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PERFORMANCE EVALUATION OF THE EDUCATION PROGRAM OF THE COMMUNITY LIVELIHOODS PROJECT (CLP)

FINAL REPORT



October, 2014

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Cover photo: Students reading stories in Omar Ibn Abdulaziz School, Sala, Taiz Governorate, May 11, 2014, by IBTCI YMEP.

DISCLAIMER

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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Acronyms

ACCESS	Alternatives to Combat Child Labor through Education and Sustainable Services
AO	Assistance Objectives
APS	Annual Program Statement
BEDP2	World Bank Yemen 'Basic Education Development Project 2'
BEST	Basic Education Support and Training project
CA	Cooperative Agreement
CHF	former name for Global Communities
CLP	Community Livelihoods Project
COP	Chief of Party
COR	Contracting Officer's Representative
CSO	Civil Society Organization
DQA	Data Quality Assessment
EFA	Education for All
EGRA	Early Grade Reading Assessment
EGR	Early Grade Reading
FGD	Focus Group Discussion
FY	Fiscal Year
GC	Global Communities (formerly known as CHF)
GCC	Gulf Cooperation Council
GIZ	Gesellschaft für Internationale Zusammenarbeit
GMS	Grants Management System
IDP	Internally Displaced Person
IBTCI	International Business & Technical Consultants, Inc.
IP	Implementing Partner
IR	Intermediate Result
FMC	Father-Mother Council
LEG	Local Education Working Group
MOE	Ministry of Education
NGO	Non-Governmental Organization
OTI	USAID/DCHA Office of Transition Initiatives
PMEP	Performance Management and Evaluation Plan
PSC	Personal Services Contractor
RAB	Research Advisory Board
RGP	Responsive Governance Project
RIG	Regional Inspector General of USAID
ROYG	Republic of Yemen Government
RTI	Research Triangle Institute, International
SOW	Scope of Work
SMART	Specific, Measurable, Attributable, Responsive, Time-Bound
TAK	Teacher Aid Kit
TPM	Third Party Monitor(ing)
USAID	United States Agency for International Development
USG	United States Government
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
YEGRA	Yemen Early Grade Reading Approach
YMEP	Yemen Monitoring and Evaluation Project

Executive Summary

The Yemen Community Livelihoods Project (CLP) is a five-year Cooperative Agreement (CA), 279-A-00-10-00032-00, being implemented by Creative Associates International, Inc. for a total estimated cost of \$100,000,001. Global Communities (GC), formerly CHF, was the major sub-grantee. CLP is a multi-sectoral project, begun in July 2010, whose purpose is to mitigate the causes of instability in Yemen through activities to increase employment opportunities, promote community participation, strengthen local governance, and improve access to quality services, particularly in health and education.

CLP, and its Education component, were undertaken in a period of considerable turmoil in Yemen, including armed internal conflict. In its early stages, USAID/Yemen and CLP designed, began to implement, and then rapidly revised strategies and activities to address changing circumstances in Yemen, both to promote stability and to build a foundation for long-term development. Salient elements of these activities were school rehabilitation initiatives and, most significantly, the implementation of the Yemen Early Grade Reading Approach (YEGRA).

In 2011 an Early Grade Reading Assessment (EGRA) conducted by RTI found that 42% of second graders and 27% of Yemeni third graders could not read. This spurred significant initiatives to improve the teaching of reading in the early grades, referred to as YEGRA. With mutual support from Nama'a, a Yemeni educational NGO, new curricula and approaches to teaching reading, combined with teacher training, were introduced to 383 schools. CLP launched and gradually expanded YEGRA to 822 schools. GIZ, with World Bank support, through the Ministry of Education, have replicated YEGRA to expand its reach to a combined total of 1,092 schools. Of note among comments by educators in focus groups are that younger children exposed to YEGRA have been using the approach to help older siblings learn to read, and even though not intended for children with disabilities, YEGRA has been valuable in helping these children to engage in learning. A culture of reading, currently uncommon in Yemen, needs to be promoted also by parents, and USAID, through the CLP, has promoted adult literacy also, through family training to support children at home.

In addition to YEGRA, which has achieved the potential to become thoroughly institutionalized in Yemen's schools, so far, 822 schools (with 1,028 projected this year), primarily in high-visibility urban and post-conflict locales, benefitted from major school rehabilitation, and students in more than 100 other schools also benefitted from rehabilitation efforts, which included improving sanitary facilities for girls and improving physical access for children with disabilities; additionally, CLP distributed over 21,953 desks to schools. Community support for CLP educational interventions has been spurred by the introduction and strengthening of Father-Mother Councils (FMC).

Methodology

IBTCI used a "mixed methods" methodology to conduct this evaluation, which involved review of various program and other documents; focus group discussions; and key informant interviews. Physical insecurity in Yemen prevented the evaluation's expatriate team members from travel outside of the capital city of Sana'a. Other, Yemeni team members conducted site visits and focus group discussions that complemented the rest of the team. Discussions were conducted in schools where YEGRA was implemented in five governorates: Sana'a City and Governorate, Abyan, Aden and Taiz, with two schools in each of two districts. In Dhamar and Raimah, FGDs were conducted in the one district where YEGRA had been implemented. FGDs were organized for Grade 1 students (randomly selected from classrooms to participate), teachers, parents and headmasters, and district education officials. At the request of the USAID Mission, a detailed presentation on the history of the education component is included in this evaluation. This evaluation's Statement of Work contained 18 major questions, some with multiple sub-questions, for a total of roughly 58 questions, each of which are addressed in Annex 4.

Key Findings

1. YEGRA activities followed key recommendations made by the EGR team: (a) teacher training; (b) providing students with reading materials and opportunities to read; (c) encouraging parents to improve student attendance; (d) facilitating the ability of teachers to assess reading and provide useful feedback.
2. CLP's efforts at school rehabilitation and improving the learning of reading at the early grade level have been paying off in terms of perception by stakeholders with direct knowledge. The media campaigns contributed to the enhancement of the educators and students improved performance because they better understood the importance of education.
3. CLP seems to be taking the lead in actively implementing effective educational interventions and is actively engaged in collaboration both with the MOE and with other donors.
4. Local entities generally need to have significant capacity building in order for USAID and them to make effective use of grant mechanisms.
5. Through the progress of CLP's Education component since initiation, there has been significant need for flexibility and creativity in promoting stability via improvements in educational opportunities within the rapidly changing overall and locality-specific environment of Yemen, and the Education component has been meeting the challenges.
6. In addition to its importance for the promotion of learning, YEGRA has important socio-political advantages in that it is applicable generally throughout Yemen, has no political or religious overtones, and can readily engage parents and other community stakeholders.

Recommendations

The overarching recommendation of the evaluation team is:

Given the apparent success in improving learning and the leveraging of USAID's efforts by replication of YEGRA by other bilateral and multilateral donors, USAID should consider expanding the national scale-up of YEGRA through flexible, continued support involving the MOE and the Local Education Group (LEG). USAID's plan to continue training for expanding YEGRA, which began in July 2014, will need to adapt to the devolution of authorities and political transition underway in Yemen.

Other salient recommendations include:

1. CLP follow-on activities can effectively build on the momentum established in the educational reforms started by the CLP.
2. MOE and donor education strategies in Yemen should give added attention to pre-service teacher education and for the early grade mathematics initiative promoted by GIZ.
3. Jointly with the MOE, USAID might seek to investigate answers about how to strengthen the capacity and retention of teachers in early grades, including a review of: (a) pre-service training, as recommended above, (b) keeping teachers trained in YEGRA teaching at the early grade level, (c) strengthening and/or regularizing the role of volunteer teachers, (d) improved recruitment for teachers in the early grades.
4. Based on YEGRA's early success, donor investments to promote smooth scale-up and replication of YEGRA would see high value for money.
5. The methods for collecting and reporting on school and student data need significant enhancement. This could and should be done in collaboration with other donors. Related to this, per the recommendations of USAID's Office of the Inspector General, greater interactions should be promoted with Third Party Monitors.

Additional and expanded recommendations are found in section 6 and Annex 4 of this report.

1. Evaluation Purpose and Questions

The purpose of this performance evaluation is to assess the Community Livelihoods Project (CLP) Education program and provide USAID with recommendations that will contribute to USAID's decision making and to plan for future education programs. This evaluation provides USAID with success factors, describes and discusses implementation challenges, and records CLP's response to these challenges.

CLP is a multi-sectoral project that was designed to mitigate instability in some of Yemen's most difficult regions through the facilitation of quality government service delivery, job creation, responsive local governance, and active civic participation. CLP operates through Cooperative Agreement number 279-A-00-10-00032-00, under Creative Associates International, at an estimated commitment of \$123,534,771. The education program has focused largely on the promotion of early grade reading.

2. Background and Historical Narrative

2.1 Evaluation Purpose

As stated in the USAID Statement of Work (SOW), the purpose of this performance evaluation is to "assess the timeliness and effectiveness of the CLP education program. In order to provide USAID with recommendations to be considered while planning for new projects, the Mission would also like to document the factors that have contributed to successful implementation, the challenges CLP faced while implementing the various education interventions activities in this project, and the actions taken by CLP in response to these challenges."

The Evaluation also seeks to reach a broader audience of USAID staff plus the community of education sector planners and implementers inside and outside the government in helping them to understand the complexities of implementing basic education assistance programs in an extremely unstable environment and the importance of being reflective and flexible in identifying and essaying alternative approaches to address rapidly changing circumstances and priorities on the ground. The most substantial of these alternatives has been the introduction, implementation, and replication of the Yemen Early Grade Reading Approach (YEGRA).

2.2. CLP Program Background

Funded under a Cooperative Agreement (CA) in 2010, CLP was originally conceived as a multifaceted program aimed at meeting community needs in education, health, water, and agriculture, primarily as a means to address instability in the country's more remote and insecure regions. During the years that followed across each of these sectors, CLP worked to achieve the following objectives:

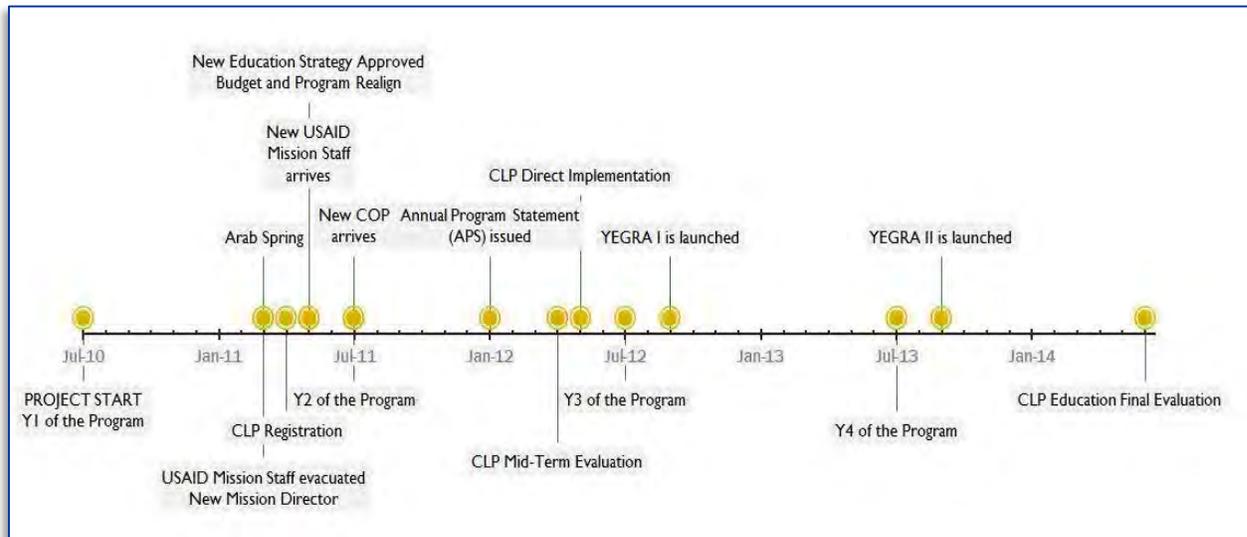
- Increased employment opportunities through micro-enterprise development, microfinance and agriculture, with a special focus on youth (Intermediate Result (I.R.) 1.1);
- Increased access to quality basic services (I.R. 1.2);
- Promoting community participation and empowerment in an effort to assist communities to prioritize and articulate their needs through community organizations and civic action (I.R. 2.3);
- Strengthening local governance and improving the interface between local councils, line departments, non-governmental organizations (NGOs) and communities (I.R. 2.2).

As described below, using sub-grants as the primary implementation mechanism, CLP was initially designed as a short- to medium-term set of activities serving communities in defined and limited geographic areas for the purpose of increasing stability in a violence-torn country. At its outset, USAID and Creative Associates envisaged CLP as a set of short-term rapid response projects, medium term stability projects, and cluster school/training center projects lasting between six and 18 months.

2.2. General Historical Narrative and Timeline

CLP’s Education set of activities has been a component of the larger CLP program, which began at signing of the USAID award in July 2010. Figure 1 depicts the chronological flow of key events in the evolution of the CLP Education program, drawn from CLP reports.

Figure 1: Timeline and Milestones of the Education Program



The overall CLP program was launched as USAID’s “flagship” effort in Yemen, meant to utilize innovative approaches to deal with transition challenges.¹ But from the outset, implementation of CLP was delayed due to slow recruitment by Creative Associates, their late submission of a work plan to USAID, the unexpected upheaval of the Arab Spring, major subsequent changes in the Government of the Republic of Yemen (ROYG); an unexpectedly lengthy registration application for CLP with ROYG government; difficulties in communication with and obtaining buy-in from national and regional governments; a slow grant approval process within USAID/Yemen; and staff turnover within the implementation team and the USAID/Yemen mission.²

These challenges notwithstanding, CLP education activities were able to begin in the third quarter of the project’s first year, initially taking the form of the distribution of hundreds of school backpacks and school supplies to individual children in 18 schools in the Al-Jawf governorate. During the same period, CLP began conducting engineering assessments for the rehabilitation of three schools in the Ma’rib Governorate that the USAID Office of Transition Initiatives (OTI) had identified.

In the first year’s third and fourth quarters, management changed within both USAID/Yemen Mission and CLP. Then, Arab Spring’s upsurge of protests, violence, and political change led to a replacement of Yemen’s long-standing political regime which resulted in a minor delay in CLP implementation. During this period, both CLP and USAID were understaffed, compounded by some evacuations of international staff. Local and central MOE offices were closed at times, contributing to delays in project rollout.³

¹ In its January 2010 *Request for Applications, Community Livelihoods Project, RFA 279-10-006*, USAID describes the importance of education in terms of grievances held against the government. “It is anticipated that education will be one of the larger components of the livelihoods project as it is one of the most frequent grievances and is crucial to Yemen’s future,” i.e. influencing political stability.

² For information on the first stages of the CLP project, among the documents consulted were the CLP 2010-2011 Annual Report, CLP October – December 2010 Quarterly Report, we consulted IBTCI’s CLP Health Evaluation, and Office of Inspector General’s Program Audit (2013).

³ IBTCI CLP *Mid-Term Evaluation* (2012).

The then incoming USAID Mission Director requested the development of vision statements and corresponding activities for each sector of CLP, in addition to key changes in the program structure and operation. These changes incorporated a new grants management system (GMS); new leadership to reinvigorate the project; and adjustment of the project's approach and strategy. USAID/Yemen decided to focus project activities on certain sectors and functions and redirected activities to more populated areas, such as Aden, Taiz, and Sana'a, in order to maximize effect. In the education sector specifically, USAID instructed CLP to replace the initial strategy outlined in the CA with a new focus on three themes: basic education, accelerated learning, and provision of youth scholarships to secondary and tertiary level training schools. It called for a focus on education at the governorate and district level. By the end of the first year, the strategy document for Education was approved. As a result a number of projects that would support teacher training, rehabilitate schools damaged in conflict zones, and provide materials and equipment for students started. For example, in Aden, CLP entered into agreement with Global Communities (GC, then known as CHF) to provide Teaching Aid Kits (TAKs) to schools in five districts with a total enrollment of roughly 18,000 students. In addition, CLP began working with GC to design a multi-million dollar effort for school rehabilitation and provisioning that would operate in each of the CLP governorates and would target clusters of schools in CLP priority districts. When the CLP was focused on local grants and the GC partnership, there was minimal cooperation with the national MOE, which was also reluctant to engage externally, given its concern that new initiatives such as those in teacher training would add strain their budget. This resulted in a continued CLP devolution of activities to the local, district and governorate levels.

Despite the political unrest, which limited the operations of the MOE and the governorate offices and heavily affected CLP teams' mobility, the second year of the program (2011-2012) was significantly more dynamic than the first. The CLP program trained teachers and educators, developed improved instructional materials and provided students with further school backpacks and supplies for a back-to-school campaign. Twenty-five schools, most in high visibility locales, received major rehabilitation and 263 adult literacy center classrooms were enhanced with teaching and learning materials.

A new CLP Chief of Party (COP) joined the team at the beginning of the second year. CLP increased both local and expatriate staff, increased the number of sub-grants given out, and invested more heavily in its M&E tracking system.⁴ More importantly, CLP shifted its focus from short-term stabilization to the realization of longer-term development goals and to the integration activities among sectors. Thus education activities were intended to be more closely aligned with agriculture, health and governance through work with school-based Father-Mother Councils (FMCs), community libraries programming, and rehabilitation of school facilities. Longer-term activities included teacher training, working with the government to improve curricula, assistance to the establishment of accelerated learning for primary grade school children, and financing the construction of new schools. These efforts led to quick impact across different sectors. M&E was bolstered with linkages to the Yemen Monitoring and Evaluation Project (YMEP).

During the second quarter of the second year (October - December 2011), CLP proposed and obtained approval to release an Annual Program Statement (APS) to attract larger national and international organizations to carry out activities more rapidly, and with a larger scope and budget, while increasing the number of sub-grants awarded and widened geographic coverage. In addition, CLP made progress in strengthening relationships with the MOE, signed a memorandum of understanding (MOU) with the Ministry, and began closer collaboration among which included working on designing new school improvement grants.

In the beginning of the program, CLP had operated largely through small sub-grants of up to \$100,000. After a year, a decision was taken to expand the scope of the sub-grant mechanism to allow for the giving of larger grants. GC was chosen as a large sub-grantee in late 2011, slightly over one year after CLP

⁴ IBTCI CLP *Mid-Term Evaluation* (2012).

started, building on GC's past experience with child labor education-related activities in Yemen.⁵ During this period, GC's COP met regularly in Sana'a, Yemen, with Creative Associates, including joint participation in meetings with the Yemen Education Working Group.⁶

Under its new grant, GC built teacher capacity through three-day trainings for classroom teachers, each of which was augmented by up to five follow-up visits at their schools over the following four months. This was a new practice for teacher support in Yemen. GC completed its trainings and distribution of Teaching Aid Kits to support classroom instructions in January 2013, with the end of the school term. Unfortunately, in between terms (January-February), the MOE re-assigned many of these newly trained teachers to new schools where the TAKs had not been provided. As a result, the impact of the training of these teachers was lost to the project's ability to track their work.⁷ CLP had moved on to other priorities. Most teachers were not aware of the TAKs.

In the third year of CLP Education (2012 - 2013), alongside further political turbulence, CLP provided more timely assistance to target communities in more populous urban and secure rural areas. CLP accelerated its approach of quick-impact, direct implementation activities, across its five sectors. It integrated this approach with grant activities that targeted youth, vulnerable populations, and specialists in education. Among the major interventions that marked the third year were: professional development for teaching early grade reading (EGR), the school library development and support and additional TAKs distribution; further activation and development of FMCs; enhanced supervision of youth and adult literacy; and school rehabilitation. For the rest of the program's third year, CLP strengthened education activities, making them more comprehensive, effective, coordinated, and with greater focus to sustainability. The GC sub-grant ended in early 2013.⁸

Currently, CLP Education is completing its fourth year and is continuing to implement YEGRA Phase II, which was rolled out in the second quarter of the program's fourth year, following the successful piloting of YEGRA Phase I; USAID/YEGRA has through CLP reached 822 schools. In addition, YEGRA is being implemented by GIZ and, with World Bank support, the MOE. GIZ had long been in search of non-phonetic approaches to teaching and were primed to support the YEGRA approach. The total number of schools making use of YEGRA under this phase is 1,092, compared to an original total of 383 schools reached during Phase I. Other activities implemented in the fourth year included the rehabilitation of schools damaged as a result of the 2011 uprisings and applied research to further improve design and implementation.

In this context and as described below CLP Education activities may be viewed as falling into two main phases: (1) short-medium term local stabilization, and (2) YEGRA (Yemen Early Grade Reading Approach) design and implementation.

2.3. Education Activities – Phase I

The education program was one component of the larger multi-sectoral CLP, aimed at community stabilization. As captured in its Mid-Term Evaluation and also in the subsequent 2013 Regional Inspector General (RIG) Audit Report,⁹ the CLP Education set of activities came alive in the unsettled and violent environment that led to the Arab Spring of 2011 and the first change of government in 33 years in early 2012. Hence, there was a continuous shift in its work, at the instruction of USAID.

Under its CA, the CLP Education undertook: 1) Basic education including "Access Support to Schools"

⁵ GC had held two prior grants from the US Department of Labor assisting children involved in child labor, bringing them back to school.

⁶ The Education Working Group, which included donors and implementing agencies, is separate from the UN Education Cluster, now called Local Education Working Group (LEG), under the Global Partnership for Education Framework.

⁷ YMEP I conducted a monitoring review of these and found that many of the teachers in these schools had not attended the trainings, a negative report. Global Communities explained the circumstances to USAID.

⁸ GC's component, which was structured formally as a grant, was originally budgeted for \$6 million and spent \$5.5 million.

⁹ Office of Inspector General: October 7, 2013 *Audit of USAID/Yemen's Community Livelihoods Project*. Cairo, Egypt: USAID IG Audit report 6-279-14-001-P.

and “Teacher Resource Hubs” to increase school enrollment for both boys and girls; 2) Accelerated learning/workforce preparedness training to enhance the employability of youth; and 3) Secondary and tertiary level scholarships to increase the pool of teachers at the local level while providing employment for youth. (These scholarships were never implemented.) CLP Education’s initial strategy involved the use of rapid response, quick-impact sub-grants to stimulate activities that addressed the root causes of unrest by building trust between communities and government authorities. Some sub-grants were for larger and longer-term projects to tackle more complex problems. However, it soon became apparent that the small grants process was too slow to meet expectations and were of uneven quality. Quality was limited part because of the limited scale-up and M&E capabilities of local partners made more onerous by USAID regulations. Therefore, with the concurrence of USAID, CLP shifted gears and began a process of more “direct implementation” while cutting back on its use of sub-grants, with the exception of one large award to GC. At this time, CLP also strengthened its international technical staffing in education and recruited experienced and qualified staff from the earlier USAID “BEST” education project, which was then in its close-out period, thus building upon existing staff capabilities in the education sector.

By 2012, as the new government, with a new MOE, came into being, the CLP Education separately and through GC had found more focus, with continued emphasis on adult literacy, teacher training, school rehabilitation, school materials (such as TAKs) in “cluster schools”¹⁰, backpacks and school supplies to 127,250 students in 618 schools, and support of FMC¹¹ in 134 cluster centers in eight governorates (QR October – December 2012 p. 4).

CLP Education also supported USAID’s 2012 *Southern Recovery Program* initiative, which was launched in 2012 to rebuild schools damaged in Abyan Governorate as a result of the military conflict between rebels of Ansar Al Sharia/Al-Qaeda in the Arabian Peninsula and government forces, which had begun in late 2011. Years of violent rebellion and conflict had damaged many schools, from aerial bombing and their use as temporary housing for Internally Displaced Persons (IDPs). Subsequently, CLP supported the rehabilitation of 18 schools in Abyan and a total of 21,953 new desks were supplied to 85 schools in nine districts in Aden and three districts in Lahj (QR. Jan – March 2014, p. 15).

Drawn from the *Access to Primary School Education in Yemen* study, Table I lists the CLP Interventions that occurred during the June 2010 - April 2013 period, showing the mix between outreach, teacher training and physical infrastructure repair, which included walls, fences, debris removal and particular attention to constructing gender-segregated sanitation facilities.

Table I: Schools Benefiting from Education Interventions, June 2010 to April 2013

Intervention	No. of Schools
YEGRA	311
Teacher Aid Kits (TAKs)	550
Global Communities Cluster Center School Support I	133
Major School Rehabilitation	25
Water Filters	36
Back-to-School campaign	618

¹⁰ The English term “cluster school” is something of a misnomer for what, in according to CLP, is generally termed a “markaz tadribi” or training center. The applicable MoE criterion is the density of teachers in any one school: hence, for 25 teachers a training center is opened.

