Medium Term Results Framework

2006 to 2010

Outcomes, Strategy and Policy Framework

Implementation of the National Basic Education Development
Strategy (NBEDS)

A Joint Framework for All NBEDS Partners

Prepared by MTRF Team under the Coordination of the Ministry of Education

APRIL 2006

Table of Contents

Executive Summary MTRF

1. Introduction

The National Basic Education Development Strategy (NBEDS) was approved by the Government in 2002 and continues to provide the overall framework for achieving education outcomes by the year 2015. This Medium Term Results Framework (MTRF) outlines the proposed strategies, policies and programs to achieve NBEDS outcomes for the period 2006 to 2010.

It is recognized that the National Basic Education Development Strategy can only be achieved through the contributions and active participation of all partners who contribute to education. The strategies, policies and programs will need the active collaboration and coordination between all relevant Government Ministries at central and decentralized levels, Development Partners and communities. An implementation framework is presented to coordinate the partners to conduct joint planning and to commit their respective resources to achieve the common outcomes and programs. The Ministry of Education (MOE) will provide the secretariat for the coordination framework.

The MOE proposes that all partners continue to provide the support they are currently providing to education, and to use the proposed outcomes, strategies, policies and programs in this document to strengthen their coordination. The ongoing activities will provide both the foundation and the lessons needed by the partners to progressively channel all their support through the jointly agreed strategies and programs.

This document proposes five (5) outcome areas with targets to be achieved by 2010. Strategies and policies have been proposed to achieve the access, quality and institutional capacity outcomes. Eight (8) national programs have been proposed that will coordinate all partners' resources to achieve outcome targets.

2. Link to existing programs

Since the beginning of NBEDS in 2002 there has been progress in a number of areas. The level of GER has increased from 62% to 77%. The gender gap has reduced from 30% to about 25%. Quality improvement has been less clear and two surveys conducted in 2002 and 2005 show some improvements in a few aspects though further analysis is still ongoing. At the institutional level there has been improved coordination amongst partners.

There are many ongoing initiates by Government and by Development Partners and Ministries at central decentralized level that have contributed to these outcomes. There are also many innovative initiatives that are piloting various aspects in teacher development,

infrastructure development and maintenance and incentives to households for enrollment particularly of girls amongst others. However the initiatives have not necessarily worked within a well structured framework or with a clear link to NBEDS outcomes. Many programs have remained within the broad framework provided by NBEDS but have not necessarily coordinated or implemented in liaison with others to achieve sector outcomes. The proposals in this document are expected to facilitate the current initiatives to move towards a coordinated and structured resource allocation to achieve NBEDS outcomes.

There is still considerable work to be done to bring all partners to strategically allocate resources to achieve jointly agreed sector outcomes. There are however many supporting factors now to coordination, in particular with the progress made in Development Partner coordination and the progress made in getting partners to work through Task Forces, and the increasing appreciation by the respective ministries of the need to coordinate to achieve education outcomes.

The sector therefore remains with many important but still largely uncoordinated initiatives. The MOE is introducing a strategy and program based approach to achieve NBEDS outcomes. Eight programs have been proposed that will become the basis for a coordinated implementation and financing plan that will allocate all resources, technical support and the joint field experience from all partners to achieve five outcome areas[1].

3. Outcome and program approach

Eight programs have been proposed that are based on strategies and policies to achieve access, quality and institutional capacity outcomes. The eight programs will be the basis for the preparation of prioritized joint implementation plans and budgets over the next five years. This will introduce program based planning and budgeting where resources will be allocated to achieve specific outputs each year under the respective programs. The financing of the programs will be agreed to in collaboration with Ministry of Finance and Development Partners. The monitoring and evaluation process will review the implementation progress of the eight programs and the effectiveness of the strategies and policies to achieve the five outcome areas. Annual planning processes will review the strategies and policies and propose changes to the programs. The Government will bring together all partners[2] to commit their respective resources to the implementation of the strategies and programs.

The first two years are expected to institutionalize this policy and strategy to achieve outcomes, and the reorientation of all partners to support NBEDS through the eight (8) programs.

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[1] See 4 below.
[2] See in Section 3 the proposed implementation framework

4. Summary of key NBEDS outcomes and programs

Based on the current status of achievement in the education sector the following are the proposed NBEDS outcomes between 2006 and 2010, they are grouped under the three outcomes areas in the NBEDS strategy of Access, Quality and Institutional capacity:

1) Access targets
  i)   Overall Gross Enrollment Rate (GER) to raise from 77% to 90%
  ii)   Gender gap to reduce from 25% to 11%
  iii) Illiteracy overall from about 47% to less than 30%, targeting mainly females.

2) Quality Targets
  iv)   Quality measured by learning achievement Grade 1 to 9 by subject with 2005 as the benchmark.

3) Institutional capacity targets
  v)   Coordinated government led implementation of NBEDS with a sector management framework that coordinates all partners, and an organization structure with the requisite skills to effect implementation of strategies, policies and programs.

To achieve the five results areas the following strategies, policies and programs have been proposed.

Each outcome area will be coordinate by a Task Force that will bring partners together for joint development by partners of its strategies, policies, programs and detailed implementation plans and budgets, coordinated implementation of outputs supported by multiple partners, coordinated financing amongst partners and coordinated M&E of outcomes/outputs

5. Overview of proposed strategies and policies

Access Strategy: The proposed strategy to achieve the Access targets by 2010 is: i) through incentives and subsidies for poor households, including elimination of fees for boys and girls up to Grade 6 and for Girls up to Grade 9, and provision of direct targeted support to households to acquire items such as learning materials, uniforms and nutrition as necessary; ii) a cost effective infrastructure and facilities provision strategy that identifies school sites in collaboration with communities and decentralized levels in order to ensure high utilization of facilities and maximum enrollment, especially of girls; and iii), improved school level management with effective community participation, with schools that have the operating costs and planning capacity to achieve enrollment especially for girls, and quality targets.

Three programs have been proposed to achieve this strategy:

Program 1:   Household Incentives Programs: a national program designed by partners that identifies the household incentives and benefits such as elimination of school fees and subsidy programs and social cultural programs targeting household to encourage enrollment, particularly or girls

Program 2:   Infrastructure and school facilities development programs: a coordinated national program that identifies infrastructure needs in collaboration with Governorates, districts and communities, and proposes cost effective provision and distribution of infrastructure to enhance enrollment, and utilizes new and rehabilitated buildings, multi-grade and double shifts among others and negotiates infrastructure with communities to achieve high enrollment, especially of girls.

Program 3:   School level management and community participation program: a national program to support school level management with appropriate operating costs and planning with parents and communities to achieve enrollment, particularly of girls, and quality targets.

Key policy issues to support the programs: ongoing review of policy on school fees to promote enrollment; determining the design and allocation criteria of household benefits to support education programs; linking Ministry of Social Services benefit programs to literacy and enrollment particularly of girls; determining level of grants to schools for operating costs; institutionalizing community and school planning to achieve enrollment and literacy targets.

Quality strategy: To achieve quality outcomes by 2010 the proposal is to start by setting the target learning achievements by subject and by grade for Grade 1 to 9. This should be based on learning ability by age, the role and relevance of education to Yemen society in general and by gender while taking into account the needs of secondary and tertiary education, the job market and international standards. Based on the agreed learning achievement an assessment will be made of the appropriateness of the current curriculum the learning materials and teaching capacity to achieve the learning achievement. Based on this the appropriate adjustments to the curriculum, learning materials and teaching will be made to attain the learning achievements. A quality control process will be strengthened to support the learning achievements through the inspection of teaching, editing and quality control of learning materials and the standardization of testing and examinations.

Three programs have been proposed to achieve this strategy:

Program 1:   Learning Achievement and Curriculum Program: set and review of learning achievements by subject from Grade 1 to 9, strategy to achieve learning standards and quality control of teaching, learning materials and testing

Program 2:   Teaching Services Program: a national program that will build on ongoing initiatives to coordinate the recruitment, deployment, management and development of teachers to provide the support to achieve the proposed learning achievement standards

Program 3: Learning Materials Development Program: the systems for design, editing, development, production and distribution of learning materials to support learning achievements, and support to local school level learning materials development and on-school learning environment.

Key policy issues to support the programs: policies to support teacher deployment; implementation of the decree linking posts to schools; teaching posts by subject speciali-zation and school enrollment levels; incentives and recruitment to deploy and retain teachers in rural schools; learning materials design standards and ensuring development and distribution efficiencies; determining quality control standards for teaching, learning materials and testing

Institutional capacity: To achieve coordinated and effective implementation the strategy is to have i) a sector management framework to facilitate all partners to commit their respective resources within this framework of programs. It should facilitate coordi-nation between central and decentralized levels, and with communities to achieve each outcome area through its respective programs. A sector management framework is al-ready in place and some recommendations have been made to strengthen it in this docu-ment[3]. Second, ii) an organization structure with the technical capacity to implement the strategies, policies and programs. The proposal is to establish the key functions needed to implement NBEDS effectively. Based on the functions and their respective products[4] an assessment will be made of the skills, coordination forums, technical capacity and de-cision making levels needed to deliver each function.

