOs & DEOs

Priority Programme 2: Quality in basic and secondary education			
Priority Programme goal: Improve the quality of basic and secondary education to ensure that children are equipped with the foundational and twenty-first century skills needed to contribute to sustainable development			
Component	Objective	Responsible Sector	Supportive Sector
Component 2.4: Educational Environment	Component Objective: Promote a healthy, safe, and conducive learning environment for optimal learning for students	Projects & Equipment Sector	School Health, Education Sector and Curriculum and Guidance Sector

Priority Programme 3: Early childhood			
Priority Programme goal: Ensure access for all children, girls and boys, to quality, safe, and inclusive early childhood education to promote school readiness			
Component	Objective	Responsible Sector	Supportive Sector
Component 3.1: Access and equity	Component Objective: Expand equitable and inclusive access to safe kindergarten		
Sub-components	3.1.1: Improve kindergarten infrastructure	Projects and Equipment Sector	GEOs & DEOs
	3.1.2: Increase the demand for kindergartens among families and communities	Education sector	Technical Office
Component 3.2: Quality in kindergarten	Component Objective: Ensure children obtain the required skills through a conducive teaching and learning environment		
Sub-components	3.2.1: KG staffing	Human Resources General Administration	n.a.
	3.2.2: Curriculum and teaching and learning guides	Curriculum and Guidance Sector	Education Sector
	3.2.3: Enhancing the school learning environment	Projects and Equipment Sector	Education Sector
	3.2.4: Strengthen supervision for improved KG learning environment	Curriculum and Guidance Sector	Education Sector

Priority Programme 4: Governance and institutional structure in general education

Priority Programme goal: Strengthen Ministry of Education capacity for data-based, gender-responsive, climate sensitive planning, budgeting, monitoring and evaluation, coordination, human resource management at all levels, and school-based management and inspection for more effective management and resilience of the education sector

Component	Objective	Responsible Sector	Supportive Sector
Component 4.1: Planning, budgeting, EMIS, Monitoring, Evaluation, and Finance	Component Objective: Strengthen the capacity of the Ministry of Education in evidence-based, gender-responsive, and crisis-sensitive planning, budgeting, monitoring and evaluation at all levels for more effective management and resilience of the education sector		
Sub-components	4.1.1: Strengthen planning, monitoring and evaluation at all levels	Technical Office	Sectors and conventional departments
	4.1.2: Strengthen EMIS for evidence-based, gender-responsive, crisis-sensitive planning, monitoring and evaluation	Technical Office	Sectors and conventional departments
	4.1.3: Ensure adequate domestic and external funding and its efficient and effective use to implement activities and deliver ESP results	Technical Office	n.a.
Component 4.2: Coordination, partnerships and communication	Component Objective: Strengthen Ministry of Education capacity for leading sector coordination, partnerships and communication in order to harmonise financing mechanisms for effective use of resources, transparency and accountability		
Sub-components	4.2.1: Strengthen internal coordination between MoE sectors at central level and between central and governorate levels, as well as with other ministries	Technical Office	n.a
	4.2.2: Strengthen coordination between MoE and development partners, including humanitarian actors and private sectors	Technical Office	n.a
Component 4.3: Human resource reforms	Component Objective: Improve the efficiency and effectiveness of human resource management for strengthening and improving the functioning of the education system across all sub-sectors		
Sub-components	4.3.1: Human resource (HR) management (recruitment, deployment, incentives) for sub-sectors of EC/KG, basic, secondary	General Administration of Human Resources	Education Sector
	4.3.2: Qualifications and training of non-teaching staff at central, governorate and district levels	Training and Qualification Sector	General Administration of Human Resources Technical Office
	4.3.3: Human resource management Information System (HRMIS)	General Administration of Human Resources	Technical Office

Priority Programme 4: Governance and institutional structure in general education			
Priority Programme goal: Strengthen Ministry of Education capacity for data-based, gender-responsive, climate sensitive planning, budgeting, monitoring and evaluation, coordination, human resource management at all levels, and school-based management and inspection for more effective management and resilience of the education sector			
Component	Objective	Responsible Sector	Supportive Sector
Component 4.4: School management and pedagogical inspection	Component Objective: Establish a legal and regulatory framework for developing quality school-based management and enhance Ministry capacity for inspection of school-based management performance, accountability, and results		
Sub-components	4.4.1: Develop legal and regulatory framework for school-based management at all school levels (EC/KG, basic, secondary)	Education Sector	GA for Legal Affairs
	4.4.2: Build capacity of relevant stakeholders at different levels (governorate, district, school, community) for effective school-based management	Training and Qualification Sector	Education Sector
Component 4.5: Mainstreaming the Ministry of Education's capacity to adapt to climate change, and address natural and man-made hazards	Component Objective: Build the resilience of the education system to adapt to climate change, natural and other hazards and risks to ensure continuity of learning and promote social cohesion, with particular consideration to the different needs and capacities of girls and boys, and children with special needs	Technical office	

Priority Programme 5: Literacy and alternative education			
Priority Programme Goal: Provide equitable and gender-sensitive education opportunities for lifelong learning to enable all women and men to realise their full potential and contribute meaningfully to social and economic development			
Component	Objective	Responsible Sector	Supportive Sector
Component 5.1: Institutional development	Component Objective: Strengthen the LAEO institutional capacity for improved planning and management of non-formal education (NFE)	LAEO	Technical Office
Component 5.2: Adult literacy and skills	Component Objective: Increase national adult literacy rates (15-45 years), especially among females in rural areas	LAEO	Girls' Education
Component 5.3: Alternative education (AE)	Component Objective: Provide alternative educational opportunities for out-of-school children and promote pathways to formal education	GA of Remedial Education	Education sector

The following chapter further elaborates the detail of the five priority programmes in terms of activities, performance indicators, baselines and targets, as well as the ministerial bodies responsible for delivery of priority programme results.

3. Priority Programme



3. Priority Programmes

The following chapter details the five priority programmes (PPs) that will be implemented over the ESP time frame:

1. **Access, participation, and equity in basic and secondary education.**
2. **Quality in basic and secondary education.**
3. **Early childhood.**
4. **Governance and institutional structure in general education.**
5. **Literacy and alternative education.**

Each programme is framed by an overall long-term goal that it will contribute to, monitored by selected high-level outcome indicators. Priority programmes are then broken down into thematic components (and in some cases sub-components) for which key challenges are identified with a specific component objective, the activities that will contribute to the achievement of the component objective, and related indicators and targets to monitor progress.

Priority Programme 1: Access, participation, and equity in basic and secondary education

The **overall goal** of this priority programme is to:

Ensure access for all children, of both genders, to safe, quality and inclusive basic and secondary education.

Despite significant efforts by the Government of Yemen to ensure equitable access to quality primary and secondary education for all children, many challenges remain. As highlighted in Chapter 1, the GER for basic education decreased by 4 percentage points from 83 percent in 2015 to 79 percent in 2021. By contrast, the GER for secondary education experienced a substantial increase of 22 percentage points over the period 2015-2021, reaching 67 percent in 2021. However, school coverage in the country remains low compared to MENA averages.¹⁶

Education access and participation in the country are hampered by both demand and supply factors. Regarding supply, school infrastructure has become a critical issue in certain areas. Schools have been damaged or destroyed by the conflict, occupied by armed or other groups, or affected by natural hazards. Furthermore, many schools are situated far from where students live, or are located in areas

that are considered to be unsafe, which also may contribute to drop-out. On the demand side, conflicts, high levels of poverty, food insecurity, social norms in certain areas, displacement, along with low awareness of the value of education and its high costs, among other factors, have influenced families' decisions on whether to send their children to school, particularly for vulnerable populations.

Ensuring access to quality and safe education for all children remains a top priority for the MoE. To address supply constraints, in Priority Programme 1, the MoE, with support from partners, including humanitarian and local community, will prioritize the construction of new classrooms, as well as the rehabilitation of existing school infrastructure to be safe, inclusive, gender-sensitive, climate-resilient, and adequately equipped to support student learning. The limited demand for education will be addressed by lowering the costs of education for families, particularly by maintaining school feeding programmes, and mobilizing communities to recognise the value of education, especially for girls.

Priority Programme 1 is structured around two components:

- Component 1.1: Improve school infrastructure.
- Component 1.2: Stimulate demand for basic and secondary education.

The following **high-level outcome indicators** will be used to measure progress toward the achievement of this priority programme's goal:

PRIORITY PROGRAMME 1: ACCESS, PARTICIPATION AND EQUITY IN BASIC AND SECONDARY EDUCATION			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
SDG4.1. GER in basic education, (M/F)	M 81%	M 89% ¹⁷	EMIS
	F 77%	F 86%	
	T 79%	T 88%	
SGD4.5.1 GPI (GER in basic education)	0.95	0.97	EMIS
SDG4.6 GER in secondary education, (M/F)	M 68%	M 58% ¹⁸	EMIS
	F 65%	F 56%	
	T 67%	T 57%	
SDG4.5.1 GPI (GER in secondary education)	0.96	0.97	EMIS
SDG 4.5.1 percentage of students with disabilities, (M/F), by education level (basic/secondary)	TBD	TBD	EMIS
Number and percentage of basic students accessing school snack programmes (M/F)	T 1,774,322	T 2,427,356	Projects and Equipment Sector
	T 32.4% (2024)	T 34.4%	
Number and percentage of schools with latrine facilities meeting MoE's standards in basic and secondary levels	5,522	8,257	Projects and Equipment Sector
	29%	40%	

Component 1.1: Improve school infrastructure

Expanding access to basic and secondary education is a key priority of the MoE in order to cater to increasing enrolment and to reduce the rising number of out-of-school children among the school-age population. Achieving this will require the expansion of existing school infrastructure to include new schools and classrooms. Ensuring adequate physical infrastructure is also an essential component that the MoE will pursue to foster safe and conducive learning environments, an important dimension of quality education.

In recent years, the MoE, with support from partners, has been working to construct new schools/classrooms and to carry out rehabilitation works (classroom repairs, provision of basic school furniture, painting) as well as WASH enhancement in selected schools to foster inclusive and accessible learning environments. Despite these efforts, years of conflict have led to deteriorated school infrastructure and hindered regular school maintenance across the country. As a result, the challenges remaining in relation to Component 1.1 are considerable, as outlined below.

Key challenges related to the component:

- Small number of basic and secondary schools.
- Insufficient number of schools for girls.
- Limited access to school (long distances, natural hazards, climate change).
- Current schools are not inclusive of students with special needs.
- Not all existing schools meet established standards (e.g., lack of permanent electricity).
- Many schools have incomplete grades.
- Some schools are not a safe environment, particularly for girls (e.g. lack of WASH facilities).
- Schools need rehabilitation as a result from the war.
- The presence of a double shift system in basic and secondary schools increases access, but negatively affects education quality (e.g. reduced instruction time).

After years of protracted conflict, Yemen's current primary and secondary education infrastructure is insufficient to meet the demand for education. As highlighted in Chapter 1, in 2021, nearly 4,000 schools (20 percent) were damaged or destroyed, or were hosting IDPs/refugees. A further three percent of schools were hosted in buildings that were either temporary or not fit for schooling. Extreme weather events, such as floods, windstorms and droughts, have further deteriorated already fragile educational conditions, limiting thousands of children's access to safe and conducive learning environments. These combined problems continue to exacerbate the humanitarian crisis in Yemen and impede children's access to education.

Although the Government of Yemen has developed policy documents to guide and regulate the construction and rehabilitation of school infrastructure, such as the National Strategy for Basic Education Reform 2003-2015 and the National Strategy for Secondary Education 2007-2015, they are outdated and currently inactive. For example, Decree No. 88 of 2004, which established the bases and norms for the national school map, has been suspended due to the conflict.

Distance to schools remains a serious problem, especially in rural areas, where long commutes may be unsafe. Incomplete schools also hinder access to education. As reflected in Chapter 1, just 19 percent of schools offer the full 12-year cycle, and 24 percent of schools offer only the first six grades, putting students in some schools at a higher risk of not completing a full cycle of education. Further, a growing number of schools are facing a lack of access to WASH facilities. In 2021, 71 percent of schools did not have access to water and sanitation and 90 percent of schools did not supply safe drinking water. Additionally, the physical infrastructure of most schools remains inaccessible for children with disabilities, who represent 1.9 million of the school-age population.

To address the above challenges, through the ESP, in the fourth quarter of 2025,¹⁹ the MoE will prioritize updating the national school building standards for rehabilitation and construction at both the basic and secondary levels. This update will include considerations for students with disabilities, climate change resilience, and gender sensitivity, along with improvements in data collection and training tools. A comprehensive school mapping study will provide all the information needed to guide school construction and rehabilitation. In addition, mapping will help identify overcrowded classrooms and equipment shortages.

Simultaneously, during the fourth quarter of 2025, the MoE, through its Projects Sector, will develop a comprehensive plan outlining the design, budget, and timeline for school construction and rehabilitation. Construction and rehabilitation will begin in 2026, ensuring that the process is both timely and data-driven, and be pursued throughout the plan duration. Temporary classrooms will remain functional in order to expand access as needed.

The MoE's construction strategy will vary according to location to meet specific needs. To reduce the long distances to school children living in rural areas face, the MoE will prioritize the construction of new schools in rural areas ('horizontal' construction), with 7,905 new classrooms planned over the course of the ESP. In urban areas, the Ministry's strategy will be to reduce overcrowding by building more classrooms in existing schools ('vertical' construction).

The MoE will rehabilitate 17,776 classrooms, including equipping them with furniture and supplies. WASH facilities will be expanded through water harvesting, provision of water tanks, and sinking of wells. The MoE will also address lack of electricity in schools by increasing the number of schools with alternative energy systems from 36,314 to 51,729 schools. The MoE plans to install fencing in basic and secondary schools between 2027 and 2030, with the goal of having 30 percent of these schools fenced by the end of 2030.

A key response to infrastructure limitations to date has been the introduction of the double-shift system in basic and secondary schools. While the system helps to increase access, it can negatively affect the quality of the educational process, as it often entails a shorter school day, affords fewer opportunities for extra-curricular activities, and puts more strain on existing resources. To begin to address this issue, the MoE plans to conduct a study in 2027 to assess the feasibility of phasing out the double shift system at both the basic and secondary levels in Yemen. The results of the study may inform additional interventions that will feed into discussions during the Mid-Term Review (MTR) of the plan.

Component 1.1 objective:

Developing school infrastructure to become safe and inclusive.

Component 1.1: Improve school infrastructure			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
National school building standards reviewed and implemented	Previous version	Copy of updated standards	School mapping
Number of new classrooms built according to national school building standards (total)	-	7,905	EMIS and Projects and Equipment Sector
Number and percentage of classroom in need of rehabilitation rehabilitated (total)	-	17,776 (50%)	EMIS and Projects and Equipment Sector
Number and percentage of classrooms with electricity (total)	36,314 (30%)	51,729 (40%)	EMIS and Projects and Equipment Sector
Number of existing classrooms equipped with electricity during plan	-	6,258	EMIS and Projects and Equipment Sector
Number and percentage of schools with a fence by education level (total)	3,965 (21%)	6,193 (30%)	EMIS and Projects and Equipment Sector
Number of existing schools equipped with a fence during plan (total)	-	627	EMIS and Projects and Equipment Sector
Number and percentage of schools with adequate number of latrines (total)	5,522 (29%)	8,257 (40%)	EMIS and Projects and Equipment Sector
Number of existing classrooms equipped with adequate latrines during plan	-	39,161	EMIS and Projects and Equipment Sector
Number and percentage of schools with safe drinking water (total)	1,904 (10%)	5,161 (25%)	EMIS and Projects and Equipment Sector
Number of existing schools equipped with safe drinking water during plan (total)	-	1,656	EMIS and Projects and Equipment Sector
Number and percentage of schools with Water/Sanitation (total)	5,522 (29%)	8,257 (40%)	EMIS and Projects and Equipment Sector

Component 1.1: Improve school infrastructure			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Number of existing schools equipped with Water/Sanitation during plan (total)	-	1,134	EMIS and Projects and Equipment Sector
Number of learners per seat, by education level and type of school	Basic only: 2.0 Basic and secondary: 7.3 Secondary only: 0.5	Basic only: 1.5 Basic and secondary: 1.3 Secondary only: 1.0	EMIS and Projects and Equipment Sector
A roadmap for the gradual transition from double shift adopted	No	Yes	Copy of validated roadmap
Activities			
1. Activate and review national school building standards for rehabilitation and construction at basic and secondary levels based on the school mapping to include consideration of WASH, students with disabilities, climate change, and gender-responsiveness and update data collection and training tools. 2. Build new full-grade basic and secondary schools (classrooms) (including girls' schools) according to national school building standards and based on school mapping and provide alternative energy systems (solar panel systems) as required. 3. Rehabilitate basic and secondary standalone schools (including girls' schools) based on the school mapping and in line with national school building standards. 4. Construct/add additional classrooms in schools where grades are incomplete and where classrooms are overcrowded, based on school mapping. 5. Improve existing basic and secondary schools with adequate WASH facilities, including separate latrines for girls and boys and persons with disabilities, and clean water access (through water harvesting, the provision of water tanks, or drilling wells), fences and solar panels. 6. Provide adequate equipment (including school safety equipment) to existing basic and secondary schools (both teaching and administrative blocks). 7. Develop a roadmap to assess the feasibility of phasing out the double-shift system at basic and secondary levels.			

Component 1.2: Stimulate demand for basic and secondary education

Parents, families, and communities play a pivotal role in driving demand for education. In addition to constraints related to education supply (e.g., distance to school, incomplete schools) enrolment and drop-out rates are also critically related to demand-side constraints, including the high costs of education for families, poverty, security concerns, and reservations around the value of education, particularly for girls, with social norms also playing a role.

Children displaced by conflict and natural hazards, as well as children with disabilities, are also particularly at risk of missing out on education due to economic and social pressures, further increasing

their vulnerability to exploitation and harm. There is also some evidence of male children enrolled in armed groups. As highlighted in Chapter 1, according to MoE data from 2024, more than 2.7 million school aged children were out of formal school, more than half of whom (54 percent) were girls.

Although in recent years the MoE, with support from partners, has made significant efforts to reduce the financial burden on families regarding education, such as implementing a school feeding programme, the coverage of these initiatives remains insufficient. To boost demand for basic and secondary education, concerted action will be required to address the challenges outlined below.

Key challenges related to the component:

- Decreased demand for basic and secondary education.
- Economic conditions/poverty – opportunity-cost of enrolling children to school.
- Inadequate school feeding programmes and high rates of malnutrition among students.
- Shortage of teachers, especially female teachers, in rural areas.
- Low motivation of parents to send their children to school due to poor education outcomes at basic and secondary levels.
- High dropout rate and low enrolment rates in formal education.
- Increasing number of out of school children.
- Low awareness among parents of the importance of education.
- Cultural, social barriers and challenges (not enrolling girls to school, disparities between boys and girls).
- Bullying at school (boys, girls, teachers).
- Lack of mechanisms for inclusive education, particularly for marginalized groups.

In Yemen, security risks, poverty, food insecurity, high rates of severe malnutrition, and lack of safe drinking water and sanitation combine to create conditions of extreme hardship for the majority of the population as the crisis goes on, all of which could weaken demand for education. A growing body of literature indicates that school feeding programmes can significantly boost enrolment and attendance rates as well as academic performance (World Bank, 2019b), particularly benefiting girls and children in rural areas.²⁰ Though these programmes serve as a compelling incentive for families to send their children to school, current coverage of school meals is limited (being still at a pilot stage), with provision of school snacks being more widespread. In 2024, about 45 thousand students received school meals (less than 1 percent of basic education students), while close to 1.78 million students received snacks (32 percent of basic education children).

Demand-side constraints are also influenced by a lack of awareness about the importance of education. In Yemen, studies show that many families do not have proper incentives for their children to complete basic schooling. This can be due to factors such as a lack of parental interest in education or the belief that a few years of schooling are sufficient (World Bank, 2010). Poor education outcomes, along with a lack of inclusive education and insecurity, can reinforce these beliefs.

A range of factors may contribute to a lack of society support for the schooling of girls, especially in rural areas. These include the prevalence of early marriage, the low level of family incomes, social customs and traditions opposing girls' education, and the pressure for girls to work in the agricultural and domestic realms. As reflected in Chapter 1, evidence based on pre-crisis data suggests that nearly one third of women aged between 20 and 24 years (32 percent) were married before age 18. In addition to health and well-being risks, early childbearing also represents a major threat for girls' education, with higher risk for school dropout. The Ministry recognises, however, that seeking knowledge is a sacred duty for all, with the right to education for both males and females enshrined in constitutional law. The MoE further acknowledges the role educated women play in fostering family and community health, social well-being and economic prosperity, as well as the role of education in enabling women to achieve self-reliance and independence.

In order to boost demand for basic and secondary education and address current challenges during the 2025-2030 period, the MoE will focus on two main strategies: (1) reducing education costs and (2) raising community awareness of the value of education for all children.

Reduce the cost of education for families

One of the MoE's key strategies to reduce the cost of education in the coming years will be the maintenance of the school feeding programme and provision of school bags for vulnerable children.

Regarding the school feeding programme, with donor support ending end of 2024, the MoE will need to mobilize additional funds to pursue school feeding activities. Yemen's school feeding programme is embedded in its overarching Scaling Up Nutrition (SUN) country strategy, which will guide resource mobilization and the expansion of the pilot. Identification of locations where new school kitchens need to be built will be determined by a survey conducted in the second quarter of 2025, as school mapping data becomes available. During the ESP period, the Managing Directorate of School Nutrition will work in collaboration with development partners to provide school meals and snacks to 809,063 and 12,677,909 students respectively, over the Plan period.

The mechanism will also be improved by promoting local production, diversifying the range of hot meals, and increasing the engagement of students, teachers and school administration in the programme. A donor-supported initiative has piloted the effectiveness of centralized kitchens, which provide each food for three to four schools on average.

As part of the ESP, school bags will be procured and distributed to a select number of vulnerable children. In 2025, criteria for beneficiaries will be defined by the MoE and key stakeholders, as coverage will be limited due to cost constraints.

Raise awareness of the value of education among families and communities

Awareness-raising strategies will emphasise the importance of education for all children, in particular for vulnerable groups and girls. They will be implemented in the governorates with the lowest enrolment rates, emphasizing the importance of education, including for both girls and boys, and inclusive education for children with disabilities as a route to their social and economic integration. These

campaigns will also include messaging to promote school entry at the right age and tackle bullying against vulnerable groups, and include adequate representation of diverse groups. Two awareness campaigns per year are planned throughout the ESP period, one at the beginning of each school year and one at the end, starting from 2025, using television, radio, media and social networks. The development of a gender-sensitive girls' education policy framework is also a key priority for the MoE. This policy will be developed in 2026 and will be overseen by the Girls' Education Sector.

Father and Mother Councils (FMCs) have a key role to play in encouraging and supporting education for girls, boys and vulnerable groups through:

- Raising awareness in society about the importance of education, including girls' education.
- Liaising with relevant authorities/parties to provide classrooms for girl and boy students.
- Coordinating with mosque preachers/Imams to sensitize the community about the importance of education, especially for girls.
- Coordinating with relevant parties to hire female teachers.
- Participating in building separate toilets/latrines for girls and boys and providing water if unavailable.
- Providing school bags for the most disadvantaged children.
- Providing support and participation in school activities for girls and boys alike.
- Encouraging girls and boys who are out of school to enrol in schools.
- Encouraging outstanding female students by giving them prizes/awards.
- Recruiting volunteer teachers and providing them with contracts at nominal wages.

Given these diverse responsibilities, the MoE recognises a need to update the current regulations of the Parents' Councils to include not only the school level but also the directorate and governorate levels as well. The Father and Mother Council Policy will be updated in the first quarter of 2025. For this purpose, an inter-departmental committee composed of different units of the Ministry of Education will be created, and, if funding allows, FMCs will be trained on the new guidelines (as detailed in PP4.4.2).

Social services also play a major role in strengthening the relationship between the school, on the one hand, and families and the local community, on the other. The MoE will accordingly set up a cross-Ministry committee to update the social services policy, regulations and associated guidance bulletins in 2025. This work will include defining the roles and responsibilities for the social worker to improve community participation/engagement.

School social workers help students to make the most of their abilities and reach their full potential, both as individuals and as responsible members of society. Once available, school clinics will be used as a dedicated space to deliver social services, including psychosocial support, at school level (see PP2.4). Training of social workers will begin in 2026. In order to better monitor students at risk of dropping out, the MoE will conduct a study in 2026 to evaluate the effectiveness of the current early warning system in reducing dropout rates.

As part of this ESP, demand for education will be tackled through the following two sub-components:

- 1.2.1: Reduce the cost of education for families.
- 1.2.2: Raise awareness of the value of education among families and communities.

Component 1.2 objective:

Stimulate social demand for basic and secondary education.

Component 1.2: Stimulate demand for basic and secondary education Sub-component 1.2.1: Reduce the cost of education for families			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Number and percentage of basic education students accessing school feeding programmes, (M/F)	Meals: 45,500 (0.8%) Snacks: 1,774,322 (32.4%) (2024)	Meals: 211,688 (3%), annual Snacks: 2,427,356 (34.4%), annual	EMIS
Number and percentage of basic education students receiving a school bag (G1-G6) (M/F)	-	169,541 (10%), annual	EMIS
Activities			
1. Continue and expand school feeding programmes (e.g., schools' meals and snacks) for basic education students (grades 1-9) in line with the Integrated Food Security Phase Classification (IPC) food security standards of Yemen, and based on the survey results. 2. Provide school bags to selected basic education students.			

Component 1.2: Stimulate demand for basic and secondary education Sub-component 1.2.2: Raise awareness of the value of education among families and communities			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Updated policy on Fathers' and Mothers' Councils validated	No	Yes	Copy of validated policy
Updated policy on social services validated	No	Yes	Copy of validated policy
Number of awareness campaigns implemented on the importance of education (2 per year)	-	12	Implementation report
Early warning system to reduce dropout validated	No	Yes	Updated system in place
Number of social workers trained on school guidance (M/F)	-	1,000	Girls' Education Sector
Activities			
1. Update the regulations on Fathers' and Mothers' Councils and train them at the school, district and governorate levels to enhance community participation.			

Component 1.2: Stimulate demand for basic and secondary education Sub-component 1.2.2: Raise awareness of the value of education among families and communities			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
2. Update the social services regulations to define the clear roles and tasks of social workers and improve community participation. 3. Conduct awareness campaign targeting communities on the importance of education, including (gender, disability, and the prevention of bullying against other vulnerable groups). 4. Conduct a study on the causes of girl's dropout and underage marriage. 5. Recruit and train social workers on the school guidance Manual (3 parts). 6. Review and improve the existing early warning system (accumulated student records) to reduce dropout.			

Priority Programme 2: Quality in basic and secondary education

The **overall goal** of this priority programme is to:

Improve the quality of basic and secondary education to ensure children are equipped with the foundational and 21st century skills needed to contribute to sustainable development.

School quality is determined by many factors including the direct inputs of the curriculum and learning resources; the teaching and learning process, influenced by teacher qualifications and supervision; the monitoring and assessment of students' learning; and the conditions of the learning environment itself.

Basic and secondary education in Yemen faces acute challenges in all of these major quality areas. Basic and secondary curricula have not been comprehensively updated in over twenty years, so they are lacking the relevant scientific, creative and life skills components that students need to be successful in the current job market. Teachers in the country remain poorly qualified and irregular availability of both pre-service and in-teacher training opportunities and underfunded Teacher Training Institutes inhibit teachers from being able to gain modern, standardised teaching skills. In addition, poor teacher supervision constrains potential improvement in teacher capacities and motivation. There are no large-scale national assessments implemented in the early years to properly track learning, and large discrepancies between regional and national examination scores call into question the quality of existing national assessment systems. Finally, school environments face numerous deficiencies in terms of infrastructure, safety and health.

To address these challenges, in Priority Programme 2, the MoE will prioritize the printing and distribution of existing schoolbooks, teachers' guides, and workbooks for all basic and secondary grades. The MoE will also develop the curriculum for literacy and numeracy for grades 4-6 and expand the availability of content for grades 1 to 6 for students with special needs. Teacher training,

supervision and education environments will similarly be updated and strengthened to better support teaching and learning.

Priority programme 2 is structured around four components:

- Component 2.1: Curriculum, textbooks and related teaching and learning materials.
- Component 2.2: Assessment and examinations.
- Component 2.3: Teacher training and supervision.
- Component 2.4: Educational environment.

The following **high-level outcome indicators** will be used to measure progress toward the achievement of this priority programme's goal:

PRIORITY PROGRAMME 2: QUALITY IN BASIC AND SECONDARY EDUCATION			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
SDG 4.1.1 percentage of students scored 'proficient' or above on reading, grades 1 and 3 (M/F) ²¹	-	80%	Curriculum and Guidance Sector reports
SDG 4.1.1 percentage of students scored 'proficient' or above on math, grades 1 and 3 (M/F)	-	80%	Curriculum and Guidance Sector reports
Percentage of repeaters (M/F), by education level (basic, secondary)	Basic: 7.9%/5.2% (M/F) Sec. 10.2%/11.5% (M/F)	Basic: 4%/3.2% (M/F) Secondary: 5%/5% (M/F)	EMIS
Student – textbook ratio	Grade 1-3: n.a. Grade 4-12: n.a.	Grade 1-3: 1:1 Grade 4-12: 2:1	Curriculum and Guidance Sector reports, EMIS
Number of manuals per teacher Grades 1-3 Grade 4-12	-	Grades 1-3: 2.4 Grades 4-12: 0.5	Curriculum Sector reports
Number and percentage of teachers who have received at least the minimum organised in-service teacher training (e.g. pedagogical training) over the last 12 months (M/F) – cumulative	-	226,830 (15%)	Training and Qualification Sector and Education sector reports
Number and percentage of basic education teachers with improved pedagogical skills and competencies (scoring 70 percent and more at post-test trainings)		90%	Training and Qualification Sector and Education sector reports

PRIORITY PROGRAMME 2: QUALITY IN BASIC AND SECONDARY EDUCATION			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Teacher skills and practice is strengthened via the use of the electronic platform: number of teachers visiting the platform is increasing	-	Yes	Curriculum and Guidance Sector
Student learning is strengthened via the use of the electronic platform: number of students visiting the platform is increasing		Yes	Curriculum and Guidance Sector
Number and percentage of schools which deliver extra remedial classes to support learners with learning difficulties, by education level and school type	-	Basic only: 1,470 Secondary only: 39 Basic & secondary: 556 (10%)	Curriculum and Guidance Sector and Education Sector reports

Component 2.1: Curriculum, textbooks and related teaching and learning materials

Curriculum, textbooks, and teaching and learning materials are an integral part of creating a structured, consistent, and comprehensive learning experience for students. Recognizing this importance, the Government of Yemen has identified printing and distribution of textbooks and provision of educational aids and preparing a national strategy for digital learning and developing the infrastructure of educational technology among its key priorities for 2030 (Republic of Yemen, 2022b).

While protracted conflict, political division, and the strain of limited resources have hindered curriculum revision and textbook distribution in the country in recent years, notable progress has been made, particularly for early grades. The MoE, with partner support, developed updated student learning materials, teacher guides, and teaching aids tailored for literacy and numeracy for grades 1, 2 and 3, which were distributed as of December 2023 (Republic of Yemen, Ministry of Education, 2024). Though this represents an important step toward reviewing and updating existing learning content to meet the needs of students in Yemen today, considerable challenges related to curriculum, textbooks and teaching and learning materials remain, as outlined below.

Key challenges related to the component:

- Poor learning outcomes.
- Curriculum overloaded and outdated; not linked to lifelong learning and labour market needs; life skills not adequately addressed.
- Failure to complete the development of curricula based on the phonological approach in reading and life skills in mathematics for grades (4-6).
- Teaching time reduced due to the use of double shift, shortened school year due to delays in start-dates of the academic year and early start date for holidays, and teachers' and students' absenteeism.
- Scarcity of school supplies, including textbooks and teaching and learning materials.