¹¹ While the general terminology used is that of joint Father-Mother Councils, in some communities there were separate Fathers Councils and Mothers Councils depending on community preferences. Some of the TAK materials were originally developed by GC under its prior U.S. Department of Labor award, in the *ACCESS – Plus* project, which was designed to combat child labor by encouraging more students to enroll in schools.

The earlier stage of CLP activities were localized and temporary in that they were designed to address more immediate and short-term problems caused by instability and insecurity, consistent with USAID emerging strategy on “resilience” for both rural and urban populations. They sought to reflect a restoration of governance in the regions of Yemen served by CLP and foster the return and reintegration of dislocated populations at the community level. However, the longer-term impact was insubstantial with respect to improving the quality of education. Thus, in project areas, several teachers in this evaluation’s focus group discussions (FGDs) noted that their schools did not receive any teaching aids or learning materials. The deputy headmistress in a cluster school supported by GC recalled some cupboards located in the teachers’ room and in the classrooms that they had received. However, these were being used by the teachers as a safe place for their personal possessions. Another deputy headmistress agreed that they had received cupboards/cabinets, but had no idea whether they contained any teaching materials. One of the deputy headmistresses confirmed that empty cabinets were delivered to the school and some teaching aids were delivered later.

By 2013, CLP Education appears to have found its *raison d’être*. By narrowing its focus to early grade reading, it had zeroed in on an important initiative with strategic national importance.

The different phases of the CLP education portfolio are broken down in Table 2, below.

Table 2: Key Periods – Timeframes – of CLP Education Interventions

#	Intervention	Intervention Period	Notes
1	GC (CHF) - School rehabilitation	Oct 2011 – Feb 2013	
2	GC - Teaching Aid Kits (TAKs)	Jan 2012 - Jan 2013	
3	GC – Fathers & Mothers Council Social worker Training	Dec 2012 – Jan 2013	
4	GC - School libraries in cluster Schools	Jan 2012 - Jan 2013	
5	CLP - Rehabilitation of 5 Sana’a Schools	May 2012 – Sept 2012	Construction work was completed in 2012. Computer laboratory, library, provision of water tanks, solar power system continued in 2013
6	CLP - Rehabilitation of Owis School in Taiz	August 2012–grant closed early 2014.	Recovery was not completed due to periodic insecurity
7	CLP - Rehabilitation of Raydan School in Aden	August - Oct 2012	
8	CLP - Rehabilitation of 18 Abyan Schools	Sept 2012–Nov 2013	
9	School furniture distribution in 5 Sana’a Schools	July-Dec 2012	
10	School furniture distribution in 18 Abyan Schools	Dec 2012–Oct 2013	
11	School desk distribution in 18 Abyan Schools	Dec 2012–Jan 2014	
12	School desk distribution in Aden and Lahj (85)	June 2013–Feb 2014	
13	Reading to Learn (RTI)	2011-2012	During academic year
14	YEGRA Phase I	Sept 2012-June 2013	During academic year
15	YEGRA Phase II	Sept 2013–June 2014	During academic year

2.4 Education Activities – Phase II YEGRA

In 2011, a pivotal Early Grade Reading Assessment (EGRA) was conducted in Yemen by Research Triangle Institute (RTI) International, with USAID funding and with assistance from MOE staff and local consultants.¹² The primary findings were that 42% of Grade 2 learners and 27% of Grade 3 learners were unable to read a single word, and one-third of Grade 3 students were unable to correctly produce the sounds of a single letter. The then-current curriculum, with associated teaching and learning materials, was described as focusing “on reading-to-learn without including a learning-to-read component,” a paradigm suited to children who are already able to read either from teaching at school or at home. In Yemen, it was clear that most children did not already know how to read, and teachers did not have the skills to teach non-readers how to read.

However, as reported by the former CLP Education Director, what may have led to an even greater impact on the new policy makers at the central MOE, were the very poor results appearing in the *Trends in International Mathematics and Science Study* (TIMSS) in which Yemen placed at the bottom of the 60 nations measured. The disturbing problem identified was that Yemeni 4th and 8th grade children were simply unable to even read the questions. Furthermore, there was a broad sense that the reading abilities of children had decreased and the culture of reading had diminished. “Ask any 5th grade teacher in Yemen about their biggest challenge and 95% will say the children can't read,” the CLP Education Director reported.

Historically, traditional methods had been used to teach reading as part of early grade language arts, and the materials and curriculum had not been changed since 2000. There was general agreement that the curriculum had to change.

EGR had also come to CLP's attention in 2011 through a funded grant application from Nama'a Consultation and Research, a Yemeni NGO established by former MOE experts who wanted to address this challenge of young children learning to read. Nama'a developed a teacher-training curriculum that was better designed to facilitate early grade Arabic literacy and math education in government schools and initially piloted to reach teachers in Aden, Amran and Al-Jawf. Thus, the basis for the new EGR curriculum began to be developed and its promise in teaching young Yemeni children reached the Ministry of Education through channels and individuals with which it had confidence. This dual track of Yemeni experts and CLP professional and financial resources allowed the MOE to confidently move forward with objectively scaling up testing the EGRA methodology. Furthermore, because it has both internal and external support throughout the whole design and testing process, the likelihood of YEGRA's sustainability has been greatly enhanced.

In 2012, based on EGRA findings shared by USAID with MOE and other international education partners operating in Yemen, MOE management requested USAID assistance in developing early grades materials. CLP's new Education Director drew experiences and lessons from Creative Associate's staff with Arabic early learning approaches in Egypt to strengthen this new approach. Moreover, because the Nama'a staff was composed of MOE personnel and other educators, they were able to share their insights as “insiders” and gain support for this promising approach with the newly reconstituted Ministry of Education's senior staff. CLP also hoped that the teacher training efforts centered on the provision of TAKS and library support through GC would complement those of the new EGR program.

Simultaneously, Creative Associates/CLP had discussions with the MOE about their comprehensive

¹² The RTI assessment report to USAID concludes “These findings suggest that Yemeni children need greater instructional support not just in their word recognition and spelling skills, but also in building robust language comprehension in literary Arabic.”

phonics-based approach which could work rather quickly at getting children to read. As the former CLP Education Director noted, “The approach resonated with them. I think the MOE trusted CLP very much. They saw what we did with the reading to learn approach in early 2012, they liked the way we communicated with them from the get-go and they liked the way our technical team worked creatively and collaboratively with the MOE officials. There were a lot of innovations that came out of the YEGRA in which MOE staff and Creative technical staff worked on collaboratively.”

As a result, the MOE defined improvements in EGR as a national priority and it was thus in their new education strategy. Interviewees concurred that this was a pivotal moment in the history of the project. A former CLP COP described this process as the “stars aligned” favorably, as a unique window of opportunity which USAID and CLP took advantage of in a timely manner. These “stars” included: (1) a new and open-minded team at the Ministry both willing and eager to contemplate dramatic changes in Yemen’s approach to education; (2) a well-defined educational problem with a matching, promising solution at hand; (3) appropriate resident technical expertise within CLP and the MOE, (4) a trust-building history of collaboration through CLP Education; (5) program flexibility and the ability to recognize a significant opportunity within USAID; and (6) the financial and technical resources immediately and flexibly at hand to move the process forward quickly through CLP Education.

Toward the end of 2013, insecurity grew worse in Yemen. This led USAID to initiate another round of key changes to the implementation strategy of CLP Education by concentrating in on YEGRA and building upon the EGRA findings, which coincided with the end of GC’s grant. These were:

- USAID shifted its geographic focus to more populous urban areas and safer areas, which were more secure and therefore more accessible;
- USAID instructed CLP to begin directly implementing program activities in partnership with line Ministries, local organizations and service providers, rather than implementing activities through grants and avoiding national level activities;
- CLP’s Education program was directed to focus on the YEGRA in nine highly populated urban and rural areas-governorates;
- CLP shifted from an implementation pattern of grant making with local and international partners to direct implementation, and
- After materials were developed, the major implementation strategy agreed upon would involve intensive training at several levels, utilizing a cascade approach to maximize reach: 1. Training of Master Trainers; 2. Training of Trainers; 3. Training of Teachers; 4. Training of Headmasters and Social Workers; and 5. Training of Parents. In this cascade, each level trains the next.

Currently, the education program is completing its fourth year, and it is continuing to implement YEGRA Phase II, which was rolled out in the second quarter of the program’s fourth year, following the successful piloting of YEGRA Phase I. Other activities implemented in the fourth year include completion of rehabilitation to schools damaged as a result of the 2011 uprisings and applied research activities to further improve design and implementation

3. Research Methods and Limitations

Responding to the Statement of Work from USAID (see Annex 1), IBTCI's YMEP project recruited a four-person team to conduct a Performance Evaluation¹³ of the Education component of CLP that began in 2010. The Team Leader, Dr. Robert Gurevich, an applied anthropologist specializing in Education, was teamed with Mr. Joe Kitts, recently retired from USAID with extensive education sector experience and rich knowledge of USAID evaluation findings and procedures. Of the two local Yemeni team members, one brought more than 30 years of Ministry of Education experience as an inspector and supervisor and the other possesses M&E experience and extensive international NGO service to inform the analysis in this evaluation.

After a preliminary document review (see Annex 4 for citations) in the United States, the Team Leader travelled to Sana'a in mid April 2014, followed a week later by the second International Team Member. For security reasons, international staff travel was limited to Sana'a. As a consequence, site visits and FGDs were conducted by the local evaluation team members, who in turn coordinated with the Team leader and the Education Specialist.

The Team Leader met with USAID/Yemen staff and received verbal guidance concerning the focus of the evaluation and the need for input about future implementation activities in the education sector consistent with its "lean forward" stance, subsequently reiterated in the out briefing.

Preliminary analysis of the evaluation SOW was conducted by the on-site YMEP staff and preliminary planning for field research at schools, Key Informant Interviews and in-country travel were conducted under the leadership of the YMEP Senior Education Specialist. This included establishing criteria for the selection of schools for site visits and for FGDs, as well as for communicating with Education and M&E sector personnel of the CLP. Data about schools was shared by CLP with the evaluation team. Schools in seven governorates were included in the sample universe. Maps of regions reached under different phases of CLP appear in Annex 2. All FGDs were conducted in schools where the YEGRA was being implemented. In addition, the following criteria for stratification and selection were applied:

1. Schools with a variety of CLP education interventions;
2. Different types of schools, i.e., schools for boys only, girls only, and mixed schools;
3. A mix of urban, peri-urban and rural schools;
4. A range of school populations (no. of students);
5. Schools for children with special needs; and
6. Schools with morning and afternoon classes.

The evaluation team conducted site visits and FGD research in five governorates: Sana'a City and Governorate, Abyan, Aden and Taiz, with two schools chosen in each of two districts. In Dhamar and Raimah, FGDs were conducted in the one district where YEGRA had been implemented. FGDs were organized for Grade I students, teachers, parents and headmasters, and district education officials. Lists of persons and schools reached in the key informant interviews and FGDs appear in Annex 3.

Consistent with USAID's evaluation SOW, the Team submitted a preliminary, detailed table of contents for the evaluation report. Then the team organized the FGDs with students, teachers, parents and

¹³ *Performance evaluations* focus on descriptive and normative questions: what a particular project or program has achieved (either at an intermediate point in execution or at the conclusion of an implementation period); how it is being implemented; how it is perceived and valued; whether expected results are occurring; and other questions that are pertinent to program design, management and operational decision making. Performance evaluations often incorporate before-after comparisons, but generally lack a rigorously defined counterfactual. (USAID 2011. *Evaluation Policy*, Bureau of Policy, Planning and Learning, Washington, DC. p. 2)

district level education officials taking place at schools, districts and governorates both inside and outside of Sana'a. The Team Leader trained and oriented the teams in the methodology for conducting FGDs. Each two-person team initially consisted of one man and one woman, except that one of the female staff members suddenly became ill and was temporarily replaced by a male staff member.

A list of questions for each FGD was developed in English with input from the team members and the Team Leader. These instruments (which were later translated into Arabic) are found in Annex 5. Team members were instructed to take turns leading the FGDs and taking notes for each meeting. Each team member prepared his/her own notes for submission to the Team Leader and did not collaborate or integrate their own observations in order to strengthen the range of observations and discussion notes. Once FGDs were concluded, notes and observations were discussed between team members and the team leader, triangulating between researchers to identify agreed upon conclusions.

FGDs and school-based observations were conducted teams composed of two YMEP staff members assigned to this project and two Yemeni external consultants. The four Yemeni team members were divided into two teams, each with a male and female member. Both team members took turns leading the discussion and taking notes. An open-ended question format was utilized so as not to give participants clues as to what response might be desired as well as to solicit a broad range of responses.

Each team member submitted his/her own report on the FGDs and school observations. Students were randomly selected out of their classroom for participation in FGDs, two each from the front, sides and rear of the selected classroom. Their teacher remained in the classroom with the students during the FGD and all such FGDs took place during the morning session. When possible, team members took photographs of schools and classrooms to illustrate the environment and condition of the school and included them in their reports.

The team also solicited information from Creative Associates staff, from USAID/Yemen, MOE technical and senior personnel, and with international donors who have been supportive of and involved in the YEGRA component of CLP activities in Yemen. This included the Ministry's YEGRA Team, the Minister of Education, the Deputy Minister for Training and Qualifications Sector, the Deputy Minister for Projects Sector, and the Deputy Minister for Curriculum and Supervision.

When the security situation in Sana'a grew more dangerous in May, with the concurrence of USAID/Yemen, the international team returned to the United States on May 13, earlier than originally planned. Before leaving, the international team members completed extensive interviews with CLP Education and met with USAID/Yemen on several occasions. The evaluation team further worked with YMEP staff to review patterns of data from the Mission's M&E Clearinghouse. Final research was completed through site visits in Washington, DC, e-mail and skype interviews.

4. Current CLP Education Interventions in Yemen and Associated Findings

4.1. YEGRA

Currently, CLP Education concentrates on YEGRA. And the five key recommendations made by the EGR team:

1. Train teachers to teach reading;
2. Provide students with books and opportunities to read;
3. Encourage parents to improve children's attendance;
4. Train teachers to provide corrective feedback; and
5. Train teachers to assess reading.

YEGRA targets Grade 1 students and Grade 2 – 3 students who cannot read. Key CLP personnel working on the Education component have noted that while the focus was on early reading as a means to address a pedagogical problem, it was strategically significant in the sense of socio-political and cultural issues playing out in the nation and which helped to secure MOE support:

- Overall, early grade curriculum was seen as less controversial. Moreover, reading was accepted as a tool or technique for learning and was therefore more neutral than history, social studies, religion and similar subjects. There was no sense of indoctrination;
- Reading had been identified as a national problem, not particular to any region or group; and because of ministerial participation in design, implementation and review, YEGRA was understood to be a governmental approach to solving a national problem;
- Promoting reading did not favor one group or region. Rather, it was accessible to all and offered the dimension of equity;
- Broad stakeholder participation was integral to the process and included teachers, parents, district and government officials;
- There was extensive involvement of parents and community in supporting the general learning of their children with significant participation by women;
- It was consistent with efforts to improve access to primary schools; and
- The YEGRA reading campaign received broad media coverage and became very visible.

The above is especially noteworthy given the dual purpose of stabilization and local educational strengthening that drove CLP program development in its early stages. Multiple reports of stabilization outcomes were received from various sources throughout the course of research activities.

4.2. MOE and Donor Buy-In for YEGRA Scale-Up

As noted earlier, because MOE technical staff was an important part of the process for developing and testing YEGRA from the beginning, the close collaboration between CLP Education, the MOE, USAID and the international donor community is evident in the coordination mechanisms that evolved. As the CLP reported and as confirmed in discussions with MOE staff including senior officials, and donors:

- A YEGRA Technical Team now functions within the Ministry to develop curriculum, training materials and protocols for YEGRA instruction and scale up in collaboration with CLP;
- A Research Advisory Board within the MOE was established to independently assess YEGRA effectiveness in the pilot schools;



- A higher level YEGRA Scale-Up Committee was established with the Deputy Minister for Training and Qualifications as the chairman, with other senior MOE officials and donors. CLP is represented by the CLP Education Director;
- A separate YEGRA Committee is currently working to produce a *Scale Up Guidelines Manual* addressing operational and implementation issues to which CLP Education provides technical support;
- Planning is underway for a multi-day governorate level meeting in all governorates and CLP is represented in this Committee; and
- Governorate-level Scale-Up Committees were established for all governorates in June 2014 and are to be composed of senior governorate level education officials and technical staff.

As an active participant in the current scale-up process, CLP has also planned the following activities to support the nation-wide expansion of YEGRA:

- Train 46 governorate level technical staff for each of the 23 governorates;
- Conduct and coordinate the multi-day governorate level meetings throughout the nation;
- Print the *Scale-Up Guidelines Manual* for use at the governorate meetings;
- Conduct and coordinate a multi-day national meeting on YEGRA scale up; and
- Print 16,000 YEGRA teaching guides and flipcharts for all 16,000 schools in the nation pending receipt of year 5 funds.

Furthermore, not only has YEGRA gained public support, government buy-in and leadership in the curriculum and materials development process, YEGRA implementation and expansion has also secured substantial financial support from international donors including Germany's GIZ, UNICEF and the World Bank.¹⁴ UNICEF is considering incorporation of YEGRA in the schools it supports based on the outcome of YEGRA Phase II and is planning to use sections of YEGRA as the technical basis for the cognitive learning objectives for this framework.¹⁵ USAID and other donor support is considered essential by the Ministry, which has already requested additional support for the YEGRA expansion in a formal letter to CLP, and the Deputy Minister for Curriculum and Supervision reports that current plans for scale up will be funded by the World Bank's Basic Education Development Project 2 (BEDP2) project in combination with CLP/USAID funding as formally requested by the MOE. Thus, the current CLP-Education activity centers on YEGRA implementation and involves several phases in close collaboration with the MOE through their YEGRA Team. Indeed, according to CLP Education staff, they view YEGRA as a Ministry Project, led by Ministry staff.

4.3. Media Campaign

Recently, CLP Education embarked on a one-time, two-month media campaign covering four out of the 21 selected governorates to promote a reading culture for the initial phase of YEGRA. This included television and radio public service announcements, print media, brochures and distribution of 40,000 instructional brochures and 1,000 YEGRA documentary CDs, which some parents and teachers participating in the FGDs commented upon, though in some locations, parents did not report having

¹⁴ The World Bank's efforts include monitoring based on the CLP: "The assessment will benefit from the test instruments developed under the CLP and will be implemented in a sample of about 200 schools, including the 150 cluster-schools to be rehabilitated under Component 2 of the Project. The Project will finance: (i) a basic letter knowledge test to be administered at the end of school year 2013/14 to Grade 1 students, and aimed at adjusting the early grade reading module supported under sub-component 1.1; and (ii) a reading test to be administered twice during the project life to Grade 3 students with the purpose of evaluating the effect of project interventions." World Bank 2013 *Project Appraisal Document for Second Basic Education Development Project*.

¹⁵ UNICEF has aimed to "The aim is to improve the quality of teaching by providing training in different areas. Emphasis will be given to training of school principals and supervisors in pedagogical practices. Teachers will be trained on how to teach reading and numeracy in early grades." See: *Unicef Proposal to the Global Partnership for Education*.

seen any of these media products.

4.4. Beneficiary Perceptions

Unfortunately, YEGRA was not introduced until well after the 2013-14 school year began. According to CLP records, this delay occurred because the review and approval of YEGRA Part I materials by the MOE's YEGRA team took longer than anticipated, which in turn delayed printing and the commencement of training events. While understandable at the management level, this delay had an unfortunate impact at the school level. In FGDs, parents and teachers complained about the difficulty in abruptly switching from the currently approved reading approach to the new one, noting that they and their children were confused and often frustrated. Teachers also criticized the late start-up of the training targeted to them. Many suggested that it would be best to hold teacher training sessions before the school year started. YEGRA training strategy, however, requires that training take place while school is in session. This is a point that should be reviewed and researched, correlating this finding alongside experiences with early grade reading from other countries, including Gambia, Liberia, Mali and Nepal.¹⁶

Interviews and FGDs found nearly universal agreement that the children really did learn to read, and to read well as a result of YEGRA. The overwhelming majority of boy and girl Grade I students selected at random at all FGD school sites, were able to read, many with considerable fluency. Also, several parents commented that their younger children were teaching their older siblings to read! Teachers confirmed the improved reading ability as well. As the Deputy Minister for Training and Qualifications stated, "We considered YEGRA successful when we saw a girl in Grade I teaching her brother in Grade 3 how to read." Furthermore, teachers reported better attendance because of increased interest and excitement on the part of their students.

Teacher resistance is not an uncommon reaction, anywhere, to major pedagogical changes, especially in the middle of the school year. Yet typical of many teacher comments was one, who said, "My first impression of YEGRA was that it is a fruitless approach. I applied it in the classroom although I was not convinced of its effectiveness. 50% of my students were not able to write. After I had implemented YEGRA, their reading and writing skills improved and my classroom became number one in the school. As a result, my attitude has changed." Another stated: "My town was not targeted by CLP and did not receive YEGRA. [Nevertheless] I applied the approach in my district, with the support of the Director of the Training Department. I used surplus YEGRA student books and made photocopies of teacher guides for the schools in my district. I trained a female teacher who was able to excel in teaching YEGRA in her school. In the past, our dream was to get Grade 5 students to read, but now we have Grade I students who are able to read."

In addition to the fundamental strength of YEGRA as a pedagogical technique, several other CLP tactics were identified as factors contributing to its positive impact. These included:

Involvement and Training of Parents: Previously, GC had developed a program to strengthen FMCs at 134 schools as a mechanism to foster greater community involvement in the management and support of the school as well as for the education of their children. These FMC were a small group of parents composed of their mothers only, fathers only or both (according to community preferences) to provide feedback to the school administration about school issues. CLP Education expanded this program to all 813 YEGRA schools. However, rather than build on this small-committee approach for its reading program, YEGRA worked directly with parents of Grade I children and provided them with

¹⁶ "The best opportunity to teach children the skills of reading is in the early grades (1-3) or earlier if possible; if this window is missed, then children who have not begun to read and understand what they read will continue to fall behind in school" is a meta-finding across USAID experience emphasized in the 2011 Research Triangle Institute report "Early Grade Reading: Igniting Education for All, a Report by the Early Grade Learning Community of Practice."

specific home-based techniques to assist their children in learning to read. This afforded reinforcement of the approach to reading and promoted greater parental interaction with teachers, headmasters and school social workers. Moreover, in some cases, illiterate and semi-literate parents were also able to improve their own reading skills, although the low parental involvement by non-literate adults was noted by FGD participants as a problem. Also, it was positively reported that fathers have become more involved in the education of their young children where the realm of children's education had usually belonged to mothers.

YEGRA training for parents is conducted at the school and led by teachers and school social workers in sessions lasting 2 – 3 hours, though training differs somewhat from location to location. Typically, several training sessions were scheduled so as to accommodate more parents. Flip charts for these sessions have been developed and are being used in the trainings. The parents learn about YEGRA, what their children are studying at school, how to get them ready for school and how they can support their children's reading at home. Moreover, parents observe what and how the children learn. As a Grade 2 teacher commented: "The best way to communicate with the parents is through the training events. When we invited the parents to participate in YEGRA training of parents, some of the parents responded and attended the training. The training had a positive impact. The fathers have begun to communicate with the school while the mothers communicate with the school more frequently."

As for FMCs, schools vary widely in the pattern of interaction among parents, often choosing to rely on the headmasters and school social workers to address learning and behavior problems with parents. Thus far, there appears to be an increased degree of parental involvement with the school due to YEGRA while the focus of FMCs is to address issues of learning or behavior and less so of community support for the school.

Other activities pursued by the FMCs are: discouraging students from dropping out of school, raising donations to pay for the school janitors and guards who are not funded out of government allocations, and supporting district offices for adequate teacher staffing. In an earlier phase of CLP, FMCs sometimes supervised school repair and rehabilitation activities. However, GC noted that members of these early FMCs came to expect to be paid, whereas GC understood that they serve as volunteers, a matter which caused some dissonance until it was resolved in favor of volunteer service. Interestingly, there was one mention of FMCs in helping to mitigate the effects of early marriage including helping girls facing early marriage to continue their learning in school even after their marriage.

Time of Day Makes a Difference. As in many countries with large student populations and inadequate school facilities, many schools in Yemen operate in a two-shift system with a morning shift for all or most grades functioning from 8:00 -11:30 a.m. and an afternoon shift for all or most grades from 1:30 – 4:00 p.m. although times appear to vary by school and district. Students attend one or the other shift. Of the schools currently participating in YEGRA, 578 schools operate in the morning only, 44 operate in the afternoon only and 200 schools have both morning and afternoon shifts.