Two programs have been proposed to achieve this strategy:

- Program 1: Sector management framework program: effective coordination by Government of all partners to jointly develop and provide the resource the strate-gies, policies and program decisions to achieve NBEDS outcomes.

- Program 2: Sector organization and skills development program: function based sector organization structures with the appropriate mandate and skills needed for effective implementation of NBEDS

Key policy issues to support the programs: a function driven organization structure; effective partner consultation on technical issues; partner team evaluation systems based on program outputs; the legal and administrative systems to support implementation through decentralized systems and forums that bring MOE, MOLA, MOCS and MOPIC to coordinate planning, budgeting and decentralized level implementation.

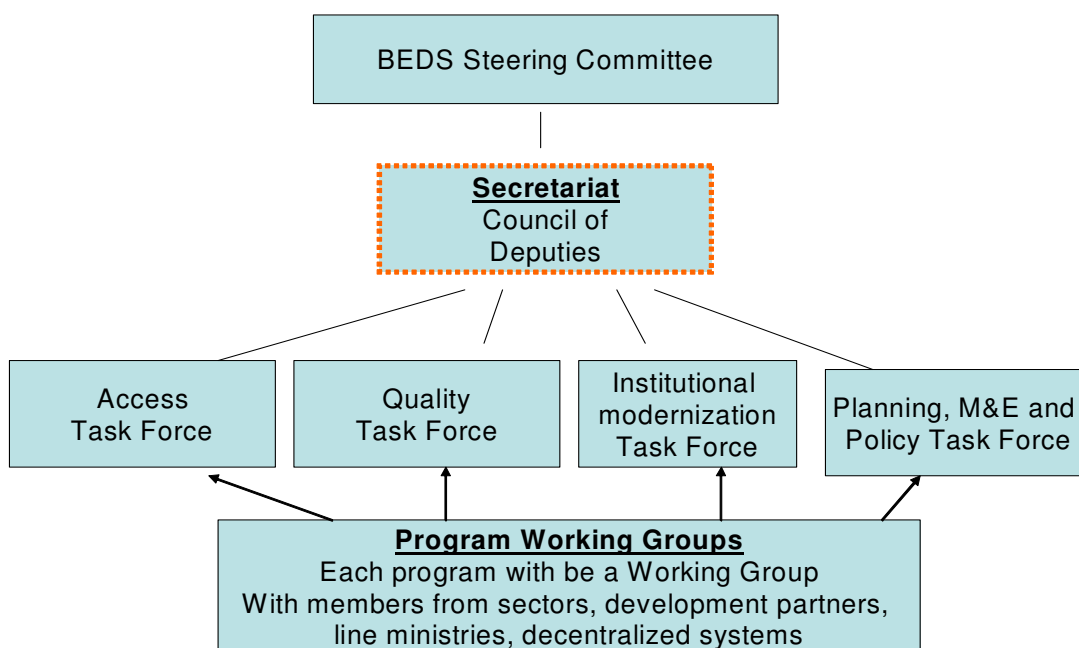
[3] See Section 2 on the proposed implementation framework
[4] See Annex 2 - Planning (MTRF, MTEF, Annual Plan and budget); implementation coordination (program implementation plans, coordinated output implementation, coordinated financing), etc.

6. Proposed Implementation Framework

A framework has been proposed for effective coordination of all partners supporting implementation of NBEDS.   This framework is a process for partners to endorse the strategies, policies and programs and to commit their respective agencies and sector resources to achieve the outcomes.

NBEDS Steering Committee: The proposal is to strengthen the NBEDS Steering Committee for it to provide the regular forum where partners will agree at the leadership

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│       BEDS Steering Committee        │
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│  Access   │  │  Quality  │  │ Institutional│  │ Planning, M&E and│
│ Task Force│  │ Task Force│  │ modernization│  │ Policy Task Force│
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        │          Program Working Groups              │
        │    Each program with be a Working Group      │
        │ With members from sectors, development       │
        │ partners, line ministries, decentralized     │
        │ systems                                      │
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level on sector outcomes, strategies, policies and programs, and define their respective partners' roles in supporting the proposed programs and budgets to achieve the outcomes, and regularly review progress towards both the partnership and the outcomes

Council of Deputies – Secretariat: The MOE will provide the Secretariat to the NBEDS Steering Committee through the Council of Deputies. As the Secretariat the Council of Deputies will review the strategies, policies and joint implementation plans and budgets presented by Task Force before they are presented to the BEDS Steering Committee. The actual plans will be prepared through the proposed Policy Planning and M&E Task Force. The Council of Deputies will be responsible for coordinating the implementation of the strategies, policies and programs that partners agree to through the

BEDS Steering Committee. It will coordinate preparation of quarterly updates on programs and policy implementation for review by the Steering Committee. It will review the status of coordination by partners. It will coordinate preparation of the agenda and relevant presentations by respective Task Forces for the quarterly BEDS Steering Committees

Task Forces: Four Task Forces will be responsible for bringing partners regularly together to agree on resource commitments that their respective sectors, agencies and Ministries to implement the outcomes. They will review the strategies and programs to achieve the outcome, agree on priority outputs and review the implementation schedules and propose the budgets and financing plan of the outputs. Task Forces will provide the consultative forums to review the effectiveness of the strategies and policies to achieve the access and quality targets and propose amendments. They will also review the coordination amongst the partners and between the programs.

Working Groups: Each of the eight programs will have a Working Group. This will bring the implementing partners to work together at the technical level to develop the program outputs, for example the TORs, the detailed implementation plans, to review the procurements to consultants, to supervise field work, budgets and financing as needed. On an ongoing basis they will bring the operation level challenges to the attention of the Task Forces and propose administrative and operational level guidelines to coordinate implementation.

The Planning, M&E and Policy Task Force will act as a forum to bring together all the Task Forces and their respective Working Groups to develop annual plans and budgets the policy agenda and the monitoring and evaluation process.

Section 1, 2 and 3 of the MTRF provide more details on the outcomes, programs, the implementation framework, monitoring and evaluation and proposed resource allocation to achieve the program respective.

7. Overview of resource allocation

a) Program based planning and budgets

An overall education funding ceiling will be negotiated between the partners through the Medium Term Expenditure Framework (MTEF) process. Decision on the resources available and the allocation will be made in collaboration with all partners, in particular the MOF, MOLA, MOPIC, MOCS and Development Partners. The process of development of MTEF will provide the coordinated framework for partners to agree on the education funding ceilings, the allocation of available funding between programs and coordinating financing from the different sources to achieve the program financing needs.

The eight programs will develop an overall implementation plan and budget based on this funding ceiling. Allocation and prioritization within and between the programs will be

discussed based on the outputs prioritized each year and the agreed implementation strategy. During implementation the focus will be on cost effective and output based resource allocation.

b) Ongoing refinement of the MTRF

Process of development and refinement of MTRF

-   The process of developing this MTRF has been designed through a consultative process, with the initial discussions held through workshops in late 2005 and in puts into the drafting process by Task Forces.

-   The draft MTRF will be presented for discussion at Joint Annual Review in May 2006 by all partners.

-   The input from the JAR will then be the basis for a series of discussions post the JAR to refine the MTRF targets strategies and programs.

-   Other documents such as the MTEF and annual program implementations plans and budgets will then provide further mechanisms for refining the MTRF proposals into implementation level.

-   Annually the Planning, M&E and Policy Working Group will coordinate the Task Forces to review and update the strategies, programs and policies.

The MTRF will also be informed on an ongoing basis by the outcome of discussions on national level planning, the macroeconomic outcomes, the public sector reform program and the ongoing interpretation of implementation within the decentralization strategy amongst others.

It is therefore important to reemphasize that the MTRF is not a static plan but an ongoing dynamic process to support discussions and commitment by all partners to achieve education outcomes through a coordinated framework. This will need to be dynamic and responsive to the emerging sector experiences and to the changing resource availability and as the national planning and reform agenda evolves. The main purpose of the MTRF is to bring all stakeholders to more strategically position their resources to achieve NBEDS outcomes.

8. Structure of the MTRF Document

The MTRF comprises of four sections:

-   Section I: Outcomes, Strategies, Polices and Programs. This section presents the proposed education outcomes by 2010, the proposed strategies and policies to achieve them and the proposed programs and their outputs.

-        Section 2: Implementation Framework. This proposes the mechanism for co-
         ordinating the implementation process. It proposes the structures and TOR for
         the key bodies to coordinate implementation. This builds on the experience
         with the current structure.

