

Public Financial Management and Civil Service Practices in
Yemen's Education Sector

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Objectives of the study

The overall objective of this study was to focus on documenting actual/informal behaviors (and how these deviate from formal regulations) in

- teacher deployment and wage payments, and
- resource allocations to schools, most notably (i) text books, (ii) furniture, (iii) contributions/fees paid by the community..

As deemed appropriate by the consultant, other key issues that are deemed critical to enhancing public expenditure efficiency and educational outcomes in the sector were highlighted.

The study will serve as a key input to a Policy Note being prepared by a joint World Bank Poverty Reduction and Economic Management (PREM) and Human Development (HD) networks team to address the challenges for public financial and civil service management towards improving the efficiency with which public sources are spent in this sector and improving the quality of basic education service delivery. In collaboration with the Ministry of Education and other development partners in Yemen, the World Bank is currently engaged in review of expenditure flows, public financial management, and accountability in Yemen's basic education sector. There is an increasing recognition that public financial management (PFM) and civil service (CS) practices can have a profound impact on the quality of public education provision (including girl's education).

Methodology and Tools

The methodology of study consisted of two main steps: desk work and field visits. The desk work included discussions with PETS consultants in the WB country office in Sana'a and with some Yemeni officials and revision of available relevant documents. The review enabled the consultants to list a) the type of data needed to be collected, b) the sources of these data (for example, pay rolls, attendance sheets, timetables at the school level), and c) the manner of data collection. Accordingly,

- a comprehensive questionnaire was developed to collect formal data and practices from school headmasters and deputies at the school level (Annex 2). Shorter list of questions were developed to be addressed to officials at the governorate and district levels.
- An interview list was developed to collect informal data from teachers and students at the school level.

The purpose of the field visits was to gather the qualitative and quantitative data from the sources identified during the desk review.

At the central and governorate levels:

Interviews and discussions were made with key stakeholders: general directors of general education, personnel, projects and equipments, and officials at the office of Civil Service with particular attention for situations which affect women different from men. At the district level, interviews were made with district education offices, local councils, and individuals concerned with civil service management and public financial management.

At the school level:

While the consultant goes to the school administration room to review, copy and summarize information on school documents (school records, the monthly reports, attendance sheets, school time table, examination results, leave records), the male and female researchers spread out in the classroom and corridors to:

- conduct classroom observation to take notes on students' attendance / absence, textbook availability and condition, teachers' existence in classrooms and in the school, with a primary focus on attendance of girl students in class and the presence of female teachers.
- conduct informal talks with male and female teachers about how they spent their time in school, what they do in school, how they help each other (if applicable), how they get their salaries, and how they interact with the headmaster and male colleagues and whether they are aware (or perceive) any difference in treatment from their male colleagues in school or from government education officials.
- conduct informal talks with students about actual fees and other amounts paid to school and teachers' regular/irregular attendance, with special attention for girl students.

Selection of governorates and districts

Of the 21 governorates, three were selected reflecting the diversity of educational management capacity and outcomes. They were Taiz, Hajjah and Abyan. They enrolled 20% of total basic schools students in 2004/2005. Enrollment in Taiz is the highest (10.7%) and total number of students is double than the average. Hajjah comes in the second place (6.6%) and total number of students is just above the average. Abyan comes in third place with a total number of students below the average.

Governorate	Enrollments at MOE basic schools 2004/2005				
	Males	females	Total	% of Enrolment	% females
Abyan	50,911	33,567	84,478	3.3 %	39.7
Taiz	160,971	115,772	276,743	10.7 %	43.2
Hajjah	107,661	62,001	169,662	6.6 %	36.5
Nationwide	1,609,959	978,627	2,588,586		
Average			123,266		

These governorates has more than (22.9%) of the existing teaching force in basic schools. Taiz has the largest number of teachers (10.5%) and Abyan the lowest (5.8%).

Governorate	Number of teachers by gender 2003/04				Pupil-class	Pupil-teacher
	males	Females	Total	%		
Abyan	3793	2026	5819	5.8	29.1	14.7
Taiz	8423	2039	10462	10.5	35.0	26.5
Hajjah	5760	861	6621	6.6	23.0	24.6
Nationwide	78722	21197	99919	22.9	29.1	25.8

Districts and schools:

The majority of the population in Yemen depends on agriculture and the informal sector for their livelihood, with some 76% of the population living in rural areas (WB PAD/BEDP 2004). In attempt to relate rural allowance with level of district toughness, the government has classified the rural areas into seven main levels, and teachers get wage top-ups ranging between 30% (for those who work in districts that lie within level one) and 60% of their basic salary (for those who teach in district that belong to level 7).

Governorate	Urban Areas	Rural Districts						
		1	2	3	4	5	6	7
		30%	35%	40%	45%	50%	55%	60%
Taiz	1				1	2		
Abyan	1	1				2		
Hajja	1	1		1	1			
Total	3	2		1	2	4		

The selected districts and schools reflected the urban / rural and level of difficulty or rural allowance as shown in the following chart. Twelve districts were selected: three urban and nine rural. In each district 1-2 schools were randomly selected. A total of 16 schools were selected in the three governorates.

Why carry out Public Expenditure Tracking Surveys (PETS)

Most developing countries are facing increased demand for evidence on efficiency and quality in service delivery.

