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Report No: PAD4213

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT

IN THE AMOUNT OF 70.9 SDR MILLION
(US\$100 MILLION EQUIVALENT)

TO THE

UNITED NATIONS CHILDREN'S FUND AND THE
WORLD FOOD PROGRAMME
(FOR THE BENEFIT OF THE REPUBLIC OF YEMEN)

FOR A

RESTORING EDUCATION AND LEARNING EMERGENCY PROJECT
December 4, 2020

Education Global Practice
Middle East And North Africa Region

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CURRENCY EQUIVALENTS

Exchange Rate Effective Oct 30, 2020

Currency Unit = SDR

SDR 0.708396 = US\$1

US\$ 1.411640 = SDR 1

Currency Unit = YER

YER 249.75= US\$1

FISCAL YEAR

January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

ASER	Annual Status of Education Report
BEC	Basic Education Certificate
BEDP	Basic Education Development Project
CCRT	Catastrophe Containment and Relief Trust
CEN	Country Engagement Note
CERC	Contingent Emergency Response Component
COVID-19	Coronavirus Disease 2019
CRI	Corporate Results Indicator
CRW	Crisis Response Window
DEO	District Education Offices
DNA	Damage and Needs Assessment
ECW	Education Cannot Wait
ECRP	Emergency Crisis Response Project
EHNP	Emergency Health and Nutrition Project
EMIS	Education Management Information Systems
E&S	Environmental and Social
ESCP	Environmental and Social Commitment Plan
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESPIG	Education Sector Plan Implementation Grant
ETI	Education Teachers Incentives
FCS	Food Consumption Score
FCV	Fragility, Conflict, and Violence
FM	Financial Management
FMFA	Financial Management Financial Agreement
GAFSP	Global Agricultural and Food Security Program
GBV	Gender-Based Violence
GEO	Governorate Education Office
GIZ	German Corporation for International Cooperation (<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i>)
GPE	Global Partnership for Education
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
HNO	Humanitarian Needs Overview
ICT	Information and Communications Technology
IDA	International Development Association
IDP	Internally Displaced Persons
IFR	Interim Financial Report
IMF	International Monetary Fund
INEE	Interagency Network for Emergencies
ISDB	Islamic Development Bank
JENA	Joint Education Needs Assessment
KAP	Knowledge, Attitudes and Practices

KFW	Credit Institute for Reconstruction (<i>Kreditanstalt für Wiederaufbau</i>)
KSA	Kingdom of Saudi Arabia
LAYS	Learning Adjusted Years of Schooling
LEG	Local Education Group
LMP	Labor Management Plan
LWiE	Learning and Wellbeing in Emergencies
M&E	Monitoring and Evaluation
MENA	Middle East and North Africa
MIS	Management Information System
MOE	Ministry of Education
NER	Net Enrollment Ratio
NGO	Non-Governmental Organization
PDO	Project Development Objective
PMU	Project Management Unit
POM	Project Operational Manual
PPSD	Project Procurement Strategy for Development
PTI	Project Targeting Index
REAL	Restoring Education and Learning
RFT	Rural Female Teacher
SCI	Save the Children International
SDR	Special Drawing Rights – International Monetary Fund
SEA/SH	Sexual Exploitation and Abuse/Sexual Harassment
SEP	Stakeholder Engagement Plan
SFD	Social Fund for Development
SFP	School Feeding Program
TEP	Transitional Education Plan
TiCC	Teachers in Crisis Contexts
TOR	Terms of Reference
TPD	Teacher Professional Development
TPM	Third-Party Monitoring
TPMA	Third-Party Monitoring Agency
TVET	Technical and Vocation Education Training
UK	United Kingdom
UAE	United Arab Emirates
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
USAID	United States Agency for International Development
WASH	Water, Sanitation, and Hygiene
WFP	World Food Programme
YEC	Yemen Education Cluster
YEGRA	Yemen Early Grade Reading Approach
YER	Yemeni Rial
YHRP	Yemen Humanitarian Response Plan

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BASIC INFORMATION

Country(ies)	Project Name		
Yemen, Republic of	Yemen Restoring Education and Learning Project		
Project ID	Financing Instrument	Environmental and Social Risk Classification	Process
P175036	Investment Project Financing	Substantial	Urgent Need or Capacity Constraints (FCC)

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input checked="" type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input checked="" type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input checked="" type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
17-Dec-2020	16-Dec-2024
Bank/IFC Collaboration	
No	

Proposed Development Objective(s)

The project development objective is to maintain access to basic education, improve conditions for learning and strengthen education sector capacity in selected districts of the Republic of Yemen.

Components

Component Name	Cost (US\$, millions)
Component 1: Priority interventions to sustain access and ensure learning	122.70



Component 2: Strengthening local capacity and system resilience	11.50
Component 3: Project Support, Management, Evaluation and Administration	18.60
Component 4: Contingent Emergency Response	0.00

Organizations

Borrower:	United Nations Children's Fund (UNICEF) World Food Programme (WFP) Save the Children Fund
Implementing Agency:	World Food Programme (WFP) Save the Children International United Nations Children's Fund (UNICEF)

PROJECT FINANCING DATA (US\$, Millions)**SUMMARY**

Total Project Cost	152.80
Total Financing	152.80
of which IBRD/IDA	100.00
Financing Gap	0.00

DETAILS**World Bank Group Financing**

International Development Association (IDA)	100.00
IDA Grant	100.00

Non-World Bank Group Financing

Other Sources	52.80
Education For All	52.80

IDA Resources (in US\$, Millions)

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
Yemen, Republic of	0.00	100.00	0.00	100.00
National PBA	0.00	100.00	0.00	100.00



Total	0.00	100.00	0.00	100.00
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INSTITUTIONAL DATA

Practice Area (Lead)

Contributing Practice Areas

Education

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● High
2. Macroeconomic	● High
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● Moderate
6. Fiduciary	● High
7. Environment and Social	● Substantial
8. Stakeholders	● Moderate
9. Other	● Substantial
10. Overall	● High

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

[] Yes [✓] No



Does the project require any waivers of Bank policies?

Yes No

Have these been approved by Bank management?

Yes No

Is approval for any policy waiver sought from the Board?

Yes No

Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Not Currently Relevant
Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank’s due diligence assessment of the Project’s potential environmental and social risks and impacts, please refer to the Project’s Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Sections and Description



Schedule 2. Section I. A. 2. (UNICEF): The Recipient shall establish, not later than four (4) months after the Effective Date, and thereafter maintain, throughout the life of the Project, the Project Management Unit (“PMU”) which shall be responsible for day-to-day management and implementation of its Respective Parts of the Project, including the staffing of core functions, including the technical, fiduciary (i.e., procurement and financial management) aspects of its Respective Parts of the Project, and coordination of all field activities, as detailed in the Project Operations Manual.

Sections and Description

Schedule 2. Section I. C.1. (UNICEF): The Recipient shall adopt, within four (4) months of the Effective Date, and thereafter carry out its Respective Parts of the Project in accordance with the project operations manual (“Project Operations Manual”, or “POM”), setting forth rules, methods, guidelines, and procedures for the carrying out of the Project, including, inter alia:

- (a) detailed description of its Respective Parts of the Project and institutional arrangements for implementing the Project;
- (b) monitoring, evaluation, reporting, and governance procedures for the Project; and
- (c) detailed procedures for disbursing Performance-Based Payments (PBPs) under Part 1(a)(ii) of the Project, including, inter alia, payment methods, verification mechanisms, quality assessment procedures, payment approval process, and related monitoring and reporting requirements

Sections and Description

Schedule 2. Section I. D.1. (UNICEF): No later than four (4) months after the Effective Date, the Recipient shall hire and maintain throughout Project implementation, Third-Party Monitoring Agent(s), on the terms of reference satisfactory to the Association, to be financed out of the proceeds of the Financing as set forth in the table under Section IV.A. of Schedule 2 to the Financing Agreement, to carry out Third Party Monitoring of the Project implementation, including, without limitation, third-party monitoring of the Payment Activities to be carried out under Parts 1(a)(ii) and 1(a)(iii) of the Project. Names of the candidate entities that have bid for the contract of the Third Party Monitoring Agent(s) will be shared with the Association prior to bid evaluation. The Association shall have five business (5) days to raise any concerns with the Recipient regarding the candidate entities.

Sections and Description

Schedule 2. Section I. A. 2. (WFP): The Recipient shall establish, not later than four (4) months after the Effective Date, and thereafter maintain, throughout the life of the Project, technical and fiduciary focal point staff based in the Recipient’s office in the Republic of Yemen which shall be responsible for day-to-day management and implementation of its Respective Part of the Project, including carrying out of core functions, including the technical, fiduciary (i.e., procurement and financial management), monitoring and evaluation aspects of its Respective Part of the Project, and coordination of all field activities, as detailed in the Project Operations Manual.

Sections and Description

Schedule 2. Section I. C.1. (WFP): The Recipient shall adopt, within four (4) months of the Effective Date, and thereafter carry out its Respective Part of the Project in accordance with the project operations manual (“Project Operations Manual”), setting forth rules, methods, guidelines, and procedures for the carrying out of the Project, including, inter alia:

- (a) detailed description of its Respective Part of the Project and institutional arrangements for implementing its Respective Part of the Project; and
- (b) monitoring, evaluation, reporting, and governance procedures for the Project.



Conditions	
Type	Description
Disbursement	(UNICEF) No withdrawal shall be made under Category (1) until Recipient has adopted detailed Teacher-Related Payment procedures as part of the POM
Disbursement	(UNICEF) No withdrawal shall be made under Category (8), unless the following undertaking has been fulfilled, namely, that the United Nations has declared an emergency, and the Recipient has on that basis made a request to finance activities, which will previously have been agreed with the Association, through the CERC Operations Manual in accordance with Section I.2 of Schedule 2 of the Financing Agreement.
Disbursement	(UNICEF and WFP) All withdrawals shall be made on the basis of the interim unaudited financial reports referred to in Section II.B.3 of Schedule 2 of the Financing Agreement and under such other terms and conditions as the Association shall specify by notice to the Recipient contained in the Disbursement and Financial Information Letter addressed or to be addressed by the Association to the Recipient for purposes of the Financing.



I. STRATEGIC CONTEXT

A. Country Context

1. **Yemen's economic, social and institutional fabric has been eroding since the beginning of the conflict in September 2014 and its escalation in March 2015.** In addition to physical destruction of infrastructure, the conflict and the associated deterioration in conditions have deepened the economic crisis and further worsened living conditions in the country. More than half of the Republic of Yemen's population of about 28 million¹ lives in areas directly affected by the conflict. About 80 percent of the population lives in poverty and requires humanitarian assistance and protection to save or sustain their livelihood.²³ Children are among the most vulnerable groups and are disproportionately affected by the conflict, suffering from severe protection risks, a nutrition crisis, and interrupted schooling. The United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) reports that at least 2 million children are out of school and 4.7 million children need assistance to ensure continuation of their education.⁴ In addition, children comprise about a third of 3.3 million internally displaced persons (IDPs), who are also in acute need.

2. **The Yemeni economy is facing an extraordinary fiscal challenge.** Since the conflict erupted, the economy has contracted by approximately 50 percent. Around 25 percent of businesses in the country have closed, and over 51 percent have decreased in size and scaled down operations, reducing employment and income opportunities. Exchange rate volatility and an unprecedented depreciation of the Yemeni Rial (YER) has undermined households' purchasing power. Average food prices in 2018 were 150 percent higher than before the conflict. The fiscal deficit has led to major gaps in the operational budget of basic services, including civil servant salaries. About 1.25 million civil servants have gone unpaid or received only intermittent salary payments since 2015.⁵ Education is the most severely hit sector with teachers and education officials comprising the largest proportion of the estimated workforce. In 2019, there was a new budget to improve fiscal management; however, the credibility of the approved budget is uncertain, as execution has been lagging and revenue projections were optimistic.⁶

3. **Public institutions have struggled to deliver essential services.** Five years into the crisis, conflict and severe economic decline are driving the country to the brink of famine and exacerbating needs in all sectors.^{7 8} Two-thirds of all districts across the country are pre-famine and one-third face a convergence of multiple acute vulnerabilities. Yemen is also grappling with outbreaks of cholera. With only 50 percent of health facilities fully functional, 16.4 million people in Yemen require assistance to ensure adequate access to healthcare.

¹ World Bank population estimates for 2018 based on extrapolations from 2004 census data. See here:

<https://data.worldbank.org/indicator/SP.POP.TOTL?locations=YE>

² See: <https://www.unicef.org/emergencies/yemen-crisis>

³ World Bank Poverty team estimates an increase in the poverty headcount from 45 percent before the conflict up to an estimated 70-80 percent at present.

⁴ UNOCHA 2019. Humanitarian Needs Overview.

⁵ Ibid

⁶ World Bank/UNDP/UNOPS/UNICEF Discussion Note. Proposed Approach for Facilitating the Payment of Civil Servants in Yemen. Draft Version: February 20, 2020

⁷ UNOCHA 2019. Humanitarian Needs Overview.

⁸ The conflict has worsened the electricity supply situation level. By the end of 2017, less than 10 percent of the population had access to public electricity due to extensive damage to the national grid and fuel shortages across the country. Across the 16 cities assessed in the third phase of the Yemen Damage and Needs Assessment (DNA) in 2018, only 12 percent of power sector facility are fully functioning. As for the ICT sector, only 1.7 percent of the population was covered with 3G mobile services prior to the conflict, significantly lower than the regional average in the Middle East and North Africa (MENA) of 40 percent.



4. **The outbreak of the coronavirus disease 2019 (COVID-19) poses unique risks in Yemen, given the high vulnerability among the population.** As of November 17, 2020, 2,081 COVID-19 cases were reported, and 607 deaths.⁹ The numbers of reported cases show a decline compared to July and August. Health partners remain concerned that under-reporting continues for various reasons and that the official epi-curve underestimates the extent of COVID-19 in Yemen. COVID-19, while being a health emergency, is also an education emergency with risks of long-lasting impacts on children's safety and wellbeing.

5. **Protecting and building human capital is arguably one of the most important sources of resilience, and the cost of inaction in supporting education in Yemen is immense.** The fragile country context presents immense challenges to the continuity and quality of education service delivery and jeopardizes the future trajectories of an entire generation. Given the critical importance of human capital for development and economic growth as well as for the sustainability of any current and future reconstruction and peace-building efforts, re-engagement in the education sector is vital. By providing much-needed financial and technical support to Yemeni students, teachers, and schools, the proposed project is expected to have a positive and lasting impact on learning. Addressing the delivery of basic education services now is critical to arrest the depletion of human capital.

6. **The value-added of World Bank support in the education sector is multidimensional.** In addition to much-needed financial resources, the World Bank has convened several major development partners around this anchor project that fits squarely within the humanitarian-development nexus. With the Global Partnership for Education (GPE), the project will finance a package of evidence-based interventions coordinated at the school level and will periodically track the acquisition of foundational skills, which is a key outcome for future learning and skills development. The World Bank brings deep technical and operational expertise to the sector, drawing on unique analytical work and operations from across the world.

B. Sectoral and Institutional Context

7. **Pre-conflict education indicators pointed to an improving but still fragile sector in terms of access, quality, and equity.** Yemen had made progress in expanding access to basic education but had not met the Millennium Development Goals that ensure that all boys and girls complete a full course of primary schooling by 2015. A gender analysis reveals significant gender gaps in education in terms of participation and completion. The net enrollment ratio (NER) in primary education for girls increased from 58.8 percent in 2003 to approximately 78.7 percent in 2013.¹⁰ The NER in primary education in the same time period increased from 83.5 to 92.3 for boys. Completion rates, however, remained low, with only 70 percent of those entering grade 1 completing primary education (71.8 for boys and 66.7 for girls).¹¹ The 2013 NER in lower-secondary school was 47.6 percent for boys and 40.9 percent for girls, indicating a low transition rate from primary to secondary education. In 2011, the adult literacy rate was 80 percent for males and 45 percent for females, but among youth aged 15-24, these rates were 96 and 72, respectively.^{12 13}

8. **Girls are more likely to miss out on education, with 36 percent out of school compared to 24 percent of boys.** Families prioritizing boys' education over girls, insecurity, lack of female teachers and long distances of schools from homes are factors that prevent girls going to school (Humanitarian Needs Overview [HNO]/ Yemen Humanitarian Response Plan [YHRP], 2019). The lack of female teachers in rural areas negatively impacts girls' education and presents

⁹ World Health Organization. <https://covid19.who.int/region/emro/country/ye>. Accessed 17 November 2020.

¹⁰ UIS Statistics: <http://uis.unesco.org/en/country/ye>.

¹¹ UNESCO data (2012). <http://uis.unesco.org/en/country/ye?theme=education-and-literacy>

¹² World Bank: data.worldbank.org/country/yemen-republic.

¹³Description of Yemen's education system is summarized in Annex 2.



a barrier to girls' enrollment in schools.¹⁴ Women account for 8 percent of teachers in rural areas compared to 46 percent in urban areas. In addition, the lack of separated toilet and Water, Sanitation, and Hygiene (WASH) facilities are reported to be a major cause of gender-based violence and of girls dropping out of school. Girls who are out of school face higher risks of child marriage and domestic violence. About 32 percent of women (20-24 years) in Yemen were married by age 18¹⁵ and this has likely increased since the onset of the conflict.¹⁶ There is strong evidence demonstrating that schooling is a critical deterrent to child marriage.¹⁷

9. **Pre-crisis learning outcomes were extremely low and are likely to have worsened.** An Early Grade Reading Assessment conducted in 2011 showed that students had not acquired the basic building blocks for reading, and few students could read with sufficient fluency to enable them to comprehend text.¹⁸ In international learning assessments, Yemeni Grade 4 students ranked the lowest among MENA countries participating in the Trends in Mathematics and Science Study 2007. Over 90 percent of Yemeni students did not reach the low benchmark for mathematics and science. Based on pre-conflict data, the World Bank Human Capital Index 2020 shows that a child born in Yemen today will be 37 percent as productive when she grows up as she could be if she completed her education and achieved full health. The Yemeni child who starts school at age 4 can expect to complete 8.1 years of school by her 18th birthday (8.8 for boys vs. 7.4 for girls). In addition, learning poverty is very high: 95 percent of Yemeni children at age 10 were not able to read and understand a short, age-appropriate text.¹⁹

10. **The crisis has had a negative impact on education service delivery at all levels.** It is estimated that at least 2 million children are out of school, and of those, 400,000-500,000 are left out of schooling due to the conflict. In conflict affected areas, girls are at higher risk of losing access to basic or transitioning to secondary education.²⁰ Education outcomes are likely to worsen due to severe malnutrition. In addition, 870,000 IDP children face particular challenges in accessing education.²¹

11. **A third of all education facilities have been partially damaged or destroyed.** The Dynamic Needs Assessment Phase 3 (2020) revealed that 26 percent of all assessed education facilities (over 1,300) in 16 cities have been partially damaged, while less than 4 percent were fully destroyed. For example, in the city of Taiz, about 73 percent of the education infrastructure has been damaged or destroyed, while it is 8 percent in Dhamar and Sada'a (see figure 2a in Annex 2). In addition to damage and destruction, some school buildings are being used by armed groups (24 schools) and for hosting IDPs (143 schools), rendering them inoperative (see figure 2b in Annex 2). Unsafe educational facilities and routes to schools are a major concern for families resulting in considerable dropout of both girls and boys.

12. **In areas where schools are operational, there is a severe lack of necessary inputs such as textbooks, desks and chairs, and sanitation facilities, and crumbling school infrastructure.** Even when students can attend school, textbooks, teaching/learning materials, and classroom furniture such as desks and chairs are not available. Operational schools are

¹⁴ The MOE and education authorities in Yemen conducted monitoring visits to schools in 2015 and in 2017 and identified that the presence of rural female teachers had a positive impact on schools remaining open and functioning during the school year.

¹⁵ Demographic and Health Survey, 2013.

¹⁶ In an assessment carried out by UNICEF across 6 governorates, communities pointed to an increase in child marriage due to the conflict with qualitative results pointing to 73 percent of respondents married before the age of 18, and 45 percent married before age 15.

¹⁷ Wodon et al., 2017. Economic Impacts of Child Marriage: Global Synthesis Report, Washington, DC: The World Bank and International Center for Research on Women.

¹⁸ Three factors were found to have statistically significant associations with reading performance: attendance, having opportunities to practice reading, and receiving corrective feedback from teachers.

¹⁹ This is adjusted for out-of-school children. Learning poverty is slightly higher for boys than for girls although gender differences in learning outcomes are overall very small. See Yemen Learning Poverty Brief: <https://www.worldbank.org/en/topic/education/brief/learning-poverty>

²⁰ Basic education in Yemen comprises 9 years of education (age group 6-14). Secondary education comprises 3 years of education.

²¹ Humanitarian Needs Overview (HNO), November 2019.



overcrowded with class sizes reaching more than 100 in some cases, indicating a high demand for education. A survey conducted by the Ministry of Education (MOE) in 2014 revealed that 47 percent of schools in Yemen did not have adequate WASH facilities. There was an average of 299 students/toilet, which is 11 times higher than the norm. The situation has likely deteriorated since the onset of the conflict. WASH facilities are often insufficient for the large school populations and do not accommodate girls' WASH needs.²²

13. **The suspension of teacher salaries poses the biggest challenge to continuity in education service delivery.** The discontinuation of teachers' salaries in 13 out of the 22 governorates since October 2016 has severely disrupted education service delivery in subsequent school years. School disruption affected an estimated 3.7 million students.²³ Payment of teacher salaries has to some extent resumed in part of the country. Teachers and school-based staff who did not receive their salaries since 2016, received a monthly cash-based incentive of US\$50 (paid in Yemeni Rial, and financed by Kingdom of Saudi Arabia (KSA)/ United Arab Emirates (UAE)/ Education Cannot Wait (ECW) and implemented by UNICEF) in 11 governorates under the de facto authorities. In addition, UNICEF has supported incentives for temporary teachers in parts of the country and is providing a monthly salary and training allowance to 2,252 rural female teachers²⁴ (US\$145/month).

14. **Textbooks are in scarce supply.** The fiscal crisis has prevented the government from printing textbooks since 2015. The government has prioritized the printing of textbooks for the first four years of primary school only.

15. **According to a forthcoming World Bank study, between 20 – 50 percent of households²⁵ with school-aged children (ages 5-15) did not have all children regularly attending school** (Figure 1), and this varies widely by governorate. On average, school attendance is lower in the north of the country. Non-attendance is found to be associated with deprivations in all other welfare dimensions, and especially food deprivation. Qualitative phone interviews were conducted with local district officials²⁶, who reported challenges with non-functional school buildings, unqualified teachers, teacher absence, lack of salaries, the lack of learning materials, and the lack of equipment. Of these problems, the lack of teacher payments and the lack of learning materials were identified as large problems in approximately half of districts interviewed.

²² Yemen Education Cluster. 2020. Yemen Education Crisis: 2020 Secondary Data Review Report, see also: IRC 2020. Narrowing the gender gap in Yemen: A gender analysis.

²³ Humanitarian Needs Overview (HNO), 2018

²⁴ Rural female teachers are not part of the official Ministry payroll.

²⁵ This is based on the WFP monthly mobile phone survey of approximately 2,400 households reached.

Figure 1 demonstrates that roughly 80 percent of respondents report that all children attended school in the past month in any given survey. However, when analyzing the 7,462 households that were interviewed more than once, the share of households that report attending school in all surveys drops below 70 percent. For households that were interviewed more than four times, this figure drops below 50 percent.

²⁶ Based on qualitative phone surveys with district officials in January 2020.



authorities, the TEP was appraised and officially endorsed by the Local Education Group (LEG). Government commitment to the process was strong, even during periods of turbulence and uncertainty. The plan aims to: (i) improve safe equitable access to education; (ii) improve teaching and learning; (iii) rehabilitate educational infrastructure and provide of equipment; and (iv) strengthen institutional capacities. The proposed project is aligned with the TEP, focusing on identified priority programs.

19. **To prevent the spread of COVID-19, all schools in Yemen were closed on March 19, 2020.** COVID-19 while being a health emergency, is also an education and overall learning emergency with risks of long-lasting impact on children's safety and wellbeing. Schools are gradually reopening with strict prevention measures, including social or physical distancing, disinfection, regular sanitizing and handwashing.

20. **A COVID-19 National Response Plan was developed to respond to newly arising challenges in the education sector.** More specifically, the Response Plan includes: (i) a minimum immediate response package targeting female and male students and teachers at the outset of the emergency; (ii) preparation and the start of the new school year 2020-2021 including catch-up classes; and (iii) further expansion of learning at scale in the mid- and long-term for COVID-19 affected children. The Response Plan is articulated around four key modalities: self-education (home-based learning), e-learning, micro education group, and re-opening of schools with high prevention measures. The GPE has awarded US\$11 million to the Islamic Development Bank (ISDB) to support the implementation of the COVID-19 response plan.

21. **World Bank's previous investments in the education sector.** Previous World Bank support to education includes a series of projects for basic and secondary education since the early 2000s, the most recent of which was closed in 2015. International Development Association (IDA) investments were used to construct hundreds of schools and rehabilitate classrooms, increase girls' enrollment through conditional cash transfers and the recruitment and training of rural female teachers, train teachers and schools staff, provide conditional cash transfers for girls' education, provide school material kits, support reading skills through the development of a framework for Arabic, support Fathers and Mothers Councils, and built capacity within implementing entities, including the Public Works Project and several departments in the MOE . Within the MOE, projects were mainly implemented through the Project Administration Unit, which exercised fiduciary and administrative control over projects. Since 2004, the unstable security situation has challenged project implementation. Despite these challenges, government ownership of the past IDA interventions has been strong, and some activities, such as the rural female teacher program, have been sustained through other donor support in the absence of World Bank support. Other successful activities, such as the curricular framework for Arabic language, printing of textbooks for grade 1, and the provision of training for the early reading program, have been interrupted, although the government has on numerous occasions requested their resumption.

C. Role of Partners

22. **Yemen's education sector has relied heavily on donor support.** The LEG²⁹, was established first in Yemen in 2005. Currently, the LEG consists of the MOE, six multilateral partners (United Nations Educational, Scientific and Cultural Organization [UNESCO], UNICEF, United Nations High Commissioner for Refugees [UNHCR], World Bank, World Food Programme [WFP], and ISDB), four bilateral partners (Foreign, Commonwealth and Development Office [FCDO], United States Agency for International Development [USAID], Germany, Japan), the GPE and ECW Secretariats, Save the Children,

²⁹ The LEG has been very active with many UN and NGOs present on the ground in Aden and Sana'a areas. Meetings have also taken place outside of Yemen twice a year since 2016 in Beirut and Amman to convene development partners and offer an opportunity to discuss strategically about ongoing and future programs. With the shift from development to mainly humanitarian support, the Yemen Education Cluster has become an official member of the LEG. This is to ensure consistency and coherence between humanitarian and development programming within the "Whole of Yemen" response.



the Social Fund for Development (SFD), and the Yemen Education Cluster (YEC). The YEC is co-led by UNICEF and Save the Children. Annex 3 outlines a mapping of the main education implementing partners, their indicative annual budget for 2020 along with their key donors.

23. **UNICEF's Education program has been supporting Yemen with a diverse set of interventions.** Ongoing projects focus on four main outputs: (i) most vulnerable children have equitable access to basic learning opportunities; (ii) pedagogical practices in schools are improved to support children's learning; (iii) the education system at national/sub-national level is preserved for sustainable education in emergency response and early recovery; and (iv) school functionality is enhanced through cash-based interventions. Between January and September 2019, UNICEF and its partners completed the verification of technical need assessments to rehabilitate 585 affected schools in 18 governorates. More than 270,000 children (average of 350 children per school) were expected to have access to safe learning spaces from the rehabilitation work. In September 2019, the rehabilitation of WASH facilities in 25 schools have been completed and 16,887 students received access to safe and functioning WASH facilities. About 600 teachers in 61 schools have been trained in psycho-social support to enhance their capacity to attend to the needs of conflict-affected children. UNICEF also provides school bags and other essential learning materials to encourage access and reduce economic barriers to schooling.

24. **During the 2018-2019 school year, UNICEF launched the Education Teachers Incentives (ETI) Project, a cash-based incentive to support teachers and school-based staff who did not receive a salary for at least two years (11 out of the 22 governorates).** By the end of the 2018-2019 school year, about 128,000 teachers and school-based staff were reached. An e-payment modality was also implemented, with 46,000 teachers and school-based staff enrolled. To be eligible for a monthly incentive payment equivalent to US\$50 in local currency, teachers and school-based staff are required to go through a verification process as a pre-condition for payment. The verification process entails a verification of identity, verification of school attendance of more than 75 percent, verification of official appointment/contract³⁰ and confirmation that they are not in receipt of salary for over two years.³¹ In addition, since 2005, the Rural Female Teachers Program has trained, qualified and provided salaries to 2,252 rural female teachers to address the issue of low female enrollment in schools. These teachers have worked as contract teachers and have not been added to the payroll due to the crisis but have been temporarily supported through GPE. Furthermore, UNICEF has supported to a smaller extent payment of incentives to over 500 temporary teachers in IDP-dense areas.