-        Section 3: Monitoring and Evaluation (M&E): This presents the M&E proc-
         ess and some of the proposed indicators for the period 2007 to 2010

-        Section 4: Draft Resource Strategy: This presents the rationale for resource
         based on the proposed programs. It highlights the decisions needed to finance
         the MTRF. This will be refined through the MTEF process

Section 1: Outcomes, Strategies, Policies and Programs

1. Introduction

The National Basic Education Development Strategy (NBEDS) has three outcome areas: Access, Quality and Institutional capacity. The targets against each outcome that are presented in this section have been developed based on the existing status (see Progress Report by MOE) and the desired outcome by 2010 and 2015.

The targets will be refined using some of the following ongoing processes:

1. **Data for planning:** There are still many ongoing challenges with data on the status of achievement in the education sector. For example, many of the statistics are based on preliminary population data which are still in the process of analysis. In addition the MOE is in the process of completing a comprehensive census of schools and the data from this process will update the status of key outcomes areas. The education sector monitoring and evaluation system is in the early stages of development and this will be expected in the medium term to provide more robust data.

2. **Financing programs:** The level of discretionary funds to support programs will be crucial in determining the resources available to finance the programs over the five year period. The resources will be critical in determining the level of achievement. This will need to determine the level of financing but also the amount that will be available to allocate to programs as they emerge. Some of the funding is committed to recurrent costs or to ongoing initiatives. The Ministry of Finance (MOF) and Ministry of Education (MOE) have initiated discussions which should align funding by MOF to education outcomes and this would increase the discretionary funding available to support programs. At present only a small percentage is available each year for development. Development Partners have also began providing more and more funding in a flexible format that remains untied and available to supports programs as they evolve and this will also influence the support available to finance the proposed programs.

3. **Government Coordinated Implementation:** Although the MOE remains the central Ministry responsible for education it is not the only Ministry implementing education. The ability to deliver on NBEDS will therefore depend on a coordinated and institutional mechanism that brings the key ministries such as MOLA, MOCS, MOF, SFD, PWP to work out these coordination modalities.

The proposed outcomes, strategies, and programs to achieve them should therefore be viewed against this background. They will be updated as more information becomes available and the level of achievement will depend on resource available and the capacity of key partners to coordinate effectively.

2. Overview of Proposed education outcomes by 2010

i. Access Outcomes, proposed strategy and programs

The NBEDS proposal is to achieve 95% enrollment by the year 2015. At present the estimated rate of enrollment is 77%. The proposal is to move up to 90% by the year 2010. The proposal is also to reduce the overall gender gap to 11% from the current 25%; and to reduce in illiteracy from 47% to 30% with a focus on females where the level is 67%.

The following are the proposed programs to achieve these targets.

Program 1: Household incentives programs: this will build on the experience on incentives to promote enrollment in general and girls' education in particular and literacy programs. The proposal is to waive school fees for Grade 1 to 6 for boys and girls and for Grade 7 to 9 for girls. This will build on the recent Government decree to approve an initial waiver of fees for girls from Grade 1 to 6. The second proposal is to provide benefits and subsidies to poor households to support enrollment. This will provide targeted subsidies to households through schools on learning materials, uniforms and nutrition to support enrollment. This program will design incentives and modify them based on field experiences. The other aspect will be deal with the community level social and cultural issues that impact on enrollment through consultations and to ensure they are integrated into the incentive programs, infrastructure and school level management.

Program 2: Infrastructure and school facilities development program: this will build on the extensive experience acquired in construction of new schools and classrooms, and the ongoing initiatives to streamline locating schools through school mapping and Governorates. The coordination will aim to utilize the available resources to achieve the number of new facilities needed to achieve the addition to 90% enrollment by 2010 through use existing facilities, rehabilitation of existing facilities and new facilities. The classroom strategies will apply various programming options such as multi-grade, double shift and effective use of existing building and ongoing review of rehabilitation and building costs to utilize a cost effective approach to delivery of classrooms. A critical input will be to ensure the infrastructure and facilities promote enrollment particularly of girls. Contracts with communities on their overall enrollment targets for existing and new facilities will be introduced to facilitate this, especially for girls.

Program 3: School level management and community participation development is to enhance the quality of administration and operation of schools to enhance enrollment as well as the quality of education. This will benefit from the ongoing discussions on operating costs going to school and some pilots on grants to schools. It will also benefit from local councils administrative systems that support schools. Training of fathers and mothers councils and development of plans and school level will benefit from a number of ongoing programs. The initiative will be to negotiate with communities to im-

prove management of schools and enhance their relevance to communities and improve quality. The provision of school operating cost and the school level planning with communities and parents to achieve enrollment targets will provide the foundation for community participation.

The programs will benefit from the extensive work already underway in all the three areas. The proposed programs are expected to bring together all partners to plan one common program. The three programs are also interrelated and will work through the planning process and the Task Force to coordinate based on the commonly proposed targets above.

Key policy issues to support Access programs:

The main policy areas to facilitate the three programs will be discussed based on the experience of ongoing programs.

Program 1:   Household Incentives Programs: The school fees policy has been discussed in the past. The main argument for proposing it is the powerful impact it has for very small foregone revenue estimated at about US$5million annually if all fees were eliminated and enrollment climbed to about 5 million. Partial elimination either supporting a number of children per household, or only up to Grade 1 to 3 will bring administrative constraints while creating higher drop out incentives before the end basic education. The proposal for girls support Grade 6 to 9 is due to the very high girls drop in relation to boys at this level. The school fees combined with social cultural programs through the schools, and more effective community participation in school planning to address enrollment and quality, and the provision of appropriate infrastructure and facilities should begin to address this low enrollment and high drop out of girls. The second area is to learn from the experience of ongoing programs, particularly collaborating with the Ministry of Social Services and MOLA on the design and allocation criteria of household benefits to support education programs. This could include linking ongoing Ministry of Social Services benefit programs to literacy and enrollment, particularly of girls.

Program 2:   Infrastructure and school facilities development programs: A key issue will be the appropriate locations of schools. This will benefit from the school mapping program and the extensive experience gained to date with infrastructure development and school mapping. This should include getting into contracts with communities that need schools on the level of enrollment that will be achieved with each new facility in order to ensure there are utilized effectively. Internally this will need to be linked to teacher deployment to ensure the schools have teachers. There is also need to determine the most cost effective approach to the delivery of classrooms needed. There could be fewer classes if the number of pupils per class, and the use of double shift and multi-grade that would be applied among other strategies, and would be cheaper with use of existing buildings and lower cost construction among other strategies.

Program 3:   School level management and community participation program: There is need for a policy on school level operating costs that would determine level of grants per

school, and the appropriate mechanism for provision and supervision of these grants. This could be linked to the number of pupils enrolled in a school and to the plans with parents and communities to achieve enrollment and literacy targets. This program will also need a comprehensive training program for schools and communities on management of school resources and planning for enrollment and quality.

ii. Quality outcomes, proposed strategy and programs

The proposal in the MTRF is to set the target for learning achievement to act as the basis for all quality programming. There is as yet no learning achievement set by grade and by subject.

To proposed process is to first set the target learning achievements by subject and by grade for Grade 1 to 9. Based on the agreed learning achievement an assessment will be made of the appropriateness of the current curriculum to achieve the learning achievement and also of the learning materials and the teaching capacity.

A strategy will then be developed to achieve the learning achievement with the appropriate adjustments to the curriculum, learning materials and teaching. A quality control process will be planned to ensure delivery of the learning achievement through the inspection of teaching, regular testing of learning achievement, standardization of testing at school and examination level and editorial work and quality control on learning material.

Two surveys have been implemented to assess the learning achievements. There is also ongoing streamlining of inspectorate services,

Three programs have been proposed to achieve this strategy:

Program 1 Learning achievement and curriculum program: This will set the levels of learning achievements and monitor achievement and review the standards as national and international requirements change. This will be a joint program bringing agencies with the mandate for curriculum, teacher development, testing and quality control of teaching, learning materials and testing.

Program 2 Teacher Development program: This will determine teacher qualifications, teacher deployment by subject by schools, teacher training to achieve learning standard and quality control on teaching standards through Inspectorate and other services.

Program 3: Learning Materials Development Program: the development, design, editing, development, production and distribution of learning materials to support learning achievement, and local learning materials development and on-school learning environment.

The programs will look into some of the following issues:

Program 1:   Learning Achievement and Curriculum Program: A number of initiatives such as the 2002 and 2005 studies by the ERDC on learning achievements, and the ongoing set up of the measurement and testing center will contribute to this process. The proposal is to initiate discussions and studies that will use national and international experience on the learning achievement expected for a pupil by grade and by subject. This should then lead to a review of the curriculum, the teaching approach, the learning environment, the learning materials, the teaching approach and the teacher qualification and their ability to deliver the strategy. The focus will on determining the adjustments needed to each of these and to then set up a strategy to improve each in order to achieve the learning achievement targets. There will also need to be a good system for quality control on the delivery of the curriculum which will include ongoing quality control of teaching through the inspectorate, review and standards of learning materials to deliver required content, and standardization of ongoing testing and examination

Program 2:   Teacher Development Program: In principle this will use the learning achievement to determine the number of teachers needed by subject and their qualification and skills requirement. This will look into the appropriate qualification, training and deployment of teachers to provide the subject support to achieve the learning achievement standards. The ongoing challenge of deployment will need to be addressed. The appropriate incentives for teachers to go to rural areas and the appropriate employment terms to tie posts to schools will be needed. In principle with a teacher pupil ratio of about 1 teacher to about 26 pupils means that with the appropriate management, qualification, training and deployment Yemen can provide teaching services even up to 6 million pupils without need for additional teachers.