Although the evaluation team sought formal data from CLP-Education to assess the learning differences between students in the morning and afternoon shifts, CLP reported that no such data is currently available. Nevertheless, anecdotal evidence suggests that children in the morning session make greater progress than those in the afternoon. Several possibilities have been identified that may account for this:

1. Children have more energy and are less tired in the morning than in the afternoon;
2. Teachers are similarly more energetic in the morning;
3. It is cooler in the morning than in the afternoon, which helps with attentiveness;
4. Afternoon sessions are of shorter duration than morning sessions and the teachers teach reading through YEGRA for two hours in the afternoon in contrast to three hours in the morning; and
5. The custom of chewing Khat by Yemeni adults in the afternoon may influence the

effectiveness of the teaching-learning process.

Observing the greater learning in the morning, one District Training Department head shifted all Grade I classes to the morning.

What's in a Name?

In Yemen, the Arabic word used for YEGRA is "IQRA" which means "read." Significantly, IQRA is the first word in the Quran and it is a command. As explained to the Evaluation Team:

"IQRA is the first word God sent in the Quran and is an order to all believers. Muslims are inspired by this word. They follow the age-old adage based on Islamic teaching: "Seek knowledge from the cradle to the grave."

According to informants, the word "IQRA" has had a positive influence on the acceptance of YEGRA and served to mitigate initial resistance when the reading technique was introduced. IQRA is used in textbooks, teacher guides and training manuals and the media the slogan is "I read...I learn."

YEGRA Involves Curricula Development and is Training Intensive.

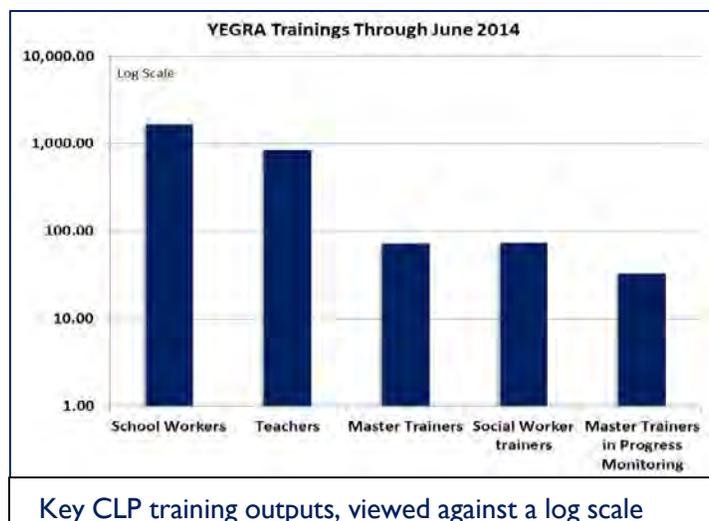
The focus on YEGRA has turned the CLP Education program into a highly intensive and technical training and instructional materials development program. Particularly as YEGRA has evolved into Phase II and Phase III iterations, CLP has focused on the following activities in the January – March 2014 period alone:

Review of and Revision of YEGRA Materials and Instruments

- Part I YEGRA review of materials and instruments completed.
- Completed the Impact Assessment Report of Phase I.
- Developed a grade 2 and 3 YEGRA Teacher's Guide.
- Developed a grade 2 and 3 Trainer's Guide.
- Commenced a review of YEGRA Part I (lessons 1 – 50) materials: Trainer's Guide, Teacher Guide, Student Books and flip charts.
- Conducted 1 MOE Research Advisory Board meeting.

Training and Related Activities

- Trained 1,634 school social workers and headmasters on YEGRA parents training material.
- Trained 836 trainers of teachers, teacher inspectors and technical supervisors on YEGRA Part II.
- Trained 71 master trainers and MOE coordinators on YEGRA Part II.
- Trained an estimated 72 social worker trainers at the district level.
- Trained 33 master trainers, MOE officials and Educational Research and Development Centre representatives about progress monitoring research activity.
- Began training for 6261 teachers, headmasters and social workers on YEGRA Part 2.



- Started the training for an estimated 50,000 parents from 823 schools on YEGRA.

Furthermore, CLP completed the printing and distribution of YEGRA II materials: the Trainer's Guide, Teacher Guide, Student Book and flip charts along with the distribution of 1000 YEGRA documentary CDs and 40,000 brochures. In sum, CLP has moved into a highly technical phase of project implementation which stresses pedagogical expertise and where quality control is important in maintaining the integrity of the scale up of YEGRA.

Notwithstanding the strength of YEGRA in improving student reading ability, the FGDs highlighted a number of challenges that remain to be resolved as YEGRA is scaled up, reviewed below:

- **YEGRA is a Reading Program Only:** YEGRA does not include instruction in any other subject such as math and computation, science and other subjects in the standard MOE curriculum for grades 1 – 3. FGD participants among both parents and educational staff note that YEGRA is reading only taught at the expense of other subjects in the standard curriculum. Excited by the success of YEGRA in improving reading ability, they still worry about how the children will make up these other subjects. An important related issue is how reading will be taught to children in the upper grades and how YEGRA children will be able to continue their learning when entering Grade 4 and beyond.
- **YEGRA is Neutral Regarding the Education of Girls:** Although a specific CLP Education objective is to improve the learning and participation of girls in education, YEGRA does not place special emphasis on the education of girls. CLP Education reports that YEGRA places emphasis on the education of all children, both boys and girls as readers and learners. Also, UNICEF reported that “the messages conveyed by the content of the short stories may still enhance the traditional role of the female and the male in the Yemeni society, e.g., if a male makes a mistake or misbehaves against a girl, they may not apologize to the girl.” CLP Education staff who had worked on the predecessor USAID BEST (Basic Education Support and Training) Project, implemented by FHI360, reported that while YEGRA has an indirect gender focus, the BEST project “had good materials but this was dropped.” Interestingly, the evaluation observed no consensus about the abilities of boys as opposed to girls. Both teachers and parents had strongly differing opinions about the abilities and intelligence of each, some saying that boys were more intelligent and better learners, other favored girls and some said there was no difference in their learning abilities.
- **YEGRA is Less Effective Where Parents are Illiterate:** The general view from FGDs was that illiterate or semi-literate parents were at a disadvantage when working with their children because the YEGRA method required parental feedback at home. CLP recognized and experimented with ways to bring in parents to the process. Some teachers and headmasters suggested that such parents were either uninterested or deterred by their own limitations to assist their children in addition to the general demands of family care. A Grade 1 teacher commented that:

“Most of the parents are illiterate and the achievement of students depends on their own efforts. I have only five students whose parents are educated. I have noticed some difference after the training of parents and literacy classes have been opened in our school”. Another teacher added: “I communicated with some of the mothers about the low performance of their kids in class. One of them said ‘I see my daughter studying and holding her book’. Illiterate mothers cannot assist their kids to learn.”
- **Teacher Selection, Teacher Qualifications versus the use of "Volunteer" Teachers:** Both teachers and parents acknowledge the importance of the training program for YEGRA teachers, indicating that without YEGRA training the teachers do not teach reading efficiently and effectively. Also reported was the selection of teachers who did not or would not teach Grade 1 students in the future. As one headmaster commented, nomination was not professional as teachers of other

subjects as well as teachers of higher grades were nominated [for YEGRA training].... “Some teachers and school administrations alike thought that this training was just like many other trainings; only journey for entertainment without commitment.” He added, “The result was that some teachers refused to engage in teaching Grade I after they received the training,” Despite letters of commitment which teachers signed before trainings. CLP’s coaching and follow-up staff received information about these violations and was not adequately able to address this challenge except through the Ministry.

In the same vein, it was reported that schools in Yemen have a substantial but uncounted number of teachers who are volunteers, i.e.: teachers who regularly work in the schools, often over many years, but who are not officially registered with education authorities as being on the school’s rolls and who receive no official salary for their services. Rather, they receive unofficial payment from other teachers and other contributions from parents or the community. Many volunteer teachers teach early grade classes. Yet, because of their unofficial status, they are ineligible to participate in YEGRA training or receive per-diem payments during that time.

Furthermore, some headmasters reported in FGDs that if an officially designated teacher is unable to serve in their assignment for reasons of illness or other personal matters, they may designate their own replacement regardless of the qualifications of the replacement. Interestingly, the technical team within the MOE recognized the problem of transferring trained YEGRA teachers as well as substitute teachers receiving YEGRA training as a major impediment to successful YEGRA implementation. CLP staff worked on this with the MOE.

- **YEGRA Benefits Children with Special Needs:** YEGRA is designed for children without disabilities, which covers most of the student population. This notwithstanding, CLP has been working with three schools for children with disabilities in different parts of Yemen plus a school in Sana’a whose student body includes children with special needs and has raised the possibility of developing materials for these children. CLP also reports that access ramps are incorporated as part of school reconstruction and rehabilitation. When discussions were held with teachers at schools for children with special needs, numerous complaints were voiced about the difficulty of applying the YEGRA for children with speech and hearing problems. The need to adjust the training program and the training materials for these special populations was voiced by special needs teachers. A Grade I teacher with 14 students with hearing and verbal disabilities commented, “We face difficulties because YEGRA is designed for normal students. It contains sounds of letters. In teaching the students with disabilities we use visual tools. The ‘sound awareness’ technique is not appropriate for our students. Even the ‘story review’ step which focuses on developing listening skills, we convert it to a visual story.”

With respect to children with cognitive disabilities, the deputy headmistress of one of the special needs schools explained, “The students benefited a lot from YEGRA. In the past, we suffered a lot in teaching the mentally disabled students the Arabic letters. During the school year, a mentally handicapped child may learn 6 or 7 letters at most. ... We have applied YEGRA and we have noticed that the students begun to interact. ... There is some improvement although we are applying YEGRA slowly.” This contribution of YEGRA to improved learning was confirmed by parents interviewed.

- **Approaches to YEGRA Teaching Varies between North and South:** It was reported that the approach to early grade reading is different in the northern and southern parts of Yemen. Whereas in the northern areas, a first grade teacher is responsible for teaching all subjects, in the southern part of the country YEGRA is taught by those teachers of Arabic language and in a similar manner, each subject is taught by a subject specialist teacher.
- **YEGRA Examinations Intimidate:** It appears that parents (and perhaps teachers, too) may not realize that YEGRA examinations are not “high stakes” examinations and are intended for

assessment and diagnostic purposes and not for promotion or placement purposes. Parents reported that the YEGRA examinations caused stress on the part of these young students because they have a very short time to answer each question. Furthermore, they reported that the test can be purchased in local bookstores although teachers noted that the test can openly be found in the teachers' manuals for YEGRA. This access to the tests seems to go against parental perceptions that the availability of the test gives those who access them an advantage over others who do not access them. Furthermore, it gives the perception of corruption in the educational system.

4.5. Findings Related to Activities beyond YEGRA

School Rehabilitation, Furniture and Pedagogical Support

The Aden Director General for Education requested that USAID support the furnishing of schools that were occupied by the people fleeing the conflict in Abyan in 2011 and 2012. Nearly 250,000 people became IDPs and approximately 140 schools were affected by IDPs residing in the schools. This resulted in schools scheduling double and triple shifts to accommodate the extra students¹⁷.

USAID agreed to support the rehabilitation of 18 schools and to provide over 18,600 double student desks through CLP. Rehabilitation of the 18 schools in Abyan had a noticeable positive impact on both the schools and the communities where they took place after the destruction caused by the conflict with Al-Queda and the subsequent use of schools to house IDPs. Parents saw school rehabilitation as central to bringing the life of the community back to normal. In support of this community priority, Father-Mother Councils organized in-kind contributions of materials, and were reportedly negotiating with vendors and others whom on occasion challenged the construction projects. They said that: "... students felt happy and more enthusiastic to go to school. "Even their morale is higher", some said. "Their enthusiasm was clear", one added.

A total of 21,953 desks were actually supplied to 85 schools in nine districts in Aden and three districts in Lahj (QR. Jan – March 2014, p. 15), and while there was a general complaint that an insufficient number of student desks had been supplied to the schools, both CLP and USAID pointed out that they had delivered desks in accordance with specific requests made by the district education offices for delivery to specific schools.

Ironically, it was reported that the school rehabilitation and the provision of school furniture created a very positive environment and attracted more students to school than had been enrolled when the district requests for furniture had initially been made, resulting in a new furniture "shortage." Of the 134 schools assisted by GC, only 125 were rehabilitated as the remainder had been renovated by other donors, according to CLP. In general, both parents and school administrators were often confused about which organization or funding agency had supported school renovation.

Considerable mention was made about the school furniture provided by CLP. Although the school desks provided by the project were made in accord with MOE specifications, both evaluation team observers and education staff reported that the standard desks were unsuitable for effective use by younger children.¹⁸ These shorter, young children often had to stand to write on the desk surface because the seat (designed to accommodate children in grades 1 – 12) was too far from the desk surface and too high for them to reach while seated. Also, many of the desks were made with sharp (not rounded) corners. Consequently, when children were leaving the classroom, with the inevitable pushing, shoving and running that occurs they often cut their heads on the corners of the desks. This is a matter that requires discussion with the MOE.

¹⁷ TPM Report. Jan. 9, 2014, p. 1

¹⁸ All desks provided by GC were of a standardized, homogenous type, deemed by some to be overly large for younger children, heavy with steel frames, and without rounded corners.

CLP Education staff stated that they felt that the program of rehabilitating schools in high visibility locales was extremely valuable along several dimensions: 1) it showed community members that there was support by ROYG for the education of their children; 2) it helped to motivate parents to send their children to school; and 3) at the same time it showed ROYG officials visiting the schools that in fact the schools were valued by citizens, thereby building support for the YEGRA program. And because the rehabilitation included construction of sanitary facilities, girls were encouraged to attend. Staff felt that the school rehabilitation program strongly supported the attendance and learning of children and that rehabilitation should be continued in any follow-on program.



Teacher training.

Classroom Over-crowding

Classroom over-crowding is a pervasive and growing problem in Yemen. Although it might be viewed positively as an indication that parents desire an education for their children, but when 60 or more young children compete for space in each classroom, it limits their learning outcomes. Teachers and parents noted that children sitting in the front of the classroom are more engaged than those in the back as they were able to see teaching aids more easily. Some also suggested that brighter students tend to sit in the front, which exacerbates the difficulty of helping weaker students, who tend to sit toward the back.

Teachers mentioned the problem of fake birth certificates being used to enroll underage children. With YEGRA being a program with high levels of teacher-student interaction, a Grade 1 teacher addressed one dimension of classroom overcrowding: “The problem is that under-age students are allowed to enroll in school. There is no law that allows getting those students to leave the school. I am ready to teach 60 students in one classroom under one condition, if they are age eligible to enroll in Grade 1.”

Data Quality Limitations

As CLP reports and YMPE monitoring confirm, the quality of school-based and, thus, system-wide data, is a concern for both planning and assessing project impact. As the CLP M&E Specialist wrote: “The MOE database has not been updated...apart from YEGRA schools, where we had been directly collecting data, we relied on the MOE database for the other interventions. (Also) ... last year we tried to establish the influence of our interventions on enrolment in sampled schools and we realized that a good number of schools did not have enrolment data.”

CLP Education has been able to obtain accurate enrollment data for many aspects of the YEGRA program only because project staff directly collected school enrollment data from each school whereas for other purposes, CLP relied on outdated MOE data. Furthermore, according to the CLP Data Quality Assessment (DQA) for USAID¹⁹, there was likely underreporting of student enrollment because of a lack of data from 51 schools and because school data had last been updated nationwide by the MOE in 2011.

Evidence suggests that the CLP database contains significant amounts of missing and inaccurate data related to the education sector. This makes the management of the CLP program, based on current and accurate knowledge, problematic. Most importantly from the project perspective, the DQA has

¹⁹ IBTCI-YMPE Data Quality Assessment, December 16, 2013, Sana'a: USAID.

consistently found that CLP education data do not track gender. In addition, evaluators noted that one school identified as a Cluster School by CLP did not have a library, despite the fact that all cluster schools were reported to have been provided with libraries. The inaccurate data also directly affected YEGRA implementation since a school reported receiving fewer YEGRA books than needed because the enrollment statistics in the District office listed fewer students than were actually enrolled in Grade 1.

The Deputy Minister for Training and Qualifications described steps being taken to address the data quality issue: “We had a project with [the World Bank’s] BEDP 2 in the development of a database.... We are going to develop one database for all the Sectors in the Ministry. The Ministry is now in the process of signing contracts with some companies for the development of the database. We do have a database prepared through the Educational Survey and annual statistical reports prepared by the General Department of Planning and Statistics on achievements in training for the years of 2010, 2011 and 2012. Unfortunately, this data is unavailable, incomplete and/or inaccurate or otherwise not being utilized by CLP.”

Implementation Modalities: Grants vs. Direct Implementation

Under its CA, CLP had originally implemented activities through an on-grants program as the primary mechanism to engage a range of civil society organizations with small grants. However, the grants program was described by CLP Education staff as “painful” and slow to implement. Problems included the detailed administrative process involving the approval of grants by USAID and because of the limited capabilities of some of the grantees, some of whose staff were unfamiliar with monitoring and reporting practices under short timeframes. In addition to awarding one large grant to an international implementing partner, GC, the Mid-term evaluation recommended that CLP increase direct implementation of activities by its own staff and not rely on sub-grants.²⁰ USAID and CLP agreed and made that switch.

Integration of Interventions

CLP Education has sought to build synergies across program lines and within the educational sector component. Thus USAID posited in the Evaluation SOW that TAKs and library support are somehow integrated into YEGRA. The TAKs and library support for cluster schools were planned and initiated prior to the onset of YEGRA. The TAKs were originally developed in a previous child-labor project and were not reviewed or approved by the MoE. Although the consultants saw some evidence of the use of TAKs (flip charts), they did not see evidence of integration of the two programs and at present, teachers do not appear to be utilizing them.

A different example of a non-YEGRA education activity is the implementation of a campus area network with Aden and Seyoum Community Colleges in early 2014. This network should improve the instructional capacity of these institutions. However, these are separate and distinct from YEGRA and do not reflect programmatic integration. (QR. Jan – March 2014, p.18)

Coordination and Collaboration

CLP Education and MOE staff meet regularly to share information about YEGRA implementation and to solve issues related to the development of curricular materials, training programs, training materials and in the implementation of pilot programs. CLP Education is arranging for the printing of textbooks and teachers guides for the next phase of YEGRA II implementation. Similarly, CLP Education now meets weekly to coordinate with USAID about project implementation. At the Ministerial level, the Deputy Minister and Minister of Education reported that they communicate with USAID through CLP.

²⁰ Mid Term Evaluation p. 27.

4.6 The CLP and other Donors

In the education sector, CLP has a positive relationship with other donors in Yemen, including, in particular, the World Bank and GIZ who became very supportive of, and co-financiers of the EGR activities through the MOE. Through the Early Grade Reading steering committee, in addition to USAID, CLP interacts with at least nine other donors, of whom the World Bank, GIZ, and UNICEF are the most prominent. Each donor has its own areas of technical assistance focus, e.g., the World Bank will be concentrating on EMIS (educational MIS) and educational statistics, procurement, and management of the educational system as a system plus providing support to the MOE for the Second Basic Education Development Project (BEDP2). The closest working relationship has been with GIZ, which uses CLP-developed materials. (CLP, on the other hand, does make use of some teacher training materials developed by GIZ.) The major common challenge now is a very significant scaling up of YEGRA, and CLP is actively involved in the high-level committee responsible for the scale-up.

Of all these donors, CLP staff believes that USAID has been the most effective in getting education sector activities implemented out at field sites. This perspective is validated by responses from the other major donors, which identify *plans* to implement activities, rather than actual implementation. For comparison, during the current academic year, CLP is implementing YEGRA in 812 schools, GIZ is continuing with YEGRA in 72 schools and BEDP2 with YEGRA is being implemented in 210 schools.

The World Bank allocated \$77 million to support the education sector, which allows their program to greater scale within the YEGRA model. GIZ is now using the YEGRA model also, following the lead of the MOE. However, this is at a time when GIZ has had to rely on local staff, since GIZ evacuated its expatriate personnel from Yemen in late 2013, after GIZ staff had been killed. GIZ and other donors are interested in adding mathematics (numeracy) to the EGR model, which they urge USAID to support and consider that there is no reason that math learning should be held back until reading is first achieved.

Of other donors or lead agencies, UNICEF has been active with girl-friendly schools, and a myriad of activities aimed at children in each governorate. UNICEF also chairs the Partnership for Education forum, as well as the UN Cluster for Education in Emergencies. UNICEF indicates that it is considering the use of YEGRA for its schools pending review of the pilot and expects to incorporate YEGRA-type approaches in its pre-primary plans and describes its relationship with CLP staff as being based on proactive and sound collaborative approaches. A difficulty for this year, according to UNICEF, has been the timing of the availability of materials.

4.7 Other Findings

CLP's Monitoring Systems

The Evaluation Team took into consideration recommendations from the Regional Inspector General (RIG) report. These related primarily to monitoring systems, indicators, and relationships with YMEP, the third-party monitoring and verification service provider contracted by USAID. Monitoring has been found to be inadequate and conclusions about the performance management systems are found in the conclusions and in Annex 4.

Gender Related Findings

Although CLP has had problems disaggregating project data by gender, CLP has been addressing other issues of gender equity. CLP reported that about 2/3 of its staff are female, and, based on data from the January-March 2014 QR, approximately equal numbers of male (3,379) and female (3,334) educators participate in training activities. Overall, in this fiscal year, there are 8% more male administrators and officials receiving training than female ones, though this may be an artifact of the relevant pools. The construction of separate sanitation areas for women and girls was identified as important to supporting increased enrollment of girls, although keeping the restrooms clean has been a critical problem despite

training that this be a routine part of school reconstruction and rehabilitation efforts. Yet, such cleanliness is essential to continued enrollment and attendance by girls and was reported to be an important part of GC training efforts in its rehabilitation program.

Branding

The local consultants reported seeing the USAID logo on most, but not all, materials provided to schools although in the case of YEGRA textbooks, there was an acknowledgement of USAID support without the logo. Interestingly, in 2012 CLP instructed that branding be temporarily halted in Abyan school rehabilitation for security reasons, since the schools might become a target for militants if the school was understood to be supported by the US government. In spite of this concern, branded plaques were subsequently affixed to these facilities

5. Conclusions

Education Sector Outputs and Outcomes

1. The Evaluation Team considers that the evidence reviewed confirms the utility and effectiveness of the YEGRA approach. The parents validated directly that their children were learning a basic skill and saw that the younger children were teaching the older children how to read. Even the illiterate parents in focus groups observed that their children were studying at home and could read. Achievements were often visible in short time periods which were strikingly observed. Trust was surely built. Based on findings from the *YEGRA Impact Assessment* report, after approximately four months of instruction during the 2012-2012 school year, “When comparing the end-line and baseline assessment scores in reading comprehension, the intervention schools increased their scores by 570% over baseline, while control schools increased by 267%. This means that, at the end-line assessment, intervention schools increased their mean score from 0.1 to 0.7, while control schools increased from 0.1 to 0.3.” Thus, YEGRA educational activities are more than twice as effective as the non-YEGRA activities they are beginning to replace.
2. Buy-in at the highest national levels for early grade reading has been a significant accomplishment. “We are leading an education revolution supported by the USAID,” said the head of the MOE YEGRA Team. The MOE has embraced YEGRA as part of a national reform of education, which it plans to scale up throughout the nation with financial and programmatic assistance of several major bilateral and multilateral donors. Furthermore, CLP Education support has facilitated information sharing and collaboration in curriculum development and YEGRA planning and implementation within the Ministry of Education and with donors.
3. Where it took place, the school infrastructure rehabilitation also played an important role in building trust between educators and learners and faith in government, in that it visibly documented to the community, as further amplified by the visits to various schools by senior government officials, that government did consider education to be important. Teachers and administrators reported that school rehabilitation was an important factor in increasing enrollments and attendance in the aftermath of the Arab Spring.
4. The Teacher Training (TT) was entirely in-service and would have benefited from greater pre-service support. The TAKs training lasted one week and that was successful in their near-term objectives. Over the longer term, however, the TAKs are infrequently used at schools, or even remembered so that has been, relatively, unremarkable or even ineffective. The big success is TT in YEGRA because it is continuous, links training with implementation, contains performance review and feedback, and supervision.
5. Overall, CLP Education appears to have improved student enrollment, retention and educability through the system of trained teachers, master trainers, rehabilitated schools, and other inputs. Based on the anecdotal evidence (since statistical data is inaccurate or unavailable) from the FGDs, there is greater student retention in the early grades. While the evaluation team intuits that enrollments have increased significantly as a result of CLP Education interventions since the Arab Spring, due to data quality limitations, there remains uncertainty.
6. Not surprisingly, the YEGRA model does not appear to be as effective with large classes as with smaller ones based on anecdotal reports. Children in large classes who sit in the back of a classroom do not appear to receive as much teacher support as those in the front. Furthermore, while the Evaluation Team takes no stance on the issue of mixed gender early grade classrooms, we do not know if it is more common for boys to sit in the front of a classroom than it is for girls although it is reported that the brighter and more active children tend to sit in the front of the classroom. While YEGRA has been successful in improving reading, the evaluation

recognizes parental and teacher concern that children are not learning mathematics and other subjects mandated by the curriculum for grade I in the effort to increase reading skills.