25. **UNICEF has developed school grant operational guides to support school principals develop school plans that outline their immediate needs and actions.** This is based on previous capacity building work conducted by the German Corporation for International Cooperation (*Deutsche Gesellschaft für Internationale Zusammenarbeit, GIZ*). Eligible schools receive grants (equivalent to US\$1,500 in local currency) to implement their school development plans and monitor and evaluate progress towards their specific objectives. For the school year 2020-2021, UNICEF is targeting to reach over 7,500 schools with school grants. The local communities are involved through Fathers and Mothers councils as part of the School Committee members.

26. **The WFP provides school feeding in most parts of Yemen.** In February 2020, the WFP assisted 1.2 million students with school snacks (date bars in the northern governorates and high-energy biscuits in the southern governorates).³²

³⁰ Biometric databases are not currently used.

³¹ More than two thirds of the beneficiaries reported improvement in the attendance of teachers; and more than half reported that students' attendance had also increased. Also, schools had adopted a schedule with reduced working days and hours before the project started. As the project required teachers to meet an attendance threshold, schools abandoned this reduced schedule and went back to the regular full working hour schedule.

³² <https://www.wfp.org/publications/yemen-0>, accessed on 1 April 2020



School feeding committees exist at central, governorate and district level to monitor and support implementation of school feeding programs. WFP recently launched a School Feeding Healthy Kitchens program to support the most vulnerable children in Yemen with locally-produced meals in schools. As of February 2020, meals were distributed to 5,750 children in four schools in Aden city, Dar Saad and Al Basateen, low income neighborhoods that host large numbers of IDPs and refugees.

27. **Save the Children has been active in Yemen since 1963 and is currently focusing activities related to safe schools, alternative learning opportunities for out-of-school children, psycho-social support, capacity building, measurement of learning outcomes and evidence on children's needs.** The goal of the Safety and Risk Reduction Planning activities is to strengthen the safe, protective, child-friendly learning environments for conflict-affected boys and girls and promote Safe Schools access through national and local level engagement. This activity is supported by national, regional and global advocacy on the implementation of the Safe School Declaration endorsed by the government of Yemen in 2017. Save the Children also conducts Spot Check Assessment to assess a range of quality aspects directly linked to positive learning and wellbeing outcomes for children (including internally displaced children), such as pedagogical practices, psychosocial support, and the physical learning environment.

28. **Save the Children is also implementing two USAID-financed interventions, one focusing on the access to education opportunities for out of school children, and another looking more at supporting the formal education system.** The second one, Gateway to Education, aims at improving the learning environment in 559 formal schools and building technical competencies for 16,732 teachers and head teachers. The project also looks at education personnel's professional development and wellbeing from the relevant policies and framework, starting from the conducting a teacher profile and capacity assessment to work on improving the teacher and school director management. There is also a set of activities related to teaching and learning material that includes develop/review of material, explore alternatives to print textbooks, and expand supplementary reading material. that aims to improve reading and math skills.

29. **GIZ** is implementing a five-year Quality of Education Improvement Program in Yemen. The project has three interlinked outputs aiming at: (i) Improving the qualification of teachers and school managers at university; (ii) Strengthening the capacity for school development; and (iii) Strengthening the capacity for the provision of psychosocial educational support at schools. The GIZ is also providing basic equipment to schools, districts, governorates and the MOE, and is working on enhancing the skills and competencies of education leaders (currently 34 percent are female) at Ministerial, governorate and district education offices (DEOs) to deal with education in crisis. Credit Institute for Reconstruction (*Kreditanstalt für Wiederaufbau, KfW*) activities, all implemented by the Social Fund for Development, include school rehabilitation (incl. WASH) and the provision of basic school supplies. KfW is also supporting temporary teachers in locations with high shares of IDPs.

30. Financed by the GPE, the **ISDB** is, among other education activities, implementing the National COVID-19 education response plan. The US\$11 million COVID-19 grant supports: (i) Home-based learning through the development and broadcasting of TV and radio lessons; (ii) Sanitizing and providing hygiene supplies to 7,000 schools; (iii) Awareness campaigns to promote learning resources and to broadcast messages regarding the protection of students' and teachers' health, safety and wellbeing; (iv) training of teachers, mentors and school administrators to bridge learning gaps; and (v) Capacity building of the MOE through a south-south exchange with Tunisian education administrators as well as technical assistance from Arab League's Educational, Cultural and Scientific Organization (ALECSO). **SFD** is working with ISDB on implementation of this project.



D. Relevance to Higher Level Objectives

31. **The proposed Restoring Education and Learning (REAL) project would help meet a large financing gap for the sector.** By promoting a school package approach with a focus on learning, it aims to ensure that a set of necessary inputs - preconditions for learning - are available at the school level and thus achieve high impact in Yemen's education sector. It would be the largest single project in the sector and would serve as anchor around which other partners can intervene.

32. **The project will contribute to efforts by the international community to deliver critically needed social services to the population affected by the ongoing conflict.** The project is aligned with the World Bank Group twin goals of eliminating extreme poverty and boosting shared prosperity in a sustainable manner. Furthermore, the project contributes to the World Bank Group's MENA enlarged strategy including the pillars resilience to internally displaced/refugee shocks, reconstruction, and the emphasis on human capital. Drawing on lessons from the World Development Report 2011 (Conflict, Security, and Development), the strategy shifts the World Bank's engagement from working around conflict and instability to directly targeting peace and stability. The project is also aligned with the Human Capital Project, a global effort to accelerate more and better investments in people for greater equity and economic growth through. It recognizes improved learning outcomes as a major contributor to human capital development and will maintain a keen line of sight towards contributing to reducing Yemeni children's learning poverty as a higher-level objective.

33. **The project is aligned with the World Bank Group's Country Engagement Note (CEN) (Report No. 136046-RY) for FY20–21, which will address the primary objectives of: (i) continued support for basic service delivery and institutional preservation; and (ii) extending support to livelihoods, human capital, and basic economic recovery under the overarching goal of building the foundations for peace in Yemen.** The CEN states that it will explore education as a critical means to target youth unemployment and illiteracy. The CEN also states that, provided that additional resources can be mobilized, the first objective may include rebuilding the transportation system, WASH service delivery, and basic education access, with additional needs likely to arise.

34. **The project is part of the World Bank Group's COVID-19 Phase Two Response package to help countries mitigate the social and economic impacts of COVID-19 pandemic.** The project activities are aligned with two of the four pillars of the World Bank Crisis Response Approach Paper, *Saving Lives, Scaling-up Impact and Getting Back on Track*, approved by the World Bank Board of Executive Directors on June 8, 2020, namely: (i) Pillar 2, focusing on the immediate and emergency needs, through the provision of school feeding and supporting school rehabilitation, including WASH; and (ii) Pillar 4, strengthening national institutions and building a system to respond to future crises. The project is fully aligned with the MENA-wide platform to mitigate socioeconomic impacts of the COVID-19 crisis—whereby the World Bank is using it to mobilize and coordinate donor support to vulnerable Yemenis. It also supports the emerging new engagement model for the World Bank in Yemen where national institutions are given a greater role.

35. The project also contributes to operationalizing the World Bank's **Yemen Recovery and Reconstruction Strategy**, which recognizes human development as a critical pillar for the country's reconstruction efforts, highlighting the following priority approaches:

- Moving from a centralized, top-down approach to school-based management in close collaboration with communities and parent councils
- Working with civil society organizations and the private sector where possible
- Capacity building and awareness raising of all stakeholders to strengthen local governance and accountability



36. The project is aligned with key strategies addressing fragility and its relationship to poverty and growth. The **World Bank Group Strategy for Fragility, Conflict and Violence (FCV) 2020-2025** provides an operating framework to address the underlying drivers of FCV across the fragility spectrum and to support countries to escape fragility traps. The project also aligns with the World Bank's **Building for Peace** initiative, which emphasizes involving and supporting communities to improve social cohesion, an issue that has been addressed in the proposed project design. The recent survey conducted by RIWI in Yemen indicates that respondents cite "hope for children's future" as the most significant thing they have lost since the start of the war. By investing in the education sector, the proposed project addresses this situation.

37. **The proposed project contributes directly to World Bank Group Gender Strategy 2016-2023**, and particularly its pillar to close remaining gender gaps in education and improving the quality of learning for both girls and boys, as well as the fourth pillar of improving women's voice and agency. The proposed project targets girls' access to and participation in education and supports rural female teachers with specific interventions³³. The project's targeting methodology also envisages to implement project interventions in schools where girls make up a substantive part of the student population. The proposed project also contributes to the cross-cutting mandate of the Gender Strategy to address the specific ways women and girls are affected by conflict.

E. Country Program Adjustment Responding to COVID-19

38. **World Bank Group Program.** The current CEN for Yemen for FY20–21 is focused on (i) preserving basic services and the institutions that deliver them, and (ii) supporting people's livelihoods and the potential for economic recovery. Priorities include institutional capacity, improving service delivery, especially in health, WASH, education and social protection, and providing support to conflict-affected vulnerable Yemenis. These priorities are further relevant in the face of the COVID-19 crisis.

Impact of the COVID-19 Pandemic on Yemen

39. COVID-19 continues to be on a trajectory of escalation in Yemen and will remain so for the near future. The disease is in full transmission, but testing capacity remains limited. Official numbers (2,081 cases, 607 deaths as of November 17, 2020) do not reflect the situation on the ground, and the exact magnitude of outbreaks is unknown. Yemen's high fatality rate (about 30 percent) is attributed to stigmatization against hospital visits, leading to higher testing of severe cases and mild cases remaining undetected.

40. The impact of COVID-19 outbreak on Yemen has been devastating. Already weak systems are being stretched further, and a lack of reliable electricity supply is impeding an effective public response. COVID-19 is reducing the demand for routine services such as immunization and maternal care, thereby negatively impacting child and maternal mortality. Similarly, the impact on education is devastating, with school closures leaving nearly six million children out of school.

41. While official economic data remain unavailable, anecdotal evidence indicates a likely contraction of the economy from an already low base in the first half of 2020, affected by low global oil prices and COVID-19 related slowdown. With a contraction of hydrocarbon revenue, the main source of public revenue, the government has no fiscal space to respond to COVID-19 pandemic. Foreign exchange shortages deepened further with the depletion of Saudi Arabia's import financing facility, reduced oil exports, and downsizing of humanitarian assistance. Remittance inflows from the Gulf Cooperation Council countries have contracted due to the regional economic slowdown. Some breathing space was

³³ More details are provided in the project description.



provided in April 2020 through the International Monetary Fund (IMF) Catastrophe Containment and Relief Trust (CCRT). The Government confirmed its participation in the Debt Service Suspension Initiative and signed the Paris Club Memorandum of Understanding in October 2020.

42. Deteriorating economic conditions have likely translated into worsening poverty. Yet, the conflict-related absence of data since 2014 prevents an assessment of the distributional impact of COVID-19 crisis. Approximately 80 percent of respondents of a monthly mobile phone survey conducted by the WFP had difficulty accessing food or basic services. These difficulties have been exacerbated by COVID-19 crisis, with households increasingly having trouble accessing food markets, receiving pay, and accessing medical care. The worsening of conditions peaked in June 2020 and remain significantly worse than at the beginning of the pandemic.

World Bank Group Support for Responding to the Crisis

43. The World Bank's portfolio and pipeline are closely aligned with the four thematic pillars of the World Bank Group Crisis Response to the COVID-19 pandemic.

1. Support to health for saving lives threatened by the virus: On April 2, 2020, the Board of Directors approved the COVID-19 Response Project which aims to prevent, detect, and respond to the threat posed by the COVID-19 pandemic. A follow up operation to the existing Emergency Health and Nutrition Project (EHNP) is under preparation to address urgent health sector needs. This project is expected to include a COVID-19 focused-WASH component.

2. Protecting the poor and vulnerable: A new Social Protection Enhancement and COVID-19 Project would help to improve social security and food security, particularly in the face of COVID-19 crisis and resulting food price increases. This project builds on the experience and lessons learned from the ongoing Emergency Crisis Response Project (ECRP). The World Bank is also preparing a Food Security and Resilience Project with funding from the IDA Crisis Response Window (CRW) Early Response Financing (ERF) window and the Global Agriculture & Food Security Program (GAFSP).

3. Ensuring sustainable business growth and job creation: The above-mentioned ECRP finances cash-for-work and support to small and medium enterprises, thus enhancing employment among the poor and vulnerable.

4. Strengthening policies, institutions, and investment for rebuilding better: All new operations will feature an increased focus on local institutions and contribute to local capacity building. The proposed Restoring Education and Learning Project will be tailored to focus on quality and access, including alternative learning. In addition, a second Integrated Urban Service Delivery Project (under preparation) will finance investments that enable the provision of basic services. This is a multisector project, focusing on WASH given its importance in addressing the COVID-19 crisis.

Selectivity, Complementarity, Partnerships

44. Projects continue to be designed and implemented with strong donor coordination and burden sharing. The ongoing ECRP includes grants from the US Department of State and the United Kingdom (UK) contributed US\$23.56 million and US\$8.58 million, respectively, to emergency cash transfers under the ongoing ECRP. The US and the UK also provided parallel funding to emergency cash transfers (US\$16 million and US\$19 million, respectively). The EHNP leveraged a contribution of £7 million from the UK, which will be channeled through the Global Financing Facility. This



complements a US\$4.1 million allocation directly disbursed by the Pandemic Emergency Facility to WHO in August 2020. The GPE is expected to co-finance a US\$53.88 million grant to the REAL project. More systematic co-financing of IDA will be sought through an umbrella Multi-Donor Trust Fund which is under preparation and will become the single fundraising tool for the Bank's Yemen program.

45. The World Bank is continuing to diversify its partnerships and exploring options to work with other partners where they have a specific value added and demonstrate close involvement of local institutions.

46. While the IMF triggered its debt relief instrument, the CCRT, several donors such as the European Union, the UK and Germany stepped up their emergency support to Yemen through various channels (UN agencies, Yemen Humanitarian Fund, International NGOs, etc.). Financing was primarily targeted to the health sector, as well as resilience and livelihoods programs. UNDP took the lead in adapting the UN's global Socio-Economic Response Plan to Yemen's needs through consultations conducted jointly with the World Bank. Extensive information sharing and coordination took place through the World Bank-led Development Partners Forum.

II. PROJECT DESCRIPTION

A. Project Development Objective

PDO Statement

The Project Development Objective (PDO) is to maintain access to basic education, improve conditions for learning and strengthen education sector capacity in selected districts of the Republic of Yemen.

PDO Level Indicators

47. The proposed PDO-level results indicators are:

- Number of students enrolled in grades 1, 2 and 3 (combined), by gender
- Transition rate from grade 3 to 4 in target schools, by gender
- Number of students benefitting from direct project interventions to enhance learning, by gender
- Number of schools that administer at least one grade-level learning assessment during an academic year
- Number of schools reporting aggregate school-level indicators to district level

B. Project Components

48. Given the volatility of the security situation, the heterogeneity of education challenges, and the weakened capacity of the Government, the project design is based on the principles of flexibility, innovation, and strengthening local capacities to ensure that education services reach school-aged children in target areas. In addition to sustaining access to education, children's learning is at the heart of the proposed operation. The proposed interventions will be implemented over three academic years, starting with the academic school year 2021-2022.



Component 1: Priority interventions to sustain access and ensure learning (Total US\$122.7 million: IDA US\$87.6 million and GPE US\$35.1 million)

49. Under this component, the project will finance a school package, i.e., activities that will ensure a minimum functioning of a target school by ensuring that four key elements are available: (i) Support to teachers; (ii) School feeding; (iii) Learning materials and school supplies, and (iv) Rehabilitation of school infrastructure in target schools. Pedagogical supervisors will play a role in this activity. The objective of this component is to provide children in the target schools access to adequate and safe learning spaces and thus to sustain access and support learning at basic education level.

50. Sub-component 1.1. Support to teachers (Total US\$38.2 million: IDA US\$16.5 million and GPE US\$21.7 million):

The proposed project will finance support to teachers to ensure quality teaching and learning in the classroom. Teachers will be trained in: (i) early grade instruction of numeracy and literacy as well as and pedagogical skills, (ii) psycho-social support, and (iii) learning assessment. The proposed project will further support teachers and school-based staff on the official payroll and temporary teachers in schools with a demonstrated teacher shortage with performance-based cash transfers (monthly YER equivalent to US\$50). Cash transfers will be provided conditional to regular teacher attendance (at least 75 percent). The proposed project will also target rural female teachers with allowances (monthly YER equivalent to US\$145).³⁴ There will be full impartiality, neutrality and equity with regards to the payment of incentives to teachers. In addition, a simple learning assessment will be conducted in target schools. This assessment will serve multiple purposes, including providing teachers with independent evaluation of student progress in learning. It will also serve to inform project monitoring purposes.

This sub-component is in line with TEP priorities 1.3 Improving school safety and security (providing psycho-social support); 1.7 Contracting rural female teachers; and 2.1 Providing teacher training (grades 1-3) on literacy and numeracy skills.

51. Sub-component 1.2. School feeding (US\$42.7 million, financed fully by IDA):

This activity aims to provide school feeding in targeted areas with the objective to mitigate against food insecurity and malnutrition among children and thus increase their learning capacities. School feeding would also provide direct incentives for children to enroll and remain in formal schooling. School feeding includes school snacks (date bars, high-energy biscuits) as well as locally produced warm meals through the provision of healthy school kitchens in a subset of target schools. The school kitchens program has several positive externalities with 75 percent of recruited staff being women who receive salaries, regular medical check-ups and training sessions on e.g. hygiene practices.

This sub-component is in line with TEP priority 1.6 Learners at Kindergarten, basic and secondary education levels receive healthy feeding and/or take-home rations.

52. Sub-component 1.3. Distribution of learning materials and basic school supplies (Total US\$23.3 million: IDA US\$12.8 million and GPE US\$10.5 million):

This activity includes the development, procurement and distribution of high-quality instructional materials. Literacy and numeracy skills textbooks and teacher guides for grade 1 are available and need to be printed. For grades 2-3, the materials will be developed under the proposed project.³⁵ In addition, schools will

³⁴ In 2013-2014, only 28 percent of teachers in government basic and secondary schools were female. The MOE estimated that 4,500 female teachers are needed to remedy the acute shortage of female teachers in rural areas. Rural Female Teachers receive a higher transfer to cover transportation costs.

³⁵ Prior to the conflict, the MOE had begun to scale up the Yemen Early Grade Reading Approach (YEGRA) with World Bank support. In 2016, the MOE adopted the YEGRA textbook in all first-grade classrooms. The approach was developed based on phonics and active learning methodologies and was successful in helping young learners develop literacy skills. It centered on culturally relevant stories written by local authors to reflect important social and cultural lessons and to incorporate active learning techniques. Across the nation, 8,000 teachers were trained to use the new



be equipped with the necessary basic school supplies for both teachers and students, such as school bag kits, notebooks, pencils, erasers and scissors, etc.

This sub-component is in line with TEP priorities 2.5 Printing and distributing school textbooks; 2.7 Completing the reading book approach for basic second grade; and 2.8 Writing the reading book approach for basic third grade.

53. **Sub-component 1.4. School infrastructure improvements (Total US\$18.5 million: IDA US\$15.6 million and GPE US\$2.9 million):** This activity aims at improving school infrastructure needed for an inclusive and accessible school environment. Prior to implementing this activity, a school-specific needs assessment will be conducted. As determined by school-specific needs³⁶ eligible school infrastructure improvements can include rehabilitating WASH facilities³⁷ (water points, sewage system and gender-segregated latrines to encourage girls' enrollment and attendance³⁸), minor classroom repairs, boundary walls, procurement of school furniture such as chairs and tables, procurement of materials to adapt to climate change impacts or natural disaster (such as flooding or drought), setting up temporary learning facilities and similar interventions that would promote an inclusive and accessible school environment.^{39,40} To ensure sustainability of previous investments, this subcomponent will also finance the maintenance of solar panels in 232 schools.⁴¹

This sub-component is in line with TEP priorities 1.4 Promoting health and hygiene; and 3.1 Rehabilitating partially damaged schools and educational institutions, conducting minor school maintenance and setting up temporary classrooms.

Component 2: Strengthening local capacity and system resilience (US\$11.5 million, financed fully by GPE funding)

Sub-component 2.1: Alternative learning (US\$2.6 million, financed fully by GPE)

54. This sub-component aims to deliver remote alternative learning to basic education school-age children in the targeted governorates, when their schools close or are interrupted either due to COVID-19 or other reasons such as ongoing conflict, insecurity, or extreme weather events/natural disasters. A task force within the MOE to oversee the delivery of national alternative learning programs has already been established and will be reinforced to include female representation in order to ensure gender diversity in decision-making. The project will finance the setup of a foundation

approach and provided with high-quality teaching manuals. Through Master Trainers, the YEGRA also built community support for early grade reading and equipped parents with specific tools to take an active role in their children's education.

³⁶ A needs assessment at school level will be carried out prior to implementing this activity and each school will have the same budget to carry out the most required school infrastructure improvements. Eligible rehabilitation items could include: (i) repairing and restoring doors and windows in classrooms; (ii) repairing, restoring, and maintaining WASH facilities (school bathrooms); (iii) simple repair and restoration of walls, floors and stairs; (iv) painting classrooms, and (v) procurement of school furniture such as chairs and tables, etc.

³⁷ WASH rehabilitation will be conducted based on clear and transparent criteria and include access to a sustainable water source and community organization to take over and oversee the functionality once rehabilitation has been completed. WASH rehabilitation may include cleaning of toilet tiles and walls, provision of water tank, water pipes/pumps/taps, handwashing basin, etc.

³⁸ For girls, appropriate WASH facilities are a particularly important part of ensuring their safe and healthy participation in school. Girls can struggle to attend and stay in school if they do not have safe, single-sex and hygienic facilities. Previous works shows that the introduction of appropriate water and sanitation facilities has been associated with improved girls' attendance. In addition, there is evidence that girls are particularly at risk of sexual violence when using unsafe facilities at school.

³⁹ UNICEF's WASH program also includes training of behavioral health practices, awareness raising of hygiene and sanitation among students, capacity building of student clubs, etc. Behavioral health practice trainings have a specific focus on girls' menstrual hygiene needs.

⁴⁰ This can include facilitating access for students with disabilities. It is noted that the number of accessible schools in Yemen does not exceed 20% of all schools across the country. See: UNESCO 2020. Background Paper for the 2020 Global Education Monitoring Report. Inclusion and education. Arab States: Solid Steps on a Long Path towards Inclusive Education.

⁴¹ Solar panels were installed in 232 schools under the World Bank funded Yemen Emergency Electricity Access Project - (P163777).



for a multi-modal alternative learning program for grades 1-9, based on the findings from the Joint Education Needs Assessment (JENA), currently being undertaken by Education Cluster partners.⁴² The main activities under this component would include the development or rollout of alternative learning modalities, ensuring an equal distribution among female and male students, with the teachers playing a vital role with the identification and refinement of content for remote education delivery; and the provision of remote pedagogical assistance. These programs could be in the form of self-education and/or home-based material, and remedial programs, among others.⁴³ This sub-component could also scale up the use of local education technologies to complement learning of schools in target districts.

This sub-component is in line with TEP priorities 1.8 Supporting alternative learning and COVID-19 MOE National Response Plan.

Sub-component 2.2: Strengthening local capacity for managing education (US\$8.9 million, financed fully by GPE funding)

55. The objective of this sub-component is to strengthen: (i) education management capacity, including strengthening of Education Management Information Systems (EMIS), at the MOE (including the MOE-affiliated project management unit [PMU]) and target governorates and districts to effectively address key education challenges; and (ii) basic schools' capacity to implement and coordinate education activities in a more effective and efficient manner. This seeks to build resilience and capacity for recovery. Building on the high degree of resilience of local communities in the country, this subcomponent includes reinforcing the involvement of the communities and parents in engaging in education, with the objective to feed into a more robust development program, potentially in a second phase of the proposed project. This is expected to strengthen the provision of education services that respond to needs of each school and social accountability. More specifically, this subcomponent will strengthen the capacity of education officials at MOE, governorate and district level by: (a) conducting a comprehensive education management capacity assessment at the MOE level as well as in target governorates and districts; (b) training⁴⁴ for education officials including officers at the MOE, governorate and district level, strengthen school leadership capacity of school principals, administrators, and pedagogic supervisors; and (c) providing basic equipment necessary to strengthen EMIS and education officials administrative capacity in alignment with the EMIS roadmap.

This sub-component is in line with TEP priorities 1.1. Promoting community participation; 1.2 Forming and training school development teams, 2.4 Ensuring educational supervision visits in remote areas; and 4.2 Providing training and building education management capacities, with a focus on management of education in emergencies.

Component 3: Project Support, Management, Evaluation and Administration (Total US\$18.6 million: IDA US\$12.4 million and GPE US\$ 6.2 million)

56. Component 3 will cover the cost of the implementing agencies associated with project management, such as fees, direct costs related to implementation support, management, audit, environmental and social aspects, and overall monitoring and evaluation (M&E) to ensure satisfactory project implementation. The component will also finance Third-Party Monitoring (TPM), with terms of reference (TORs) satisfactory to IDA, and the establishment and maintenance of

⁴² The JENA is also specifically looking at what types of tools are available for students, by gender, in their homes. The Yemen Education Cluster is co-led by Save the Children and UNICEF.

⁴³ While data on gender gaps among Yemeni students in terms of access to technology/distance learning are limited, other FCV contexts point towards a gender gap favoring boys. For adults, 39 percent (9 percent) of Yemeni women own a mobile phone (have internet access) compared to 61 percent (27 percent) of men.

⁴⁴ The specific content of the trainings will be determined based on a needs assessment and will include sessions on climate change awareness and response where possible



Grievance Redress Mechanisms (GRMs) as needed.

Component 4: Contingent Emergency Response (US\$0)

57. The objective of this component is to provide immediate response to an eligible crisis or emergency following the procedures governed by paragraph 12, Section III of the Bank Policy, Investment Project Financing. There is a possibility that, during project implementation, a natural disaster, epidemic or another emergency may occur, which would cause a major adverse economic and/or social impact. In anticipation of such an event, the Contingent Emergency Response Component (CERC) allows the implementing agency to receive support by reallocating funds from other project components or serving as a conduit to process additional financing from other funding sources for eligible emergencies to mitigate, respond to and recover from the potential harmful consequences arising from the emergency. Disbursements under this subcomponent will be subject to the declaration of emergency by Yemen, the international community, or the UN.

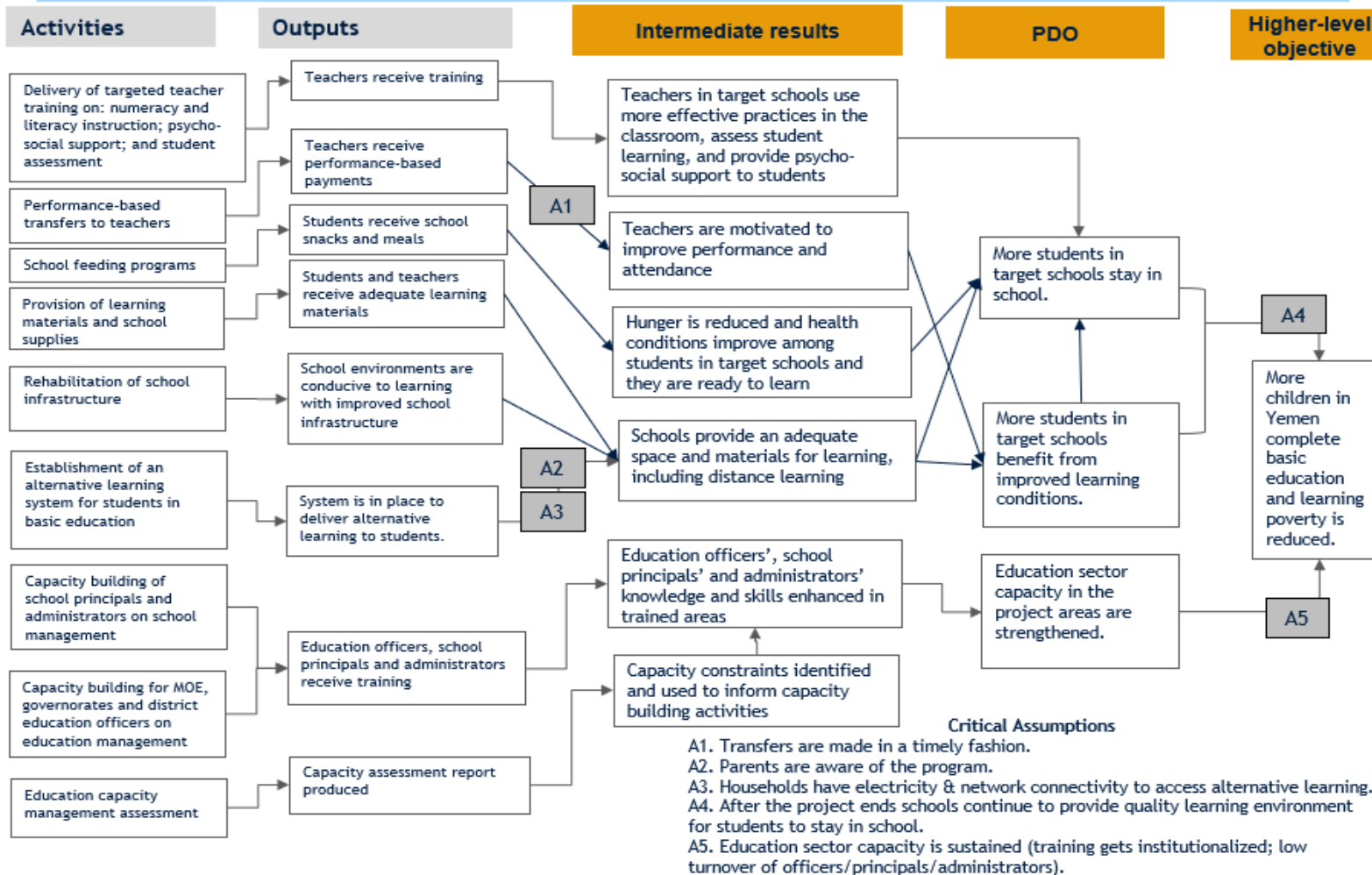
C. Project Beneficiaries

58. The beneficiaries of the proposed project are children at basic education level (grade 1-9), their teachers and school-based staff.