Conventionally central government budget allocations are used as indicators of the supply of public services. It has become increasingly clear, however, that budget allocations can be poor predictors of the actual quantity and quality of public services especially in countries with poor governance and weak institutions. This conclusion is supported by the weak relationship between public spending and growth and social development indicators in cross country analysis. The ability to diagnose and measure problems of service delivery within the public and private delivery systems is a pre-requisite to designing policy reforms and institutions to improve service delivery. Public Expenditure Tracking Surveys (PETS) assess the leakage of public funds or resources prior to reaching the intended beneficiary.

PETS aims to answer questions, for example, what are the factors that determine how effectively public funds flow through the administrative and budgetary system and ultimately reach teachers and schools, and what determines how effectively those resources are combined with other inputs at the school level to generate education outcomes. Another question that PETS answers is how variation in institutional arrangements correlates with variation in service delivery outcomes. Through the survey, facility or school surveys “downstream” are linked with household surveys thus enabling analysis of the effect of school/facility characteristics on household behavior and outcomes.

The two key questions in public policy today are: a) why does the level of public expenditure on average have such a limited effect on human development outcomes? and b) what can be done to improve performance? Possible reasons for the above may include:

- Governments may be spending on the wrong goods or the wrong people;
- Sometimes when governments spend on the right goods or the right people, the funds fail to reach the frontline service provider;
- Incentives to deliver a high quality product or service are often missing. Even when the money reaches the primary school or health clinics, the service providers may be poorly paid and ineffectively monitored. Clients have limited information to enable them to hold service providers accountable;
- Even if the services are effectively provided, households may not take advantage of them. This “demand side” failure often interacts with the supply side failures to generate a low-level of public services outcomes among the poor.

4. Policies and Practices of Teacher Deployment and Wage Payments

4.1. Down-top (Cumulative) Planning

4.1.0 Section Overview

This section discusses informal as well formal practices of the down-top process of requesting new teacher posts at the school, district, governorate and central levels. To get a complete picture about teacher deployment, the section starts with a description of the means school headmasters use to stabilize their schools and get as many teachers as possible.

At the school level Headmasters receive unified directives and forms from department of general education to determine their needs for new teachers. They try not to decrease current schools size through a) increasing the number of classrooms, using double shifts, and keeping closed schools open. In such situations, headmasters define all needs, specify what is available and request the remaining shortage. Headmasters submit their needs to the district education officer and are responsible for the accuracy and the correctness of the data.

At the district level Once received, district education officers review, approve and accumulate the schools' requests into an integrated district educational plan and send them to the governorate education office.
The role of the DEO seems to be less in the down-top planning issues.

At the governorate level The DEOs submit requests for new teaching posts to the department of general education at the GEO. Officials at the department of general education use data on available teachers of the current year as base for calculating the needs for new posts in the next year. They use a fixed percentage of growth (that ranges between 5% and 10%) and then mathematically count the required teachers for the next year by gender, level, qualification, and by specialization. This means that the preparation of governorate needs plans does not reflect actual needs.

The process of editing and revising district plans continues for a period of time and finishes by the development of a governorate need plan for new teachers that will be submitted to the general education sector in the central MOE.

Governorate needs plans of teachers tend to ask for a very high number of teachers, because they try to get as many possible. The need for teachers of grades 1-6 was grater than the need for teachers for grades 7-12. Of the needed teachers for grades 1-6 teachers, only male (no female) teachers were required.

At central MOE All governorate needs plans are reconciled into one national teachers need plan

4.1.1 At the school level

The process of requesting new teacher posts begins once a letter of directives from the MOE general education sector is received by the governorate education office (GEO). These directives get forwarded to the District Education Offices (DEO) then to the schools' headmasters. The schools' headmasters, new and old, determine their needs of new teachers by gender, level and specialization on the basis of number of students, classes, classrooms, and school shift. School need plans are then sent back to the district education office..

Headmasters follow similar practices in determining the required number of teaching force needed. They define all needs of teachers (not according to the existing guidelines, but to their own norms), specify what is available and request the remaining needs (usually called teacher shortage). The similarity stems from the fact that they use unified directives, tools, forms and procedures as sent from the MOE general education officials in Sanaa.

When they calculate the need for teaching force according to unified forms and procedures, headmasters try not to decrease current school size with whatever number of teachers are available and to benefit most from any new teachers (new hiring, transfer or redeployment) they may receive or obtain. Various developments, historical, political and educational factors (the unification of Yemen and the merging of the religious institutes into the general stream, for example) have led the establishment of the current situation, size and form, of each school. Field visits showed that headmasters use different ways to maintain schools' current situation. Some of them include a) increase number of classes (decrease class size), b) use of double shifts, c) keep schools which are replaced by school buildings as two, and d) keep schools open which were decided to be closed. Following are discussions of some of these means.

Increasing the numbers of classes

The class is defined as a group of students who receive learning from the same teacher at the same time. According to this definition, the grade may consist of some classes in case a large number of teachers and pupils are available. This is one of the characteristics of city and urban area schools. The class may consist of many grades in case the numbers of available teachers and pupils are limited. This refers to the multi-grade schools which characterizes rural and remote schools.

There is not always a correlation between class size and students' learning achievement. Pupils in crowded classes may achieve high marks. The contrary may happen in small classes where pupils may achieve moderate. The matter depends on teacher's use of the classrooms and of the teaching methods.