7. At the school and community level, parents and teachers acknowledge the real advances the Grade I children have made in learning to read through YEGRA. Furthermore, there is increased contact between parents and teachers resulting from the direct training parents are receiving through YEGRA. This increased contact is separate and distinct from the FMCs in which only a select group of parents interact with teachers and the administration.
8. Evidence strongly suggests that insufficient attention was given to support the education of girls or in correcting the substantial literacy gap between males and females.²¹ Little about the education program, including YEGRA, was girl-friendly, with the exception of rehabilitation of school sanitation facilities which was expressly conducted to make schools more accessible to girls. Staff who worked on the predecessor BEST project believes that BEST had a successful gender approach that CLP failed to build on.

Management and Performance

9. The CLP Education program demonstrated adroit attention to windows of opportunity by recognizing, ahead of other donors, the prospects for working with the incoming MOE team after the Arab Spring, and then patiently cultivating that relationship, without which the YEGRA progress mentioned above could not have occurred. CLP took advantage of entry to the new Ministry through the Nama'a Research and Consultation partner, amplified by solid education leadership at CLP who recognized the importance of EGR and pushed for close communications with the MOE and USAID, backed by appropriate home office support at Creative Associates.
10. Considering the significant start-up problems, a "lost" first year and a continuing unstable environment, the accomplishments of CLP's education component through YEGRA are singularly impressive. The CLP Education program saw its greatest success in seizing a window of opportunity to work with staff at the Ministry of Education (MOE) following the fall of the prior political regime. Because colleagues were involved in the design and field testing of an early grade learning program through the Nama'a Research and Consultation grant from CLP, the Ministry team became the EGR reform's passionate advocates and USAID, through CLP-Education, quickly addressed the opportunity to move forward. The timing was deemed "right."
11. USAID changed focus several times throughout the life of project, adversely affecting activities. CLP originally operated primarily through grants, then changed to a direct implementation mode; it moved from focusing on more rural and remote areas to servicing urban and more highly populated areas; from focusing on governorates, districts, schools and communities to close collaboration with the central Ministry of Education. These several and sequential changes had downsides in delaying or limiting the efficient use of project manpower and financial resources.
12. Yet, USAID allowed for appropriate flexibility and learning within the project. The original CLP Education project served as an example of a scatter-shot project designed to address short-medium term stabilization and resiliency issues that went through several twists and turns before finding its way to make a significant contribution to long-term educational improvement in Yemen. While CLP under-staffed M&E early in the program, it has staffed up and is more able to monitor YEGRA in coordination with schools and the MOE.
13. Monitoring and documentation were among the weakest dimensions of CLP Education. In all, the CLP needs more time and more resolve to specifically capture and record the story to

²¹ This was consistent across FGDs, YMEP monitoring and from comments from senior MOE officials

document their successes. A particular failure in monitoring was inadequate disaggregation of teachers and students by their gender. That being said, baseline data was also very poor, or non-existent, making changes over time difficult to estimate.²² M&E staff reported that their data was unreliable because it depended on MOE records. In 2014 CLP started to collect primary data on numbers of students enrolled from some of the schools for which data is missing (at this time, they are believed to have done this for around 20 of the schools) and collect some data directly as it relates to YEGRA.

14. The most recent PMEP prepared by CLP is adequate as a tool for project management. CLP's most recent *Project Monitoring and Evaluation Plan* for the period October 2013 to June 2015 is the most detailed and completed PMEP of all USAID IPs. This is because CLP was the first project to prepare a PMEP based on the standard "Format for the PMEP of USAID/Yemen Implementing Partners," developed by YMEP and approved by USAID in 2013.
15. In its management of sub-grants, CLP, having already faced delays in start-up, was under time pressures to show progress. To launch field activities CLP engaged Community Mobilizers in the field to try to identify potential partners, but without the luxury of much comparison or training of these partners. Quick startup was a greater priority than an exact assessment of capacity. The potential for capacity was more of a priority than existing capacity. It is not surprising that reporting back on these small sub-grants was disappointing.
16. Sustainability is hard to evaluate in fast-changing transition settings. The most important strategic approach to sustainability is the newly-close collaboration with YEGRA and the MOE. Evidence suggests that CLP is actively working to strengthen the MOE's capacity to make this a nationwide and sustainable program.

Larger Results, Integration, Synergies

17. The program incorporates an understanding of the national context and USAID's 2010-2012 strategy in addressing targeted grievances driving instability. Whether those grievances are in fact addressed, and instability reduced, is unclear from existing evidence.
18. Although CLP was originally designed to address more immediate stability concerns in insecure areas of Yemen, the Education component has evolved into a project with national and long-term impact. The CLP overall goal was to improve stability by improving livelihoods, and given the low rates of literacy and numeracy, evidence supports the theory that focusing on primary education should improve skills development and employability over the coming fifteen years. However, the original logic model of the CLP theorized about relationships (e.g., between education and government stability) that could not be adequately tested in the short time-frame or by the scale of activities and the lack of counterfactuals in the performance period.

There is some indirect evidence suggestive of positive stabilization results that occurred through the CLP education component, including support to households returning to their areas of origin and the rehabilitated schools and renewed educational activities now available there. Evidence indicates that rehabilitated schools triggered an increase of IDP returns, and were also the anchor that led to restarting of some markets and civic activity. Again, given that YEGRA was valued and appreciated, in some sense this was a tangible demonstration of the government providing services that people valued. But clearly identifying stabilization outcomes, and whether or not this contributes significantly to popular perceptions of grievances being addressed, requires further research.

²² Constructive feedback about how to fine-tune CLP data collection for monitoring, for YEGRA, is found in the March 2014, Technical Note of the YMEP Review of YEGRA Progress Monitoring Instruments.

19. Since the startup of YEGRA, collaboration and coordination with the MOE at the central and local level has become much more evident. The MOE and CLP work closely in planning for the scale up of YEGRA for grades 1 – 3. Donor coordination is also evident with respect to YEGRA expansion, and USAID anticipates donor support for the scale-up while it retains a major role in maintaining the quality of the YEGRA in the expansion to all grade 1 – 3 classes throughout Yemen. However, recently, USAID appears to have maintained distance from both CLP-Education and from the MOE itself. The Minister reported that the only contact with USAID was at monthly donor meetings and the Education Director for CLP had to request more frequent meetings with USAID for information sharing purposes.
20. Despite the fact that CLP’s initial strategy in the education sector focused on making sub-grants to local and international NGOs, there was little evidence of collaboration or synergy with other projects and donor supported groups, especially during the phase prior to YEGRA implementation. Evidence suggests that GC, for example, was unaware of other donor support to their “cluster” schools.

Lessons

21. The continuous training of early grade teachers was found to be central to the successful implementation of YEGRA. Also important is that teachers who are trained for YEGRA then should actually teach in the early grades. The process of nominating teachers for YEGRA training at the school and district level is not sufficiently rigorous to insure that individuals trained in YEGRA techniques actually return to the early grade classrooms and remain there for the three years required by the MOE. This could result in a significant waste of USAID and MOE resources.
22. A key strength demonstrated in Yemen by the YEGRA approach was the integration of parents into the learning process through training.²³ The YEGRA approach to parent engagement was an improvement over the Father Mother Councils. Furthermore, this was found to be more effective than the original mechanism, the Father-Mother Councils, because the FM councils insert intermediary “representatives” of the parents between the school and the community. However, parents noted that parental participation primarily benefitted educated parents and those illiterate parents are at a disadvantage in assisting their children to learn how to read.
23. The mechanism of offering sub-grants had limited applicability largely due to the shifting strategy of the larger program. CLP was originally designed as primarily a program of sub-grants under Creative Associates. The larger-than-others award to GC was deemed a success and it worked well in expediting roll out and early achievements. Being an international NGO, GC was able to hit the ground running. But grants to most local NGOs were difficult to manage, obtain reporting data from, or meet short, sharp, timelines. For a variety of reasons, including a lack of local capacity among potential partner organizations, inadequate internal control systems within CLP during the early phase of project implementation, along with the very nature of the grants process requiring multiple steps of approval from USAID, this placed limits for attaining project goals. Consequently, USAID and CLP came to prefer direct implementation. This determination also was shared with the CLP health program. While small grants might have been appropriate for other transition activities in other sectors (agriculture, for example), they were not effective for the education component during the period under review. The main implementing partner has become the MOE. The sub-grants were designed so that implementing partners could continue their work with their own resources, but there was no

²³ This evaluation’s findings about parental buy-in are consistent with data collected under the CLP.

after-grant reviews about how this might occur. GC continues to work with schools around the country, though disconnected from the CLP project.

Direct Implementation Disadvantages: Over a short time period, grants-management can require a basic capacity to organize, manage and account for resources which can require close supervision and often take longer to implement or to achieve their goals. Quality control becomes a critical issue as is timeliness of implementation. While working with civil society may be preferable for long-term development, especially given their capacity development result *per se*, recent experience suggests that Yemeni institutions generally lack the capacity to manage grants, especially to manage relatively sizeable grants, particularly with regard to meeting milestones on time, capturing data and reporting back. As described in the Midterm Evaluation, “the dearth of capacity in counterparts result[ed] in CLP needing to directly implement 75% of all grants thus far.” For a program such as CLP, a grants-management process requires dedicated effort to capacitate the community organizations.²⁴ Yet given urgencies related to burn rate and ratio of overhead to overall project expenditures, USAID find that timeframes do not permit capacity-building to take hold while simultaneously showing its dramatic and tangible results during a tight transitional timeframe.

Direct Implementation Advantages: Direct implementation increases the probability of getting a task done efficiently and quickly, and ensuring that accounting and reporting systems meet USAID expectations. The layers of control are reduced, allowing for short turn-around tasks to be accomplished efficiently. This mode works well when timeframes are tight, and the program is working iteratively with a key partner – like the government (MOE) – in rapidly evolving plans and the roll-out of newly-identified activities.

Direct Implementation Disadvantages: USAID sacrifice the potential for local capacity building, broader participation and community buy-in. While often efficient, it can be inefficient in that it loses the strengths of non-profit partners, their local salary rates, and their “matches.”

24. YEGRA demonstrated its effectiveness in Yemen in the provision of effective, specialized education for children with disabilities, particularly hearing limitations.²⁵

²⁴ Capacity building is a learning process and one cannot expect or demand local organizations or their staff to “learn faster.” Further, a necessary concern with CSOs is that local staffing is generally uneven with one or two people providing all of the technical leadership.

²⁵ A key item for consideration in future programs; see: Valerie Haugen and Nina Papadopoulos, 2013: *Checklist for Conflict Sensitivity in Education Programs*. Washington, DC: USAID

6. Recommendations

1. USAID should extend the valuable education activities initiated under the Community Livelihoods Project. The current CLP program ends in mid-2015. The coming two years are pivotal to the potential scale-up of the curriculum innovations piloted under YEGRA and USAID should continue to coordinate with international donors to support. It may prove critical that the quality and capacity developed by CLP Education, and desired by USAID, be maintained during this transition period for the Yemen government and during the end of one project and the start-up of another. This is key to enabling USAID to play the lead role in quality control that it has identified as central to the next phase of YEGRA scale-up.

The Evaluation Team also notes that much of the final year of any development project tends to be directed by closeout activities, realistically with diminished attention to continued project implementation. Moreover, key project personnel invariably begin to seek other employment during the final year of a project and it is likely that personnel critical to the scale up process might begin to leave CLP employment. Their knowledge and expertise will be gone at this critical stage of curriculum reform and transition to the follow-up project.

2. Support for the education sector, until now oriented toward partnership with the MOE, should prepare to transition engagement more to the six regional governance institutions to which, under the Constitutional Drafting Committee of 2014, authority will be devolved. The current CLP was originally designed as a multi-sectoral program intended to address stability issues in agriculture, health, economic strengthening and governance, as well as education, with the intention of integrating programmatic resources at the community level and creating synergies across areas. While such a strategy was understandable in the earlier project environment, in the context of a more specific educational sector intervention that aims to produce educational outcomes and to ensure the ability of the MOE to sustainably manage and support an intervention such as YEGRA, educational reform at the policy level retains importance but needs a new strategy that captures the interest of as many regional authorities as possible. USAID should look to draw on the lessons of experience from other key countries, including Morocco, as well as countries with devolution experience.²⁶

3. Rather than focus exclusively on YEGRA implementation, resources permitting any future activity should also support activities in pre-service teacher education and early grade mathematics (on which GIZ is leading) to complement YEGRA. In addition, any future activity should include a modest amount of school rehabilitation which is visible at the local level and engenders community support. Furthermore, separate latrines for girls should be an important part of rehabilitation activities as an aspect of encouraging access for and retention of girls in schools.

4. USAID should communicate more proactively with other current and potential donors to education in Yemen. This could be done through agreements in support of joint initiatives to bring in more donors to the integrated set of education reforms now being put forward.

USAID has already acknowledged the need for other donors to fund this curriculum revision, and implement various aspects of it in collaboration with the ROYG. However, the Evaluation Team was not able to confirm more formal agreement among donors. USAID should use its good offices to advance multi-donor synergy that goes beyond simply sharing information. This is important if USAID is to play the leadership role it articulated in maintaining quality in educational reform based on YEGRA. USAID

²⁶ Andrea Rugh, Loelei Brush 2002 *Lessons Learned from the USAID Girl's Education in Guatemala, Morocco and Peru* Washington, DC: American Institutes for Research, CARE, World Learning and Management Systems International and MSI, 2008 *Education from A Gender Equality Perspective*.

should also be sensitive to the funding mechanisms donors use to support education initiatives operating through central ministries and consider how best to maintain a direct presence at the local level.

6. A joint USAID--MOE study should be undertaken to investigate teacher education reform options, to address the following:

a) Strategies to assign and retain YEGRA trained teachers in the early grade classrooms within the context of MOE guidelines and procedures. Selection and retention of trained teachers is essential to the success of YEGRA implementation. Yet frequent reports were heard that significant numbers of teachers receiving YEGRA training did not actually teach Grade 1 students and had never intended to teach them, had been transferred to other schools or assigned to teach other subjects, and/or had resisted adhering to any commitment to remain as Grade 1 teachers for 3 years.²⁷

b) How the many teacher “volunteers” who currently augment regular teachers in the early grades, in many cases for many years, could be included in YEGRA training supported by USAID. Many of the teachers trained in the current phase of YEGRA, and who are teaching in the early grades, will retire in the near term while the presence of volunteers in many schools suggests an overall shortage of trained teachers. Moreover, because of the periodic reassignment of teachers and headmasters each year, it is difficult to assess the cumulative impact on YEGRA and other teacher training efforts on student learning. As an intermediate step, this category of volunteer teachers who currently work in schools and teach primary grade classes, but who are not part of the formal educational system, are an uncounted, misunderstood, and untapped resource. However, these informal adjuncts are not being trained in the YEGRA methodology or pedagogy. They should be included in YEGRA training and paid a per diem with USAID funds during the scale up phase. Furthermore, this study should explore with the MOE and other donors about developing a system for regularizing these volunteer teachers, consistent with the MOE’s and ROYG budgetary and personnel process.

c) How best can a consistent number of quality early grade trained teachers be recruited and trained so as to support the increased enrollments expected over the coming years. Teacher training, teacher support and follow-up supervision are essential ingredients to successful implementation of the YEGRA model in the scale-up phase and beyond. Yet, it appears that Yemen has no extant quality structure for the training of early grade teachers. The Evaluation Team was given to understand that there is no degree program available for preparing teachers to teach early grade reading. At present, the primary mechanism identified for teacher training is a university level degree program; however only one semester is devoted to pedagogical studies. Because the four-year program produces few teachers for primary level education each year, the team anticipates that there will soon be a shortage of primary school teachers with expertise in the YEGRA methodology (as well as other early grade education) just as YEGRA is coming into its own as a national approach to early grade reading and learning.

d) The relative effectiveness of cascade training for in-service YEGRA teacher training. The Evaluation Team is concerned about the ratio of trainers to trainees and the capacity to provide effective support to classroom teachers. We recommend examination of expansion support for the provision of one Master Trainer per district as opposed to one per governorate to increase the possibility of close support and follow-up for teachers. More teachers should be trained as master teachers, regardless of how many there are per governorate.

7. CLP Education should promptly review and modify its current function for data

²⁷ See Janice Dolan, Rebecca Winthrop et al. 2012 *Building Effective Teacher Salary Systems in Fragile and Conflict Affected States* Washington, DC: the Brookings Institute Center for Universal Education.

collection and analysis to ensure that important data is accurately collected and analyzed, consistent with project goals and objectives. Indeed, the CLP should retrospectively account for its outputs and achievements, produce short case studies, and generate a narrative that conveys their important successes. In a project where gender and the increased enrollment of girls is central to project outcomes, it is disappointing that the most recent iteration of the PMEP, dated January 30, 2014, does not adequately collect or report data disaggregated by gender. This includes such data as number of learners receiving reading interventions at the primary level and percent of Grade 1 and 2 teachers with improved teaching performance in reading instruction over baseline.

8. USAID/Yemen should collaborate with other donors to support and strengthen the Yemeni Education Management Information System in conjunction with the MOE. CLP-Education relies on data from the MOE for assessing progress towards results over the Life of the Project. Yet the Evaluation Team and YMEP have identified significant gaps, omissions and errors in the CLP database and the clearing house which YMEP maintains with data derived from outdated MOE Data. As the MOE reports that it is about to sign agreements with donors for data collection reform and analysis, USAID should explore how best to contribute to this process.

9. CLP Education should assess learning differences between morning and afternoon sessions as well as between boys and girls. Many schools in Yemen operate in two shifts – morning and afternoon. The consensus is that the children attending classes in the morning learn more effectively than those in the afternoon. Moreover, most of the YEGRA work with Grade 1 children has taken place in the Morning session with Teacher training taking place from 11:30 – 1. Little YEGRA instruction was conducted in the afternoon session. This needs to be taken into account when planning for the scale-up and expansion of the program. How will students attending the afternoon session be accommodated? How will teachers working in the afternoon session be trained and supervised to the extent that different teachers work in the morning and afternoon sessions? In order to inform these decisions, objective information would be useful.

10. Windows of opportunity to promote adult literacy should remain part of the YEGRA strategy, recognizing that a shift toward a reading culture is needed among parents as well as teachers. CLP Education staff and FGD participants agreed that Adult Literacy Centers that use YEGRA strategies and materials can provide strategic support for parental involvement in the YEGRA process. As with child education, this should pay attention to the difficult education of women, as the female adult literacy rate is less than half of the male rate, 35% vs. 73%. Given funding limitations, future programming may look for ways to leverage YEGRA through inexpensive hooks that engage parents.

11. USAID should insure that the core strengths of the YEGRA model are retained during the forthcoming national scale-up which can be achieved through selecting a technically competent IP for a follow-on project that would work closely with the MOE. Scaling-up a model is at least as difficult as developing the original model. For this reason, USAID should ensure the technical competence of any offerors on a follow-on project, which should include high technical competence in early and primary grade education and with experience in working in close consultation with Ministerial counterparts and other donors.

12. USAID should continue to maintain a high degree of flexibility in the application of branding regulations so long as Yemen is host to conflict and rebellion, to facilitate the timely availability of school facilities and materials such as textbooks, computers, etc., and to avoid making beneficiary populations into targets for destruction or reprisal because of perceived cooperation with the US government. Branding is understood to be an important component in USAID development assistance and is designed to ensure that the target populations recognize the source of development assistance provided to them. USAID should continue to permit education activities to have relaxed branding requirements.

13. The term “training center” should be used as the appropriate English translation for “markaz tadribi” in project documents and reports, because in the Yemeni context the terms “cluster” and “cluster school” as a translation for “markaz tadribi” are misleading.

14. As the national curriculum reform based on YEGRA scales up, USAID should collaborate further with the MOE to support an on-going national media campaign to promote early-grade reading in the context of educational reform. CLP embarked on a one-time media campaign to promote reading and the accomplishments of YEGRA. However, it only covered four governorates and lasted for two months. Both from the perspective of obtaining public support and engagement to strengthen educational outcomes, as well as from the perspective of stabilization, demonstrating the ROYG commitment to meet the needs of all people in Yemen, YEGRA should be promoted across the entire country, with support from all donors. What has worked best in YEGRA has not been the specific methodology of EGR by itself, but the consistency of involving teachers at scale with a common methodology. One of the most important gaps is teacher preparation and the paucity of in-service training for teachers.

15. USAID should explore with the MOE the establishment of an additional standard of a second design of schoolroom desks, one tailored toward younger children, to complement the desks already given, which are more appropriate for older children. The Evaluation Team noted many comments by teachers about the young children in the early grades who need to stand at their desks in order to write and/or who were injured by the sharp edges of the desks, provided by GC and other donors, which were manufactured according to MOE standards. The current standard is not adequate for this population and should be revised.

16. Improve coordination with other USAID activities: There are numerous opportunities for USAID supported activities in Yemen to promote and encourage a culture of reading, particularly reading not just of textbooks or dull assignments. Additionally, other Mission or USAID centrally-funded activities in Yemen involve now, or could involve school-based activities that can dovetail with YEGRA. For example, it might be possible to advocate for schools serving locales where USAID is supporting other activities, such as water or health, to become YEGRA schools. Other projects might be developing materials that could be adapted to be supplementary reading for early grades. Agriculture, land-mine risk education and IDP return all allow for opportunities to coordinate with YEGRA. These hooks and links should not divert attention to one-offs, but to supporting the MoE, regional education offices and teachers in a manner that supports the professional career growth of teachers.

Annexes

Annex I. Statement of Work

CLP EDUCATION EVALUATION SOW

I. BACKGROUND ON COMMUNITY LIVELIHOODS PROJECT (CLP)

Development progress in Yemen is a major foreign policy priority for the U.S. Government. Over the past few years, Yemen has suffered from a struggling economy, limited opportunities for a large youth population, rapidly growing population, unequal development, declining government revenues, growing natural resource scarcity, tribal and regional conflict, and violent extremism. The complexity of Yemen and the breadth and intricacy of these challenges require a holistic programmatic design that simultaneously attempts to address these challenges strategically and rapidly.

The CLP is a program funded by USAID to support the Yemeni Government in achieving its self-identified goals to reach remote communities and build linkages with villagers in targeted governorates. The implementer of this project CLP is “*Creative Associates International*”. They work closely with the Republic of Yemen Government (ROYG) to address the youth bulge, poverty, and unemployment by improving livelihoods, access to public services, strengthening community participation, and building the capacity of local government. The project’s success requires close collaboration and coordination with the ROYG, particularly at the sub-national level.

CLP uses both a grants and a direct implementation mechanism to meet community needs in education, health, water, agriculture, among other sectors and various development approaches. Operationally, CLP utilizes relatively simple, low-cost but high-impact grants to fill immediate gaps in community development that can be completed within a few months. Longer term interventions, link short term interventions (grants) with development approaches to ensure sustainability.

CLP’s multi-sectoral approach works across technical programming areas including: health, education, economic growth and agriculture. CLP has currently dropped the governance component and is only implementing through three principal components:

- Component 1: Improving Livelihoods
- Component 2: Increasing Access to Quality Basic Services
- Component 3: Promoting Community Participation and Empowerment

2. THE CLP RESULTS FRAMEWORK

USAID/Yemen’s Fiscal Year (FY) 2010 – FY 2012 Strategy has the following stated goal: **Yemen’s Stability Increased through Targeted Interventions in Highly Vulnerable Areas**. The strategy is further organized under two Assistance Objectives (AOs) and five Intermediate Results (IRs) as listed below, with Assistance Objective 1 focusing on service provision and Assistance Objective 2 emphasizing capacity building.

Assistance Objective 1: Livelihoods in vulnerable communities improved.