D. Results Chain

Problem statement: Disrupted access to basic education and poor conditions for learning, as well as inadequate capacities at all government levels to address education system needs.



**E. Project Cost and Financing**

59. The financing instrument of the proposed project is Investment Project Financing funded by a US\$100 million IDA grant. In addition, relying on representations and requests for international assistance for the benefit of the Republic of Yemen, the World Bank will act as Grant agent for financing from the GPE. The World Bank has been selected as Grant agent for three grants: (i) Accelerated Grant of US\$6.48 million; (ii) GPE Education sector program implementation grant (ESPIG) of US\$32.4 million, and (iii) US\$15 million Multiplier Grant.⁴⁵ The proposed project will be jointly implemented by three implementing agencies (UNICEF, WFP, Save the Children). The GPE grants, if approved, will finance US\$21.8 million in additional support to UNICEF and US\$31 million in support to Save the Children Fund.⁴⁶

Project Components	Project cost	IDA Financing	GPE Financing
Component 1: Priority interventions to sustain access and ensure learning	US\$122.7 million	71%	29%
Component 2: Strengthening local capacity and system resilience	US\$11.5 million	-	100%
Component 3: Project Support, Management, Evaluation and Administration	US\$18.6 million	67%	33%
Component 4: Contingent Emergency Response	US\$0		
Total Project Costs	US\$152.8 million		
Total Financing Required	US\$152.8 million		

F. Lessons Learned and Reflected in the Project Design

60. Lessons from the last IDA-financed education project (Second Basic Education Development Project / BEDPII / P130853) are as follows:

- a. A simple and realistic design of the project is essential to ensure timely and successful implementation of the activities. In a conflict, post-conflict, or fragile situation, it is prudent to assume low institutional

⁴⁵ A supervision fee has been deducted from the total sum of US\$53.88 million.

⁴⁶ The GPE Board will decide on approval of the grants in April 2021. Project implementation for activities financed under IDA can begin after World Bank Board decision and subject to meeting all requirements in the financing agreement. Implementation of activities financed under GPE grants can begin when approved by the GPE Board. The project would be restructured in case the GPE financing does not materialize.



- capacity. A simpler project design with fewer activities and lower targets is more likely to achieve its objectives.
- b. Effective partnerships with other education stakeholders are critical. Clarification of roles and responsibilities between the World Bank, other involved donors, and government counterparts is important to mitigate against the risks of inefficient sequencing of activities and suboptimal distribution of funding across activities and geographic regions.
 - c. Institutional and technical capacity building should be part of operations for Yemen in order to achieve the intended project implementation results. It is critical to harmonize, across Bank projects and among donors, payment standards related to training and workshops that are eligible for financing. Coordination with donors and government counterparts on eligibility criteria to avoid conflicts among government staff who may receive different allowances from different donors.
 - d. The volatility of operating in FCV requires that the Bank be able to react quickly to changes in the political and security situation. Including a clause in financing agreements to allow other implementing partners to operate during suspensions/ force majeure should be included.
 - e. Careful review of TPM reports and triangulation/verification of data sources is crucial in supervision arrangements.

61. Lessons learned from World Bank Group Strategy for FCV 2020–2025. The FCV strategy underscores the importance of remaining engaged in conflict and the importance of protecting essential institutions and the delivery of critical services like education. This project is a direct application of those principles. In addition, the strategy highlights the significance of interventions to foster and protect human capital as it is one of the most important sources of resilience. Through investments in the human and material resources necessary for schools and teachers to create environments conducive to learning, by supporting students' needs, and by measuring learning itself, the project is expected to contribute to strengthening resilience.

62. Lessons learned for implementation arrangements. Important lessons that have emerged from the collective experience of IDA-financed projects implemented through UN agencies have been incorporated into the project implementation arrangements. These include the following recommended best practices: clearly articulating audit and reporting/information sharing obligations of implementation agencies, including with regard to TPM and technical/sector audits; increase of mission frequency; regular discussion with implementing partners on risk mitigation strategies and emerging risks; careful management of TPM arrangements including expanding TORs and prompt report sharing; frequency of financial audits and procurement monitoring; preparation of regular progress reports and work planning; application of relevant environmental and social standards; and adequate attention to the preparation and updating of the Project Operational Manual (POM).

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

63. **The project will be implemented by three organizations based on demonstrated capacities from ongoing activities in Yemen and global expertise.** The proposed direct implementing partners of the project are UNICEF, WFP, and Save the Children. The WFP will implement school feeding activities. Save the Children will implement activities related to teacher training, the development, printing, and distribution of teaching and learning materials, learning assessments, and alternative learning, while UNICEF will be responsible for school rehabilitation, educational supplies, as well as performance-based teacher payments (teachers and school-based staff on the official payroll and temporary teachers), and rural female teachers. UNICEF and Save the Children will be jointly responsible for the capacity



development activities with Save the Children focusing on school levels and UNICEF focusing on national, governorate and district levels. The proposed responsibilities by organization are shown in Table 1. Partnering with these agencies allows the World Bank to leverage in-country capacity, technical expertise, and relationships with various stakeholders. The partnership also allows the World Bank to seek synergies with other education projects and build on ongoing education activities and make a greater impact. Coordination with MOE and its affiliated PMUs will also be important throughout project implementation.

64. A national organization is expected to be subcontracted be a partner in the implementation of school rehabilitation activities. Supervision, technical guidance, and monitoring of implementation, including subcontracting would be managed by UNICEF, in accordance with its rules and regulations, and conditional to the conduct of appropriate assessment, due diligence, and risk analysis.

65. **UNICEF, WFP and Save the Children have well-established institutional and implementation mechanisms for delivering project activities in Yemen.** The main implementing partners will also closely work with the GPE-financed MOE-affiliated PMUs in both Sana'a and Aden, who play a key role in coordinating and liaising between education authorities and development partners. The MOE-affiliated PMUs will also be involved in the monitoring of and follow-up on project implementation.

66. **UNICEF, WFP and Save the Children will each have a team in place that will oversee the day-to-day management of the project, including fiduciary, environmental and social aspects, as well as monitoring and reporting.** UNICEF estimates that at least 15 staff will work directly on the project, in addition to 20-25 UNICEF staff indirectly supporting the project. WFP estimates to involve 14 WFP staff directly and between 70-100 supply workers (cooks, kitchen cleaners, school level cleaners, maintenance, sensitization staff, logistics support staff etc.). Save the Children estimates to involve 10 direct staff on the project, in addition to 55 indirect staff. Local implementing partners will also have a role under each of the three main organizations. UNICEF's local implementing partners would include partners for school rehabilitation, payment agents, and other local suppliers and distributors. WFP's local implementing partners include NGOs, suppliers, and contractors for delivery and transportation.

67. **Coordination.** The three selected organizations are currently working in Yemen and exchanging information as part of their participation in partner meetings. In the context of the project, partners have agreed to set up a more formal coordination committee for increased efficiency and ensure efficacy. This committee will hold meetings on a regular basis to secure maximum synchronization of their activities, evaluate progress, address bottlenecks and consolidate annual work plans (in line with the academic school year). Frequency of meetings, attendance, communication tools, etc. will be developed in the POM. Particularly, the collection of and reporting on indicators (including methodology, tools, devices, etc.) to inform the result framework and progress on implementation will be discussed and agreed among implementing partners with the support of the Bank. It is anticipated that UNICEF will take a leading role in coordination of the implementing partners. Coordination with MOE and its affiliated PMUs will also continue to be key in the day to day follow up on implementation progress.

68. **TPM.** As indicated above, a TPM firm with proven international experience in similar countries will be recruited by UNICEF based on TORs acceptable to the Bank, covering the overall project activities. TORs will be part of the POM. The TPM will evaluate, inter alia, activities on the ground, progress, technical quality and existence of outputs and achievement of impact. The TPM will produce periodic reports to be sent promptly to the implementing partners and the Bank.

69. **Project Operational Manual.** A detailed POM will be finalized for all project components within four months of



effectiveness. It will be developed in collaboration with the MOE. The POM will be subject to the World Bank’s non-objection. The POM will detail the role and responsibilities of implementing partners (organization chart and matrix of responsibilities), implementing processes, roles and responsibilities of key stakeholders and coordination mechanisms. The POM will be regularly updated in order to reflect changes in the operating environment that have an impact on project implementation. Given the fluid situation in Yemen, flexibility in project implementation is key. Each organization will be responsible for developing its own sections for its activities within the POM.

70. **Implementation supervision with (virtual) missions and regular communication is key.** Issues related to technical aspects, implementation, fiduciary, environmental and social, and M&E, etc., will be an essential part of missions. Missions should also review the progress and challenges related to the procurement plan, the latest TPM report findings, etc. Missions will focus on both project results and also the manner in which the project is implemented. Mission frequency will be as appropriate with likely more missions taking place at the beginning of the project. Additional follow-up meetings on more specific project issues will be held as needed.

71. **Implementing partners will prepare budgeted Annual Work Plans** of implementation and a detailed procurement plan (in agreement with the World Bank). This budgeted Annual Work Plan will be prepared no later than four months after project effectiveness. It will highlight the activities to be implemented for the subsequent 12 months by component and sub-component with intended results, timeline, budgets and planned procurement activities. It will also identify issues / implementation bottlenecks and relevant remedial actions and outline key responsibilities. In the context of COVID-19 and virtual missions (video/audio), the budgeted Annual Work Plan will be the common interface of communication between implementing partners and the World Bank to monitor, on a regular basis, activities of each component, evaluate progress and discuss corrective actions or changes as needed.

Table 1. Proposed Implementing Arrangement by Activity

Activity	Responsibility
Performance-based teacher incentives	UNICEF
Rural female teachers	UNICEF
Teacher training + Learning assessment / Classroom observations / Spot checks	Save the Children
Development, printing and distribution of learning materials	Save the Children
Distribution of school supplies (pencils, paper, etc.)	UNICEF
School feeding	WFP
Minor rehabilitation of school infrastructure (incl. WASH)	Yemen partner supervised by UNICEF
Alternative learning: Development and roll-out of self-education / home-based learning material	Save the Children
Capacity building a) MOE, governorates and district level officials / EMIS b) School principals and administrators / pedagogical supervisors	a) UNICEF b) Save the Children



72. This project meets the criteria under which IDA can directly finance third parties within the IDA19 Remaining Engaged in Conflict (RECA) priorities.⁴⁷ Specifically, on the criteria of *demonstrated value added by IDA*, financing under this project responds both to the immediate emergency needs of ensuring continuity of learning for Yemeni children as well as strengthening national education sector implementation capacity in selected districts for future recovery. The project is unique in its focus on concentrating essential inputs at the school level in one package to optimize conditions for learning while measuring learning outcomes and tracking the expected reduction in learning poverty. The project will be implemented by recipient agencies that have demonstrated their ability to deliver similar interventions in Yemen during the ongoing conflict, thereby ensuring a speedy response, but specific project interventions would not be possible without the IDA funds. On the criteria pertaining to *strengthening local systems*, building national capacity for future recovery will be supported directly by the project through a comprehensive functional review and needs assessment exercise, followed by capacity building of MOE staff in key areas. The project invests in skills building of education sector staff, including capacity building for school-level administrators, pedagogical supervisors, and teachers. Finally, on the criteria focusing on *attention to sustainability*, all recipient agencies have well-established institutional and implementation mechanisms for delivering project activities in Yemen. A Yemeni institution for poverty reduction and social and economic development will be a local partner to UNICEF for implementation of the school rehabilitation intervention, thereby ensuring the intervention's sustainability. In order to ensure successful implementation of the project, recipient agencies will dedicate some staffing resources completely to the project, while at the same time relying on additional staff for indirect support in areas such as communications, logistics support, and supply.

B. Targeting Methodology

73. A Project Targeting Index was constructed to identify governorates and districts for intervention, to ensure that inputs are directed to those areas most in need and to ensure geographic diversity. This composite index takes into account several key indicators, including a severity index and education sector-specific variables. In constructing the Project Targeting Index (PTI)⁴⁸, the following indicators were considered:

- i. **Share of school-age children in need**⁴⁹: This is a composite indicator developed by UNOCHA. Four indicators are used to estimate education needs severity in every district of Yemen:
 - (1) Children's access to education in the district (enrolment rate);
 - (2) Percentage of affected schools⁵⁰ in the district;
 - (3) Schools located in areas affected by cholera or other epidemic infections;
 - (4) Number of teachers and school-based staff not in receipt of incentives and/or salary allowances.
- ii. **Share of IDPs**: This indicator measures the share of IDPs in each governorate. The most severe needs across multiple sectors are concentrated in areas with large numbers of IDPs and returnees.⁵¹
- iii. **Share of female students**: This indicator measures the share of female students in each governorate and district.

⁴⁷ World Bank, IDA19 deputies report, Annex 3, paragraph 10, page 102.

⁴⁸ Finn, A; Masaki, T. (2020). Subnational Targeting of Project Sites Using PTI. Retrieved from <http://documents1.worldbank.org/curated/en/993931596523347991/pdf/Subnational-Targeting-of-Project-Sites-Using-Project-Targeting-Index-PTI.pdf>.

⁴⁹ United Nations. Humanitarian Needs Overview. (2019). Retrieved from <https://yemen.un.org/en/11690-yemen-2019-humanitarian-needs-overview#:~:text=The%20humanitarian%20crisis%20in%20Yemen,who%20are%20in%20acute%20need>

⁵⁰ Affected schools measures the impact on functionality of schools due to (i) total damage, (ii) use by IDPs or armed groups, (iii) used as DTCs, and (iv) insecurity in the area

⁵¹ Ibid.



- iv. **Food security**.⁵² This indicator is based on the Food Consumption Score (FCS). It is a score calculated using the frequency of consumption of different food groups consumed by a household during the seven days before the survey. It shows the share of survey respondents at district-level with a poor FCS.
- iv. **Ease of access**⁵³: UNOCHA scores all districts in Yemen on a three-point severity scale, ranging from ‘accessible’ to ‘medium constraints’ to ‘high access constraints’:
 - o **Low access constraints**: Relatively few access constraints. Armed groups, checkpoints, airstrikes or other impediments such as administrative obstacles may be present and may significantly impede humanitarian activities. However, with adequate resources and clearances, humanitarian organizations can still operate and reach all or nearly all targeted people in need.
 - o **Medium access constraints**: Armed groups, checkpoints, air strikes and other impediments are present, and often result in restrictions on humanitarian movements and operations. Operations continue in these areas with regular restrictions.
 - o **High access constraints**: Armed groups, checkpoints, air strikes or other impediments are present and very often result in restrictions on humanitarian movements and operations. Operations in these areas face high difficulties and sometimes are impossible. Even with adequate resources, partners would be unable to reach more than a minority of targeted people in need.

74. **The selected set of indicators was aggregated to construct a composite index.** Some of the indicators (share of IDPs for example) vary significantly across the country. If this indicator is combined with other indicators with limited variation, the composite PTI indicator tends to heavily reflect the geographic pattern of the share of IDPs. To avoid this, the PTI standardizes all indicators to have mean and variance of 0 and 1 respectively. These standardized indicators are then combined into a composite index. The PTI aggregates the standardized indicators with weights (see Table 2), which reflect the relative importance of each variable. As the weight of an indicator increases, the geographic distribution of priority areas of PTI is more affected by that indicator.

Table 2. The list of indicators along with their weight towards the composite indicator

Indicator	Weight
Share of school-age children in need	3.5
Share of IDPs	2
Share of female students	1.5
Ease of access	1.5
Food insecurity	2

75. **Figure 2 shows the priority map based on a baseline PTI that assigns the above weights to the selected indicators at the governorate level.** The areas in red on the map represent areas of higher priority in the country according to the PTI.

⁵² Data source: WFP.

⁵³ OCHA. (2019). Yemen: Humanitarian Access Severity Overview. Retrieved from: https://reliefweb.int/sites/reliefweb.int/files/resources/OCHA_Yemen_Humanitarian_Access_Severity_Overview_Jan_2019.pdf



79. The TEP 2019/20-2021/22 emphasizes the importance of day-to-day follow-up and monitoring at the central level. At the decentralized level, the Educational Offices in the Governorates and Districts and school administrations will be included in daily follow-up and monitoring to ensure that activities are carried out according to the objectives and indicators defined in the project.

80. Lessons learned from other projects include those around effective applications for technology-driven solutions both in project monitoring and service delivery, as appropriate in the Yemeni context. In addition, other technology-based real-time monitoring using geo-tagging will be explored and piloted.

D. Sustainability

81. The proposed project contributes to sustainability in two ways. First, the project aims to support and preserve the national implementation capacity by investing in the existing local structure of education service delivery, which will help maintain the main foundations of the system for a speedy post-conflict recovery of the education system. This also includes focusing on retaining available human resources, such as teachers, and the core functions of the system. Second, the project will support a community-based approach. In addition, the project's focus on school age children as well as on children whose education has been interrupted will contribute to preserving the future of Yemen during the ongoing crisis. With the school package the project aims to provide the essential elements that are needed to ensure learning continuity, and thus reduce dropout and enhance access.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

Climate Risk and Disaster Screening

82. **Climate Risk and Disaster Screening.** The project has been screened for climate change and several vulnerabilities were identified through the process. The overall assessment of potential risks in the Summary Climate and Disaster Risk Screening Report is "high" due to increasing temperatures which are projected to increase by about 1.2-3.3°C by the 2060s, and by 1.6-5.1 by the end of the century with the rate of warming being more rapid in the interior regions than in areas close to the coast. The two other key impacts of climate change affecting Yemen are intensifying droughts and seasonal flooding. Indeed, an increase of 29 percent in total annual precipitation over the last 30 years was observed. However, a decrease in the average rainfall at a rate of 12 mm per month per decade, generally affecting the drier season, with noted declines in the Highlands has also been suggested. While regular flooding has historically been beneficial for agriculture in Yemen, high magnitude flooding often leads to losses of cropland, uprooting of fruit trees, death of animals caught in high floodwater surges, and destruction of infrastructure, such as schools, irrigation facilities and rural roads. At the same time, current longer dry periods and drought has led to desertification, accounting for 3-5 percent annual loss in arable land. Both floods and drought have contributed to diminishing crop yields. Water scarcity continues to be the largest hindrance to agricultural productivity in Yemen, and further depletion of water resources is expected to reduce agricultural productivity by up to 40 percent.⁵⁴ This imposes a great food insecurity risk, leading malnutrition among children and low performance levels. With limited infrastructure and services; and the ongoing conflict, Yemen is highly exposed to the consequences of these hazards and increased poverty which increases their vulnerability to climate change impacts.

⁵⁴ Yemen Country Profile,

https://www.climatelinks.org/sites/default/files/asset/document/2016_USAID%20GCC%20Office_Climate%20Risk%20Profile_Yemen.pdf



83. **Project financing to strengthen local adaptation and resilience to climate change: The proposed project explicitly strengthens Yemen’s adaptive capacity and resilience against climate-induced shocks.** All school rehabilitation will be based on an assessment to determine the needs, following inter alia the standards for safe and sustainable buildings in natural disaster-prone areas. They will also incorporate good practices about resilience to climate hazards. For example, they will use climate-proof, energy efficient designs to alleviate heat and allow for cooling ventilation during heatwaves. Furthermore, as part of rehabilitation of WASH facilities, age-appropriate signage could be installed to conserve energy and water in school facilities to raise awareness for the importance of conserving scarce resources (Subcomponent 1.4: School Infrastructure Improvement). New equipment, especially those to be used for alternative learning, for educational technology pilots and strengthening local capacity, will be required to be energy efficient (Component 1.c, Subcomponents 2.1 and 2.2). In addition, the teacher professional development program as well as the trainings for education officers will be designed with climate resilience in mind. For example, these programs could include: (a) a module on ensuring children’s well-being during periods of extreme temperatures and droughts and/ or (b) a module on “Emergency Procedures” with guidelines on how to protect children’s health and safety during crises (both conflict-related and natural disasters). Finally, by mitigating hunger and malnutrition through school feeding (Subcomponent 1.2), children will gain greater access to food and safe drinking water and benefit from healthy growth and an increased resilience to shocks, including those stemming from natural disasters caused by climate change.

84. **The project will also finance payments to rural female teachers which will increase their adaptation capacities to climate change impacts.** Rural women are disproportionately vulnerable to the effects of natural disasters and climate change⁵⁵ as they have less overall access to assets, services and voice to adapt to these impacts.⁵⁶ Response and recovery efforts can also increase or reinforce existing inequalities as a lack of understanding of gender dimensions impede equitable distribution of recovery assistance.⁵⁷ It is expected that performance-based cash transfers under component 1 will also contribute to increase climate adaptation capacities in teachers’ families and help them to access to resources, such as greater food security, clean water and shelter in case of natural disaster, or extreme heat and drought periods.

85. **Citizen engagement.** Each partner has developed community engagement approaches/methods which increased ownership, transparency and accountability, and brought local communities together and enhanced social cohesion. Partners will continue to involve local communities, through Fathers and Mothers Councils, student committees, local committees and organizations, and community leaders and decision-makers, as well as traditional leaders to play an active role in planning, implementation, and monitoring of activities. For the WASH rehabilitation in schools, water user associations shall be consulted by the implementing partners. Their engagement is critical to ensure that activities respond to the needs of each school and to promote social accountability. Their participation is expected to improve the trust within and between communities and schools and contribute to the sustainability of the project outcomes to keep children in school and enhance their learning. Partners will closely involve local communities in various activities,

⁵⁵ Gender and Climate change. Three Things you should know. The World Bank Group. Washington, D.C.2011.<http://documents1.worldbank.org/curated/en/274081468183862921/pdf/658420REPLACEM00Box374367B00PUBLIC0.pdf>

⁵⁶ Usually, women are in charge of tasks such as collecting water and harvesting vegetable gardens. Due to climate change impacts, these tasks are becoming even harder and taking more time, that could be allocated to other productive tasks such as teaching, studying or other higher paying jobs. A 2007 study of 141 natural disasters over 1981–2002 found that when economic and social rights are realized equally for both sexes, disaster-related death rates do not differ significantly for men and women. However, when women’s rights and socio-economic status are not equal to those of men, more women than men die in disasters. Gender and Climate change. Three Things you should know. The World Bank Group. Washington, D.C. 2011.

⁵⁷ For example, entitlement programs have traditionally favored men over women, tenants of record, bank-account holders, and perceived heads of households. The recovery process offers specific opportunities to promote gender equality by including women in program design and implementation of programs to promote their employability, and access to resources to adapt to impacts provoke by climate change.



including distribution of learning materials and school feeding; contributions to school rehabilitation work (e.g., WASH); and providing feedback on learning activities. They will also play an active role in monitoring activities such as school rehabilitation and teacher attendance.

Economic and Financial Analysis

86. **The economic and financial analysis uses a quantitative approach to estimate the development impact of the project.**⁵⁸ It is structured in three parts: (i) estimate of the project's developmental impact in terms of increased years of education and learning - based on evidence from the academic literature; (ii) cost benefit analysis and calculation of the internal rate of return; and (iii) the project's impact on the Learning-Adjusted Years of Education for beneficiary students.

87. **For targeted students, the project is expected to raise learning outcomes by 0.85 standard deviations and increase years of education by 0.68 education attainment.** This results in productivity gains as students have higher wages when entering the labor market. To shed light on the overall ramification of the project and how it impacts the beneficiaries, the analysis relies on a variety of rigorous impact evaluations, meta-analyses, literature reviews, and complementary studies to estimate the impacts of this proposed project on learning outcomes and additional years of schooling for the average beneficiary student. Specifically, seven channels of quantifiable benefits were identified – teacher performance-based payments, teacher training, distribution of learning and teaching materials, school feeding, school infrastructure rehabilitation, distance learning and capacity building for education service delivery. These channels collectively improve student learning and increase educational attainment, leading to higher productivity in the long term.

88. **The economic analysis estimates a 12.53 percent internal rate of return and an overall benefit-cost ratio of 3.54.** Using the cost levied by the project and the monetary benefits deriving from the increase in learning and additional years of education, the analysis estimates a positive benefit cost ratio of 3.54 and the project's internal return to be 12.53 percent. Based on a set of assumption (see Annex 5), each student who benefits from the project activities, will have future wages increase by 5.1 percent. These benefits are only stemming from the group of students benefiting from the project directly and omit positive externalities and indirect benefits for other students in the analysis.

89. **Lastly, the analysis estimates a 0.89 increase on Learning Adjusted Years of Schooling (LAYS).** By increasing standardized tests scores by 0.85 standard deviations and 0.68 of additional years of education, the project is translated into an increase of 0.89 in LAYS. These improvements are benefiting only the beneficiary students. If the project was implemented throughout Yemen and cover the full student population, Yemen would benefit from a higher LAYS of 5.1 instead of the current 4.2.

90. Further, there are important individual and social gains from investing in education, nonetheless, many of them cannot be captured in this analysis due to data restrictions and benefits that are not quantifiable in nature. Specifically, the effect of a better capacity which no doubt has positive effects on the whole school systems and impacts directly to students cannot be quantified.

B. Fiduciary

91. **Financial Management and Procurement arrangements.** For parts of the project implemented by UN agencies, the financial management (FM) arrangements will be governed by the Financial Management Financial Agreement

⁵⁸ The economic and financial analysis assumes that the project activities reach 1000 schools. Estimates will change should project activities reach more schools.



(FMFA) between the World Bank and the UN agencies, which provides for the use of the UN’s Financial Regulations. For procurement, UNICEF and WFP will follow its own procurement procedures as Alternative Procurement Arrangements, as provided under the World Bank New Procurement Framework Policy Section III. F. Procurement procedures were assessed and found acceptable to the World Bank under agreements with UN agencies. For parts of the project implemented by Save the Children, World Bank’s procurement policies apply. A full scope fiduciary assessment of Save the Children International (SCI) was conducted through the auditing and consulting firm Binder-Dijker-Otte Jordan and additional meetings were conducted by the World Bank with the consulting firm, Save the Children and SCI Yemen Country Office to conclude this assessment. No central government institution or officials will receive any payments, directly or indirectly, using proceeds provided from IDA.

(i) Financial Management

Financial Management (UNICEF and WFP)

92. The FM arrangements of this project will take into consideration all the management actions agreed with UNICEF to mitigate FM risks for the ongoing EHNP and ECRP projects. Similar arrangements will be applied by WFP. UNICEF and WFP will maintain separate accounts for the project and retain supporting documentation as per its rules and regulations.⁵⁹ The proposed project will use unaudited Interim Financial Reports (IFRs) for disbursements and will submit the reports on six-monthly basis to the World Bank. Funds will flow from the World Bank to UNICEF and WFP and onward to the ultimate beneficiaries. The project will follow the audit arrangements agreed between the World Bank and UN agencies as per the FMFA.

93. **Fiduciary risk is High.** Table 3 describes the elements of fiduciary risk for the proposed project and the respective mitigating measures. The FM risk of this project is high as some of the below proposed mitigating measures are of long-term nature due to the level of work required, which will also be impacted by the conflict situation and the pandemic circumstances. Implementation of mitigation measures will be reviewed, and the risks will be reassessed, as part of the continuous implementation support for the project. The project residual risk can become substantial provided all proposed risk mitigation measures are implemented.

⁵⁹ As per WFP’s document retention policy, the following documents are retained for six years: financial records, original invoices, payroll documents, payment and receipt vouchers.