The main curriculum in Yemen dates to 1997 when the Curriculum Principles were prepared and approved. By 2004, the curriculum and materials for all grades (1-12) had been completed (Republic of Yemen, 2019). In 2013, an integrated curriculum document was prepared, the General Framework of Public Education Curricula, under which curriculum documents for the basic and secondary education levels for mathematics, science and Arabic were updated (Republic of Yemen, 2019). Due to the conflict, efforts to initiate a broader curriculum review have been stalled in recent years.

As a result, issues relating to the curriculum and textbooks remain among the MoE's most pressing challenges, both of which are priority areas for the ESP. The challenges related to textbooks are twofold: the first relates to their content, which is considered to be outdated and dense; the second concerns their limited availability.

The dense content of textbooks,²² which focuses heavily on theoretical concepts, together with a disparity between the number of scheduled classes and the actual number of school days taught, all lead to incomplete teaching of textbook content. A major criticism is the lack of emphasis on creativity, life- or employment-related skills, as well as on the information technology and problem-solving skills that enable graduates to successfully transition to the labour market. Fostering a culture of dialogue, acceptance of diversity, peacebuilding and social cohesion are also aspects lacking in the current curriculum.

Textbook shortages are also a key issue. Due to the ongoing conflict and resource constraints, the MoE printing process has faltered. As a result, many textbooks have not been printed for several years, with textbook supply plummeting. In addition, while some textbooks can be used for three years, other textbooks and workbooks have been designed for one-time use as students write directly into them, making it difficult to pass them along to other learners, further exacerbating textbook shortages.

Under the ESP, the main focus of the MoE will be to address current gaps related to textbooks and related teaching and learning materials, while setting the groundwork for undertaking a comprehensive curriculum review in the future. In 2025, the MoE will update the General Education Curricula Framework Document for general education, as well as the curriculum framework documents for each subject, with a particular focus on how to avoid learning losses. In 2025, the MoE will begin to update the curriculum, starting with the curriculum for literacy and numeracy for grades 4-6, based on practical life skills, gender-responsiveness, and a phonetic approach. Once this curriculum is complete, the MoE will translate the updated curriculum for literacy and numeracy for grades 1-6 into disability-friendly teaching and learning materials. An initial desk review will be conducted to inform the update.

Starting in 2025, a major initiative of the ESP is to print and distribute, based on the existing 2014 curriculum, teacher guides, textbooks for grades 1-12, and workbooks grades 7-12, as well as the updated textbooks, teacher guides on literacy and numeracy for grades 1-3. For grades 1-3, the MoE will see to ensure a student to textbook ratio of 1:1, while for grades 4-12, the MoE has planned for 2:1 students per textbook. To reduce costs, the MoE has kept unit cost of TLM low. It is also envisaging to increase the life duration of teacher guides to six years, which will require careful handling, storage and use of textbooks by teachers.

In addition, in 2026, to further improve the delivery of learning content in the country, the MoE will begin the development of an electronic educational platform to produce and disseminate digital programmes to support on-line teacher training and student learning. This process will start with the development of a national strategy for digital education that includes ECE and NFE. In 2027, the MoE will start digitalizing existing curriculum, starting with the curriculum for literacy and numeracy for grades 4-6. The platform will be launched in 2028.

Component 2.1 objective:

Ensure the delivery of curricula and related teaching and learning materials and robust assessment mechanisms to ensure that students acquire 21st century skills.

Component 2.1: Curriculum, textbooks, and related teaching and learning materials			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
General framework document for general education curricula approved	No	Yes (2026)	Curriculum and Guidance Sector
2014 curriculum reviewed and validated, for all grades	Reading and arithmetic curricula 1-3 -	G1-G12 curriculum excluding reading and arithmetic G1-G3	Curriculum and Guidance Sector reports
Curriculum for learners with special needs available	-	9 books	Curriculum and Guidance Sector
Number of textbooks printed and distributed, by education level (Grades 1-3, Grades 4-12), cumulative	-	Grades 1-3: 106,533,273 Grades 4-12: 69,038,070	Curriculum and Guidance Sector reports
Number of teachers guides (2014 curriculum) distributed by education level	-	365,247	Curriculum and Guidance Sector
Number and percentage of teachers trained on the use of the new curriculum (M/F)	-	As per needs assessment	Curriculum and Guidance Sector
Number and percentage of school principals trained on the use of the new curriculum (M/F), cumulative	-	As per needs assessment	Curriculum and Guidance Sector
Electronic educational platform is in use (the number of visitors is increasing)	-	Yes	Curriculum and Guidance Sector
Activities			
1. Update the general curriculum framework document for general education (including initial desk review). 2. Develop curriculum for literacy and numeracy for grades 4-6 based on life skills, and a phonetic approach. 3. Adapt the new curricula for children with special needs for proper integration in regular schools. 4. Print and distribute, based on the 2014 curriculum, teacher guides, textbooks for grades 1-12. 5. Print and distribute the updated teacher guides, textbooks (literacy and numeracy for grades 1-3). 6. Establish and activate an electronic educational platform to support teacher training and students learning and provide principals, teachers and supervisors with training to ensure they have the basic digital skills needed for learning and research			

Component 2.2: Assessment and examinations

Assessments and examinations play a key role in the educational process by measuring learning outcomes, guiding instruction, providing feedback, motivating students, supporting progression and evaluating educational effectiveness. They are essential tools for both educators and students in understanding and meeting educational goals. Looking ahead to 2030, the Government of Yemen has affirmed its commitment to developing a strong educational assessment system to measure student achievement and learning outcomes and to plan accordingly (Republic of Yemen, 2022b).

Demonstrating this commitment, the MoE has taken important steps in recent years, with support from partners, to address assessment and examinations in the country. To gain system-level insights, a National Assessment System for Arabic language, science, and mathematics for grades 4-6 of basic education was developed and completed by the Educational Research and Development Centre (ERDC) in 2018 (Republic of Yemen, Ministry of Education, 2024).

In 2023, the ERDC, with partner support, conducted an Annual Status of Education Report (2023), which looked at literacy and numeracy skills in grades 1-3. The implementation of the assessment included the development of a national assessment tool, which will be used to conduct literacy and numeracy assessments in the future. The results of the assessment illustrate the pressing need to further measure student achievement and learning outcomes to better address weaknesses in the system: just 16 percent of the students in grades 2 and 3 mastered the required level of literacy and numeracy skills, while 60 percent were below that level, and 24 percent were illiterate (Republic of Yemen, Ministry of Education, 2024). As highlighted in Chapter 1, this is in line with results of previous international learning assessments, where Yemen has ranked low in the MENA region but, by contrast, showed high pass rates in national exams. This discrepancy between internationally and nationally measured results implies an urgent need for overhauling the national assessment system to better assess students' mastery of learning and gear it towards improving learning outcomes, especially in the early grades, where foundational skills are built.

To achieve the acquisition of foundational and 21st century skills in Yemen, concerted action will be needed to tackle the challenges outlined below.

Key challenges related to the component:

- Lack of clarity in the assessment and examinations policy and absence of linkage with improving the quality of the educational process.
- Lack of assessments at early grades to evaluate children's proficiency levels early on and identify learning gaps.
- Low degree of analysis of the results of national school tests at all levels, including schools.
- Exam results used to promote students and not used to improve the teaching and learning process based on students' abilities and needs.
- Outdated equipment of the General Administration for Examinations.

Currently, the MoE does not implement national large-scale assessments (NLSAs) that can help measure and address learning weaknesses early on and before the end of the learning cycle. This leaves the Ministry with limited data on the actual level of academic achievement and literacy skills acquired by students, and an insufficient foundation from which to address students' learning gaps in a timely manner before they accumulate into major deficiencies.²³

To tackle these issues, the MoE will develop a national assessment strategy, based on the School and National Examination Law starting in 2025, and roll it out over the course of the plan. The MoE also plans to promote formative assessment by providing training to school principals and teachers. Complementary to the national assessments, the MoE will implement two rounds of sample-based international assessments for grades 1 and 3 in 2025 and 2028, in both reading and maths. Reports on the results will be developed and disseminated through national consultation workshops with the aim to help improve teaching and learning practices and build students' foundational skills.

Starting in 2027, the MoE also plans to take steps to provide schools with electronic versions of reports on literacy and numeracy examination results to better inform teaching and learning. In 2028, in line with the recommendations of the TEP Review Report, the MoE will establish a digital networking system between the central level and national and sub-national levels to ensure the provision of internet and equipment and to facilitate data entry of examination results. The network will be linked with EMIS by the end of the ESP period.

Starting in 2025, the MoE will also encourage school principals and teachers to deliver extra classes for weaker learners through awareness-raising by school supervisors and the provision of stipends to principals and teachers delivering the classes, aiming to cover 2,064 schools over the course of the ESP. This support to remedial learning will scale up existing programmes delivered by the MoE, with partner support. From 2026, the MoE will modernize national examinations with equipment and digital systems to ensure adequate monitoring of student learning outcomes and teaching and learning practices.

Component 2.2 objective:

Strengthen national competency-based assessment and examination systems in line with revised curriculum to ensure the acquisition of foundational and 21st century skills.

Component 2.2: Assessment and examinations			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
National Evaluation Strategy adopted	No	Yes (2025)	Copy of National Evaluation Strategy Curriculum Sector
Number of sample-based assessment in reading in Grades 1 and 3 implemented by the end of the plan	-	2	Copy of the Examination report Curriculum and Guidance Sector

Component 2.2: Assessment and examinations			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Number of sample-based assessment in maths in Grades 1 and 3 implemented by the end of the plan	-	2	Copy of the Examination report Curriculum and Guidance Sector
National examination pass rate (M/F), by education level (basic, secondary)	Basic: 86% Secondary: 90%	100%	Curriculum Sector reports
Number and percentage of schools with extra classes to support learners with learning difficulties by level and school type	-	Basic only: 1,470 Secondary only: 39 Basic and secondary: 556	Curriculum Sector and Education Sector reports
General administration for examination provided with the required equipment and materials (including IT and digital equipment)	No	Yes (2026)	Curriculum Sector report
Number and percentage of teachers trained on formative assessment (M/F), by level (total, basic, secondary)	-	As per needs assessment	Training and Qualification Sector
Number and percentage of school principals trained on formative assessment (M/F), by level (total, basic, secondary)	-	As per needs assessment	Training and Qualification Sector
Percentage of schools provided with reports on literacy and numeracy test results	-	100%	Curriculum and Guidance Sector
Percentage of schools provided with reports on school exam results	-	100%	Curriculum and Guidance Sector
Number of administrations that have been provided with the networking system at the national and sub-national level	-	23 (2026)	Curriculum and Guidance Sector
Activities			
1. Develop a national assessment strategy, based on the school and national examination law, to operationalize the legal framework. 2. Implement international sample-based learning assessments for grade 1 & 3, in both reading and math, every three years and use results to improve teaching and learning practices at early grades and build foundational skills. 3. Set up remedial classes for weak learners (students with learning difficulties). 4. Modernize national examinations (with appropriate equipment and digital systems), to ensure adequate monitoring of student learning outcomes and improved teaching and learning practices. 5. Promote formative assessment to facilitate the individualisation of student learning at all levels and ensure continuous assessment in the classroom, by providing adequate trainings to school principals and teachers (as part of staff continuous professional development in-service training). 6. Provide schools with reports on literacy and numeracy examination results. 7. Establish a digital networking system between the centre and its departments at the national and sub-national levels.			

Component 2.3: Teacher training and supervision

Teachers play a pivotal role in the teaching and learning process, as the quality of teaching and learning depends largely on their competencies and skills. A well-qualified, committed, professional teaching force is critical to improving the quality of education, boosting children's aspirations, and enabling them to reach their full learning potential. Educational supervisors also play a key role in improving the quality of the educational process, including building teachers' capacities and improving their performance, which in turn positively impacts the cognitive, emotional, and skills development of their students. Together, teacher training and pedagogical supervision form core elements in ensuring high-quality teaching and learning.

In recent years, the MoE has taken steps to sustain teacher professional development, when possible, with training programmes still ongoing in various locations despite the crisis (Republic of Yemen, Ministry of Education, 2024). The MoE has provided training on teaching skills for teachers with support from partners, including on classroom management, psychosocial skills, and literacy and numeracy, using a cascade model (at governorate, district and cluster school levels). Certain capacity development training programmes, such as a programme for junior teachers and female teachers in rural areas, have shown positive results and will be scaled up by the MoE in the coming plan.

Enhancing teacher training and supervision and building an effective and comprehensive training system for educational staff (teachers, educational supervisors, educational leaders) are among the Government of Yemen's top priorities for 2030 (Republic of Yemen, 2022b). At the same time, it is recognised that concerted action will be needed to tackle the key related challenges outlined below.

Key challenges related to the component:

- Absence of a clear vision of the competencies required from teachers to teach the developed curricula.
- Pre-service teacher qualification programmes do not contribute sufficiently to providing teachers with the skills and competencies required for basic and secondary education teachers.
- Limited in-service opportunities directed to teachers, principals and education supervisors.
- High number of teachers not sufficiently qualified academically and pedagogically.
- Low level of effective teaching and learning within the classroom setting.
- Limited supervisory visits for educational supervisors.
- Low capabilities of school principals and educational supervisors to support and enhance teaching and learning methods in the classroom.
- Weak enforcement of the school year's start and end dates.
- Lack of data on teachers' and students' absenteeism.

Teacher training

In Yemen, low levels of teachers' qualifications, especially in rural areas, lack of training opportunities and incentives, and limited supervision combine to reduce the effectiveness and morale of the teaching force.

A 12-year hiatus in recruitment, as well as attrition through retirement and death, have caused a severe shortage of teachers, especially women teachers at post-primary levels and in rural areas. Coupled with teacher absenteeism, this has led to reliance on a cohort of contract-based and volunteer teachers, who are not trained for the curricula they teach. In addition, they receive lower remuneration, as they are contracted by local councils or organisations or education partners and have limited access to training and professional development opportunities. Reliance on untrained volunteer teachers represents a serious risk to the quality and sustainability of the teaching force (addressed as a human resource management issue under PP4.3.1. below).

Teacher training has been irregular since 2015 and, since the outbreak of the crisis, most teacher training programmes have been suspended. Pre-service training at Teacher Training Institutes (TTIs), which existed before the conflict, was discontinued due to funding constraints (Geopolicity Inc & Felix Consulting, 2022). TTIs are underfunded and suffer from a lack of basic infrastructure and supplies, such as classrooms and teaching materials, which affects the quality of training programmes. As a result of the conflict, as of 2024, just two of the country's 24 TTIs remained open.

In-service teacher training has also been irregular and, at times, inconsistent, often relying on project funding, which varies according to the grant requirements of donors and can lead to lack of standardisation in content and materials, as well as coordination challenges.

During the ESP period, should the recruitment of permanent teachers resume during the plan period, the MoE will work with the Faculty of Education to establish a mechanism for pre-service qualifications, which would lay the groundwork for the reactivation of pre-service training for the future. Because pre-service training will not be reinstated during the current ESP, teachers will be upskilled through in-service training, focusing on upgrading and continuing professional development (CPD). In 2025, the MoE will conduct a training needs assessment for teachers, school principals, and educational supervisors to determine the competencies required to improve teaching and learning. This will inform the development of a training plan calendar for the entirety of the ESP period.

In 2026, the MoE will take steps to reactivate its Teacher Training Institutes (TTIs). To facilitate the delivery of its upgrading programme, the Ministry will update and revise its existing in-service training materials for upgrading unqualified teachers, based on a needs assessment study. The upgrading programme will run over three consecutive summers per teacher, modelled on the successful summer training programme for female teachers²⁴ that is currently offered by the MoE. The programme aims to train 8,243 teachers by 2030.

In addition, over the course of the plan, the MoE will deliver training as part of CPD on topics including literacy and numeracy (grades 1-6), active learning strategies and life skills, gender-responsive pedagogy, and the inclusion of students with special needs, although the needs assessment will refine

the topics that need urgent rollout. The training will be delivered using a training of trainers (ToT) approach, implemented according to the decentralized training system based on Yemen's focal school methodology (focal schools/hubs).

In 2026, the MoE will also begin to develop and broadcast training content for teachers and students using its educational channel to support and complement continuous training programmes. In 2027, the MoE will implement mentorship programmes that pair experienced teachers with newly recruited teachers to provide guidance and support, and in 2028, the MoE will establish online support forums where female teachers can share experiences, resources, and best practices as part of the MoE's educational digital platform (see Component 2.1 above).

Pedagogical supervision

Several key challenges also concern school supervision in Yemen. Since the onset of the conflict, scarcity of resources and the lack of an operational budget has prevented educational supervisors from carrying out supervisory visits to schools, especially in remote areas. Existing weaknesses related to supervision have been exacerbated due to the conflict, with school visits often being limited to schools near a supervisor's workplace or home. Other types of continuous support to teachers in schools has effectively stopped, diminishing the MoE's oversight of schools.

Most educational supervisors have not been trained on the reference framework and its tools, nor on the existing guidance manuals, and many supervisors have limited access to training opportunities to upgrade their skills. As a result, there is an urgent need to train educational supervisors to enable them to carry out their work fully, and support teachers in a systematic way in order to improve teaching, and thereby improve student learning.

To tackle these issues, through the ESP, the MoE will aim to ensure regular school supervision by reviewing – and training supervisors to utilise – key guiding documents and tools for supervision. In 2026, the MoE will review and update the educational reference framework for supervision and related tools to better capture current needs and will train 333 educational supervisors on the updated reference framework and tools. Throughout the ESP period, the MoE will ensure the continuity of supervisory visits from national, governorate and district levels through the adequate provision of resources, aiming for 45 percent of basic and secondary schools to be supervised annually by 2030.

The MoE will also develop and implement training for school leaders and district education officials (DEOs) to support teachers to improve pedagogical practice, including gender-responsive methodologies, and to monitor teacher and student absenteeism, as well as adherence to the school calendar. This training content will be delivered as part of regular CPD for school leaders and DEOs.

As part of this ESP, teacher training and pedagogical supervision will be tackled through the following two sub-components:

- 2.3.1: Teacher training.
- 2.3.2: Pedagogical supervision.

Component 2.3 objective:

Prepare and develop the capacities of teachers and supervisors to perform their work efficiently for improved student learning.

Component 2.3: Teacher training and supervision Sub-component 2.3.1: Teacher training			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Teachers, school principals, and education supervisors training needs assessment conducted and approved	No	Yes	Training and Qualification Sector reports
Number and percentage of in-service teacher training institutes activated	2 (8%)	24 (100%)	Teachers Training Sector report
Number of unqualified teachers (inc. female rural teachers, etc.) who received upgrading in-service training (M/F)	-	8,243	EMIS & Teachers Training Sector reports
Number and percentage of teachers who received in-service training (CPD), by level, (total, basic, secondary), (M/F)	-	Total: 226,830 (15%) Basic: 194,422 (15%) Secondary: 32,408 (15%)	EMIS & Training and Qualification Sector reports
Number of educational programmes produced and disseminated by the educational channel	-	15	Curriculum and Guidance Sector Reports
Activities			
1. Conduct training needs assessment for teachers, school principals, and educational supervisors regarding the competencies required to improve the teaching and learning process in the classroom in accordance with the developed curricula. 2. Reactivate the Teacher Training Institutes (TTIs) to strengthen in-service training of basic and secondary teachers, including: (1) rural teachers (2) qualifying school principals, educational supervisors and social workers (3) upgrading unqualified teachers; (4) professional development for teachers as per the teacher needs assessment (e.g. formative assessment, individualized learning approach, digital skills, dealing with large size classes and heterogeneous age groups, inclusive education, crisis-sensitive content, gender-sensitive pedagogy, etc.) (based on needs' assessment study results). 3. Based on the needs assessment, training will be provided to relevant teacher as part of CPD/in-service training on various topics including: (a) laboratories and computer lab use and methods (7-12). (b) literacy and numeracy skills for grades 1-6. (c) active learning strategies and life skills programme for grades (7-12). (d) special needs on inclusion at school. (e) integrating digital technologies into school education to enhance interactive learning opportunities and digital literacy for girls and boys. (f) gender-responsive teaching methodologies and strategies for creating inclusive learning environments. 4. Enable the use of the educational channel in producing and broadcasting educational and training programmes for students and teachers.			

Component 2.3: Teacher training and supervision Sub-component 2.3.2: Pedagogical supervision			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Number and percentage of educational supervisors who received in-service training (M/F), cumulative	-	333 (50%)	
Number and percentage of public schools visited to evaluate teaching methods, monitor the absence of teachers and students, and ensure adherence to the school calendar, per year	-	18,579 (45%)	
Number and percentage of school principals trained on the updated framework of reference and related tools to support teachers, monitor teacher and student absences, and ensure adherence to the school calendar, (M/F), cumulative	-	As per needs assessment	
Number and percentage of education officials trained on the updated framework of reference and related tools to support teachers, monitor teacher and student absences, and ensure adherence to the school calendar, (M/F), cumulative	-	As per needs assessment	
Activities			
1. Review and update the educational reference framework for supervision and related tools (including screening and class observation) to better connect it to teachers' needs. 2. Train educational supervisors on the updated reference framework, and its related tools, including the comprehensive mentor guide, and peer guide. 3. Ensure the continuity of supervisory visits (1 visit per year) at the national and sub-national levels (classroom observation, interviews, workshops...), to support teachers, monitor the absence of teachers and students, and implement the school calendar. 4. Implement training for school principals and district education officials (DEOs) to adequately support teachers for improved, gender-responsive pedagogical practices and monitoring of teacher and student absenteeism, and school calendar implementation (as part of in-service CPD, addressed in PP4 through Activities 4.3.2.5 and 4.4.2.1).			

Component 2.4: Educational environment

An attractive and safe school environment encourages retention and motivates students to learn and teachers to teach. When students experience a learning environment where they feel secure, healthy, and supported, they are more likely to become engaged academically, behave positively in class, and enjoy a more fulfilling educational experience. This is all the more important in conflict situations where schools can provide children with a sense of stability and normalcy, promoting resilience, inclusion, tolerance and supporting long-term processes of recovery and peacebuilding.

Prioritizing student well-being is essential for boosting both individual achievements and overall educational effectiveness. Since the onset of the crisis, the quality of school environments has deteriorated significantly, necessitating comprehensive actions to create positive school environments

conducive to learning. In addition to a lack of financial and human resources that cuts across the whole system, challenges that negatively impact the educational environment include shortcomings in school infrastructure, educational supplies and health facilities, as well as school -related violence.

In Yemen, despite the challenges posed by conflict, efforts have been made in recent years to provide healthy school environments that support student well-being. The MoE, with support from partners, has provided training for psychological support for children in grades 1-3 in some governorates and conducted training programmes for social workers (Republic of Yemen, Ministry of Education, 2024). Some schools in Yemen have continued to offer extracurricular activities, such as sports, music, drama and clubs, which provide students with an important opportunity to acquire new skills, make new friends, and explore their personal interests. Looking ahead to 2030, the Government of Yemen is committed to promoting school health and to enabling children to obtain quality and safe education, bridging the gender gap and focusing on creating an attractive and positive school environment for children with special needs with specific attention to refugee and displaced children in areas of war, conflict and natural hazards (Republic of Yemen, 2022b).

To reach this vision of ensuring conducive, child-friendly, gender-responsive educational environments in Yemen, collaborative action will be needed to address the challenges outlined below.

Key challenges related to the component:

- School environment, not always child-friendly and conducive for learning.
- Low level of availability of equipped school libraries to enrich the curriculum and support learning.
- Limited availability of science laboratories, equipment, and supplies in general education schools.
- Inactivation of school health services.
- Not activating extra-curricular school activities (outside the curriculum).
- Low level of communication about effective teaching within the school setting.
- Absence of a functioning quality assurance system at central and local levels.

School environments across Yemen have undergone considerable challenges since the beginning of the crisis. School closures following destruction, teacher and student trauma, teacher absenteeism, and lack of infrastructure maintenance are just some of the many challenges that have negatively affected school environments and, in some cases, impeded students' educational progress.

Many schools in Yemen are severely unequipped. As highlighted in Chapter 1, less than one third of basic and secondary classrooms have educational supplies, while just two percent of schools have libraries, and only 29 percent have a science lab. The absence of basic educational supplies, such as blackboard pens, chalk, educational aids, hinders teachers' ability to deliver lessons in an effective manner. Libraries and computer labs are also key elements that support children's learning, as access to these resources outside of school may be limited. It is estimated that, in Yemen, the percentage of children with three or more books to read at home is 4.2 percent in primary, 4.9 percent in lower secondary, and 1.5 percent among out-of-school children (CSO, UNICEF, 2023).

Schools also frequently lack the resources needed to deliver health services. This is particularly critical in contexts where schools are located long distances from hospitals or clinics where teachers and students can seek treatment if needed.

The MoE plans to improve learning environments and prioritize student well-being in a number of ways through the ESP. Starting in 2025, and continuing throughout the plan period, the MoE will provide all basic and secondary schools with educational supplies in accordance with educational quality standards and the required equipment for students with special needs.

From 2027, the MoE plans to equip 1,102 existing basic and secondary schools with libraries (either building or equipping), and 4,666 grades 1-6 schools with science and math kits. In addition, the MoE plans to equip 1,076 schools offering grades 10-12 with computer laboratories. Starting in 2029, the MoE will take additional steps to integrate technology into classroom settings through the provision of robotics labs for a sample of schools offering grades 10-12.

To expand access to health services at school level, starting in 2027, the MoE will begin including school clinics as part of school rehabilitation, and will identify and train school-level representatives (e.g., science teachers) to serve as school health focal points. The school clinics will also be used as a space for social services to provide psychosocial support to students at school level.

From 2025, the MoE also plans to hold an annual recognition day for teachers and students who excel in basic and secondary education at national and governorate levels to boost motivation and acknowledgement of exceptional teachers and students. In the same year, the MoE plans to begin support to enable extracurricular activities for basic and secondary schools through the provision of allowances at school level to support the delivery of extracurricular activities for students, including scout clubs for boys and girl guide clubs for girls. The MoE aims to reach 4,129 schools by 2030.

Component 2.4 objective:

Promote a healthy, safe, and conducive learning environment for optimal learning for students.

Component 2.4: Educational environment			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Number and percentage of schools with libraries (total)	436 (2%)	2,064 (10%)	Project Sector reports
Number of libraries built in existing schools during the plan		1,102	Project Sector reports
Number and percentage of schools with grades 7-12 with science laboratories	4,076 (29%)	5,677 (35%)	Project Sector reports
Number of existing schools with grades 7-12 equipped with science laboratories during the plan	-	0 (science labs to be built in new schools)	Project Sector reports

Component 2.4: Educational environment			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Number and percentage schools with grades 1-6 only with science kits	-	4,666 (90%)	Project Sector reports
Number of science kits procured and distributed during the plan	-	4,666	Project Sector reports
Number and percentage of schools with grades 10-12 with computer laboratories	-	1,190 (20%)	Project Sector reports
Number of existing schools equipped with computer laboratories during the plan	-	1,076	Project Sector reports
Number and percentage of classrooms with the required educational supplies	36,314 (30%)	51,729 (40%)	Project Sector reports
Number of classrooms provided with the required educational supplies during the plan	-	15,414	Project Sector reports
Percentage of schools with a school health focal point appointed (total, basic, secondary)	-	100%	Project Sector reports
Number of school health focal points appointed during the plan (total, basic, secondary) (M/F)	-	TBD	Project Sector reports
Number of outstanding teachers who are honoured (M/F) at Republic or governorate level (total)	-	720	Curriculum and Project Sectors' reports
Number of outstanding students honoured (M/F) at the Republic level (total)	-	300	Curricula and G. Education Sectors reports
Number and percentage of basic and secondary schools that implement*extracurricular activities	-	4,129 (20%)	Education Sector
Number and percentage of schools with grades 10-12 equipped with robotics labs	-	595 (10%)	Project Sector reports
Activities			
1. Provide basic and secondary schools with libraries in line with national School Quality Standards Framework. 2. Provide basic and secondary schools with science, math and computer labs in line with the national School Quality Standards Framework. 3. Provide schools with the required educational supplies in accordance with educational quality standards (such as blackboard pens, chalk, educational aids, and any other materials) and equipment for students with special needs. 4. Activate the delivery of school health services at schools, through school clinics. 5. Introduce annual recognition day for teachers and students who excel in basic and secondary education at the Republic and governorate levels. 6. Enable extracurricular activities (Scouts and Guides) for basic and secondary schools. 7. Integrate technology into classroom settings to enhance interactive learning opportunities and digital literacy for boys and girls.			

Priority Programme 3: Early childhood

The **overall goal** of this priority programme is to:

Ensure access for all children, girls and boys, to quality, safe and inclusive early childhood education to promote school readiness.

Early childhood is a critical stage in human development. Early childhood education (ECE) establishes the foundation for children's cognitive, social and emotional development, positive behaviours, school readiness and future learning success. Access to quality ECE can also help reduce social inequalities in early childhood opportunity. In Yemen, however, the low enrolment rates in ECE²⁵ for both boys and girls, combined with poor service quality, limit school readiness and contribute to high dropout rates and poor learning outcomes in basic education. Despite growing awareness of its importance, ECE remains non-compulsory in Yemen, which has the lowest Gross Enrolment Rate (GER) in the MENA region at just 1.5 percent, compared to a regional average of 46 percent. Between 2015 and 2021, the GER for Yemen's pre-primary education slightly improved by only 0.7 percentage points.

Challenges in accessing quality ECE in Yemen stem from both supply and demand issues. Supply-side constraints include inadequate infrastructure, insufficient equipment and materials, and unsafe learning environments. On the demand side, barriers include high direct and indirect costs, persistent high levels of poverty among households, which also impacts children's health and nutrition levels, limited parental awareness of ECE's importance, and insecurity concerns. Other quality-related challenges include the lack and poor qualification of nannies and assistant nannies, the absence of a unified national curriculum and ineffective educational supervision, among others.

To address these challenges, in Priority Programme 3, the MoE will implement a comprehensive strategy, focusing on both supply and demand, with support from partners. On the supply side, the MoE will rehabilitate existing Kindergarten (KG) classrooms, build new KG classrooms in existing schools and new standalone KGs, and ensure all KGs are adequately equipped with age-appropriate materials and furnishings. To stimulate the demand for ECE, the MoE will conduct nationwide awareness campaigns on the value of ECE and promote parental engagement.

Additionally, the MoE will prioritize improving the quality of KG staffing through in-service training, targeting recruitment based on needs, and providing cash incentives for teaching staff. A unified national curriculum will also be developed, along with teaching guides and children's workbooks. Moreover, the MoE will work on enhancing the learning environment by the provision of learning corners and special activity halls in KGs and strengthen educational supervision for a more conducive learning environment for ECE in Yemen.

Priority Programme 3 is structured around two components:

- Component 3.1: Access and equity.
- Component 3.2: Quality in Kindergarten.

The following **high-level outcome indicators** will be used to measure progress toward the achievement of this priority programme's goal:

PRIORITY PROGRAMME 3: EARLY CHILDHOOD			
Indicators	Baseline 2021/2022	Target 2030	Source of information
SDG 4.2.4 GER KG (3 years of KG), (M/F) ²⁶	M 1.48% F 1.50% T 1.5%	M 2.3% F 2.3% T 2.3%	EMIS
SDG4.5.1. Gender Parity Index (GER KG)	1.02	1	EMIS
Pupils – nanny ratio	28	28	EMIS
Nanny – teacher manuals ratio	7:1	1:1	Projects and Equipment Sector
Number and percentage of nannies who have received at least the minimum organised in-service teacher training (e.g. pedagogical training) over the last 12 months (M/F) – cumulative	-	1,266 (10%)	EMIS, Training and Qualification Sector
Number and percentage of nannies & assistant nannies with improved pedagogical skills and competencies (scoring 70 percentage and more at post-test trainings)		90%	Training and qualification sector
Number and percentage of non-permanent nannies (contract-based and volunteers) receiving cash-incentive/salaries (paid by other sources than the GoY) (M/F)	643 (100%)	1,687 (100%)	Education Sector and GA of Human Resources

Component 3.1: Access and equity

Access to quality early childhood education is essential for preparing children with the physical, cognitive, emotional and social skills needed for effective learning in Grade 1 and to proceed successfully through the school cycle. Improving children's readiness for school also helps reduce repetition rates in the early grades, which in turn improves internal efficiency within MoE, and reduces education cost burdens on families.