Table 1 shows the number of students, teachers, classes, classrooms, and the ratios of pupils per class and per teacher in the sampled schools which the consultant visited. The table shows that the numbers of classes the sample schools tend to be high regardless of the size of the school. Class size ranges between 17 and 63. Class size does not vary much in Taiz, where its average is 45 students per class. Yet it varies from one school to another in Hajja where it ranges between 17 in rural areas and 41 in urban areas.

Table (1) Numbers of students, teachers, classes, classrooms, and the ratios of teachers per class and pupils per teacher.

School	students	teachers	classes	Shifts	rooms	Pupils/ class	Teacher/ class	Pupil / Teache
1	1753	70	32	2	17	54	2	25
2	893	47	20	2	14	44	2	19
3	1772	85	28	1	14	63	3	21
4 Girl	432	19	8	1	8	54	2	23

5	698	19	13	2	10	53	2	37
6	937	59	35	2	25	27	2	16
7	1088	48	34	2	21	32	1	23
Taiz	7573	417	170		109	45	2.5	18
8 Girl	1196	80	29	2	28	41	3	15
9	516	16	15	2	12	34	1	32
10	135	4	8	2	6	17	.7	34
11	335	26	12	2	6	28	2	13
Hajja	2182	126	64		52	34	2	17
12 Girl	907	74	21	2	12	43	3.5	12
13	450	24	14	1	24	32	1.7	19
14	1026	48	31	2	17	33	1.5	21
15 Boy	407	29	9	1	9	45	3.2	14
16 Boy	348	36	12	1	12	29	3	9
Abyan	3138	211	87		74	36	2.4	15

The average ratio of teachers per class period is two. This ratio varies from one school/governorate to another. For each individual class/classroom, there are two teachers in Hajjah, and two teachers and a half in Taiz and Abyan. This indicates surplus in teachers. Two teachers undertake the tasks of one, sharing the same teaching load while each one receives a full wage. All teachers in these schools were teachers of grades 1-3, general teachers of grades 4-6, and subject teachers of grades 7-12. There were no multi-subject teachers except in one school, which is school number 10 in the table. .

The ratio of teachers per class (T/C) directly affects the ratio of pupils per teacher (P/T). The number of pupils per class will be divided between / among the teachers available for the class. If the T/C ratio is high, the P/T ratio will be in consequence low and visa versa. In Hajjah, the number of pupils in front of the same teacher tends to be small (13 and 15) in the schools which have high ratio of teachers per class (2 and 3) and tend to be high (34 and 32) in the multi grade schools which have low T/C ratios. (0.7 and 1).

Using double shifts

The use of double shifting is a prerogative for the school' local community and is usually initiated by schools' headmasters but has to be finally approved by the DEO. Schools' headmasters use the operations of school buildings for two shifts to justify their request to keep the available teaching force and for new teachers especially when the number of classes exceeds the number of existent classrooms in the school. Table 1 above shows that most of the sample schools visited operate two shifts. The second (evening) shift is usually used for teaching girl pupils or for teaching pupils of grades 3-6 or 4-8 if it is a basic-secondary school. This means secondary students study in the morning and basic students study in the afternoon. This is a social attitude that gives priority and preference to the older over the younger. The large numbers of enrolled pupils necessitate the use of double shifts. Yet the consultants had noticed in the field visits that while schools provide data on separated classes for boys and girls, tend to merge boys and girls in coed classes in one shift particularly in rural areas where learning time tends to be shorter and gets affected by physical and social factors such as rainy seasons and distance of the pupils' houses from schools. This negatively affects girls' education and drives girls to stop schooling as they grow older and reach higher grades -5 and up.

Box 1

Girls' Education

As table 1 above shows, out of the 16 schools, there were three girls' schools and two boys' schools. The remaining 11 schools were mixed schools. One of the girls' schools (school 4) is

a rural school, the other two (schools 8 and 12) are urban schools. These female schools have the highest teacher per class ratio.

Female teachers represented about 25% of the teaching force in the mixed schools in Taiz and Abyan, and so the proportion of girl pupils was high in these schools. In Hajjah, the mixed schools were staffed with only male teachers and had the lowest number of girls.

From the field visits, the consultants concluded that female teachers and separate schools are important for girls' education. This is consistent with previous literature findings.

Keeping closed schools open

Some of the schools are new. Some of them had been established long time ago. The old schools started to work in old houses built of clay or mud and stones and were provided with teachers and furniture. In later years, the government constructed a new building for the school in addition to the old one. The new building is considered a new school and is provided with new teachers in addition to the previous teachers. Being a new school means that there will be opportunities for recruiting local individuals as teachers. The name of an existing school may be changed for one reason or another and the new name will be considered a new school and will be provided with new additional teachers.

The consultant observed this in the three governorates. In Taiz governorate, for example, one of the school (say School a) started working in the middle of the sixties in an old building which still exists in poor condition (broken grounds and windows, cracked walls and split roofs). Then the government expanded the school by adding a new building, it was named (School A for Girls) and another building was added in the same location and was named (the Evening School of A). Another school, in Hajjah, started with an old building. A new building of six classrooms was constructed on a close location. The two schools were merged together and the newly merged school was given a new name different for the previous ones. The problem here is that while the number of teacher increases, the number of students stays the same. In other words, the new additional teachers will be teaching the same group of students, thus lead to an unjustified surplus of teachers.