Table 3. Fiduciary Risks and Mitigation Measures for the Proposed Project

FM Risks	Proposed Mitigation Measures
<p>High risk due to limited capacity and fragile independence of TPMs/auditors, implementing partners (IPs), and M&E consultants. This risk derives from the conflict in Yemen, resulting in reliance on local firms hired directly by UNICEF and WFP.</p> <p>Impact: Misuse of funds and inaccurate reported results. UNICEF/WFP and the World Bank are relying on the work of IPs and reports from various types of monitoring and review agents, while there is no proof that those IPs and agents have been recently assessed to have the appropriate capacity for the assigned tasks. The fact that contracts of TPMs and auditors can be terminated directly by the hiring agency may also have a negative impact on their independence and impartiality in reporting findings.</p>	<ul style="list-style-type: none"> - New assessments of the IPs/TPM agents and audit firms to take stock. - The World Bank will explore, with the help of Yemeni Association of Accountants and Auditors, areas where capacity building support need to be provided to local firms. - TORs for TPMs will be prepared in agreement with the World Bank. - Implementing Partners will share promptly (after triangulation) reports of TPM agency with the World Bank. - Implementation of these mitigation measures will reduce the risk to Substantial.
<p>High risk related to fraud and corruption due to use of cash in IDA projects.</p> <p>Impact: Misuse of IDA and GPE funds</p>	<ul style="list-style-type: none"> - Regular FM reviews during supervision missions to ensure that UNICEF and WFP are complying with the agreed rules/regulations between the World Bank and Implementing Partners and that proper controls are in place. - UNICEF and WFP will use a Direct Implementation modality and reimbursement modalities for this project, in which funds will flow directly from their accounts to the ultimate beneficiaries/recipients, except for minimal operational, monitoring and supervision costs that may be required for their implementing partners. - UNICEF and WFP will rely where possible on mobile banking and payment agencies to ensure that the funds reach the legitimate beneficiaries - Implementation of these mitigation measures will reduce the risk to Substantial.
<p>High risk due to limited capacity of national and international staff on the ground.</p> <p>Impact: Inadequate controls are applied, augmenting the risk of misuse of funds; a gap emerges between what is reported and what is implemented on the ground (inaccurate reporting of results).</p>	<ul style="list-style-type: none"> - UNICEF and WFP will ensure its finance and compliance departments are sufficiently staffed with qualified individuals who will be responsible for the ex-ante and ex-post review of all transactions. - Implementation of these mitigation measures will reduce the risk to Substantial.
<p>High risk due to improper use of funds</p> <p>Impact: Using the funds for un-intended purposes.</p>	<ul style="list-style-type: none"> - Use of Direct Implementation and reimbursement modalities that ensure accomplishment of work



	before payment and reporting of expenditures with exception of minor operational costs (see above).
<p>High risk due to limited access to areas (nationally and sub-nationally) due to conflict.</p> <p>Impact: The number of project beneficiaries could be affected; the capability of TPM and monitoring agents to access those areas and provide assurance on the work could also be affected.</p>	<ul style="list-style-type: none"> - Regular check by the World Bank with the UN agencies, national institutions, and monitoring agents to assess the magnitude of this risk and areas affected (i.e. whenever there is an update on the situation that may affect movement). - World Bank and UN agencies to be ready with plan B in cases where this risk materializes. The residual risk remains High.

94. **Accounting and financial reporting:** UNICEF and WFP will: (i) maintain a FM system, including records and accounts, adequate to reflect the transactions related to the activities, in accordance with the requirements of the UN Financial Regulations; (ii) maintain a separate ledger account (Grant Control Account) in their books to record the financial transactions of this project; and (iii) prepare, on a six-months basis, IFRs, in accordance with accounting standards established pursuant to the UN Financial Regulations and in the format agreed with the World Bank, adequate to reflect the expenditures related to the project. The IFRs will be provided to the World Bank no later than 45 days after the end of each semester.

95. **Internal controls:** To ensure proper controls are applied over the use of funds, UNICEF and WFP will ensure the following:

- The UNICEF/WFP finance teams located in the field are comprised of sufficient qualified staff to review and properly maintain and file all original supporting documents of the project. The finance team will also ensure that proper controls are in place over the use of funds and that payments are made for eligible expenditures with consideration to economy and efficiency.
- The compliance teams of UNICEF/WFP will assist their finance team to ensure arrangements are in place for funds to reach the legitimate beneficiaries.
- UNICEF/WFP finance and compliance teams will ensure proper controls are in place for management and recording of inventory. In addition, they will ensure that proper measures are in place to prevent double-dipping of activities.
- Adequate financial and technical reviews, as agreed with the World Bank, are conducted regularly by the TPMs and UNICEF/WFP finance and/or M&E teams.
- In case of payments to individuals in return for goods or services rendered, UNICEF and WFP will use mobile banking where applicable, payment agencies or other methods that can provide a high level of assurance that funds reached the intended beneficiaries.
- UNICEF and WFP will ensure that IFRs are properly reviewed and approved before submission to the World Bank. In addition, IFR reported expenditures will include no advances other than those agreed with the World Bank and disclosed in the IFR.
- Payment of teachers’ incentives and salary allowances: UNICEF has a system in place by which an independent verification firm verifies the identity, eligibility and performance of the beneficiary. Similar controls to those applied over the ECT project will be used for payment of teachers’ incentives. Those controls include the use of the MIS with the real-time data monitoring, TPM monitoring to check through teachers that amounts were received and through communities that schools were open for children to learn, the GRM and fraud investigation organization to investigate complaints and possible cases of misuse, use of payment agencies that will also provide letters of guarantees similar to the ECT process in addition to the UNICEF M&E officers who will monitor preparation and implementation of the process.



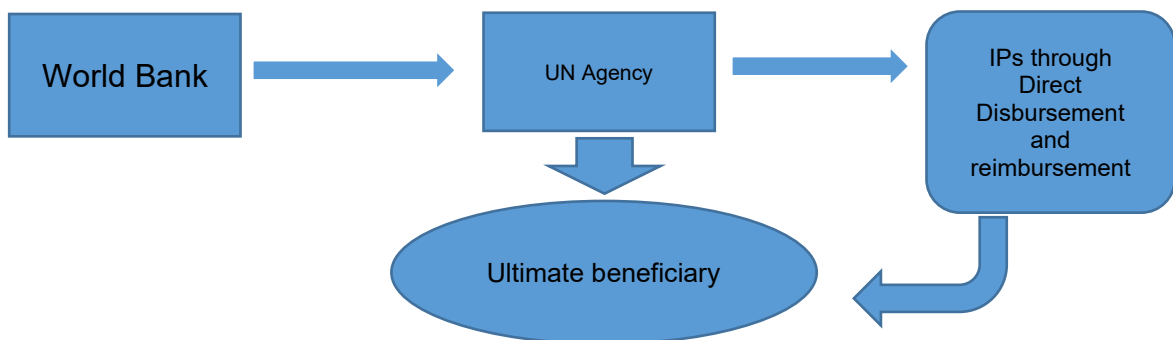
96. **Flow of funds:** The project will use the IFR method for the flow of funds to UNICEF and WFP. IFRs will be reviewed by the financial TPM hired for the project before submission to the World Bank. The form and substance of the IFR report was agreed. For this project, UNICEF and WFP will use the Direct Implementation modality as much as possible, to mitigate any risk associated with advances to implementing partners, by which funds will flow from the Bank to UNICEF/WFP and then to the ultimate beneficiaries/recipients without going through intermediary accounts.

97. Funds will flow from the World Bank to the UN agencies corporate accounts. Transfer from the UN corporate accounts to UNICEF and WFP in Yemen will be based on the annual forecasts. UN agencies disburse in US\$ and the Implementing Partners obtain market rates based on UN rate, triggered by UNDP’s monitoring of daily market transactions through the Yemeni association for money exchangers. Implementing Partners (IP) follow the UN announced rates and ensure that the commercial banks they are dealing with apply that rate. Payments to entities UNICEF will contract or partner with, will be paid in local currency at the US\$ equivalent applicable UN rate of exchange for the month of payment.

98. According to UNICEF system, payments of incentives and salary allowances for teachers and/or school-based staff will be processed upon presentation of a project approved ID at the cashier’s office that matches that of the person in front of him/her and the information on the payment list. At the start of every payment cycle, the Payment Agency, in charge of processing the payments to beneficiaries, receive from UNICEF a payment list, through an encrypted web-based interface, which not only contains the information of who to pay and how much to pay, it contains only the beneficiaries assigned to them along with specific payment flags which, for certain beneficiaries which require additional verification measures, restrict or pre-condition the payment to the submission of pre-established documents.

99. Conversion to YER is made directly by the UN implementing agency, if the payment is made directly by the UN agency to the beneficiaries (e.g., teacher payments are made in local currency). In case the payment is made by the Implementing Partner and the amount is transferred from the UN agency to the IP in US\$, the IP converts the amount when the payment is made using the UN exchange rate. In case the IP is a government entity at the decentralized level, the amount is transferred from the UN agency to the governorate office in YR and conversion is done by the UN agency.

100. Due to the unstable foreign exchange market in the south, it is preferable that conversions of US\$ to YER are all handled by the receiving UN agencies and funds transferred to IPs are all in YER. This point will also require close monitoring of UN agencies to ensure no manipulation occurs by any of the involved parties in the operation, including commercial banks.



101. Use of advances to implementing partners will be limited. In cases when advances are used, UNICEF/WFP will ensure proper controls are in place, such as: (i) the advances will not exceed certain thresholds; (ii) no new advances are



released to implementing agents unless previous advances are fully settled (in cases of partial settlement, additional funds can be provided within the limit of the partial settlements made); (iii) all original supporting documents for expenditures incurred under the project will be maintained by UNICEF and WFP in line with their rules and regulations; (iv) all advances have proper audit trails; (v) no advances will be reported to the World Bank as expenditures in the IFR; and (vi) IPs receiving advances are regularly assessed, subject to spot-checks and audits.

102. UNICEF and WFP will exert all efforts to ensure that funds reach the ultimate beneficiaries with sufficient evidence provided.

103. UNICEF and WFP, when needed, will ensure accurate lists of beneficiaries are developed for reporting of results. Such lists, where applicable, will be made available to TPMs and auditors for selection of samples for reviews.

104. Project's IFR will be subject to the review of the TPM before submission to the World Bank.

105. **Audit⁶⁰:** The project will be subject to the audit arrangements applicable to UNICEF and WFP as set out in the UN's Financial Regulations. UNICEF and WFP will make the audited financial statements and accompanying reports available to the World Bank. UNICEF and WFP will retain all records in line with their rules and regulations, evidencing all expenditures in respect of which withdrawals of proceeds were made.

106. The Bank may require additional audits in accordance with TORs agreed between the Bank and UNICEF/WFP.

107. The FM risk rating and proposed mitigation measures are based on project-specific assessments and reviews of external and internal audit reports. The main findings were related to supervision, monitoring, and advancing funds to IPs, which could result in increased risk of misuse of resources and occasional incidents of actual misuse advancing funds. The FM design has taken this into consideration through proposing more use of the reimbursement and direct disbursement modalities in addition to controls over the use of advances.

108. **Implementation Support Plan:** The World Bank will carry out quarterly (virtual) implementation support of project activities. It will include review of financial reports provided by UNICEF/WFP and TPMs and review that control procedures applied.

Financial Management (Save the Children)

109. **Staffing:** SCI Yemen country office assigned seventeen qualified and well-educated finance staff since they receive a specialized training once hired in the finance department. There are clear lines of reporting and accountability between the finance department staff. Additionally, all the finance key positions are occupied except the country office Finance Coordinator position is still vacant, but SCI Yemen has adopted the current situation by distributing the coordinator's duties to other finance staff to cover all finance responsibilities. According to SCI, this position will be replaced by the finance and award manager position by Q1 2021. SCI Yemen has 9 branches and each branch has its own finance and accounting staff. Each branch has one finance coordinator and one or two finance officers based on the volume of grants managed by the branch.

110. **Accounting and reporting:** SCI Yemen has established financial reporting procedures described clearly in the Finance Manual which specifies what reports are to be prepared, the source system for key reports, the frequency of

⁶⁰ Please refer to UN agencies audit reports: <https://worldbankgroup.sharepoint.com/sites/wbunits/opcs/Pages/pc/FM-Arrangements-in-Engaging-UN-Agencies--08202018-153017/Audit-Reports-11092018-171210.aspx>. A summary is provided in the Annex.



preparation, their contents and use.

111. Generally, SCI Yemen Accounting System called Agresso is used efficiently in a way that allows a proper recording of the organization's financial transactions per project (cost center) according to the source of fund. All the related functional responsibilities are separately performed by different teams.

112. SCI Yemen does not prepare Financial Statements for the Sana'a office. A general Annual Financial Statement is prepared for all SCI offices in all countries (generates all financial data through the system, as the headquarter office has access to the financial records). It was agreed that an Annual Financial Statements for the project will be issued using cash basis of accounting while commitments will be monitored separately by the SCI project team.

113. **Internal controls:** SCI Yemen reconciles the bank balances and cash ledger on a monthly basis. SCI Yemen has robust internal controls and a financial system that consists of a set of rules, policies, procedures, and comprehensive manuals that are well documented and easily accessible by SCI Yemen's staff. Additionally, SCI Yemen shows adherence to these policies and controls. The major risk areas that were observed during the assessment are:

- i. Mainly, that the annual audit is only conducted at SCI Head Office and not for the country offices. Based on that, a consolidated financial statement was provided not separately for each country office and this creates a risk. Since SCI Yemen does not issue separate financial statements, the financial stability cannot be predicted. But based on the assessment of projects and the funds received by SCI Yemen, SCI Yemen shows basic financial stability. In this regard, SCI Yemen will have a separate audit for the project based on TORs acceptable by the World Bank.
- ii. SCI Yemen has 48 bank accounts in Yemen (country and local offices) and operates with three banking institutions in Yemen that have international swift codes to transfer funds. This risk was mitigated by SCI Yemen by adopting the procedures indicated in the Finance Manual that states "Closing a bank account: If it is decided to close a bank account, this can be done once all transactions have been processed. All outstanding cheques must have cleared or been voided, and any final balance transferred to another account. A final bank statement showing zero balance must be filed and the account made inactive in the finance system. Authorization to close a bank account is required, using the bank account closing authorization form, as follows: - main account – Country Director and treasurer - sub-office accounts – approval of Country Director and Regional Director if using the treasury approved bank. If using a different bank, then approval of treasury is also required."

114. **Flow of funds:** The project will use the IFR method for the flow of funds to SCI. IFRs will be reviewed by the TPMA or the auditor hired for the project before submission to the World Bank. Flow of funds depends on the monthly cash forecast provided by the branches and the country office. Cash needs are transferred from the regional office in Amman to the SCI Yemen country office and review of cash balances are monthly monitored by the region.

115. Different exchange rates applied in the country may cause a risk of foreign exchange losses. Currently, SCI Yemen mitigates this risk to medium through adopting SCI international policy named "Foreign Exchange Policy" by trying to get the best rate from different banks.

116. Project IFRs will be reviewed by the TPM before submission to the Bank. The IFRs will be quarterly due after 45 days from the end of the quarter.

117. **Audit:** SCI Yemen has a compliance team that conducts monthly checks based on an annual plan. There is a system in place to follow up on issues raised by the compliance team with monitoring by the regional office. It was agreed that



an annual financial statement of the project will be prepared and audited by an external auditor and according to the terms of reference acceptable to the World Bank. The audit will be due six months after. A clean opinion was issued for Save the Children for the year 2019 and it is published on their website.

118. **Implementation Support Plan:** The World Bank will carry out quarterly implementation support of SCI project activities. It will include review of financial reports provided, TPMs and samples of expenditures supporting documentation and control procedures applied.

119. **Third Party Monitoring:** The TPM work for this operation will produce periodic reports that will cover the review of both technical and financial aspects. The TPM report will indicate the impact on the use of funds resulting from technical red flags.

(ii) Procurement

120. **The World Bank will rely on and apply UNICEF's and WFP's rules and procedures as Alternative Procurement Arrangements (APA)** in accordance with the World Bank's Procurement Regulations Section III. F. This implementation arrangement is based on the fact that a corporate assessment of both agencies was carried out against the World Bank's Core Procurement Principles and Governance requirements, conducted as part of global World Bank engagement with UN agencies and found acceptable and meet World Bank's requirements.

121. **SCI Yemen will be implementing the activities related to teacher training, development of learning materials and learning assessments.** For SCI, all procurable project activities will be subject to the "World Bank Procurement Regulations for IPF Borrowers", dated July 2016, revised November 2017 and August 2018 (Procurement Regulations) and the "Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants" (Anti-Corruption Guidelines), dated October 15, 2006, and revised in January 2011 and as of July 1, 2016.

122. **The World Bank conducted a procurement capacity assessment of UNICEF and WFP Yemen country offices.** The assessment revealed that while UNICEF has good in-house procurement capacity, there will be a staffing gap with the expected increase of workload under this project. Among other projects under implementation by UNICEF, two are funded by IDA: Emergency Health and Nutrition Project and COVID-19 Response Project. The WFP 2020 Internal Audit concludes that the WFP's Country Office is partially satisfactory with few weak areas which will affect procurement and distribution of school feeding. These weaknesses are related to: (i) staff dedicated to food quality and safety, (ii) local vendors capacities, (iii) food deliveries on time and (iv) adequate warehouses and storage facilities at some distribution points. In addition, specific due diligence will be implemented (see section on risks and mitigation measures).

123. **The SCI Yemen assessment has been conducted by an independent third party and concludes that SCI Yemen has well established Internal procurement procedures** which set clearly: (i) the Procurement Process, (ii) Procurement Oversight, (iii) Record Keeping and document management systems, (iv) Accountability for Procurement Decisions, (v) Review of Procurement Decisions and Resolution of Complaints, (vi) Staffing and recruitment; and (vii) Procurement Planning, procurement processes, and contract management. SCI Yemen's procurement procedures manual was revised in 2017 to meet most of the core procurement principles of value for money, economy, efficiency, effectiveness, integrity, transparency and fairness and accountability. It's well organized and structured. The manual includes a description of all procedures needed to run the procurement cycle and it has been updated in October 2019. The content is clear and accessible to all engaged staff. SCI's procurement manual sets following thresholds by procurement method:

- a) Single Quotation Procedure (min. 1): US\$101 -US\$1,000



- b) Simple Quotation Procedure (min. 3): US\$1,001 – US\$10,000
- c) Formal Quotation Procedure: US\$10,001 – US\$100,000
- d) Open National Tender Procedure: US\$100,001 – US\$250,000
- e) Open International Tender Procedure: >US\$250,001

124. **SCI Staffing:** The regional office is well staffed with: Supply Chain Director, Supply Chain Assistant, Supply Chain Manager (Procurement), Procurement Coordinator, Procurement Assistant, Procurement coordinator and Procurement Officer.

125. **Procurable activities. Procurement activities envisaged under the project** will be mainly the following: (i) **UNICEF** will procure and distribute school supplies and will also contract following its own procedures with national implementing partner for minor rehabilitation of school infrastructure (incl. WASH) and will remain vis a vis the Bank responsible for the implementation of the activity. (ii) **WFP** will be in charge of the school feeding procurement. (ii) procurable activities for **SCI** will be limited to development, printing and distribution of learning materials, development and roll-out e-learning programs and/or self-education home based material and scaling up of education technologies. Other activities like teacher training, learning assessment/classroom observations, capacity building for school principals and administrators, will not be subject to procurement. How to procure these activities will be developed after a local and international market analysis to determine the fit for purpose market approaches. Main procurable activities are related to: (i) Consulting firms (for training development and delivery; for conducting capacity assessment); (ii) Individual consultants (for training delivery); (iii) Goods (laptops; equipment for internet connection) and Services other than Consulting services (printing; delivery of goods; training facilities).

126. **Project Procurement Strategy for Development (PPSD) and Procurement Plan.** A PSD and an initial Procurement Plans/descriptions of procurement activities for the whole project was prepared and will be finalized during implementation in accordance with paragraph A.3 in section III of the World Bank Guidance "Procurement in Situations of Urgent need of Assistance or Capacity Constraints".

127. **The Procurement Risk is rated High** due to the security situation in Yemen, composition of the marketplace (limited competition and availability of service delivery), and the nature of project activities which are not complex but might be impacted by the situation on the ground in conflict or post-conflict zones.

128. **The project includes risk mitigation measures common to the three implementing agencies such as frequent reporting, supplemented by regular direct contact between the World Bank and all implementing agencies to review the status of activities.** Aside from more frequent and detailed reporting, combined with closer supervision by the World Bank, the Bank will (i) review the procurement plan and its respective updates, (ii) include in Third Party Monitoring (TPM) scope the need to verify on a sample basis if suppliers, contractors and consultants under the project have disclosed whether or not they have been debarred or temporarily suspended by the Bank and that procurement documents used under the project i.e. RFQ, RFP, ITB specify the arrangements for aggrieved bidders to raise their complaints and have them addressed, and (iii) review TORs of TPM in collaboration with implementing partners. For WFP, it is required to implement the following internal audit agreed actions: (i) ensure adequate staffing capacity including an international specialist in food safety and quality; (ii) review the food quality management plan and update mitigating measures as necessary and complete implementation of the plan; (iii) following a market assessment, adjust the components of the school feeding food basket and the ratio of international versus local procurement based on an assessment of the capacity of local third parties; (iv) agree on a process for expediting deliveries with local authorities; and (v) incorporate results of warehouse/store assessments in the database of cooperating partners evaluations. In addition, to mitigate foreseen procurement-related risks to SCI Yemen, the following measures will be implemented: (a)



SCI will assign qualified and experienced procurement staff to be responsible for managing and supervising all procurement activities under the project; (b) the POM will include detailed explanation of all procurement steps, decision-making, and management of records to integrate procurement processing; and (c) close support will be provided by the World Bank staff as needed.

129. **Each agency will be responsible for:** (i) implementing the procurement plan satisfactory the World Bank; (ii) UNICEF will be responsible for hiring the TPMA for the whole project; UNICEF will, in consultation with WFP and Save the Children, consolidate and share TPM reports after triangulation among partners promptly (within 15 days) with WFP, Save the Children and the World Bank. UNICEF will not be accountable for content and follow-up actions required by WFP and Save the Children specifically; (iii) preparing a semi-annual report on the progress of procurement implementation, (iv) reporting on the indicators in the results framework; (v) providing other relevant performance information to the World Bank as requested; and (vi) engaging a firm(s) to conduct a financial audit as part of end-of-project M&E.

130. **Systematic Tracking of Exchanges in Procurement (STEP).** The use of STEP is required for activities which will be implemented by SCI Yemen. All procurement activities/documents will be uploaded to the system. It will define the market approach options, the selection methods, and contractual arrangements, and determine the World Bank Group’s prior/post reviews.

131. **Monitoring and implementation support.** The World Bank will have supervisory and implementation support roles. These include review of the Procurement Plans and their updates. Six-monthly progress reports on the implementation of the Procurement Plan activities will be prepared by each implementing agency and submitted to the World Bank no later than 15 working days after the end of each reporting period and a summary will be included in the global progress report. The three implementing agencies will include in the scope of their annual project-specific audits the procurement performance and compliance, TPM will be used to verify the project progress and the World Bank will review in collaboration with implementing partners related TORs. All procurement activities to be conducted by SCI will be subject to the World Bank’s prior review regardless of the amount or procurement method.

C. Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

132. **The following waiver is sought from the IDA Board of Executive Directors for the third-party implementation:** a waiver of application of the Anti-Corruption Guidelines for the IDA grant – a waiver is sought of the Bank Directive for Investment Project Financing and Section 5.14 of the IDA General Conditions for Credits and Grants for Investment Project Financing, which would otherwise require application of the World Bank’s Anti-Corruption Guidelines, in favor of relying on the fraud and corruption procedures of UNICEF and WFP.

D. Environmental and Social

(i) Environment

133. **The environmental risks and impacts of this project are rated Moderate** given the nature and the small scale of



the proposed rehabilitating works including the WASH facilities in schools under component 1. The environmental risks and impacts are expected to be minor, site-specific, and reversible. To mitigate potential risks and impacts, the implementing agencies will prepare and disclose an Environmental and Social Management Framework (ESMF) one month after effectiveness. No project activities will start before the disclosure of the ESMF. The site-specific Environmental and Social Management Plan (ESMPs) will be prepared including environmental and social provisions for contractors to address potential impacts such as construction dust, noise, waste as well as occupational health and safety. The site-specific ESMPs will be prepared and disclosed for each construction site prior to the commencement of any civil works.

134. The preparation and implementation of the site-specific ESMPs will be the responsibility of UNICEF, which will work with a Yemen implementation partner of the rehabilitation works under Component 1. Both UNICEF and its Yemen partner would have adequate arrangements for managing environmental and social aspects.

(ii) Social

135. **Social impacts and risks are rated Substantial:** The project will have significant positive social impacts in the education sector in Yemen. It will help address the immediate gaps and needs of education services, restore and help sustain children's access to education in the targeted areas, and strengthen education management capacity in Yemen. These project interventions will contribute to the recovery, reconstruction and long-term peace building efforts in the country.

136. The project is expected to have only minor impacts due to school rehabilitation works including for WASH facilities in schools. No land acquisition or resettlement is expected. Project interventions, however, may carry substantial social risks related to exclusion from project benefits, risks of Sexual Exploitation and Abuse/Sexual Harassment (SEA/SH), labor issues, possible tension and conflicts among beneficiary communities and districts, and possible corruption and elite capture for the cash payment components. Possible factors of exclusion could be due to gender, vulnerability, social and economic status. Non-transparency of cash payment process, inadequate disclosure of project information related to assistance schemes and their implementation arrangement could lead to tension and even conflict among the beneficiaries, local communities and even districts or potential supplier contractors. Students, female teachers and project female staff could also face SEA/SH issues, including vulnerability of students to sexual abuse/harassment in return for school feeding and supply of materials. There are also potential safety risks for students and teachers if the route to school is unsafe. Based on the above, the social risk rating of the project is recommended as substantial.

137. The project has followed two approaches to address these risks. First, the project will incorporate the required social considerations and interventions into its project component design to address the relevant risks. Inclusion and gender considerations are mainstreamed in the project design, e.g., the beneficiary school selection criteria and indicators, targeted assistance for female teachers, training programs, WASH facility design, etc. The project will also design and include an enhanced information disclosure practice for adequate and timely disclosure of relevant project information to the public to address the issue of transparency and possible risk of tension and conflict. Additionally, the project will put in place vigorous financial management and monitoring system against risks of leakage, corruption and elite capturing. Second, the project will develop stand-alone action plans such as the Gender-based Violence (GBV)/SEA/SH Action Plan to mitigate such risks; a final stakeholder engagement plan will be prepared to address stakeholder risks and promote stakeholder engagement under the project; labor management procedures will be developed to address labor risks among the project workers.

138. A project ESMF will be developed. The ESMF will document the risk assessments, their mitigation approach, specific interventions already included in the project design, and requirements and guidance to develop specific actions



at district and school level. The ESMF will also describe the steps involved in screening, assessing and mitigating potential negative environmental and social impacts of the project's investments and will recommend procedures, arrangements and measures to: Enhance positive and sustainable environmental and social outcomes associated with Project implementation; Support the integration of environmental and social aspects associated with the numerous sub-projects into the decision making process; Minimize environmental degradation as a result of either individual subprojects or their cumulative effects; Support and assist with the achievement of compliance with applicable laws and regulations and with relevant World Bank standards on environment and social development issues. The scope of the ESMF will cover all project components. The CERC section in the ESMF will be based on an indicative list of activities related to the likely emergencies that led to the CERC's inclusion in the project. This section will describe the potential emergencies and the types of activities likely to be financed and evaluates the potential risks and mitigation measures associated with them. The ESMF will also indicate which kinds of emergency response actions can proceed with no additional environmental or social assessment, and which activities would require assessment - and at what level- prior to being initiated. This ESMF will cover social risk assessment, gender mainstreaming, GBV/SEA action plan, vulnerability analysis and considerations, labor management procedures, information disclosure, OHS, security personnel risk, monitoring and evaluation, training and capacity building in environmental and social risk management.

139. Given the urgency of the situation, the preparation of this project is being processed according to the provisions of paragraph 12 of Section III of the Bank Policy: Investment Project Financing (Projects in Situations of Urgent Need of Assistance or Capacity Constraints), for a situation where the country is in urgent need of assistance because of a natural or man-made disaster. To facilitate an accelerated timetable to deliver support to Yemen through the proposed project, the preparation and the disclosure of the Environmental and Social Management Framework (ESMF), Labor Management Plan (LMP), final Stakeholder Engagement Plan (SEP) are deferred after Board approval and will be disclosed within one month of effectiveness. The implementing agencies (UNICEF, WFP and Save the Children) will prepare and implement these instruments through their trained environmental and social staff and resources provided by the project. As stated in the Environmental and Social Commitment Plan (ESCP, which is a binding commitment and an integral part of the financing agreements), no project activities will start until the ESMF is prepared and disclosed. The preliminary SEP was prepared and disclosed during project preparation, together with the ESCP and the ESRS.

140. **TPM.** TPM must include ESF aspects including: Reviewing ESCP/SEP/LMP/ESMF/ESMPs implementation status and compliance with the ESSs; tracking environmental and social performance; monitoring contractor or supply chain compliance; monitoring compliance and progress on project commitments; reviewing stakeholder engagement and grievance management; undertaking site visits to review documents and meet with workers, management, and stakeholders; Identifying corrective and preventive actions as needed and assisting the Recipient to incorporate these in an amended ESCP in a manner mutually agreed upon by the World Bank and implementing partners; Providing information for the Recipient to disclose to stakeholders, showing performance of the project or implementation of commitments.

141. **GRM:** The direct implementing partners for the project are UNICEF, WFP and Save the Children. The three implementing agencies have well-established independent Grievance and Redressal Mechanisms in place, that are based on common principles, have similar processes and policies for receiving and handling complaints and feedback, as well as for data protection; and include inter-agency referral mechanisms. They are designed to be accessible, collaborative, expeditious, and effective in resolving concerns, and each incorporates multiple, relevant entry points/channels for inputs to be submitted. If a grievance is received by an agency that relates to another implementing agency, the details of the complainant and the nature of the grievance will be forwarded to the concerned agency, with the complainant's permission. In addition, the agency that received the original grievance, with the consent of the complainant, also gives the contact details of the concerned organization to the complainant.