In Yemen, however, the ECE sub-sector has faced considerable neglect as it was not prioritized in the MoE's Transitional Education Plan (TEP) and as of today remains not compulsory. As a result, capacity constraints hindering the expansion of ECE have received limited attention and have not yet been addressed. ECE has not benefited from an allocated operational budget from the MoE. Consequently, expansion in the ECE sub-sector has been limited, with enrolment rates particularly low nationwide, regardless of gender, and wide disparities existing across governorates and districts.

Many KGs are overcrowded and do not have adequate outdoor equipment for play, further limiting their effectiveness. In addition, educational infrastructure has worsened ever since the conflict outbreak, with many educational institutions destroyed, partially damaged or used for other purposes. Inadequate facilities are another challenge, with the lack of water, sanitation, and hygiene (WASH) amenities, as well as electricity and climate-resistant buildings, especially in rural areas, putting children's health and safety at risk. On the demand side, the continued insecurity surrounding schools/educational institutions, limited awareness of the value of ECE and its high costs has demotivated parents from enrolling their children in ECE.

Recognizing the critical need to tackle these challenges and given important competing needs, the Government of Yemen has prioritized the construction of new classrooms and the rehabilitation of existing ones, with the provision of adequate indoor and outdoor equipment among its key priorities for 2030.²⁷ Additionally, the Government is committed to increasing community participation and strengthening the relationship between education institutions and local communities to raise awareness of the importance of ECE. Outlined below are the prevalent key challenges:

Key challenges related to the component:

- Low KG coverage (increasing gross enrolment rate, 1.5 percent).
- Lack of kindergarten buildings and classrooms.
- Inadequate outdoor spaces for recreational activities and games.
- High level of poverty among parents.
- Unsafe school environment.
- Lack of community awareness of the importance of early education.
- Lack of nutritious meals/high level of child malnutrition.
- Lack of safe transportation.

Kindergarten infrastructure

With increasing urbanization, population growth, and a growing awareness of the value of ECE, Yemen's current KG infrastructure is severely lacking and unable to meet demand. In response, under the ESP, the MoE will address the critical gaps in ECE provision starting with improving KG infrastructure through a strategic, multi-dimensional approach aimed at increasing access and equity in ECE across the country. To achieve this, the MoE will adopt a three-pronged approach from 2026 to 2030: (i) rehabilitate and equip existing KG classrooms in basic education schools; (ii) build and equip additional KG classrooms in existing basic education schools and KGs, and (iii) build and equip new standalone KGs.

In 2025, the MoE, through its Projects and Equipment Sector in coordination with the General Administration of Early Childhood, will conduct a needs assessment to identify the infrastructure and equipment required for KG rehabilitation and expansion, based on the school mapping results (undertaken under PP4 below). From 2026 to 2030, the MoE will implement rehabilitations, procure necessary equipment, and distribute safety, health, and outdoor play materials to each KG, with the

target to rehabilitate and fully equip 275 KG classrooms by 2030. Progress will be closely monitored to ensure compliance with national KG regulations, which include standards for gender- and disability-sensitive infrastructure, as well as healthy, safe and protective learning environments.

Simultaneously, the MoE will work on alleviating overcrowding in the existing KG classrooms and increase access to ECE by building and equipping new KG classrooms in existing basic schools and KGs (with 678 new KG classrooms as the 2030 target), as well as building and fully equipping 42 new standalone KG classrooms (in standalone KG). The school mapping will guide the identification of sites where expansion is most needed. Construction and equipment supply will begin in 2026 until 2030, with monitoring carried out in parallel.

To further increase ECE access opportunities, in particular in rural and underserved areas, the MoE will conduct a study to assess the feasibility to setup community-based KG and parental education programme. Community based approach, when properly carried out, has been seen as a cost-effective intervention to offer children with quality ECE.²⁸ As for parental programmes, they have received growing attention lately, enhancing young children's development by improving parenting skills, fostering strong bonds, promoting positive behaviours, and supporting emotional and social growth in a nurturing environment. The study will be conducted in 2025, with a steering committee overseeing its development. Based on field surveys in five governorates (targeting two directorates in each, one urban and one rural),²⁹ the study will assess the current status and needs of KGs in the selected communities. The findings will be disseminated through a national workshop to agree on the next steps for moving forward. A costed implementation plan will also be developed based on the study results to guide future actions.

While some private KG providers offer reduced fees for disadvantaged families, private KGs are generally overpriced and unaffordable for most families, with fees varying significantly by geographical location. To further promote equity in ECE, the MoE aims to strengthen partnerships and coordination with private KG providers, with a view to enabling disadvantaged children to enrol free of charge. A consultation workshop will be held late 2025, bringing together private KG providers, donors, NGOs and civil society to establish a cooperation framework. Implementation of the agreed actions will begin in the 2025/26 academic year (Q4 2025), accompanied by a monitoring and evaluation framework to track the implementation of the collaboration mechanism (progress and outcomes).

Demand for ECE services among families and communities

To address the demand-side challenges for ECE, the MoE will focus on a series of activities aimed at increasing demand, as well as addressing cost-related barriers. In 2026, The MoE will conduct a nutritional needs assessment, coordinated by the GA of Early Childhood and the School Health GA, to identify the dietary needs of children. Based on this assessment, an operational and financial plan will be developed later that year. If funding allows, the MoE will operationalize this initiative, launching the provision of nutritious snacks in public KGs in disadvantaged areas. The distribution will be overseen by KG management under the supervision of the directorate, governorate and the central MoE. KGs will have to coordinate with local bakeries, supermarkets, and other providers for provision of the food items.

Recognizing the importance of increasing community awareness around ECE, the MoE will organise awareness raising campaigns in 2026. These campaigns will focus on the importance of enrolling children, both boys and girls, in KGs, child nutrition, the role of KG in development of cognitive, psycho-social, physical and creative skills, as well as vaccination. In Q4 2025, a campaign concept note, and a costed plan will be developed by the MoE's Education Sector and shared with the Minister for approval. Campaign materials will also be prepared by Q4 2025 and one awareness event per year will be conducted from 2026 onwards until the end of plan, utilising a variety of communication channels such as TV, radio, media, and engagement of religious leaders.

To further improve ECE outcomes, if funding allows, the MoE will activate the role of parents – both fathers and mothers – in supporting children's learning in KGs and at home. Planning would begin in 2025 (Q3), with the GA of Early Childhood liaising with relevant other MoE directorates. This initiative would include extensive briefings for KG parents, sensitization sessions, with the participation of KG management, nannies, and specialists at the directorate and governorate levels. These sessions, aimed at fostering enhanced parental engagement, would begin in 2026, following the preparation of sensitization materials in Q4 of 2025.

Component 3.1 objective:

Expand equitable and inclusive access to safe kindergarten.

These issues are tackled in two sub-components:

- 3.1.1: Improve kindergarten infrastructure.
- 3.1.2: Increase demand for kindergartens among families and communities.

Component 3.1: Access and equity Sub-component 3.1.1: Improve kindergarten infrastructure			
Indicators	Baseline 2021/2022	Target 2030	Source of information
Total number of KG classroom built/added:	822	720	Projects and Equipment Sector
▪ Number of KG classrooms added in existing basic schools		678	
▪ Number of KG classrooms built (stand-alone KG)		42	
Number of kindergarten classrooms rehabilitated/equipped	-	275	EMIS and Project and Equipment Sector
Study to assess the feasibility to setup community-based KG and parental education programme, in particular in rural areas adopted	No	Yes	Copy of study
Percentage of children enrolled in public KG (M/F)	84.5%	80%	EMIS

Component 3.1: Access and equity Sub-component 3.1.1: Improve kindergarten infrastructure			
Indicators	Baseline 2021/2022	Target 2030	Source of information
Activities			
1. Rehabilitate, where possible, and equip KG classrooms in existing basic schools that could serve as KG classrooms based on school mapping. 2. Build and equip KG classrooms in existing basic schools and current KG that are over-crowded, according to the KG regulations' building standards (that ensure gender and disability sensitive, safe and protective settings) based on school mapping. 3. Build and equip new/standalone kindergartens (according to the KG regulations' building standards) based on school mapping. 4. Provide adequate outdoor/out-of-class equipment to ensure they meet equipment standards in line with equipment quality standards. 5. Conduct a study to assess the feasibility to setup community-based KG. 6. MoE to encourage the private KG providers to enrol free of charge disadvantaged children (e.g., poor, with disability) to enhance access.			

Component 3.1: Access and equity Sub-component 3.1.2: Increase the demand for kindergartens among families and communities			
Indicators	Baseline 2021/2022	Target 2030	Source of information
Nutritional needs assessment validated	No	Yes	Education Sector (GA of Early Childhood and the School Health Directorate)
KG nutritious meal operational and financial plan developed	No	Yes	Education Sector (GA of Early Childhood)
Number of awareness raising campaigns organised over plan period	-	5	Education Sector report
Activities			
1. Conduct a nutritional needs assessment for public kindergartens and develop an operational and financial plan enabling sustainable funding for meal provision to all public KGs (government budget, donor funding, public-private partnerships) to provide nutritious meals to pupils in public KGs. 2. Conduct awareness raising campaigns (including using TV, radio, media, social media, religious leaders, etc.) targeting local communities on the importance of early childhood for child development and school success.			

Component 3.2: Quality in kindergarten (KG)

The quality of early childhood education is crucial for promoting early childhood development and ensuring children are adequately prepared for their basic education journey. Several factors primarily influence the quality of ECE, including the qualifications of KG teaching staff, the curriculum and learning resources (teaching guides and children's workbooks), the conditions of the learning environment, and the effectiveness of educational supervision. This component addresses key issues such as improving KG staffing (through targeted recruitment and capacity building), developing a new curriculum and materials, improving learning environments and strengthening supervision.

Key challenges related to the component:

- Lack of a unified curriculum.
- Lack and poor qualifications of all staff including nannies and assistant nannies.
- Lack of appropriate teaching and learning materials.
- Weak educational supervision.

KG staffing

Yemen faces an acute shortage of qualified KG teaching staff (in Yemen, termed 'nannies' and 'assistant nannies') due to a 12-year halt in public sector recruitment, which is further compounded by the rising KG- aged population and increasing enrolment in both urban and rural areas. Additionally, insufficient salaries and irregular payments have demotivated teaching staff. This shortage has led to a growing reliance on contract-based and volunteer assistant/nannies, posing risks to the quality and sustainability of the system.

Given the current ban on recruitment of permanent teachers/nannies, the MoE will need to address the issue of teacher shortage by continuing to prioritize the contracting of nannies and assistant nannies, based on identified local needs. It will also ensure that all non-permanent staff receive cash incentives. In the meantime, starting in 2025 (Q1), the MoE will develop a recruitment plan aligned with the KG expansion strategy, to be fully ready for implementation should permanent staff hiring resume. This approach aligns with MoE's vision to formalize the employment of 'volunteer' assistant/nannies when conditions allow.

Teacher training at all levels has been suspended since 2015, and existing training materials are outdated. Unqualified assistant/nannies will undergo a 15-day training to upskill their capacities, with the goal of upgrading 513 assistant/nannies by 2030. The MoE will provide continuing professional development (CPD) of three days per year for selected nannies and assistant nannies, aiming to train 1,266 assistant/nannies by 2030.

The training content will be informed by a needs assessment to identify professional development needs, and relevant materials will be distributed. A training of trainers (ToT) programme will be delivered by the MoE in two phases, the first cohort to be trained in 2026 and the second in 2028.

In addition, the MoE (Education Sector) will develop and distribute a staff Code of Conduct in 2025 (Q3) for all staff, setting out principles for mutual understanding, mutual respect, non-violence, positive discipline, gender-responsiveness, and diversity in the classroom and workplace. The Code will be disseminated by 2025 (Q4).

Curriculum and teaching and learning guides

Another significant challenge is the absence of a unified competency-based KG curriculum. The current lack of age-appropriate, play-based activities hinders children's development. To address this, a new unified national curriculum that is gender-sensitive, inclusive, climate-relevant, age-appropriate, and play-based will be developed. In 2025 Q1, the MoE will form a committee of relevant directorates from the Education Sector to oversee curriculum development. National experts will be brought together for a period of four months during 2025 (Q2-Q3) to develop the draft curriculum, followed by a validation workshop in 2025 (Q3). A pilot will be conducted during the first semester of the academic year 2025/2026, covering 10 KG sites. Two supervisory visits will be conducted, one at the beginning of the semester and another at the end. An evaluation of the pilot results and revision of the curriculum based on the feedback will be done in 2026.

The shortage of learning materials, including teaching guides and children's workbooks, is also a barrier to effective learning, with parents often bearing the costs. In response, the MoE (Education Sector) will develop teaching guides and children's workbooks based on the new curriculum in 2026,³⁰ distributing them for free in public KGs and with fees in private KGs. Procurement and distribution will start in 2026 and continue until the end of the ESP period, with a target of providing 1,829 teaching guides and 234,285 children's workbooks by 2030. While children's workbooks will be printed and issued every year, teachers guides will have a lifespan of six years, requiring careful storage and use by teachers.

Enhancing the school learning environment

Public KGs lack the necessary learning and play materials to stimulate children's development. To address this, the MoE (Managing Directorate of Early Childhood) will design and distribute play materials such as Arabic-English letter cards, pictures, shapes in 2026 and continue until the end of the plan, aiming to distribute 368 educational materials by then. Training workshops (within the CPD programme) will also be held in 2026 and 2029 to teach nannies and assistant nannies on how to create learning tools using local resources.

In 2026, the MoE will begin setting up KG classrooms with learning corners (games, play, etc.).³¹ Special activity and play halls³² will also be set up in KGs, with the rollout continuing through 2030.

Strengthen supervision for improved KG learning environment

The MoE is responsible for supervising KGs through its offices in governorates and directorates, though its capacity is limited due to the lack of an operational budget to support travelling and transportation costs. There is no formal training for supervisory staff, but guidance is provided through circulars, guidelines, and regulations. While an annual supervisory plan is available, monitored through progress

reports, supervisory visits to kindergartens are irregular, especially in the rural, remote, and peripheral areas, due to safety and security risks and challenging road conditions.

To further support nannies, the MoE will develop training for KG principals and governorate KG officials in 2026. Initially, the MoE will conduct a needs assessment to identify training needs, alongside the one targeted to teaching staff, then develop training materials based on the assessment results. 274 KG principals, along with 22 governorate representatives, will receive training to improve classroom pedagogical practices, including gender-responsive methodology and gender-equal play.

In 2027, the MoE will update the existing supervision tools (database and evaluation forms, progress reports, through modern communication channels and direct visits) in line with the new curriculum. MoE will then roll out KG educational supervision visits (1 visit per year for selected KGs), focusing on KGs in the most challenging environments starting in 2027 and continuing until the end of the plan.

Component 3.2 objective:

Ensure children obtain the required skills through a conducive teaching and learning environment.

These activities will be addressed under four sub-components:

- 3.2.1: KG staffing.
- 3.2.2: Curriculum and teaching and learning guides.
- 3.2.3: Enhancing the school learning environment.
- 3.2.4: Strengthen supervision for improved KG learning environment.

Component 3.2: Quality in kindergarten (KG) Sub-component 3.2.1: KG staffing			
Indicators	Baseline 2021/2022	Target 2030	Source of information
Number of nannies/assistant nannies who received in-service upgrading training	-	513	EMIS and Training and Qualification Sector
Number of nannies and assistant nannies who received in-service training (CPD) – cumulative	-	1,266	EMIS and Training and Qualification Sector
Number of non-permanent nannies and assistant nannies who received cash incentives from sources other than the GoY	-	2,045 (nannies: 1,687, assistant nannies: 358) (100%)	Education Sector and GA of Human Resources
Number and percentage of nannies who were sensitized on the code of conduct during in-service training	-	1,266 (10%)	Education Sector report and Training and Qualification Sector

Component 3.2: Quality in kindergarten (KG) Sub-component 3.2.1: KG staffing			
Indicators	Baseline 2021/2022	Target 2030	Source of information
Activities			
1. Recruit and contract (contract-based or volunteer) nannies and assistant nannies according to needs. 2. Based on training needs assessments to ensure relevant training is provided, update and scale up in-service trainings: (i) provide professional development for nannies/assistant nannies, (ii) upskill unqualified nannies. 3. Develop, print, disseminate and enforce staff Code of Conduct (behaviour instructions) for staff to establish rules of mutual understanding, mutual respect, non-violence, positive discipline, gender-responsiveness and diversity in the classroom.			

Component 3.2: Quality in kindergarten (KG): Sub-component 3.2.2: Curriculum and teaching and learning guides			
Indicators	Baseline 2021/2022	Target 2030	Source of information
National curriculum"validated	No	Yes	New developed curriculum
Nanny-teacher manual ratio	7:1	1:1	EMIS and Projects and Equipment Sector
Student-workbook ratio	7:1	1:1	EMIS and Projects and Equipment Sector
Activities			
1. Design a unified national curriculum for kindergartens that is gender sensitive, disability inclusive, climate relevant, age appropriate, play based, and promotes social cohesion. 2. Develop nannies' teaching guides and children's workbooks based on the updated curriculum. 3. Procure, print and distribute teaching guides and children's workbooks (for free in public and with fees in private KG).			

Component 3.2: Quality in kindergarten (KG): Sub-component 3.2.3: Enhancing the school learning environment			
Indicators	Baseline 2021/2022	Target 2030	Source of information
Number and percentage of KG classroom with the minimum set of learning aids (learning cards – alphabet letters – Arabic and English letters and numbers – pictures and shapes) and play material	468 (34%)	954 (40%)	EMIS and Projects and Equipment Sector
Number of KG classrooms provided with the minimum set of learning aids and play material over the plan		106	EMIS and Projects and Equipment Sector

Component 3.2: Quality in kindergarten (KG):
Sub-component 3.2.3: Enhancing the school learning environment

Indicators	Baseline 2021/2022	Target 2030	Source of information
Number and percentage of nannies trained to develop learning aids and play materials using local resources (M/F)	734 (53%)	As per needs assessment	EMIS
Number and percentage of assistant nannies trained to develop learning aids and play materials using local resources (M/F)	0	As per needs assessment	EMIS
Number and percentage of KG classrooms with a learning corner – cumulative	372 (27%)	954 (40%)	EMIS and Projects and Equipment Sector
Number of KG classroom provided with a learning corner		137	EMIS and Projects and Equipment Sector
Number and percentage of classroom with an activity hall		954 (40%)	EMIS and Projects and Equipment Sector

Activities

1. Develop (according to KG regulations), procure and distribute learning-aids (Arabic-English letter cards, pictures, shapes) and play material to public KGs.
2. Promote the use of locally made learning aids and play materials, including training nannies and nannies' assistants in developing learning aids and play materials using local resources (and evaluating the feasibility of providing in-kind resources during training).
3. Set up in each KG classroom a learning corner (with a screen, story books, games, blocks, dolls, counters, etc.) and set up a special activity hall for each kindergarten.

Component 3.2: Quality in kindergarten (KG):
Sub-component 3.2.4: Strengthen supervision for improved KG learning environment

Indicators	Baseline 2021/2022	Target 2030	Source of information
Supervision tools updated	No	Yes	Tools themselves from the Curriculum and Guidance Sector
Number and percentage of KG principals trained to adequately support nannies (M/F)	-	As per needs assessment	Training and Qualification Sector
Number of governorate/district KG officials who are trained to support nannies/assistant nannies appropriately, (M/F)	-	As per needs assessment	Training and Qualification sector

Component 3.2: Quality in kindergarten (KG): Sub-component 3.2.4: Strengthen supervision for improved KG learning environment			
Indicators	Baseline 2021/2022	Target 2030	Source of information
Number and percentage of schools supervised each year – cumulative	-	43 (15%)	Curriculum and Guidance Sector report
Activities			
1. Update existing supervision tools in line with the updated curriculum. 2. Develop and implement training (based on needs assessment) for KG managers and governorate/district KG officials to adequately support nannies for improved age-appropriate, gender-responsive, inclusive and play-based pedagogical practices. 3. Activate and roll out KG educational supervision visits, with a focus on KGs in more challenging settings (criteria to be defined).			

Priority Programme 4: Governance and institutional structure in general education

The **overall goal** of this priority programme is to:

Strengthen Ministry of Education capacity for data-based, gender-responsive, climate-sensitive planning, budgeting, monitoring and evaluation, coordination, human resource management at all levels and school-based management and inspection for more effective management and resilience of the education sector.

Priority Programme 4 focuses on strengthening MoE administration at all levels with improved tools, processes and enhanced capacities in key management functions which underpin effective implementation of all priority programmes, components and activities of the ESP. The programme is hence the key lever to enable achievement of Yemen's national goals for education and improved learning outcomes.

Currently, capacity for planning and budgeting processes within the Education Ministry is severely constrained by a shortage of infrastructure and equipment, disrupted data collection processes, and limited operational budgets for monitoring and evaluation (M&E). Coordination between central and subnational Ministry levels and with other government bodies and development partners remains limited, despite its crucial importance in the crisis mitigation and response. Major human resource management issues include: a shortage of teachers and reliance on many unqualified volunteer teachers; the lack of sustained systematic training and professional development for MoE employees; and an outdated HR management system, all of which negatively impact the overall efficiency of the education system functioning. To improve decentralized service delivery, school-based management programmes need to be strengthened, both in terms of their legal and regulatory frameworks and by

building the capacity of stakeholders. Climate change risks and conflict continue to threaten the continuity of learning, calling for a whole-system approach to build the resilience of the education sector to withstand shocks.

Under Priority Programme 4, the MoE aims to build the strong institutional capacity needed for the education system to function effectively and continuously, including in different circumstances, in order to improve equitable access and learning outcomes at all levels. Areas of focus will be on strengthening the planning, M&E and financing of education, improving data systems, coordination, and school-based management, and building system resilience to climate change, crises and other shocks.

Priority programme 4 is structured around five components:

- Component 4.1: Planning, budgeting, EMIS, monitoring, evaluation, and finance.
- Component 4.2: Coordination, partnerships, and communication.
- Component 4.3: Human resource reforms.
- Component 4.4: School management and pedagogical inspection.
- Component 4.5: Mainstreaming the Ministry of Education's capacity to adapt to climate change, and address natural and man-made hazards.

The following high-level outcome indicators will be used to measure progress toward the achievement of this priority programme's goal:

PRIORITY PROGRAMME 4: GOVERNANCE AND INSTITUTIONAL STRUCTURE IN GENERAL EDUCATION			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Number of Joint Annual Reviews (JARs) conducted on time	-	5	Technical Office
Number of EMIS reports delivered on time	-	6	Technical Office
Percentage of national expenditure to education (actual)	14%	14%	Financial and Technical Office
Number and percentage of principals who have received at least the minimum organised in-service training over the last 12 months (M/F)	1,117 (6%)	1,372 (7%) 6,138 (cumulative) Total 20%	Training and Qualification Sector, Education Sector
Number and percentage of principals with improved skills and competencies to perform well their duty (scoring 70 percent and more at post-test trainings)		90%	Training and Qualification Sector, Education Sector
Number and percentage of admin staff who have received at least the minimum organised in-service training over the last 12 months (M/F)	-	3,176 (33%) 15,881 (cumulative)	Training and Qualification Sector, Education Sector

PRIORITY PROGRAMME 4: GOVERNANCE AND INSTITUTIONAL STRUCTURE IN GENERAL EDUCATION			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Number and percentage of admin staff with improved skills and competencies to perform well their duty (scoring 70 percent and more at post-test trainings)		90%	Training and Qualification Sector, Education Sector
Number and percentage of non-permanent teachers receiving cash incentive from sources other than the GoY (M/F)	-	49,105 (100%)	Education Sector and GA of Human Resources
Number and percentage of basic and secondary schools receiving school grants (basic, secondary, basic/secondary)	1,117 (6%) (2024)	4,129 (20%)	Education Sector
Number and percentage of schools with active and functional FMC councils (KG, basic secondary, basic/secondary)	1,246 (7%)	6,193 (30%)	Girls' Education Sector

Component 4.1: Planning, budgeting, EMIS, Monitoring, Evaluation and Finance

Strong capacities – both administrative and institutional – are needed for the education system to function well in pursuit of improved education opportunities and outcomes for all at all levels. Such capacities are particularly important in Yemen's current crisis situation, where the system is further strained by limited funding, while localized insecurities have weakened the availability and quality of data, and hampered coordination both within and between different system levels and stakeholders. Effectively rebuilding the education system in Yemen will critically depend on strategies designed to improve and sustain institutional and administrative capabilities, including those related to strengthening planning and budgeting, ensuring the collection and utilisation of data, and reinforcing monitoring and evaluation (M&E) processes.

In recent years, several notable steps have been taken to strengthen the MoE's capacities to plan and manage its education system. Despite the protracted conflict, the MoE has been guided by a strategic sector planning document, the Transitional Education Plan (2019-2023), which set out a vision for the sector to which both the MoE and partners have aligned their efforts. The MoE has also made considerable strides to build and advance the EMIS, with support from partners. To date, progress has included the establishment of technical teams within the MoE, and the development of an EMIS vision, roadmap, and strategy. The operationalization of Yemen's EMIS is crucial as access to reliable and up-to-date data will allow for interventions to be planned and, if necessary, adjusted to better address student – and system-level – needs, based on evidence.

While the precise outlook for external funding remains unclear at the time of ESP development, particularly given donors' competing global priorities in times of geopolitical uncertainty, the Government of Yemen remains committed to increasing domestic funding for education. At the Transforming Education Summit (TES) in 2022, the government committed to allocating 16.7 percent

of its budget (3.9 percent of GDP) to education (Republic of Yemen, 2022a), bringing it more closely in line with global benchmarks.³³

Nonetheless, considerable challenges remain related to planning, budgeting, EMIS and M&E, as outlined below.

Key challenges related to the component:

- Limited capacity for planning, budgeting and M&E.
- Lack of data for planning processes.
- EMIS is not yet complete.
- Limited formal mechanisms for communication between the Ministry of Education, and other relevant ministries.
- Weak financing of monitoring and evaluation operations.
- Insufficient domestic and external financing for education.
- Lack of an effective system for tracking donor aid and project implementation.

Strengthen planning, monitoring and evaluation at all levels

Weak institutional capabilities within the MoE constrain its ability to manage the education system efficiently and to deliver planned results. As highlighted in Chapter 1, weaknesses in implementing plans and strategies are mirrored in poor M&E, with knock-on effects on service delivery. The MoE's weak institutional capabilities for planning and M&E stem from various sources, including: the incomplete EMIS; the unavailability of operational expenses for M&E operations; limited professional quality training programmes; weak qualifications of educational personnel and limited in-service training; and insufficient measurement of evaluation and training impact to inform improvements to future training activities (Republic of Yemen, Ministry of Education, 2024). A scarcity of buildings, equipment and furniture at the central and governorate levels also affects the performance of staff working in overcrowded and ill-equipped conditions.

To facilitate the implementation of the ESP, beginning in 2025 and for each subsequent year of the plan, the MoE will develop annual budget plans at central level, and associated annual work plans at governorate and districts levels. Progress on implementation of the annual plans and the ESP more broadly will be monitored in coordination with development partners through Joint Annual Reviews (JARs), which will be held annually starting 2026, and the Mid-Term Review (MTR), which will be held in 2027. To further guide the ESP implementation, strengthen accountability, promote learning and ease the communication around the ESP implementation, the MoE will develop a detailed M&E framework that will further clarify roles and responsibilities, as well as processes and timeline.³⁴ It will be accompanied by an ESP monitoring e-dashboard that will help map and track progress.

Starting in 2026, the MoE will begin a review and revision of planning, budgeting, monitoring, and evaluation tools, founded on a gender and crisis-sensitive approach. In the same year, through a ToT

model, the MoE will begin to roll out training for relevant MoE staff at all levels on the use of the updated tools.

To address the challenges related to buildings and equipment, starting in 2026, the MoE will carry out construction and rehabilitation of Ministry infrastructure at central level, prioritized based on the results of a needs assessment. Starting in 2027, the Ministry will supply equipment (e.g., computers, internet, telephones) for staff at governorate levels to boost effectiveness, aiming to reach 23 governorates by 2029. Finally, beginning in 2030, the MoE will work to develop a 10-year ESP which will run from 2031-2040, articulating a longer-term vision for the education sector in Yemen. It will be accompanied by implementation tools including for a multi-year operational plan and a detailed 2031 annual work plan.

Data and EMIS

Conflict has disrupted the data collection processes, significantly hindering the availability of data in the country. National annual statistical reports have not been issued by the MoE since the academic year 2015/2016. A full statistical survey was conducted for the academic year 2021-2022, but was limited to five governorates only (Aden, Abyan, Laheg, Al-Daleh, and Taiz). Partial educational statistics have been collected since then, using paper-based formats, and entered into an Excel database.

To improve systematic data collection and use in Yemen, the MoE will complete development of a comprehensive EMIS to include gender disaggregated, climate change risk and disability-sensitive data, and incorporating the early childhood/kindergarten and non-formal education sub-sectors. Over the course of the plan period, the MoE will work to operationalize the EMIS, while taking steps to reinforce the sustainability of the system by enhancing the capacities of EMIS staff and providing EMIS software and equipment.

In 2025, the MoE will begin by recruiting system designers to support the implementation of all EMIS activities included in the plan. In 2026, to support horizontal and vertical networking, the MoE will provide equipment for EMIS-related administrative units at the district level. Beginning in 2028, the provision of equipment for EMIS will be expanded to school level in selected governorates, before being further expanded to cover additional schools. In 2027 and 2028, the MoE will train EMIS staff at all levels to use EMIS software and equipment effectively. Staff at central and governorate levels will also receive training on designing the statistical software.

Throughout the ESP period, the MoE will gather and update the EMIS databases on a yearly basis with core EMIS data and will publish EMIS analytical reports on sector performance results annually in time to inform annual planning. The MoE will also conduct a comprehensive school census every two or three years if resources allow, to collect additional data. If funding allows, in order to strengthen the school survey system and capacity at the district level, including collection of geospatial data, district officials will receive training in conducting and utilising the survey process to support planning, monitoring and evaluation at the local level. In 2027, the MoE will also begin work to identify a pathway for integrating the EMIS with the humanitarian education data collection process. In 2025, the MoE is expected to release the annual school census report, a major milestone.

Education financing

As for the financing of education, government spending on education has decreased compared to pre-war figures, due to a steep decline in GDP and reduced revenues from oil and gas production. As a result, Yemen has relied heavily on external support to sustain its education system, including through humanitarian support. As highlighted in Chapter 1, however, only a small percentage of humanitarian funding to Yemen is allocated to the education sector, and overall funding has fluctuated and even declined in recent years. Donor support is channelled through off-budget projects, rather than through government systems, making monitoring of funding and results challenging for MoE. Operating costs also vary significantly between different donors, further hampering MoE's ability to effectively track actual spending on education.

To address these challenges through the ESP, the MoE plans to operationalize an integrated public financial management (PFM) system by creating an interface between the MoE and the Ministry of Finance systems, starting in 2025. In the same year, the MoE will establish and operationalize a 'National Education Fund' to mobilize resources for education from taxes and customs revenues from the public and private sector. In 2026, the MoE will conduct a study that will assess options for financing education from the budgets of local authorities in the governorates and districts, which will inform the development of an appropriate mechanism.