- Intermediate Result 1.1: *Employment opportunities increased.*
- Intermediate Result 1.2: *Access to and delivery of quality services improved.*

Assistance Objective 2: Governance capacities to mitigate drivers of instability improved.

- Intermediate Result 2.1: *Public policies and institutions facilitate more equitable socio-economic development.*

- Intermediate Result 2.2: *Local governance and basic service provisions addressing community-level needs improved.*
- Intermediate Result 2.3: *Community-based institutions and mechanisms to ensure active participation in governance and locally-driven solutions strengthened.*

The development hypothesis for CLP is that targeted development interventions at the subnational level can positively affect stability in Yemen. Implementation of this project tests this assumption. CLP directly supports the USAID/Yemen strategy: the CLP's goal is identical to that as articulated in the strategy, with CLP Results matching the strategy's two AOs. CLP's four program components contributing to the achievement of four Intermediate Results, which match or directly support four of the 5 IRs contained in the USAID/Yemen strategy. The linkages between the USAID/Yemen country strategy and CLP PMEP Results Framework include four Program Components as outlined below. The Education technical sector is one of five program sectors integrated within the overall CLP Strategy, including Economic Development, Agriculture, Health and Governance.

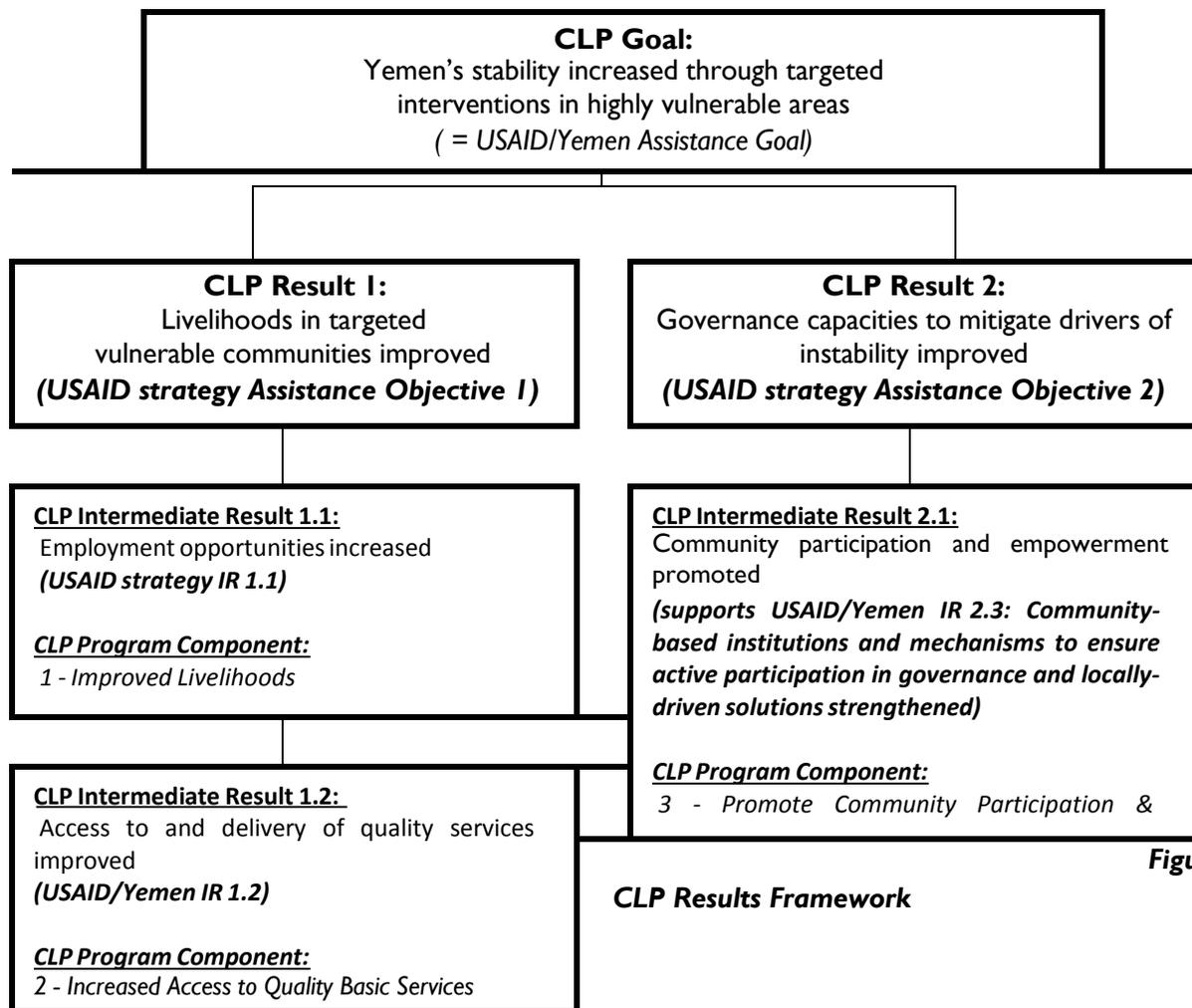


Figure 1:

CLP's Vision and Approach for Education

In line with the Ministry of Education (MOE) and USAID education priorities (Early Grade Reading and Access (EGR)), CLP's focus is to improve Yemen Early Grade Reading (YEGRA) and Access which will ultimately lead

to retention of girls, less drop out of boys, improved educators and learners performance and to a more effective education system. To this end, CLP will facilitate the development of activities that foster collective efforts among government, Local Education Group (LEG)-Donors, and communities to address the pressing challenges , i.e. lack of qualified trained teachers, lack of specialized early grade reading materials...etc., related to early grade reading, access, *awareness on the importance of learning to read, and school enrollment*. In particular, CLP will build upon successful approaches to address these challenges including: increasing numbers of skilled teachers in rural areas; improving early grade materials and awareness of importance of raising reading skills of existing educators through in-service training; engaging communities through a special training and education campaign to raise the importance of early reading and how their active participation contributes to their children's education - especially their girls – and to strengthening the family and community.

In select, geographically-targeted areas of each Governorate, CLP was to demonstrate how these collective efforts can result in improved performance of educators and learners. In order to have the greatest impact, CLP strategically targeted those geographic areas which have the greatest potential for achieving success along the continuum of education supported areas including: 1) established Parents Teaching Associations-Parents Councils comprising permanent residents of the area and potential community social workers-trainers and 2) capable and committed district education offices. It is in these targeted areas where CLP has focused its resources in the capacity-building and awareness-raising activities mentioned in above. CLP envisioned the end state for this sector as a sustainable system of increased and improved quality of basic education.

USAID/Yemen refocused the CLP strategy in 2012 to one of improving the quality of early grade reading instruction and materials and increasing access to schools to maximize performance of educators and learners through focused reading interventions, improving community awareness of the importance of education, and the quality of physical infrastructure. Improved early grade reading and access are seen as especially critical to long-term stability, and lead to increased enrollment especially for girls, less drop out of students and retention of girls especially in higher grades.

CLP's approaches towards achieving its Education goal consist of the following:

- 1. Yemen Early Grade Reading Approach supported by the provision of school library development and TAKs-** This program addresses an MOE identified need to improve the teaching skills and abilities of Yemeni teachers in grades 1-3 in the area of learning to read. It also addresses an identified gap in teacher instructional materials in getting non-readers to read fluently in the early grades. It aims to improve learner achievement in reading fluency and comprehension as a foundation for reading to learn – the ability to read texts and other material in subject areas for understanding. Activities include reviewing and improving the program, revising the materials and printing updated materials and training trainers and teachers. Through sub awardee CHF International, CLP completed minor rehabilitation work for schools using a community-based approach led by the FMCs, ensuring community ownership of the school improvement. In addition, CHF International has produced 6,000 TAKs and trained more than 7,000 teachers on the use of the teaching aids. School libraries in cluster schools were provided with library furniture, books and a computer.
- 2. Progress Monitoring Research for YEGRA** - The RAB has developed its terms of reference and identified the process for Progress Monitoring Research schools that will take place in a sample of schools. As with all CLP education activities plans, for the Progress Monitoring Research will be closely coordinated with the Ministry of Education.
- 3. Impact Assessment Evaluation** – A local partner undertakes data collection; intervention and control schools will be selected. This activity will be supported by a revision of the YEGRA evaluation protocols and instruments. Data collectors will be trained and the baseline data will be collected.

- 4. Cluster and Satellite Schools** - CLP supports MOE's School Based Development model by strengthening some cluster center and satellite schools to support YEGRA. CLP has identified 4 cluster center schools and is providing extra resources to support them to implement YEGRA as well as support 16 satellite schools. This includes an intervention plan on the use of Information Communication Technology to improve the delivery of YEGRA.
- 5. Activation and Development of FMCs** – Conduct a survey to assess the status of FMCs in all 810 Phase 2 schools. Provide training for trainers and school social workers as well as training school FMCs will begin, with a focus on supporting reading by children at home and at school. CLP also begin providing printed manuals to social workers so they can better support FMCs.
- 6. Media campaign** –The national multi-media public education campaign to promote reading skills for school children in Yemen focuses on children and adults. Reports on and monitoring of the campaigns will be conducted throughout the campaign. The media campaign consists of audiovisual messages that will be aired nationwide, SMS messages, and print materials (posters and billboards) enjoining parents and communities to support children's reading.
- 7. School Rehabilitation**, Schools in Abyan were severely damaged by the conflict in 2011-2012 with Al-Qaeda and Yemeni security forces. Experience to date has proved positive as initial school rehabilitation in Abyan has encouraged the return of those who fled Abyan back to their homes the areas where the school rehabilitation has taken place in Zingibar and Ja'ar/Khanfir. CLP is continuing the Southern Recovery program by: a rehabilitation program for 18 schools in Abyan, 15 of which have been technically completed, CLP has also rehabilitated schools in Sana'a.
- 8. Provision of School Desks**. CLP has provided 18,674 school desks to schools in Aden and Lahj, directly benefiting approximately 37,000 community members and more than 250,000 learners. Increased access to education and a return to a sense of normalcy for thousands of families are likely to result in diffuse societal and economic improvements that will help stabilize the region.
- 9.** CLP continues to coordinate with MOE, the Education in Emergencies Cluster, UNOCHA, OTI, UNICEF, Save the Children and other NGOs and development organizations in Yemen on the Southern Recovery Program. Importantly, the Ministry of Education and local government authorities are to take the lead in the school rehabilitation and other recovery activities.
- 10.** CLP has a history of implementing activities in the Abyan Governorate and in the surrounding governorates which have hosted IDPs from Abyan. This includes working with local partners to conduct a rehabilitation, capacity building and capacity building for Youth and Adult Literacy master trainers and inspectors.
- 11.** In addition, CLP has experienced coordinators and community mobilizers on staff who are originally from the region. These people bring a great deal of expertise and an in depth understanding of the tribal politics, issues of particular cities as well as an ability to liaise with local government officials because they are from the same area. They are able to access informal and formal information about the security situation on the ground, ensuring project implementation and a good relationship with the communities and the local authorities.

3. PURPOSE AND USE OF THIS EVALUATION

This is a performance-based evaluation, the purpose of which is to assess the timeliness and effectiveness of CLP education program. In order to provide USAID with recommendations to be considered while planning for new education projects, the Mission would also like to document the factors that have contributed to successful implementation, the challenges CLP has faced while implementing the various education interventions activities in this project and the actions taken by CLP in response to those challenges.

4. SUGGESTED EVALUATION QUESTIONS

1. How well have CLP education approaches and interventions supported the project objective of improving livelihoods of targeted communities? What were some examples of successful integration between education and other components of improved livelihood? The focus of USAID education portfolio is to build trust between educators and learners as well the whole community. To what extent have the interventions been technically appropriate and focused to support this goal? How adequate was the project design and logical framework? What changes did CLP introduce to its original design, approach and activities to respond to USAID's refocus? What are/were the main new challenges CLP faced while implementing the various education approaches and interventions? The main challenges were already known to USAID and CLP when the project started, the question is what did CLP do differently to modify its approach and address these emerging challenges?
2. Has CLP been successful in building upon, maintaining and/or strengthening successful components of MOE and NGOs programs that benefited from prior USAID funding?
3. Another project, Responsive Governance Project (RGP), also had an education component and was working in parallel with CLP's education program focusing more on working at the central level towards improving education policies and advocacy and civil society engagement but this activity of RGP was closed in December 2012. What were the synergies, if any, that the CLP education program benefited from as a result of the central level interventions of the RGP program? What impact, if any, did the closure of the RGP program have on the efficiency and effectiveness of the CLP education program?
4. CLP started in 2010; the education program was funded with **\$30,948,025** USD through Fiscal Year 2012/2013. To what extent does the size/number of outputs/deliverables/achievements reported by CLP reflect the resources utilized in relation to time & funds provided to the education program?
5. PTAs and teacher training are a few of the interventions that USAID has been supporting through the years, and the CLP education program includes both types of interventions. How effective and efficient have these interventions been in improving access to education/schools, especially for girls and children in remote and underserved areas? Based on the evaluation of the efficiency and effectiveness of these two types of interventions under the CLP education program, how important is support of these types of interventions in future USAID programmatic funding in Yemen to increase access to the education system?
6. How does CLP prepare for and apply sustainability methodology and approaches in the design of and while implementing its education activities and how effectively does CLP monitor the sustainability of its interventions and take follow-up action to resolve issues? Related to this, how did CLP hand over grants and their related activities when they ended to communities, local education departments and others as appropriate, especially with those grants signed with the government entities?
7. The implementation mechanisms used by CLP include sub-grants and direct implementation. What are the advantages/disadvantages of each approach? And, which approach provides better outcomes/impact for the investment provided and is more suitable/recommended while implementing education interventions in Yemen, and why? How effective were each in implementation and how timely were

the interventions? With regard to CLP's approach of using the grant mechanism, was CLP able to maintain proper control of the technical direction, maintain quality standards and achieve the planned results? Did the grant mechanism lead to increased community participation innovation and initiative? Did CLP make a comparison of how well it performed when implementing directly versus through grantees? Did CLP adequately assess the implementation capacity of grant implementers and did CLP provide adequate support to strengthen the implementation capacity of grant implementers? Was CLP experience and lessons learned with grants in other sectors (Health, Agriculture) of any relevance and applicability to the education sector?

8. Due to the volatile and changing security status among other challenges in Yemen, CLP's monitoring system relied on their education field staff. How well has this monitoring system functioned and how effective has the flow of information been between the center and the field? How did CLP compensate for or address the known problem of lack of reliability of education data and service statistics in order to report properly on education activities and results, and how effective was this response?
9. The CLP project has reported to USAID/Yemen on the number of beneficiaries reached, especially with those having access to education. How accurate are the data provided on numbers of direct and indirect beneficiaries?
10. CLP's education interventions include different activities in raising awareness on a variety of subjects on EGR. What data is available to assess how effective were these activities in improving beneficiaries' knowledge on the importance of EGR? Did CLP conduct necessary base line assessments and surveys as part of its programming and if not why not?
11. What recommendations does the assessment team have for USAID/Yemen to consider when planning for new USAID education projects in Yemen? Based on evidence and results, what activities have been deemed successful/ promising, what approaches and strategies does CLP find more promising or successful and recommend for future programming?
12. How effective was CLP's operational planning capacity for individual grants? How adequate was the definition of grant objectives and specific goals? How adequate was the planning process at the grant level, in terms of implementation plans with timelines, milestones and realistic and SMART output indicators? How adequate was the PMEP, including the Performance Indicator Reference Sheets (PIRS), as tools for adequate project management?
13. How efficient and effective was CLP's internal monitoring system for the portfolio of education sector grants and activities? How effective was the internal monitoring system at providing accurate and timely feedback on progress towards achievement of planned outputs, and at detecting issues affecting the achievement of grant objectives and specific targets?
14. Based on available data, what are the preliminary outcomes of CLP education sector interventions? Assess the adequacy of CLP's internal monitoring and evaluation system to provide information on the preliminary outcomes of education sector interventions. Provide recommendations on the characteristics/capacity that project-level M&E systems should have to provide accurate and timely information for operational and strategic planning in future education sector programs. Does available data provide evidence that there been improvements in access to education/schools in the areas where CLP activities have been implemented, for example in terms of early grade reading ability, increased enrollment of students into grades 1-3, especially of girls, and improved communication and contact between parents and school management?
15. Evaluators will first put together an accurate historical narrative of the award from the signing of the award up to the date of implementing this evaluation. This will include all challenges faced, stoppages or blockages of the work and reasons why, how problems were overcome, and what other steps were taken to correct or change the work flow. Also evaluators will summarize in the narrative expected program achievements, what factors contributed to or impeded their success, and overall progress vis-

à-vis implementation along with preliminary outcomes achieved by the project to date. The evaluators will also include a detailed explanation of the reasons why the project may not have made progress towards achieving certain expected results, as relevant.

16. The evaluators should analyze the program design and strategic and operational approach vis-à-vis each objective to determine their effectiveness by comparing outputs to date against the work plan and the PMEOP, determine whether the PMEOP and work plan are effectively linked and whether the data they include is detailed enough to establish causal links to the IRs and targets by number, quarter, and year, with the level of disaggregation, including gender, specified in the corresponding PIRS. This analysis will help determine how successful the program has been at achieving its planned outputs. The evaluations should then analyze the extent to which the achievement of planned outputs has contributed towards the achievement of the planned outcomes.
17. Taking into account quality (timeliness, accuracy and relevance) of program reporting, evaluators will determine whether program reporting has met USAID standards. The evaluators should analyze the indicators of the PMEOP and determine the adequacy of the data collection process and data analysis process to enable an informed analysis of the contribution of CLP education sector interventions to expected outcomes. This will include an analysis of the adequacy of baseline data collection for each output and outcome indicator, as well as an analysis of attribution; that is, the extent to which changes (the difference between baseline and end of project) in CLP education sector outcome indicators may be attributed to the CLP education program.
18. Related to the above paragraphs, the evaluators will analyze the project's M&E systems to assess if these are sufficient and appropriate to effectively document needed information to track and confirm project progress against anticipated output and outcome results.

5. METHODOLOGY

Evaluators are encouraged to use the following data collection and analysis methods: (i) a review of data collected thus far with respect to the program; (ii) interviews with participants at all levels of the program (implementers, grantees, sub-grantees beneficiaries, USAID, YMEP and the ROYG); interviews with other major stakeholders (ROYG officials, donors and nontraditional actors at the local community level); and focus groups using structured interview guides and questionnaires with representatives of a broad sample of beneficiaries of the CLP program.

A. Key Informant Interviews

Evaluators will conduct key informant interviews to examine the roles and program observations of CLP Implementer; Creative Associates Int. selects governorates education officials, central ministry of Education, local organizations, namely those that have received sub grants/advocacy grants.

The key Yemeni agencies and organizations include: MOE represented by Training Project Sector and Education Offices in the targeted governorates.

The USAID/Sanaa Mission suggests that during the assessment interviews the following question areas be explored:

- 1) How did the political turmoil and transition in Yemen impact (either positively or negatively) the implementation and effectiveness of CLP achievements to date?
- 2) How do security considerations impact implementation of the project?
- 3) What mitigation measures did CLP take to minimize security constraints during program implementation?
- 4) Does CLP use an integrated, participatory and inclusive approach to its interventions?
- 5) Has/Does CLP worked closely with the ROYG to strengthen the overall efforts of the MoE?

- 6) Was CLP successful in reaching its target beneficiaries for education interventions? Since a large component of the program is focused on capacity-building to improve delivery of education services, this assessment needs to focus on how effective interventions have been and what were the key factors contributing to or impeding their successful implementation.
- 7) How effective has CLP been in creating community-school relationship, whether the efforts to increase access trust among all have been successful, if yes, had improved quality because of CLP support.
- 8) How women and children have been considered with regard to achieving the program objectives;
- 9) Project prioritization and activity implementation; (iii)
- 10) How aware the ROYG has been of USAID's CLP activities;
- 11) How CLP trainings and capacity-building events have positively impacted movement of ROYG policies to date;
- 12) How the project is perceived and valued by the stakeholders (i.e. ROYG officials, beneficiaries, civil society, and other donors);
- 13) Citizen opinions of how the ROYG is doing in terms of service delivery and meeting the needs of vulnerable citizens; and
- 14) Whether the program incorporates an understanding of the national context and USAID's 2010-2012 strategy in addressing targeted grievances driving instability.

B. Focus Groups

Focus groups discussions using structured interview guides will be conducted in Sana'a, Aden and at least three other governorates to be selected by the evaluators in consultation with CLP and USAID. The purpose of the focus groups will be to determine how the project is perceived and valued by ROYG officials, teachers, parents, students and other stakeholders. In addition, the focus groups should be used to obtain information on the effectiveness of CLP interventions and on the performance of CLP.

6. THE EVALUATION TEAM, TIMELINE AND LOGISTICS

The Evaluation Team

1. **Team Leader:** One senior-level evaluation methodologist with extensive experience designing and conducting evaluations in low-income fragile states as well as experience in evaluating USAID education programs. The senior-level evaluation methodologist will serve as team leader and be responsible for the document review, organizing and conducting field work, design of the evaluation instruments (interview guides and structured questionnaires), conducting interviews and focus groups, analysis, the draft and final evaluation reports, and the debriefs in the field.
2. **Sector Expert:** A senior-level education specialist who can evaluate interventions targeting access to education, quality of education services, and raising awareness on education issues. The senior level sector expert will work closely with the team leader and in all areas of document review, field work, interviews, analysis, the draft and final evaluation reports, and the debriefs in the field.
3. **Two local evaluators:** preferably with an education background and including at least one female. The local evaluators will translate evaluation instruments into Arabic, assist with translation of Arabic documents, organize logistics for and conduct and prepare reports in English on FGDs and interviews with non-English speaking key informants.

Evaluation Timeline and Logistics

Team Leader: Total of approximately 60 days (based on 6 day work week) – 6 days for preparation, 30 days in field, 4 travel days, 15 days for preparation of draft report, 5 days for revisions and final report preparation after comments received from USAID.

Sector expert: approximately 60 days (based on 6 day work week) – 6 days for preparation, 30 days in field, 4 travel days, 15 days for draft report writing, 5 days for revisions and final report preparation after comments received from USAID.

Timetable: start date and end date with key bench marks:

The Contractor is responsible for providing the required logistical support to undertake the evaluation. Prior to the launch of the evaluation, the Contractor will specify its main point of contact for the evaluation.

Evaluation Tasks

- I. Desk Review
 - a. Documents USAID will provide for desk review include:
 - i. CLP RFA
 - ii. CLP Cooperative Agreement and modifications
 - iii. CLP PM&EP
 - iv. Yemen Mission PMEP
 - v. CLP work plans
 - vi. CLP Quarterly Program reports
 - vii. USAID Yemen country strategy
 - viii. YMEP's Third Party Monitoring Reports on CLP education activities
 - ix. Other relevant CLP documents (success stories, articles, M&E procedures and protocols etc.)
 - x. CLP staffing organizational chart from June 2010 through end of January 2014 (noting changes and rationale that have been made to the staff and staffing/team structure of CLP).
 - xi. Clearinghouse database.
 - xii. Financial data to the extent possible.
2. Develop an appropriate methodology for the evaluation including structured questionnaires and interview guides.
3. Prepare a field and HQ work plan, including interview plan (both current and former CLP and USAID staff responsible for CLP).
4. Field work with data gathering and analysis
5. Write a draft evaluation report with findings, lessons learned, conclusions, and recommendations
6. Prepare a final evaluation report taking into account comments provided by USAID to the draft report.

7. EVALUATION DELIVERABLES

The contractor shall provide the following deliverables:

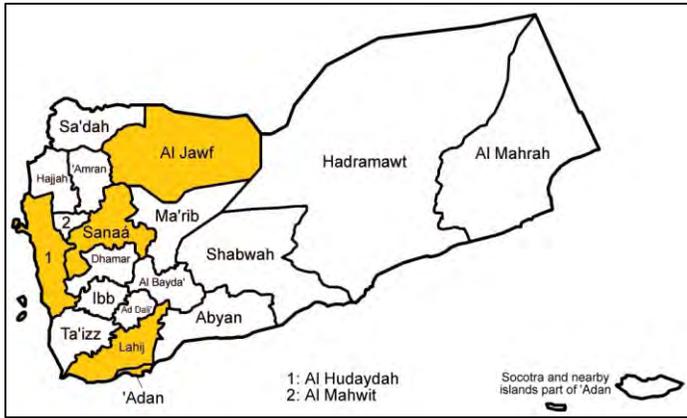
1. Brief outline of methodological approach for evaluation before departure for Yemen and a detailed evaluation budget.
2. A proposed itinerary, schedule for key informant interviews and focus groups, and list of all logistical support needs for the field visit based on desk review of documents and grants database, interview lists, and initial conversation with implementing partner staff regarding CLP. This deliverable shall ideally be submitted to the YMEP COR and CLP AOR prior to departure to Yemen; however, it can be adjusted during the first week in Yemen, following orientation and in consultation with YMEP and following the in-brief with USAID/Yemen.
3. Evaluation instruments (interview guides, structured questionnaires) and a detailed Table of Contents of the report including examples of tables of graphs, to be prepared during the first week in Yemen and shared with YMEP for review and comments, and to be shared with USAID/Yemen during the in-brief.
4. Mid-field visit briefing to inform USAID of progress and any major issues encountered (date TBD with YMEP COR)
5. Debrief with USAID Yemen 4 working days prior to departure to allow for Mission feedback and any additional field work, if needed
6. Draft of the evaluation report submitted to YMEP COP and IBTCI HQ two working days prior to departure from Yemen
7. Draft of the evaluation report submitted to USAID Yemen, seven days following departure from Yemen
8. Final evaluation report in English, deliverable no later than two weeks after receipt of all comments from USAID on first draft.