142. **UNICEF's** GRM for the project will be based and building on already established and functioning systems successfully implemented under existing UNICEF-supported projects in Yemen. The entire GRM will operate under the direct control of UNICEF's PMU for cash transfers in collaboration with UNICEF's Education section. The entire grievance collection and redressal process will be registered and recorded in the MIS and subjected to a comprehensive quality assurance process to ensure the mechanism's integrity and independence. Affected persons or communities can file their grievances through a toll-free line (8003090) to the call center that UNICEF has established. The call center can also be used by callers to obtain information. These calls are recorded as inquiries and immediately responded to by the call center agents. The call center is open six days a week and operates for a minimum of 10 hours a day. With 70 call center agents (both males and females) and 50 active lines, the call center has capacity to receive over 6,000 calls a day. The selected Yemen partner will also adopt its hotline number to receive calls and report to UNICEF upon agreed timeline.

143. **WFP's** primary point-of-access that beneficiaries can use to submit their feedback/complaints is the hotline. It is a toll-free hotline number (08002020) accessible from telecommunication networks across the country receiving calls related to all WFP humanitarian interventions and projects including School Feeding Program (SFP) during WFP official working hours (5 days a week from 8am until 4pm). The center is based in the WFP Country Office and reports to the internal Compliance Unit who is headed by a Senior International Officer. There is a total of 11 operators (7 females and 4 males) with 30 channels running at the same time. The call center number has been extensively publicized and hence as per monitoring data, close to 80 percent of beneficiaries have knowledge of one or more of WFP's feedback mechanisms. To date beneficiaries have utilized the hotline from all 22 governorates and 320 districts respectively.

144. **Save the Children** has an established Complaint Response Mechanism system that includes channels used by stakeholders (beneficiaries) to post their grievances and addressing them. The system is comprised of three components: feedback channels, an online SQL-based database for recording and received grievances, led by competent and trained Monitoring, Evaluation, Accountability and Learning (MEAL) staff and dedicated accountability lead in the Country Office. The feedback mechanisms provide children and communities with access to a safe, confidential means of voicing complaints on issues within the control of the agency. Save the Children has established protocols and feedback categorization procedures for handling complaints. These protocols were developed to ensure confidentiality during the complaint handling process and to provide guidance in dealing with different complaints to ensure that complainants are treated with dignity, facilitating that stakeholders express themselves openly. In order to ensure good management of complaints, a clear road map will be developed, and key responsible agency will be appointed for managing complaints.

145. **Stakeholder Engagement Plan:** A preliminary stakeholder engagement plan has been developed. The project key stakeholders are students, parents, local communities, female and male teachers, education sector staff at target locations, and implementing agencies responsible staff, NGOs, education sector staff at target locations, etc. Due to the COVID-19 crisis, the implementing agencies will adopt a careful approach and apply necessary COVID-19 preventative measures in line with relevant official guidelines for conducting consultations. The Bank has developed a technical note and suggested alternative ways for conducting consultations including focus group meetings, online platforms, as well as TV, radio and dedicated phone-lines. WHO has also issued guidelines and advisory against COVID-19 through its development engagement, particularly stakeholder consultations. The project will follow these guidelines and advisories.

146. **Gender-Based Violence (GBV):** An initial GBV risk screening was conducted by the World Bank against the proposed activities under the project. Students, female teachers, female project workers, including staff of the ministries, implementing agencies could face GBV/SEA risks, including sexual harassment. The risk is particularly high, given the conflict environment, the urgent need for education services and materials benefits to be delivered under the project, as well as the weak governance conditions. The project will carry out an in-depth and comprehensive GBV/SEAH risk



assessment and develop a project a GBV action plan. Both assessments and action plans will be included in the project ESMF.

V. GRIEVANCE REDRESS SERVICES

Communities and individuals who believe that they are adversely affected by a World Bank supported project may submit complaints to existing project-level grievance redress mechanisms or the World Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the World Bank's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of World Bank non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate GRS, please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

VI. KEY RISKS

147. Given the context of this project and the exceptional circumstances under which it will be implemented, **the overall risk to the achievement of the project's objective is High**. Within the current political and security environment, coupled with the COVID-19 outbreak, risks have further exacerbated over the past 9-12 months. The main risks which are rated as either high or substantial include: political and governance, macroeconomic, fiduciary, environment and social and other risks. Risk related to sector strategies and policies as well as stakeholders are rated moderate. The World Bank's country management unit has established a portfolio-wide risk-monitoring mechanism to ensure timely identification of risks, and real-time mitigation actions, through which risks are reviewed and reported to management on a regular basis.

148. **Political and governance risk is High**. The ongoing conflict in some parts of the country pose challenges in delivery of services and in supervision and implementation. The control of geographical areas by different political or armed factions could lead to interference and/or diversion of benefits to populations in areas linked to political interests. In some locations, there could be a threat of physical violence for individuals involved in the implementation of the project, such as payment agents, workers delivering food, teachers, contractors and their workers, potential damage to property of implementing agencies and contractors, in addition to the risk of forced expropriation of benefits from beneficiaries. Other political risks include attempts of interference in operational decisions by the authorities in various parts of the country. Mitigation measures include: (i) establishing a clear mechanism to identify security threats to the project and to communicate changes in threat levels to the various parties involved in project implementation; (ii) establishing communication and facilitation arrangements that enlist the support of all relevant political and community actors at the national, governorate, and local levels to promote safe and politically neutral implementation of the project; and (iii) suspending project activities in areas where political and governance risks cannot be effectively managed. Additionally, mitigation measures include the establishment of clear implementation arrangements which emphasize the independence of decision making by any political and/or public-sector entity. These arrangements are communicated to all parties and stakeholders on a regular basis

149. **Macroeconomic risk is High**. The risk of a sharp depreciation of the currency could trigger high inflation, which



will affect the escalation of prices of goods, which will reduce the overall number of project beneficiaries that would be reached with interventions that involve local procurement. The payments to teachers and school-based staff could potentially be disrupted by the limited availability of old banknotes. Liaising with partner banks to ensure sufficient availability of appropriate notes for each region is necessary to minimize inconvenience to the beneficiaries. The macroeconomic situation has also limited the government's ability to fulfill commitments made to the teacher workforce, which has previously resulted in prolonged teacher strikes in some parts of the country. While risks associated with macroeconomic weaknesses cannot be fully mitigated, it is expected that the project will have a positive impact on the continuity and quality of education.

150. **Fiduciary risk is High** due in part to the limited capacity and fragile independence of TPMs/auditors, implementing partners (IPs), and M&E consultants. There are also high risks related to fraud and corruption due to use of cash in IDA projects, improper use of funds, and risks due to limited access to areas (nationally and sub-nationally) due to conflict. Risks will be mitigated through the following measures: TORs for TPMs will be prepared in agreement with the World Bank; UNICEF will, in consultation with WFP and Save the Children, consolidate and share TPM reports after triangulation promptly (within 15 days) with WFP, Save the Children and the World Bank; regular FM reviews during supervision missions to ensure compliance; reliance on mobile banking where possible; ensuring adequate staffing of finance and compliance departments within implementing agencies; and regular check-ins with implementation partners on security situations that may affect access to areas.

151. **Environmental and social risk is Substantial**⁶¹. Project interventions, however, may carry substantial social risks related to exclusion from project benefits, risks of GBV/SEA/SH, labor issues, possible tension and conflicts among beneficiary communities and districts, and possible corruption and elite capture for the cash payments. The project will incorporate the required social considerations and interventions into its project component design to address the relevant risks. Inclusion and gender considerations are mainstreamed in the project design, e.g., the beneficiary school selection criteria and indicators, targeted assistance for female teachers, training programs, WASH facility design, etc. The project will also include an enhanced information disclosure practice for adequate and timely disclosure of relevant project information to the public to address the issue of transparency and possible risk of tension and conflict. Additionally, the project will put in place vigorous financial management and monitoring system against risks of leakage, corruption and elite capturing. In addition, UNICEF, WFP, and Save the Children will prepare a joint GBV Action Plan, in line with existing inter-agency frameworks and agreements, to assess and manage GBV risks related to the project and prevent and respond to sexual exploitation and abuse, and sexual harassment. To mitigate such risks: (i) a preliminary stakeholder engagement plan has been prepared to address stakeholder risks and promote stakeholder engagement under the project; and (ii) labor management procedures will be developed to address labor risks among the project workers.

152. **Risks associated with distribution of learning materials / textbooks ("other risks") are rated Substantial.** The lack of learning materials in schools has been identified by local education officials, the government, and the development partner community as one of the country's biggest impediments to learning. The fiscal situation has prevented the government from being able to print and distribute textbooks in adequate quantities for all education levels. In 2016, political groups covertly tampered with some textbook content prior to printing, substituting certain names and religious references, but the substance of the educational content was unchanged. In order to mitigate against these risks, several mitigation measures are proposed, including seeking consensus on content in the case of early grade learning content, or the distribution of generic educational content, and offshore printing of materials.

153. *Risks associated with COVID-19.* Outbreaks in COVID-19 could lead to school closures, which would delay

⁶¹ Environmental risk is rated Moderate, and social risk is rated Substantial.



implementation of project activities. Mitigation measures built into the project design include the allowance for support to alternative learning programs, which could include home-based learning and/or self-directed learning as needs emerge. To ensure that this option can be pursued with minimal delays, a proposal for the development and implementation of a radio instruction program has been completed, and other potential remote learning solutions that can be implemented locally have been identified.



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Yemen, Republic of
Yemen Restoring Education and Learning Project

Project Development Objectives(s)

The project development objective is to maintain access to basic education, improve conditions for learning and strengthen education sector capacity in selected districts of the Republic of Yemen.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
More students in target schools stay in school					
Transition rate from grade 3 to 4 in target schools, by gender (contributes to a key education indicator in TEP) (Text)		No available data on target schools			80% of students in target schools transition from grade 3 to 4 (80% boys and 80% girls)
Number of schools that administer at least one grade-level learning assessment during an academic year (Text)		0.00	800 schools (80% of target schools)	800 schools (80% of target schools)	800 schools (80% of target schools)
Number of students enrolled in grades 1, 2 and 3 (combined), by gender (Text)		No available data on target schools			The target will be established once a baseline is set. The objective is to maintain the same number of students (within a 10% margin) in grades 1, 2 and 3 (for both boys and girls) in target schools at the end of the project.
More students in target schools benefit from improved learning conditions					



Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
Number of students benefitting from direct interventions to enhance learning (World Bank Corporate Results Indicator), by gender (Text)		0.00	332,000 students (95% of students in target schools); Females: 148,404 (44.7% of target students); Males: 183,596	332,000 students (95% of students in target schools); Females: 148,404 (44.7% of target students); Males: 183,596	332,000 students (95% of students in target schools); Females: 148,404 (44.7% of target students); Males: 183,596
Education sector capacity in the project areas are strengthened					
Number of schools reporting aggregate school-level indicators to district level (Text)		0.00	800 schools (80 % of target schools)	800 schools (80 % of target schools)	800 schools (80 % of target schools)

Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
Priority interventions to sustain access and ensure learning					
Number of teachers trained (CRI), by gender (contributes to a TEP indicator) (Text)		0.00			4,000 teachers (80% of teachers in early grades); Females: 1,200 (30% of target teachers); Males: 2,800
Percentage of teachers demonstrating improvement in targeted competence areas, by gender (using Save the Children spot check assessments) (Text)		0.00			At least 75% of trained teachers (3,000 teachers); Females: 900; Males: 2100



Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
Percentage of children age 10 in target schools, not able to read and understand a short, age-appropriate text, by gender [part of learning poverty indicator] (Text)		No available data on target schools			10% reduction relative to baseline (10% for boys and 10% for girls)
Number of teachers who receive performance-based payments, by gender and urban/rural residence (Text)	0.00		12,000 teachers;Females: 3,600 (30% of target teachers);Males: 8,400	12,000 teachers; Females: 3,600 (30% of target teachers); Males: 8,400	12,000 teachers; Females: 3,600 (30% of target teachers); Males: 8,400
Number of rural female teachers who receive salary allowance (Text)	0.00		2,000 rural female teachers.	2,000 rural female teachers.	2,000 rural female teachers
Number of students in target schools reached with daily school meals or nutritious snacks (date bars/high energy biscuits), by gender (contributes to a TEP indicator) (Text)	0.00		332,000 students (95% of students in target schools); Females: 148,404 (44.7% of target students); Males: 183,596	332,000 students (95% of students in target schools); Females: 148,404 (44.7% of target students); Males: 183,596	332,000 students (95% of students in target schools); Females: 148,404 (44.7% of target students); Males:183,596
Number of target schools with improved school infrastructure (contributes to a TEP indicator) (Text)	0.00				850 schools (85% of targeted schools)
Share of community groups which confirm that they have been engaged in planning and monitoring of school infrastructure improvement (beneficiary feedback indicator) (contributes to a TEP indicator) (Text)	0.00				90% of community groups of rehabilitated schools
Number of students provided with learning materials, by gender (contributes to a TEP indicator) (Text)	0.00		87,500 students (75% of students in early grades); Females: 39,112; Males: 48,382	87,500 students (75% of students in early grades);Females: 39,112;Males: 48,382	87,500 students (75% of students in early grades); Females: 39,112; Males: 48,382



Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
Number of teachers provided with teaching materials in target schools (contributes to a TEP indicator) (Text)		0.00	75% of teachers in early grades (11,250 teachers)	75% of teachers in early grades (11,250 teachers)	75% of teachers in early grades (11,250 teachers)
Number of students enrolled in grade 1 in target schools (Text)		No available data in target schools			To be determined at the beginning of the project
Number of students enrolled in grade 2 in target schools (Text)		No available data in target schools			To be determined at the beginning of the project
Number of students enrolled in grade 3 in target schools (Text)		No available data in target schools			To be determined at the beginning of the project
Number of students enrolled grade 4 in target schools (Text)		No available data in target schools			To be determined at the beginning of the project
Strengthening local capacity and system resilience					
Number of students with access to alternative learning, by gender (TEP indicator) (Text)		0.00			TBD
Number of education officers benefitting from capacity building interventions (contributes to a TEP indicator) (Text)		0.00	2 educational officers per district: 3 officers per each governorate; and 5 from MOE	2 educational officers per district: 3 officers per each governorate; and 5 from MOE	2 educational officers per district: 3 officers per each governorate; and 5 from MOE
Percentage of trained educational officers with enhanced skills in areas covered by capacity building interventions. (Text)		0.00			At least 70% of trained educational officers
Number of school principals and administrators benefitting from capacity building interventions (contributes to a TEP indicator) (Text)		0.00			2,550 principals and school administrators (85% in target schools)
Percentage of trained school principals and administrators with enhanced skills in areas covered by capacity building interventions (Text)		0.00			At least 70% of trained school principals and administrators
Capacity assessment report produced		No			Yes



Indicator Name	PBC	Baseline	Intermediate Targets		End Target
			1	2	
(Yes/No)					

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Transition rate from grade 3 to 4 in target schools, by gender (contributes to a key education indicator in TEP)	Number of students registered in grade 4, expressed as a percentage of the number of students enrolled in grade 3 the previous year. Data from target schools will be aggregated.	Annual	School data: class registers	School registration forms and final exams records	Save the Children
Number of schools that administer at least one grade-level learning assessment during an academic year	Number of target schools that administer at least one grade-level learning assessment during an academic year. It is counted as one school even if multiple learning assessments are conducted at multiple grade-levels in the same school. Data from target schools will be aggregated.	Biannually (Beginning and end of the academic year)	Learning Assessment reports	Learning Assessment database	Save the Children



Number of students enrolled in grades 1, 2 and 3 (combined), by gender	Total number of students enrolled in grades 1, 2 and 3 in target schools.	Annual	School data: class registers	School registration forms	Save the Children
Number of students benefitting from direct interventions to enhance learning (World Bank Corporate Results Indicator), by gender	Total number of: One time calculation of total students enrolled in target schools when they receive the first intervention from the project + annual addition of Grade 1 students of the same schools thereafter. The assumption is that all students will receive the benefit of the intervention and some intervention will continue the following years and also to avoid double counting.	Annual	School data	School registration forms	UNICEF
Number of schools reporting aggregate school-level indicators to district level	Number of schools that submit school-level indicators (e.g., number of students by grade and gender, number of teachers by gender) by a set deadline to the District Educational Offices.	Every six months	District data	Annual school data collection administered by District Education Offices	UNICEF



Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of teachers trained (CRI), by gender (contributes to a TEP indicator)	Number of teachers who receive at least one training under component 1. It is counted as one teacher trained even if s/he receives multiple training sessions. Training delivery agency should keep a record of teachers who receive all the training and should not double count.	Annual	Project record	Training registration or attendance sheets	Save the Children
Percentage of teachers demonstrating improvement in targeted competence areas, by gender (using Save the Children spot check assessments)	Percentage of teachers who score 60% and above on pedagogical practices in Save the Children Spot Check Assessment.	Quarterly	Spot check assessment reports	Spot check observations	Save the Children
Percentage of children age 10 in target schools, not able to read and understand a short, age-appropriate text, by gender [part of learning poverty indicator]	Percentage of children age 10 in target schools, not able to read and understand a short, age-appropriate text, by gender.	Annual	Learning assessment reports	Learning assessment – Level 4 and/or 5	Save the Children
Number of teachers who receive performance-based payments, by gender and urban/rural residence	Number of teachers who receive performance-based payments (teachers who are present at least 75% of the school days a month).	Every four months	Teacher attendance tracking data recorded through UNICEF-PMU MIS	UNICEF-PMU beneficiary verification data (including attendance verification), cash transfer records and third-party monitoring.	UNICEF



<p>Number of rural female teachers who receive salary allowance</p>	<p>Number of rural female teachers who receive salary allowance.</p>	<p>Every 4 months</p>	<p>UNICEF - PMU MIS</p>	<p>UNICEF-PMU beneficiary verification data, cash transfer records and third party monitoring</p>	<p>UNICEF</p>
<p>Number of students in target schools reached with daily school meals or nutritious snacks (date bars/high energy biscuits), by gender (contributes to a TEP indicator)</p>	<p>Number of students who are enrolled in schools that receive daily school meals or nutritious snacks</p>	<p>Bi-Annually (by semester)</p>	<p>WFP M&E standard report</p>	<p>WFP’s data collection from school level via TPM’s and WFP field monitors. Data will be compiled and duly shared no later than 4 – 6 weeks after the conclusion of the reporting period.</p>	<p>WFP</p>
<p>Number of target schools with improved school infrastructure (contributes to a TEP indicator)</p>	<p>Number of target schools with at least one verified completed school infrastructure improvement. To be counted, school infrastructure should be qualified to be financed by the project (see below). It is counted as one school even if there are multiple infrastructure improvements.</p> <p>Eligible school infrastructure improvements:</p>	<p>Every 6 months</p>	<p>School improvement reports</p>	<p>Implementing partner progress reports will include a summary of results achieved based on the school improvement reports; UNICEF will undertake end user monitoring to verify completion of rehabilitation activities</p>	<p>UNICEF</p>



	<ol style="list-style-type: none"> 1. Repairing and restoring the doors and windows of classrooms 2. Repairing, restoring and maintaining WASH facilities (school bathrooms) 3. Simple repair and restoration of walls, floors and stairs 4. Painting classrooms 5. Procurement of school furniture such as chairs and tables, etc. 				
Share of community groups which confirm that they have been engaged in planning and monitoring of school infrastructure improvement (beneficiary feedback indicator) (contributes to a TEP indicator)	Percent of community groups (Mother and Father council or school community) related to schools that receive school infrastructure improvement intervention that confirmed that they had at least one community consultation meeting in the planning or monitoring of the school infrastructure improvement.	Every 6 months	School communities / Mother and Father council records, reports of community consultation meeting and/or a survey of community groups	UNICEF to collect council and community consultation records at regular intervals, through implementing partner progress reports, and/or a survey of community groups.	UNICEF
Number of students provided with learning materials, by gender (contributes to a TEP indicator)	Total number of learning materials delivered to schools.	Quarterly	School data	Save the Children: Supply section delivery records and end user monitoring reports.	Save the Children



Number of teachers provided with teaching materials in target schools (contributes to a TEP indicator)	Total number of teachers who work at schools that teaching materials are delivered to.	Quarterly	School data	Save the Children: Supply section delivery records and end user monitoring reports.	Save the Children
Number of students enrolled in grade 1 in target schools	Total number of students enrolled in grade 1 in target schools	Annual	School data: class registers	School registration	Save the Children
Number of students enrolled in grade 2 in target schools	Total number of students enrolled in grade 2 in target schools	Annual	School data: class registers	School registration forms	Save the Children
Number of students enrolled in grade 3 in target schools	Total number of students enrolled in grade 3 in target schools	Annual	School data: class registers	School registration forms	Save the Children
Number of students enrolled grade 4 in target schools	Total number of students enrolled in grade 4 in target schools	Annual	School data: class registers	School registration forms	Save the Children
Number of students with access to alternative learning, by gender (TEP indicator)	Number of students who have been provided with alternative learning options, by gender.	Quarterly	Save the Children record	Survey	Save the Children
Number of education officers benefitting from capacity building interventions (contributes to a TEP indicator)	Total number of education officers who complete at least one training under sub-component 2.2, at the central, governorate and district level. It is counted as one person trained even if	Every six months.	Project record	Training registration or attendance sheets	UNICEF



	s/he receive multiple training sessions. Training delivery agency should keep a record of officers who receive all the training and should not double count.				
Percentage of trained educational officers with enhanced skills in areas covered by capacity building interventions.	Percentage of trained officers who show improved scores between a pre-training and post-training Knowledge, Attitudes and Practices (KAP) assessment.	Assessment to be done per training delivery and reported in aggregate every six months.	Project record	Pre and post training KAP assessments, administered to beneficiaries of training at the central, governorate and district levels.	UNICEF
Number of school principals and administrators benefitting from capacity building interventions (contributes to a TEP indicator)	Number of school principals and administrators who complete at least one training under sub-component 2.2. It is counted as one person trained even if s/he receive multiple training sessions. Training delivery agency should keep a record of principals and administrators who receive all the training and should not double count.	Quarterly	Project record	Training registration or attendance sheets	Save the Children



Percentage of trained school principals and administrators with enhanced skills in areas covered by capacity building interventions	Percentage of trained school principals and administrators who show improved scores between a pre-training and post-training KAP assessment.	Assessment to be done per training and reported in aggregate quarterly	Observation reports	Pre and post training KAP assessments, administered to beneficiaries of training	Save the Children
Capacity assessment report produced	Capacity assessment reports are submitted to MOE in North and South.	At completion	UNICEF record	UNICEF submission	UNICEF



ANNEX 1: Implementation Arrangements and Support Plan

COUNTRY: Yemen, Republic of Yemen Restoring Education and Learning Project

1. Project implementation rests under the responsibility of three implementation partners: UNICEF, WFP and Save the Children, with targeted implementation support and technical assistance from the World Bank. The WFP will implement school feeding activities. Save the Children will implement activities related to teacher training, the development, printing, and distribution of teaching and learning materials, learning assessments, and alternative learning, while UNICEF will be responsible for school rehabilitation, educational supplies, as well as performance-based teacher payments, temporary teachers, and rural female teachers. UNICEF and SCI will be jointly responsible for the capacity development activities in Component 2.
2. A Yemen partner is expected to be subcontracted to implement school rehabilitation activities. Supervision, technical guidance, and monitoring of implementation, including subcontracting would be managed by UNICEF, in accordance with its rules and regulations, and conditional to the conduct of appropriate assessment, due diligence, and risk analysis.

Strategy and Approach for Implementation Support

3. The implementation support plan takes into account the important lessons that have emerged from the collective experience of IDA-financed projects implemented through UN agencies. Implementation support mechanisms that are expected to enhance timely and effective monitoring include:
 - a. Clearly articulating audit and reporting/information sharing obligations of implementation agencies, including with regard to TPM and technical/sector audits;
 - b. Increase of mission frequency;
 - c. Regular discussion with implementing partners on risk mitigation strategies and emerging risks;
 - d. Careful management of TPM arrangements including expanding TORs and prompt report sharing;
 - e. Preparation of semi-annual progress reports and annual work planning;
 - f. Application of relevant environmental and social standards; and
 - g. Adequate attention to the preparation and updating of the POM.
4. Implementation supervision with regular missions and frequent communication represents an essential part of the implementation support plan. The missions will review the progress and challenges related to technical aspects, implementation, fiduciary issues, M&E, environmental and social issues, etc. Missions will more frequent during the startup phase of the project and mission frequency will be adjusted accordingly. Additional follow-up meetings on more specific project issues will be held as needed.



Table A1.1. Implementation Support Plan

Time	Focus
First 6 months	Project start-up and launch
	Support implementing partners in preparing a detailed POM for all project components. The POM will detail the role and responsibilities of implementing partners, implementing processes, roles and responsibilities of key stakeholders and coordination mechanisms.
	Support implementing partners in setting up a coordination committee for increased efficiency and ensuring efficacy. This committee will hold meetings on a regular basis to secure maximum synchronization of their activities, evaluate progress, address bottlenecks and consolidate annual work plans.
	Establishment of PMU to supervise and oversee project implementation
	Preparation of E&S instruments as indicated in the ESCP
6-12 months	Provide support in recruiting TPM. The TPM will evaluate activities on the ground, progress, technical quality and existence of outputs and achievement of impact. The TPM will produce periodic reports to be sent promptly to the implementing partners and the Bank.
	Facilitate collaboration between implementing partners across the different components of the projects
	Provide support to implementing partners in execution of E&S plans
	Implementation support and field visits where possible
12–60 months	Continued implementation support and field visits to monitor progress and proactively address implementation challenges;
	Support execution of E&S plans and monitor compliance with E&S provisions



Table A1.2. Skills Mix Required

Skills Needed	Staff Weeks (SWs)
Task Team Leader	20 SWs annually
Senior Economist / Economist	15 SWs annually
Senior Operations Officer	15 SWs annually
Operational Support	6 SWs annually
Social Safeguards Specialist	4 SWs annually
Environmental Specialist	4 SWs annually
Financial Analyst	4 SWs annually
Procurement Specialist	7 SWs first year, then 2 SWs annually in the following years
Financial Management Specialist	6 SWs annually



ANNEX 2: Basic Education Statistics

COUNTRY: Yemen, Republic of
Yemen Restoring Education and Learning Project

The structure of the formal Yemen Education System is organized into the following levels:

- i. Three years of pre-school education for children aged three to five;
- ii. Nine years of basic education (Grade 1 through 9), open to children aged six years and above, at the end of which a basic education certificate (BEC) is awarded;
- iii. Three years of secondary education (Grade 10 through 12) divided into two main paths: General and technical and vocational education and training (TVET) for students who hold the BEC; and
- iv. Higher education, which is offered by universities and other higher education institutes and includes academic and TVET paths.