In such situations, school headmasters specify their needs of educational services (teachers, buildings as additional expansions or rehabilitations, textbooks and furniture) and submit their needs to the district education offices. A school headmaster may request for hiring new teachers or transferring teachers from or to school, or reemploy of teachers who stopped teaching for a period of time. He/she may ask to assign some of the teachers to work as school administrators. They also report data, statistics and results through filling various forms the most important of which are the examination results and the monthly report which includes data on the size of school, school personnel, and the monthly salary deduction due to unapproved absence. School headmaster are usually responsible for the accuracy and correctness of the school data and needs .Once received, District education officers review, approve and accumulate the schools' requests into an integrated district educational plan and send them to the governorate education office.

4.1.2 At the district level

A DEO is a miniature of a GEO. It is considered a focal coordination point between higher administrative levels and schools. DEOs gained more importance and control and became the executive managers of education at the district and school levels as a result of implementing the local authority law in 2002 which considered each governorate as a local government. The role of the DEO seems to be less in the down-top planning issues. Yet it plays a crucial and substantial role in the top-down planning aspects: receive and provide revenues (for local authority, central MOE), determine and allocate projects and equipments, redeploy the teaching force, and assign school administration. This role influences on the efficiency and quality of delivering the education services (for more details see section 4.3.2 of teacher deployment)

4.1.3 At the governorate level

The DEOs submit requests for new teaching posts to the department of general education at the GEO. Officials at the department of general education use data on available teachers of the current year as base for calculating the needs for new posts in the next year. They use a fixed percentage of growth (that ranges between 5% and 10%) and then mathematically count the required teachers for the next year by gender (males, females) , level (basic 1-6, basic 7-9, and secondary 10-12), qualification (bachelor/ diploma), and by specialization (mathematics, science, English, etc) . This means that the preparation of governorate needs plans does not reflect actual needs and that Basic Education Development Strategy has not been able yet to influence the ongoing practices.

The practices of general education officials vary as they differ in their reactions to district plans, in their administrative backgrounds and in how good their relations are with directors of the DEOs. Some of them return the data and plans to the DEO directors to amend them or they amend them by themselves on the basis of available data and information. The process of editing and revising district plans continues for a period of time and finishes by the development of a governorate need plan for new teachers that will be submitted to the general education sector in the central MOE. Governorate needs plans of teachers tend to ask for a very high number of teachers, because they try to get as many teachers as possible. For example, table 2 shows the numbers of teachers (by gender and level) by Taiz, and Hajjah governorates for the year 2005/2006.

Table (2) Summary of the need plans of Taiz, and Hajja governorates for 2005

	Teachers of grades 1-6			Teachers of grades 7-9			Teachers of grades 10-12			Total		
	M	F	T	M	f	T	M	F	T	M	F	T
Taiz	2814	0	2814	1566	507	2073	834	492	1326	5214	999	6213
Hajja	5571	0	5571	750	78	828	195	82	277	6416	160	6576
Total	8385	0	8385	2316	585	2901	1029	574	1603	11630	1059	12789
%			65%			23%			12%	91.7%	8.3%	100%

The table shows that the number of teachers demanded for grades 1-6 is higher than the number of teachers demanded for grades 7-9 and 10-12. Taiz needs more than half (54 %0) of the new teachers to be teachers of grades 1-6 and Hajja needs 84% of the new teachers to teachers for grades 1-6. This can be explained. The education system faces a rapidly expanding population (3.5%) and its internal efficiency is low. This leads to high enrolment rates (large numbers of pupils enroll) in the lower grades due to high population growth and the number of pupils decreases, particularly girls, as they get promoted to higher grades due to high rates of repetition and drop outs.

Box (2)

Provision of teachers, **namely female teachers**

1. Table (2) shows that no female teachers were demanded for grades 1-6, only males were. Most probably, teacher needs are in rural schools where it is unattractive for female teachers. Eight (8.3%) of the 12789 required new posts for grades 7-12 in Taiz and Hajjah were allocated for female teachers.

2. Here a problem related to “the concept and definition of the qualified teacher” emerges in the field. The qualified teacher is the one who carries the academic and educational qualification which is equivalent to the level, grades and the school subjects to be taught. He/she must be prepared in a school of education (grades 7-12) or in a pre service teacher institute (grades 1-6). The level of teacher preparation correlates with the level of salaries and wages. If qualification increases, salary increases and as result cost of education increases too. Here lies the problem.