The MoE will also prioritize strengthening its capacity for effective and timely budget execution based on the annual work plan by delivering annual training, based on the annual work plan, starting in 2025. In 2025, the MoE will also conduct a feasibility study on harmonising the operating costs of donors. Finally, in 2026, the MoE will reinforce its institutional capacities to better support the implementation of the ESP by training the MoE's sectors in resource mobilization and financial management of coordinated financing.

As part of the ESP, planning, M&E, EMIS, and financing will be tackled through the following three sub-components:

- 4.1.1: Strengthen planning, monitoring and evaluation at all levels.
- 4.1.2: Strengthen EMIS for evidence-based, gender-responsive, crisis-sensitive planning, monitoring and evaluation.
- 4.1.3: Ensure adequate domestic and external funding and its efficient and effective use to implement activities and deliver ESP results.

Component 4.1 objective:

Strengthen the capacity of the Ministry of Education in evidence-based, gender-responsive, and crisis-sensitive planning, budgeting, monitoring and evaluation at all levels for more effective management and resilience of the education sector.

Component 4.1: Planning, budgeting, EMIS, Monitoring, Evaluation and Finance
Sub-component 4.1.1: Strengthen planning, monitoring and evaluation at all levels

Indicators	Baseline 2021/2022	Target 2030	Source of Information
Tools for planning, M&E developed at all levels available	No	Yes	Technical Office
Number of relevant Ministry staff (central, governorate, districts, schools) trained, by level, (M/F)	200	365	Training and Qualification Sector
Number of Joint Annual Reviews (JARs) conducted (one per year)	-	5	Technical Office
Mid-Term Review of ESP conducted	No	Yes	Technical Office
Annual work plans developed at governorate and district levels (total number/percent, number/percent by level)	-	2,130	Technical Office
Number of annual monitoring reports of annual work plan implementation produced, at all levels (total number/percent, number/percent by level)	-	2,130	Technical Office
Number of Ministry offices constructed/extended at central, governorate level.	-	9	Projects Sector
Number of Ministry offices equipped at central, governorate level	-	23	Projects Sector
10-year strategy developed	No	Yes	Technical Office
Activities			
1. Develop tools for evidence-based, gender-responsive, crisis-sensitive planning, monitoring and evaluation at all levels based on updated data and evidence from analytical studies – including a detailed M&E framework and an ESP M&E e-dashboard.³⁵ 2. Train relevant Ministry staff at all levels on using the planning, budgeting, monitoring and evaluation tools for effective education sector management (for annual work plan, monitoring frameworks). 3. Conduct the Joint Annual Review (JAR) and Mid-Term Review of ESP results to strengthen implementation, monitoring, and evaluation of ESP policies, programmes, results and mutual accountability, and agree on priorities for following period. 4. Develop annual budget plan (central) and annual work plans at governorate and district levels and monitor results. 5. Provide staff at central and governorate level with adequate equipment (e.g., computers, internet, phones) to perform their functions effectively. 6. Provide Ministry with adequate buildings/infrastructure at central and governorate level to conduct work effectively. 7. Develop a 10-year ESP strategy (2031-2040) and related operational plans.			

Component 4.1: Planning, budgeting, EMIS, Monitoring, Evaluation and Finance Sub-component 4.1.2: Strengthen EMIS for evidence-based, gender-responsive, crisis-sensitive planning, monitoring and evaluation			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Number and percentage of central, governorates, districts, and schools equipped with EMIS equipment (total, by level)	Central: 30% GOE: 0 DOE: 0 School: 0	100% 22 (100%) 333 (100%) 24,365 (100%)	Technical Office report
Number and percentage of EMIS personnel at of central, governorates, districts, and schools trained to use the EMIS effectively, (total, by level)	Central: 20/44% GEO: 20% DEO: 0% School: 0%	100% 100% 100% 100%	Technical Office report
Annual school census conducted on time	-	6	Technical Office report
Pathways to integrate EMIS with the humanitarian data collection process created and developed	No	Yes	EMIS document
Number of additional staff recruited (system designer) to support the implementation of all EMIS activities	2	6	Technical Office
Activities			
1. Provide EMIS equipment at central, governorate, district, and school levels. 2. Train EMIS staff at all levels to use EMIS software and equipment effectively. 3. Gather and update the EMIS database on a yearly basis with core EMIS data and publish EMIS analytical report on sector performance results annually in time to inform annual planning. 4. Conduct comprehensive school census every two or three years (if resources allow) to collect additional data. 5. Determine pathways for integrating EMIS with the humanitarian data collection process for education. 6. Recruit or contract relevant technical staff (system designers) to support the implementation of all EMIS activities.			
Component 4.1: Planning, budgeting, EMIS, Monitoring, Evaluation and Finance Sub-component 4.1.3: Ensure adequate domestic and external funding and its efficient and effective use to implement activities and deliver ESP results			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Integrated PFM system established	No	Yes	Financial Affairs
Mechanism for financing education from budgets of local authorities developed	No	Yes	Technical Office
National Education Fund established	No	Yes	Technical Office
Number of Ministry of Education staff trained for effective and timely budget execution based on the annual work plan	-	50	Financial Affairs

Component 4.1: Planning, budgeting, EMIS, Monitoring, Evaluation and Finance Sub-component 4.1.3: Ensure adequate domestic and external funding and its efficient and effective use to implement activities and deliver ESP results			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Study on feasibility of donor harmonisation validated	No	Yes	Technical Office
PMU staff trained	No	Yes	PMU
Activities			
1. Link the networks between the Ministry of Education and the Ministry of Finance financial management systems. 2. Develop a mechanism for financing education from budgets of local authorities in the governorates and districts (based on an initial study). 3. Establish and operationalize a National Education Fund to mobilize resources for education from taxes and customs revenues from the public and private sector. 4. Strengthen Ministry of Education capacity for effective and timely budget execution based on the annual work plan. 5. Conduct a study on feasibility of harmonising operating costs of donors.			

Component 4.2: Coordination, partnerships, and communication

Effective coordination between different constituencies within the Ministry at central level and from central to subnational levels, as well as with other government bodies and development partners, is crucial to making efficient use of resources and avoiding overlap and duplication, which, by extension, will streamline delivery of quality education services in Yemen.

To this end, the MoE has three coordinating entities which engage with international organisations and bodies supporting education, namely: the Coordination and Monitoring Unit, which is responsible for the overall coordination of the education sector in Yemen, the Technical Office for Education Support, and the Programme Management Unit (PMU). As outlined in Chapter 1, there are also a number of active mechanisms and bodies that support coordination between development partners and other education actors in Yemen, including the LEG, and the DPG.

In recent years, these bodies have played a crucial role as the MoE has worked closely with partners to sustain education service delivery in Yemen, in line with the priorities set out in the TEP (2019-2023). Most recently, in 2024 the MoE has launched the Yemen Partnership Compact, crafted through collaborative efforts led by the MoE/Government of Yemen, and supported by the LEG with the Global Partnership for Education as a vehicle to further strengthen coordinated action in the sector. The Compact delineates key reform priorities centred on enhancing learning outcomes, acting as a framework for fostering mutual accountability among partners while directing the allocation and coordination of funding resources (Republic of Yemen, Ministry of Education, 2024). As highlighted in Chapter 2, the ESP and the Compact are fully aligned, setting out a solid foundation for collaboration between the MoE and partners to reach the objectives set out in both documents.

Despite the MoE's promising track record of coordination with partners, certain challenges persist, as outlined below.

Key challenges related to the component:

- Limited coordination within Ministry among sectors and between central and subnational levels.
- Limited coordination and planning between MoE and other government ministries.
- Limited coordination between MoE and development partners, including humanitarian actors, and private sector.

Internal coordination

Coordination occurs within the Ministry between central and subnational levels, and between the MoE and other government ministries, but both areas require improvement. One key constraint is that the MoE's Coordination and Monitoring Unit, under the Technical office, while operational, is inadequately staffed and has limited resources. This severely curtails its ability to perform its role of coordinating horizontally with other sectors within MoE, with other ministries, and with development partners (including humanitarian actors), as well as vertically down to governorate and directorate levels within the Ministry.

To enhance internal coordination as part of the ESP, the MoE will develop a plan and guidelines to enhance internal coordination and cooperation between the different sectors within the MoE (horizontal coordination), as well as with governorate and directorate levels (vertical coordination), and with other government ministries and agencies (e.g., Finance, Planning, Central Statistical Organisation, Local Administration, Civil Services and Health). This work will begin in 2025.

Coordination with partners

While coordination mechanisms are in place to facilitate coordination between the MoE and partners, and among partners themselves, the non-participation of some development partners in these groupings and processes poses a challenge to alignment of efforts. Similarly, gaps in coordinated 'whole-of-Yemen' policy formulation, and difficulties related to mobilizing resources for coordination further add to fragmentation (Republic of Yemen, Ministry of Education, 2024).

In 2025, as part of the ESP, the Ministry will strengthen cooperation and coordination between the MoE and development partners through the development and dissemination of a manual to guide MoE and partner relations. The MoE will also ensure regular LEG meetings. In addition to regular online meetings, starting in 2026, and continuing throughout the plan period, the LEG will also meet twice per year in person. In line with accountability and transparency principles, the MoE will utilise educational media to disseminate key education-related messages to the public. Starting in 2026, the MoE will print and publish various information, education, and communication materials annually. These will include a quarterly newspaper entitled 'My school', infographics on the activities of MoE in all its sub-sectors, and digital content to be shared on social media, as well as via official and unofficial media channels.

Through the ESP, strengthened coordination will be addressed through the following two sub-components:

- 4.2.1: Strengthen internal coordination between MoE sectors at central level and between central and governorate levels, as well as with other Ministries.
- 4.2.2: Strengthen coordination between MoE and development partners, including humanitarian actors and private sectors.

Component 4.2 objective:

Strengthen Ministry of Education capacity for leading sector coordination, partnerships and communication in order to harmonise financing mechanisms for effective use of resources, transparency and accountability.

Component 4.2: Coordination, partnerships, and communication Sub-component 4.2.1: Strengthen internal coordination between MoE sectors at central level and between central and governorate levels, as well as with other Ministries			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Coordination plan developed	No	Yes	Technical Office
Number of meetings organised between MoE and GEOs and DEOs (once a year)	-	6	Technical Office
Activities			
1. Develop a coordination plan to foster coordination and collaboration between MoE sectors at central level and between central and governorate levels, as well as with other Ministries.			
2. Organise on a yearly basis meeting between the MoE and GEOs/DEOs.			

Component 4.2: Coordination, partnerships, and communication Sub-component 4.2.2: Strengthen coordination between MoE and development partners, including humanitarian actors and private sectors			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Manual for cooperation and coordination between the MoE and development partners developed	No	Yes	Technical Office
Number of Local Education Group (LEG) meetings conducted by the MoE, per year	-	24	Technical Office
MoE quarterly publication (My school)	-	24	Education Media
Activities			
1. Develop the manual for enhanced cooperation and coordination between the MoE and development partners.			
2. Regularize and conduct the Local Education Group (LEG) meetings.			
3. Enhance the role of educational media to foster accountability and transparency.			

Component 4.3: Human resource reforms

Human resources (HR) are at the heart of any education system: effective and efficient management of human resources creates an environment where teaching and non-teaching staff can thrive and, in turn, provide the best possible education for students. Strategic management of HR is also a key lever to use limited resources efficiently, as salaries and emoluments account for the bulk of recurrent resources. Ensuring that staff are fairly recruited and deployed and remain motivated through sound remuneration and systematic career advancement prospects is a direct investment of financial resources in the enhanced equity and efficiency of MoE functionality.

The protracted conflict has, however, seriously hindered effective human resource management in the country, leading to a scarcity of quality training programmes, under-qualified educational personnel and teachers, and inadequate teacher in-service training. Despite these challenges, the MoE and partners have worked together in recent years to provide a number of teacher training programmes on topics including classroom management, psychosocial support, literacy and numeracy.

Further HR reform is essential to improve the efficiency and effectiveness of the teaching and non-teaching workforce, to unlock the potential of the limited number of staff available, and hence to enhance the functioning of the education system across all sub-sectors. Improving HR management will require addressing the key challenges outlined below.

Key challenges related to the component:

- Poor job satisfaction of teaching and non-teaching staff.
- Outdated Ministry structure and educational regulations and laws.
- Absence of specialized training programmes for educational and teaching staff.
- Low wages and incentives for teaching and non-teaching staff.
- Large numbers of teacher volunteers without adequate educational qualifications.
- No official framework on the recognition of volunteer teachers by MoE.
- Lack of specialized technical (administrative) personnel at all levels (central governorate and district).
- Shortage of teachers due to freeze of new recruitment since 2012, and attrition.
- Low level of coordination between the personnel requirements of the Ministry of Education and the outputs of Colleges of Education in universities.
- Human Resource database is outdated and not linked with other databases.
- Some teaching and non-teaching staff are on the payroll but not working.

Two key studies have shaped the formulation of this component, namely: *Institutional Capacity Assessment Report of the Ministry of Education*, funded by USAID (Geopolicity Inc. & Felix Consulting, 2022), and *Institutional Capacity Assessment Report for the Ministry of Education in Yemen*, supported and funded by UNICEF (Afcara Consulting, 2023), which together identified comprehensive strategies for building the institutional, administrative, leadership, financial, and technical capacity of the MoE.

HR management

A number of challenges concern HR management in Yemen in the current context. Crucially, the organisational structure of the Ministry does not accurately reflect the roles and responsibilities required to carry out its functions effectively, and has not been updated since 2009, despite the creation of new departments since then, such as remedial education, e-learning, and inclusive education.

The issue of contract-based and volunteer teachers is another major administration and sustainability challenge for the MoE. Expansion of schools due to increased population growth, suspension of recruitment since 2012, as well as teacher attrition and retirement have all combined to create an acute shortage of teaching staff, especially female teachers in rural areas. Low salaries and lack of incentives also deter people from entering – and remaining in – the teaching profession. To address these urgent needs in the immediate term, the MoE has sought to fill the gap by taking on volunteer teachers and contract-based teachers. As highlighted in Chapter 1, in 2021, roughly 40,000 teachers were contracted or working as volunteers, representing 14 percent of the teaching force. As volunteer teachers are outside the HR system, they are not governed by Ministry procedures and accountability frameworks, a major management and sustainability challenge. Both contract-based and volunteer teachers are paid by the community, local government or development partners, often in a non-systematic manner, which creates significant disparities in terms and conditions. Most significantly, they are often not qualified or trained to perform as teachers. These factors combined detrimentally affect the quality of the teaching force and of student learning.

For girls in particular, the absence of female teachers, especially beyond secondary level and in rural areas, is an additional barrier which may deter them from entering or continuing at school. It also means that girls miss out on the opportunity to be inspired by seeing female teachers as role models of professional women in the workplace. For women teachers, however, a posting in rural areas comes with many challenges. These include a lack of girls' schools and housing for female teachers, as well as a pull to relocate to urban areas after marriage, influenced by social norms. While Prime Minister's Decree No. (136) of 2006 sets out the regulatory framework for granting allowances in remote areas, in reality, budget constraints mean that they are not always disbursed. These factors, together with limited training opportunities, contribute to a scarcity of female teachers, as well as a generally low level of skills of rural women teachers.

Relating to the recruitment and promotion of women within the education system more broadly, while there are no overt obstacles preventing women from acquiring specialized skills, there remains a very high disparity between women and men in senior positions at the central, governorate, and directorate levels. Factors which may play a part in hindering women's career advancement include: family/domestic responsibilities, social norms, political and security concerns regarding travel, as well as unconscious biases which favour male candidates for senior roles/training opportunities. Conversely, at school leadership level, there are a large number of female teachers who hold positions as principals and vice-principals of schools, including male schools, though less markedly in rural and remote areas. Indeed, as highlighted in Chapter 1, female principals are also the most qualified in Yemen, representing 72 percent of qualified principals at basic and secondary school levels.

As part of the ESP, to address the volunteer and contract-based teacher issue, in 2025, the MoE will prepare a formal policy to harmonise contracting practices among all stakeholders and define pathways for volunteer teachers to acquire recognised qualifications, competencies, and remuneration. Development of the policy will be informed by the results of a feasibility study. To inform further HR reform, in 2026, the MoE will also conduct a desk review of educational laws, policies and regulations, including institutional structure, and HR manual, with a view to streamlining processes at all levels by 2030.

In 2026, the MoE will also take steps to ensure that teacher deployment for kindergarten, basic and secondary level is based on actual needs and quota standards, especially in rural, remote, and other disadvantaged areas, taking into account gender parity, and promoted through the provision of incentives. This will be done through conducting a needs assessment to assess areas where teacher shortages are most acute to help prioritize recruitment and deployment. Subject to funding availability, from 2025, the MoE will also aim to increase teacher motivation and enhance teacher incentivization by providing teachers in most disadvantaged areas with one food basket per year.

To properly address teacher qualification issues, the MoE will develop a strong teacher cadre, based on good practices in countries facing a similar context. This will be done in close collaboration with relevant stakeholders including the Ministry of Finance. The cadre will include the notification of service rules for the recruitment and professional development of teachers (at all levels), as well as mentorship, and career advancement opportunities.

Throughout the ESP period, the MoE intends to take steps to promote gender parity, encourage girls to enrol in education, and encourage women's leadership within the Ministry. If funding allows, the MoE will continue and expand the rural female teachers' contracting programme by scaling up incentives and expanding to new targeting areas and provide certification for new rural female teachers through in-service upgrading (see PP2, Activity 2.3.1). In 2026, the MoE will also conduct an analytical study on women's leadership in the Ministry to inform future actions to support female access to leadership positions at all levels (school, directorate, governorate, and central levels).

Administrative staff qualifications and training

While MoE has a national strategy for training and professional development for its employees, provision of training is heavily dependent on external finance through donor-funded projects. This hinders cross-comparability between training programmes, creates anomalies in trainee and location selection, as well as in the quality and duration of programmes. There is no direct link between training and promotion due to the lack of integration of training data into the human resources database. In the last five years, no training has been conducted for individuals in key roles including general administrative staff at all levels.

Under the ESP, starting in 2026, and continuing throughout the plan period, if funding allows, the MoE will develop a comprehensive training package for administration staff at central, governorate and district levels, including training on computer skills and use of information and communication technology (ICT).

Human resource management information system (HRMIS)

Yemen's HR information management system (HRMIS) is also a critical area requiring improvement. The current system, that is built with Microsoft Access software, has limited functionalities, and is not fully linked to the civil service system nor to the EMIS. It is also seriously outdated. A large number of employees registered on the payroll, for example, no longer actually work in schools, following that the payroll list has not been updated since 2014, and job changes between schools are not recorded, which means that HR planning is based on inaccurate data. In addition, the HRMIS data is not used to inform decisions in determining employees for training programmes, deployment and promotion.

To address this issue, in 2026, the MoE will firstly establish a registration system for teaching and non-teaching staff to check the accuracy of the data on current staff, including their duties and positions, at all levels in order to obtain an up-to-date, accurate inventory of current employees in the Ministry, while removing any non-working employees listed on the payroll. The MoE will then establish and update a secure HRMIS system at all levels to enhance human resource planning and management and inform teacher recruitment, deployment, training, promotion, and compensation decisions. Once the system is in place, key HRMIS staff will be trained on its use.

As part of the ESP, human resource reforms will be tackled through the following three sub-components:

- 4.3.1: HR management (recruitment, deployment, incentives) for sub-sectors of EC/KG, basic, secondary.
- 4.3.2: Qualifications and training of non-teaching staff at central, governorate and district levels.
- 4.3.3: HRMIS.

Component 4.3 objective:

Improve the efficiency and effectiveness of human resource management for strengthening and improving the functioning of the education system across all sub-sectors.

Component 4.3: Human resource reforms Sub-component 4.3.1: HR management (recruitment, deployment, incentives) for sub-sectors of EC/KG, basic, secondary			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Institutional structure and HR manual reviewed and updated	-	2	General HR Department
Number and percentage of basic and secondary teachers receiving a food basket (M/F)	-	306,057 (100%)	Projects and Equipment Sector
Number of rural female teachers receiving cash-incentives (basic)	2,130	3000	General HR Department

Component 4.3: Human resource reforms Sub-component 4.3.1: HR management (recruitment, deployment, incentives) for sub-sectors of EC/KG, basic, secondary			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
MoE formal policy on male and female volunteer teachers developed	No	Yes	General HR Department
Teacher cadre developed and validated	No	Yes	General HR Department
Study on female leadership within the Ministry conducted	No	Yes	General HR Department
Activities			
1. Review and activate educational laws, policies and regulations, including institutional structure, and HR manual, to simplify processes and procedures at all levels (central, governorate and district). 2. Recruit and distribute teachers according to actual need and quorum standards, especially in rural and remote areas and in other underserved areas through provision of incentives (food baskets) to increase teacher motivation and incentivization, taking gender balance into account (basic, secondary). 3. Continue and expand the rural female teachers' contracting programme, by scaling up incentives and expanding to new targeting areas and provide certification for new rural female teachers. 4. Develop an MoE formal policy on male and female volunteer teachers, to harmonise contracting practices applied by all stakeholders, and define pathways for volunteer teachers to gain recognised qualifications, accreditation and remuneration (based on a feasibility study). 5. Develop a robust teacher cadre with relevant stakeholders, including the Ministry of Finance. 6. Conduct analytical study on female leadership within the Ministry.			
Component 4.3: Human resource reforms Sub-component 4.3.2: Qualifications and training of non-teaching staff at central, governorate and district levels			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Number of general administration staff trained on using the comprehensive training package, at central, governorate and district levels (M/F)	-	As per assessment needs	General HR Department
Activities			
1. Develop a comprehensive training package for general administration staff, including training on computer skills and use of ICT and train relevant staff.			

Component 4.3: Human resource reforms Sub-component 4.3.3: HRMIS			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Accurate inventory of current staffing in the Ministry available and payroll cleaned	No	Yes	General HR Department
Activities			
1. Establish a system to register teaching and non-teaching staff and validate currently actively working staff and their positions at all levels to have an accurate inventory of current staffing in the Ministry and remove staff who are on the payroll but no longer working.			

Component 4.4: School management and pedagogical inspection

The Government of Yemen's vision for public education reform – based on supporting decentralization and reducing hyper-centralization – includes a strong focus on improving and developing the role of the school and the local community. This includes school-level involvement in the planning, implementation, monitoring and evaluation aspects of the educational process, by supporting school management with an operational budget and training school management committees and Father and Mother Councils (FMCs) in planning, implementation, monitoring and evaluation to improve student enrolment and school quality.

Aligned with Yemen's Local Authority Law and decentralization agenda, this component builds on the lessons learnt and achievements of the School Development Programme (SDP), launched in 2013. To improve decentralized service delivery, school-based management programmes need to be strengthened, both in terms of their legal and regulatory frameworks and by building the capacity of local stakeholders.

In recent years, the MoE, with support from partners, has worked to support the establishment and training of school development teams. This has included investing in FMCs as the key body to facilitate engagement with local communities and parents, thereby enhancing school governance, improving teacher attendance and performance, fostering accountability, and effectively managing financial resources (Republic of Yemen, Ministry of Education, 2024).

Nonetheless, key challenges remain regarding school management and educational inspection, as outlined below.

Key challenges related to the component:

- Limited capacity of School Development Teams (including Father-Mother Councils representatives, Student Councils, school principals, deputy principals, social workers, teacher representatives).

- Low capacity of School Councils (including school principals, deputy principals, head teachers, Father-Mother Councils Heads) in governance and accountability, and limited number of qualified women to sit on the Councils in rural areas.
- Limited capacity of GEOs and DEOs directors in school development and inspection.
- Limited capacity of school principals in leadership and school-based management.
- No mechanism for communities to know how well their school is performing.
- School-based management rules and regulations not up to date.
- Lack of a framework for school quality standards.
- Lack of financial resources for implementing field visits for inspection of school administration.
- School Development Plans not fully implemented across the country.
- Coverage of School Grants does not reach all schools and amount of grant is insufficient to cover school operating costs.

Legal framework for school-based management

The SDP, on which this component is based, devolves key aspects of management to school level, predicated on the principle that local ownership, community participation, and shared accountability for results will lead to increased enrolment rates, especially for girls, as well as improved quality in the school, and better learning outcomes for children. Activation of FMCs and Students' Councils is a key strategy of the approach. Both councils are represented on a School Development Leadership Team, comprising the school principal, vice principal, social worker, teacher representatives, and student representative, the head of the FMC and representatives of the local community and parents.

Together, the School Development Leadership Team jointly assess the current status of school quality according to a quality standards framework, and based on the findings, prepares a School Improvement Plan. Funding for operationalizing the plan is provided through a school grant and monitored through annual review reports. Senior trainers on school development, school management mentors and social service mentors provide technical support.

However, many of the current schools do not perform their educational and pedagogical functions and roles effectively and efficiently, and there is a need to promote and upgrade the quality of school performance in terms of service delivery, education quality, and pedagogy.

Accordingly, under this component, beginning in 2026, the MoE will expand the SDP to reach 3,012 (20 percent) additional schools. If funding allows, starting in 2025, and continuing throughout the plan period, the MoE will allocate school grants/operational budgets (USD 1,500 per year per school) in line with the School Improvement Plans developed.

Capacity of relevant stakeholders for effective school-based management

The success of the SDP is critically reliant on strong capacity of relevant stakeholders at different levels (governorate, district, school and community). School principals and head teachers, for example, need to have clear understanding of their roles and responsibilities, as well as the technical skills to carry

them out effectively. The current approach for upskilling school principals is through in-service training, but this is not institutionalized within the MoE and is mostly funded by donors. There is no set of standardised training modules that all school principals are required to take.

Similarly, while Yemen has seen key successes in schools where FMCs are functioning effectively, implementation is scattered rather than systematic, indicating a need for a more institutional approach to building their capacity for the multiple tasks they are expected to perform. FMCs also have a key role to play in school inspection. However, in the current regulatory framework,³⁶ their responsibilities in this regard are not clearly defined.

Organisationally, the body responsible for inspection within the MoE, the General Administration of Control and Inspection, was replaced in 2010 by the General Department of Internal Audit, with offices at governorate and directorate level, including the School Inspection Unit. This restructuring has resulted in a mismatch between the new offices and the existing guidelines related to control and inspection, as well as an overlap between educational mentorship practices, school management guidelines, and the internal audit function. Coupled with lack of operational budgets for school inspection visits, the MoE inspection process has thus been limited in scope and quality, highlighting a key need for clarification of roles and responsibilities between mentorship, inspection, and internal audit functions.

Under the ESP, subject to availability of funding, in 2026, the MoE will train school principals on leadership, financing, and the school-management manual for improved oversight and accountability. In the same year, the MoE will also aim to provide training of school inspectors on school inspection, leadership, and financial management. Starting in 2026, if funding allows, the MoE will also train FMCs to enhance parental engagement and support the education process and the monitoring of school funds. The training will also include content on the new Father and Mother Council Policy (as detailed in PP 1.2.2).

Beginning in 2025, and continuing throughout the ESP period, if funding allows, the MoE will develop school inspection plans for DEOs at district level and monitor implementation of these school inspection plans in public and private schools (KG, basic, and secondary). Monitoring visits by DEOs will be organised for public schools, while MoE oversight visits will be organised for private schools (KG, basic and secondary).

Through the ESP, school management and educational inspection will be addressed through the following two sub-components:

- 4.4.1: Develop legal and regulatory framework for school-based management at all school levels (EC/KG, basic, secondary).
- 4.4.2: Build capacity of relevant stakeholders at different levels (governorate, district, school, community) for effective school-based management.

Component 4.4 objective:

Establish a legal and regulatory framework for developing quality school-based management and enhance Ministry capacity for inspection of school-based management performance, accountability, and results.

Component 4.4: School management and pedagogical inspection Sub-component 4.4.1: Develop legal and regulatory framework for school-based management at all school levels (EC/KG, basic, secondary)			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Legal and regulatory framework for school-based management validated	No	Yes	Education Sector
Number and percentage of schools receiving school grants by level (basic, secondary)	1,117 (6%)	4,129 (20%)	Education Sector
Activities			
1. Develop legal and regulatory framework for school-based management at all school levels (EC/KG, basic, secondary).			
2. Allocate school grants for schools according to the regulations of operational budgets, and in line with School Improvement Plans developed.			

Component 4.4: School management and pedagogical inspection Sub-component 4.4.2: Build capacity of relevant stakeholders at different levels (governorate, district, school, community) for effective school-based management			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Number and percentage of school principals trained on leadership, financing, and school-based management (KG, basic and secondary), (M/F)	1,117 (6%)	4,186 (20%)	Training and Qualification Sector
Number and percentage of inspectors trained on school inspection, leadership, and financial management, (M/F)	-	333 (50%)	Training and Qualification Sector
Number and percentage of DEOs with school inspection plans	-	As per needs assessment	Training and Qualification Sector
Number and percentage of father's and mother's councils trained, by education level (basic, secondary)	1,246 (7%)	6,193 (30%)	Training and Qualification Sector
Number and percentage of private schools visited each year by inspectors (basic and secondary)	-	504 (15%)	General Department of Monitoring and Inspection

Component 4.4: School management and pedagogical inspection Sub-component 4.4.2: Build capacity of relevant stakeholders at different levels (governorate, district, school, community) for effective school-based management			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Activities			
1. Train school principals on leadership, financing, and school-management manual (including management and monitoring tools such as the manual of school-based management, including School Quality Standards, school grant and school development plan (M&E reports)) for improved oversight and accountability (based on needs assessment). 2. Provide training of school inspectors on school inspection, leadership, and financial management. 3. Develop school inspection plans for DEOs at District Level and monitor implementation of these school inspection plans in public and private schools (ECE/KG, basic and secondary). 4. Activate and train Father and Mother Councils to enhance parental engagement, and support the education process and the monitoring of school funds. 5. Reinforce MoE oversight of private schools (KG, basic and secondary) to ensure they are aligned with the MoE regulations and standards.			

Component 4.5: Mainstreaming the Ministry of Education's capacity to adapt to climate change, and address natural and human-made hazards

The education sector has a key role to play in ensuring students and communities are well-informed about risks facing the education sector, including those related to natural and human-made hazards and climate change, and in preventing, preparing for, and responding to these risks. Resilient education systems, in turn, can prepare for and respond to the negative impacts of diverse crises, ensuring continuity of learning when disaster strikes and facilitating recovery.

Children living in conflict-affected countries are particularly vulnerable to risks related to natural and human-made hazards and climate change, both because of the more severe impacts of climate change in these countries, and because of the limited capacity of their governments to act to mitigate risks (GPE, 2024). As highlighted in Chapter 1, Yemen is among the most vulnerable countries in the world to the impacts of climate change, and it is also among the least prepared. As the effects of climate change on the education system are expected to become more severe in the coming years, the Government of Yemen recognises the importance of addressing climate change and risks of natural and human-made hazards in the ESP to build the resilience of the system to withstand shocks and ensure continuity of learning despite crises.

Addressing the challenges listed below will require a whole-of-system approach, touching on infrastructure standards, curriculum and teaching and learning materials, school principal and teacher training, and community awareness.

Key challenges related to the component:

- Yemen is highly vulnerable to climate change and other risks.

- Disruption causes damage to school infrastructure, mass displacement, interrupting schooling, straining education provision at destination and psychosocial stress for children, with challenges for education planning.
- School buildings are not climate/disaster resilient.
- Sites for school construction are not based on school survey guides.
- Households damaged by disasters may reduce the number of children they send to school.
- Communities lack knowledge about how to prevent damage and death caused by disasters.
- There is no policy or strategy for managing climate change, disasters and other risks.
- Climate change is not taught in school curricula, and teachers are not trained on disaster risk reduction.
- Lack of coordination between the Ministry of Education and other ministries in other sectors.