Program 3:   Learning Materials Development Program: The proposals are to strengthen the already ongoing process of development, design, editing, development, production and distribution of learning materials. Some challenges have been identified with late distribution of learning materials and with the quality and appropriateness of some of the learning materials. An assessment of the learning materials in relation to the learning achievement will further inform this process. A coordinated process that will bring curriculum, teachers, teaching methodology and an understanding of the learning environment will provide the guidance to material development. In addition the support to teachers to develop materials locally and to use innovative local solutions to create support materials and learning environment will be part of this program.

Key policy issues to support the programs:

The main policy challenges with each program are:

Learning Achievement and Curriculum Program: The main challenge is that there is as yet no explicit set of learning achievement standard. Policy guidance will be needed in the development of the appropriate learning achievement and therefore the subject content delivered at each grade. The development of standards will be a key policy paper, and subsequently there will be need for detailed administrative guidelines and regulation

on how to apply and manage the standards. The process of developing the strategy to achieve the learning achievement will require guidelines on the interpretation of the curriculum, learning materials, teaching and testing. These are all new areas in many respects but they will benefit from regional experience and the extensive work already underway through the ERDC studies on learning achievement, on the setting up of the measurement and testing center, and on the wide experience in curriculum development.

Teacher Development Program: The key challenge will be how to effectively utilize the large teaching force. With the learning achievement focus the teacher qualification, subject specialization and deployment will be linked to the posts needed by schools to achieve the learning standards. The assessment against learning achievement will provide the qualifications and deployment profile. This will then need the development of an appropriate incentive structure to achieve the deployment of qualified teachers by subject and by grade. There will be need to develop cost effective teacher training program, especially in-service training. All these will benefit from ongoing programs that have extensive experience on the challenges on deployment, teacher training and the needs of subjects and grade subject specialization and teaching work load.

Learning Materials Development Program Learning materials will be reviewed to ensure they have the content and support the methodology to achieve the learning standards. There is already extensive experience on the development of learning materials. A review of the materials against the learning achievements and curriculum will determine if there are modifications. A system for distribution of learning materials will need addressing early as there delivered late to schools. A policy on the text book quantities and the textbook management at school level will be needed to limit costs of replacement.

iii. Institutional outcomes, strategy and programs

The aim is to achieve coordinated and effective implementation NBEDS. The strategy is to have i) an effective sector management framework to coordinate all partners that has the mandate to make the policy and strategy decisions ii) an organization structure to implement the strategies, policies and programs.

A sector management framework is already in place and some recommendations have been made to strengthen it in this MTRF document[5]. The ongoing review of the sector implementation framework will ensure it provides the management support needed to effectively coordinate between Government and Development Partners at central and decentralized levels, and to facilitate working with communities on each outcome area.

Secondly, to enhance implementation of NBEDS it is proposed to establish a function based structure. The first step will be to agree on the functions needed to implement NBEDS effectively. Based on the functions and their respective products[6] an assessment

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[5] See Section 2 on the proposed implementation framework
[6] See Annex 2 - Planning (MTRF, MTEF, Annual Plan and budget); implementation coordination (program implementation plans, coordinated output implementation, coordinated financing), etc.

will be made on the skills, coordination forums, technical capacity and decision making levels need to deliver each function.

Two programs have been proposed to achieve this strategy:

Program 1:   Sector management framework development. This program will review and update the implementation framework that coordinates partners. It will ensure that forums are in place with the terms of reference to bring consensus among partners and to enable them to commit the resources needed to implement the joint programs. It should provide the forum have the membership with the appropriate levels of mandate to commit resources of their respective agencies, sectors and ministries to support the strategies, policies and programs. A framework has been proposed in Section 2 of the MTRF. This will be reviewed on an ongoing basis.

Program 2: Sector Organization and Technical Capacity: This program will develop a function based capacity development process. It will identify the key functions areas and ensure that the organization structures and technical capacities exist among the partners to implement BEDS strategies, policies and programs. It will also ensure that the key outputs of each function will be implemented with the appropriate input from all the relevant partners A function based capacity development process will be initiated. This will look at the functions of planning, implementation coordination, policy development, program review and technical capacity of different sectors to implement the programs. The key outputs of each function will be defined and the skills needed to get input from partners will be identified. For example planning will generate the updated MTRF, the MTEF, an annual program implementation plan and budget with prioritized outputs. This will also identified the the different skills needed by partners at the central and decentralized levels of Government where the implemetnation.

The program issues are:

Program 1:   Sector management framework program: The ability of all the partners to put their resources behind a jointly agreed set of strategies, policies and programs is the key to successful implementation of NBEDS. Partners will need to agree on strategies, policies and programs and then commit their respective resources. Joint programming requires partners to commit resources and commitment to the broader sector strategies which impact on the programs. This will need partners to go beyond the current commitments to just the broad NBEDS framework and their own specific mandate and skills areas, and their preference area towards working at the broad sector strategies, and then allocating their resources to support the emerging strategies policies and programs. This calls for the ability of all partners to work at overall NBEDS level and providing their support to the broader policies and strategies, while providing support through programs that will national and more comprehensive and therefore beyond their immediate mandate areas. Some of the policies needed to facilitate Ministries and Development partners to work within this context are coordinating inter-ministerial negotiations on resource allocation to achieve NBEDS. This will require MOE to work with the key ministries such as MOF, MOLA and MOCS and commit the resources needed to achieve the pro-

posed programs. Similar efforts are needed by Development Partners to position resources for a dynamic planning, budgeting and implementation process.

Program 2:   Sector organization and skills development program: The proposal is to establish key functions and determine the organizational structure, skills and decision making forums needed to deliver. Again this is within the context of a multi-partner implementation process rather than just the capacity of MOE. For example the planning function will need coordination between decentralized systems through MOLA and budgeting and financing by MOF of decentralized systems to achieve program targets. So the Planning Function will need the capacity to deliver medium and annual plans that reflect program implementation by multi-partner teams and with financing from MOF direct to MOE and through MOLA and from Development Partners. The function of Co-ordinating Implementation requires to develop joint plans for each program with the partners. Resource management function will need to develop a financing plan with all partners, Review function will need a review mechanisms that reflects the multiple partners, and mandate areas - for example MOLA is responsible for field implementation and the education information management system and monitoring and evaluation plan should reflect this. The technical capacity needed will depend on the skills needed to deliver specific programs and functions – for example planning will need an MTRF, MTEF, Annual Plan and budget, an implementation plan, financing plan, etc. The programs need skills to develop learning achievement, to develop benefit programs, school level management, curriculum review, teacher training etc to achieve learning standards. The TOR for each team will determine the skills needed. The personnel requirement, the operating costs for each function to achieve its mandate and the forums that make decisions at each level will be part of this modernization program. This will benefit from the work that is ongoing with the Modernization Task Force, the MOCS reform program and various studies that have pointed out the critical functions and the capacity requirements.

Key policy issues to support the programs:

The Sector management framework program Since MOE is not the principle implementer of education services there is need to establish an inter-ministerial planning and budget allocation process to support education. The proposed strengthening of the BEDS Implementation Steering Committee is a step towards this. However the current if that the current policy framework supports independent planning by Ministries which would not necessarily generate the desired coordinated support to NBEDS. The challenge is that an inter-ministerial planning framework is not yet in place. This scenario is further complicated by the emerging autonomy of Districts and Governorates which under the decentralized system have autonomy on their allocation of resources. The proposal will be to facilitate this coordinated planning framework between MOCS, MOE, MOLA and decentralized structures through MOF and MOPIC which have the mandate.

The second challenge is Development Partner coordination. There is a strong mechanism for coordination between the Development Partners in the education sector. There is also a Partnership Declaration outlining Development Partner and Government collaboration. However as highlighted in Partnership Declaration reviews by the Government and De-

velopment Partners alike, the implementation of the Partnership Declaration needs to be strengthened. Both MOF and MOPIC have a critical role to play in providing a framework that would guide MOE on donor coordination. Current initiative by MOE is to move Development Partner coordination through the Technical Office. This should be guided by Development Partner coordination framework emerging from the Aid Harmonization and Alignment Unit of MOPIC (AHA) unit. Close coordination between Development Partners, MOE, MOF and MOPIC is needed to agree on a strategy that would position resources to support the proposed programs. This will benefit from the very strong Development Partner coordination in the education sector and the already large funding that is untied and that will be available on annual basis to the programs as they evolve. A proposal is for the MOF to establish a mechanism for agreement on each year's financial commitment through the MTEF and annual budgeting process for education with input from Development Partners, MOLA, MOCS, <mark>MOF</mark> and MOPIC.