The USAID debrief and report must include recommendations by the evaluators that capture the best practices of the project thus far but also identify any shortcomings. For example:

1. Identify where the CLP interventions have been effective and what were the key factors for the success;
2. Determine the likelihood that CLP interventions will succeed in achieving the expected outcomes;
3. Determine the extent to which the interventions are sustainable and recommendations for increasing sustainability;
4. Recommendations for moving forward with regard to enhanced support to the new transition government;
5. Recommendations for working with ROYG to ensure their engagement and to enhance ROYG effectiveness;
6. Recommendations for improving the selection of advocacy and other sub-grant recipients;
7. Recommendations for increasing teacher, mother/father groups, and school administrators participation with government service provision system;
8. Recommendations to improve USAID education projects procedures with regard to overall program implementation; and
9. Recommendations to strengthen the integration/coordination with other flagship projects in Yemen to achieve the overall goals of the USAID Education Strategy.

Annex 2. Maps of CLP Education Activities Areas

Year 1



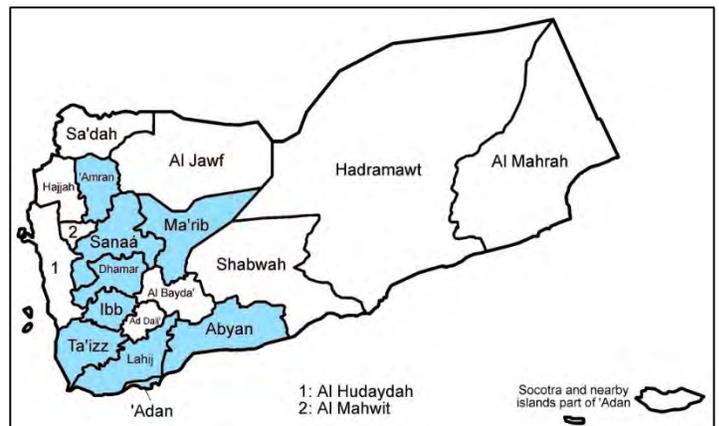
Year 2



Year 3



Year 4 (planned activities)



Annex 3. List of Interviewees and Focus Group Discussions

For security, protection and confidentiality concerns, IBTCI is not publishing the names of some of the relevant individuals in Yemen. Names that are listed therefore are a selective list, focused more on international staff and international organizations

Key Informant Interviews Conducted in Yemen

USAID/Yemen

Herbert B. Smith	Mission Director
Tamra Halmrast-Sanchez	Deputy Mission Director/Technical Office Director
Elizabeth Feary	Program Office Director
Abdulhamid al-Ajami	Education Team Leader/Senior Education Advisor

Community Livelihoods Project - Yemen

Ernest O'Neil	Director, Education Programs
Khalid A. Al Katta'a	Deputy Director - Education Programs
Asad Saeed	DCOP - Programs
Whitney Simms	DCOP - Operations
Aziza Sharaf	Community Participation Specialist/Non-Formal Education
Salwa Al-Azzani	Gender and Communications Specialist
Maree Melican,	Senior Education Advisor
Mosab Al Massabi	Monitoring & Evaluation Manager
Isaac Msukwa	Senior Monitoring & Evaluation Specialist
Rasheed Al Oqab	Senior Education Specialist - YEGRA
Munazza Saddiqui	Communications and Outreach Officer
Ali Al Nahari	YEGRA Program Coordinator

Yemen Monitoring and Evaluation Project - Yemen

Roger Pipes, Senior Monitoring and Evaluation Specialist
Abeer Maqbul, Education Sector Monitoring and Evaluation Specialist
Jennifer Robinson, Monitoring and Evaluation Consultant
Abdulwahab Abu Taleb
Abdulaziz Attobbai
Fouzia Yousuf.
Salah Alyafe'e

Yemenis

69 Yemeni experts were interviewed at the MOE, CSS, TQS, EQD, Sana'a University, in districts, and EGRA experts in Egypt and Palestine. Most of these will not be named here, though IBTCI maintains the list as reference.

Government of the Republic of Yemen

Hon. Abdulrazzaq Al-Ashwal Minister of Education

Abdulkareem Al-Gendari	Deputy Minister of Education, Projects Sector
Abdullah Salem Lamles	Deputy Minister of Education, Training and Qualification Sector
Ali Al Haimi	Deputy Minister, Curriculum and Supervision Sector
Jamal Al-Aqel	Governor of Abyan Governorate
Fahad Murshed	Director of the Governorate Education Office, Sanhan district
	District Director, Dhamr district
Mohammed Al-Mekhlafi	Head of YEGRA Authorship Team/Dir. Curriculum and Teaching Methods, Sana'a University.
Abdulkhali Saifq Ghallab	YEGRA Team Leader and Editor (Training), MOE
Qasem Ali Ahmed Al-Sagheer	YEGRA Team Coordinator/ Head of Arabic Language, MOE
Najla'a Dhaiban	YEGRA Compilation Team Member/Dir. Of Education Department, Education Research and Development Center
Mohammed Ahmed Al-Daqri	YEGRA Compilation Team Member/Researcher, Education Research and Development Center

At schools

District Education Office EO

Spoke with director of DEO, training director head of DTD, head of DSD, one trainer and one supervisor, specialist of training and rehabilitation

Bilqees School Director of DEO, head of DTD, head of supervision, Head of DSD, trainer supervisor, deputy director of DEO

GEO Director of GEO, approach head coach

DEO: District Education Office

GEO: Governorate Education Office

DTD: District Training Department

DSD: District Supervision Department

Key Informant Interviews Conducted Outside Yemen

Rida Baidas	Creative Associates, Washington, DC
Roberta Contin	Country Director, Global Communities, Sana'a
AbdulMoula Ahmed Mohey Al-Dein Abdulhak	GIZ
Jeff Dougherty	Global Communities, Silver Spring, MD
Anitha Pai	Program Associate, Creative Associates
Joy du Plessis	Creative Associates, Norway
Ed Scott	Former COP, CLP
Linangin Wang	Senior Education Specialist, World Bank

List of Sites and Composition of Focus Group Discussions

Place of FGD	Affiliated School	# of Male Parents	# of Female Parents	# of Teachers	Headmaster
Arwa School	Arwa	1	2	2	Yes
	Baghdad	2		2	Yes
	Al-Tahaddi	1	1	2	Yes
	Hafsa		1	2	Yes
	Al-MoEtasem	2	1	2	Yes
Hassan Harmal School	Hasan Harmal	1		2	Yes
	Al-Sulwan	1	1	2	Yes
	Al-Guraizai		2	2	Yes
	30th November School		2	2	Yes
	Al-Bardouni	1	1	2	Yes
Jamal Alldin Alhitari School	Jamal Alldin Alhitari School	2		2	Yes
	Al Eid Al Fiddi School	1	1	2	Yes
	Bani Abu Al Dhaif School	1	1	2	Yes
	Osama Bin Zaid School	1		2	Yes
	Alfarook	1		2	Yes
14th October School	14th October School	1	1	2	Yes
	Sa'ad Ibn Abi Waqqas School	1	1	2	Yes
	Dahl Ahmed School	1	1	2	Yes
	Bilqees School	1	1	2	Yes
	Al Naser	1	1	2	Yes
Al Mithaq School	Al Mithaq School	1	1	2	Yes
	Fatima Alzahra School	1	1	2	Yes
	Al Eman School	2		2	Yes
	Hayel Saeed School	1	1	2	Yes
	Arwa School	1	1	2	Yes
Al Khansa	Al Khansa	1	1	2	Yes
	Asma School	1	1	2	Yes
	Omar Almkhtar	1	1	2	Yes
	Alamal	1	1	2	Yes
	Alfirdaws School	2		2	Yes

OmarBin Abdulaziz School	Omar Bin Abdulaziz School	1	1	2	Yes
	Asma'a School	1	1	2	Yes
	Al Abdulmughni	1	1	2	Yes
	Al Khair	1	1	2	Yes
	Al Amal	1		2	Yes
Beer Ahmed School	Beer Ahmed School		2	2	Yes
	Al Qalooa'a School	1	1	2	Yes
	Fuqom	2		2	Yes
	Al-Dhari	2		1	Yes
	Abu Harabh	1	1	2	Yes
Al Shaheed Albahr School	Al Shaheed Albahr School	2		2	Yes
	Omar Bin Abdulaziz School			2	Yes
	Qutaibah Bin Muslem School	2		2	Yes
	7th July School	1	1	2	Yes
	Osaid Bin Hudhair School	1	1	2	Yes
Ibn Hanbal School	Ibn Hanbal School	1	1	2	Yes
	Abdul Fadel	1	1	2	Yes
	Abdulrahman Al Gafeqi	1	1	2	Yes
	Al Basateen	1	1	1	Yes
	Omar Ibn Alkhatab	1	1	2	Yes

Annex 4. Questions from the Scope of Work with Additional Responses

The Scope of Work (See Annex I) for this evaluation contained 18 major questions, most of which contained additional, often multiple subsidiary questions. When fully disaggregated, there are roughly 60 research questions to be addressed in this evaluation. The 2011 *USAID Evaluation Policy* states, “Evaluation reports shall address all evaluation questions included in the scope of work.” At the same time, however, USAID’s *How-to Note on Evaluation Statements of Work* identifies “One of the most common problems with evaluation SOWs is that they contain a long list of poorly defined or ‘difficult to answer’ questions given the time, budget, and resources provided.... [I]t is important to reduce this list to a limited, manageable number of key questions, generally between three and five questions.” The Evaluation Policy also states that “Evaluations will use methods that generate the highest quality and most credible evidence that corresponds to the questions being asked, taking into consideration time, budget and other practical considerations.” In order to balance these conflicting goals, the team has provided answers to each of the 58 questions from the SOW in this Annex 3, in question-by-question summary form, below.

1. How well have CLP education approaches and interventions supported the project objective of improving livelihoods of targeted communities?

While the earlier phase attempted to directly address improving livelihoods, the current focus on YEGRA addresses completely different issues and is therefore not supportive of improving livelihoods directly unless one considers that reading skills will improve livelihoods over the long term, because literacy improves employability for youth, adults, etc. CLP’s overall goal was to improve stability by improving livelihoods, and given the low rates of literacy and numeracy, and global and local evidence supports the theory that focusing on primary education should improve skills development and employability over the coming fifteen years.

See page 23 of the main report.

2. What were some examples of successful integration between education and other components of improved livelihood?

Some possible examples include school rehabilitation and furniture production, which increased employment temporarily during the period of construction. Use of schools as a focal point for immunizations against measles contributed to strengthening of the health sector. Other parallel USAID supported interventions are gradually shifting to re-establishment of market mechanisms, with voucher systems, seeds and livestock. There could be better coordination between the CLP and these efforts, which currently only intersect through the involvement of UNICEF, GC and Save the Children. Other key donors, some of who are not as well-known nor are often seen, but could and should be met by CLP or other implement staff more often are the Gulf Cooperation Council and the Qatar Foundation, both of which have nominal involvement in the education coordination bodies.

See page 24 of the main report.

3. The focus of USAID education portfolio is to build trust between educators and learners as well the whole community. To what extent have the interventions been technically appropriate and focused to support this goal?

The most effective contribution was the direct training of parents in the YEGRA approach and ways in which, even if they were illiterate, they could support their children in learning. The parents validated directly that their children were learning a basic skill and saw that the younger children were teaching the older children how to read. Even the illiterate parents in focus groups observed that their children were studying at home and could read. Achievements were often visible in short time periods which were strikingly observed. Trust was surely built between parents, communities and government officials. This evaluation's findings about parental buy-in are consistent with data collected under CLP.

Furthermore, this was found to be more effective than the original mechanism, the FMCs, because the FMCs insert intermediary representatives of the parents between the school and the community.

Where it took place, the school infrastructure rehabilitation also played an important role in building trust between educators and learners and faith in government, in that it visibly demonstrated to the community, as further amplified by the visits to various schools by senior government officials, that government did consider education to be important. CLP recommends, and the Evaluation Team agrees, that any follow-on USAID activities should continue to provide both school infrastructure improvements and YEGRA as being mutually supportive and reinforcing both for learning, for access, and for enhancing stability.

See pages 7 and 24 of the main report.

4. How adequate was the project design and logical framework?

Because of the rapidly-changing conflict circumstances in Yemen, and in particular in the very locales where rehabilitation of schools were most necessary, numerous program changes needed to be made, and then to be made again during the lifetime of CLP. From an evaluation perspective, this is an indirect index that the project design and logical framework was inadequate at the inception, particularly with regard to the course of conflict and the ouster of the old government authorities.

The logical framework was largely articulated by USAID in its CLP RFA and it posited relationships (e.g., between education and government stability) that could not be adequately tested by the scale of activities and the lack of counterfactuals over the period of program performance.

5. What changes did CLP introduce to its original design, approach and activities to respond to USAID's refocus?

There were several important changes over the course of CLP's education sector program. First, there was more direct implementation rather than grants. The result was more control over the process and outcome – especially with relation to ensuring quality.

Second was the sub-award to GC, which markedly sped implementation, though the quality and scale of achievements have not been well measured.

Third was the focus on early grade reading, i.e. YEGRA. YEGRA allowed CLP to bring its technical expertise to project implementation in a much more meaningful way, especially as relates to education outcomes (as opposed to stabilization outcomes). Note that one complaint

heard several times from CLP education program staff was that there were so many changes in focus it was like “the flavor of the month”: try one thing for a while then drop it for another thing. Given the significant changes inside Yemen (protests, government overthrown, displacement, return), and given the short tenure of key USAID mission staff, this experimental approach to the program may have been inevitable.

See pages 4-7 of the main report.

6. What are/were the main new challenges CLP faced while implementing the various education approaches and interventions?

First, constant changes occurred at USAID with regard to staffing (including Mission Directors), general priorities, education priorities, and cyclical instructions given from USAID to the CLP.

Second, an unstable and high-threat (conflict) situation, with the resulting high degree of “remote management” of education sector programs from distant capitals for parallel and complementary education support.

Third, a generally high rate of international staff turnover, with implementers and with some key partners, such as GIZ, leaving the country permanently.

Fourth, early on, a period of debate with the World Bank, which disputed many elements of the YEGRA approach.

7. The main challenges were already known to USAID and CLP when the project started, the question is what did CLP do differently to modify its approach and address these emerging challenges?

Following direction, generally verbal, from the USAID Mission, CLP attempted to pilot-test an extensive array of activities, at one point over 40 different activities simultaneously. CLP was also amenable to changing dramatically its mode of operation half-way through, as well as to focus and concentrate efforts around early grade reading, when that appeared to galvanize traction within MOE. The largest single change over time was to focus eventually on partnership with MOE, which would not have been an option had not a new MOE team come in and been willing to work closely with CLP.

See pages 10-13 of the main report.

8. Has CLP been successful in building upon, maintaining and/or strengthening successful components of MOE and NGO programs that benefited from prior USAID funding?

To a significant degree, yes. Many CLP staff had worked on prior USAID-assisted activities, with the BEST project being the most prominent. The recruitment of staff from BEST was a positive lesson that CA cites. However, staff who worked on the BEST project commented that while BEST had a good gender component, that was not continued under CLP. While CLP appears to have made substantial progress toward achieving success in EGR, more than envisioned under BEST, the success was due CLP taking advantage of the opportunity presented by the unique constellation of factors allowing the ROYG’s strong engagement. To use one senior CLP manager’s phrase, “The stars aligned.”

- 9. Another project, Responsive Governance Project (RGP), also had an education component and was working in parallel with CLP's education program focusing more on working at the central level towards improving education policies and advocacy and civil society engagement but this activity of RGP was closed in December 2012. What were the synergies, if any, that the CLP education program benefited from as a result of the central level interventions of the RGP program?**

CLP staff advised that while there were some initial discussions, RGP's education component ended in 2012. Synergies were minimal, except to the extent that USAID program planners learned from the RGP reports.

- 10. What impact, if any, did the closure of the RGP program have on the efficiency and effectiveness of the CLP education program?**

CLP staff advised that the closure of the RGP had no impact on CLP. However, a more responsive MOE was found to be available at the critical juncture when CLP turned to the MOE and "educational reform" as its focus.

- 11. CLP started in 2010; the education program was funded with \$30,948,025 through Fiscal Year 2012/2013. To what extent does the size/number of outputs/deliverables/achievements reported by CLP reflect the resources utilized in relation to time & funds provided to the education program?**

Given the poor documentation of achievements and the apples-and-oranges nature of intended and actual outputs and outcomes, this is difficult question to answer, particularly given the qualitative (FGD, KII) approach of the evaluation. However, related to an early phase of the program, this evaluation points to statement in the October 7, 2013 Regional Inspector General (RIG) Report, "According to our analysis of Creative Associate's financial information, by the time the revolution ended in February 2012, the project only spent 25.5 percent (\$4.8 million) of \$18.7 million on grants, sub-awards, and direct implementation."

- 12. PTAs and teacher training are a few of the interventions that USAID has been supporting through the years, and the CLP education program includes both types of interventions. How effective and efficient have these interventions been in improving access to education/schools, especially for girls and children in remote and underserved areas?**

FMCs were not found overall to having significant value to the achievement of the positive results associated with EGR. They were implemented primarily in the 134 schools assisted by GC, but also they generally focused on behavior and learning issues. These are important aspects of schooling, but unlike Parent-Teacher Associations (PTAs) or School Management Councils, the FMCs have not added value in engendering wide-spread community support for education overall.

The TT was entirely in-service and would have benefited from greater pre-service support. The TAK training lasted one week and was successful in its near-term objectives. Over the longer term, however, the TAKs are infrequently used at schools, or even remembered, so the TAK training has been unremarkable or even ineffective. Part of the problem has been the ongoing re-assignment of teachers between locations. As a result, the cadre of trained-teachers and TAKs have become separated over time.

The big success is TT in YEGRA because it is continuous, links training with implementation, contains performance review and feedback, and supervision. It works. The really big issue will be to scale up to a national program. The evaluation team feels the MOE may face substantial logistical and resource challenges at this level of intense and very logistically demanding TT. This is why the evaluation has tried to address TT in the recommendations for this report. Money aside, TT is the limiting factor in scale-up, and there should be included pre-service training as well, not only in-service training.

13. Based on the evaluation of the efficiency and effectiveness of these two types of interventions under the CLP education program, how important is support of these types of interventions in future USAID programmatic funding in Yemen to increase access to the education system?

Looking to the future, USAID should build on the FMCs and TT elements of YEGRA, which are both important as general elements of an integrated approach to education. Both promote “access.” Through their direct tie-in with communities, FMCs can encourage parents, especially parents of girls, to send their children to school and also to read at home, providing reinforcement. TT has no direct correlation to “access”, unless, as appears anecdotally to be the case, strengthened learning outcomes motivate people to send their kids to school.

At a larger scale, the complex of interventions, taken together, appears to have been associated with increased enrollment and attendance in many schools. The irony is that the success of the programs has led to increased complaints in some schools about over-crowding.

14. How does CLP prepare for and apply sustainability methodology and approaches in the design of and while implementing its education activities and how effectively does CLP monitor the sustainability of its interventions and take follow-up action to resolve issues?

During the “stabilization” phase, sustainability was not a primary concern for the project. Now, sustainability is a high priority for CLP, particularly with respect to YEGRA, although with short time-frames to test its sustainability. Perhaps the most important strategic approach to sustainability is the close collaboration in YEGRA with MOE. Evidence suggests that CLP is actively working to strengthen MOE’s capacity to make this a nationwide program. However, CLP is in its final year and, at this time in the project cycle, it is clear that USAID has to make a commitment to project components that will contribute to sustainability in the context of a follow-on project.

15. Related to this, how did the CLP hand over grants, and their related activities, when they ended, to communities, to local education departments and to others as appropriate, especially with those grants signed with the government entities?

In general, the hand-over was neglected. Grant-related activities have to a large degree shifted to the main implementing partner, MOE, in accordance with the strategic intentions of CLP. The grants were constructed in a manner such that implementing partners could continue their work with their own resources, but there were no post-grant reviews about how this might occur. GC continues to work with schools around the country, but disconnected from CLP.

16. The implementation mechanisms used by the CLP include sub-grants and direct implementation. What are the advantages/disadvantages of each approach?

Sub-grant advantages: sub-grants allow broader local participation and strengthen Civil Society

Organization (CSO) capacity building. National NGO partners also represent an immediate set of partners in post-conflict conditions where partners are needed. In theory sub-grants can be more effective in galvanizing creativity and supporting important activities, particularly where they had already commenced and shown success prior to a CLP grant, implemented by local agencies that have the links to the communities that often are pre-conditions for success. Small grants allow for an umbrella program like CLP to stimulate a range of activities to get things going in a period of transition or recovery, including immediate increases of employment. Sub-grants can be effective in gaining a sense of ownership by civil society in key sectors and achievements, including networking among them and partnerships with their government.

Sub-grant disadvantages: Over a short time period, grants management can require a basic capacity on the part of the sub-grantee to organize, manage and account for resources that can require close supervision by the sub-grantor and often take longer to implement or to achieve the sub-grantor's goals. Quality control becomes a critical issue, as does the timeliness of implementation. While working with CSO sub-grantees may be preferable for long-term development, especially if their managerial and organizational capacities are developed, recent experience suggests that Yemeni institutions generally lack the capacity to manage sizeable grants, particularly with regard to meeting milestones on time, capturing data and reporting back. USAID also had not built into CLP's scope of work or budget a CLP program to develop the managerial and organization capacity of CLP's sub-grantees. As described in the Midterm Evaluation, "the dearth of capacity in counterparts result[ed] in CLP needing to directly implement 75% of all grants thus far." As well, the USAID-funded sub-grant making process is intrinsically cumbersome and slow.

Direct implementation advantages: Direct implementation increases the probability of getting a task done effectively and quickly and that accounting and reporting systems meet USAID expectations. The layers of control are reduced, allowing for short turn-around tasks to be accomplished efficiently. This mode works well when timeframes are tight, and the program is working iteratively with a key partner – like MOE – in rapidly evolving plans and the roll-out of newly-identified activities.

Direct implementation disadvantages: USAID sacrifices some of the potential for local sub-grantee capacity building, broader participation, and community buy-in. While often efficient, it can be inefficient in that it loses the strengths of non-profit partners, their local salary rates, and their matching contributions.

17. Which approach (grants vs. direct implementation) provides better outcomes or impact for the investment provided and is more suitable/recommended while implementing education interventions in Yemen, and why?

This is an important question with potential lessons for other programs in other countries. That being said, the answer does not merely vary from activity to activity and in comparison from Yemen to other countries, but also depends greatly on the intended partners and on the requisite timeframes. In theory, making grants can provide better outcomes and impact along more dimensions – accomplishing the particular task as well as building local managerial capacity and increasing community feelings of ownership.

However, the grant-making and subsequent grant management process require more effort to be devoted to build the grantee's capacity before one gets to a point to have a it is ready to begin implementing a project. This can be laborious and time-consuming. Given USAID's frequent concern with its implementer's rate of expenditure and ratio of overhead to overall project

expenditures, USAID may be unable to allow enough time or enough implementer effort for the grantee's capacity-building to take hold while simultaneously showing its dramatic and tangible results during transitional (short and fast-changing) timeframes. Capacity building is a learning process; an implementer cannot order people and local organizations to "learn faster." In fact, one of the real issues with CSOs is that local staffing is generally uneven, with one or two people often providing all of the managerial skill and technical leadership. Further, in a fragile state or region, time may just not permit the use of grants to get particular activities initiated and completed. Additionally, in fragile contexts, corruption is more often a major concern, and improprieties or the appearance of improprieties are major programmatic risks that must be accepted as part of a grant program.