Table A2.1. Number of schools, teachers and enrolled students, 2015-2016

Item Governorate	Number of schools - Basic education				Number of teachers - Basic Education			Number of enrolled students - Basic education		
	Boys only schools	Girls only schools	Mixed schools	Total	Males	Females	Total	Males	Females	Total
Ibb	31	37	1048	1116	8,030	2,026	10,056	362862	301456	664318
Abyan	36	20	339	395	4,160	2,163	6,323	57607	42096	99703
Sana'a City	42	24	370	436	2,694	7,197	9,891	249602	239764	489366
Al-Baida	61	39	347	447	2,388	562	2,950	74814	58287	133101
Taiz	23	21	872	916	6,639	2,189	8,828	312615	273534	586149
Al-Jawf	7	8	294	309	1,187	283	1,470	22117	17580	39697
Hajjah	29	39	1100	1168	5,632	1,351	6,983	166879	124811	291690
Al-Hodeidah	158	106	913	1177	7,741	4,061	11,802	261385	220578	481963
Hadramout	113	95	452	660	7,513	3,233	10,746	146032	118374	264406
Dhamar	12	7	1006	1025	5,915	992	6,907	225810	160060	385870
Shabwah	55	38	375	468	3,158	729	3,887	64895	44056	108951
Sa'adah	103	79	413	595	2,493	494	2,987	85831	56350	142181
Sana'a	3	8	845	856	3,737	569	4,306	173746	132530	306276
Aden	20	8	103	131	1,261	4,365	5,626	68943	59397	128340
Laheg	51	34	396	481	4,600	1,728	6,328	107889	86614	194503
Mareb	8	9	323	340	1,075	468	1,543	28915	24908	53823
Al-Mahweet	16	17	395	428	2,321	326	2,647	78049	58229	136278
Al-Marah	9	10	86	105	422	368	790	12831	11707	24538
Amran	31	35	808	874	4,374	531	4,905	146922	112971	259893
Al-Daleh	17	20	288	325	2,766	841	3,607	83732	70762	154494
Reymah	5	8	356	369	1,823	282	2,105	55854	39475	95329
sokatra	0	0	71	71	265	149	414	7528	7312	14840
Total	830	662	11200	12692	80,194	34,907	115,101	2794858	2260851	5055709

Source: Education Ministry (Education statistics 2015-2016)



Damage and Operational Status of Schools in Yemen (DNA 2020)

Figure A2.1a. Share of Damaged Education Facilities in Yemen, by City, June 2020

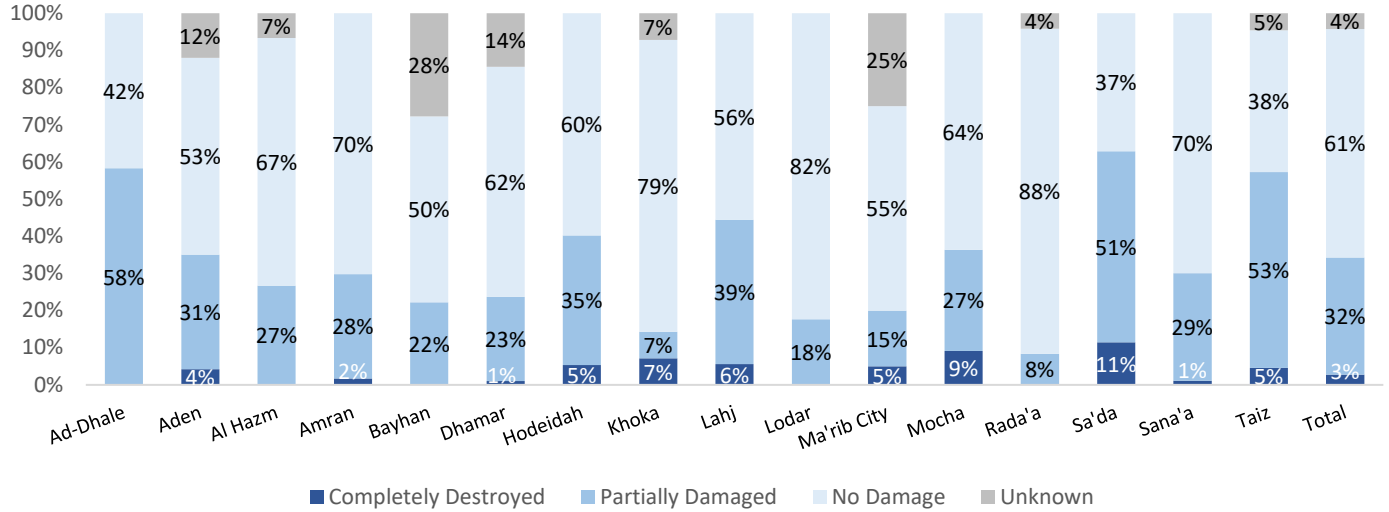
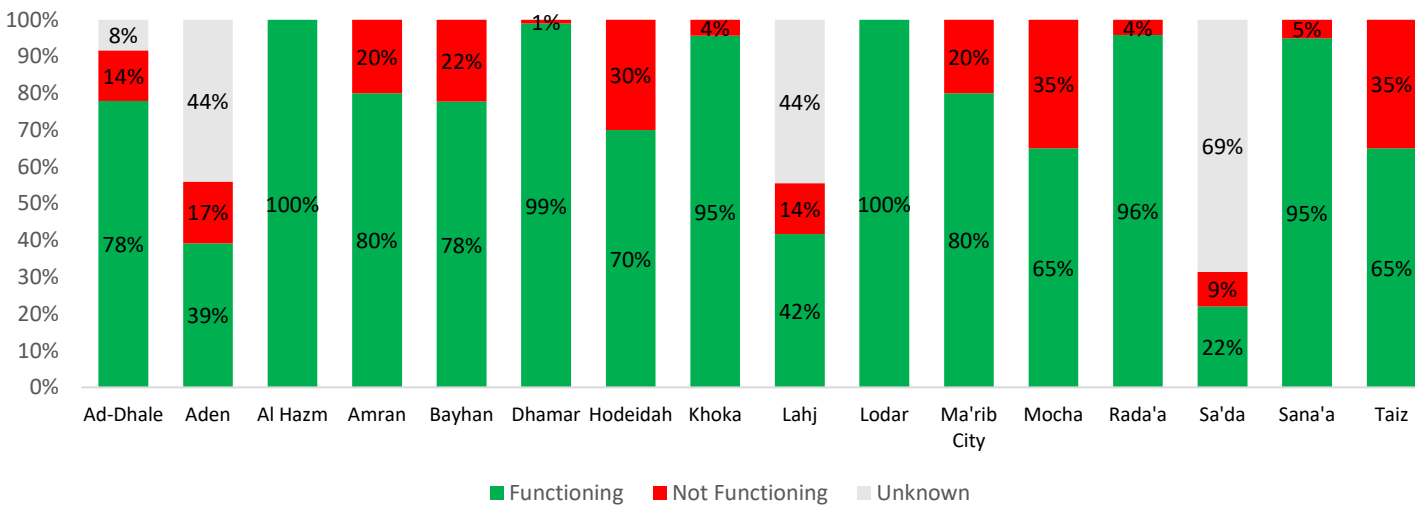


Figure A2.1b. Operational Status of Education Facilities in Yemen, by City, June 2020



Source: Yemen DNA 2020 Update- Phase 3.

**ANNEX 3: Development Partner Education Activities**

COUNTRY: Yemen, Republic of
Yemen Restoring Education and Learning Project

Table A3.1. Development Partners' Education Activities in Yemen for 2020

Implementing partner	Ongoing projects (total allocation, project duration)	Main donors	Number of staff
UNICEF (2020 Annual Workplan)	<p>Output 1: Most vulnerable children have equitable access to basic learning opportunities (ACCESS)</p> <p>Output 2: Pedagogical practices in schools are improved to support children's learning (QUALITY)</p> <p>Output 3: The education system at national/sub-national level is preserved for sustainable education in emergency response and early recovery</p> <p>Output 4: School functionality is enhanced through cash-based interventions.</p>	GPE, Donor Pooled Fund (UAE/KSA), KFW, KS Relief, USAID, Kuwait, Japan, European Commission, World Bank, UNICEF's own core resources, ECW, Sweden, Canada, Slovenia.	Edu Core Team: 26 staff members Other: 14 staff fully or partially funded by Education
WFP	<ul style="list-style-type: none"> • Food Assistance to Support School Education • School Feeding Healthy Kitchen Program • Food Assistance to Support School Education 	<p>Japan Germany UNICEF (through the GPE grant)</p> <p>Some contributions received in 2019 were partially carried into 2020, such as from USAID and UAE.</p>	WFP has over 860 staff working for the Yemen operation, out of which 11 are focal points for the school feeding project (two international and nine national)
Social Fund for Development	<ul style="list-style-type: none"> • Rural Girls Education, 2019-2021 • Crisis Response Education I, 2019-2021 • Crisis Response Education II, 2020-2023 • Improving school infrastructure, 2018-2020 • Cash for social services in Education, 2019-2020 	KFW, Arab Fund, World Bank, UK, ISDB	



	<ul style="list-style-type: none"> • Cash for social services in Education, 2019-2020 		
Save the Children	<ul style="list-style-type: none"> • Gateway to Education, 2019-2024 • School Doors: Improving Access to Quality Education in Yemen I and II, 2018-2021 • Enabling access to educational pathways and safer learning environments in Taiz and Hajjah, 2018-2020 • Increase conflict-affected children’s resilience in Yemen, 2018-2021 • Yemen – meeting urgent needs for CP, Education and health, 2020-2023 • Reducing barriers to quality, protective education services for conflict affected girls and boys in Yemen, 2019-2021 • SIDA Major Humanitarian framework, 2020-2021 • Safe Return to School for IDPs and Host Community Children, 2020-2021 	USAID, European Civil Protection and Humanitarian Aid Operations (European Commission), Norwegian Ministry of Foreign Affairs, Swedish International Development Cooperation Agency (SIDA), Danish International Development Agency (DANIDA)	
GIZ	<ul style="list-style-type: none"> • Qualification for school personnel (teachers, school managers and supervisors, • School development and psychosocial and education support, • Education management in crisis (including support to mothers and fathers’ councils) 	Federal Ministry for Economic Cooperation and Development (BMZ Germany)	
Norwegian Refugee Council	<ul style="list-style-type: none"> • Rehabilitating and constructing classrooms and other facilities; • Training teachers and other education staff to provide quality education; • Distributing school materials to children and providing sanitary kits to girls to promote their participation; • Working with communities to keep schools safe 	ECW	



ANNEX 4: Detailed Project Description

COUNTRY: Yemen, Republic of Yemen Restoring Education and Learning Project

1. This section details the rationale and design proposed for each discrete project activity, including (i) support to teachers (performance-based payments; teacher training; student assessment), (ii) distribution of learning materials and school supplies, (iii) school feeding, (iv) rehabilitation of school infrastructure (including WASH facilities), (v) alternative learning, and (vi) capacity building.

I. Support to teachers

A. Support to Teachers - Performance-based Payments

2. **Objective.** The proposed project will finance performance-based cash transfers to teachers and school-based staff to ensure teacher presence in the classroom, and to incentivize improved teaching practices in the classroom. Transfers will be provided conditional to the attendance in class (at least 75 percent of required hours) for teachers and school-based staff on the official payroll and temporary teachers alongside a few other conditions (see below). The proposed project will also target rural female teachers with payments.⁶² The 75 percent attendance requirement does not apply to rural female teachers.

3. **Beneficiaries.** The proposed project targets teachers of students in primary and basic education. Target groups under consideration are teachers and school-based staff in primary schools (grades 1-6), and basic level education schools (grades 1-9) in selected districts (except for rural female teachers, which are targeted nationwide). Beneficiaries in receipt of an incentive or salary allowance from the education authorities or a development project are ineligible for incentives or allowances under the REAL project.

4. **Background:** The suspension of teacher salaries is one of the biggest challenges to continuity in education service delivery. In October 2016, the payment of education personnel including teachers' salaries was discontinued in 13 governorates. This has led to severe disruptions in education service delivery in subsequent school years, affecting an estimated 4.5 million students.⁶³ Further, the lack of female teachers in rural areas negatively impacts girls' education and enrollment decisions. Women account for eight percent of teachers in rural areas compared to 46 percent in urban areas.

5. **Partners.** During the 2018-2019 school year, UNICEF launched the Education Teachers Incentives (ETI) Program, a cash incentive to support teachers and school-based staff who ceased to receive a salary. The project has targeted teachers who are not in receipt of salary for at least two years in 11 governorates. By the end of the 2018-2019 school year about 128,000 teachers and school-based staff were reached with the transfers. In 2019/20, more than 114,000 teachers and school-based staff were reached, in addition to almost 2,300 rural female teachers reached with payments and around 500 temporary teachers benefitting from incentives. The payments to teachers on the official payroll and temporary teachers are intended to cover the costs of teachers'

⁶² The MOE estimated that 4,500 female teachers are needed to remedy the acute shortage of female teachers in rural areas.

⁶³ Needs Humanitarian Overview, 2018



transportation and other related costs, while payments to rural female teachers are equivalent to salary allowances.

6. To be eligible for a monthly payment equivalent to US\$50 (paid in local currency), teachers and school-based staff on the official payroll and temporary teachers are required to go through a verification process as a pre-condition for payment. The verification process entails a verification of identity, verification of school attendance of more than 75 percent, verification of official appointment/contract⁶⁴ and confirmation that they are not in receipt of a salary at least two years.⁶⁵

7. **Rural Female Teachers.** In addition to the ETI Program, UNICEF has been supporting the provision of salary allowances and training costs of female teachers for rural schools as a key strategy to address gender issues within the education sector. With GPE financing, UNICEF has supported the payment of around 2,300 rural female teachers annually since 2016. The amount is equivalent to US\$145 per month per teacher, paid in local currency using the official UN exchange rate at the time of payment; subject to the payroll procedures and regulations. The 75 percent attendance requirement is not applicable in the case of payments to rural female teachers.

8. The MOE and education authorities in Yemen have identified this intervention as a top priority to be included in the GPE third Reprogramming request, based on positive findings of monitoring visit to schools conducted by DEOs, Governorate Education Offices (GEOs) and MOE staff during the first half of 2015 to the first half of 2017. Findings showed that the presence of Rural Female Teachers (RFTs) had a positive impact on schools remaining open and functioning during the 2017/2018 school year.

9. **Temporary Teachers.** The Temporary Teachers Incentives project has been launched in Aden governorate, targeting around 500 temporary teachers who were identified to strengthen the capacity of the schools in areas highly affected by displacement. Without these temporary teachers, the school capacity would not be sufficient to ensure that all children can learn. The incentives are also conditional to beneficiaries' attendance to school, but non-restricted. They amount to 30,000 YER per month per teacher. Under this Project, payment conditions will be aligned with the ones applicable for teachers on the official payroll.

10. **Implementation Arrangements.** This activity would be implemented by UNICEF through the cash-transfer mechanism set up for ECT.

11. **Costing.** The monthly payment to teachers amounts to an equivalent of US\$50, paid in YER according to the official UN exchange rate at the time of the payment and is paid over the school year of 7-9 months. Rural female teachers receive an equivalent to US\$145 per month, paid in local currency.

12. **Verification.** A key risk mitigation measure is the verification of identity and eligibility of each beneficiary, which is a multi-step process that all beneficiaries must go through once to be able to collect the cash. It starts with verification of identity through presentation of an ID accepted by the project; and of confirmation of eligibility by confirming that each teacher/school-based staff has proof of formal engagement with the school;

⁶⁴ Biometric databases are not currently used.

⁶⁵ More than two thirds of the beneficiaries reported improvement in the attendance of teachers; and more than half reported that students' attendance had also increased. Also, schools had adopted a schedule with reduced working days and hours before the project started. As the project required teachers to meet an attendance threshold, schools abandoned this reduced schedule and went back to the regular full working hour schedule.



and has attended school for at least 75 percent of the working days in one month (not applicable for RFTs). The process of verification of identity and eligibility is a one-time process, meaning that once successfully verified, teachers and school-based staff are allowed to collect the cash in all subsequent payment cycles subject to confirmation that they have met the 75 percent attendance threshold for the month the incentives relate to.

13. **The cash is disbursed in person to the beneficiaries at payment sites operated by the private banking sector against the presentation of a photo ID, a verification form, and the information on the payment list.** The first time the teacher/school-based staff collects the cash, she will be required to open a project bank account to which subsequent payments will be transferred. This modality represents a risk mitigation measure against overcrowding and related social tensions at payment sites; and eases the process of cash collection for beneficiaries who can withdraw money from a payment site or any point of sale operated by the bank, pay bills, do bank transfers, etc.

14. The project also offers a grievance redressal platform for beneficiaries and non-beneficiaries to file their complaints and receive the necessary support. To mitigate fiduciary risks and strengthen transparency, a Third-Party Monitoring Organization conducts qualitative and quantitative monitoring of the different processes to ensure compliance with project protocols, and Verification and Payment Agencies will need to be hired in addition.

B. Support to Teachers - Teacher Training

15. **Objective.** Enhancing teacher's capacities is key to improving the quality of teaching and consequently learning outcomes. The proposed project will finance in-service teacher professional development for key pedagogical skills to ensure quality teaching and learning in the classroom. Teachers will be trained in: (i) early grade instruction of numeracy and literacy as well as pedagogical skills, (ii) psychosocial support, and (iii) good practices in student assessment. Enhancing teachers' capacities remains a priority for Yemeni authorities. The objective of this activity is to strengthen existing teachers' capacity through in-service professional development focused on a set of key skills linked to improving learning outcomes.

16. **Beneficiaries.** Beneficiaries are female and male teachers of students in grade 1-3 (as priority). Depending on the budget, higher grades of basic education could also be included.

17. **Partners.** Save the Children is implementing the "Enabling teachers" common approach. The approach seeks to develop teachers' competencies and ensure they have the enabling environment required for their motivation and success so that children can learn. The approach draws on evidence of best practice for teacher motivation and development and includes two main parts (i) The professional development course, which aims to improve teacher competencies, and (ii) the enabling environment which ensures that teachers are supported to succeed in their roles.

18. The approach is applicable in both humanitarian and development contexts. In crisis and post-conflict settings, teachers are often in short supply and have minimal in-service training. The approach already has modules which can be contextualized to improve the competences of teachers in: (i) foundational pedagogical practices (e.g. lesson planning, assessment, inclusive learning strategies, use of questioning, child protection, classroom management etc.), (ii) subject specific knowledge and competencies (e.g. literacy and numeracy), and (iii) specific COVID-19-related competencies teachers require in light of the current pandemic (e.g., supporting distance learning, social-emotional learning of students, talking to children of different ages about COVID-19,



condensing curriculum, assessing learning, tracking the return of students, and managing their own wellbeing as teachers). The literacy and numeracy support to teachers is built on Save the Children's 'Literacy Boost and Numeracy Boost' approaches, its "Learning and Wellbeing in Emergencies" (LWiE) modules and the Interagency Network for Emergencies (INEE) Teachers in Crisis Contexts (TiCC) materials. The Literacy and Numeracy Boost (LB) approaches (and the LWiE package) also have community/home components to further enhance literacy and numeracy skill development, including the provision of appropriate gender sensitive and inclusive reading books and other learning materials. This approach includes support to parents/caregivers and communities to implement learning clubs and enhance learning development at home. These approaches have been adapted for emergency contexts and thus Save the Children has specific materials, tools and adaptations for these contexts. These are evidence-based approaches which have been used in 35 different countries and achieve significant results in improving children's learning outcomes.

- In Pakistan, Ethiopia, Malawi, Nepal and Zimbabwe, the evaluation of the LB program found that children with stronger home literacy environments tended to score significantly higher on at least one emergent literacy skill than those with weaker home literacy environments; and that girls attending LB schools learned significantly more than girls in comparison schools.
- In 2018, a cross-site analysis found that in Bangladesh, the higher the number of Numeracy boost activities that a child participates in, the higher the estimates scores for the six different numeracy skills, particularly higher order math skills such as subtraction or word problems. The same analysis found that in Ethiopia, the NB program supported girls' math development. At baseline, girls lagged behind boys in 11 of the 17 sub-skills, but by end line, had made significant progress, catching up to boys in a majority of the sub-tests.
- In Rwanda, the Advancing the Right to Read program used a range of school and community-based initiatives to improve reading outcomes. Key results include a 21.2 percent increase in students (aged 7-9 years) achieving benchmarks in reading skills, increased engagement of children in home literacy activities due to improved family practices and a 20 percent growth in school readiness scores for children aged 4-6 years. Its randomized control trial in 2016 showed that the Literacy Boost and Teacher Training interventions increased the number of students promoted into P3 by 44 percent throughout the project period; students in project group outperformed the control group in oral comprehensive (effect size of 0.36), reading comprehension (effect size of 0.33) and reading fluency (effect size of 0.29).
- The Lifewide Learning for Early Reading Development studied 12 contexts and found that Save the Children literacy interventions significantly and positively related to reading gains with an average of 0.34 and 0.35 SD respectively for fluency and comprehension.

19. **Enabling Teachers also has specific modules to support teachers in 'Conflict Sensitive Education' and Gender Sensitive Pedagogy / girls' education.** Further development of content and module selection can be tailored to meet the specific support needs of teachers in their context. Materials and interventions may be adapted to the distinct learning needs of children who have experienced trauma and displacement. Save the Children's work in the Rohingya response and the Syria response demonstrate how the approach can be adapted to meet complex needs. Through the teacher, literacy and numeracy work in the Rohingya response in Learning Centers, Girl Friendly Spaces and Home-Based Learning students' attendance has been between 80 and 100 percent due to the engaging learning environment. Discussion with mothers and fathers revealed that they are supportive of their children's education, both boys and girls.

20. Enabling teachers also offers teachers the opportunity to consider their own gender bias and expectations and how this may influence their teaching and learning practice, as well as prepare teacher with the training



needed to promote gender quality. Teachers will also be trained on Child Safeguarding to ensure children are safe within the school and that they are protected from unintended harm or accidents to children as a result of any of the activities.

21. The professional development package/course for teachers ensures a cycle of support is offered for teachers to develop their competences and improve through competence levels (for example from beginner to developing to proficient to advanced). Teachers assess themselves against a competence rubric and can set goals and targets for improvement/development. (Data can be triangulated against MOE, HT, coach/mentor assessments as well as children’s feedback.) This cycle is implemented over a period of time (usually six weeks) to ensure teachers practice their learning and receive ongoing support and coaching. The cycle may include a combination of different learning activities like; self-study, peer learning, and coaching/mentoring. This includes regular classroom observations using the Spot-Check assessment tool which looks at quality indicators around teaching, learning, emotional and psychosocial support, and the overall physical learning environment. This helps to measure and keep track of the progress done by the teachers and provide a foundation for the individual feedback that the teacher receives after the lesson observed. Feedback and the focus of the assessment is on the specific competence(s) targeted within that cycle and built on throughout the course. This enables teachers to focus on specific areas of development over time and not be overwhelmed or demotivated. In addition to this, peer support mechanisms form a critical part of the cycle; these are based on Teacher Learning Circle model, implementing peer-to-peer learning and support for school-based teacher wellbeing. This peer learning is foundational to the Enabling Teachers approach, and INEE’s TiCC Peer Coaching Pack and mentoring packages which are already being piloted and used by Save the Children in the Middle East. These work together to provide a rich and substantive approach to teacher professional development.

22. **Implementation arrangements** This activity is to be implemented by Save the Children. For teacher professional development on numeracy and literacy, the training will align with the literacy and numeracy learning materials, and teacher training guide and manuals. The optimal training model (including the combination of and sequencing of Teacher Professional Development (TPD) activities and additional or adaptations to content) for the implementation of this activity is to be determined. One option is a decentralized training system based on the cluster school methodology. Cluster schools have been established in all districts and governorates in Yemen and are designated centers for in-service training in basic education. Blended training using a combination of face-to-face and distance modalities may be explored. This needs careful consideration in light of the COVID-19 crisis and the challenges with infection waves. Distance TPD through low cost/low tech solutions are being used in Jordan and Cox’s Bazaar while self-study TPD modules are being used in Democratic Republic of Congo. Deciding the best approach or combination of activities will need to not only be established for the current context in Yemen but also with the flexibility to adjust as the pandemic evolves.

C. Support to Teachers - Student Assessment

23. **Objective.** The proposed project aims to finance a simple learning assessment that will be conducted in target schools. One option is to administer the Annual Status of Education Report (ASER) which looks at both literacy and numeracy skills. The learning assessment will provide insights into the extent to which the school package inputs have a measurable impact on student’s learning. Learning results can also be used for monitoring purposes.

24. Save the Children is administering the ASER to measure learning outcomes, for both numeracy and literacy skills. The ASER assessment evaluates the literacy level (reading and comprehension) of basic school students



and has already been contextualized and translated for the context. The methodology suggested is to conduct the assessment with a group of children randomly taken across all basic schools following a randomization method. The selection of the target will be done by considering gender balance, the number of girls and boys in the schools as well as relevant vulnerability criteria. The sample will be determined in order to have a representative sample size able to inform the program team on where the planned intervention will focus to support all children during the project life. The findings will also inform the teachers professional development plan, and the distribution of teaching and learning material.

25. The assessment will be conducted by a trained team in the first school year, while Save the Children builds the capacity of teachers and education authorities on how to run the exercise. In the second school year they will take the lead with SC limiting its intervention to observation and support when needed. At the beginning of the intervention, before the 2020/2021 school year ends, ASER will be run in all targeted schools in order to have a baseline indicating the current literacy and numeracy skills of the children. This will be then compared with the data collected at the end of the first school year, and at the end of the project, to measure progress.

II. Distribution of learning materials and school supplies

26. **Objective.** This activity aims to provide students and teachers in selected districts with: (i) printed learning materials and activity booklets with literacy (Arabic language) and numeracy as priority, (ii) teacher guides; and (iii) other school supplies (school bags, pencils, paper, etc.).

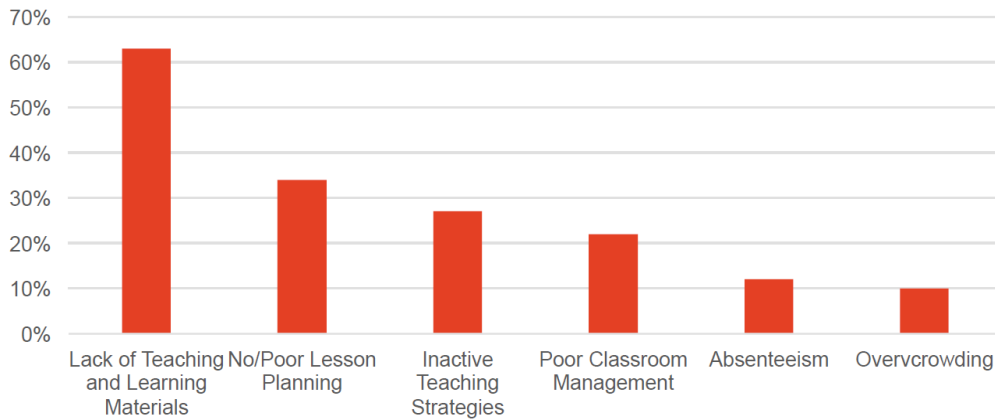
27. **Beneficiaries.** Students and teachers in selected grades of schools in selected districts.

28. **Background.** The shortage of textbooks in Yemeni schools has been identified as a major impediment to learning. Prior to the escalation of the conflict, the MOE ensured a student-textbook ratio of 1:1. The textbooks were designed for one-time use, making it difficult to pass them along to subsequent learners. Due to the lack of an education budget and donor support, textbooks were last printed in 2015. There have been small-scale efforts to re-distribute used textbooks, but these initiatives do not come close to meeting the demand. With its limited resources, the government has prioritized the printing and distribution of a limited set of textbooks for grades 1-4.

29. In 2019, Save the Children conducted a baseline assessment to inform policy, practice and the better targeting of finite resources in improving the quality of teaching and related learning and access outcomes in Aden and Lahj Governorates (see figure below). The most common impediment to quality teaching and learning is the lack of adequate teaching and learning materials, mentioned in 26 of the teacher assessments (63 percent of total commented spot check assessments). This is followed by a lack of lesson planning, mentioned in 14 of the teacher assessments (34 percent of total commented spot check assessments) and poor use of active teaching strategies, mentioned in 11 of the teacher assessments (27 percent of total commented spot check assessments). Other issues of note include: examples of poor classroom management (mentioned in 9 comments – 22 percent), absenteeism (mentioned in 5 comments – 12 percent) and overcrowding (mentioned in 4 comments).



Figure A4.1. Impediments to Quality Teaching and Learning



30. In 2012, the MOE began its work on developing a new approach to reading. The finalization was stalled due to the conflict. Work on first grade reading was completed but plans to roll out the second grade and third grade reading textbooks and the accompanying teacher training manual was stopped.

31. Save the Children is currently undertaking work on the development of self-learning materials, as well as on developing learning materials for grades 2 and 3. Numeracy textbooks and learning materials have not been developed.

32. **Design.** The proposed project would finance the printing and distribution of pre-vetted and approved learning materials for selected subjects. In the case of controversial content being identified, the project would finance the printing and distribution of “generic” learning material that provides students with opportunities to practice core foundational skills such as reading and mathematics. It will be critical that these materials whether generic or not are inclusive in content and promoting positive gender norms. Ensuring as much as possible that different people groups, girls and boys (men and women), language groups, and people with disabilities are represented and that positive inclusion and gender messaging is integrated throughout.

33. **Implementation Arrangements.** This activity would be implemented by Save the Children, who have considerable experience in developing and distributing improved learning materials in Yemen. Save the Children may reach out to partner agencies, e.g. UNICEF, for additional support and to tap into UNICEF’s established network and presence in supply and logistics.

III. School feeding

34. **Objective.** The provision of school feeding in target schools/areas with the objective to mitigate against hunger and malnutrition among children and thus increase their learning capacities. School feeding would also provide direct incentives for children to enroll and remain in formal schooling. School feeding includes school snacks (date bars, high-energy biscuits) and locally prepared fresh meals through the establishment of healthy kitchens.

35. School feeding programs can help get children into school and help them stay there; studies have shown programs can increase enrollment by an average of 9 percent. In Bangladesh, fortified biscuits have improved school enrollment by 14.2 percent and reduced the probability of dropouts by 7.5 percent. In Madagascar,



attendance rates increased from 88 percent to 98 percent over two years after the introduction of take-home rations.^{66 67}

36. Well-designed school feeding programs can promote macronutrient and micronutrient improvements in children's diets, leading to enhanced nutrition and health, decreased morbidity and increased learning capacities. Fortified school meals or snacks consistently reduce anemia prevalence and improve micronutrient status (in particular iron, vitamin A, iodine and folate).

37. **Beneficiaries.** The proposed project targets children grade 1-6 (i.e. primary school level). However, in Yemen, basic education spans over grades 1-9, and children in those grades are mostly located in the same building. Therefore, school feeding activities will be provided for all children in basic education (i.e. grades 1-9) whenever they are in the same school as primary school level children.

38. **Background of activity implementation.** The main partner providing school feeding in Yemen is WFP.⁶⁸ During the 2013/14 school year, the MOE and WFP initiated a pilot project targeting 736 students. As part of this project, participating children received high energy biscuits stuffed with dates.⁶⁹ The WFP school feeding program resumed in Yemen in April 2018 covering six governorates and reaching 123,000 children in 267 schools. There was no program between 2015 – 2017 due to the nature and intensity of conflict resulting in unfavorable conditions to implement the program. Currently WFP reaches up to 1.2 million children in 20 governorates (80 districts) in 3,899 schools across Yemen. WFP is planning to further scale up to target 1.5 million children (Q4 2021). Table A4.1 and figure A4.2 below provide an overview of the children targeted by governorate.