Compounding the toll of the protracted conflict on Yemen's population, natural hazards³⁷ also pose a considerable threat in the country, damaging school infrastructure and equipment, displacing populations, and adding psychosocial stress for children and their families. In some cases, schools may be particularly vulnerable to hazards when they are built on disaster-prone sites or with materials or designs that are not climate/disaster resilient, putting students' and teachers' safety, as well as education investments, at risk. Furthermore, students and communities lack crucial – and potentially life-saving – information about crisis and risk planning and management. Content on climate change is not covered in the current curriculum, and planning for crisis and risk management at sub-national and school levels remains sporadic.

To address these challenges through the ESP, in 2025, the MoE will develop a climate-sensitive, gender-responsive, comprehensive, costed plan for mainstreaming climate change adaptation across the education system through a participatory approach. The development of the plan will draw on school-based hazard and vulnerability assessment and on tools including the Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector's (GADRRRES) Comprehensive School Safety Framework (GADRRRES, 2022). Once complete, the electronic copies of the plan will be shared with key stakeholders and schools. Furthermore, through a participatory approach with civil society engagement, starting in 2026, Disaster Preparedness Plans will also be developed at sub-national and school levels, focusing on locality-specific natural, human-made and climate change-related hazards.

To improve school site-selection, once relevant data is available, the MoE will use school survey data to inform selection of sites for construction of new climate-resilient schools (see PP1, Access).

Component 4.5 objective:

Build the resilience of the education system to adapt to climate change, natural and other hazards and risks to ensure continuity of learning and promote social cohesion, with particular consideration to the different needs and capacities of girls and boys, and children with special needs.

Component 4.5: Mainstreaming the Ministry of Education's capacity to adapt to climate change, and address natural and man-made hazards			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Costed plan for mainstreaming climate change across the education system approved (Y/N)	No	Yes	Projects and Equipment Sector
Number and percentage of GEOs, DEOs and schools having developed Disaster Preparedness Plans	-	356/100%	Projects and Equipment Sector
Activities			
1. Develop a climate-sensitive, gender-responsive, comprehensive, costed plan for mainstreaming climate change adaptation across the education system through a participatory approach (based on the school-based hazard and vulnerability assessment). 2. Use of school survey data to inform selection of sites for construction of new climate-resilient schools (<i>Addressed in PP1, Access</i>). 3. Integrate climate and risk-sensitive content into the updated curriculum, teaching and learning materials as part of curriculum review (<i>Addressed in PP2, Quality</i>). 4. Through a participatory approach with civil society engagement, develop at sub-national, and school levels Disaster Preparedness Plans focusing on locality-specific natural, human-made and climate change-related hazards.			

Priority Programme 5: Literacy and alternative education

The **overall goal** of this priority programme is to:

Provide equitable and gender-responsive education opportunities for lifelong learning to enable all women and men to realise their full potential and contribute meaningfully to social and economic development.

Literacy and alternative education programmes target both out-of-school children and adults who have missed out on formal schooling, providing them with pathways to re-enter the formal system and lifelong learning opportunities to gain key foundational skills.

The institutional capacity of the current non-formal education (NFE) system in Yemen is weak, requiring enhanced coordination between the MoE and the Literacy and Adult Education Organisation (LAEO), the body responsible for NFE, to strengthen institutional linkages, systems and tools for greater effectiveness and efficiency. Demand for adult non-formal education centres also remains low, particularly in rural and remote areas, due to high indirect costs of learning and lack of awareness of the value of non-formal education. Quality issues also play a part, as centres are often poorly equipped, with very limited digital technology, further dampening demand. Alternative education, targeting children ages 8-15 years old who dropped out of education in grades 1-6 offers the opportunity to complete an accredited accelerated three-year programme and subsequently re-enter the formal school system in the 7th grade of basic education. However, with over 2.7 million children currently out

of school, the coverage of these programmes remains very limited in its capacity to respond to the scale of need.

Priority programme 5 aims to improve the access to, and quality of, adult literacy and alternative education programmes by focusing on improving supervision and legislative and regulatory frameworks, updating the curriculum, issuing appropriate teaching and learning resources, training teachers, rehabilitating facilities, and improving coordination.

Priority Programme 5 is structured around three components:

- Component 5.1: Institutional development.
- Component 5.2: Adult literacy and skills.
- Component 5.3: Alternative education.

The following **high-level outcome indicators** will be used to measure progress toward the achievement of this priority programme's objective:

PRIORITY PROGRAMME 5: LITERACY AND ALTERNATIVE EDUCATION			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
SDG 4.6.3: Number of illiterate youth/adults enrolled in literacy programmes (M/F)	119,579	143,148	MoE/LEAO
Number and percentage of adult and literacy programmes teachers/facilitators who received in-service training in the last 12 months (M/F)	-	1,145 (20%)	MoE/LEAO
Number and percentage of adult and literacy programmes teachers/facilitators with improved pedagogical skills and competencies (scoring 70 percent and more at post-test trainings)	-	90%	MoE/LEAO
Percentage of female students enrolled	-	TBD	MoE/LEAO
Number of students enrolled in alternative education (AE) programmes, (M/F)	97,500	145,401	MoE/LEAO
Percentage of female students enrolled in AE programmes			MoE/LEAO
SDG 4.1.4: Out-of-school number and rate, (M/F)	2.7 million (25%)	2.3 million (18%)	MoE (EMIS)/LEAO
Number of students enrolled in alternative education (AE) programmes, reintegrating formal schools (M/F)	-	TBD	MoE/LEAO
Number and percentage of AE teachers/facilitators who received in-service training in the last 12 months (M/F)	-	Accelerated: 858 (20%) Self-learning: 1,526 (100%)	MoE/LEAO
Number and percentage of AE teachers/facilitators with improved pedagogical skills and competencies (scoring 70 percent and more at post-test trainings)	-	90%	MoE/LEAO

Component 5.1: Institutional development

Strong institutional capacities are key to facilitating the delivery of quality non-formal education (NFE) that enhances equity, empowers individuals, and nurtures lifelong learning and skills development for all. After years of protracted conflict, when so many children and young people have missed out on formal education, the provision of quality NFE in Yemen is of heightened importance. Providing alternative pathways for out of school children to return to formal schooling, and for adults to access opportunities for life-long learning is an essential component for achieving SDG4 goals and leaving no-one behind. Delivering quality NFE will require having relevant legislation and policies in place to recognise and integrate non-formal education within the broader educational landscape, adequate human and financial resources, and timely, quality data available to support evidence-informed planning.

With responsibilities and budgets for NFE in Yemen split between the Literacy and Adult Education Organisation (LAEO) and the MoE, there is a pressing need to strengthen institutional linkages, systems, and tools for greater effectiveness and efficiency, as outlined in the challenges below.

Key challenges related to the component:

- Weak coordination between LAEO with MoE and with the private sector.
- Weak institutional capacity for NFE planning, implementation and monitoring of results.
- No quality assurance framework in place for NFE.

Institutionally, the LAEO, the body responsible for NFE, including adult literacy and alternative education, is financially and administratively independent, with its own independent budget and bank accounts, though it remains technically affiliated to the MoE, with most of its employees on the MoE payroll. Formal coordination between the two bodies, however, is limited, and stagnation of funding over the previous five years has hampered institutional development. Upgrading and supervision of the workforce, and delivery of adult literacy and accelerated education services have also been held back.

The NFE policy framework has been in place for the past three decades, without updates or amendments. Staff at all levels have not received specialized training since 2015, and are in urgent need of training in management, planning, coordination, monitoring and evaluation, and skills in using modern technology. Most offices need rehabilitation and equipment. The NFE management information system is limited to a traditional paper-based system, which is handled by the Managing Directorate of Human Resources in the LAEO and its branches in the governorates. Crucially, it is not linked to EMIS in the MoE.

To address these challenges, as part of the ESP, the MoE will begin updating and developing legislation and policies related to NFE in 2025. Alongside the LAEO, the MoE will conduct a study on the NFE programme, including a review of its sequencing, phases and implementation plan. In the same year, the MoE will also initiate a review of the National Strategy on Literacy and Adult Education.

This will be followed in 2026 by capacity development for 1,725 NFE managerial staff at central, governorate and district levels, with a focus on planning, coordination, monitoring, evaluation and data collection, including the use of digital technology, as part of their CPD.

In 2027, the MoE and LAEO will develop a quality assurance framework (QAF) for NFE and will train central and governorate level supervisors to oversee implementation and performance using the developed QAF. Steps will also be taken over 2027 to link the offices and departments of the LAEO to EMIS, and to include data on literacy, adult education and all alternative learning pathways in EMIS, as part of the MoE's broader activities on EMIS (see PP4, Component 4.1.2).

Component 5.1 objective:

Strengthen LAEO institutional capacity for improved planning and management of non-formal education (NFE).

Component 5.1: Institutional development			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Legislation and policies related to non-formal education updated and adopted	No	Yes	MoE/LAEO
Study to conceptualize the flow and scope of non-formal education programme validated	No	Yes	MoE/LAEO
Number and percentage of LAEO and AE managerial staff trained on planning, coordination, monitoring and evaluation, (M/F)	-	1,725/100% (1,515 LAEO + 210 AE)	MoE/LAEO
NFE quality assurance framework developed	No	Yes	MoE/LAEO
Number and percentage of supervisors trained on NFE QAF, (M/F)	-	362	MoE/LAEO
National strategy on literacy and adult education updated	No	Yes	MoE/LAEO
Activities			
1. Update and develop legislation and policies related to non-formal education (such as literacy, adult education and alternative education). 2. Conduct a study to conceptualize the flow and scope of non-formal education programme, including sequencing, phasing, type, and develop implementation plan that is gender sensitive. 3. Train LAEO and AE managerial staff on NFE planning, coordination, monitoring and evaluation at central, governorate and district levels. 4. Include data on literacy, adult education and all alternative learning pathways in EMIS (Tackled in PP 4.1). 5. Develop quality assurance framework (QAF) for NFE and train central- and governorate-level supervisors to oversee implementation and performance. 6. Review the national strategy on literacy and adult education and update in line with updated legislation/policies.			

Component 5.2: Adult literacy and skills

Opportunities for adult literacy and skills development can foster individual empowerment, boost community well-being, and enhance overall economic and social progress. In the context of Yemen's protracted conflict, illiteracy rates have increased, reversing years of progress. As highlighted in Chapter 1, the illiteracy rate in Yemen was an estimated 46 percent in 2021, with stark disparities between males and females (35 percent and 65 percent, respectively) (Arab Decade Matrix, n.d.).

Illiteracy poses challenges to both individuals and society as a whole. Illiterate parents are less likely to send their children to school than their educated counterparts, which contributes to perpetuating inter-generational cycles of illiteracy and poverty. This also reduces the social demand for education, which in turn, hinders the socio-economic development of the country. For women in particular, literacy improves health outcomes both for themselves and their families, increases the likelihood of their daughters attending school, and boosts their capacity to contribute to economic and social development, making women's literacy a powerful leverage tool for national progress and prosperity.

In recent years, the MoE and LAEO, with support from partners including at community-level and from the private sector, have made efforts to maintain the availability of opportunities for adult literacy and skills development. Nonetheless, considerable challenges remain concerning adult literacy and skills in Yemen, as outlined below.

Key challenges related to the component:

- Low literacy rate among 15-45-year-olds (especially women).
- Limited access to adult literacy and skills training.
- Low quality and limited relevance of available adult literacy and skills programmes.
- Low quality of teaching/facilitation.
- Limited use of technology in existing adult literacy and skills programmes.
- Lack of awareness of the value of literacy for women, especially in rural areas.

The development of adult education is guided by Law No. 28 of 1998 on literacy and adult education and the 1998 National Strategy for Literacy and Adult Education, with the aim of creating an illiteracy-free society. Due to widespread poverty among families and the high indirect costs of learning, however, social demand for non-formal education centres is low, especially in rural and remote areas.

For skills training courses, curricula and teaching and learning materials pose a challenge: they have not been updated and improved in recent years and tend to offer gender-stereotypical content (e.g., sewing, tailoring, housekeeping for women; carpentry, woodworking, plumbing for men). Furthermore, they have not kept up with rapid technological developments in the labour market, detracting from their relevance and appeal. Non-formal education centres lack equipment at the central, governorate and directorate levels, and access to digital technology is very limited, further dampening demand.

As part of the ESP, in 2025, the MoE will update the adult and literacy education curriculum for levels 1, 2 and 3, using gender-responsive, adult learning methodology, and integrating NFE livelihood

skills/programmes to align with the needs of the labour market, and including topics relevant to girls'/women's empowerment, such as reproductive health education, financial literacy, and leadership skills. Once the updated content is complete, the MoE will print and distribute the related teaching and learning materials to literacy teachers and learners, as well as trainers and trainees in basic and women's training centres, and beneficiaries in public campaigns.

In 2025, the MoE will begin taking steps to build, equip, rehabilitate and maintain training centres based on the needs of localities. This will be informed by a needs assessment study on training needs for basic literacy for women and men to identify the number of new centres to be built/rehabilitated, and also to assess where existing school classrooms and community spaces can be used for adult and literacy education, especially in the poorest directorates and areas. The MoE will also ensure regular maintenance of existing and new training centre buildings and their equipment through conducting two visits per year to the centres.

Throughout the ESP, the MoE will ensure the provision of cash-incentives to existing teachers/facilitators. In 2026, the MoE and the LAEO will develop training materials to upskill teachers/facilitators of literacy programmes. Once the updated materials are prepared, training will be delivered using a ToT approach, aiming to reach 20 percent of teachers/facilitators for literacy and accelerated learning programme teachers, and 100 percent of teachers/facilitators for the self-learning programme over the plan period.

From 2025, the MoE will also take steps to enhance coordination with the private sector and other stakeholders. This will include the development of a coordination framework that defines the roles and contributions of both LAEO and private sector in supporting and providing literacy and training programmes and reducing illiteracy rates in the country. This will also include, for example, establishing partnerships with local businesses to facilitate internships and apprenticeships for boys and girls to ensure that they gain practical experience and exposure to various career paths, and leading the organisation of forums to provide literacy opportunities and training for workers in private sector institutions.

Furthermore, starting in 2025 and continuing throughout the ESP, the MoE will raise awareness of the value of literacy and adult education, in particular for women, through community campaigns and broadcasts to increase enrolment in literacy and adult education programmes. The campaigns will disseminate content through a broad range of mediums besides print (brochures, posters), including radio and television, to ensure that the messages are communicated effectively to non-literate target audiences.

If funding allows, the MoE will take steps toward establishing an electronic platform for literacy and adult education to enhance the use of digital education to train facilitators and to support e-learning.

Component 5.2 objective:

Increase national adult literacy rates (15-45 years), especially among females in rural areas.

Component 5.2: Adult literacy and skills			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Adult and literacy education curriculum for levels 1, 2 and 3 updated	No	Yes	MoE/LEAO
Number and percentage of teachers in adult education literacy with the required set of teacher guides (M/F)	-	5,726 (100%)	MoE/LEAO
Number and percentage of learners in adult education literacy with the required set of textbooks (M/F)	-	143,148 (100%)	MoE/LEAO
Number and percentage of women's and basic training centres maintained, rehabilitated and equipped (M/F)	-	66 (100%)	MoE/LEAO
Number of women's and basic training centres newly built (M/F)	-	13	MoE/LEAO
Number and percentage of classrooms rehabilitated	-	330/100%	MoE/LEAO
Number of teachers and facilitators contracted (M/F)	5,854	5,726	MoE/LEAO
Number and percentage of contracted teachers and facilitators trained (M/F)	-	1,145 (20%)	MoE/LEAO
Number and percentage of contracted teachers and facilitators receiving an incentive (M/F)	-	5,726 (100%)	MoE/LEAO
The digital education platform developed and used	No	Yes	Curriculum and Guidance Sector
Number of awareness raising campaigns conducted (1 campaign annually – 333 districts)	-	6	Girls' Education Sector
Activities			
1. Update adult and literacy education curriculum for levels 1, 2 and 3 using gender-responsive, adult learning methodology, and integrating NFE livelihood skills/programmes to align with the needs of the labour market. 2. Procure, print and disseminate teaching and learning materials. 3. Build, equip, rehabilitate and maintain training centres based on the needs of localities. 4. Recruit and train new facilitators and upskill current facilitators. 5. Enhance coordination with the private sector and other stakeholders. 6. Raise awareness on the value of literacy and adult education in particular for women through community campaigns and broadcasts to increase enrolment in literacy and adult education programmes.			

Component 5.3: Alternative education (AE)

Factors such as displacement due to conflict or natural hazards, economic hardship, as well as social norms disfavouring education for girls, have together pushed 2.7 million children of school-age (54

percent females) out of school, as highlighted in Chapter 1. Meeting the immediate learning needs of these children and helping them to reintegrate into the formal education system are essential steps toward creating a more equitable society that leaves no one behind.

In recent years, the MoE, with LAEO and support from partners, has taken steps to diversify the provision of alternative education, including through accelerated, remedial, and distance learning, as well as self-learning programmes for students who have been unable to access formal schools due to the conflict. The MoE, with partner support, has also endeavoured to boost demand for alternative education through minimizing fees, providing school supplies, and through community engagement and advocacy initiatives on the importance of school.

Recognizing the importance of alternative education, the Government of Yemen has committed to meeting the learning and development needs of out-of-school children, youth, and those at risk of dropping out by providing a package of alternative educational activities and services (Republic of Yemen, 2022b). At the same time, it is recognised that meeting these commitments will be a formidable task; concerted action and funding will be needed to tackle the key related challenges outlined below.

Key challenges related to the component:

- 2.7 million children and adolescents are out-of-school.
- Weak existing alternative education pathways.
- Limited coverage of existing alternative education programmes.
- Limited use of technology in existing alternative education programmes.

Since the outbreak of the war, many children, both girls and boys, have been deprived of access to formal education due to the political and social circumstances, conflicts, and displacement. To address the learning needs of this age-group and facilitate their re-entry into the school system, the MoE has developed an 'accelerated learning' approach, defined by MoE as targeting children aged 8-15 years who have dropped out of basic education in grades 1-6. If they complete the two-year programme, they are eligible to join grade 7 of basic education. Accelerated education consists of a compact and shortened version of the formal education curriculum which condenses two years of formal schooling into one academic year. It consists of (i) the Basic Literacy and Numeracy (BLN) programme equivalent to grades 1 to 3 of basic education and covering reading, writing, and mathematics, and (ii) the Accelerated Learning Programme (ALP) equivalent to grades 4 to 6 of basic education that covers reading, writing, mathematics and science, Civics, social and human values are still not part of the curriculum but expected to be included – as part of the curriculum review. In addition to accelerated learning, the MoE has other streams of alternative education, as outlined in Box 3.1, though the coverage of these programmes remains limited.

Through the ESP, the MoE will support alternative education pathways by providing alternative and sustainable learning opportunities, linking accelerated education, self-learning and community education with formal education, and facilitating re-entry from alternative education into the formal system through accreditation of alternative education programmes. Remedial classes to support weak learners and learners with learning difficulties are also covered through the ESP (see PP2, Component 2.2). In 2026,

the MoE will develop a strategy to reintegrate children from alternative education into formal education schools and will begin implementing the strategy by empowering schools to be ready to receive these children by filling existing gaps in services, such as lack of facilities, supplies or human resources. The MoE will also develop three new subjects for alternative education and have them approved by the Minister of Education. In 2027, the MoE will develop a set of frameworks and guides to introduce new important concepts such as green skills, social and emotional learning and positive parenting.

Alternative education

Alternative education includes:

- **Accelerated education:** It targets children who have dropped out of basic education in grades 1-6 and whose ages are between 8-15 years. They study for one to two years and then join the seventh grade of basic education.
- **Community schools:** They aim to provide education for children who have not previously enrolled or have dropped out of school and are between the ages of 5 and 15 years. Community schools grant them a certificate equivalent to the sixth grade of primary school that qualifies them to enrol in the seventh grade of basic education.
- **Self-education:** It targets children who are unable to reach school and are between the ages of 6-15 years and are provided with education for grades 1-8 of basic education. They can join formal education if conditions exist according to the results of placement exams.
- **Home education:** It targets children whose economic, social, and health conditions have prevented them from completing their education, as they self-educate themselves with the curricula prescribed for the appropriate levels for them without being obligated to attend school, and they have the right to take the class test at the end of the semester. This programme targets the following groups: children with disabilities, street children, nomadic children, and former child soldiers.
- **Digital education,** educational channel, educational radio.
- **Preventive educational support** (remedial classes) including **peer mentoring/peer tutoring programmes:** In this programme, older students provide tutoring and support to younger or struggling students, preventing academic failure through personalized assistance is not only educational channel, educational radio, it is extended to online learning, blended learning, e-learning, virtual classrooms and interactive content and supposed to be inclusive and friendly for CWD.

In addition, one finds:

- **Mentorship programmes** (one-on-one mentorship): This programme consists of pairing students with mentors who provide guidance on academic, career, and personal development, reducing the risk of disengagement or drop-out as well as

Source: Law 28, 1998, Ministry of Education and stakeholders' consultations.

In 2026, the MoE will develop a plan with numbers and specifications for procuring, printing and distributing teacher guides, textbooks and teaching and learning materials required for each alternative education pathway, and will start to procure, print and distribute them according to this plan. In the same year, the MoE will develop a plan to identify needs for new teachers and facilitators, and will develop training for teachers on accelerated education and community education methods and methodology. Throughout the ESP period, the MoE will ensure the provision of cash-incentives to

teachers and facilitators. In 2027, the Ministry will also develop a financial sustainability plan for incentive provision to ensure that incentives are financed in a sustainable manner.

In 2026, the MoE will conduct a needs assessment study to identify and list the locations where alternative education programmes could be setup, including building safe and inclusive new classrooms and micro-schools, identifying areas where existing schools are available or where the community can provide safe and inclusive spaces to be used as alternative education classrooms. This will be followed by coordination with the relevant bodies to start the construction of new sites and implement alternative education programmes.

Also in 2026, the MoE will take steps to enhance the usage of digital education for teachers and facilitator training and e-learning by conducting a survey of different geographical areas to determine the type of media that can be used in each area. If funding allows, the MoE will then start digitizing the alternative education curricula, textbooks, and teacher/facilitator training manuals to expand outreach. Similarly, subject to available funding, the MoE will create an e-platform where all the digital materials will be accessible, and teachers/facilitators and relevant staff from the e-learning department will be trained on the digital materials and the use of the application.

Starting in 2026, the MoE will provide student schoolbags and food baskets for learners enrolled in the accelerated learning programme and self-learning programme, aiming to reach all learners per year by 2030.

In 2027, the MoE will begin holding annual meetings with stakeholders to identify lessons learnt from the provision of remedial classes. Mentoring and counselling services will also be made available to support girls' personal and academic development within NFE settings.

From 2025, and continuing throughout the ESP, the MoE will conduct awareness-raising activities on the value of alternative education, especially for girls, through community campaigns and broadcasts to increase enrolment in alternative education programmes. In 2030, the MoE will conduct a follow-up study on out-of-school children (OOSC) to identify the factors contributing to education participation in the Republic of Yemen and study the profile of out-of-school children and adolescents, their areas of residence, schooling history/experience, home environment and disability status, barriers to accessing education, and education/training needs.

Component 5.3 objective:

Provide alternative educational opportunities for out-of-school children and promote pathways to formal education.

Component 5.3: Alternative education			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Alternative education curriculum updated to align with updated formal curriculum (Y/N)	No	Yes	Curriculum and Guidance Sector
Number and percentage of teachers/facilitators in alternative education* with the required set of teacher guides, (M/F)	-	5,735 (100%) (4,290 Accelerated + 1,526 self-learning)	MoE/LEAO
Number and percentage of learners in alternative education* with the required set of textbooks, (M/F)	-	145,401 (100%) (107,250 accelerated + 38,151 self-learning)	MoE/LEAO
Number and percentage of alternative education teachers/facilitators with a contract (M/F)	6,609 (100%) (4,875 Accelerated + 1,734 self-learning)	5,735 (100%) (4,290 Accelerated + 1,526 self-learning)	MoE/LEAO
Number and percentage of contracted alternative education teachers/facilitators receiving a cash-incentive, (M/F)	6,609 (100%) (4,875 Accelerated + 1,734 self-learning)	5,735 (100%) (4,290 Accelerated + 1,526 self-learning)	MoE/LEAO
Number of alternative education classes hosted in regular schools	1,133	TBD	MoE/LEAO
Number and percentage of alternative education classes hosted in communities	TBD	TBD	MoE/LEAO
Number of micro-schools built	-	25	MoE/LEAO
Awareness raising campaign conducted (1 campaign annually, 333 districts)	-	6	Educational Media Department
Number and percentage of alternative education* students who received a food basket, (M/F)	-	145,401 (100%) (107,250 accelerated + 38,151 self-learning)	MoE/LEAO
Number and percentage of alternative education* students who received a school bag, (M/F)	-	145,401 (100%) (107,250 accelerated + 38,151 self-learning)	MoE/LEAO
OOSC study validated	-	Yes	MoE

Component 5.3: Alternative education			
Indicators	Baseline 2021/2022	Target 2030	Source of Information
Activities			
1. Update the alternative education curriculum to align with updated formal curriculum. 2. Develop, procure, print and disseminate teaching and learning materials according to new curriculum. 3. Contract and train new teachers and facilitators and upskill current teachers and facilitators. 4. Provide cash-incentives for teachers and facilitators to provide alternative education programmes. 5. Coordinate with MoE and local communities to provide safe learning spaces for accelerated education programmes (in existing schools, or for new buildings or spaces – including micro-schools setup) to scale up accelerated education programmes in particular in under-served areas (based on a needs assessment study). 6. Enhance the usage of digital education for teachers and facilitator training and e-learning (if resources allow). 7. Raise awareness on the value and existence of accelerated education, in particular for girls, through community campaigns and broadcasts, to increase enrolment in AE programmes. 8. Provide learners with food baskets and schoolbags. 9. Provide mentoring and counselling services to support girls' personal and academic development within NFE settings. 10. Develop a policy on cyber protection for girls. 11. Conduct a follow-up out-of-school children study (sample-based survey) to identify the factors contributing to lack of school access and dropout, and study their profile, areas of residence, and schooling and training needs.			

Note: * Alternative education includes accelerated learning education, community schools and self-education.

4. Cost and financing of the ESP



4. Cost and financing of the ESP

This chapter details the cost, expenditures, and financing requirements needed to achieve the policy priorities set out in the ESP for the period 2025-2030. Based on the simulation model, it also breaks down the projected gap in funding between the resources that are available and the resources that will be required to implement the activities and achieve the ESP objectives. Options for mobilizing resources to finance the gap, both domestic and external, are also outlined. The full list of projections and base year data are available as a separate document (in Excel format) and available upon request to the MoE.

The projections detailed in this chapter are made using a demographic simulation model that has been specifically developed for Yemen.³⁸ The model takes into account projections of student growth over the ESP period, as well as the costs of the priority programmes in order to calculate the overall cost of implementing the ESP, broken down by strategy (component) and activity. The simulation model provides an estimation only, including the most significant cost outlays, particularly salaries and incentives, school infrastructure and furnishings, and quality improvement expenditures, such as provision of textbooks and other teaching and learning materials, teacher training, school feeding programmes, rural female teachers programme, and improvements in the learning environment. System-strengthening activities, such as policy development, administrative staff training, and community awareness are also captured.

In the current climate of political volatility and economic uncertainty, both internally within the country as well as externally within the region, forecasts of future resource availability and costs necessarily have a speculative element. The figures provided represent current best estimates at the time of writing and will need to be reviewed annually by the MoE as an integral agenda item of joint annual review (JAR) meetings to assess the estimates against actual figures and make adjustments to the projections where necessary.

4.1 Scenario summary

The chapter calculates the funding gap based on projections during the ESP period as they may play out according to two scenarios: a cautious scenario (Scenario 1) which would safeguard the education system in Yemen should the least favourable macroeconomic and financial outlook apply, and a more optimistic scenario (Scenario 2) with higher targets should a more favourable environment prevail (see table 4.1 for details):

- Scenario 1: *Cautious scenario*. This scenario is the most circumspect, calculated on the basis of assumed low levels of domestic funding following low GDP growth and domestic revenues

mobilization, and on the assumption that a range of risks will continue to challenge the sector. These include the risks that conflict, national and/or regional, continue to block development, and that the macroeconomic situation also remains fragile, shrinking government resources. An additional risk factored in is that development partners may redirect funding to core programmes/other crisis-hit locations to respond to emergencies that were not foreseen in the ESP, which would again reduce the resource envelope available for ESP implementation.

- **Scenario 2: *Optimistic scenario*.** This scenario assumes a somehow more optimistic outlook, with the peace talks resuming, leading to the resumption of economic growth and higher levels of domestic resources to support the ESP goals.

Table 4.1 displays key ESP policy results (i.e., policy targets)³⁹ and related cost projections (both recurrent and capital costs) for each of the two scenarios outlined above over the 2025-2030 period. The costing methodology is based on a calculation of the costs of achieving core ESP targets together with unit costs such as for salaries, training, school feeding programmes, school construction, libraries, textbooks, and so on.

Under Scenario 1, the focus has been on boosting access to basic education and to a lesser extent to secondary education while supporting minimum access increase to all education levels (based on past trends) while securing targeted equity and quality enhancement measures aiming at sustaining past gains and efforts. Scenario 2 builds on Scenario 1, but with additional improved access in basic and secondary education and enhanced quality measures.

Table 4.1 Scenario summary targets

Indicator	Baseline	Scenario 1	Scenario 2
Macroeconomic framework	2021	2030	2030
Real GDP growth	-1.0%	0.5%	2.5%
Government expenditure as percentage of GDP	8.8%	11.4%	15.0%
Education expenditure as percentage of Gov. expenditure	14.3%	14.0%	14.0%
MoE expenditure as total education expenditure	78.0%	78.0%	78.0%
Recurrent Edu. expenditure as percentage total Edu expenditure	98.0%	97.0%	97.0%
Policy outputs			
Number of students, public	2021	2030	2030
ECE/KG	37,898	66,777	66,777
Basic	5,220,004	7,056,267	7,341,460
Secondary	1,038,667	1,341,417	1,733,856
NFE	217,079	288,549	345,401

Indicator	Baseline	Scenario 1	Scenario 2
Gross enrolment ratio	2021	2030	2030
ECE/KG	1.5%	2.3%	2.3%
<i>GPI</i>	1.02	1.00	1.00
Basic	79%	88%	91%
<i>GPI</i>	0.95	0.97	0.99
Secondary	67%	57%	70%
<i>GPI</i>	0.96	0.97	0.99
Percentage of teachers paid by the government	2021	2030	2030
ECE/KG	53%	25%	25%
Basic	93%	88%	79%
Secondary	76%	62%	43%
NFE	47%	50%	58%
Number of textbooks ('000)	2025-2030		
ECE/KG (exercise books)		234	234
Basic & secondary		175,571	179,129
NFE		6,384	6,954
Number of classrooms to be built	2025-2030		
ECE/KG		719	719
Basic & secondary		7,905	27,740
Costs (million USD), constant 2021 prices	2025-2030		
Recurrent cost		2,130	2,476
Capital cost		545	1,156
Total		2,675	3,632

Source: Yemen financial simulation model and the multi-year operation plan. Scenarios 1 and 2.

The differences in the two scenarios are related to the volume of domestic resources envisaged, the level of the policy targets, and the size of the resulting funding gap in each case. The total cost of the ESP for the period is estimated at USD 2,675 million under Scenario 1 and USD 3,632 million under Scenario 2. Key education policy levers for both scenarios can be found in Annex 3.

Given the current situation prevailing in Yemen and in the region at the time of writing, Scenario 1 projections are considered to be the most realistic of the two scenarios at this time and will be the primary focus of the following sections.