On Sector organization and skills development program the challenge is to provide inter-ministerial and inter-partner teams to deliver programs. The personnel management approach in the public sector is under review from the MOCS and there is need for flexibility to place personnel with the skills and qualification needed as the sector evolves. This is complicated by the need to place across a number of implementing levels A coordinated process is needed for example between MOLA, Governorates, Districts and MOF to improve capacity at decentralized levels. The institutionalizing of a team approach that is based on programs and program outputs is also going to need the recognition of this work within the traditional personnel management system. The team working environment will need clarification of the mandate of Task Forces, working groups implementing programs and their respective sectors and traditional departments especially in terms of the mandates to make decisions on budgets and personnel time.

3. Program Planning and budgeting

The programs outlined above will be translated into operation annual and medium term implementation and financing plans. This will be coordinated through the proposed Policy, Planning and M&E Task Force. This will facilitate the partners to develop detailed

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Membership of Policy, Planning, M&E Task Force: TO, Representatives from the other Task Forces – Access, Quality, Institutional Modernization, MOF, MOPIC, MCS, MOLA

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program implementation plans and budgets on an basis in collaboration with the MOE and MOPIC. The planning process will bring all the Task Forces, with their respective program working groups. The key outputs of this Task Force are outlined in the text box

1) **MTRF:** Outcome , Strategy and Policies (updated annually for discussion at JAR)
   a. Proposed outcomes, strategies and policies
   b. Proposed implementation framework
   c. Proposed programs and outputs over next five year period

2) **MTEF:** Three year sector financing plan for proposed outputs:
   a. One three year sector resource plan by Government and Development partners (linked to macroeconomic and national development planning process)
   b. Annual program budget and financing plan.
   c. Program budgets based on annual outputs under each program with resource requirements (program budgets with both recurrent and development costs of each program by year three)
   d. Budget effectiveness plan: effectiveness and efficiency review of resource allocation and policies to (reviewed annually through a Public Expenditure Review process and efficiency studies)

3) **Joint Implementation Plan:** Annual implementation plan for all agreed programs:
   a. One joint program and policy implementation plan
      i. Program implementation plans agreed with all partners
      ii. Policy agenda agreed each year/medium term
      iii. Financing plan to achieve the program
   b. A coordinated implementation mechanism where all implementing units (Government, Development Partner, Community/civil society) will be sub-contracted to deliver specific outputs or products towards an outcome

4) **Joint M&E plan:** Medium and annual indicators jointly agreed based on programs
   a. Set of indicators to track progress towards and achievement of programs, outcomes
   b. Calendar of monitoring and evaluation events – see Section 3 of MTRF
   c. Monitoring and evaluation system and an Education Management Information System
   d. Joint Annual Review and Quarterly Reports to the BEDS Steering Committee

The focus is on developing a dynamic implementation process which will be modified and updated based on the results of the previous period and the financing outcomes. The strategies and policies will be reviewed on their effectiveness and modified as appropriate. Implementation coordination will be through agreement on one joint implementation plan and the outputs to be implemented and partners will then work out their respective roles to deliver these agreed outcomes.

The monthly Task Force meetings and the quarterly NBEDS Implementation Committee Meetings will provide the forums for supporting implementation and receiving updates on progress on implementation, and proposing adjustments to program outputs and financing management.

4. Program Implementation strategy

NBEDS has been under implementation since 2002 and a number of key activities have been implemented since then which have shaped the current status.

1. Funding from Development Partners has increased, with more coordinated financing which has become less tied to agencies' own strategies and have become more available to support education sector programs
2. School infrastructure has received funding from a number of agencies which increased number of schools, and with improved school mapping and increased coordination between agencies on sites, building standards, plans and costs
3. Teacher training and teacher development strategies defined and implemented with successful teaching supported.
4. Curriculum has been revised over the least 10 years and is in the process of implementation
5. School administration has had a number of initiatives to provide management skills to head teachers, parents and communities.
6. Various initiatives have been implemented to support girls education and applied subsidies and incentives
7. Over the last five years the enrollment have increased and are now at 77% and the gender gap has reduced and there is increasing geographic equity
8. Challenges still persist in enrollment, quality, internal efficiency
9. The sector has begun a process through set up of Task Forces and the Joint Annual Review of an open and dynamics sector working to support one common strategy

The MTRF proposes a number of priority areas in order to provide the framework for implementation of programs. All the programs are interlinked and indeed the overall results presented in this section can not be achieved without the contribution and active collaboration between all programs. Indeed it would be hard to sequence them. However it is important to prioritize and provide the framework that is needed in order to effectively implement NBEDS. It is also important to view the process of implementation and determine which program aspects will best position the sector to achieve its outcomes.

The table below helps to crystallize some of the priority processes needed to implement NBEDS:

1. institutional and organization management of the education sector (as a multi-partner sector) at all its levels — Organization structures, sector management, key functions to implement access, quality and institutional development and requisite skills development
2. Coordinating education partners — Coordinating partners to work with the com-

	mon set of programs in planning, implementation, financing, review, reporting
3. Policy agenda to support NBEDS	Policies to support implementation of programs in access, quality and institutional development of education sector
4. Criteria for allocation of programs resources to achieve targets	Criteria for targeting allocation of education services (infrastructure provision strategy, subsidies criteria, school level management support); quality (standards, learning materials, teacher development and quality control and institutional (institutional and capacity development)

In essence the four areas feed into each other. However the achievement of the results will be informed by placing priority on capacity, coordinating, policy and rationale for effective allocation of resources to achieve the programs.

Program implementation also needs to be programmed to respond to the anticipated process of meeting the outcomes.

Program area	Program Implementation Strategy
Enrollment	Incentives and fees policy implemented early to bring on early enrollment increases
Infrastructure	Infrastructure and facilities investment strategy to provide facilities for the enrolled numbers over the first 6 to 8 years. Start by providing for the newly enrolled in Grade 1 and each year providing classes for the subsequent year.
Quality	Setting standards for learning achievement in year one, and then review of curriculum, teaching services, learning materials and quality control in year one and two, and then roll out from year 3
Maintenance and quality control	Setting standards and then allocating resources to keep the services (teacher/pupil ratio, textbook pupil ratio, benefits, school maintenance, etc) at the desired levels

It is expected that the enrollment incentive programs can provide in 2006 and 2007 the impetus for enrollment in 2007. If the programs achieve early enrollment then the proposal would be to provide infrastructure in the first three years of the program. As the system adjusts to the large entry then provision of an appropriate learning environment is crucial for retention. This can then be complemented by investment in the quality aspects such as standards in year 1 and 2 and then roll out of the adjusted curriculum, learning materials and teaching services from year 3 onwards.

This overall implementation sequence will then guide the resource allocation over the period between the programs.

Progress towards NBEDS Targets

Actual achievements over the next five years will depend on the resources available and the effectiveness of the proposed strategies and the cost effective utilization of available resources.

The coordination of partners to utilize the available resource to achieve the outcomes is also critical. Coordination during implementation through the central and decentralized levels will be critical.

Section 2: Proposed NBEDS Implementation Framework

1. Overview of Implementation Framework
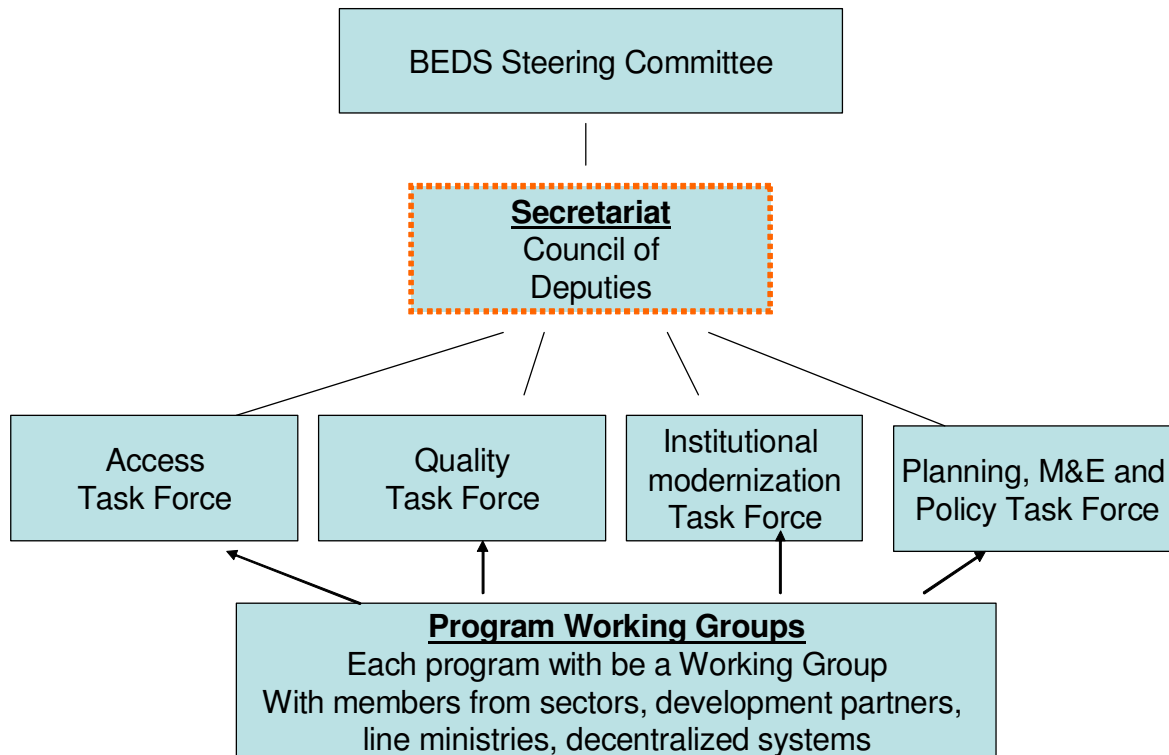
The proposal is to initiate a coordinated implementation process.   The diagram outlines
`the key components of the proposed systems