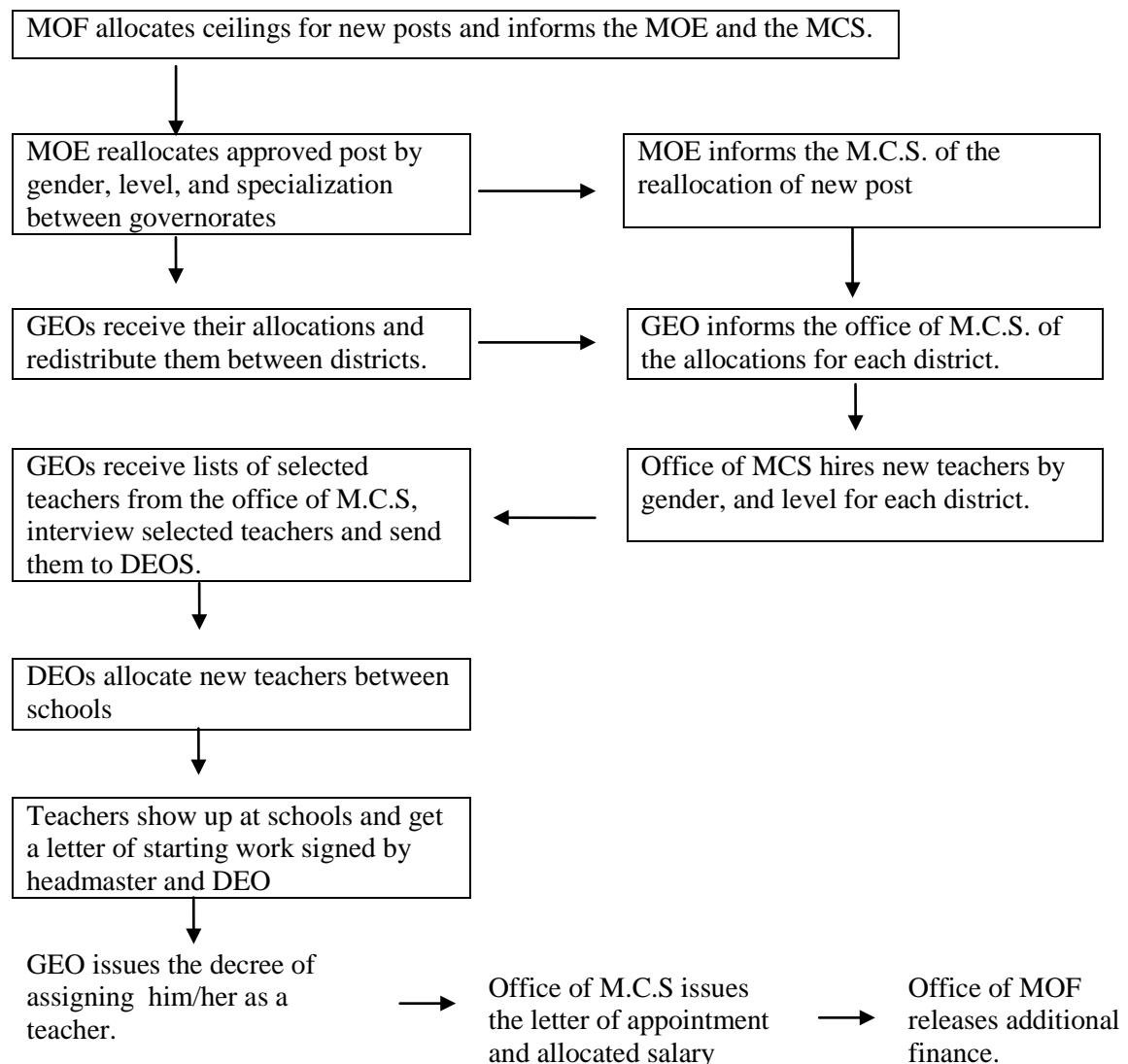
The qualified teacher for grades 7-12 in Yemen must be a graduate of a faculty of education. These graduates are available in large numbers because of the wide spread of faculties of education (there are nearly 30 faculties in Yemen) and represent more than 50% of total university graduates. The qualified teachers for teaching 1-6 are *legally still* the graduates of pre service teacher institutes. Currently no TTIs are serving as pr eservice institutes, but TTI graduates from previous years are still hired for grades 1-6.

We have seen above that more than 54% and 84% of new teaching posts required by Taiz and Hajjah governorates were for teachers of grades 1-6 who are supposed to be TTI graduates. DEO directors in their talks with the consultant during the field visit expressed their concern over this problem. While they need more teachers for grades 1-6, they feel uncertain of what to do with the teachers with university degree whom they receive. What is needed here is to reformulate and redefine the concept of qualified teachers to cope with and reflect the changes that happened in the teacher provision system.

4.2. Top down planning.

4.2.0 Section Overview

This section is concerned with the process of teacher deployment and wage payment from the central level down to the school level. The following flowchart presents the top-down process.



4.2.1 At the Ministry level

The need plans of new posts for teachers come from the governorates to the general education sector in the MOE. Here the actual planning process begins. It starts once the MOE receives the approved ceiling of new teacher posts from the Ministry of Finance. The list of approved post ceilings is circulated to the Ministry of Civil Service too. The MOE tends to reconcile the number of requested new teacher posts by each governorate with the approved number by MOF for each governorate. MOE then informs each governorate with the approved number of teaching posts distributed by gender, level and specialization. The MSC and the Ministry of Finance and their offices at each governorate are also updated with the same information. Once they receive this information, each governorate starts the processes of hiring, assigning and deploying of new teachers. The governorate Civil Service office is responsible for the hiring procedures, the GEO for the assigning procedures and the DEO for deploying new teachers among schools.

Box (3)

Approved new post and the share of female teachers

The approved posts allocated for the MOE in the year 2005 were (5,361). Of these, 3,321 posts were for the graduates of the faculties of education, (160) for other university graduates, (1,323) for diploma holders, and (557) for general secondary graduates. The MOE redistributed them between governorates. Taiz governorate received 310 new posts, Hajja governorate received 285, and Abyan received 200.