4.2 Cost of the ESP, Scenario 1

As shown in the table 4.1, the total cost of the ESP for the period is estimated at USD 2,675 million under Scenario 1. This projection is deemed reasonable given the reforms needed to address the challenges at stake and the possible level of resource mobilization. Tables of key results under scenarios 1 and 2 can be found in Annexes 3.1 and 3.2, respectively.

The projections for Scenario 1 are based on a number of key assumptions. These include:

- The GDP will contract annually by 1 percent in the first 2 years of the plan period (2025 and 2026) before starting to show a recovery at 0.5 percent of annual growth.
- The share of total government expenditure in relation to GDP will remain at 2025 levels (11.4 percent), as will the government share of the national actual budget for education, which is fixed at 14 percent over the period.
- The student population will continue to grow, fuelling increased pressure onto the education system, especially at basic education level. While student numbers will increase overall over the plan period, gross enrolment rates are expected to increase at ECE and basic levels while decreasing at secondary level, given the school-age population dynamic (yet enrolment will continue to increase). At the same time, it is also expected that more children will enter school at the right age, while quality improvements and enforcement of the non-repetition policy by MoE will reduce repetition rates in the early grades.
- While more classroom and school construction are planned, funds will also be directed towards upgrading existing target schools through provision of fences, WASH, and so on. Target coverage and unit costs of classroom construction, libraries, science labs have been kept to a minimum.
- It is expected that MoE will continue to rely on contract and volunteer teachers, funded by local councils and development partners, over the plan period, given the scale of teacher shortages, and high payroll bill of permanent teachers in the civil service.
- A key cost reduction priority will be to remove teachers who are receiving salaries but are not actually teaching from the payroll.
- All newly recruited teachers, including nannies/assistant nannies, will accordingly be contract-based or volunteers; MoE will only fund salaries of permanent staff, and will not open any new civil service positions in the period, apart from rural female teachers, who will be integrated into the system upon completion of their full training.

- Pre-service teacher training will not be re-established during the ESP period; all teacher upgrading will be through in-service training/CPD.

Other key strategies for keeping costs low under Scenario 1 include:

- Relying slightly more on private sector provision to ease the pressure on public schools by promoting public-private partnership.
- Increasing the teacher-pupil ratio at all levels to reduce the need for recruitment.
- Increasing class size to accommodate more children and reduce the need for construction.
- Reducing unit costs of play materials and extending the length of time for which they will be usable.
- Promoting provision of snacks rather than school meals.
- Limiting provision of school bags to the most disadvantaged students only, with criteria for selection to be defined by MoE.
- Reducing the target percentage of teachers being trained and the number of days of training per year.
- Reducing the frequency of inspection visits to one per year, rather than two, by the end of the plan.

As highlighted earlier, given ongoing volatility in the operating context, all estimates will need to be reviewed annually at each JAR and adjusted in line with actual financial and other data.

4.2.1 Projected costs by nature

Table 4.2 shows expected costs for Scenario 1, by years and by nature, over the ESP period. The total costs will increase from USD 339 million in 2025 to USD 553 million in 2030. The share of capital costs will significantly increase from 4 percent in 2021 to 31 percent in 2030. Over the plan period, 20 percent of the total cost will be devoted to capital investment, with the remainder going to recurrent costs for salaries and so on.

Table 4.2 Projected total education expenditure, by nature, constant 2021 price (million USD)

	2025	2026	2027	2028	2029	2030	Total
Recurrent	326	342	351	363	368	380	2,130
Capital	13	48	83	103	125	173	545
Total	339	390	434	466	493	553	2,675
Percentage of Capital	4%	12%	19%	22%	25%	31%	20%

Source: Yemen financial simulation model and the multi-year operation plan. Scenario 1.

4.2.2 Projected costs by subsector

Regarding costs by sub-sector, by far the largest share under Scenario 1 is allocated for basic and secondary Education (94 percent), considering the projected high rise in enrolment driven by population growth, and the associated increasing costs for capital investment in construction/upgrading of schools, as well as higher recurrent costs for textbooks, teacher salaries and training. While the expansion of ECE (KG) and non-formal education are integral to the ESP core strategy, their actual budget share remains limited (1.3 percent and 1.5 percent respectively over the period) although the share of resources going for ECE will slightly improve over the period from a low of 0.3 percent in 2025 to 1.5 percent in 2030 as illustrated in table 4.3. Approximately 3 percent of the total cost will be dedicated to administration, ensuring the system's operation despite the conflict, and enhancing the efficiency and quality of service delivery.

Table 4.3 Projected total education expenditure and distribution, by subsector, constant 2021 price (million USD)

	2025	2026	2027	2028	2029	2030	Total
Amount (million USD)							
ECE/KG	1	1	7	8	8	9	34
Basic and secondary	323	367	406	436	464	521	2,517
NFE	3	6	7	8	8	9	40
Administration	12	16	14	15	13	14	84
Total	339	390	434	466	493	553	2,675
Distribution							
ECE/KG	0.3%	0.3%	1.7%	1.6%	1.6%	1.5%	1.3%
Basic and secondary	95%	94%	94%	94%	94%	94%	94%
NFE	0.8%	1.6%	1.6%	1.6%	1.6%	1.6%	1.5%
Administration	3.7%	4.0%	3.2%	3.2%	2.7%	2.6%	3.2%

Source: Yemen financial simulation model and the multi-year operation plan. Scenario 1.

4.2.3 Cost per learner

Under Scenario 1, expenditures per-learner will augment over the plan period for all sub-sectors as shown in table 4.4, especially for ECE/KG, following increased investment in infrastructure. This substantial increase is due to the very low level of investment in the baseline (2021) and the small number of learners to be covered during the plan period. This increase is expected to help improve school readiness among benefiting learners and lead to better learning and progression through the education system.

Table 4.4 Projected total education expenditure per learner, constant 2021 price (million USD)

	2021	2025	2026	2027	2028	2029	2030	Average 2025-2030
ECE/KG	24	25	29	142	135	129	128	98
Basic and secondary	37	48	52	55	57	58	62	55
NFE	9	11	24	26	27	29	30	25

Source: Yemen financial simulation model and the multi-year operation plan. Scenario 1.

4.2.4 Projected costs by subsector and by nature

Most of the recurrent and capital costs will be directed to the basic and secondary sub-sector (USD 2,004 million for recurrent and USD 513 million for capital) as shown in table 4.5.

Table 4.5 Projected education expenditure, by nature and subsector, constant 2021 price (million USD)

	2025	2026	2027	2028	2029	2030	Total
Recurrent							
ECE/KG	1.0	1.0	1.2	1.2	1.2	1.2	6.7
Basic and secondary	310	321	330	342	346	356	2,004
NFE	3	6	6	7	8	8	38
Administration	12	14	13	13	13	14	81
Total	326	342	351	363	368	380	2,130
Capital							
ECE/KG	0.0	0.3	6.0	6.4	6.7	7.3	26.8
Basic and secondary	13	46	76	95	118	165	513
NFE	0.0	0.6	0.6	0.6	0.4	0.4	2.6
Administration	0.0	1.5	0.4	1.4	0.1	0.0	3.4
Total	13	48	83	103	125	173	545

Source: Yemen financial simulation model and the multi-year operation plan. Scenario 1.

4.2.5 Projected costs by broad item

Turning to the ESP costs by item table 4.6 shows that the bulk of expenditures are taken up by salaries (68 percent), while its share will decrease over the plan period. This follows the cap on the number of teachers being paid by the government, which means that any new recruitments will be in the form of volunteers or contract-based, to be paid from non-government sources. 29 percent of the costs is allocated to quality and equity enhancement measures (e.g., teaching and learning materials, school meals and snacks, school bags). The budget for training is relatively modest (3 percent), yet shows a significant increase from the baseline.

With regard to capital expenditures, provision of equipment and new facilities in existing schools is the largest investment, at 44 percent of total capital expenditures. This reflects the focus on improving/upgrading the existing infrastructure to the extent possible. By contrast, this outlay is offset by limiting the construction costs of new infrastructure (41 percent of total capital expenditure). The capital cost will increase towards the end of the plan period as major construction programmes start.

Table 4.6 Projected education expenditure and distribution, by nature and broad item, constant 2021 price (million USD)

Recurrent							
Amount (million USD)	2025	2026	2027	2028	2029	2030	Total
Salaries	241	238	239	240	242	244	1,443
Quality and equity measures	83	92	99	110	114	124	621
Capacity development	1	12	13	13	12	12	63
Total	326	342	351	363	368	380	2,130
Distribution	2025	2026	2027	2028	2029	2030	Total
Salaries	74%	70%	68%	66%	66%	64%	68%
Quality and equity measures	26%	27%	28%	30%	31%	33%	29%
Capacity development	0%	4%	4%	4%	3%	3%	3%
Capital							
Amount (million USD)	2025	2026	2027	2028	2029	2030	Total
New construction	0	10	33	45	58	80	225
Rehabilitation	12	13	13	13	13	13	76
Equipment	1	24	37	44	54	81	241
Administration	0	2	0	1	0	0	3

Recurrent							
Total	13	48	83	103	125	173	545
Distribution	2025	2026	2027	2028	2029	2030	Total
New construction	0%	20%	39%	44%	46%	46%	41%
Rehabilitation	93%	26%	15%	12%	10%	7%	14%
Equipment	7%	51%	45%	43%	44%	47%	44%
Administration	0%	3%	0%	1%	0%	0%	1%

Source: Yemen financial simulation model and the multi-year operation plan. Scenario 1.

4.2.6 Projected recurrent cost by subsector and detailed item

These figures can be further broken down to illustrate the distribution of recurrent and capital costs by sub-sector and item under Scenario 1, as shown in table 4.7. The table highlights wide disparities in the way activities are funded. Teacher salaries range from 32 percent in NFE to 81 percent in ECE/KG, representing the largest outlay in ECE/KG and basic/secondary. School meals and snacks (that are only being provided in basic/secondary) take up a significant portion of recurrent costs at basic and secondary level, amounting to 17 percent of recurrent expenditure of the sub-sector. While high cost, the school meals and snacks have been shown to be a highly cost-effective intervention in the Yemen context, and increased funds will enable scale up to underserved areas in the ESP period. Teaching and learning materials (including printing of textbooks, workbooks and teacher guides) are absorbing a relatively stable share of expenditure throughout the education subsectors, ranging from 8 percent in basic/secondary to 11 percent in ECE/KG, following a yearly rollout distribution.

Table 4.7 Projected recurrent education expenditure distribution, by subsector and detailed item

	2025	2026	2027	2028	2029	2030	Total
ECE/KG	100%	100%	100%	100%	100%	100%	100%
Salaries	88%	89%	78%	79%	77%	75%	81%
Quality measures	11%	6%	17%	16%	16%	18%	14%
Capacity development	1%	5%	5%	6%	7%	7%	5%
Basic and secondary	100%	100%	100%	100%	100%	100%	100%
Salaries and incentives	74%	70%	69%	67%	66%	65%	68%
Quality and equity measures	26%	26%	27%	29%	30%	32%	29%

	2025	2026	2027	2028	2029	2030	Total
<i>TLM</i> ⁴⁰	7%	7%	7%	7%	7%	7%	7%
<i>School meal/snacks</i>	15%	16%	17%	18%	19%	20%	17%
<i>School bags</i>	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%
<i>School grants</i>	1%	1%	1%	1%	2%	2%	1%
<i>Others</i> ⁴¹	3%	2%	2%	3%	2%	2%	2%
Capacity development	0%	4%	4%	4%	3%	3%	3%
NFE	100%	100%	100%	100%	100%	100%	100%
Salaries	73%	36%	32%	29%	26%	24%	32%
Quality and equity measures	25%	58%	63%	66%	69%	72%	63%
<i>Teaching and learning materials</i>	2%	12%	13%	13%	13%	13%	12%
<i>Incentives for learners</i> ⁴²	19%	39%	44%	49%	52%	56%	47%
<i>Others</i>	4%	7%	6%	4%	4%	3%	5%
Capacity development	2%	6%	5%	5%	4%	4%	5%

Source: Yemen financial simulation model and the multi-year operation plan. Scenario 1. See table A3.1 in the annex for raw data.

4.3 Financing of the ESP

4.3.1 Domestic resources and the financing gap

The ESP resource envelope is estimated based on a series of assumptions about the evolution of various macro-economic aggregates, including GDP growth, the GDP to domestic revenue ratio, the share of education and training expenditures of total government expenditures, and the share of MoE expenditure on education and training. As shown in table 4.8, the GDP of Yemen is expected to increase by only a small margin in real terms. The share of education expenditures of total government expenditures will remain at 14 percent (or 1.6 percent of GDP, well under the 4-6 percent international benchmark). The share of MoE in total education and training expenditure will remain constant (78 percent).

Domestic resources for education and training will be maintained at the current level. Between 2025 and 2030, a total of YER 1,481 billion is expected to be available for education and training, from domestic resources. This translates into a total envelope for the MoE of USD 1.441 billion (USD 1.405 billion for recurrent, and USD 36 million for capital costs).

Table 4.8 Evolution of projected education resources available under scenario 1, 2025-2030

	2025	2026	2027	2028	2029	2030
GDP (constant – 2021, billion YER)	19,930	19,730	19,829	19,928	20,028	20,128
Real GDP annual growth rate	-1.0%	-1.0%	0.5%	0.5%	0.5%	0.5%
Exchange rate	1,028	1,028	1,028	1,028	1,028	1,028
Total Government expenditure (constant – 2021, billion YER)	2,266	2,190	2,261	2,272	2,283	2,295
<i>As percentage of GDP</i>	11.1%	11.1%	11.4%	11.4%	11.4%	11.4%
Total education expenditure (constant – 2021, billion YER)	317	307	316	318	320	321
<i>As percentage of total Govt. Exp.</i>	14%	14%	14%	14%	14%	14%
<i>As percentage of GDP</i>	1.6%	1.6%	1.6%	1.6%	1.6%	1.6%
<i>Of which: recurrent resources</i>	98.0%	97.8%	97.6%	97.4%	97.2%	97.0%
<i>Of which: capital resources</i>	2.0%	2.2%	2.4%	2.6%	2.8%	3.0%
Total MoE expenditure (percentage of education and training exp.)	78%	78%	78%	78%	78%	78%
Total MoE expenditure (constant – 2021, billion YER)	247	239	247	248	249	251
Total MoE expenditure (constant – 2021, million USD)	241	233	240	241	243	244
<i>Of which: recurrent expenditure</i>	236	227	234	235	236	236
<i>Of which: domestic capital expenditure</i>	5	5	6	6	7	7

Source: Yemen financial simulation model and the multi-year operation plan. Scenario 1.

Despite the financing efforts made by the Government of Yemen, the ESP will still require additional resources in order to be fully implemented, as shown in table 4.9. The annual funding gap starts at 29 percent of the total cost in 2025 and grows to 56 percent in 2030. Over the plan period, 46 percent of the estimated costs, USD 1,234 billion, needs to be financed by additional resources. The projected funding gap, even in this cautious scenario, reflects the enormous scale of the recovery work required to rebuild and renew the education system in Yemen.

Table 4.9 Estimated funding gap under scenario 1, million USD and percentage (2021 constant prices)

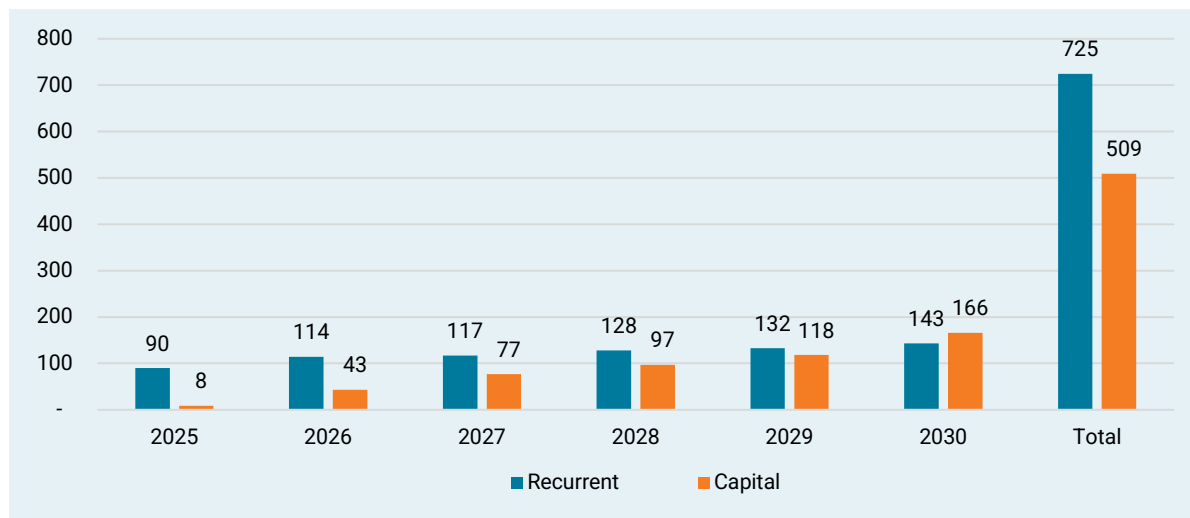
	2025	2026	2027	2028	2029	2030	Total
Projected ESP costs	339	390	434	466	493	553	2,675
Recurrent	326	342	351	363	368	380	2,130
Capital	13	48	83	103	125	173	545
Projected available domestic resources	241	233	240	241	243	244	1,441
Recurrent	236	227	234	235	236	236	1,405
Capital	5	5	6	6	7	7	36
Funding gap (domestic resources only)	98	157.5	194	225	250.5	309	1,234
Funding gap as percentage of total costs (domestic resources only)	29%	40%	45%	48%	51%	56%	46%
Projected external funding	46	42	36	33	24	21	201
Funding gap (with external funding)	53	116	158	192	227	288	1,033
Funding gap as percentage of total cost (with external resources)	16%	30%	36%	41%	46%	52%	39%

Source: Yemen financial simulation model and the multi-year operation plan. Scenario 1, and Donor's estimated contributions mapping. See table A3.2 in the annex for details.

The evolution of the funding gap, for each type of spending, is presented in figure 4.1. The gap for recurrent costs over the plan period will be USD 725 million. While the MoE will be able to cover most of the salary expenditures, external support will be pressingly needed to enable the Ministry to implement most of the ESP interventions supporting equity and quality enhancement measures (such as textbook printing/distribution, school feeding, school grants and in service teacher training), as well as system strengthening measures (setting up EMIS, FMIS, HRMIS and training of non-teaching staff).

The funding gap for capital costs is small in the beginning, with no major construction planned in 2025. However, as construction and rehabilitation programmes start and gain momentum, the required resources increase, and the gap widens. Over the plan period, almost USD 509 million of additional resources will be needed to cover all capital-related costs.

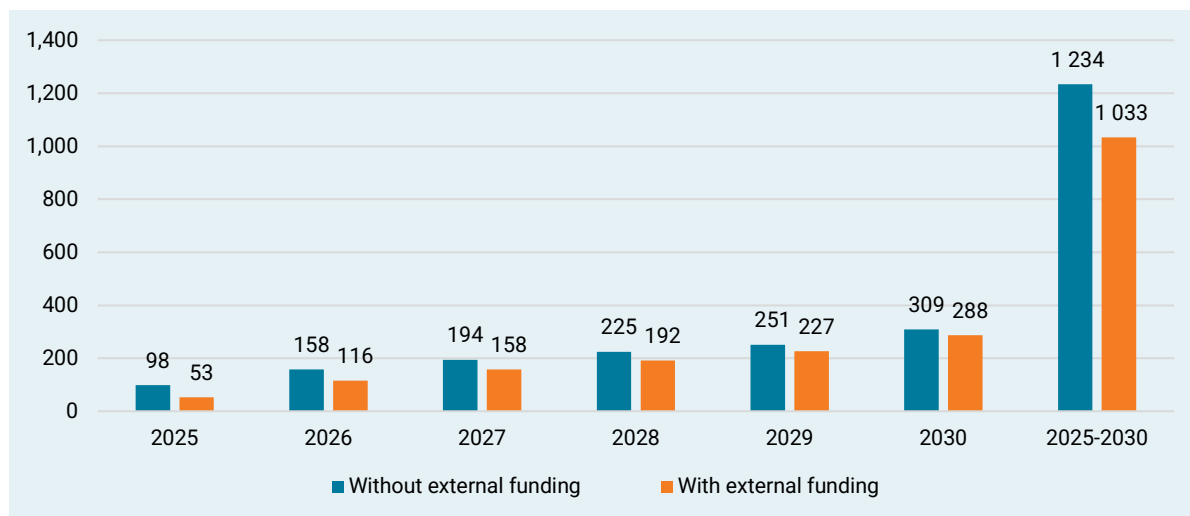
Figure 4.1 Estimated funding gap over the plan period (excluding external support), million USD, constant 2021 prices



Source: Yemen financial simulation model and the multi-year operation plan. Scenario 1.

When estimated external funding is included,⁴³ the estimated funding gap decreases to USD 1.033 billion, or 39 percent of the total plan costs (table 4.9). This gap is assessed to further be reduced to the anticipation of more donor commitments to be released in the coming months and years, as well as the hope that donors will commit funding specifically in line with the ESP's goals, strategic directions, and priority interventions. This alignment will enable successful implementation of the plan and achievement of the planned results.

Figure 4.2 Estimated funding gap over the plan period, without and with external resources, million USD (2021 prices)



Source: Yemen financial simulation model and the multi-year operation plan. Scenario 1, and Donor's estimated contributions mapping. See table A3.2 in the annex for details.

4.3.2 Resource mobilization to finance the gap

For the ESP to fully achieve its planned results, concerted efforts will be needed from the Yemen Government to close the funding gap, buoyed by a significant and aligned contribution from education development partners, including humanitarian actors. To this end, a range of strategies will be pursued to mobilize additional resources to fund ESP implementation, including:

- Utilising the ESP as a vehicle for negotiation with the Ministry of Finance, demonstrating how investment in the ESP is an investment in the future of the country as a whole, and advocating for maintained domestic funding for education to ensure adequate allocation of domestic resources so that the ESP goals can be met, in line with the Presidential commitments made at the Transforming Education Summit (TES) of 2022.
- Establishing a national fund to support education was an additional commitment made at the TES. Designing an operational framework for the fund could include exploration of opportunities for directing portions of revenue streams from the oil and gas industries, as well as from local authority budgets to the education sector. The National Education Fund could incorporate an Investment Arm, to achieve greater sustainability and resilience. This strategic addition would generate independent revenue streams, reduce reliance on government resources, and provide a stable foundation for future educational initiatives.
- Diversifying aid funding and engaging with new donors/partnerships, including humanitarian actors and non-traditional donors. MoE and the LEG will also advocate for a larger share of humanitarian funding to go to education. MoE will continue to advocate through the LEG for development partners to align their contributions with the ESP as a blueprint to guide the investments in the sector, reduce overlap and duplication, increase the effectiveness of aid funding in achieving ESP goals, and strengthen shared accountability for results.
- Expanding partnerships with private sector actors and enhancing the role of the private sector in education financing, including exploring innovative financing options. Increasing the proportion of children in private and community schools would help reduce the cost burden on MoE for public education service delivery.
- Improving efficiencies, such as removing non-participating teachers from the payroll, and reducing repetition in the early grades will also help reduce wastages and improve MoE internal efficiency. Along with seeking cost-effective ways of services delivery, these efforts would help in making better use of existing resources; a critical area in a context marked by limited resources availability.

5. Implementation, monitoring, evaluation and learning arrangements





5. Implementation, monitoring, evaluation and learning arrangements

Monitoring, evaluation, and learning (MEL) mechanisms are critical to ensure that the MoE and partners have evidence to show whether or not the plan is on track to achieve its targets, and to inform forward planning. If MEL data reveal that the plan is off-course, then course-correcting actions can be identified to address bottlenecks and bring it back on track. MEL also promotes accountability for results and transparency on how effectively education investments are being utilised, while providing a sound evidence base for reporting, documentation of lessons learnt, and operational planning.

This chapter sets out the implementation arrangements and reporting mechanisms that are in place to ensure effective roll-out and MEL of the planned activities over the next six years so that ESP results can be credibly measured. It also outlines the roles and responsibilities of the Ministry of Education and key partners in the implementation of the Education Sector Plan (ESP) to the extent possible in the current situation.

Coherent implementation of the ESP will crucially depend on political commitment by the Ministry of Education and its partners. Demonstration of this commitment includes provision of adequate funding for conducting the activities, as well as investment in the institutional and individual capacity required to deliver planned results. A partner mapping exercise will be developed at the beginning of the ESP timeframe to identify financing sources for each of the planned ESP activities. This mapping will be a living document, updated on a regular basis to take note of any changes, as a tool to guide strategic investment towards ESP goals, and identify overlaps and gaps in support.

Crucially, reliable data must also be available for each year of the ESP implementation, in order to monitor progress. Key priorities include computerization of administrative work and building information networks from the central ministry to the governorates. To this end, the Ministry of Education will explore opportunities for moving from a paper-based to an online data entry system to streamline the collection of data from the school level to the Ministry central office. This is considered the primary goal for stabilizing the flow of data to the Ministry of Education. The ESP activities planned for strengthening the EMIS system under Priority Programme 4.1 will play a key role in improving the availability of timely, accessible and reliable data.

5.1 Implementation arrangements

5.1.1 Basic principles for ESP implementation

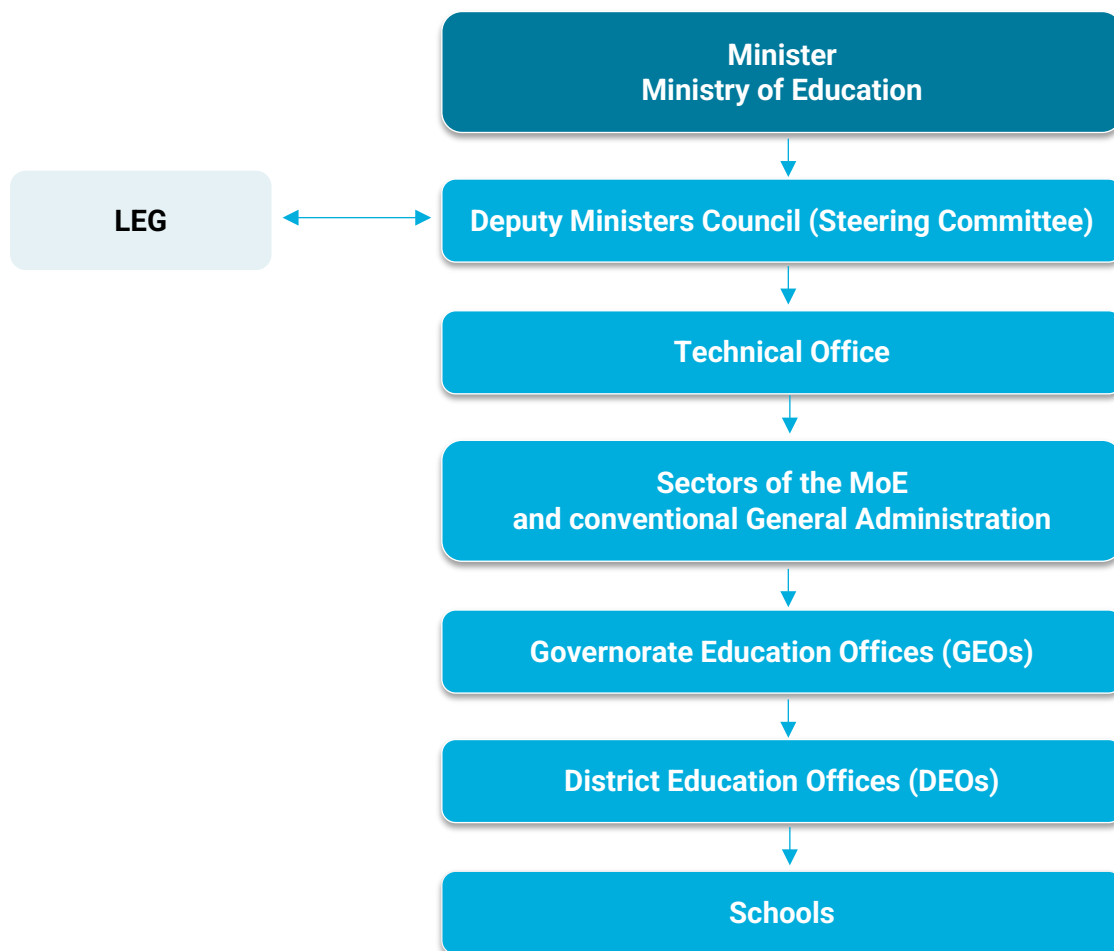
The current complex education situation requires a coordinated and decentralized response to meet the educational needs of learners and to support teachers and education staff at the central and decentralized levels. To this end, the ESP adopts four key approaches to guide implementation:

1. The ESP's five priority programmes will primarily focus on decentralized levels, namely school, district and governorate levels.
2. The ESP includes a range of strategies to strengthen capacity, including institutional planning processes, and individual MoE staff competencies at all levels.
3. The ESP will strengthen cooperation and coordination structures at and between central and decentralized levels, as well as with external partners, including humanitarian and development partners, and other line ministries and agencies.
4. The ESP will transition from an emergency-focused approach towards a more recovery-focused, system-building approach, phasing out the role of the Emergency Cluster by the end of the second year of the ESP, and moving away from use of the M&E tools that were developed for the Transitional Education Plan (TEP) towards institutionalization of M&E across the Ministry. This will reduce operating costs and allow redirection of resources to further benefit students.

5.1.2 Central-level coordination and implementation of the ESP

The framework for the implementation, monitoring and evaluation of the ESP is based on the basic principle that the Ministry of Education is the primary agency responsible for implementation of the plan, acting in collaboration with many stakeholder constituencies, including relevant line ministries, development and humanitarian partners, civil society organisations, and the private sector. Figure 5.1 shows coordination and implementation mechanisms at central and decentralized levels.

Figure 5.1 Coordination and implementation mechanisms within the Ministry of Education



The Ministry of Education (MoE)

The main role and responsibility of the Ministry of Education is to lead the process of planning, coordination, implementation, monitoring and evaluation of ESP progress and achievements throughout the country. The MoE commits to work towards ensuring that every child in Yemen receives a quality, equitable and just education, and achieves the best possible learning outcomes. To support this objective, the Ministry of Education will strengthen the capacity of the education administration to fulfil its roles and responsibilities effectively. Concretely, the ESP multiyear operational plan includes activities to strengthen key capacities of MoE staff, including in:

- Strategic planning, including preparation of annual plans and budgets, data collection and analysis, monitoring and reporting.
- Education supervision, community participation and support to school development programme implementation.

- Coordination with relevant ministries, other government agencies and development partners.

A capacity analysis has already been conducted, identifying capacity gaps and proposing prioritized strategies to address the identified gaps, particularly those that may affect the implementation of the ESP priority programmes.

Recent analysis has highlighted key functions of the educational administration required for the successful implementation of the ESP. These include: statistics and data management, planning and budgeting, policy and research, and monitoring and evaluation. The Ministry has sought funding to implement the capacity analysis plan developed on the basis of the analysis.

The Deputy Ministers Council

ESP implementation is supervised and managed by the Deputy Ministers Council, a high-level steering committee established by Ministerial Decree, which defines the tasks and responsibilities of the committee. The main role of the council is to oversee, monitor and address issues affecting ESP implementation, and ensuring responsible and effective use of resources.

The Steering Committee consists of undersecretaries of the Ministry of Education and is chaired by the Minister of Education, with the Head of the Technical Office as a member and rapporteur. The main objectives of the Steering Committee are to:

- Guide the implementation of the sectoral plan and to overcome any difficulties or obstacles that may prevent implementation.
- Communicate and coordinate with ministries and other bodies related to the implementation of the education sector plan.
- Develop and take measures to ensure responsible and effective use of resources.
- Facilitate exchange of information with levels of educational management at decentralized levels and with development partners to implement the sectoral plan, avoid duplication and ensure the complementarity of implementation approaches and interventions.
- Lead the process of planning, implementation, monitoring and evaluation of progress in the implementation of the plan and the results achieved.