The proposal is to strengthen the BEDS Steering Committee to have an operational role to coordinate BEDS implementation. It will have the mandate to bring partners together to approve education policies and strategies, program plans and budgets and their respective roles in supporting the achievement of the outcomes. All partners supporting BEDS will work through this committee to agree on the MTRF, MTEF, the annual implementation plans and budgets, and an annual financing plan. It will review policy proposals and all new programs. It will also monitor coordination and progress towards achievement of BEDS outputs and outcomes. It will meet once each quarter.

The Council of Deputies will be the Secretariat to the <u>BEDS Implementation Coordination Steering Committee (BICSC).</u> It will coordinate implementation of the strategies, policies and programs approved BSC and the coordination of their implementation through the Task Forces. It will review the implementation by the Task Forces and coordination between the programs and review all proposals of strategies, policies, program plans and budgets before they are presented to the BICSC. It will meet at least once a month

The four Task Forces will review progress and coordinate amongst their respective programs. Their respective working groups for each program will meet coordinate implementation and ensure financing of their respective programs. The Task Forces will meet at least once a month, and the Working Groups meeting schedule will be determined by the Task Forces to supporting implementation.

2. Current Status of Implementation Framework

Coordinated implementation of BEDS has progressively improved over the last two years although key challenges still exist as outlined in the review of the Partnership Declaration. The BEDS Steering Committee has not met as envisaged and the current framework of Task Forces is working but facing major challenges. The proposals address some of the following challenges:

There is no forum where Government and Development Partner and other partners regularly meet to review
        a. progress towards achievement of education outcomes
        b. policies, strategies, and programs towards BEDS outcomes
        c. mechanism for agreeing a coordinated implementation plan and budget between partners
        d. coordinated financing issues
        e. to review progress both outcome and process indicators

The only available joint forum at the moment is the JAR, and this does not provide the setting to agree on such implementation details.

In addition to the three general issues the Task Forces have improved coordination but continue to face challenges.

- The nine Task Forces have multiple membership (key actors being members in several TF) resulting in too many meetings.
- Coordination between the Task Forces has not been strong
- The respective roles of TF and sectors was far not clear,
- Multiple uncoordinated programs addressing the same issues has continued

The proposed framework is based on the development of a forum that will have the mandate to make policy, strategy decision and coordinate implementation of NBEDS and which will work through Task Forces.

3. Process of implementation

i. The Implementation Forums

The process of implementation and planning consists of the following steps:

1. Joint annual Review   once a year
2. BEDS Steering Committee   Quarterly
3. Council of Deputies   Monthly
4. Task Forces and working groups   Monthly or more often

Each of the new type of Task Forces will bring together several sectors and partners to agree on a joint strategy and implementation plan to achieve their respective programs. Implementation of Task Force decisions will then go to the respective programs and agencies with the mandate to deliver on the outputs. Working groups will be formed by Task Forces to coordinate program implementation, or to address specific short term is-

> It is proposed that Task Forces will have a membership of about 15 members. The Task Forces will be encouraged to create working groups with a wider membership to deal with specific areas of their mandate. For example there could be group work looking at infrastructure formed by the Project Sector, or one on policy reforms on school management formed

Supprimé : a task force

sues as necessary.

Task Forces will meet at least once a month.

The Task Forces will work on the plans approved by the BSC coordinated by the Council of Deputies. They will facilitate implementation of among others the Joint Annual Program Implementation Plans, the approved Policy Agenda and the monitoring and evaluation process.

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> **For example:** Access Task Force will bring partners to agree on a strategy to achieve 90% enrollment with a gender gap of 11% by 2010. The Task Force will review strategy options that will achieve this target such as incentives for girls, improved infrastructure, better school management, community participation and subsidies where appropriate. It will then bring the stakeholders to agree on a joint implementation plan and will coordinate its implementation. This will be presented to the Secretariat and BEDS Steering Committee together with the other Task Force Plans for review and further harmonization and approval. The Task Force will deliver progress reports to the Implementation Committee on a regular basis and identify implementation challenges for policy action.

To facilitate effective forums all forums have agenda circulated before the meeting. Agendas will be developed based on the TOR and mandate of the respective forums. For the BSC the agenda and appropriate papers and presentations should be distributed at least one week before the meeting.

> Some of the agenda items will be pre-agreed as part of the annual calendar, for example, dates for approval of the annual implementation plan and budget proposals, policy agenda, annual education statistics, financial reports, JAR action plan, etc.

ii. Membership of the BEDS Steering Committee

The BEDS Steering Committee will have the same membership. It is proposed to ensure that the Deputy Ministers to represent the Task Forces become members.

Membership should not exceed 15 members plus the chair

Chair of the BEDS Steering Committe is the Minister of Education

Responsibilities of the BEDS Steering
:
1. Approve Education Sector Implementation Plan (once per year)
2. Approve Annual and Medium Term Budgets (once per year)
3. Review and approve the Resource and Financing plan: Government, Donors and other Line Ministries (once per year)
4. Review and update education Policy Agenda
   a. Review Policies proposed by other line Ministries which impact education (ongoing as needed)
   b. Propose policies to facilitate implementation of NBEDS (as needed)
   c. Review policy implications of sector implementation (as needed)
5. Review implementation progress under each sector (in each session)
   a. Review quarterly implementation against plans
   b. Review financing releases by Government and donors
   c. Review progress towards achievement of key outputs/outcomes

6. Review new program proposals by sectors, Task Forces and Development Partners and ensure they support BEDS programs (as needed)
7. Review budget and output reviews by sectors, Task Forces, Donors and other sectors (as needed)
8. Review status reports and propose appropriate changes to implementation (as needed)

iii. Outline of Proposed Task Forces

It is proposed to reduce the number of TF to four: (1) Quality, (2) Access, (3) Institutional Modernization, and (4) Policy, Planning, M&E. They coincide with the main outcome areas of NBEDS.

The Task Forces will bring partners together for each outcome area. The membership of the four Task Forces is proposed below:

1. **Access Task Force:** Sector Girls' Education, Project Sector, Literacy Organization, Sector General Education, Ministry of Social Service, Ministry of Local Authorities, Social Fund for Development (SFD), Public work program, and Development Partners

    a. **The objective of the Access Task Force:** The objective will be to coordinate stakeholders to achieve the access outcomes. It will work on strategies to enhance access through the three programs to improve enrollment through household incentives, improved infrastructure and school level management. It will measure its progress based on the outputs that support enrollment, retention, reduced repetition and enhanced community ownership. The outcome will be progress towards the access outcomes and outputs
    b. **Key Tasks:**
        i.   Define strategy, policies and program outputs to achieve Access outcome
        ii. Define joint implementation plan, budget and financing plan for access programs,
        iii. Define process to coordinate partners to implement programs and achieve outputs and outcomes
        iv. Define indicators and mechanisms for tracking achievement of outputs
        v.   Implementation coordination and progress reports

2. **Quality Task Force:** Training Sector, Curriculum and Supervision Sector, current TF Teacher Deployment, Sector General Education, ERDC, COME, Education TV programs, Development Partners

a. **The objective of Quality Task Force:** The objective is to achieve quality outcomes. It will work on strategies to enhance quality first by setting the learning achievement standards and then secondly coordinating all partners addressing curriculum, teacher development, learning materials, testing and examinations, quality control through inspectorate, learning material standards and standardization of testing. It will measure its progress based on consensus on learning achievement by subject from Grade 1 to 9, and the implementation strategy to achieve learning standards. This will include adjusting as necessary curriculum, teaching, learning materials, testing and curriculum to achieve these standards. The outcomes will be progress over time on learner achievement by grade and subject.