Table A4.1. Number of children targeted with school feeding by governorate

Governorates	Children
Abyan	47963
Aden	73638
Al Bayda	11927
Al Hudaydah	91324
Al Mahwit	61233
Aljoof	13151
Amran	114610
Hadramout	2822
Hajjah	71289
Ibb	80544
Lahj	148374
Marib	45992
Raymah	28414
Sa'ada	129916

⁶⁶ A meta-analysis of school meals programs across 32 sub-Saharan countries showed on-site meals combined with take-home rations (THRs) increased the enrollment of girls by 12 percent. In Madagascar, THRs have proven to reduce dropout rates, particularly for adolescent girls, by over 40 percent. In Northern Uganda, school meals and THRs were found to reduce anemia prevalence in girls ages 10–13 by 17 -20 percent.

⁶⁷ See here: <https://www.wfpusa.org/explore/wfps-work/wfp-programs/school-meals/>

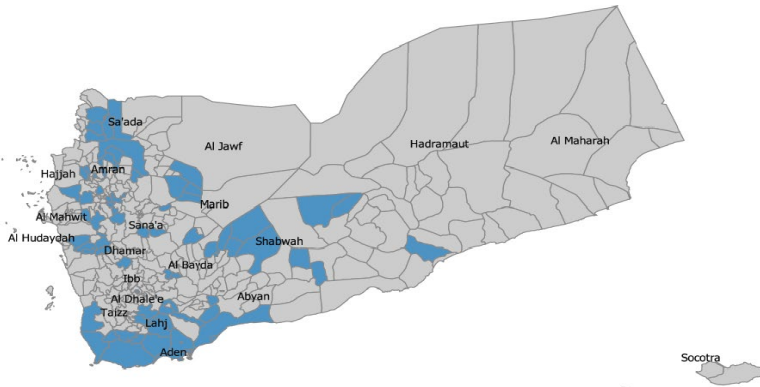
⁶⁸ WFP Yemen has over 866 staff (732 national and 134 international).

⁶⁹ Transitional Education Plan 2019-2021.



Sanaa City	30285
Sana'a Governorate	46249
Shabwah	71741
Taizz	155089
Dhamar	41976
Ad Dali	43990
Total Children	1,310,527

Figure A4.2. School feeding coverage by district - Number of schools reached



39. In addition to distributing high-energy biscuits and date bars, WFP in collaboration with UNICEF (GPE funded) launched a Healthy School Meals pilot in February 2020. Freshly prepared meals were distributed to about 5,750 children in four schools in Aden city, in Dar Saad and Al Basateen, which are low income neighborhoods that host large numbers of IDPs and refugees. The meal, a sandwich with freshly cooked beans or cheese, vegetables and fruit, is in line with nutrition standards and local food culture. On average, the meal provides students with 280 grams of food and 440 kcals - approximately 36 percent of their daily requirement. During the pilot phase various combinations of the daily menu were tested before settling on a regular menu. WFP intends to continue this intervention in Aden while also exploring further opportunities for establishing new kitchens. The Healthy School Meals program employs a cooking team of 35 staff members, 29 of which are women. Most supplies are procured from local wholesalers, and fresh fruit and vegetables are procured from the local market twice a week. Meals are sent to the schools on time for children’s mid-morning break. The Healthy Kitchen is established in cooperation with the counterpart education authorities and an NGO whereby WFP identified a suitable facility for the establishment of kitchen and refurbishment was undertaken to ensure that the kitchen will ensure cleanliness and food safety standards⁷⁰.

40. Availability of WASH facilities is a minimum standard for WFP Healthy School Meals Kitchens program, as to ensure that school feeding and nutrition education are enhanced by hand washing and hygiene

⁷⁰ Installation of exhaust fans, wash basins, fire extinguishers, etc.



awareness activities. For this reason, the program is implemented in schools supported by UNHCR and UNICEF with WASH and other activities. WFP intends to expand it to Sana’a and other governorates in Yemen over the course of 2021.

41. **How does WFP select vulnerable children?** Vulnerable districts are identified and included for school feeding support based primarily on education focused criteria defined by the priorities of the Education Cluster (based on Education Cluster severity score for 2019); and degree of food insecurity (utilizing Integrated Food Security Phase Classification). Once a district has been selected all the schools in that district are selected to provide blanket coverage. Moreover, access to education in a district along with feasibility and operational access to a district are additional factors that also weigh in on district selection.

42. Since the onset of COVID-19, the school feeding program has shifted to alternate modality of take-home-rations. Guidelines for safe distribution were developed and disseminated to schools. These guidelines covered aspects of awareness raising and sensitization of both children and parents vis-à-vis Covid-19. Children were provided with their date bars/high energy biscuit rations for the remainder of the academic year which was scheduled to last until the first week of May 2020, in one go and to take it home. Distributions were concluded in August 2020.⁷¹ As far as the establishment of a healthy kitchen is concerned, the facility is situated near schools that serve vulnerable children (i.e. IDP households), where other partners are present and providing additional educational services. The area is accessible to all stakeholders in the project since lunches have to be prepared and delivered on a daily basis.

43. **Implementation arrangements.** The school feeding activity would be implemented by WFP. The WFP will continue to collaborate with respective government levels and local partners. The MOE has school feeding committees at central, governorate and district levels to monitor and implement school feeding programs. Participating schools are also expected to involve parents and student committees in the distribution of biscuits.⁷² WFP collaborates on some of the school meals activities with national NGOs, such as the Society for Humanitarian Solidarity.

44. **Costing.** The cost to provide one child per day with a basic school feeding item (such as date bars, or similar) is around US\$0.24. Considering that in each month 22 days are school days, and there are about 7 months of schooling in Yemen, the cost of providing school feeding items for one child over the project cycle of 3 years is about US\$111– 531. School kitchen represent about 10 percent of the overall allocated budget for this component.

School feeding activity	Cost per child/day
Date bars / High energy biscuit (HEB)	US\$0.24
School kitchen	US\$1.15

45. **Procurement. WFP procures school feeding commodities (Fortified Date Bars and High Energy Biscuits) both internationally as well as locally.** Competitive tendering is undertaken for international procurement and to date commodities have been procured from suppliers based in Egypt, Jordan, Indonesia and Oman. These commodities are tested for ensuring that food safety and quality standards are fully met, following which they arrive at Yemen’s ports (Aden and Hodeida) and customs cleared before being moved to WFP warehouses located across the country. In order to support local economy WFP also purchases from local suppliers. Currently,

⁷¹ As of June 2020.

⁷² Transitional Education Plan 2019-2021.



there is only one facility that has the capacity to produce for WFP. Commodities are tested for food safety and quality before they reach WFP warehouses across the country.

46. WFP's contracted transporters move commodities from WFP warehouses to schools. Commodities are delivered in monthly or 6 weeks cycles to schools across the country where they are received and stored in hygienic conditions at the school level. Relevant school level staff are provided with capacity enhancing trainings on commodity handling, management, distributions and reporting. Commodities are distributed daily by school management in the morning to students in class. Children are encouraged to consume the commodities in class so they may be able to concentrate on their studies and not suffer from short term hunger.

47. **Monitoring.** WFP employs rigorous monitoring of implemented activities by partners through own field monitors and contracted third parties. The monitoring channels include:

- WFP Field Staff Monitoring.
- Third Party Monitoring: WFP has three dedicated Third Party Monitoring companies that conduct onsite monitoring as well as Post-distribution monitoring.
- WFP has three call centers, two in Sana'a and one in Amman, as part of the process and outcome monitoring which includes: i) Dispatch and Distribution follow-up to track deliveries, distribution status and identify gaps; ii) Beneficiary Verification Mechanism to follow up and verify third party monitoring findings in high priority locations; and iii) Post distribution monitoring and outcome monitoring call center in Amman.
- WFP has a toll-free hotline, where beneficiaries and non-beneficiaries can ask questions and raise concerns.
- WFP instated several control mechanisms to further augment the unit's functions and effectiveness, including a Monitoring and Evaluation Findings management database to track and follow up on monitoring findings.

48. **GRMs. WFP Yemen has a dedicated hotline for beneficiaries to call and register their complaints.** Beneficiaries are provided feedback calls as appropriate. The center is based in the country office and reports to the Compliance Unit who is headed by a senior international officer. There is a total of 11 operators with 30 channels all running at the same time. In 2019 a total of 20,556 calls were registered and in 2020 for first three months (until March 2020) 2,695 calls were registered. The call center number has been extensively publicized and hence as per monitoring data, 79 percent of beneficiaries have knowledge of one or more of WFP's feedback mechanisms. Calls are being followed up regularly through weekly aging report by area office, weekly progress report that track the progress made to bring the cases raised in the previous week into satisfactory closure.

49. **Capacity Building:** Under the school feeding program WFP engages with partners on the ground to enhance capacities so that field level implementation may be improved. WFP's main partners are the two counterpart Ministry's and WFP holds annual training sessions for MOE staff at central level (Sana'a and Aden), districts, governorates, schools (headmasters and storekeepers), and representatives of the Father and Mother councils. The training refreshes understanding of the School Feeding Program (SFP) in Yemen and its operational principles (it also includes logistical aspects – storage, daily distributions) which then strengthens the role of counterparts, local authorities and communities as key stakeholders in SFP implementation, by providing them with the skills necessary to manage and monitor the implementation of the program. Moreover, quality implementation is further enhanced by the inclusion of an accurate and timely reporting component within the training. This capacity building exercise is the first step of risk management at the field level.



50. For the healthy meals' component, in addition to the above training, further trainings on nutrition sensitization, health and hygiene management – both at the kitchen level as well as at the school level is implemented with the support of the cooperating partners. This additional training component helps to manage any health and hygiene related risks.

IV. Rehabilitation of school infrastructure

51. **Objective.** This intervention aims to finance the rehabilitation of school infrastructure in schools. The rehabilitation will be based on a school-specific needs assessment and for each school the most needed school infrastructure improvements will be financed (up to a maximum budget per school). Eligible activities include: (i) repairing and restoring doors and windows in classrooms; (ii) repairing, restoring, and maintaining WASH facilities (school bathrooms); (iii) simple repair and restoration of walls, floors and stairs; (iv) painting of classrooms; (v) procurement of school furniture such as tables, chairs, etc.; (vi) boundary walls; and (vii) temporary learning facilities.

52. In many schools, school infrastructure is outdated and there is an urgent need for minor repairs, painting of classrooms, procurement of school furniture such as chairs and tables, etc. Improved water, sanitation and hygiene services in schools is essential for student attendance and retention, especially for girls. Inadequate WASH facilities at school can lead to anxiety and stress, discouraging students from attending school and causing them to miss out on valuable instructional time.

53. For girls, appropriate WASH facilities are a particularly important part of ensuring their safe and healthy participation in school. WASH facilities have both 'push' and 'pull' factors for girls' education. Girls can struggle to attend and stay in school if they do not have safe, single-sex and hygienic facilities, which are essential for menstrual health and hygiene management. Although there is still little evidence, reports have recognized that 'the introduction of appropriate water and sanitation facilities has been associated with improved girls' attendance.'⁷³ In addition, there is evidence that girls are particularly at risk of sexual violence and/or harassment when using unsafe facilities at school.

54. **Beneficiaries.** The proposed project targets children grade 1-6 (i.e. primary school level). However, in Yemen, basic education spans over grades 1-9, and children in those grades are mostly located in the same building. Therefore, school-level activities will be provided for all children in basic education (i.e. grades 1-9).

55. **Background.** A survey conducted by the MOE in 2014 revealed that 47 percent of schools in Yemen did not have adequate WASH facilities. There was an average of 299 students/toilet, which is 11 times higher than the norm. The situation has likely deteriorated since the onset of the conflict. Many international partners on the ground are working on rehabilitating WASH facilities in schools. In the school year 2019-2020, WASH facilities in 656 schools in Yemen have been rehabilitated by different implementing agencies (UNICEF, SFD, KFW, Save the Children, NRC, Care International, etc.) (see table A4.2 below).

⁷³ Agol, D. and Harvey, P. 2018. Gender differences related to WASH in schools and educational efficiency. *Water Alternatives* 11(2): 284-296



Table A4.2. Number of rehabilitated schools (including WASH) in 2019-2020, by governorate

Governorates	Schools
Abyan	29
Aden	64
Al Bayda	8
Al Hudaydah	26
Al Mahwit	4
Aljoof	16
Amran	9
Hadramout	27
Hajjah	96
Ibb	68
Lahj	98
Marib	1
Raymah	9
Sa'ada	4
Sana'a	10
Shabwah	10
Taizz	145
Dhamar	4
Ad Dali	28
Total Schools	656

Source: Education Cluster

56. Some of the challenges regarding the rehabilitation of WASH facilities in Yemen concern the absence of policies and guidelines for applying standard specifications of WASH facilities. Each international partner applies its own standards leading to an uneven quality of facilities and fluctuations in estimated costs. In addition, water is scarce in Yemen and without adequate water access, WASH facilities cannot be used. There is also a lack of statistics and surveys on the general situation of Yemeni schools, as the last survey was conducted in the school year 2013/2014 and incomplete data / limited data collection on the adequacy of WASH facilities exacerbates the problems.

57. **Partners.** Between January and September 2019, UNICEF and its partners completed the verification of technical need assessments to rehabilitate and additional 585 schools in 18 governorates. More than 270,000 children (average of 350 children per school) are expected to have access to safe learning spaces from the rehabilitation work. In September 2019, the rehabilitation of WASH facilities in 25 schools was completed and 16,887 students now have access to safe and functioning WASH facilities. UNICEF also distributed hygiene kits to schools since the cholera outbreak in Yemen. UNICEF WASH programs in schools include:

- Promoting both adequate facilities and correct behavioral practices in schools which are meant to have a positive impact on the health and hygiene conditions of the community.
- Increasing awareness of hygiene and sanitation among students and of the importance of creating a clean and hygienic environment in school.



- Building capacity to develop national standards, local WASH guidance manuals, and data collection.

58. Some of the key interventions include:

- Repair/rehabilitation of WASH facilities in schools, which include: minor repair and improvement of hand washing, sanitation facilities and sewage system in schools, and/or technical support for securing alternative water supply, solar pump, or provision of water tanks, pipes and fittings.
- Promotion of good hygiene practices through hygiene education and awareness campaigns and distribution of hygiene kits/materials.
- Training and capacity building of student clubs, school development teams and Fathers and Mothers Councils.
- Celebration of the Global Hand Washing Day, World Water day and menstrual hygiene for girls.
- Capacity building and support to MOE in production of WASH guidance manuals.

59. **Implementation Arrangements.** The proposed WASH rehabilitation activity will be implemented by a Yemen implementing partner, with monitoring, technical guidance and supervision undertaken by UNICEF.

60. **Costing.** An amount of an estimated equivalent amount of US\$12,000 per school, paid in local currency, could be allocated per school for minor rehabilitation of school infrastructure.

V. Alternative learning

61. **Rationale.** This sub-component aims to deliver alternative learning opportunities to basic education school-age children in the targeted governorates, when their schools close or are interrupted either due to COVID-19 or other reasons such as ongoing conflict and beyond. A task force within the MOE to oversee the delivery of these programs has already been established and will be reinforced to include female representation in order to ensure gender diversity in decision-making. The project will finance the setup of a foundation for a multi-modal national distance learning program for grades 1-9 complemented by a mobile phone platform to provide additional support to learners. The main activities under this component will include: (i) assessment of the education technologies currently available in Yemen (information on this will also be collected as part of the Joint Education Needs Assessment led by the Education Cluster), (ii) the development and expansion of e-learning programs and/or self-education home based material in project governorates, (iii) setup of a hotline / virtual network to facilitate communication between teachers and students/parents, and (iv) roll out of a communication campaign to alert learners, families and community groups to the existence of the materials and where to find additional support. Teachers will play a vital role in the implementation of the distance learning program including inter alia (i) assisting with the identification and refinement of content for remote delivery, (ii) providing remote pedagogical assistance to students and parents, and (iii) taking the lead on the communication campaign.

62. **Objective.** Deliver alternative learning, including remote learning opportunities, to children across Yemen.

63. **Beneficiaries.** Basic education school-age children in the targeted governorates when their schools close or are interrupted



64. **Background.** The activities under his sub-component will be in line with the National COVID-19 Response Plan and informed by the JENA. The National COVID-19 MOE National Response Plan outlines MOE’s key modalities for non-traditional ways of learning to ensure access to all including the most vulnerable. These include: (i) self-education-home based learning; (ii) e-learning; (iii) micro-education groups; and (iv) re-opening of schools with high prevention measures. By adopting a multi-modal approach, the project would support the first two modalities in coordination with the other donor partners.

65. Project implementation will draw on the tools, expertise, and experience of all project partners, in order to ensure the most vulnerable children are able to benefit from alternative learning strategies and activities. Activities will prioritize a system-wide approach aimed at making the education system more inclusive and flexible to ensure children out of school are included, while at the same time supporting the system’s preparedness for future closures (not solely limited to COVID-19, also including conflict, displacement, disease). Project implementation will explore hybrid approaches focus on ensuring synergies and complementarity between REAL project initiatives and existing sector activities, for example from ISDB (through the GPE COVID-19 accelerated funding). Close coordination will be maintained with the Education Cluster throughout project implementation.

66. **Existing modalities.** Despite the conflict, little has been done in terms of setting up a comprehensive distance learning program across Yemen. There are currently two educational TV channels which target grades 1-12 and cover math, science and languages. There are also summer radio programs that have been setup in the Northern governorates as a response to COVID-19. These programs cover grades 4-12. However, the quality, reach and impact of these programs remain limited. There have also been some attempts at online education platforms. Below are a few examples:

- **Menasit Yemen⁷⁴:** A distance learning online education platform setup by the MOE which covers grades 1-12. It includes scripted and video lessons for math, sciences and languages.
- **Allemny App:** Allemny is an e-learning platform and mobile app for Yemeni students. It comprises a comprehensive and diverse set of educational material, which conform to the authorized curriculum set by the MOE of Yemen. It is a local solution that been developed by Yemeni education and tech experts. The app can also be accessed offline: the material can be downloaded at one of their service centers. Over 75,000 students have used the app across all 22 governorates of Yemen, with 27 percent of users being female. The students’ retention rate is reportedly 90 percent. There is a US\$3 subscription fee per student per subject. The GPE financed ISDB project will expand access to Allemny as part of the COVID-19 response.

67. **Partners.** The table summarizes activities of different partners:

	Save the Children	UNICEF	Islamic Development Bank
Modality	Focused on radio and paper-based material for self-learning	Smartphones/ tablets	Television

⁷⁴ <https://el.moe-ye.net/>



Existing Program	Self-learning material (status: development is in progress)	Self-Learning Programme, grades 1-6 (Arabic, Math, Science and Social Studies) MENA Teacher Training Package for teaching adapted to COVID-19 (Arabic) The Learning Passport (materials in Arabic available)	Distance learning (Status: development in progress)
Description	<p>The self-learning material consists of paper-based material, lessons disseminated through radio, and follow-up by teachers on weekly basis. In addition, there will be dedicated material to parents/caregivers to support their children’s learning and wellbeing. This aims at complementing the distance learning program that the authorities want to run as part of the COVID-19 response, a sort of adapted remedial education.</p> <ul style="list-style-type: none"> • Grades: 1-6 • Subjects: Arabic, Math, Science and social sciences based on the 2014 curriculum • Implementation: A committee of 6 national technical experts, two per subject will oversee this work • Target regions: Considering the existing funding available, Aden, Lahj and Al-Dhale’e governorates will be covered; Amran will be covered once the US government suspension is lifted. Distributing the material in Hajjah will be pursued once 	<p>Partnership at the global level between UNICEF and Microsoft: it allows distribution of learning material – adaptable to be provided through different devices (tablets, mobile phones, etc.)</p> <p>Existing Teacher Training Package (ready for roll-out); developed Self-Learning Materials; Access to Learning Passport resources and networks (including Arabic materials)</p> <p>Support provided to MOE for broadcasting of learning content within the Back to Learning activities.</p>	<p>ISDB is the recipient of the GPE COVID grant for DL development and is coordinating with UNICEF on the development of the program.</p> <p>ISDB’s project components are the following:</p> <p>Response: which includes take home learning material; development of multi-media material; broadcasting; e-learning and assessment platform; low cost provision of internet; education and health campaigns</p> <p>Recovery: which includes sanitation and hygiene supplies to schools; psychological support; capacity building of MOE</p> <p>M&E and PM: data collection, reporting,</p>



	the funding becomes available.		fiduciary, environmental and social; setting up of networking between governorates; Evaluation, PMU, Audit
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68. **Design.** Depending on needs to be identified in the ongoing Joint Education Needs Assessment, led by the Education Cluster, the activity will support a multi-modal approach to deliver alternative learning program(s). Refining the types of interventions will depend on the availability and access to technology as well as the student segments targeted. There is little conclusive evidence yet on what combined platforms and modalities produce the greatest learning outcomes, as measured either through cognitive or non-cognitive measures, since approaches can vary widely by country and components.

69. **Feasibility Study.** Country’s technologies must be carefully assessed when determining the most appropriate modalities to be used. A feasibility study will be undertaken and will look at the following, amongst other things, in the targeted regions of the project:

- The availability and use of different Information and Communication Technology (ICT) devices for different groups (radio, TV, mobile)
- Availability and use of different ICT-leveraged content for various and relevant target groups
- The effect of the conflict on the support of educational systems and content delivery via various ICT platforms and the availability of those connections for use by the target groups?
- How does the conflict affect the time or location of access to ICT leveraged information for all target group?
- The cost of setting up each modality and the need in capacity building and e-learning centers

70. A feasibility study of the development of an interactive audio instruction program in a Yemeni context has been completed. This activity will be led by Save the Children. Other partners may provide technical inputs for the implementation of this component based on their technical resources and networks. The details will be provided in the POM.

VI. Capacity building

71. **Objective.** The objective is to: (i) Strengthen education management capacity at the MOE and target governorates and districts to provide education services and address key education challenges, including implementation of EMIS roadmap; and (ii) Strengthen capacity of school principals and administrators to implement and coordinate education activities in a more effective and efficient manner.

72. **Beneficiaries.** Education officers at the MOE and target governorates and districts as well as school principals and administrators in target districts.

73. **Background.** Capacity constraints exist at all levels and strengthening institutional capacity is a priority in



the TEP 2019-2021. The TEP, endorsed in 2019, highlights institutional capacity constraints as one of the factors that affect quality of education and describes challenges at national, governorate, district and school levels. Strengthening institutional capacities is one of the four priority programs proposed in TEP. The program's goal is to strengthen institutional capacities for more effective and efficient implementation and coordination of education activities that primarily address new education challenges resulting from the crisis. TEP lays out 5 strategies for the program as follows:

1. Maintaining the operation of the education system and strengthening the examination system
2. Providing training and building education management capacities, with a focus on management of education in emergencies
3. Strengthening EMIS and monitoring and evaluation processes
4. Strengthening coordination mechanisms among government authorities and partners
5. Developing five-year ESP

74. **Data and evidence on education management capacity constraints are limited.** While the education capacity constraints are well recognized as a challenge, up-to-date and credible data is limited, making it difficult to identify both capacity areas to focus on and geographic areas to target for interventions. GIZ conducted an analysis of education management capacity needs in 2018. A GIZ-supported workshop undertaken in early 2018 with 41 education stakeholders from 15 governorates (central, governorate, district, local council school level) provided an analysis of education management capacity needs. These included the need for specific training in functions and management roles and tools, including leadership during crises; strategic planning including financial planning and budgeting; crisis prevention and management; data collection, processing and analysis; and communication and negotiation. UNICEF with financing of GPE and in collaboration with UNESCO and WFP is currently implementing the first phase of a three-year EMIS strengthening roadmap. This based on previous support provided to strengthen EMIS related capacity under the GPE funded Education Sector Programme Implementation Grant (ESPIG, 2015-2020).

75. **Supervision system is not functioning well at all levels.** The current supervision system (at directorate, governorate and ministry levels) is not functioning as intended. A framework for education supervision was developed by a technical consultant in 2014, supported by the multi-donor Secondary Education Development and Girls' Access Project. It includes a guide and rules for supervisors but, due to the conflict, has not yet been implemented. At present, supervisors are appointed to their positions without regard to their qualifications or the terms of reference for their jobs. This is due to a lack of consistency in the appointment process. Some supervisors are appointed directly by MOE and others are appointed at the governorate level. The supervisors who are appointed lack the capacity to support teachers to improve the quality of instruction and do not receive in-service training to develop their capacities.

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



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

78. **Systems and technical skills of education officers are weak.** Capacity-related constraints for decentralization of education include:

- Weak institutional capacity.
- Inadequate technical skills and administrative systems.
- Lack of organizational structure and clear roles and responsibilities at each level
- Absence of job descriptions, workforce planning and performance evaluation systems and lack of clarity in the number of vacancies.
- Poor qualifications of many education staff to carry out the tasks assigned to them (nearly 63 percent of staff members do not meet the qualifications of at least a bachelor's degree).
- Lack of guidance in the areas of planning, budgeting, administration and others.
- Insufficient coordination and communication mechanisms.
- Limited attention to capacity development, especially at decentralized levels.

79. **School principals' supervision and leadership capacity is weak due to low levels of academic qualification and in-service training.** In 2002, the MOE passed Ministerial Resolution No. (560) in order to strengthen the capacity of school administration officers by setting standards and clarifying work conditions, including required qualifications and on-the-job training opportunities. School principals and deputies are required to:

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

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



81. **Partners.** Partners are aware of the multitude of capacity constraints at all levels (MOE, governorate, district and schools) and are delivering capacity building activities embedded in their education programs. Information below is based on desk reviews as well as meetings in May 2020 with key development partners.

Summary of Ongoing Partner Activities on Capacity Building by Capacity Areas/Constraints

Capacity Areas/Constraints	MOE	Governorate	District	School
Governance/Policy (organizational structure; clear roles and responsibilities; legislation; coordination among government authorities and partners)	<p>UNICEF: Advocacy for reinstatement of teacher salaries (ongoing)</p> <p>UNICEF: Comprehensive nationwide Out of School Children Study (planned, in collaboration with partners and Save the Children)</p> <p>Save the Children (planned activities to improve education planning and budgeting systems, including an Institutional Capacity Assessment and a rapid National Education Account assessment)</p>	UNICEF: Safe School Protocols (see below)	UNICEF: Safe School Protocols (see below)	UNICEF (school grant operational guides to support school principals develop school plans) (ongoing)



<p>Education system management (strategic planning including financial planning and budgeting; supervision; administrative system; clarity in vacancies, job descriptions, workforce planning and performance evaluation systems, student assessment, soft skills, gender equity and inclusion and protection, etc.)</p>	<p>Save the Children (planned activities on improving teacher and school director management)</p> <p>UNICEF, UNESCO, WFP: Implementation of Phase 1 of 2-year EMIS roadmap (financed through GPE) – done</p> <p>UNICEF: Establishment of MOE-affiliated PMUs in Aden and Sana’a, with GPE funding - done</p>	<p>GIZ (TA for school development plans; with communities)</p>	<p>GIZ (TA for school development plans; with communities)</p>	<p>GIZ (TA for school development plans with communities) GIZ (training for school managers and school supervisors on school management) KFW (training for school administrators & school inspectors on school management)</p>
<p>Education management in emergencies (leadership during crisis; crisis prevention and management; psychosocial training)</p>	<p>Save the Children (workshops on school safety)</p> <p>UNICEF: Facilitation of Development of National Education COVID-19 Response Plan</p> <p>UNICEF: Development of Safe School Protocol and</p>	<p>GIZ (training on education management in crisis)</p>	<p>GIZ (training on education management in crisis)</p>	<p>GIZ (Training of teachers on education management in crisis) Save the Children (School Safety Planning Training for PTAs and students’ councils; School Safety Mapping & Risk Reduction Planning with children, communities, and key stakeholders) UNICEF: Safe Schools Protocol and operations for students, schools, parents, school community members (nationwide)</p>



	<p>guidance note for PPEs (COVID-19)</p> <p>UNICEF, Save the Children: Development of Yemen Humanitarian Response Plan as lead and co-lead of the Education Cluster done and ongoing</p>			
<p>EMIS and monitoring and evaluation (data collection, processing and analysis)</p>	<p>Save the Children (planned activities to strengthen EMIS and M&E)</p>	<p>UNICEF: capacity development on data system strengthening at national and GEO levels, funded by GPE</p>	<p>UNICEF: Data collection exercise of key education indicators (feeding into Annual Statistics Yearbook compilations)</p>	<p>UNICEF: Establishment of Management Information System (MIS, cash-based interventions, including for teachers and school-based staff)</p> <p>UNICEF: Training of Father Mother Councils</p>



82. **Design. Training for MOE, governorate and district officials:** Areas may include leadership during crises; strategic planning including financial planning and budgeting; HR management; crisis prevention and management; supervision and monitoring; data collection and reporting including EMIS; data processing and analysis; and communication. Discussions with the MOE (IRG) and development partners highlighted strong demand for strengthening capacity for supervision and monitoring, including data collection and data utilization for decision making. Multiple delivery modes (online and offline access capabilities; computer and mobile versions; synchronous and asynchronous learning) should be considered to cater to different levels of access to devices and internet connection. Modules on education data management/EMIS may be designed to complement the ongoing EMIS 3-year workplan by MOE, UNESCO, UNICEF and WFP; school safety from Save the Children, and education management in crisis and school management from GIZ.