Table (3) Approved new posts for Taiz, Abyan and Hajja by level (qualification) and gender for the year 2005

	University degree			Diploma			Secondary	Total
	M	F	T	M	F	T	T	
Taiz	140	90	230	-	-	80	-	310
Hajja	171	29	200	68	7	75	10	285
Abayn	Na	Na	125	Na	Na	55	20	200
Total			555			210	30	795

It is notable that what is approved for the governorates and districts is considerably less than what was requested, because it is just artificially inflated. Taiz requested 6213 new posts and got only 310. Hajja asked for 6576 teachers and obtained only 285. It is also notable although the two thirds of governorate needs are for teachers of grades 1-6 (diploma graduates), the MOE allocates most of the new posts for teachers with university degree who are supposed to be teachers of grades 7-12 because there are no new TTIs graduates any more.

Share of the female teachers

The share of female teachers with university degree in Taiz was 90 (39%) of the allocated new posts and 29 (15%) in Hajjah.

4.2.2 At the governorate level

Reallocation of approved posts. Directors of GEOs specify job requirements and qualification and reallocate new teachers posts among districts by gender, level and specialization according to each district's plan of needs, to the governorate budget committee and to special imperatives and directives.

The office of civil service is notified by the director of GEO to start hiring teachers and calculate salary and benefits.

Teacher Hiring

The hiring process is laid down by the prime minister's decrees No 40 of 1999 and No 138 of 2003, and the Minister of Civil Service decree No 52 of 2002. These decrees and their amendments state the points and criteria for nominating and selecting candidates for public posts in each administrative system, the computerized procedures and steps for selecting candidates with the highest points form the pool of applicants within each specialization and for each administrative division district, governorate, and at the national level. (For more details, see annex 1).

The Civil Service Offices in Taiz, Hajja and Abyan started selecting employees as teachers as per its criteria and data base for each district form the pool of applicants who applied for the teaching posts. They usually select candidates without the participation of MOE. The selected teachers are asked to submit their documents to GEO to get it reviewed if candidate qualifications meet the required qualifications.

Box 4

Applicants to fill the teacher posts

Table (4) below shows the number of applicants applying for job vacancies, the number of applicants with university degrees and diplomas and the number of allocated teaching posts.

Table 4:

	Total of applicants				Bachelor				Diploma			
	M	F	T	Posts	M	F	T	posts	M	F	T	Posts
Taiz	9726	6819	16572	550	1883	2643	4515	229	2490	1645	4135	86
	59%	41%		3%	42%	58%		5%	60%	40%		2%
Hajja	2181	292	2473	486	598	107	705	200	950	52	1002	75
	88%	12%		20%	88%	12%		28%	95%	5%		8%
Abyan	2072	1296	2368	243	523	662	1185	125	859	332	1191	55
	45%	55%		10%	44%	56%				28%		
Total	13979	8407	21413	1279	3004	3403	6405	554	4299	2029	6328	216
%		39%		6%		53%				32%		

- 1- There were a total of 21413 applicants from different faculties and specializations, 8407 (39%) of them were female applicants. Females represented 41%, 12% and 55% of total applicants in Taiz, Hajja and Abyan respectively.
- 2- The 21413 applicants were competing for 1279 job vacancies. The allocated vacancies for the three governorates fulfill an average 6% of total applicants. This averages ranges between 3% in Taiz and 20% in Hajjah.
- 3- Of the 1279 job vacancies, 770 (60%) vacancies were allocated for teachers with university and diploma degrees.
- 4- The 6405 applicants with university degree and 6328 with diploma, representing 59% of total applicants, were competing for the 770 new teacher posts.
- 5- More than half of the applicants with university degree applying to be teachers are females. Females were 58% and 56% of total bachelor holders in Taiz and in Abyan. They were only 12% in Hajjah.

Comments on the hiring mechanism

The hiring procedures aim at selecting the best candidates from the pool of applicants and are characterized by transparency and objectivity. Yet they are not flexible and don't respond to urgent needs. In other words, they don't aim at selecting the most suitable one. Instead they may be considered as a doorway for manipulating job seekers' needs and blackmailing. (Various persons at different levels and bodies may give any applicant the false impression that he/she will be employed in return for a fixed sum of money. Driven by the need to get the post, the applicants have to pay for these illusive promises). Overall, they reflect the existing units and specializations and fail to lead to improvement or development in such a way that responds changing needs.

Employment is based on the concept that the job is a social right for the local natives of each district and governorate regardless of the required specialization or level of education. Therefore, the requirement and criteria of nominating and selecting candidates are limited to local natives and do not allow for candidates from outside the district or governorate to compete. If a teacher of English or Math is not available in the district, a teacher of History or Geography will be hired instead. (This may be specific to these governorates because of high numbers of graduates in recent years and may be different in other governorates).

Getting the required qualification (bachelor or diploma) is a condition for getting the job. The qualified candidates exist in the cities and urban areas. Therefore, the office of civil service finds it difficult to provide rural and remote schools / areas with qualified teachers and with female teachers. This problem can be easily solved through letting rural and remote areas hire or contract the most suitable native male or female candidate. It is worth mentioning here that the MOE has already formulated a new decree that links the teacher post to the school rather than to the person. The Cabinet endorsed the decree in May 2006.