b. **Key Tasks:**
    i. Define strategy to achieve Quality outcomes
    ii. Define joint implementation plan, budget and financing for quality programs,
    iii. Defined process to coordinate partners to achieve program outputs and outcomes
    iv. Define indicators and mechanisms for tracking achievement of outputs
    v. Implementation coordination and progress reports

3. **Institutional Modernization Task Force:** Project Sector, Sector General Education, MOCS, MOF, MOPIC, MOCS, MOLA, ERDC, Development Partners

    a. **The objective of Institutional Modernization Task Force:** The objective will be to ensure the organizational and structural changes required for a coordinated and effective implementation of NBEDS by all partners. It will work on strategies to align education with national strategies and policies, secondly to enhance the skills, and thirdly to set up the organizational and institutional structures needed to ensure effective Government leadership in sector level planning, budgeting and financing, implementation coordination, technical capacity at sector level, effective policy management and an effective and efficient organization and institutional structure. It will measure its progress based on the effective alignment of education to national strategies, and the scope and effects of organizational and institutional changes to enhance coordination and effective Government leadership.

    b. **Key Tasks:**
        i. Defining institutional and organization structures to implement key functions needed to implement BEDS such as: planning function, coordinated implementation, technical capacity of sectors, effective monitoring
        ii. Define process for integration with national policies and strategies
        iii. Define standards for key functions and the strategy to establish the organization structures and skills to achieve them

  iv. Implementation coordination and progress reports
  v. Coordinate implementation of programs
  vi. Monitoring of progress

4. **Policy, Planning, M&E Task Force:** TO, Representatives from the other Task Forces – Access, Quality, Institutional Modernization, MOF, MOPIC, MCS, MOLA
 a. **The objective:** The objective will be to ensure the sector has a comprehensive plan, budget and monitoring and evaluation system and policy agenda. It will work on coordinating the planning and budget processes and on coordinated financing from all sources of funding for the sector. It will align resources to finance all activities including studies, TA and sector outputs. It will measure its progress based on the outputs such as a coordinated plan and budget, a comprehensive policy agenda, an effective monitoring and evaluation system, a functioning EMIS and reporting system.
 b. **Key Tasks:**
  i. Coordinate preparation of MTRF, MTEF
  ii. Coordinate preparation of Annual Plans and Budgets
  iii. Coordinate preparation of policy agenda
  iv. Coordinate preparation of Monitoring and Evaluation and EMIS systems
  v. Annual surveys, JAR, studies
  vi. Implementation coordination and progress reports

iv. Forums for Working with Decentralized Systems

The following forums are proposed in order to facilitate discussions on key issues between MOE and the MOF, MOLA, MOPIC, SFD, PWP and MOCS. These forums will discuss issues that will support communication on education issues and that will facilitate MOE in its role of coordinating all partners implementing NBEDS.

Forum 1: MOE and MOLA

The proposal is to strengthen the ongoing meetings between MOLA and MOE with the following agenda and terms of reference

i) Determine the process to integrate NBEDS into decentralization planning coordinated by MOLA, and how to include MOLA in MOE planning and vice versa

ii) Guidelines to support education planning through decentralization systems and MOLA. Guidelines and coordination between MOF MOLA, MOPIC, MOCS, SFD, PWP on planning and financing of education, and on specific services suh as teacher development (recruitment, deployment, supervision, management) infrastructure development (identification of sites, utilization of schools), school level management (grants, teacher management, plans with

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                communities, grants for operations) school supplies (timely supply) benefits to households to support enrollment.

iii)   Implementation of the role of MOE of education of policy, supervision, guidelines and review on education targets through MOLA and decentralized systems with SFD and PWP

iv)   MOE and MOLA facilitating BEDS monitoring and evaluation through MOLA and decentralized systems, and the integration of EMIS system into MOLA systems for education monitoring (to have one system to avoid duplication)

v)   Legal and administrative guidelines interpreting implementation of NBEDS through decentralized systems (for example to ensure programs financed through MOE such as BEDP follow the appropriate channels in MOLA and do not contravene the decentralization laws)

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Forum 2:

The proposal is to establish a forum between MOE and MOF to deal with agree on issues affecting financing of education. It would have the following terms of reference:

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i)   agree on education sector ceiling (MTEF) based on programs implementation strategy,

ii)   agree on the budgeting and planning guidelines between MOF and MOE on preparation of a program/output budget,

iii)   agree on budget preparation cycle and the guidelines, including the partners who should participate in its preparation, especially the coordination with MOLA and MOCS

iv)   agree on the outputs expected from resources provided to the education sector,

v)   negotiating on the timing of MOF financial for education in line with when outputs can be achieved, e.g. surveys,

vi)   determine action when there is Government revenue shortfall, and,

vii)   determine how to integrate donor funding under one sector resource plan.

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A similar forum should be formalized to strengthen ongoing communication on PRSP, macroeconomic outcomes, the donor coordination framework. Similar the coordination with the reform agenda of the Government will be strengthened with continuation of the structuring of the ongoing meeting with MOCS and MOF on personnel and public finance reform.

Detailed Implementation Plans

Annex 2 provides an outline of the activities that will be implemented under each program.

These are proposed outputs under each program that will provide the foundation by each Task Force of a detailed implementation plan and budget. A discussion by partners on the strategy, technical input from the specialized agencies and the use of their combined expertise will be needed to ensure that the programs have the appropriate content.

A key factor will be ensuring that the cross cutting theme of gender is properly reflected by all the programs.

Section 3: Monitoring and evaluation strategy

1. Overview of monitoring and evaluation process

Already extensive work is under way to define an effective monitoring and evaluation (M&E) system, and to design an Education Management Information System (EMIS).

The main responsibility of the planning process will be to define the indicators and to establish the information needed. The following data collection process will be modified as the new system evolves. The proposed information collection system will have three main information sources to capture progress:

1) Annual School Surveys (AES)
2) Implementation monitoring
3) Studies and assessments

These will build on existing systems and improvements and modifications will be made as part of the already ongoing process to define the appropriate EMIS and M&E system with gender disaggregated data. Some of the information that will be generated to monitor BEDS are:

1. Annual surveys on education systems
- Comprehensive school surveys[7]
  - o Enrollment rates
  - o Drop out rates
  - o Repetition rates
  - o Access to learning facilities
    - Teachers/pupil ratios
    - Books/pupil ratios
    - Buildings facilities (especially facilities for girls)
    - Class room learning support materials

2. Implementation Plan Monitoring
- Monitoring of Annual Plan and Budget: this will be prepared by sectors coordinated by Technical Office
  - o Progress report towards agreed outputs
  - o Budgets
  - o Financing
  - o Policy implementation

3. Studies and surveys of specific activities

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[7] This will be supported by the ongoing initiative to establish good school level records since the records are the basis for the school surveys and other data needs.

- An annual program of studies and surveys will be designed to inform the implementation process on agreed critical areas.
  - Studies of specific issues
  - Research and pilot testing of concepts

2. Monitoring Reporting Process

The products of the M&E and EMIS systems will be presented to the Joint Annual Review and to the quarterly forums of the BEDS Steering Committee.

An annual calendar for presentation of various aspects will be defined:

1. Implementation Plan Progress
- Statistical Year Book
- Progress reports for Access, Quality and Institutional Development
  - Progress towards outcomes and outputs by sectors
  - Progress of all projects supporting education (Donor and Government programs and projects)

2. Financial reports
- Program based budget reports by outcome – access, quality, institutional
- Status of Financing – disbursement and utilization by all funding sources
- Outputs achieved
- Effectiveness of utilization of resources to achieve outputs

3. Statistical Year Book
  - With Gender Equity
  - Quality
  - Access information

4. Results of Studies
- Studies conducted and results
- Utilization of results

5. Institutional Performance
- Proposed organization changes and their status
- Capacity building outcomes – technical, planning, coordination, etc
- Implementation capacity as measured by activities carried out
- Perception by institutional clients

6. National MOE Indicators
- Five year plan MOE indicators
- Progress towards MDG

3. Outcome and Program Indicators

The following is not a comprehensive set of indicators outlines the framework for monitoring and evaluation of the three outcome areas and their respective programs.

The detailed indicators will be developed based on the annual targets agreed to by partners under each outcome area - and the respective outputs financed under each of the eight (8) programs.