Council members will meet on a regular basis (at least quarterly or semi-annual meetings) and will pay particular attention to the exchange of information to avoid duplication and to ensure the complementarity of approaches and interventions across ESP programmes.

Technical Office

The Technical Office will lead the coordination process and technical procedures required to implement the ESP in accordance with its tasks and authorities.

The Technical Office is responsible for: preparing plans and budgets in partnership with the sectors; overseeing technical and financial implementation; monitoring progress towards ESP objectives;

reporting to MoE leadership; and coordinating with development and humanitarian partners, in close cooperation with the relevant sectors responsible for ESP implementation.

Specifically, the Technical Office and sectors are tasked to:

- Prepare annual operational plans and budgets derived from the ESP based on the agreed share of activity targets and budget for each governorate.
- Coordinate with partners (relevant line ministries, development and humanitarian partners, civil society and private sector) supporting the implementation of ESP in order to ensure:
 - Equitable distribution of resources by using spatial planning as a tool to identify the specific needs of the governorates as established in the annual work plans.
 - Harmonisation and alignment of partner support with the ESP and subsequent annual work plans to avoid duplication and gaps in service delivery.
 - Consolidation of efforts and resources to achieve the goals and objectives set out in the ESP.
- Promote good practices and institutionalize minimum standards for education service delivery in emergencies.
- Monitor and evaluate the implementation progress of the ESP priority programmes and activities through the annual school census and other related tools.
- Report and share information on implementation progress and potential challenges that impede implementation of activities through established mechanisms (e.g. JARs, LEG, etc.).
- Provide support to GEOs and DEOs to ensure effective implementation and coordination at decentralized levels, including in the preparation, follow up and reporting on implementation progress, in accordance with annual work plans. Coordinate strategic planning, including the preparation of annual plans and budgets, data collection and analysis, monitoring and reporting. This involves: collecting plans from the sectors and integrating them into an annual plan for the Ministry and presenting final plan to the management committee; following up on technical matters at the end of the year.
- Communicate with the various levels of the educational process management to inform about the policies and decisions required to be implemented at the decentralized levels.
- Secure safe educational opportunities even in times of crises and natural disasters using the various means and technical tools available to the Ministry.

Sectors

Each sector at the national level is responsible for coordination with its relevant departments in the education offices at the governorate and district level to ensure successful implementation of the ESP and to provide data and information related to planning, monitoring and evaluation.

The responsibilities of the concerned sectors are as follows:

- The *Public Education Sector and the Girls' Education Sector* oversee education and community participation and support the implementation of the school development programme and school incentives.

- The *Curriculum Sector* modernizes curricula based on specific competencies that students require and provides textbooks and teaching aids to schools.
- The *Training Sector* enhances the capabilities of teachers in modern teaching and learning methods that enable students to acquire the competencies required in the curricula.
- The *Projects and Equipment Sector* will use school mapping to identify school construction, rehabilitation, and maintenance needs. It also works on the identification of needs according to the specifications and standards for school supplies and equipment while taking into account the different characteristics of male and female learners and children with special needs.

5.1.3 Coordination of implementation at the Governorate Education Office (GEO) and District Education office (DEO) levels

The ESP will be implemented through the GEOs and DEOs in line with the relevant organisational structures and regulations. Coordination mechanisms at national level are replicated at sub-national level (Governorates and Districts). Each sector at national level is responsible for coordinating with its related directorates at governorate and district levels to ensure successful implementation of ESP programmes and activities.

In addition, the Technical Office at central level is responsible for communicating with GEOs and DEOs to ensure that data and information related to planning and monitoring and evaluation are provided. The Technical Office is also responsible for organizing coordination meetings between the Ministry and the authorities at the central level and in the governorates. Directors of GEOs will participate in activities or meetings, such as the Joint Annual Review, and hold consultative meetings when needed. In the current complex situation, flexible methods will be needed to conduct annual reviews at central and local levels.

Education offices at governorate level (GEOs) and district level (DEOs), are mandated to carry out the following tasks:

- Coordinate and supervise the implementation of ESP activities within the governorate and district education offices across the whole of Yemen.
- Develop annual work plans at governorate and district level in line with ESP priorities and objectives.
- Coordinate with partners at governorate and district levels to align their activities with ESP priorities and plans.
- Coordinate with local councils at governorate and district levels to provide operational budgets to schools as part of the school development programme.
- Liaise with partners implementing activities outside ESP priorities to facilitate future harmonisation and alignment with government priorities.
- Follow up and monitor the implementation of ESP programmes and activities at governorate and district levels.

- Liaise with executive authorities at governorate and district level to prevent and mitigate conflict and disaster risks, including destruction and occupation of schools.
- Report and share information on implementation progress and challenges, including:
 - Preparation of monthly, quarterly and bi-annual reports on implementation progress and processes.
 - Contributions to Joint Annual Reviews.
- Communicate with all parties to ensure the continuity of education service delivery in areas still suffering from conflict or natural disasters, and ensure a safe and welcoming school environment that is conducive to effective teaching and learning.
- Monitor and supervise all schools to reduce teacher and student absenteeism, and strengthen compliance with the official school calendar issued by the Ministry of Education at the beginning of each academic year.
- Enhance community participation in education planning, implementation, monitoring and evaluation processes to enhance the role of civil society in providing quality and equitable education for all.

Local Education Group

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

The LEG meets regularly monthly, either in-person or online, with the quarterly meeting being in-person. The Ministry of Education leads the meetings and key development partners supporting education participate in the meetings.

The LEG seeks to ensure that all parties are kept fully informed of progress and challenges in the education sector and that LEG members are collecting and disseminating information on education funding, both domestic and external. The LEG supports implementation, monitoring and evaluation of the ESP by:

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

5.2 ESP monitoring, evaluation and learning framework

Having in place a sound monitoring and evaluation framework is critical as it specifies how progress will be measured towards the set ESP goals and indicators. It identifies the mechanisms and tools to be used and the respective units responsible for determining progress towards ESP objectives and targets. The framework is designed by the Ministry of Education and its partners to guide plan implementation through regular monitoring. Regular monitoring also provides information on the level of risk that threatens the achievement of the ESP objectives. Evaluation of the ESP should take place at mid-term (in 2027) and at the end of the plan implementation (in 2030), as part of the Education Sector or Situation Analysis, which will inform the next Education Sector Plan.

5.2.1 Monitoring and evaluation principles

The process of monitoring and evaluation of the ESP is guided by the following principles:

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

5.2.2 ESP implementation and MEL tools

The **key performance indicators (KPIs) matrix** and the **Multi-Year Operational Plan (MYOP)** form the core of ESP implementation and MEL tools. They will form the basis for building the ESP M&E e-dashboard and M&E framework; the latter further clarifying data collection, analysis and reporting processes and timeline; as well as roles and responsibilities.

The **KPIs matrix** serves as a type of dashboard to indicate the advancement toward the overarching strategic goals/shifts for the sector over the plan period. While not exhaustive, the selected KPIs provide a high-level snapshot of progress towards achievement of key ESP outcome and output-level objectives. KPIs thus help gain a quick overview of the implementation results of the core priorities of the plan.

The **MYOP** breaks down plan activities into further detailed sub-activities with expected outputs, indicating the associated costs of activities, the responsible unit, and expected time period for activity implementation, for each year of the plan. The MYOP provides the basis for more comprehensive, budgeted annual work plans that guide each sector and unit's annual activity implementation.

Under this new ESP, the MoE is expected to develop their **own annual work plans (AWPs)**, in line with the national MYOP. Crucially, coherent implementation and monitoring of the ESP will depend, amongst other pre-conditions, on the existence of costed annual work plans at central, governorate and district levels that are linked to the strategic objectives of the ESP. As part of the Annual Planning and Budgeting process the MoE requests Sectors and General Directorates to discuss, analyse, and make recommendations on the proposed budgets for the following fiscal period. The annual work plans will identify responsibilities, budget implications and financing sources (where possible) for each activity. Annual work plans will be used to guide a set of annual activities at each administrative level, and as the basis for monitoring progress against the plan.

5.2.3 ESP implementation and monitoring key review/reporting mechanisms

While the KPIs matrix, and the operational and work plans (and the related ESP M&E e-dashboard when developed) serve as key tools to direct and track ESP activities and results, a coordinated and responsive plan implementation will also require regular reporting and review of progress. This will be achieved through the following key MEL activity and review/reporting mechanisms (see also table 5.1).

Day-to-day follow-up and monitoring

Day-to-day follow-up and monitoring are carried out at the central level by the Sectors and General Directorates responsible for implementing the ESP. The Technical Office for the ESP implementation supports the Sectors and General Directorates. At the decentralized level, the Educational Offices in the Governorates and Districts and school administrations are responsible for daily field follow-up and monitoring to ensure that activities are carried out according to the objectives and indicators defined in the annual work plan. The Technical Office guides the coordination of monitoring at the governorate level and the Education Offices in the Governorates report to the Technical Office. Their responsibilities include:

- Monitoring progress, delays and challenges of plan implementation.
- Determining and addressing the causes for the delay or non-implementation of activities in the annual plan.
- Sharing information and reporting on implementation progress, delays and challenges.

Quarterly monitoring

Quarterly monitoring is conducted through meetings of the Deputy Ministers Council in the Ministry of Education and preceded by meetings chaired by the directors of the Education Offices in the governorates and districts. The responsible officials review progress reports and take appropriate

action to ensure implementation is in line with the annual plan or adjusted to newly-arising needs. On a quarterly basis, monitoring activities include:

- Reviewing implementation progress reports from sectors/departments responsible for implementation.
- Taking required action to ensure implementation according to annual action plans and budgets.
- Sharing information and coordinating with line ministries and their executive offices, partners, local councils and NGOs to avoid duplication and implement joint activities such as contracting female and male teachers, training female and male teachers, ensuring safety and security in schools, addressing conflict risks, etc.
- Providing information and support to lower administration levels according to annual action plans and budgets and agreed procedures to ensure implementation.

Annual monitoring and evaluation

In addition, the unstable security situation and its impact on the education sector require close cooperation and coordination between all stakeholders in education, in which each of these actors brings valuable information and expertise. The *Joint Annual Review* (JAR) meeting is a key element of this collaborative approach and will allow the Ministry of Education and its partners to monitor the implementation of the education sector plan, set targets, and adjust priorities and mechanisms according to audit findings and circumstances. Ensuring that that beneficiary's feedback (e.g., from teachers, parents, students and local councils) is integrated, which would be critical to enhance adaptive management and effectiveness. Setting clear accountability mechanism will prove important.

The JAR is a government-led process to review and assess progress made towards the objectives outlined in the annual plans and ESP. It brings together key education stakeholders to review the performance of the sector, identify challenges and suggest priorities for the following year. Prioritization of interventions is key given the constrained availability of funding-. The JAR will be conducted in November to allow the MoE to address recommendations in the annual work plan prior to the start of the fiscal year in January.

To allow the continuation of the established JAR mechanism, the Ministry of Education aims to conduct JARs at the regional level, led by the Technical Office, in which a committee of government officials, partners and civil society representatives from a number of respective/neighbouring governorates are appointed. JAR meetings will be held at governorate level within the geographical regions. Results from these meetings will be gathered by the Technical Office to develop a national achievement report that will be fed back to the participating governorates and partners. The achievement report will include an analysis of the implementation of annual operational plans, including achievements and the distribution of resources among the governorates, as well as any bottlenecks that have arisen. It will also determine the extent to which the recommendations adopted in the previous JAR were implemented and allows an opportunity to develop recommendations for the following year. To support an in-depth review, reports and studies may be commissioned to provide in-depth analysis on specific thematic areas. The JAR will be especially critical to assess whether planned priority programmes, strategies and targets will need to be adjusted over the course of the 6-year implementation phase based on changing needs

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

Mid-term and final plan reviews

The JAR in the third year (2027) and in sixth and last year of the ESP (2030) will have an evaluative component – forming the mid-term and end of plan review, respectively. The mid-term review will take stock of plan's progress and performance against the planned targets and objectives, as well as problems encountered. While like the annual JAR, the mid-term review will be a more methodical and in-depth exercise and may be supported by external studies. The mid-term review provides an opportunity for the MoE and partners to validate the continuing relevance of the goals and strategic objectives, and make any needed adjustments of activities, indicators, and targets for the rest of the plan period in view of identified obstacles or opportunities. The purpose of the final review (last JAR) will be to draw comprehensive lessons from the implementation of the ESP and to provide guidance and recommendations to inform the planning process for the next education sector plan. Particular attention will be given to understanding the impact of the ESP on key outcomes and outputs related to access, quality, and governance, the provision of critical education inputs, as well as the relevance of the ESP strategies and the sustainability of activities conducted.

Table 5.1 Key monitoring and evaluation activities over the plan implementation cycle

Level of M&E	Type of M&E tool	Responsible units	Duration of M&E	Participants in M&E task
Day-to-day follow-up and monitoring	Annual work plan (Programmes and procedural activities)	General Managers	Daily	General Managers, Directorate Staff
Quarterly monitoring	Annual plan, and sector reports on implementation	Deputies of the Ministry	Quarterly	Minister, Vice Minister and deputies of the ministry
Annual M&E/Joint Annual Reviews	Annual work plan (Programmes and activities review) & Multi-year operational plan Results matrix and Key performance indicators	Ministry of Education, Development and Humanitarian Partners	Annual	Ministry of Education at various levels, development and humanitarian partners, line ministries, representatives of students and parents' councils, civil society organisations
Mid-term review	Multi-year operation plan (Programmes and activities review) Results matrix and Key performance indicators	Ministry of Education, Development and Humanitarian Partners	Mid-term (2027)	Ministry of Education at various levels, development and humanitarian partners, line ministries, representatives of students and parents' councils, civil society organisations
ESP final review	Multi-year operation plan (Programmes and activities review) Results matrix and Key performance indicators	Ministry of Education, Development and Humanitarian Partners	Last year of plan implementation (2030)	Ministry of Education at various levels, development and humanitarian partners, line ministries, representatives of students and parents' councils, civil society organisations

Key sources of information

Effective M&E of ESP implementation requires mobilization of a variety of data from different sources, including:

Education Management Information System (EMIS). For many indicators, EMIS will be the primary source of monitoring data during ESP implementation. The MoE is working to finalize the EMIS and will be working on: (a) collecting accurate, credible and up-to-date data; (b) merging data sets produced in different locations, and (c) verifying and analysing data. The last available full dataset stems from 2021/22 and was used to develop the ESP. It is expected that undertaking annual census surveys will require continued and substantial support from external partners, including at central and decentralized levels. As described in PP4, Component 4.2 related to EMIS, the ESP includes several activities to conduct data collection, to ensure data entry and verification and to analyse education data against education indicators. Furthermore, the ESP aims to strengthen EMIS functioning and sustainability, and train education officials in making use of EMIS data and information provided by the relevant departments that provide data and information in the ministry.

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

- A unified and comprehensive annual school census dataset will be produced.
- The Technical Office will:
 - Review and simplify existing data collection instruments to ensure coverage of crisis-related information.
 - Collect data from all schools according to their geographical outreach.
 - Enter and clean the data according to agreed technical standards.
- Data will be disseminated to all parties.

Technical staff from the TO will prepare the *annual statistical report*, based on EMIS data from the annual school census dataset.

Other key sources collected by the TO, in cooperation with other sectors, include data and information related to human resources, exam results, and financial data. Other sources include data and information provided by partners, inspection and oversight reports, internal audit reports, and reports and statements issued by relevant ministries.

Studies/evaluations. A series of studies/evaluations will complement the data arsenal. They include:

PP1:

- Study to evaluate the feasibility of phasing out the double-shift system at basic and secondary levels (PP1.1 #7).
- Study to define ways to expand the coverage of the school feeding programme (PP1.2.1 #2).
- Study on the causes of girl's dropout and underage marriage (PP1.2.2 #4).

- Study to evaluate the effectiveness of the existing early warning system to reduce dropout rates (PP1.2.2 #6).

PP2:

- Desk review to inform the updating of the 2014 curriculum for grades 1-12 (except for the literacy and numeracy subjects for grades 1-6) (PP2.1 #1).
- Report on Grade 1 & 3 literacy and numeracy examination results (PP2.2 #2).
- Assessment study of teacher training needs (PP2.3 #1).
- Needs assessment study on what is required to reactivate existing TTIs to ensure the provision of upgrading (PP2.3 #2).

PP3:

- Needs assessment on infrastructure and resources requirements for rehabilitation and equipment for hosting KG classrooms (PP3.1.1 #1).
- Assessment study to identify overcrowded classrooms in KGs for expansion (PP3.1.1 #2).
- Feasibility study to assess the possibility to setup community-based KG, including a costed implementation plan (PP3.1.1 #5).
- Nutritional needs assessment study for public kindergartens (PP3.1.2 #1).
- Needs assessment study on the professional development needs of current KG nannies and the specific skills needed by the unqualified KG nannies (PP3.2.1 #2).
- Needs assessment study on the training requirements for the managing body of kindergartens and the Governorate KG officials (PP3.2.4 #2).

PP4:

- Study to assess and identify the various pathways to integrating EMIS and humanities education data (PP4.1.2 #5).
- Study to assess best ways to develop a mechanism for financing education from budgets of local authorities in the governorates and districts (PP4.1.3 #2).
- Study on the feasibility of harmonising the operating costs of project donors to contribute to the delivery of full support to beneficiaries (PP4.1.3 #5).
- Desk review to identify current educational laws, policies and regulations, including institutional structure, and HR manual, to streamline processes and procedures at all levels (central, governorate and district) (PP4.3.1 #1).
- Needs assessment to assess areas where teachers are in dire needs to help prioritize recruitment and deployment (PP4.3.1 #2).
- Feasibility study to harmonise contracting practices of volunteer teachers by all stakeholders, and to assess pathways for volunteer teachers to gain recognised qualifications, accreditation and remuneration (PP4.3.1 #4).

- Study on female leadership in the MoE (PP4.3.1 #5).
- Teachers and education leaders' professional development needs assessment to customize the in-service training offer (PP4.4.2 #1).
- School-based hazard and vulnerability assessment (Risk analysis) (PP4.5 #1).

PP5:

- Study to conceptualize the flow and scope of non-formal education programme, including sequence, phases, type, implementation plan and gender (PP5.1 #2).
- Needs assessment study on training centres construction and rehabilitation needs for basic literacy for adult males and for adult female education (PP5.2 #3).
- Needs assessment study to identify and list the locations where alternative education programmes could be setup, including identifying areas where existing schools are available or where the community can provide safe spaces to be used as alternative (PP5.3 #5).
- Out of school Children (OOSC) study to identify the factors contributing to lack of school access and dropout, and study their profile, areas of residence, and schooling and training needs (PP5.3 #11).

5.3 ESP Results chain and Key Performance Indicators

The monitoring and evaluation of performance against Key Performance Indicators (KPIs) will be an essential part of the ESP. Figure 5.2 shows the results chain of each priority programme that links up output with outcomes results. **A selection of KPIs** for the ESP 2024-2030 are presented in table 5.2, below the results chain diagram. The KPIs provided reflect the ESP's strategic directions towards ensuring access, participation and equity in basic and secondary education, early childhood education, governance and institutional structure in general education, and literacy and alternative education. They also include SG4 indicators as well as key indicators from the Partnership Compact, to ease further monitoring.

Figure 5.2 Yemen Education Sector Plan 2024-2030 Results Chain

By 2030....

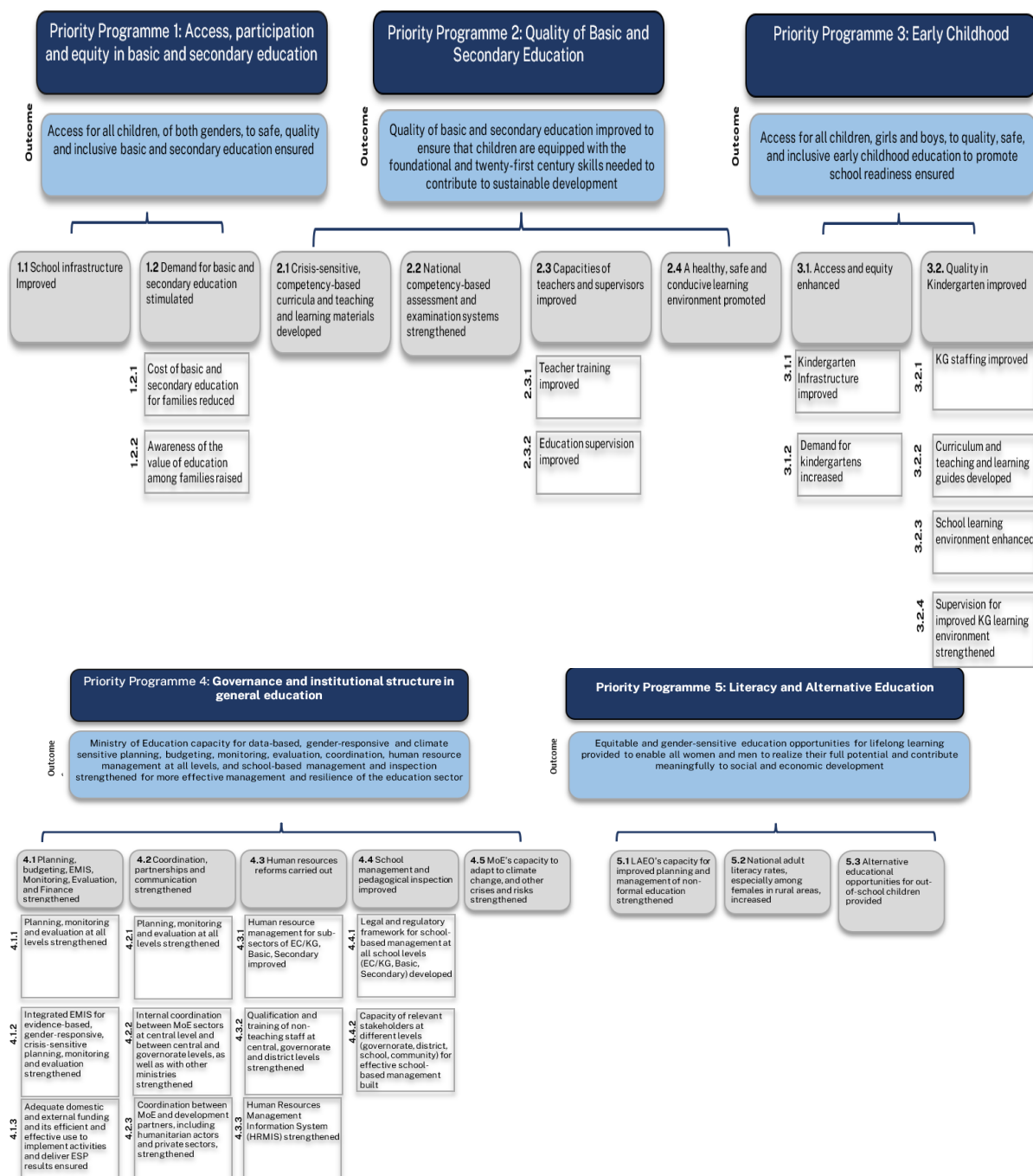


Table 5.2 ESP Key Performance Indicators (KPIs) table

Priority Programme 1: Access, participation, and equity in basic and secondary education									
Indicators	Baseline 2021/2022	Target 2025	2026	2027	2028	2029	Target 2030	Source of Information	Partnership Compact (PC) Reference
SDG4.1 GER in basic education, (M/F)	M 81% F 77% T 79%	M 82% F 78% T 80%	M 84% F 80% T 82%	M 85% F 82% T 83%	M 86% F 83% T 85%	M 88% F 85% T 86%	M 89% F 86% T 88%	EMIS	
SDG 4.5.1 GPI (GER in basic education)	0.95	0.95	0.96	0.96	0.96	0.96	0.97	EMIS	
SDG 4.1 GER in secondary education, (M/F)	M 68% F 65% T 67% ⁴⁴	M 60% F 51% T 56%	M 60% F 52% T 56%	M 60% F 53% T 56%	M 59% F 54% T 57%	M 59% F 55% T 57%	M 58% F 56% T 57%	EMIS	
SDG 4.5.1 GPI (GER in secondary education)	0.96	0.84	0.87	0.89	0.92	0.94	0.97	EMIS	
Percentage of students with special needs, (M/F), by education level (basic/secondary)	M – F – T –	TBD	TBD	TBD	TBD	TBD	TBD	EMIS	Baseline and targets to be defined once the school survey is completed
Number and percentage of basic students accessing school snack programmes (M/F)	1,774,322 (32.4%) (2024)	1,834,876 (32.7%)	1,933,223 (33%)	2,041,086 (33.4%)	2,157,588 4 (33.7%)	2,283,785 (34.1%)	2,427,356 (34.4%)	Project and equipment sector	PRA1.2 Number and percentage of basic education students receiving school feeding
Number and percentage of schools with adequate latrine facilities in basic and secondary levels	5,522 (29%)	5,118 (27%)	5,658 (30%)	6,237 (32%)	6,855 (36%)	7,519 (37%)	8,257 (40%)	EMIS and Project equipment sector	PRA3.2 Number and percentage of schools built according to national school building standards Number and percentage of schools refurbished and provided with WASH facilities

Priority Programme 2: Quality in basic and secondary education									
Indicators	Baseline 2021/2022	Target 2025	2026	2027	2028	2029	Target 2030	Source of Information	Partnership Compact (PC) Reference
SDG 4.1.1 percentage of students scored 'proficient' or above on reading, grades 1 and 3 (M/F) ⁴⁵	-	TBD			TBD		80%	Curriculum sector reports	PRA4.2 Number and percentage of students who meet the minimum standards in learning assessments (M/F)
SDG 4.1.1 percentage of students scored 'proficient' or above on math, grades 1 and 3 (M/F)	-	TBD			TBD		80%	Curriculum sector reports	As above
Percentage of repeaters (M/F), by education level (basic, secondary)	Basic 7.9%/5.2% Sec. 10.2%/11.5%	7%/5% 9%/10%	7%/5% 8%/9%	6%/4% 8%/8%	5%/4% 7%/7%	5%/4% 6%/6%	4%/3% 5%/5%	EMIS	
Student-textbook ratio, (Grade 1-3 and Grade 4-12)	Grade 1-3: - Grade 4-12: -	1:1 2:1	1:1 2:1	1:1 2:1	1:1 2:1	1:1 2:1	1:1 2:1	Curriculum Project and equipment sector reports	PRA1.1 Number and percentage of students who received school textbooks (M/F)
Number of manuals per teacher Grades 1-3 Grade 4-12	Grade 1-3: - Grade 4-12: -	2.4 0.5	2.4 0.5	2.4 0.5	2.4 0.5	2.4 0.5	2.4 0.5	Project and equipment Curriculum sector reports	
Number and percentage of basic education teachers who have received at least the minimum organised in-service teacher training (e.g. pedagogical training) over the last 12 months (M/F)	-	0	45,186	45,119	45,197	45,418	45,909	Training sector and Education sector reports	PRA2.2 Number and percentage of basic education teachers trained in reading, mathematics, and science skills for Grades 1-6

Priority Programme 2: Quality in basic and secondary education									
Indicators	Baseline 2021/2022	Target 2025	2026	2027	2028	2029	Target 2030	Source of Information	Partnership Compact (PC) Reference
Number and percentage of basic education teachers with improved pedagogical skills and competencies (scoring 70 percent and more at post-test training)		90%	90%	90%	90%	90%	90%	Training sector and Education sector reports	
Teacher skills and practice is strengthened via the use of the electronic platform: number of teachers visiting the platform is increasing	-	No	No	No	Yes	Yes	Yes	Curriculum and guidance sector	PRA2.4 Electronic platform for teacher training and students' learning created and in use
Student learning is strengthened via the use of the electronic platform: number of students visiting the platform is increasing		No	No	No	Yes	Yes	Yes	Curriculum and guidance sector	
Number and percentage of schools which extra remedial classes to support learners with learning difficulties, by education level and school type	Basic only: - Secondary only: - Basic & secondary: - Total	220 7 90 317 (2%)	446 13 180 639 (3%)	681 20 270 971 (5%)	928 26 361 1,315 (7%)	1,188 32 456 1,676 (8%)	1,470 39 556 2,065 (10%)	Curriculum sector and Education sector reports	PRA1.4 Number and percentage of basic education students who received remedial classes

Priority Programme 3: Early childhood									
Indicators	Baseline 2021/2022	Target 2025	2026	2027	2028	2029	Target 2030	Source of Information	Partnership Compact (PC) Reference
SDG 4.2.4 Gross enrolment rate (GER) KG (M/F)	M 1.5% F 1.5%	M 1.6% F 1.6%	M 1.8% F 1.8%	M 1.9% F 1.9%	M 2% F 2%	M 2.2% F 2.2%	M 2.3% F 2.3%	EMIS	
SDG 4.5.1 Gender Parity Index (GER KG)	1.02	1.01	1.01	1.01	1.00	1.00	1.00	EMIS	
Pupils – nanny ratio	28	28	28	28	28	28	28	EMIS	

Priority Programme 3: Early childhood									
Indicators	Baseline 2021/2022	Target 2025	2026	2027	2028	2029	Target 2030	Source of Information	Partnership Compact (PC) Reference
Number and percentage of nannies & assistant nannies who have received at least the minimum organised in-service teacher training (e.g. pedagogical training) over the last 12 months (M/F)	-	155	175	197	220	246	274	EMIS, Training and qualification sector	PRA1.5 Number and percentage of caregivers contracted and provided with incentives and in-service training
Number and percentage of nannies & assistant nannies with improved pedagogical skills and competencies (scoring 70 percent and more at post-test training)		90%	90%	90%	90%	90%	90%	Training and qualification sector	
Nanny – teacher manual ratio	7:1	7:1	7:1	1:1	1:1	1:1	1:1	Projects and equipment sector	
Number and percentage of non-permanent nannies (contract-based and volunteers) provided with cash incentives/salaries (paid by other sources than the GoY) (M/F)	643	793 (100%)	968 (100%)	1,131 (100%)	1,304 (100%)	1,487 (100%)	1,687 (100%)	Education sector	PRA1.5 Number and percentage of caregivers contracted and provided with incentives and in-service training

Priority Programme 4: Governance and institutional structure in general education									
Indicators	Baseline 2021/2022	Target 2025	2026	2027	2028	2029	Target 2030	Source of Information	Partnership Compact (PC) Reference
Number of JARs conducted on time	-	0	1	1	1	1	1	Technical office	PRA4.3 Number of coordination mechanisms in place

Priority Programme 4: Governance and institutional structure in general education									
Indicators	Baseline 2021/2022	Target 2025	2026	2027	2028	2029	Target 2030	Source of Information	Partnership Compact (PC) Reference
Number of EMIS reports delivered on time	-	1	1	1	1	1	1	Technical office	PRA4.1 Functional and in-use EMIS is in place
Percentage of national expenditure to education (actual)	14%	14%	14%	14%	14%	14%	14%	Financial and Technical office	
Number and percentage of principals who have received at least the minimum organised in-service training, over the last 12 months (M/F)	1,117 (6%)	-	1,122 (6%)	1,161 (6%)	1,210 (6%)	1,273 (6%)	1,372 (7%)	Training and qualification sector, Education sector	PRA2.2 Number and percentage of school principals and district officials who received in-service training
Number and percentage of principals with improved skills and competencies to perform well their duty (scoring 70 percent and more at post-test training)		90%	90%	90%	90%	90%	90%	Training and qualification sector, Education sector	
Number and percentage of admin staff who have received at least the minimum organised in-service training over the last 12 months (M/F)	-	-	3,176 (33%)	3,176 (33%)	3,176 (33%)	3,176 (33%)	3,176 (33%)	Training and qualification sector, Education sector	PRA2.2 Number and percentage of school principals and district officials who received in-service training
Number and percentage of admin staff with improved skills and competencies to perform well their duty (scoring 70 percent and more at post-test training)		90%	90%	90%	90%	90%	90%	Training and qualification sector, Education sector	