83. *Professional Development Training for school principals and administrators:* Develop and deliver professional development training for school principals and administrators with the aim of improving school management practices, leadership and community engagement. Topics will include inter alia: learning assessment; data collection and analysis; data-driven instruction; school safety for learners and education staff; needs assessment and resource management; as well as remote learning management. Multiple partners stressed the critical importance of community engagement. Building on the high degree of resilience of local communities in the country, the communities and parents will be actively engaged in needs assessment and design of training. This is expected to strengthen the provision of training that responds to needs of each school and contribute to effective monitoring and ensure social accountability. Similar to the training for MOE, governorates and districts, both face-to-face and online delivery will be considered. Modules on education management in crisis can build on experiences of GIZ and Save the Children; and general education management from GIZ, Save the Children and KfW.

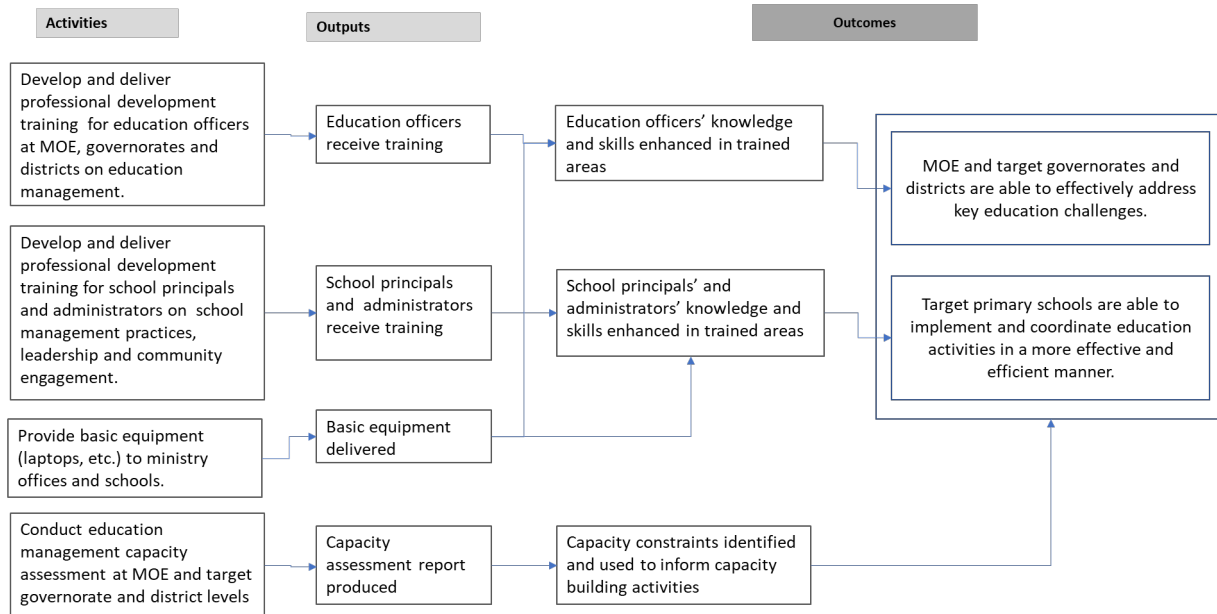
84. **National Education Management Capacity Assessment.** GIZ conducted a workshop of 41 education stakeholders 15 governorates in 2018 to analyze education management capacity needs, findings from which were incorporated in the TEP. Based on this study and on examples from other contexts, a capacity assessment of national and subnational structures will be conducted, including functions, processes, capacity-building needs, and management and oversight and offers concrete recommendations at different levels. This will help identify areas of capacity constraints for evidence-based planning and decision making of capacity building activities and contribute to improved donor coordination in delivery of capacity building support.

85. Further details on the activities will be provided in the POM.



Results Chain: Sub-component 2.2: Strengthening local capacity for managing

Problem statement: Weak education management capacity at MOE, governorate, district and school levels; lack of data and evidence on capacity constraints



86. **Implementation Arrangements.** The direct implementing partner of this sub-component will be UNICEF and Save the Children. The community will play an active role in planning, implementation, and monitoring of activities.

Activity	Implementing partner
1. Capacity building for education officers at MOE, target governorates and district level	UNICEF
2. Professional development training for school principals and administrators on school management practices, leadership and community engagement.	Save the Children
3. Implementation of EMIS strategic roadmap	UNICEF
4. Completion of an education management capacity assessment at MOE, target governorate and district levels	UNICEF



ANNEX 5: Economic and Financial Analysis

COUNTRY: Yemen, Republic of Yemen Restoring Education and Learning Project

1. **The protracted civil conflict in Yemen has aggravated an already fragile economy posing extreme risks to its human capital development.** Yemenis face severe challenges that include widespread food insecurity, persistent education delivery disruption across all levels, and inadequate learning standards in areas where schooling has not been interrupted. These challenges negatively impact the students' human capital accumulation and consequently, further delays in addressing them jeopardizes the future of this generation. In fact, Justino (2011) finds that the negative effects of the lack of timely and adequate education provision persist long after conflict ends, with lasting detrimental effects on human capital formation and inter-generational consequences in school achievement, health outcomes and future earnings.⁷⁵ To mitigate these effects, appropriate intervention is critical, and in the case of Yemen, donors are heavily involved and needed in sustaining access in areas affected by conflict and improving the overall quality of education.

2. **The project aims to tackle Yemen's most pressing barriers in the education system.** Component 1 focuses on improving education quality by: (i) teacher training and financing performance-based incentives for teachers and school-based staff, and allowances for salaries and training of rural female teachers; (ii) providing school feeding to students; (iii) providing learning materials and school supplies to teachers and students; and (iv) rehabilitating school infrastructure including WASH facilities in targeted schools. The second component of the project aims to deliver alternative learning to students in target areas. In addition, the second component aims to address local capacity bottlenecks at the school level and conveying a comprehensive training to strengthen the institutional capacity and education system resilience.

Part I: What is the project's development impact?

3. **The project's objective is to sustain access to education and improve learning at basic education level (grades 1-9).** This will in turn improve student performance, reduce likelihood of dropouts and increase enrolment rates. Ultimately, these developments will translate in higher productivity and wages on the labor market. Specifically, based on the literature, there are seven channels of benefits to students from this project.

- 1) **Performance-based teacher incentives requiring 75 percent of attendance will reduce school disruptions in targeted project areas.** The rapid escalation of events combined with the weak fiscal space resulted in the suspension of public-school teachers' salaries since 2016. Allowing teachers to work throughout the school year is likely going to positively impact student performance. A one standard deviation decrease in absences results on an increase of 0.03-0.05 standard deviations on

⁷⁵ Justino, P., (2011). Violent Conflict and Human Capital Accumulation. MICROCON Research Working Paper No. 54, SSRN: <https://ssrn.com/abstract=1948651> or <http://dx.doi.org/10.2139/ssrn.1948651>. Hereafter, Justino (2011)



- tests scores⁷⁶, and an increase of 0.08 years of schooling⁷⁷. In other words, the benefits are twofold: (i) with increased teacher presence and more motivated teachers, students enjoy better instruction which result in better learning, in turn leading to better student performance; and (ii) guaranteeing uninterrupted access to education reduces dropout and leads to higher educational attainment for more students.
- 2) **Teacher training will improve teaching quality at early-grade level.** Before the conflict, student achievements were very low with a low share of students equipped with the basic reading and numeracy skills. The crisis has likely deteriorated these problems and imposed new challenges for children. Since better trained teachers are key to address this, the project will train early-grade teachers (grades 1-3) to use better and more effective teaching methods and be able to support students' potential trauma and distress. Academic evidence shows that better prepared teachers have a positive effect on students' performance and attendance rates⁷⁸. In fact, Bold et al. (2017) find that teachers' knowledge and pedagogical skills have a direct impact on students' test scores increasing them by 0.37 and 0.35, respectively. Further, Hanushek presents a range of 0.5-1.5 gains in years of schooling from improved teacher quality⁷⁹. In the case of Yemen, given the low levels of education quality, even slight improvements to adequate teaching delivery will bear great benefits to students' human capital accumulation and furnish them with basic learning skills and productivity gains⁸⁰.
- 3) **Adequate learning materials will be distributed enriching the learning experience of students.** Textbooks and basic school supplies are scarce since 2015, and to complement learning, the project will distribute learning materials and school supplies to selected schools and pilot the use of educational technology. With this subcomponent, the project will be adding high quality learning materials for students enriching their experience, motivating them to continue education, and improving their learning outcomes. Although school supplies and learning materials alone do not have a statistically significant impact on learning, the combination of these tools with better teaching is what raises the quality of education effectively⁸¹. As found by Mbiti et al., (2019) performance-based payments to teachers in Tanzania combined with appropriate learning materials, have the strongest results with students scoring 0.36 standard deviations higher in national tests⁸².

⁷⁶ Miller, R.T., Murnane, R.J., Willett, J.B. (2008). Do Teacher Absences Impact Student Achievement? Longitudinal Evidence from One Urban School District. *Educational Evaluation and Policy Analysis*. 30(2):181-200. doi:10.3102/0162373708318019

Bold, T., Filmer, D., Martin, G., Molina, E., Rockmore, C., Stacy, B., Svensson, J., and Wane, W. (2017). What Do Teachers Know and Do? Does It Matter?. Hereafter Bold et al (2017)

⁷⁷ Assuming the fall in years of schooling due to absenteeism is proportional to the increase in education due to a reduction in it. Belachew, T., Hadley, C., Lindstrom, D. et al (2011). Food insecurity, school absenteeism and educational attainment of adolescents in Jimma Zone Southwest Ethiopia: a longitudinal study. *Nutr J* 10, 29. <https://doi.org/10.1186/1475-2891-10-29>

⁷⁸ Gershenson, S. (2014) Linking Teacher Quality, Student Attendance, and Student Achievement. American University School of Public Affairs Research Paper No. 2014-0015. <http://dx.doi.org/10.2139/ssrn.2528136>

⁷⁹ Hanushek, E. (2011). *The economic value of higher teacher quality*. *Economics of Education Review* 30:3. 466–479.

⁸⁰ Justino (2011)

⁸¹ Banerjee, A., Cole, S., Dufo, E., Linden, L. (2007). Remedying education: Evidence from two randomized experiments in India. *Quarterly Journal of Economics*, 122, 1235–1264. doi:10.1162/qjec.122.3.1235

Lucas, A.M., McEwan, P.J., Ngware, M., Oketch, M. (2014). Improving early-grade literacy in East Africa: Experimental evidence from Kenya and Uganda. *Journal of Policy Analysis and Management*, 33, 950–976

⁸² Mbiti, I., Muralidharan, K., Romero, M., Schipper, Y., Manda, Y., Rajani, R. (2019). Inputs, Incentives, and Complementarities in Education:



- 4) **Malnutrition among children will be partially relieved for by the provision of school meals.** Children in Yemen present alarming hunger and malnutrition levels continually deteriorating their human development. To mitigate these effects, the project provides nutritional meals and snacks to students for the duration of the project. As evidence compiled by the WFP shows, school feeding programs reduce dropout rates, increase enrolment, enhance gender inequality and improve the health and nutrition of students⁸³. Snilstveit et al. (2015) found a positive effect on student performance with a range of 0.09 - 0.11 standard deviations higher tests scores⁸⁴. In addition, a program in Bangladesh reduced the probability of dropouts by 7.5 percent, and increased school enrollment by 14.2 percent⁸⁵, and a program in Niger resulted in girls' graduation rates more than doubling in one year from 32 to 68 percent⁸⁶. In addition, the International Food Policy Research Institute found an increase of 0.06 years of schooling as a result of a school feeding program⁸⁷. For the most vulnerable children in Yemen, this means that on top of mitigating the health and nutritional risks, they will increase their ability to learn and motivation to stay in and enroll to school.
- 5) **Rehabilitated school infrastructure in target schools will increase attendance and enrollment.** The years in conflict have worsened the state of school infrastructure across the country. The investment will include hygiene kits, water points and gender-segregated latrines, which is crucial to reducing illnesses (e.g., diarrhea, conjunctivitis, influenza) and primarily important for girls. Investing in WASH facilities can lead to a reduction in absence from students, as estimated by Talaat et al. (2011) who found a 21 percent reduction in absence⁸⁸. Similarly, Freeman et al. (2012) found a 58 percent reduction in girls' absence once the WASH facilities and hygiene programs launched in Kenya⁸⁹. In terms of school attainment, Adukia (2017) finds an increase of 0.09 years by a program in India building separate latrines, with higher estimates for girls than boys, 0.07 and 0.05 respectively⁹⁰. Ultimately, school infrastructure rehabilitation is crucial in Yemen given the current state of the learning spaces, and is expected to improve the learning environment for students, enhancing their learning experience, and increasing the likelihood of staying in schools, which in turn increase student retention and incentivize enrolment.
- 6) **The delivery of alternative learning for basic schooling (grades 1-9) will tackle irregular access to education for children in areas affected by the conflict, natural disasters and now exacerbated by**

Experimental Evidence from Tanzania. Quarterly Journal of Economics, Volume 134, Issue 3, pp 1627–1673, <https://doi.org/10.1093/qje/qjz010>

⁸³ WFP(2019) The impacts of school feeding programmes. <https://www.wfp.org/publications/impact-school-feeding-programmes>

⁸⁴ Snilstveit, B., Stevenson, J., Phillips, D., Vojtkova, M., Gallagher, E. et al (2015). Interventions for Improving Learning Outcomes and Access to Education in Low- and Middle-Income Countries: A Systematic Review. London: 3ie.

⁸⁵ Bundy, D., De Silva, N., Horton, S., Jamison, D., Patton, G. (2018). Optimizing Education Outcomes: High-Return Investments in School Health for Increased Participation and Learning. Disease Control Priorities, Vol 1. World Bank Group.

⁸⁶ WFP (2017). Results and Lessons Learned from WFP's Efforts to Support Adolescent Girls in Niger

⁸⁷ Estimated by 1.3 days monthly. Ahmed, A. (2004). Impact of feeding children in school: evidence from Bangladesh. IFPRI

⁸⁸ Talaat, M., Afifi, S., Dueger, E., El-Ashry, N., Marfin, A., Kandeel, A., Mohareb, E., El-Sayed, N. (2011). Effects of hand hygiene campaigns on incidence of laboratory-confirmed influenza and absenteeism in schoolchildren. Emerg. Infect. 17, 619–625.

⁸⁹ Freeman, M.; Greene, L.E.; Dreibelbis, R.; Saboori, S.; Muga, R.; Brumback, B.; Rheingans, R. (2012). Assessing the impact of a school-based water treatment, hygiene, and sanitation program on pupil absence in Nyanza Province, Kenya: A cluster randomized trial. Trop. Med. Int. Health 17, 380–391.

⁹⁰ Adukia uses log of enrolment adjusted for dropout rates to control for coverage and as a proxy for educational attainment. Adukia, A. (2017). Sanitation and Education. AEJ: Applied Economics, 9 (2): 23-59. doi: 10.1257/app.20150083



COVID-19. The project will assess various platforms for the delivery of distance learning and programs using Interactive Radio Instruction that have proved successful in improving education outcomes (compared to students who did not participate in the program) with a range of effects of 0.41 standard deviations in Zambia for mathematics, to English improvements as high as 1.7 in Zambia, Sudan, Pakistan and India⁹¹. In the case of Yemen, the availability of distance learning will allow students who cannot access schools due to school closures or safety reasons, to continue learning.

- 7) **Local capacity building will support higher efficiency and an overall higher resilience of the education system.** The Yemeni education system presents weaknesses along the education service delivery chain from the governmental level all the way to school principals. This intervention addresses the weaknesses and ensures system resilience. According to Carr-Hill et al. (2015) school-based management programs improve learning only when communities have the capacity to implement smarter decisions⁹². This is consistent with the current literature that higher-skilled managers, more accountability to school principals and effective managing practices can lead to improvements in teaching and therefore learning⁹³. Bloom et al. (2015) estimate an increase in student tests scores of 0.104 - 0.512 standard deviations after improvements in school management and higher local capacity. For Yemen stronger institutions are essential for the success of the implementation of these programs and other programs.

4. Table A5.1 below summarizes the findings from the reviewed literature and how the various components affect student performance and accumulated years of education, therefore increasing future wages and productivity. The last column of the table shows the effect used in the analysis.

Table A5.1. Effect of interventions on education outcomes (based on academic literature)

Project activity / Intervention	Channel improving education outcomes based on literature	Quantitative effect based on literature	Impact used for analysis
Performance-based teacher incentives	Cash Incentives lead to decreases in teacher absenteeism and students therefore benefit from increased teacher presence, higher motivation and performance.	0.03 - 0.05 SD higher test scores for every 1 SD reduction in absenteeism	0.040
		0.08 increase on years of schooling per a SD reduction in absenteeism	0.080
Teacher training	Improved teaching practices	0.35 - 0.37 SD higher on tests	0.360
		0.5 - 1.5 increase in years of schooling from a SD increase in teacher quality	0.500
		0.09 - 0.11 SD higher on tests	0.100

⁹¹ Ho, J., Thukral, H., Laflin, M. (2009). Tuned in To Student Success Assessing the Impact of Interactive Radio Instruction for the Hardest-to-Reach.

⁹² Carr-Hill, R., Rolleston, C., Pherali, T., Schendel, R., Peart, E., Jones, E. (2015). The Effects of School-Based Decision Making on Educational Outcomes in Low- and Middle-Income Contexts: A Systematic Review. 3ie Grantee Final Review. London: 3ie

⁹³ Bloom, N., Lemos, R., Sadun, R., Van Reenen, J. (2015). Does Management Matter in Schools? Economic Journal (Royal Economic Society) 125, no. 584: 647–674. Hereafter, Bloom et al (2015)

Sun, R., Van Ryzin, G. (2014). Are Performance Management Practices Associated with Better Outcomes? Empirical Evidence From New York Public Schools. ARPA no. 3: 324–38 <https://doi.org/10.1177/0275074012468058>



School feeding	Increased enrolment and lower dropout rates. Improved student performance due to boost in nutrition and human capital	0.06 increase in years of schooling per the program	0.060
Learning materials	Better learning tools supplementing students' education	0.36 SD higher on tests combined with teacher incentives	0.360
School infrastructure and WASH	Increased enrolment and lower dropout rates	21% reduction in absence and 58% increase in enrolment or girls 0.079 increase for all students in educational attainment, with 0.047 and 0.071 for boys and girls respectively	n/a 0.059
Distance learning	Increased access to education and learning options	Students scored 0.41 - 1.7 SD higher on tests from participation of program	0.201
School Management	Improved school management capacity as a result of higher-skilled school leaders and effective managing practices	0.0104 - 0.0512 higher student scores from better school management	0.0308

Note: The distance learning quantitative effect is estimated by various radio instruction programs targeting rural students with irregular school attendance. See Ho, J., et al (2009).

5. **For targeted students, the project is expected to raise learning outcomes by 0.85 standard deviations, increase years of education by 0.68 education attainment.** Using the estimations summarized in table A5.1, the aggregate effect of all the intervention arms on education outcomes for the average beneficiary student is an improvement of 0.85 standard deviation on standardized tests scores. In addition, the aggregate effect on years of schooling is 0.68 more schooling for the targeted students.

Part II: Cost Benefit Analysis

6. **This section presents the results of the cost-benefit analysis of the proposed project.** The analysis has a focus on the economic benefits that result from the project on the direct beneficiaries. It is organized as follows: (i) total number of beneficiaries expected to be reached and for whom the analysis estimated monetary benefits and costs incurred; (ii) costs incurred by the project, the government counterparts, and the private costs by the beneficiaries; (iii) quantifiable benefits from higher earnings in the labor market as a consequence of the higher quality of education and augmented education attainment levels; and lastly (iv) cost benefit analysis of the project by estimating the internal rate of return. Further, there are important individual and social gains from investing in education, and many of them cannot be captured in this analysis due to data restrictions and benefits that are not quantifiable.

A. Beneficiaries

7. **The economic analysis captures seven channels of quantifiable benefits from the project.** The benefits for students from the seven channels are through improvements in teaching quality and the accumulation of additional years of schooling. Both enrich learning for students, which leads to higher educational outcomes, translate into higher productivity and are reflected on higher wages once they enter the labor market. The seven channels and their respective beneficiaries are shown in Table A5.2. below. Explicitly, the teacher incentives, the feeding program and the school infrastructure and WASH enhancements benefit all basic education students (grades 1-9) in target schools. The teacher training will be provided to grades 1-6 teachers only, and the learning materials will be distributed in target schools across



all primary school grades. Alternative learning benefits all grade 1-3 students nationally, and improvements in capacity building/education management benefit all students in the target governorates

Table A5.2. Expected number of student beneficiaries (per year)

Intervention Channel	Number of schools	Grades	Total beneficiaries
Performance-based teacher incentives, salary allowances	1000	1-9	350,000
Teacher training	1000	1-6	280,000
School feeding	1000	1-9	350,000
Learning materials and school supplies	1000	1-6	280,000
School infrastructure and WASH enhancement	1000	1-9	350,000
Alternative learning	200	1-3	70,000
Education management	3,500	1-9	1,200,000

B. Costs streams

8. **The project costs total US\$152.8 million.** The breakdown by component is as follows – component 1 has US\$122.7 million budgeted, component 2 has US\$11.5 million and component 3 has US\$18.6 million.

C. Benefit streams

9. **To estimate the benefits, the analysis relies on statistics specific to the Yemeni economy and the education sector.** To estimate expected wages and given the current context of the labor market in Yemen, with high rates of informality and outward migration, the analysis is based on the latest official GDP per capita as a proxy for average earnings, US\$968 (2018). Moreover, the analysis is based on the following assumptions (i) students benefiting from the program enter the workforce at an average age 20; (ii) following the official retirement age in Yemen (60 years old) with 40 average working years; (iii) labor force participation of 38 percent; (iv) the direct beneficiaries are assumed to be students attending school for the three-year duration of the project; and (v) costs covered by the MOE uses 2011 per pupil public expenditure as a proxy to account for the government part; (vi) a discount rate of eight percent is used for the estimations of the benefits. Table A5.3 shows the assumptions the analysis used for the estimations of aggregate benefits from the project:

Table A5.3. Assumptions for the Calculations of Benefits

Description	Assumptions
Increase in learning outcomes	0.85 SD
Increase in years of education	0.68
Increase in future earnings	5.1%
GDP per capita (2018)	US\$968
Average age students enter workforce	20
Official retirement age in Yemen	60
Average working years	40
Labor force participation	38%
Discount rate	8%



10. The project is increasing learning outcomes by 0.85 standard deviation, increases years of education by 0.68 education attainment, and future earnings are increased by 5.1 percent. Based on the estimations summarized in table A5.1 and using the assumptions states in A5.3, the aggregate effect of the intervention on education outcomes are a 0.85 standard deviation improvement on standardized tests scores. In addition, the aggregate effect on years of schooling is 0.68 more schooling. To translate these effects into future earnings, the analysis relies on Psacharopoulos and Patrinos (2018), where the authors estimate that for MENA, an additional year of adequate education results in an increase of 5.7 percent in individual future earnings.⁹⁴ This means, that for each student who benefits from the whole project in Yemen, future wages will increase by 5.1 percent.

D. Cost - Benefit ratio

11. The analysis estimates the aggregate benefit from the project and divides it by the cost. To calculate the aggregate monetary benefit from the project, the analysis sums the individual expected returns throughout their working lives. Specifically, all beneficiaries as specified in part (a) see an increase of 5.1 percent in earnings throughout their 40-year working lives. Although the project would expect to see an increase in labor force participation given that better education leads to better jobs, to avoid overestimation of benefits, the calculations use the current statistics of 38 percent. Lastly, using a discount rate of 8 percent to calculate the net present value for both costs and benefits⁹⁵, table A5.4 shows the results for the project reflecting the cost benefit ratio and the internal rate of return.

Table A5.4. Cost-benefit analysis results

	Benefits (US\$ millions)	Costs (US\$ millions)	Benefit/Cost Ratio	IRR
Component 1	167.4	83.6	2.0	11.5%
Component 2	145.1	4.6	31.3	19.7%
Total Project	312.5	88.2	3.5	12.5%

Note: Both benefits and costs are discounted yearly at the rate of 8 percent discount rate. Benefits are the sum of all individual benefits throughout their lives

12. This economic analysis estimates the cost benefit ratio to be 3.54 with an internal rate of return of 12.53 percent. Using the costs and benefits specified above, and specifically cost levied by the project and the monetary benefits deriving from the increase in learning and additional years of education, the analysis estimates a positive benefit cost ratio of 3.54 and the project’s internal return to be 12.53 percent. These benefits are only coming from the group of students benefiting from the project directly and omit positive externalities and indirect benefits for other students in the analysis.

⁹⁴ Psacharopoulos, G., Patrinos, H. (2018). Returns to investment in education: a decennial review of the global literature. Education Economics. doi: 10.1080/09645292.2018.1484426

⁹⁵ Determined based on World Bank Technical Guidance Note on Discounting Costs and Benefits in Economic Analysis of World Bank projects, 2016.



Part III: Learning Adjusted Years of Schooling

13. **The project's benefits to students derive from receiving better quality education and accumulating additional years of schooling.** This project ensures a higher quality of education through increased teacher classroom presence, better teaching practices and the supply of appropriate learning materials. Additionally, it sets incentives for more years of schooling with school feeding, providing adequate school infrastructure, and delivering distance learning alternatives to students in target areas. This combination results in higher LAYS, which in turn increases productivity, reflected in higher expected returns to education in the labor market, which results in overall economic growth.

14. **Improvements in LAYS directly translate on higher human capital accumulation.** With increases in LAYS, students directly affect their human capital accumulation⁹⁶. In the education sector, Yemen presented the following statistics:

- Expected years of School – a child who starts school at age 4 can expect to complete 8.1 years of school by age 18
- Harmonized Tests Scores – students score 321 on a scale where 625 represents advanced attainment and 300 represents minimum attainment.
- LAYS – Factoring in what children actually learn, expected years of school is only 4.2 years

15. **With this project, it is expected that Yemeni students achieve an increase of 0.89 in LAYS.** Specifically, for the targeted students this project is expected to improve 0.85 standardized tests and 0.68 additional years of education, this increase would translate in an increase of 0.89 in LAYS. If the program reached every student in Yemen, the country's LAYS after this program would therefore be 5.1.

⁹⁶ Gatti, R.V., Corral Rodas, P.A., Dehnen, A.P., Dsouza, R., Mejalenko, J.E., Pennings, S.M. (2020). The Human Capital Index 2020 Update: Human Capital in the time of COVID-19. World Bank Group



ANNEX 6: Audit Review Summary of UN agencies

COUNTRY: Yemen, Republic of Yemen Restoring Education and Learning Project

The FM risk rating and proposed mitigation measures are based on project-specific assessments and reviews of external and internal audit reports. The findings and lessons learned from these reports are summarized below:

WFP

- **Risks:** High risks of fraud and corruption due to the nature of its assets and the regions in which it operates. Non-secure sources of management of beneficiary data. Limited due diligence and capacity assessments of NGOs partners. Issues with timeliness, quality and submission of distribution reports.
- **Lessons learned:** Mitigating measures should be determined on a case by case basis in response to the nature of the project and could include: review of implementation of audit recommendations, particularly those concerning beneficiary management, cash transfers and NGO management; additional due diligence during project preparation, including review of fraud detection and mitigation controls, assessment and monitoring of implementing partners and arrangements for regular reconciliations of data from different sources more frequent financial management supervision and compliance with the agreed upon financial report formats of the Standard Template Agreement for technical assistance and supplies negotiated with WFP, when applicable.

UNICEF

- **Risks:** Issues regarding consistent application of the Harmonized Approach to Cash Transfers framework for assessment, supervision and monitoring of implementing partners which result in increased risk of misuse of resources by implementing partners and occasional incidents of actual misuse; Instances of presumptive or confirmed fraud in cash transfers to implementing partners in emergency situations; Issues related to contract management, particularly supply chain management, which contribute to delays in delivery.
- **Lessons learned:** Mitigating measures should be determined on a case by case basis in response to the nature of the project and could include additional due diligence, including review of progress made in addressing risks, including implementation of internal audit recommendations; follow-up on the roll out of UNICEF's new donor reporting portal; alternative assurance arrangements for project implementation as agreed with UNICEF, particularly relating to the application of the Harmonized Approach to Cash Transfers plus framework for monitoring and supervision of implementing partner activities, including third party monitoring of the results of programs implemented by implementing partners; increased engagement with respect to planning and implementation activities, compliance with the agreed upon financial report formats included in the annex of the Standard Template Agreement for supplies negotiated with UNICEF, when applicable; and for cost recovery purposes, clear demarcation of indirect costs and the budget to which they will be charged should be agreed up-front to avoid risk of inconsistencies and improve reporting to donors.