Hiring based on the CSM criteria and database inflates the number of teachers without actual need, and allows for employing teachers with qualifications and specializations that are not actually needed, and leads, in return, to actual shortage for teachers in some specialization and in rural areas. In this respect the evaluation reports of the Ministry of Civil Service (2004) indicate that

1. Governorates / districts hire persons who are not among applicants.
2. Governorates / districts hire the less qualified and disqualify the qualified
3. Governorates / districts move posts from a higher level (a degree) to a lower one (diploma) regardless of specialization.
4. Governorates / districts hire persons in non-required specializations even though required specializations are available.

The reactions to these findings are now being assessed and summarized in the evaluation report 2005.

Teachers Appointment

Governorate Education Office forms a selection committee to supervise the procedures of on selecting and interviewing the candidates nominated by the civil service office. The applicants are asked to submit their documents to the education office in Taiz governorate (in Hajja the applicants submit their documents to the civil service office) to review and verify that they fit the required conditions and specifications. The assigning process lasts for a period of 3 to 4 months, usually from September to December. This period is spent

- for the desk work at the GEO to send the teacher to the district for which he/she was hired,
- for the office work at the DEO to send the teacher to a particular school,
- showing up at the assigned school and getting a letter of carrying out teaching from the school headmaster,
- getting back to the CEO and then to the GEO who will issue the administrative decree of assigning him/her as a teacher,

- getting back to the civil service office to issue the letter of appointment (Fatwa) and deserved salary (rural allowances are not included at this stage),
- sending all documents including the administrative decree and the (Fatwa) to the governorate Finance office to release the financial additions, and
- GOE department of personnel accumulates all original documents in a file and sends it to the MOE personnel department to be included in the MOE personnel database.

The department of personnel complains about lack of resources which hinders it from keeping quick and continued communication with the MOE and this in turns delays the entering of new teachers' data into the computerized database.

The role of the general education sector at the Ministry and general education department at the governorate level ends up with sending newly appointed teachers to the district education office. Due to limited resources, the department of general education fails to monitor teachers' deployment between schools or control teachers' transfer between schools within each district.

Box 5

Teachers' appointment process at the GEO:

1. The education office receives list of the candidates who were nominated by civil service office. The applicants must prepare and provide original documents and three authenticated copies (in Hajja the applicant submit the original file to the civil service office).
2. Candidates submit files (one original and three copies) to the personnel department the GEO. Candidates in Hajjah keep the files with them.
3. The selection committee interviews the candidates, and sends them to the general education department. The department records down the main information and signs a letter of teacher forwarding to the director of education in the district in which he/she is hired.
4. The district education officer distributes new teachers among district schools; the teacher goes to the school for which he/she was hired, to start work, and returns back with a letter of starting work assigned by headmaster and then by the district education officer.
5. The teacher delivers the letter of starting work to the department of general education for registration and final approval. The general education department then informs the department of personnel. Based on the letters of starting work paper and of employment, the education office in Hajja issues the administrative decree of assigning him/her as a teacher and then him /her to the civil service office to issue the Fatwa /appointment letter. Whereas GEO in Taiz attach the letter of starting work with a copy of the original file and sends them officially to the civil service office to issue the Fatwa. Once the fatwa is obtained, the GEO issues the administrative decree.
6. The civil service office issues the appointment letter and allocates salaries and allowances, except the rural allowance; the teacher has to come back after one year of starting teaching during April and August of every year to request for his/her rural area allowance. (The civil service grants the national number for the new teachers to be keyed into the payroll.)
7. The governorate education office sends appointment letter, letter of commencement, the administrative decree and a copy of the file to office of Finance to issue and release

deserved salary and allowances.

8. After Financial confirmation the department of personnel affairs in Hajja receives two authenticated copies of the applicants' files. It keeps one and sends the other along with data entry form the MOE to be keyed into the salary database.

Salary cycle

1. The GEO receives financial addition distributed according to districts.
2. The GEO delivers financial addition to the districts to prepare pay rolls
3. Pay rolls are prepared in the central MOE.
4. schools submit the names of absent teachers to the district.
5. district submits the names of absent teachers to the GEO.
6. the information system department sends deductions to the computer in the central MOE.
7. the pay roll is issued by the name of each school
8. the pay roll is sent to GEO and then to the DEO
9. the district office of education prepares the monthly summary of the salary and deliver it to its account unit
10. the account unit of the DEO issues the cheque assigned by the director of the office of Finance and the director of the district.

4.2.3 Teachers Deployment at the district level

The director of DEO is responsible for allocating new teachers between different schools, transferring teachers between schools, assigning school administrators, and plays important role in assigning school headmasters in coordination with the director of the local council of the district. Transfer procedures allow for a teacher to move out, in person, from a school to another and his/her name remains on the records and pay roll of the school that he/she moved out from. Therefore, names of the personnel on the school records (log book or the monthly report) do not match with their names on the school pay roll. Directors of DEO do not immediately inform the GEO of any decisions they make relating to teacher transfer and communicate with school headmasters through paper writing or telephone calls.

As a result, teaching force keeps moving and changing at the school level without being forwarded to be recorded at the GOE official records. Teacher transfer between districts is related to switching of salary. Transferring the salary of a teacher from one district to another is done centrally and needs to be approved by the GEO. Teacher transfer between districts is therefore limited and is done based on special circumstances.