Priority Programme 4: Governance and institutional structure in general education									
Indicators	Baseline 2021/2022	Target 2025	2026	2027	2028	2029	Target 2030	Source of Information	Partnership Compact (PC) Reference
Number and percentage of rural female teachers who receive cash incentives (part of the rural female teacher programme)	-	2,275 (100%)	2,420 (100%)	2,565 (100%)	2,710 (100%)	2,855 (100%)	3,000 (100%)		PRA2.7 Number and percentage of rural female teachers who receive incentives
Number and percentage of non-permanent teachers receiving cash incentives from other sources than the GoY, (M/F)	Basic: - Secondary: -	37,240 (100%) 14,874 (100%)	34,568 (100%) 15,539 (100%)	33,090 (100%) 15,749 (100%)	32,458 (100%) 16,017 (100%)	31,568 (100%) 16,350 (100%)	32,212 (100%) 16,893 (100%)	Education sector and GA of human resources	
Number and percentage of basic and secondary schools receiving school grants, (total, basic, secondary, basic/secondary)	-	1,117 (6%)	1,667 (9%)	2,236 (12%)	2,830 (14%)	3,455 (17%)	4,129 (20%)	Education sector	PRA3.7 Number and percentage of schools receiving grants
Number and percentage of schools with active and functional FMCs (total, basic, secondary, basic/secondary)	1,246 (7%)	1,246 (7%)	2,235 (12%)	3,225 (17%)	4,214 (21%)	5,203 (26%)	6,193 (30%)	Girls' education sector	PRA3.5 Number and percentage of schools with active and functional FMCs
MoE quarterly publication (My school) – cumulative		4	8	12	16	20	24	Education media	

Priority Programme 5: Literacy and alternative education									
Indicators	Baseline 2021/2022	Target 2025	2026	2027	2028	2029	Target 2030	Source of Information	Partnership Compact (PC) Reference
SDG 4.6.3: Number of illiterate youth/adults enrolled in literacy programmes (M/F)	119,579	119,579	124,293	129,007	133,720	138,434	143,148	MoE/LEAO	
Percentage of females enrolled in literacy programmes	-	TBD	TBD	TBD	TBD	TBD	TBD	MoE/LEAO	

Priority Programme 5: Literacy and alternative education									
Indicators	Baseline 2021/2022	Target 2025	2026	2027	2028	2029	Target 2030	Source of Information	Partnership Compact (PC) Reference
Number and percentage of adult and literacy programmes teachers/facilitators who received in-service training in the last 12 months (M/F)	-	0	1,165 (20%)	1,159 (20%)	1,154 (20%)	1,150 (20%)	1,145 (20%)	MoE/LEAO	
Number and percentage of adult and literacy programmes teachers/facilitators with improved pedagogical skills and competencies (scoring 70 percent and more at post-test training)		90%	90%	90%	90%	90%	90%	MoE/LEAO	
Number of students enrolled in alternative education (AE) programmes, (M/F)	97,500	134,386	136,589	138,792	140,995	143,198	145,401	MoE/LEAO	
Percentage of females enrolled in AE programmes	-	TBD	TBD	TBD	TBD	TBD	TBD	MoE/LEAO	
SDG 4.1.4: Out-of-school number (million) and rate, (M/F)	2.7 (28%)	2.6 (24%)	2.6 (23%)	2.5 (22%)	2.4 (20%)	2.4 (19%)	2.3 (18%)	MoE (EMIS)/LEAO	
Number of students enrolled in alternative education (AE) programmes, reintegrating formal schools (M/F)	-	TBD	TBD	TBD	TBD	TBD	TBD	MoE/LEAO	Baseline and target to be defined once the school survey is completed
Number and percentage of AE teachers/facilitators who received in-service training in the last 12 months (M/F)	Accelerated: - Self-learning: -	0 1,693 (100%)	930 1,654 (100%)	910 1,619 (100%)	891 1,585 (100%)	874 1,555 (100%)	858 1,526 (100%)	MoE/LEAO	
Number and percentage of AE teachers/facilitators with improved pedagogical skills and competencies (scoring 70 percent and more at post-test training)		90%	90%	90%	90%	90%	90%	MoE/LEAO	

Annexes



Annex 1. Risks and mitigation measures for plan implementation

This Annex consists of the *risk and mitigation measures matrix*, detailing how the ministry plans to mitigate and adapt to both existing and potential risks that can impact ESP implementation; as identified by the various concerned stakeholders at this point. Indeed, the current context of uncertainty poses many risks to the implementation of this plan. The main risks and mitigation measures are described in the table, as well as the level of likelihood of the risk occurrence and impact (Low, Medium, High) before and after mitigation measures have been taken.

Table A1.1 ESP implementation: main risk and mitigation measures

Areas	Potential risks	Initial risk level	Potential mitigation measures	Residual risk level
Political and security factors	Ongoing conflict.	High	Reprogram the plan to ensure activity implementation or quick response if needs arise.	Medium
	Inability of government to reach all areas of the Republic.	High	Enhance community engagement and build the capacities of executive actors at central, governorate and district levels to ensure the provision of education in emergencies.	Medium
Economic factors	Significant decline in government budget due to suspension of oil exports. Other reasons include inflation and rapid deterioration of the Yemeni Rial against foreign currencies and the lack of significant revenues to the central bank due to communication and internet challenges.	High	Transfer grant funds to the IRG central bank to benefit and support the economy and bolster the local currency. Coordinate government and non-governmental partners' actions to ensure funding for education services.	Medium (valid for whole bullet points)
	Reduced external support to the education sector caused by expanding conflict and the emergence of new conflicts.	High	Ministry of Education and partners to work with non-government partners to mobilize funding for education service delivery. Government of Yemen and existing partners to lobby for more external financial support to ensure education provision.	Medium

Areas	Potential risks	Initial risk level	Potential mitigation measures	Residual risk level
			Advocate for increased education budget from the general government budget. Work on developing the education sector budget in light of the MoE plan and available funding and ensure donors' funding is aligned to the ESP.	
Institutional capacity factors	Declining staff numbers due to cessation of recruitment since 2012, reducing teaching staff in the field.	High	Enhance computerized systems to complete more work with a smaller number of employees and move from centralization to decentralization.	Medium
	Failure to benefit from staff development programmes in the education sector due to the unsystematic way programmes are organised by external organisations.	Medium	Implement additional activities to develop the capacities of Ministry of Education employees (administrative and financial staff) in order to strengthen educational administration at all levels, according to the Ministry's needs and the Ministry's plan.	Low
Operational factors	Increase in implementation costs due to increase of organisations and grant agents' operational costs and the depreciation of the local currency.	High	Adjust the operating costs and expenses of the grant agents and speed up the implementation of activities by streamlining the procedures and regulations of the organisations, conducting semi-annual reviews and preparing annual operational plans.	Medium
	Unjustified delays in some activity implementation due to some complications in offshore procurement and contracting.	High	Work with official entities to facilitate activity implementation related to external procurements.	Medium
	Inadequate monitoring and audits due to inaccessibility of some implementation areas. Inadequate financial and technical oversight.	High	Find mechanisms and means to ensure the monitoring and evaluation process with the direct participation of the Ministry of Education and the grant agents first, and then with the local education group (LEG) and the local community.	Medium
Grant management	Transferring any grant to more than one partner, which entails additional administrative expenses.	High	Continue to build institutional capacity to implement all projects through and under the supervision of the MoE.	Medium

Areas	Potential risks	Initial risk level	Potential mitigation measures	Residual risk level
	Internal procedures for some international organisations that hinder the timely implementation of the project and result in multiple rescheduling.	Medium	Coordinate with donors in order to ensure non duplication of partners' projects and reduce administrative costs of the selected organisations.	Low
			Build training venues to reduce the cost of training and time.	Low
	Dealing with international organisations that have no headquarters in Yemen.	Medium	Donors should select implementing partner organisations whose procedures are simple and who can deliver good quality of work.	Low
Work environment	Lack of conducive working environment.	High	Improve work environment and build an IT-enhanced website for the Ministry.	Medium



Annex 2. Communication strategy

Introduction

The MoE cannot achieve the objectives of the ESP alone. Engagement of a broad range of stakeholders is essential for effective implementation and achievement of its planned results. The MoE recognises therefore the need for strong communication and dissemination efforts in order to build ownership and buy-in, so that all key players are fully aware of the goals of the ESP and are strongly committed to its success. In fact, if all stakeholders are aware of the policy reforms, understand what they entail, acknowledge their own role in implementing them, and, crucially, feel that the new approaches will improve their lives, then they will be motivated to lend their efforts to achieve the goals.

This Annex outlines the MoE's strategy for communicating the importance of the ESP and what it seeks to achieve, aiming to build a shared sense of purpose and accountability for results among relevant groups. The annex outlines the goal of the strategy, key messages, target audiences, communication channels and tools, and workflow process.

Rationale

For the Ministry in general, communication plays a key role in improving institutional accountability, transparency, and learning, as well as in building stakeholders' buy-in and ownership for strengthened impact. For the ESP specifically, it is essential that policy that are promoted are known, clearly understood, and accepted by all stakeholders if the anticipated results are to be achieved. The rationale will thus need to be clearly explained as a prerequisite to bringing about the required behaviour change. This will prove decisive to help properly expand the Rural Female Teacher programme, or when promoting ECE as the major tool enabling to tackle and reduce early inequalities and prepare children to primary education or accelerated education as a possible route for youth to acquire skills required to integrate and succeed in the labour market. Properly communicating on those initiatives will be crucial.

Other innovations embedded in the ESP that will also need to be communicated effectively include the reliance on the National School Quality Standards Frameworks, as well as the results of learning assessment in relation to the national examinations or sample-based learning assessments. Creating a forum for discussion leaning achievement at the school level would provide valuable inputs to inform the discussions on school quality and performance with parents, teachers and the whole education ecosystem, including the local community. This would also foster accountability mechanisms by raising parents' awareness on the level of the quality in their schools, making them better equipped

with knowledge and information to strengthen demand for better school performance and quality education at community level.

Goal

The goal of the communication strategy is to:

'Ensure that key consistent messages about the ESP are relayed to the right people at different levels, through internal and external communication, to build stakeholder awareness and engagement'.

In order to achieve such a goal, the MoE notes three key dimensions that need to be effective:

- To inform, by providing credible, factual, timely, accurate, and balanced information to the public regarding the Ministry's activities to raise awareness, build understanding, and generate engagement.
- To listen, to be persistent, motivational, innovative and proactive in receiving relevant information, creating feedback loops from the public back to the Ministry on implementation progress and challenges to inform decision-making, unblock bottlenecks, improve practice, and strengthen outcomes.
- To converse, by establishing two-way communication channels to encourage involvement and invite dialogue from stakeholders through accessible channels so that they have a voice in the reform process which MoE is responsive to, and feel they have a stake in achieving its success.

Key messages

The key messages of the ESP Communication Strategy will be refined by MoE and detailed in a Communication Plan to be developed early on in the ESP period (see section below).

Provisionally, key messages might include:

- Education is the key to a brighter future for all, and for the nation. Therefore, all boys and girls should have access to quality education since their early childhood.
- Investment in education is an investment in the children of today who will be the leaders of tomorrow.
- The ESP is the pathway to rebuild the education system after years of war, and deliver better education for all learners.
- The MoE calls on all partners to join them in supporting the ESP and share in its success.

Limitations

The Ministry's Communication Strategy has been drafted but not yet completed, and in its final version will need to include reference to the specific communication requirements of the ESP.

In the current situation, the Ministry's capacity to deliver these positive communication outcomes is limited. While a GA for Information Systems and Communication is established at central level under the Minister's Office, there are no corresponding communications focal points at decentralized level, with communications responsibilities delegated to CEOs and DEOs. The GA for Information Systems and Communication of the MOE is responsible for crafting messages, setting standards, providing guidance, establishing, and maintaining channels of communication with the public, partners and stakeholders. A separate communications protocol document needs to be prepared to outline the process by which communications will be drafted and approved to maintain message discipline avoid potential confusion of inconsistent mixed messaging.

Expansion of the MoE communications function is constrained by a lack of sustainable funding for the as well as limited human resource and institutional capacity. A key activity of the ESP will therefore be to complete the Communication Strategy that is currently in draft, which includes a costing plan and leverages the communication channels already in place. To maximise ownership and buy-in, this should be developed through an inclusive, participatory approach that enables all stakeholders from both the central to local levels to have a voice and ensure that the solutions proposed meet the needs of different audiences and are technically feasible in a range of contexts. Efforts to gather funding for the Communication Strategy will also be crucial. To this end, provision has been made in the MYOP estimated budget to support development and roll-out of the Communication Strategy.

Target audiences

When communicating and disseminating information about the ESP, it is important to reach a variety of target audiences, including within the MoE itself at central and decentralized levels, among officials from across the government, and with external stakeholders, including development partners, humanitarian actors, the private sector and civil society, notably parents and teachers. This will build increased knowledge, as well as positive attitudes, behaviours and constructive dialogues among the key stakeholders who will play a major role in supporting and fostering the implementation of the ESP.

Key target audience groups include:

- *Representatives of the MoE at the central, governorate, and district level*, who have responsibilities for ESP implementation as a vehicle to achieve the MoE's vision for education.
- *Representatives of key partner ministries*, who need to become aware that the ESP is a national priority supporting national development objectives so that they will become more committed to mobilizing and allocating necessary resources.
- *School principals, deputy principals and teachers*, who need to be aware of the ESP and of their role and responsibilities in its implementation and delivery of results at school level.

- *Fathers and Mothers Councils*, who need to know about the ESP and support its implementation at school level, including through development of school development plans and school performance reports.
- *Students, including Girls' and Boys' Clubs*, who need to know the main elements of the ESP and the benefits of the results it aims to achieve for their education.
- *Parents, caregivers and the local community*, who need to know that the ESP aims to ensure that schools are healthy, safe protective places for their children to learn, and demand accountability for delivery of quality services. These stakeholders also need to know that community-based schools and kindergartens could be temporary alternatives enabling children to access education at an early stage of the ESP.
- *Out-of-school students and their parents*, who need to be aware of the benefits of education as well as the different pathways of AE.
- *The media*, who need to receive coherent information so they can disseminate consistent messaging about the ESP at national and local levels.
- *Development partners and humanitarian actors*, who need to be aware of the ESP and encouraged to align their technical and financial support to its goals and priorities for maximum impact.
- *Private sector actors*, who need to be aware of the ESP and tapped as a potential source for mobilizing funding for its implementation.

Communication channels and tools

The following communication channels will be used to disseminate the ESP:

- School-based communication channels, including extra-curricular activities for learners, activities with student groups/clubs, FMCs, activities led by Risk Management Committees, etc.
- Community-based communication channels, through various meetings, celebrations, or events, including sports, organised by community-based associations (religious groups, neighbourhood, etc.).
- Interpersonal/networking, including awareness campaigns, meetings, workshops, and training sessions, in particular by field directorates.
- Media, including televisions, radios, newspapers, as well as social media (Facebook/Instagram/YouTube/WhatsApp) and official/institutional websites of the MoE and key partners and donors.

The MoE will produce a wide range of contextualized content and inclusive and child-friendly materials, specifically developed for the dissemination of the ESP. This could include, for example:

1. Public awareness campaigns for beneficiaries (students, parents, community members, etc.) about main ESP programmes, the benefits of education for all and focal points for deeper information.
 - Advertising (TV, radio, printed, out-of-home, social media, etc.).
 - Articles on newspapers and magazines (online and offline).

- Bulk messaging/text blasts (SMS, WhatsApp, etc.).
 - Community events.
 - Presentations in schools.
 - Posters, brochures, booklets (digital and printed).
 - Videos to disseminate the ESP.
 - Gaming.
 - Comics and animated cartoons.
 - Creative art contests (street art, drama, parades, jingles, etc.).
2. Sharing data, policy dissemination and publishing information on reforms
 - Publishing on the ministry's donors and development partners' websites.
 - Press release of the launch of the ESP as well as its preliminary results and achievements.
 - Digital press kit/pack.
 - Factsheet.
 - Quarterly media e-newsletter.
 3. Communication activities within the ESP
 - Communication for behaviour change (e.g., to encourage age-appropriate enrolment).
 - Communication for monitoring and accountability – sharing information so that communities can identify problems and know how to report them.

The communication materials produced, and events organised, will be designed to mainstream gender and inclusion of learners with disabilities. Messages will be tailored to the interests/needs of different audiences, including children and people with disabilities such as hearing and/or visual impairments, and those who lack literacy skills. To reach all different audiences, including young children, different channels will be used to raise awareness and provide coherent, accessible, and in-depth information. For example, animated cartoons and social media (Facebook, etc.) might be preferred by younger learners, while parents might opt for popular TV and radio programmes, SMS, and printed materials.

Workflow process

In the first year of the ESP, the MoE will use this communication strategy to develop a detailed Communication Plan. This Plan will further elaborate the key messages about the ESP that MoE wishes to communicate and detail the communication channels and materials that will be used to reach different target audiences. It will also set out a time-bound schedule of communication-related activities, detailing which agencies will do what and when, and any budgetary requirements entailed.

The Communication Plan will identify key points in the school/national calendar for communication events, such as at the beginning of the academic year, national day celebrations, International Day of Education, and so on to leverage impact.

The MoE will utilise the existing coordination structures detailed in Chapter 5 to support communication within the Ministry from central to school level, and with development partners through the LEG.

Mothers and Fathers Councils as well as community and religious leaders will play a key role in disseminating ESP messaging at community level.

The MoE will also identify one or more high-profile, respected champions who are well-known nationally, who can support the dissemination of the key ESP messages country wide.

Monitoring how effectively the Communication Strategy is achieving its goals and how implementation may be further strengthened can be discussed via forums for consultative engagement with key partner stakeholders, such as the LEG; and DPG, and should also be a standing item in the annual JAR, using data generated from the MEL and other available feedback loops.

Annex 3. Additional tables from the simulation model (chapter 4)

This Annex 3 provides additional results and outputs information related to scenarios 1 and 2 financial projections, with Annex 3.1 displaying results from Scenario 1, and Annex 3.2 from Scenario 2.

Table A3.1 Summary of funding information, Scenario 1 & 2

	2025	2026	2027	2028	2029	2030	2025-2030
Scenario 1							
Total resources	241	233	240	241	243	244	1,441
Total expenditures (sim model + MYOP)	339	390	434	466	493	553	2,675
Gap (exp-resources) – million USD	98	158	194	225	251	309	1,234
Funding gap (percentage as of total costs)	29%	40%	45%	48%	51%	56%	46%
Cost recovered by MoE	71%	60%	55%	52%	49%	44%	54%
Resources for recurrent expenditure (MoE, million USD)	236	227	234	235	236	236	1,405
Recurrent expenditure (million USD) – sim model	324	339	349	358	367	378	2,115
Recurrent expenditure (million USD) – MYOP	2	3	2	5	1	2	14
Total recurrent expenditures (million USD)	326	342	351	363	368	380	2,130
Recurrent financing Gap (million USD)	90	114	117	128	132	143	725
Resources for capital expenditure (million USD)	5	5	6	6	7	7	36
Capital expenditure (million USD) – Sim model	13	45	82	102	125	173	540
Capital expenditure (million USD) – MYOP	0	3	1	1	0	0	6
Total capital expenditures (million USD)	13	48	83	103	125	173	545
Capital financing Gap (million USD)	8	43	77	97	118	166	509
Scenario 2							
Total resources	241	233	322	330	339	347	1,811
Total expenditures (sim model + MYOP)	381	552	616	658	682	744	3,632
Gap (exp-resources) – million USD	140	320	294	328	343	397	1,821
Funding gap (percentage as of total costs)	37%	58%	48%	50%	50%	53%	50%
Cost recovered by MoE	63%	42%	52%	50%	50%	47%	50%
Resources for recurrent expenditure (MoE, million USD)	236	227	314	322	329	337	1,765

	2025	2026	2027	2028	2029	2030	2025-2030
Recurrent expenditure (million USD) – sim model	339	383	413	431	436	444	2,446
Recurrent expenditure (million USD) – MYOP	4	7	5	8	2	4	30
Total recurrent expenditures (million USD)	343	390	418	439	438	448	2,476
Recurrent financing Gap (million USD)	107	163	103	117	109	111	711
Resources for capital expenditure (million USD)	5	5	8	9	9	10	46
Capital expenditure (million USD) – Sim model	18	158	193	214	240	294	1,116
Capital expenditure (million USD) – MYOP	20	5	5	5	4	2	40
Total capital expenditures (million USD)	38	162	198	219	243	296	1,156
Capital financing Gap (million USD)	241	233	322	330	339	347	1,811

Table A3.2 Projected external funding (million USD, current and 2021 prices), 2025-2030

	2025	2026	2027	2028	2029	2030	2025-2030
GPE	16,28	16,28	16,28	16,28			65,10
Save the Children	9,95	10,15	9,95	9,95	8,55	8,15	56,70
WFP	52,30	58,30	58,30	58,30	58,30	58,30	343,80
Total (current)	78,53	84,73	84,53	84,53	66,85	66,45	465,60
Total (2021 prices)	45,51	41,85	35,67	32,65	23,54	21,33	200,55

Source: Donors' expected ESP commitment mapping carried out in December 2024 as part of the ESP review process.

Annex 3.1 Scenario 1 key results and outputs tables

Table A3.1.1 Projected total recurrent education expenditure, by education level and detailed item, constant 2021 price (million USD)

	2025	2026	2027	2028	2029	2030	Total
ECE/KG	1.0	1.0	1.2	1.2	1.2	1.2	6.7
Salaries	0.9	0.9	0.9	0.9	0.9	0.9	5.4
Quality and equity measures	0.1	0.1	0.2	0.2	0.2	0.2	1.0
Capacity development	0.0	0.0	0.1	0.1	0.1	0.1	0.3
Basic and secondary	310	321	330	342	346	356	2,004
Salaries	229	226	227	228	230	232	1,371
Quality and equity measures	79	84	91	101	104	113	572
<i>Textbooks, workbooks and teacher guides</i>	21	21	23	24	25	26	141
<i>School feeding programme</i>	47	51	55	60	65	71	348
<i>School bags</i>	1.2	1.3	1.3	1.4	1.5	1.5	8

	2025	2026	2027	2028	2029	2030	Total
School grants	1.8	2.7	3.6	4.5	5.5	6.6	25
Others (e.g., educational supplies, remedial services, extra-curricular activities, inspection/supervision, examinations)	8.5	7.8	7.5	10.9	7.4	7.6	50
Capacity development	0.9	12	13	13	12	11	61
NFE	2.8	5.7	6.4	7.0	7.7	8.4	2.8
Salaries	2.0	2.0	2.0	2.0	2.0	2.0	2.0
Quality and equity measures	0.7	3.3	4.0	4.6	5.3	6.0	0.7
Teaching and learning materials	0.1	0.7	0.8	0.9	1.0	1.1	0.1
Incentives for learners (food baskets, school bags)	0.5	2.2	2.8	3.4	4.0	4.7	0.5
Other quality and equity measures (including inspection)	0.1	0.4	0.4	0.3	0.3	0.3	0.1
Capacity development	0.1	0.3	0.3	0.3	0.3	0.3	0.1
Administration	12	14	13	13	13	14	81
Total recurrent	326	342	351	363	368	380	2,130

Source: Yemen financial simulation model and the multi-year operation plan. Scenario 1.

Annex 3.2 Scenario 2 key results and outputs tables

Table A3.2.1 Projected total recurrent education expenditure, by education level and detailed item, constant 2021 price (million USD) – Scenario 2

	2025	2026	2027	2028	2029	2030	Total
ECE/KG	1.2	1.3	1.2	1.2	1.2	1.2	7.3
Salaries	0.9	0.9	0.9	0.9	0.9	0.9	5.4
Quality and equity measures	0.3	0.3	0.2	0.2	0.2	0.2	1.5
Capacity development	0.0	0.0	0.1	0.1	0.1	0.1	0.3
Basic and secondary	324	363	389	406	404	408	2,293
Salaries	230	228	231	234	238	243	1,404
Quality and equity measures	81	88	97	110	116	128	619
Textbooks, workbooks and teacher guides	21	21	24	25	27	28	146
School feeding programme	47	51	56	61	67	74	357
School bags	2.4	2.5	2.7	2.9	3.1	3.3	17
School grants	1.8	3.7	5.8	8.0	10.4	13.1	43
Others (e.g., educational supplies, remedial services, extra-curricular activities, inspection/supervision, examinations)	8.4	8.8	8.8	12.7	8.7	9.2	56
Capacity development	13.3	47	61	62	49	37	270

	2025	2026	2027	2028	2029	2030	Total
NFE	5	9	12	17	19	23	86
Salaries	2	2	2	3	3	3	15
Quality and equity measures	3	6	9	14	15	20	68
<i>Teaching and learning materials</i>	0	1	1	1	1	1	5
<i>Incentives for learners (food baskets, school bags)</i>	1	4	7	10	13	17	53
<i>Other quality and equity measures (including inspection)</i>	2	1	1	3	1	1	10
Capacity development	0	1	1	1	1	1	4
Administration	13	17	15	14	14	16	89
Total recurrent	343	390	418	439	438	448	2,476

Source: Yemen financial simulation model and the multi-year operation plan. Scenario 2.

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1. The analysis is based on partial data and information validated by the MoE, that bear a series of challenges – including old population projections based on the 2004 population census, massive movement of population not easily captured, scarce financial data, partial schooling data from 2021-22 school year and not nationally representative surveys – that had required careful review to ensure proper level of robustness. The national school census report expected to be released mid- 2025 will be a major breakthrough by providing sound and robust information on schooling.
2. The 2021 HDI value in Yemen is similar to that of 2000 (0.450) (UNDP, n.d.).
3. The school age population will increase at a similar average annual growth rate as the rate for the entire population – at 3 percent.
4. Based on an estimated 15 percent of the population, as per global standards (WHO, 2011).
5. These figures include both stand-alone education projects and multipurpose projects that include education. Funding for standalone education projects accounted for 91 percent of total humanitarian education funding (USD 515.9 million) during 2014-2022.
6. 119,579 in literacy programmes, 97,500 in accelerated learning programmes, and 34,683 in self-learning programmes.
7. There is parity, when the GPI is between 0.97 and 1.03.
8. Adapted from Alsagaf, A., 2023, unless otherwise stated.
9. Adapted from Geopolicy Inc. & Felix Consulting, 2022.
10. Ibid.
11. For a full list of SDG 4 indicators, see: https://tcg.uis.unesco.org/wp-content/uploads/sites/4/2020/09/SDG4_indicator_list.pdf.
12. See Chapter 1.
13. See Republic of Yemen, Ministry of Education, 2024.
14. Cited in Republic of Yemen, Ministry of Education, 2024, and see Chapter 1.
15. MoE, 2023.
16. In 2021, the GER for the region was 87 percent for basic education and 82 percent for secondary education (see also Chapter 1).
17. This translates into 3.3 million students enrolled in primary schools in 2021 to 4.4 million by the end of the plan.
18. This translates into 1.2 million students enrolled in secondary schools in 2021 to 1.7 million by the end of the plan.
19. As the focus of 2025 will be on resource mobilization, interventions will not start before the fourth quarter of 2025.
20. By reducing hunger, and improving student nutrition, school feeding programmes can help boost attendance, and enhance learning, which ultimately supports overall child well-being and development.
21. SDG indicator 4.1.1. Proportion of children and young people (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex.
22. Excluding the content that has recently been updated on literacy and numeracy for grades 1-3.
23. In Yemen, the last EGRA was conducted in 2011. It found that early reading skills were low across all the EGRA measures, with few students being able to read with sufficient fluency to enable them to comprehend the text (Collins and Messaoud-Galusi, 2012). Based on the 2011 EGRA results, a number of key recommendations were made, such as training teachers to teach and assess reading and provide corrective feedback, providing students with opportunities to read, and encouraging parents to improve children's attendance (Collins and Messaoud-Galusi, 2012).
24. Although with reduced training days to lower the costs.

25. ECE refers to the full 3-year early childhood education program, with a first year for the lowest age group, the second year referred to as KG1 for the middle age group and the last year referred to as KG2 for the oldest age group.
26. In line with SDG indicator 4.2.4. Net early childhood education enrolment rate in (a) pre-primary education and (b) early childhood educational development.
27. Republic of Yemen, 2022b. National Statement of Commitment – Yemen Transforming Education Summit. June 2022.
28. Community-based KGs are preschools or early childhood education programmes that are deeply embedded within a local community. They may be run by community organisations, non-profits, or local governments, and they typically encourage parent involvement in various aspects of the school experience (e.g. selection of the school site in the community, selection of educators from the community, payment of teachers in kind or in cash etc.), making it a cost effective alternative to regular public KGs.
29. Aden, Lahj, Abyan, Aldalea, and Taez.
30. The MoE will also investigate open-source or transferable materials already available that may just need tweaking to come up with needed resources.
31. A learning corner is a designated area in the classroom where children can engage in imaginative play, exploration, and hands-on activities. It typically includes toys, props, or materials that encourage creativity, social interaction, and skill development, such as dolls, building blocks, art supplies, or pretend play setups like a kitchen or store. It's a space for children to learn through play in a relaxed and fun environment.
32. An activity hall is a dedicated space for various group activities and physical play. It's used for exercises, games, dance, and creative movement that help develop motor skills, coordination, and social interaction. The hall may also host art, music, or other interactive sessions that encourage active participation and learning.
33. As articulated in the Education 2030 Incheon Declaration, which recommends that countries allocate at least 4-6 percent of their GDP and 15-20 percent of their total government expenditure to education.
34. More specifically, the ESP M&E framework describes: (i) **What** is to be monitored and evaluated (results chains and matrices with indicators); (ii) **When** monitoring and evaluation activities take place (calendar); (iii) **How** monitoring and evaluation are carried out (organisational structure); (iv) **Who** is responsible for monitoring and evaluating activities (data collection, analysis, reporting).
35. This activity includes the following activities from the Yemen Partnership Compact (see Component 4.2 below): (1) Ensure that monitoring and evaluation mechanisms are in place to track progress towards gender equality goals and identify areas for improvement within the education system. (2) Formulate policies and guidelines that explicitly address gender disparities in education and outline strategies for promoting girls' access, retention, and academic achievement.
36. Ministerial Decree No. 262, (2009).
37. As highlighted in Chapter 1, Yemen is prone to drought, severe floods, pest and disease outbreaks, changes in rain patterns, increased frequency/intensity of storms, and rising sea levels (UNDP, n.d.), in addition to heat-related impacts of climate change.
38. The simulation model baselines are based on the data and information drawn from the education sector analysis conducted prior to the ESP development. As mentioned earlier having access to quality data was a major issue (e.g., population projection based on the 2004 population census, scarce financial data, partial schooling data from 2021/22 school year) to support sound benchmarking and costing of policies. As the information system, in particular the EMIS, improves, more accurate and reliable information will be able to be mobilized and used when updating the simulation model.
39. Policy targets are based on the MoE priorities, while taking into account their financial, political and technical feasibility.
40. Textbooks, workbooks and teacher guides.
41. Including educational supplies, remedial services, extra-curricular activities, inspection/supervision, examinations.
42. Food baskets and school bags.
43. As the time of drafting this section, commitments from three major donors (e.g., Save the Children, WFP and GPE) could be recorded, estimated at USD 466 million or USD 201 million in 2021 prices over the plan period.
44. Baseline and targets to be reviewed once the new data become available.
45. Proportion of children and young people (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex.