18. How effective were each (grants vs. direct implementation) in implementation and how timely were the interventions?

There is a difference between "effective" (i.e., was the objective fully achieved?) and "efficient" (i.e., was the objective achieved using as few resources as possible?). With regard to effectiveness, some sub-grants appear to have been implemented better than others. INGOs appear to have been more effective, at least better able to document progress, than indigenous NGOs. Much depends on the program's creativity and local capacity-building goals. Capacity building was not a consistent CLP goal, except with regard to MOE where capacity building was a dominant goal.

Many of the tasks supported by CLP grants were deemed ineffective or inefficient by USAID given USAID's goals and time-lines. Direct implementation was perceived to be more efficient but didn't build local capacity; applicable in the first phase only. These questions seem much less relevant to the secondary YEGRA phase of the project where there was no direct comparison available between the two mechanisms, as grants were largely phased out.

19. With regard to CLP's approach of using the grant mechanism, was CLP able to maintain proper control of the technical direction, maintain quality standards and achieve the planned results?

Based on the Midterm Evaluation, which was followed by the RIG report, no. Because the evaluation team's time was curtailed due to security concerns, it did not have the opportunity to review in any depth the nature or status of recent or current grants.

20. Did the grant mechanism lead to increased community participation, innovation and initiative?

The results are mixed, based on the activity, location and phase. More importantly, there was inadequate attention to or documentation about this issue by CLP. Neither CA nor its partners have adequately documented program outcomes related to demonstrated innovation, initiative, continuity, community participation and other key dimensions. Evidence suggests that some partners were innovative and took initiative. Parents reacted positively to the new initiatives in teacher training and master trainers, participating voluntarily.

21. Did the CLP make a comparison of how well it performed when implementing directly versus through grantees?

CLP staff generally felt that they were making better progress toward achieving program goals during the direct implementation phase. At the same time, CA considered CLP achievements

through the GC sub-grant program to be one of its most successful interventions. Direct implementation was more useful when engaging with MOE.

22. Did the CLP adequately assess the implementation capacity of grant implementers and did CLP provide adequate support to strengthen the implementation capacity of grant implementers?

This was not directly observable from the evaluation methodology. However, based on information from CLP staff, during the stabilization phase the major pressure on CLP was to get projects started, and the program had community mobilizers in the field to try to identify potential partners. Quick startup was a greater priority than an exact assessment of capacity. Potential for capacity building was more of a priority than was existing capacity.

See pages 5 and 23 in the main report.

23. Was CLP experience and lessons learned with grants in other sectors (Health, Agriculture) of any relevance and applicability to the education sector?

Yes. The lessons were similar. Both CLP and USAID drew lessons from the different sectors simultaneously and the conclusions reached had many commonalities, particularly between the health and education sectors, where small grants were discontinued.

See page 25 in the main report.

24. Due to the volatile and changing security status among other challenges in Yemen, CLP's monitoring system relied on their education field staff. How well has this monitoring system functioned and how effective has the flow of information been between the center and the field?

Monitoring was among the weakest dimensions of the project. In all, the CLP needs more time and more resources in M&E to specifically capture and record the story and to document their successes. For reasons not fully understood by the evaluators CLP's M&E Unit chose to rely on outdated MOE data and took no steps to rectify this problem except in the case of YEGRA when staff directly collected enrollment data at each site. A particular failure in data collection was disaggregation of teachers and students by their gender. Baseline and project data was also very poor, or non-existent, making changes over time difficult to estimate.

25. How did CLP compensate for or address the known problem of lack of reliability of education data and service statistics in order to report properly on education activities and results, and how effective was this response?

CLP M&E staff reported that their data was unreliable because it depended on MOE records. The data that CLP uses to calculate the number of direct beneficiaries of its education interventions is taken from the MOE education database (Excel spreadsheet) for 2011. This spreadsheet is not updated on an annual basis, which means that the numbers of student beneficiaries reported in subsequent years is not up-to-date. Furthermore, there is no data available in the MOE spreadsheet for 51 schools that received CLP interventions. Thus, the number of learners enrolled in 2013 is under-reported by MOE. In 2014, CLP has started to collect primary data on numbers of students enrolled from some of the schools for which data is missing. At this time, they are believed to have done this for around 20 of those schools. CLP has also begun to collect directly some data related to YEGRA. Some data previously was not disaggregated by gender. It is not clear at this time how effective their response has been. See

the *YMEP Data Quality Assessment Report* for greater detail of some of the points discussed above.

See page 23 of the main report.

26. The CLP project has reported to USAID/Yemen on the number of beneficiaries reached, especially with those having access to education. How accurate are the data provided on numbers of direct and indirect beneficiaries?

These are not very accurate since they rely on MOE statistics which are incomplete and very out of date. On the other hand, they are more accurate with regard to YEGRA schools, since CLP collects data from each school site where they are working. Note that in YEGRA CLP's focus is on the reading abilities of all children. But disaggregated data for girls is not available. CLP has a robust process for obtaining and processing primary data from schools that are benefitting from YEGRA, but the method used to calculate number of beneficiaries involves a semi-manual process that has wide margins for error, which should be remedied.

27. CLP's education interventions include different activities in raising awareness on a variety of subjects on EGR. What data is available to assess how effective were these activities in improving beneficiaries' knowledge on the importance of EGR?

Based on information from the focus group respondents had learned of EGR through the CLP-supported public awareness campaigns. This fact does not support any specific conclusions about the effectiveness of these awareness raising activities. In order to answer this question reliably, media-focused market research is likely required, and it is questionable whether such research is available in Yemen or possible given the unstable security environment.

28. Did CLP conduct necessary base-line assessments and surveys as part of its programming and if not why not?

Not adequately. CLP relied heavily on MOE data and baseline data was often missing. CLP conducted some baseline assessments for the outcome indicators that are in the USAID- approved results matrix. The baseline assessment for the IR 1.1 Indicator: "Percentage of individuals in targeted areas with a positive perception regarding ROYG role in improving livelihood opportunities" was conducted in 2011. The baseline value was 67%. The baseline assessment for the IR 1.2 Indicator: "Percentage of individuals in targeted areas with a positive perception regarding ROYG role in improving access to education" was conducted in 2011. The baseline value was 48%.

Constructive feedback about how to fine-tune CLP data collection for monitoring of YEGRA is found in the March 2014, *Technical Note of the YMEP Review of YEGRA Progress Monitoring Instruments*.

29. What recommendations does the assessment team have for USAID/Yemen to consider when planning for new USAID education projects in Yemen?

This is addressed at length in the recommendations chapter of the main report. To better inform future programming, a first step is to better document education achievements during the past two years; therefore USAID might inform new activities by extending CLP by six months or one year, continue to support EGR, hire an EGR specialist for the USAID/Yemen Mission, and expand efforts at data collection, particularly with regard to gender breakdowns.

See pages 26-29 in the main report.

30. Based on evidence and results, what activities have been deemed successful/promising, what approaches and strategies does CLP find more promising or successful and recommend for future programming?

MOE staff, CLP experts, donors, other stakeholders, and program beneficiaries see YEGRA as promising.

Based on data in the *draft* YEGRA Impact Assessment report, after approximately four months of instruction during the 2012-2012 school year, “When comparing the end-line and baseline assessment scores in reading comprehension, the intervention schools increased their scores by 570% over baseline, while control schools increased by 267%. This means that, at the end-line assessment, intervention schools increased their mean score from 0.1 to 0.7, while control schools increased from 0.1 to 0.3.” In other words, according to the draft YEGRA Impact Assessment report, YEGRA-design educational activities are more than twice as effective as the non-YEGRA activities they are meant to replace.

CLP staff also observed that the rehabilitation of schools in high visibility locales to be very useful in strengthening the interest of community members in education and encouraging them to feel supported by ROYG, and also in encouraging officials to support the expansion of YEGRA. The evaluation team was advised that both activities are mutually supportive and should be continued. Teacher training is an important and very significant part of YEGRA success, and the evaluation team encourages USAID to incorporate pre-service training as well as in-service training.

Aside from that, although this is not part of USAID’s Education Policy, we recommend that CLP work collaboratively with the World Bank, as may be feasible, to help MOE establish an effective education management information system (EMIS) and develop its own capacity to manage and implement effectively the next phase of a nationally scaled-up YEGRA.

See page 25 in the main report.

31. How effective was CLP’s operational planning capacity for individual grants?

As of the time of the midterm evaluation, there were 12 grants totaling \$5.3 million for the education sector, including the \$4.8 million grant to GC and four grants for backpacks (book bags). We have no information as to more recent education sector grants. However, based on the review by USAID’s inspector general there were issues associated with grant management.

32. How adequate was the definition of grant objectives and specific goals?

Inadequate. Stabilization is ill-defined and hard to measure. Other specific goals were also not very useful as guidance over the course of the program.

33. How adequate was the planning process at the grant level, in terms of implementation plans with timelines, milestones and realistic and SMART output indicators?

Inadequate. CLP should take time during the coming year to improve its data collection, verification and analysis to tell its story better.

34. How adequate was the Performance Management and Evaluation Plan (PMEP), including the Performance Indicator Reference Sheets (PIRS), as tools for adequate project management?

The most recent PMEP prepared by CLP is adequate as a tool for project management. CLP's most recent PMEP for the period from October 1, 2013 to June 30, 2015 is the most detailed and complete PMEP from among all USAID/Yemen current IPs. This is because CLP was the first project to prepare a PMEP based on the standard "Format for the PMEP of USAID/Yemen Implementing Partners", developed by YMEP and approved by USAID on December 12, 2013. CLP's PMEP for this period includes all the elements required in the standard PMEP, including a logic tree, results framework, and description of M&E methodology. Notably, the new PMEP requires a final evaluation report for each CLP activity. This will be an evaluation that CLP will conduct upon completion of each grant or activity. These final evaluations of individual CLP activities should provide valuable information on the efficiency and effectiveness of activities to inform decision-making for project management.

YMEP worked extensively with CLP during the preparation of its PMEP. This was the first PMEP produced by a USAID IP during the implementation of YMEP that adequately described the monitoring plan, and how monitoring data was to be used for decision-making.

The CLP PMEP is satisfactory with regard to the monitoring of output indicators. Baseline values (2013) and annual targets are set for all indicators. So, as a tool for planning and for tracking achieved outputs versus planned outputs, the PMEP is satisfactory. It could be improved further into two ways:

1. By including quarterly output targets, which would make it possible to use the PMEP (and CLP's monitoring system) to monitor progress in the achievement of quarterly planned targets. The current PMEP (and CLP's monitoring system) provides monitoring only annual targets.
2. With regard to outcome indicators, the PMEP should include two outcome indicators to measure the intermediate results (by 2015): promoting access to primary education and early grade reading.

35. How efficient and effective was CLP's internal monitoring system for the portfolio of education sector grants and activities?

Efficiency of the CLP internal monitoring system can be discussed in terms of cost efficiency (including human resources, IT systems, logistics, etc.) and time efficiency. CLP does not have all the data necessary to do a cost breakdown that would make it possible to determine the overall cost of its internal monitoring system, or to calculate the ratio of M&E costs to total operational costs, or accurately to assess costs associated with level of effort and delays, as a way to analyze overall efficiency. In terms of effectiveness. See #34 above.

36. How effective was the internal monitoring system at providing accurate and timely feedback on progress towards achievement of planned outputs, and at detecting issues affecting the achievement of grant objectives and specific targets?

There were various stakeholder complaints about the monitoring process. CLP M&E staff reported they had too few staff members to monitor all components of CLP- not just education. Currently, CLP seems more able to monitor YEGRA effectively because CLP is directly implementing all aspects of the training, preparation of materials, and coordinating with the

schools, district education officials and MOE.

37. Based on available data, what are the preliminary outcomes of CLP education sector interventions?

Please see # 29 for highlights of the draft YEGRA Impact Assessment. According to CLP's January-March 2014 quarterly report, with USAID support CLP is working with 823 schools and 50,000 parents in these schools are now being trained. CLP has also participated in the rehabilitation and refurbishing of approximately 100 schools in conflict areas.

38. Assess the adequacy of CLP's internal monitoring and evaluation system to provide information on the preliminary outcomes of education sector interventions.

While hampered by defective data from the MOE, CLP's qualitative M&E system is substantially good. Their technical staff were very open with the team and seemed very competent and knowledgeable; their quantitative M&E reporting is fair to good with respect to YEGRA. But not in other areas.

CLP's Results Matrix in their most recent PMEP and internal M&E system includes the following Intermediate Result indicator: Intermediate Result (IR) 1.2: Increased access to quality basic services. The Results Matrix explains that "*The IR promotes access to primary education and early grade reading*". The indicator that is used to measure this IR is "Percentage of individuals in targeted areas with a positive perception regarding ROYG role in improving access to education". This is not a SMART indicator (*Specific, Measurable, Achievable, Relevant, Time-bound*) because measuring a change in perception is only weakly relevant to an increase in access to primary education and early grade reading.

There are two USAID sub-IRs:

1. Sub IR: 1.2.1: Access to primary school improved. The IR indicator is "Number of learners enrolled in primary schools and/or equivalent non-school based systems with USG support". This is not a SMART indicator because students in a school that receives USG support would be counted toward this indicator, regardless of the impact that the USG support may have. The issue with this indicator and the way that it is formulated is that "improved access" is not well defined. Most schools (with the exception of schools in the south that were closed because they were occupied by IDPs or closed because of damage from air strikes) were already over-crowded before CLP began, so increases in enrollment, for instance, would not necessarily be revealing or meaningful results indicator of "improved access".
2. Sub IR: 1.2.2: Reading Achievement in Grades 1-3 improved. This indicator is defined as the "Proportion of students in USG supported schools who by the end of grade 2 demonstrate they can read and understand the meaning of grade level text in Arabic". This is a SMART indicator and CLP's M&E system is highly adequate to measure this, as they have contracted a third party (Prodigy) to measure change in reading skill, using a quasi-experimental design, in which reading ability is compared for a sample of schools that received YEGRA and a sample of matched schools in similar socio-economic circumstances that did not receive YEGRA.

39. Provide recommendations on the characteristics/capacity that project-level M&E systems should have to provide accurate and timely information for operational and strategic planning in future education sector programs.

USAID should support creating an effective in-house MOE EMIS system, since no one has good data on which to make plans. The school and district level data is inaccurate, incomplete, and/or outdated. This is something which no project can rectify without substantive technical expertise and adequate resources in-country.

40. Does available data provide evidence that there been improvements in access to education/schools in the areas where CLP activities have been implemented, for example in terms of early grade reading ability, increased enrollment of students into grades 1-3, especially of girls, and improved communication and contact between parents and school management?

CLP's Spring 2014 quarterly report shows learners are receiving reading interventions at the primary level (grades 1-3), divided approximately equally between boys and girls, for the current academic year, as compared to 93,281 for the last academic year; however, CLP added 500 schools this year. It is not possible to ascertain definitively the reason for any relative increase in enrollment, and there may be significant contextual factors contributing to this that are not attributable to CLP.

41. Evaluators will first put together an accurate historical narrative of the award from the signing of the award up to the date of implementing this evaluation. This will include all challenges faced, stoppages or blockages of the work and reasons why, how problems were overcome, and what other steps were taken to correct or change the work flow. Also evaluators will summarize in the narrative expected program achievements, what factors contributed to or impeded their success, and overall progress vis-à-vis implementation along with preliminary outcomes achieved by the project to date.

All these requests are fulfilled within the main narrative in the body of the evaluation report.

See pages 1 -10 of the main report.

42. The evaluators should analyze the program design and strategic and operational approach vis-à-vis each objective to determine their effectiveness by comparing outputs to date against the work plan and the PMP, determine whether the PMP and work plan are effectively linked and whether the data they include is detailed enough to establish causal links to the IRs and targets by number, quarter, and year, with the level of disaggregation, including gender, specified in the corresponding PIRS. This analysis will help determine how successful the program has been at achieving its planned outputs. The evaluators should then analyze the extent to which the achievement of planned outputs has contributed towards the achievement of the planned outcomes.

A great deal of the data necessary to conduct this analysis is missing or of poor quality. Although this analysis could possibly be conducted, given more time, the evaluation team emphasized other questions in their research activities given the fact that USAID identified other priorities in the evaluation in-brief, as well as practical constraints and the amount of time required to thoroughly conduct this analysis, and the fact that various related analyses were conducted in other documents (see the various YMEP field monitoring reports, the Inspector General's AUDIT REPORT NO. 6-279-14-001-P, dated OCTOBER 7, 2013; the CLP Mid-term Evaluation dated April 25, 2012; the YMEP DQA dated December 16, 2013; YMEP Technical Note: Recommendations to Strengthen the YEGRA Progress Monitoring Instruments, dated December 16, 2013).

43. Taking into account quality (timeliness, accuracy and relevance) of program reporting, evaluators will determine whether program reporting has met USAID standards. The evaluators should analyze the indicators of the PMP and determine the adequacy of the data collection process and data analysis process to enable an informed analysis of the contribution of CLP education sector interventions to expected outcomes.

The data collection process had a number of limitations, which can be learned from moving ahead. Among the improvements recommended by YMEP are:

1. Likert scales (3 point or 5 point) will be appropriate for measuring student satisfaction but should be balanced between positive and negative options, so the questions do not skew in one direction.
2. When interviewing teachers, specify a clear timeframe in the question (“yesterday”, “last week...”). Anticipate when teachers are unable to answer questions because of a lack of information, information for instance that parents or students may know the answers to, while teachers could only guess.
3. Some multiple choice questions posed to teachers which currently ignore the true range of options available to the students or teachers should allow for other answers.

44. Related to the above paragraphs, the evaluators will analyze the project’s M&E systems to assess if these are sufficient and appropriate to effectively document needed information to track and confirm project progress against anticipated output and outcome results.

The CLP M&E system has been weak on the quantification of outcomes or results. See answers above to questions, #24, 25, 35, 36, and 38.

45. How did the political turmoil and transition in Yemen affect (either positively or negatively) the implementation and effectiveness of CLP achievements to date?

As summarized in the historical narrative, the political turmoil and its aftermath made it nearly impossible for CLP to begin operations on schedule in 2010/2011. Since 2012, however, CLP has been able to implement a completely new approach to the teaching EGR, with a significant number of associated materials, to conduct teacher and administrator training, and to engage FMCs, and to have this program functional in 823 schools through most governorates in the Yemen.

46. How do security considerations affect implementation of the project?

In the past it had a big impact. Now with the focus on YEGRA, security still has a significant effect, but not as large. CLP is able to implement the program in most areas.

47. What mitigation measures did CLP take to minimize security constraints during program implementation?

CLP curtailed activities in certain areas during the early phase. By switching to a greater focus on working through MOE, implementation of the CLP program is less affected by insecurity in various governorates.

48. Does CLP use an integrated, participatory and inclusive approach to its interventions?

In general they do. Their work with MOE is exemplary and multiple interviewees, including

other donors confirmed that this is a notable factor in YEGRA's success.

49. Has/Does CLP has worked closely with the ROYG to strengthen the overall efforts of the MOE?

Yes, the CLP has worked extensively with ROYG (i.e., MOE).

See pages 11, 14, 17, 21, 23, 24.

50. Was CLP successful in reaching its target beneficiaries for education interventions? Since a large component of the program is focused on capacity-building to improve delivery of education services, this assessment needs to focus on how effective interventions have been and what were the key factors contributing to or impeding their successful implementation?

There were different beneficiaries at different times. But, in general, the answer is yes. A very large share of the program has been about capacity building of the MOE, schools and teachers. The capacity to teach resulting from improved infrastructure (i.e. rehabilitation of schools) has been validated. So too has the capacity of thousands of teachers newly trained. Finally, the key partner, MOE, clearly has enhanced capacity in terms of planning new programs and using additional pedagogical tools.

51. How effective has CLP been in creating community-school relationship, whether the efforts to increase access trust among all have been successful, if yes, had improved quality because of CLP support?

See comments about YEGRA and parental involvement as well as FMCs. Depending on community values, there are Father Councils, Mother Councils or combined FMCs. CLP has learned over the course of the program and improved its influence on community buy-in.

52. How women and children have been considered with regard to achieving the program objectives?

Not adequately.

YEGRA does not focus on the education of girls *per se*. As described by CLP staff, the project focuses on the education of all children regardless of gender. There was evidence obtained in the course of the evaluation that suggested that MOE, as supported by CLP, was not being appropriately gender-sensitive in its approach to curriculum development. Given the very strong influence that gender issues have in the education sector and the importance of these issues in Yemen, a more gender-sensitive approach is probably necessary. In Yemen, assumptions and beliefs about gender roles are strongly held. An approach to gender issues in education that is seen by communities to be radical is likely to be resisted. Therefore, any approach to gender issues in education must be carefully designed and implemented and should recognize the complexities and challenges that must be overcome.

53. Was project prioritization and activity implementation appropriate?

The project had clear priorities, which shifted over time. Once set, CLP concentrated its activities on its priorities.

54. How aware [has] the ROYG ... been of USAID's CLP activities?

MOE is and has been very aware of, and involved in, YEGRA. This is a highlight of the current phase of CLP and an important factor in the program's success.

55. How [have] CLP trainings and capacity-building events ... positively impacted movement of ROYG policies to date;?

In terms of obtaining MOE buy-in, ownership, and full participation in YEGRA, CLP has done remarkably well. Whether this was a direct result of CLP, or a result of a constellation of other factors, is hard to determine. Clearly, MOE was ripe for this intervention, and CLP capitalized on this quite effectively. As a result there has been great progress made in MOE's adoption of YEGRA and properly supporting it. Attributing this result directly to CLP is difficult and far more research would be required to provide a definitive answer.

56. How is the project perceived and valued by the stakeholders (i.e. ROYG officials, beneficiaries, civil society, and other donors)?

Perceptions have been positive. MOE want to do a good job for people at the grassroots level- for both children and families- and sees YEGRA as an opportunity to do this. Teachers and other beneficiaries were quite consistently very positive in their assessment of the program, as were representatives of other donors. CSO representatives were not included adequately in the evaluation research, so little data is available to confirm their perspective.

57. [What are citizens'] ...opinions of how the ROYG is doing in terms of service delivery and meeting the needs of vulnerable citizens?

The evaluation did not obtain data that would answer this question. The FGD participants liked and appreciated the YEGRA activities and outcomes. As YEGRA is an activity associated in their minds with the ROYG, beneficiaries credit to the government for its success. That success has raised their expectations about ROYG's future role. Whether citizens' perception of successful ROYG involvement in YEGRA implies general ROYG success in service delivery and meeting the needs of vulnerable citizens merits polling research.

See pages 12 and 21.

58. Does the program incorporate an understanding of the national context and USAID's 2010-2012 strategy in addressing targeted grievances driving instability?

See # 57 above.

Yes. In general, there is some evidence of important stabilization results that occurred through the CLP education component, including support to households returning to their areas of origin and the rehabilitated schools and renewed educational activities now available there.

Evidence indicates that rehabilitated schools triggered more returns, and were also the seed that contributed to restarting some markets and civic activity. Again, given that YEGRA was valued and appreciated by its beneficiaries, in some sense this was a tangible demonstration of ROYG providing services that people valued, in response to documented grievances by the public. But clearly identifying stabilization outcomes, and whether those outcomes contribute significantly to popular perceptions of grievances being addressed, requires further research.

See pages 2 and 24.

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Annex 6. Questionnaires/Instruments

Questionnaire Given to Parents of Students:

Goals To obtain feedback from parents and Headmaster about the school, the learning and attitudes of their children (especially girls), and community participation in the school and learning process.

1. Tell us about yourself, your family, and your children? (give each a chance to talk)
 - a. What is your own educational level?
 - b. Are you a member of Mother/Father Council or other parents group that helps the school? Which ones?
 - c. Do you have Boys or Girls in this school? Which grades or class?
2. What do your children tell you about their studies in school? What do they like and what do they complain about?
3. Let's talk about your children's reading ability. In some schools the children have difficulty in learning to read. How about your children? What are they learning? What do they tell you when they come home?
4. As you know, the government and other donors are trying to help this school to improve education and the learning of the children in many ways. Have you seen other things to improve the school environment and the learning program? What are they?
5. Which things are working well and have made the school situation better? Which things still need improvement? Why?
6. From time to time, parents may have problems with their children (illness, something at home etc.). Do you or other parents come to talk to the Headmaster, social worker, or teacher about these things? What do they say or do to help you? (Headmaster is the last one to discuss this. Parents first.)
7. What do you think would make the school and children's learning better in the future?
8. Is there anything else you would like to tell us about this school and the way the children are learning here?