The actual indicators will be agreed to by the partners through the monitoring and evaluation framework and education management information planning process.

i. Access Outcome and Process Indicators

Outcome indicators

1. Overall enrollment versus target (e.g. measured in terms of progress from 77% to 90%)
2. Enrollment by Governorate, district, by urban and rural (measured versus distribution of enrollment targets)
3. Enrollment by gender by geographic locations (measured against current 33% versus the target 11% gender gap)
4. Studies on impact of different strategies

Access process indicators to track implementation of program outputs

Program 1:   Household Incentives Programs

   Process indicators
   1. Policy supporting program developed, approved and implemented
   2. Number benefiting from program (target versus actual by income group by region by benefit type)
   3. Cost effectiveness – cost of delivery versus target

Program 2:   Infrastructure and school facilities Development Programs

   Process indicators
   1.   Policies supporting program development, approved and implemented
   2.   Infrastructure allocation by Governorate by District by Community by year
   3.   Number of facilities and appropriateness versus target and actual constructed
   4.   Cost effectiveness – cost of delivery versus target

Program 3:   School level management and community participation Program

   Process indicators
   1. Policies supporting program developed, approved and implemented

2. Number of schools/communities targeted versus actual for training and target impact versus actual on management standards such as schools effectively operating
3. Targets of plans with schools achieved – target versus actual enrollment and quality with schools/communities achieved
4. Status of community level participation – review against expected role of community and fathers and mothers councils such as culturally appropriate teachers to encourage female students, community involvement in improving school environment to encourage girls enrollment
5. Cost effectiveness of deliver of programs

ii. Quality Outcome and Process Indicators

Quality Process indicators

Achievement levels will be set after a review of the learning achievement assessments of 2002, 2005 and after the learning achievements are set.

Quality process indicators to track implementation of program outputs

Program 1:   Learning Achievement and Curriculum Program

Process indicators
1. Policies supporting program developed, approved and implemented
2. Learning achievement by subject and grade from Grade 1 to 9
3. Adjustment plan for curriculum, teaching and learning materials implemented
4. Quality control effectively implemented – teachers delivering the curriculum as established by independent testing, learning materials and testing meeting standards
5. Cost effectiveness of delivery of program outputs

Program 2:   Teacher Development Program

1. Policies supporting program developed, approved and implemented
2. Teacher deployment strategy developed and implemented
3. Achievement of target teacher pupil ratio
4. Cost effectiveness of delivery of program outputs

Program 3:   Learning Materials Development Program
1. Policies supporting program developed, approved and implemented
2. Learning materials strategy developed and implemented
3. Achievement of text-book and learning materials pupil/material ratio
4. Cost effectiveness of delivery of program outputs

iii. Institutional outcome and process indicators

Outcome indicators

1. Effective participation by all partners to implement NBEDS through agreed strategies, policies and programs
2. Technical improvements in all functions against targets set to achieve NBEDS
3. Government effectively channels all resources to the programs with coordination of all partners to achieve the outcomes

Institutional process indicators to track implementation of program outputs

Program 1:   Sector management framework program

1. Policies to support program developed, approved and implemented
2. Sector management and implementation framework in place with clear TOR, mandate, members of different forums, effective participation

Program 2:   Sector organization and skills development program

1. Policies to support program developed, approved and implemented
2. All functions identified and the organization structure, skills, identified and achieved as planned (not only MOE)
3. Cost effective implementation of program outputs

Section 4: Criteria for Resource allocation

1. Introduction

This is a proposal for the rationale for strategic allocation of resources rather than a detailed budget. The proposal is to expected to guide the allocation of resources. The detailed resource allocation will be done through the MTEF and the annual program budgets.

A number of initiatives in the past have provided a foundation that will facilitate the financing of the proposed program. Ongoing discussions initiated recently between the Ministry of Finance and Ministry of Education on how to establish a program and output based budgeting and financing will strengthen this process. Also strengthening the ongoing discussions between MOE and MOLA to support NBEDS planning and budgeting through decentralized systems will further strengthen this process. Lastly it will benefit from the support from Development Partners who have increasingly provided resources that are flexible and able to support emerging programs and outputs.

2. Planning and budgeting process

The detailed budget will be developed through the MTEF process. .The more detailed planning and budgeting will be coordinated through the Policy, Planning and M&E Task which will establish a planning and budget working group with Task Forces, MOLA, MOF, MOPIC and Development Partners to identify the program outputs and their resource requirements and financing approach. This will be the comprehensive budget of education. Each of the eight programs will develop a five year plan and an annual budget. This section provided the rationale for each of the programs' budget.

The introduction of program based approach through the MTRF will form the basis for the Ministry of Finance and the education sector partners discussions. This will pilot linking financial allocation to the agreed outputs, and to also ensuring that the financial releases and cash flow will support the timely delivery of the outputs. A similar process will be agreed with Development Partners where financing each year will be negotiated to support outputs as they are agreed.

Program based budgets should over the next two years also facilitate the linking of both recurrent and development funds needed to deliver each program. This will provide for a more flexible planning process that will enable the evolution of the organization structure and its cost base as its needs arise.

3. Resource allocation criteria

The proposal is to allocate the resource ceilings based on the following criteria:

- Identification of the program outputs and their resource requirements
- Ensuring each program output is feasible and within the technical, implementation and resources capacities of the partners
- Clear guidelines on implementation coordination between partners, at central and decentralized levels
- Ensuring the policy framework necessary for its implementation is in place or planned as part of the program output

The planning process should facilitate allocation proposals made to Task Forces, Council of Deputies and Steering Committee on an ongoing basis. This section is therefore about introducing a mechanism for managing program based budgets, resource allocation. This will be refined through the planning and budgeting and policy development process.

The achievement of the outcomes will depend on the resources available and the effectiveness of the programs and their respective strategies and policies.

4. Program based budgeting

Overall program budgets over the plan period will depend on the outputs agreed for each program over the five year period.

For example,

Access programs

Program 1: Households incentive program

Will depend on school fees policy. The maximum expenditure or rather loss of revenue will be about US$5million if there is complete elimination of fees and the enrollment rises to 5 million pupils

The subsidies and benefits to households will depend on the target number of households/pupils who will qualify for the benefits. If 25% of enrolled pupils qualified would be about US$12million a year at the level of YR 2,000 per pupil.

 Program 2: Infrastructure and school facilities development programs,

With a target of GER of 90% which would add about 700,000 new pupils, and a target ratio of 50 pupils to a class, and with the building cost of an average of US$13,000 per class, the budget for just the new classes needed will be about US$180million. This can be spread over the first three to four years or longer.

The cost of number of classes can be reduced with multi-grade, double shifts and use of rehabilitation and conversion of existing building where feasible. This could lower the average cost of new class and the actual number of classes. For example if the average dropped to US$5,000 and the additional classes were 10,000 then the total cost would be about US$90 million.

An initial grant based on pupils but with a maximum of YR 300,000 per school could test the system over the first two years. This would help set up the systems. This could be reviewed in its efficiency. A level of YR1000 per pupil would put a budget of US$25million annually. This can be reviewed by limiting the schools that qualify or reducing the per pupil grant. A training budget set at US$150 per school/community and fathers and mothers council would be about US$2million to reach all the schools.

The criteria for resource allocation and the targets of each program will be assessed and adjustments made through a dynamic process which will be structured through dialogue at the forums proposed in the implementation framework, and through the annual review process and the development of planning documents such as the annual update of the MTRF, MTEF, annual program implementation plans and budgets.

To make this effective it is proposed that the MOF and MOE and its partners determine a financing strategy that is responsive to the appropriate implementation strategy. For example, it might be best to concentrate the classroom construction over the first three years and to then invest in the learning materials and teacher development from year 2 to 5 after initial standards are set. This will then enable the system to respond to the initial increase in enrollment in year 1 and 2 with the infrastructure, and respond with the quality enhancement over the last three years of the plan.

The programs will be budgeted through the MTEF which will provide both the medium term and annual implementation and budget. The targets for each plan period will be debated based on the resources while taking into consideration initiatives under implementation and emerging lessons as the proposed strategies and programs take shape.

The projected outcomes in the MTRF will be based on the best available information on projected resources and expected effectiveness of the strategies and policies. This first MTRF provides the first comprehensive attempt to update the NBEDS targets and to set strategies and programs to coordinate all stakeholders. This is expected to be a learning process for all stakeholders.

The actual program costs will depend on the enrollment. For example, if the strategies achieve an increase to 90% GER by 2007 the infrastructure program would need be about US$270million to provide new classrooms over five years, and would need about US$12million to US$20million for the household incentive program annually, and about to support US$25m to US$30million to support school level management annually[8].

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[8] These are budget numbers using basic rational explained in Section 4 of the MTRF.

budgeting decisions will depend on factors such as the cost per classroom, the target number of pupils per class, the eligible families for incentives, the level of benefit per household, the delivery costs of the program outputs, etc All these will determine the final costs of each program. This will be debated in more detail through the MTEF development process. These are provided as indicative figures[9].

5. Resource Allocation

The actual resources will be better determined once the resource envelope for the sector and the financing agreements are made both for the medium term and annually. The total resources available and the decisions of the planning and policy process will determine the appropriate allocation to achieve the targets. The allocation between programs will depend on the outputs agreed to and the sequence of implementation. This will be defined through the planning and budgeting process at Task Force and Council of Deputies level and approved and provide with commitment of resources by the partners through the Task Forces and BEDS Steering Committee level.

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[9] See Section 4 on the rationale for building the budgets.