Teacher Questionnaire

Objective

To collect data about the following:

1. How teachers understand the project and how long they have been involved in CLP and YEGRA.
2. Details about the project interventions, how they use them, and how children react.
3. Ability to identify the donor (USAID versus other donors) and the implementer.
4. If they want the project to continue, which parts and why?
5. Whether the teachers get support from the school Headmaster and social worker or anyone else.
6. What else they would want in the future to strengthen teaching/learning process.

Questions with everyone having a chance to speak

1. Tell us about yourself, your work, and how long have you been teaching in your school.
2. Which grades do you teach and are these morning or afternoon classes? Do you teach boys only, girls only, or mixed classes? What is the difference in the learning of these groups?
3. Tell us about the Mother and/or Father Council in your school. Do you have contact with them? Describe.
4. As far as you know, have they been involved in the training of parents? How?
5. What teaching materials do you use? Why these? What is the reaction of children to these materials?
6. Do you have a TAK in your classroom? If yes, which tools in the TAK do you use? And which ones are most/least useful? Why?
7. What would you like to see in the TAK that is not in now?
8. Who provided your school with those TAKs? Are they useful?
9. Tell us about the rehabilitation work in your school, if any. Who did it? What are the current conditions? Why?
10. What is the situation with student desks and school furniture? What do you and students think about them?
11. What training have you received from CLP? When? How useful is this training?
12. What is covered in the supervision visits and how useful are they?
13. What do you think will help improve the teaching/learning process for you and for the children in the future that you do not have now?

ROYG Ministry of Education (MoE) Questionnaire

1. What is your relationship with CLP?
 - a. In Sana'a?
 - b. In the field?
2. How is the communication between you and CLP Education work?
 - a. Do you see the written reports?
 - b. Get verbal updates?
 - c. Other?
3. Historically, did the security environment affect the implementation of the project?
 - a. What is your impression of its effect now?
 - b. The future?
4. Has the CLP Education program been impactful?
5. If USAID were to design a new project for the education sector, what interventions would best meet the ROYG's priorities
6. We understand that there will be continuing support from USAID and other donors.
 - a. What would you recommend the donor's role be in meeting the needs of ROYG?
7. Does the ROYG have a medium-term plan of priorities in the education sector?

Questionnaire for USAID

1. What do you think are the strengths and limitations of the education program?

- 2.** What are the major factors that impacted CLP education implementation?
- 3.** In CLP Amendment #10, CLP is required to submit an annual work plan with quarterly updates that are approved by USAID.
 - a.** Can you tell us the reasoning behind this?
- 4.** What is USAID/W's view of this project?
- 5.** What is USAID/W's view of working in the education sector in Yemen?
 - a.** What are your thoughts about future education programming in Yemen?
- 6.** Historically, did the security environment affect the implementation of the project?
 - a.** What is your impression of its effect now?
 - b.** The future?

Donor Questionnaire

1. How well did CLP coordinate with your organization?
 - a. To what extent did CLP share lessons learned with you?
 - b. Does your organization get regular updates on the progress or impacts of USAID programs?
 - c. What is the forum for this information sharing?
 - d. How often does this group meet?
2. What is your assessment of the availability and quality of Ministry of Education (MoE) data?
 - a. What would your recommendation be to improve data quality and availability?
 - b. BESP2 has identified EMIS as a program to be supported; your thoughts?
 - c. What is your experience with Conditional Cash?
 - d. What do you think of this as way to improve girls' participation in primary education?
3. USAID focuses on learning outcomes, especially reading in Grades 1, 2 and 3.
 - a. What are your thoughts?
4. The World Bank, 2010 SABER states that teachers can be hired or fired at all levels of the education systems, school, and district, even the national level. How teachers are recruited, paid and trained? Fired?
5. How do you think security has impacted the implementation of your activities?
6. Is any donor working with the Ministry of Education (MoE) to put policies and procedures in place to support the donor agenda?
7. USAID tried to use local NGOs, CBOs or CSOs to implement parts of their program.
 - a. What are your thoughts on using them?
 - b. Are there enough to go around?
8. What do you know about CLP's media campaign?
 - a. Was it useful?
 - b. What is your impression of its success?
 - c. Recommendations?
9. USAID has asked us to recommend possible activities to be supported in the future.
 - a. In your opinion what would those activities be?
 - b. What advice do you have for USAID to improve implementation of a new project in the education sector?

School Children -Grade I Questionnaire

Goals:

- To assess attitudes of school children regarding coming to school, reading with YEGRA, and the extent to which the teacher has been using YEGRA methods.
- Explore difference in achievement between boys and girls.

Reminder related to approach:

- Introduce yourself to the teacher and tell him/her about the purpose of the visit, which is to talk to children about the school and what they are learning.
- Select some 8 students randomly; e.g. 2 from the front row, 2 from middle, 2 from the back, one from each middle right and left sides.(make sure girls are equal to boys).
- In order to be able to see/observe the tools and material used in the class teaching, try to use a class where teaching usually takes place
- (When with children), introduce yourself to them and explain that you are trying to learn about their school. Try to keep smiling, and say good things about them.

With Students:

All children should be given a chance to speak. Children may actually answer several questions at once.

List of Questions including follow-ups where necessary:

- 1) Please tell us what you do here in your class?
- 2) What do you learn here? And how do you learn these things?
- 3) Which subject do you enjoy most? Why?
- 4) Do you study it every day?
- 5) Who is smarter, the boys, the girls, or both are the same?
- 6) In case they do not mention the reading subject, just go on: what other subjects are you learning? (They might talk about reading by using different references, e.g. we learned to read, we learned letters, etc.)

When trying to investigate about other interventions where they took place:

- 7) What do you think about this school building and this classroom? Has it always been like this or was it different before?
- 8) What do you like in this school and this classroom? (see what they mention)
- 9) Some students in other schools say they these desks are not comfortable, what do you think? (Give the opportunity to say positive and negative things).

Note for after the discussion: in case they do not mention the YEGRA books or teaching aids, it is an indicator they have not received it or not used it. You may talk to the teacher later on about the reason.

CLP Questionnaire

1. What are you most proud of that the project has accomplished?
2. How do you think the initial start-up went?
3. What is CLP's relationship with the education actor in Yemen?
4. Can you tell us about your relationship with other donors, the LEG, the EiE Group, etc.?
5. How did security affect the implementation over time?
6. How was/is your relationship with USAID? Has it changed over time?
 - a. How often did you meet?
 - b. What was/is the nature of the relationship?
 - c. Did personnel transitions affect it?
7. Can you outline your impression of the implementation through grants vs. direct implementation?
 - a. Advantages and disadvantages of each from your experience?
8. Can you tell us about the quality of local personnel and how they interacted with CLP?
9. Can you tell us about how expats integrated into the implementation?
 - a. Did personnel transitions affect implementation?
 - b. Did you get the home office support you needed?
10. Describe your relationship with ROYG:
 - a. In Sana'a?
 - b. In the field?
11. Anything else that would inform this evaluation?
12. In the October 7, 2013 Office of Inspector General Audit Report No. 6-279-001-P
 - a. Recommendation 4: Call to implement a performance management plan that includes YMEP's role, authorities and responsibilities as third-party monitors for the CLP as outlined in the mission's procedures. *We would like to document how this was done and any issues related to implementation.*
 - b. Recommendation 7: ...improve data reporting by (1) consolidating the data system, (2) implementation a procedure manual to formalize data collection, and (3) implementing a data validation system. *We would like to document how this was done and any issues related to implementation of this recommendation.*
13. The 2013 – 2014 PMP lists Output Indicators and targets for all the activities to be supported during that timeframe.
 - a. Does CLP have a plan to determine impacts of interventions?
 - b. Quality of training?
 - c. Impacts of financial support?
 - d. Etc.?
14. Define the various levels of schools that CLP works in, e.g. Basic includes grades I to 3, Basic Secondary includes grades X to X.
15. We have noted that CLP is working in at least one Special Needs school – Altahaddi Basic School for Special Needs. The USAID Education Strategy identifies several Cross-cutting issues including, Youth Programming, Gender Equality, Learners with Disabilities and Integrating Education with other development priorities.
 - a. Are there other special needs schools CLP is working in?

- b.** Are there any specific lessons learned coming from them?
- 16.** Please describe the difference between EGR and YEGRA.
- 17.** On page 11 of the CLP 2012 – 2013 Annual Report it states that 1,659 schools and over 1.5 million children have been reached. The graphic below that statement does not allow the reader to understand how these numbers were calculated. Please explain.
- 18.** In your research design, are girls' schools chosen to be a control?
 - a.** Mixed schools?
 - b.** Boys' schools?
 - c.** Will the design offer insights into learning in relation to the environment?
- 19.** CLP is in a unique position to better understand the local drivers of insecurity. Over the course of implementing CLP what are the lessons learned that address this?
- 20.** Does CLP monitor the usage of the YEGRA model by other donors? There is mention of GIZ and potential for the World Bank BEDP2.
- 21.** There is also mention of "community literacy" in some of the project documentation.
 - a.** What is this?
 - b.** Is it still happening?
 - c.** If not, why?
- 22.** Water and sanitation seem to be only related to rehabilitation. Is there data on schools that have gender segregated latrines, hand washing stations, water harvesting, etc.
- 23.** Are education districts the same as health districts?
 - a.** Were there synergies under the health program that were lost with its close-out?
- 24.** How are you going to address the baseline or lack thereof issues?
- 25.** How did CLP meet its 25% match requirement?
- 26.** The Project Monitoring and Evaluation (M&E) Plan for 2013-2014 has referenced the number of teaching and learning materials produced while the Evaluation SOW refers to Teaching Aid Kits. Can we differentiate between what the kit contains and other learning support materials?
- 27.** In the PMEP referenced above, there is mention of Education Sector Staff collecting data. How confident are you of this data?
- 28.** There are references throughout the project documentation referring to "equivalent non-school based systems." Are there such educational opportunities in Yemen?
- 29.** How does the Control/Intervention school work? Do you have established protocols to monitor these schools? How will the information be presented?
- 30.** What is the role of Pre-Service Teacher Training Centers in the YEGRA program?
- 31.** IR 1.2 Increased access to quality basic education; percentage of individuals with a positive perception. This data is to be collected using satisfaction surveys.
 - a.** Can we review the survey? Baseline in 2011 and target for 2015.
 - b.** Will you measure perception changes over time or just at the end of the project?
- 32.** 1.2.1 Baseline (# of learners enrolled) and 1.2.2 (reading achievement) baseline do not have girls and boys. How is CLP going to address this?
- 33.** Can you provide a background on the YEGRA test currently being used?
 - a.** Are there issues?
 - b.** Has it been useful?
 - c.** Are there areas for improvement?

- 45.** Output indicator 1.2.2.2.5 – Percentage change in teachers with improved performance in reading instruction. Baseline is 2013.
 - a.** Why is this data not segregated by gender?
 - b.** Can you explain how the total calculated?
 - c.** How was this evaluated?
 - d.** Can we see the performance checklist?
- 46.** Output indicator 1.2.2.2.6 – Number of classroom observations.
 - a.** Can we see the observation checklist to better understand the process of observation?
 - b.** How have the supervisors, mentors and coaches been trained?
 - c.** Are these included in Output Indicator 1.2.2.2.1?
 - d.** How is the feedback monitored?
 - e.** Is there a difference between male and female observers?
- 47.** Output indicator 1.2.2.2.7 – Number of PTAs. Training was provided by CHF and that project has been completed.
 - a.** Do you regularly monitor these FMCs to evaluate the success of that training?
 - b.** Does CLP know if a FMC is working effectively or not?
 - c.** Has there been interaction between FMCs?
- 48.** Output indicator 1.2.2.2.8 – Number of education administrators and officials trained.
 - a.** What are they being trained in?
 - b.** Is there a measurement of the success of that training?
 - c.** Has CLP observed a marked difference in the MOE management and operation with this training?
 - d.** Do you have gender segregated data?
- 49.** Output indicator 1.2.2.2.9 – Total person hours of administrator and official training. Can you explain the importance of this indicator?
- 50.** Year 4 Work Plan – on page 6 discusses integration in two forms. 1) Targeting districts with cross-sectoral interventions and 2) collaboratively designing activities that are scalable and sustainable. What does this mean in real terms?
- 51.** Year 4 Work Plan – page 8 discusses Progress Monitoring using the Research Advisory Board (RAB).
 - a.** Can you please explain who the RAB is and how this will work?
 - b.** What instruments will be used to monitor?
 - c.** What is the end result?
- 52.** Also on page 8, an Impact Assessment Evaluation will be conducted in QI. Has this been done? Please explain the statement “revision of the YEGRA evaluation protocols and instruments.”
- 53.** Page 8, states that a survey will be conducted for the FMC. Can you explain the role of the social worker in this process and if that role has been evaluated.
- 54.** Page 9, Year 4 Work Plan, “CLP continues to coordinate with the MOE and the Education in Emergencies Cluster, etc. MOE and local authorities will take the lead in the school rehabilitation and other recovery activities.
 - a.** Does CLP financially support this?
 - b.** What is the role of CLP in the Donor Group?

- 55.** Work Plan page 15, what are your budget projections for 2014?
- 56.** Revision of the curriculum and materials.
 - a.** Where will the printing take place?
 - b.** To what extent is CLP supporting that?
- 57.** Across the board it has been noted that numbers of beneficiaries or other counts are not consistent. One document says one thing and another document says another. Whose numbers are the most reliable?
- 58.** Page 18 of the Year 4 Work Plan refers to a CLP M&E Unit Tools – We would like to review the education relevant tools that have been developed.
- 59.** We would like to interview the M&E unit staff to better understand what they do and how they relate to YMEP. Specifically, we would like to better understand the Impact Assessment tools.
- 60.** Does CLP have all the relevant data for CHF?
 - a.** To evaluate the impact and effectiveness of their interventions?
- 61.** What are the cluster schools and their relationship to the satellite schools?
 - a.** TAKs usage as reported in CHF
- 62.** How was the TAK distribution determined?
 - a.** Are they being used?
 - b.** Has CLP conducted a quality of contents evaluation?
- 63.** Do teachers have to pay for learning tool if is broken, stolen, or lost?
- 64.** What is the status of the CLP MOU?
- 65.** Where can we find end of school data for 2012/2013 school for CHF inputs?
 - a.** Has data been collected?
 - b.** YMEP?
- 66.** World Bank Systems Approach for Better Education Results (SABER), 2010 states, “There are no accreditation rules in place for pre-service training providers, and induction programs are not offered to beginning teachers.”
 - a.** Please tell us how teachers become qualified to teach?
 - b.** The BESP2 project refers to recruiting female teachers? Please explain.
- 67.** SABER 2010 also reports that teachers can be hired or fired at all levels including school-level.
 - a.** Can you confirm this practice?
 - b.** If true, does anyone have data on the teaching force?
 - c.** What are the minimum qualifications for a new teacher?
- 68.** What is the TAK Training Process and what components are included?
 - a.** Has the TAK been evaluated?
 - b.** Does the TAK need to be refined?
 - c.** Given the math support materials included in the TAK, are you monitoring mathematic scores?
 - d.** How did you change the TAK training to ensure that trained teachers could utilize the TAK throughout the school year?
 - e.** Is teacher transfer an issue in teacher training activities as well?
- 69.** What is the relationship between the TAK and YEGRA?
- 70.** Have the books and teacher resource materials that were given the cluster schools (2X175 for children and 6 resource books for teachers) impacts been evaluated?

- a.** Are they still being used?
- 71.** What is the language of instruction in Yemen?
 - a.** Are there regional dialects?
- 72.** Has the MOE curriculum been modified to add reading time in school?
 - a.** Are there other specific changes that have been made that support YEGRA?
- 73.** Is teacher attendance reported in the CLP target schools?
 - a.** If not, would this be useful data?
 - b.** What about student attendance?
- 74.** Does CLP keep about the student to textbook ratio?
- 75.** The RTI EGRA Report states that 58% of students answers incorrectly on reading comprehension questions were hit by the teacher while 14% were scolded.
 - a.** Does CLP collect this kind of data?
 - b.** Is abuse targeted in the teacher training materials?
- 76.** What are the students reading?
 - a.** Has an assessment been done on the quality of the reading materials?
- 77.** How has the YEGRA changed from the first EGRA conducted by RTI?
 - a.** Are there refinements that would make it more useful?
- 78.** From the RTI EGRA assessment report, about half the students (49%) were given time in class to read. Providing children time in class to develop and practice reading skills is essential, as few children (26%) had books at home, and fewer (17%) could bring books home from school.
 - a.** How have these statistics changed over time?
 - b.** Does CLP monitor student corrective feedback to support YEGRA?

YMEP Staff Questionnaire

1. In the GC/CHF final report, on page 15 it states “A further issue resulting in misinterpretation about the project performance related to poor communication and cooperation at least up to YMEP submission of the first report of the GC/CHF sub-grant, between YMEP, CLP and CHF. Following CHF comments to YMEP and AID on the first report the issues was tackled by AID and the report was reviewed to better reflect actual project performance and CHF participated in the preparation of the questionnaires for the phase two of the sub grant M&E. Interestingly, CHF was informed of an YMEP M&E plan for the sub-grant only after phase one was carried out?” Please expand.
2. The CLP PMP outlines the Output Indicators for the selected activities.
 - a. Has YMEP developed a protocol to discuss Impacts of CLP activities?
 - i. For example what was the impact of the CHF training?
 - ii. Did you validate the GC/CHF data in your DQA?
3. Data Quality Checking
 - a. GC/CHF reports an estimated number of libraries put in place. Has this number been verified?
4. End-line assessment of CHF was carried out in April 2013. Do we have this data?
5. Two qualitative reports were submitted by GC/CHF:
 - a. TAK
 - b. Infrastructure works
6. Teachers trained in Year 1 are still at their post in Year 2? Do you track transfers of personnel who have been trained under the project?
7. What are the Cluster Schools and how do they relate to the satellite schools?
 - a. TAKs for example
8. Have you verified that the TAKs have been delivered to the target schools?
 - a. Are they being used?
9. CHF reports that final data was not collected because of project ending. Their end data only reflects 2011/2012 school year.
10. Where can we find end of school data for 2012/2013 school for GC/CHF inputs?
11. Has data been collected?
 - a. For CLP?

District Officials, Trainers, and Supervisors Questionnaire

For District Supervisors and Trainers with two districts brought together – 6 people

Objective

Purpose is to understand what the district staff, trainers, and supervisors see as having taken place through the project and project impact since they see many schools and many teachers.

Reminder related to approach: We do not to lead them into saying what we want.

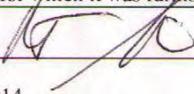
1. Tell us about your work, what you do, and how long you have worked in your position?
2. As a supervisor or trainer you need to know about the subject matter and methods of a program. Focusing on CLP, how did you learn about the activities and the content?
3. When you work with the beneficiaries in the school and community (teachers, headmaster, parents etc.) what do they tell you about it? What works well or needs improvement?
4. If we were to go to a classroom and school, what would we see? Do they use the teaching methods and materials? Why or why not?
5. Tell us about teaching equipment and the condition of the schools in this area. Who is responsible for this, MOE at governorate, district level, project implementer, community? Why?
6. We have reports that indicate CLP has done many things for these schools, what is the community's reaction to this? Try to give some examples.
7. What is your reaction to this project? What do you see as strengths and areas that need improvement? For example is there any difference between boys and girls since the project began?
8. With your professional experience and having seen many schools, what would you recommend for the improvement of this kind of project? What should we do more of in the future, what is not successful, and what additional activities would really help to improve education in your area, particularly education for girls?
9. Is there anything else you would like to add?

Annex 7: Signed Conflict of Interest Forms

Disclosure of Conflict of Interest for USAID Evaluation Team Members

Name	Robert Gurevich
Title	Consultant
Organization	IBTCI
Evaluation Position	<input checked="" type="checkbox"/> Team Leader <input type="checkbox"/> Team member
Evaluation Award Number <i>(contract or other instrument)</i>	Evaluation of Community Livelihoods Project – Education Component in Yemen
USAID Project(s) Evaluated <i>(Include project name(s), implementer name(s) and award number(s), if applicable)</i>	
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes No <input checked="" type="checkbox"/>
<p>If yes answered above, I disclose the following facts: <i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ol style="list-style-type: none"> <i>1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</i> <i>2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</i> <i>3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</i> <i>4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</i> <i>5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</i> <i>6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</i> 	

I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

Signature	
Date	June 17, 2014

Disclosure of Conflict of Interest for USAID Evaluation Team Members

Name	Dr. Ali Hassan Obaid Khalil
Title	Consultant
Organization	YMEP-Yemen Monitoring and Evaluation Project
Evaluation Position?	<input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team member
Evaluation Award Number (contract or other instrument)	RAN-I-00-09-0016
USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)	Community Livelihoods Project Creative Associates CA-10-00032
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<p>If yes answered above, I disclose the following facts:</p> <p>Real or potential conflicts of interest may include, but are not limited to:</p> <ol style="list-style-type: none"> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation. 	

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Signature	
Date	8/ 24, 2014

Disclosure of Conflict of Interest for USAID Evaluation Team Members

Name	Ameen Ahmed Al-Howaish
Title	Consultant
Organization	YMEP-Yemen Monitoring and Evaluation Project
Evaluation Position?	<input type="checkbox"/> Team Leader <input checked="" type="checkbox"/> Team member
Evaluation Award Number (contract or other instrument)	RAN-I-00-09-0016
USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)	Community Livelihoods Project Creative Associates CA-10-00032
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<p>If yes answered above, I disclose the following facts:</p> <p><i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ol style="list-style-type: none"> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation. 	

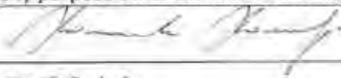
I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

Signature	
Date	24 Aug. 2014

Disclosure of Conflict of Interest for USAID Evaluation Team Members

Name	Hamouda Hanafi
Title	Consultant
Organization	YMEP-Yemen Monitoring and Evaluation Project
Evaluation Position?	<input checked="" type="checkbox"/> Team Leader <input type="checkbox"/> Team member
Evaluation Award Number (contract or other instrument)	RAN-I-00-09-0016
USAID Project(s) Evaluated (Include project name(s), implementer name(s) and award number(s), if applicable)	Community Livelihoods Project Creative Associates CA-10-00032
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<p>If yes answered above, I disclose the following facts:</p> <p><i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ol style="list-style-type: none"> 1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated. 2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation. 3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project. 4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated. 5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated. 6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation. 	

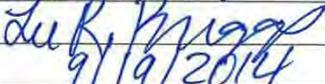
I certify (1) that I have completed this disclosure form fully and to the best of my ability and (2) that I will update this disclosure form promptly if relevant circumstances change. If I gain access to proprietary information of other companies, then I agree to protect their information from unauthorized use or disclosure for as long as it remains proprietary and refrain from using the information for any purpose other than that for which it was furnished.

Signature	
Date	06-17-2014

Disclosure of Conflict of Interest for USAID Evaluation Team Members

Name	Lee R. Briggs
Title	IBTCI Director of M&E
Organization	International Business & Technical Consultants, Inc. (IBTCI)
Evaluation Position	<input type="checkbox"/> Team Leader <input type="checkbox"/> Team member
Evaluation Award Number <i>(contract or other instrument)</i>	Contract no. RAN-1-00-09-00016
USAID Project(s) Evaluated <i>(Include project name(s), implementer name(s) and award number(s), if applicable)</i>	Performance Evaluation of the Education Component of the USAID Community Livelihoods Program
I have real or potential conflicts of interest to disclose.	<input type="checkbox"/> Yes No <input checked="" type="checkbox"/>
<p>If yes answered above, I disclose the following facts:</p> <p><i>Real or potential conflicts of interest may include, but are not limited to:</i></p> <ol style="list-style-type: none"> <i>1. Close family member who is an employee of the USAID operating unit managing the project(s) being evaluated or the implementing organization(s) whose project(s) are being evaluated.</i> <i>2. Financial interest that is direct, or is significant though indirect, in the implementing organization(s) whose projects are being evaluated or in the outcome of the evaluation.</i> <i>3. Current or previous direct or significant though indirect experience with the project(s) being evaluated, including involvement in the project design or previous iterations of the project.</i> <i>4. Current or previous work experience or seeking employment with the USAID operating unit managing the evaluation or the implementing organization(s) whose project(s) are being evaluated.</i> <i>5. Current or previous work experience with an organization that may be seen as an industry competitor with the implementing organization(s) whose project(s) are being evaluated.</i> <i>6. Preconceived ideas toward individuals, groups, organizations, or objectives of the particular projects and organizations being evaluated that could bias the evaluation.</i> 	

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Signature	
Date	9/19/2014