Box 6

Rural Allowance

The Prime Minister issued the decree No 120 of 1999 concerning the amount of rural allowance for those who included and covered by the Teacher Law. The decree divides the rural areas into seven main levels, and teachers get wage top-ups ranging between 30% (for those who work in districts that lie within level one) and 60% of their basic salary (for those who teach in district that belong to level 7). The decree specifies the districts/areas within each level and the districts out side the seven levels where teachers should not be given rural allowances.

The specific amount of rural allowance is linked to the districts within each level. If the teacher is a native resident of the district, he/she is entitled for the amount. This amount should be canceled if a teacher transfers from the district for which he/she was given that allowance. He/she should be given the approved mount for the district/area that he/she transferred to.

Due to continuous teacher transfer, this right is misused in practice and hence does not achieve its main objectives: encouraging teachers and stabilizing the teaching force at the school and district level. The previous and the following sections illustrate how rural wage top-ups are misused.

Salary delivery / cashing procedures

Here the cycle for a school year ends and begins a new cycle for a new year. Directors of DEOs tend to allocate teachers to a) schools which have a surplus in teachers, b) schools located on main roads which can be easily reached, and c) lower instead of the higher grades.

Following commencing teaching duties, the process of preparing and cashing deserved financial rights for the new teachers starts and takes 3-4 months to be completed. Newly assigned teachers usually lose salaries for three months (September, October and November) and receive their salaries for January, February and March by the end of March. At the beginning, their names will be keyed into the pay roll of the district office for a period of time. This period varies a lot. One of the DEOs directors in Hajjah said that all the teachers that were appointed in 2004 and 2005 were still recorded on the district pay roll. The problem here is that no body knows who are of these teachers are really working at schools and that teachers have to leave their schools for one to two days every month to get their salaries from the district salary cashier.

The district salary cashier withdraws in cash the salary amount for the district from the Central Bank branch in the governorate (except in Tiaz City where salary payment is conducted by bank transfer to teachers through the post office). He then distributes cash money to individual teachers or to the school headmasters or cahiers (a school may assign one of its teachers to receive the cash money for who is available).

In their informal talks with the consultant, a large number of female and male teachers indicated that they do not know the exact amount of their salary because they never received the same amount in two successive months. They explained that they are used to have salary deduction due to penalties including penalties for days of absence from schools and government approved donations. In one of the schools in Hajjah, the consultant found that

- school teachers and personnel agreed that the district salary cashier deducts 200 Rials from each person's salary in return for bringing and cashing the salary amount to schools.
- teachers indicated that the cashier misuses that agreement by deducting larger amounts ranging between 400 and 600 Rials from the salary of each teacher. The strange thing is that deduction is done whether he goes to the teachers in schools to cash salaries or teachers go to him at the district office to get the salary.
- the cashier deliberately postpones cashing the salary particularly on occasions or at the end of the school year. Driven by the need, teachers accept larger deductions for getting their salaries. One teacher indicated that 2000 Rials were deducted on one occasion. Another one 2500 Rials.
- teachers stated that they don't see the payroll at all or sign in front of their names because they usually sign on a list which the cahier prepares himself. This happened in Taiz too, except in Taiz city where teachers get their salary from the post office.

4.3. At the School level: Hot issues

In this section we will throw light on the nature of availability of personnel and teachers in the existing schools and focus on some of the hot issues. As we have seen in the beginning of the report that for each individual class/classroom, there are two teachers per class in Hajjah, and two teachers and a half in Taiz and Abyan. Two teachers undertake the tasks of one, sharing the same teaching load while each one receives a full wage. This supports the prevalent belief among officials that there is surplus in teachers. Some teachers do not teach or undertake any administrative assignments and do not show up at schools at all. Such teachers are called ghost teachers. Officials and educationists also think that the level of teachers' absence from schools is high. Following are discussions of a) existence of ghost teachers, b) teachers' absenteeism, and c) teachers' behaviors in schools.

4.3.1. Ghost teachers

This section presents quantitative and qualitative (anecdotal) data that indicate the existence of ghost teacher as a significant problem that affects the efficiency of public expenditure and educational outcomes in Yemen.

The quantitative data:

The following table, table (5), shows the numbers of school personnel on the Payroll and on the attendance sheet in the sampled schools.

Table:

School	Number of personnel		
	Pay Roll	Attend Sheet	Difference
1	88	86	2
2	*45	49	-4
3	110	107	3
4 Girls	16	21	-5
5	22	19	3
6	72	65	7
7	55	50	5
8 Girls	102	95	7
9	12	18	-6
10	Na	4	-4
11	33	31	2
12 Girls	79	86	-7
13	34	28	6
14	59	52	7
15 Boys	22	32	-10
16 Boys	56	44	12
Total			

* the school received 5 newly assigned teachers this year 2005/06.
They were not on the payroll yet.

The table shows that the number of school personnel on the pay roll is higher than their number on the attendance sheet in most of the schools. In these pay rolls there were a total of 54 persons who do attend

to sign on the daily school logbook. It means that on average there are about 3.3 (54/16) ghost teachers in each school. This average ranges between 2 ghost teachers in school No 1 and 15 in school No 14.

Anecdotal data:

The female research assistant held informal talks with female teachers and the male assistant with the male teachers. While the consultant meet the school headmaster and other administrators in the school administration room to review school records and collect formal data, the research assistants spread out in the school, got into the classrooms, sat and talked with teachers in the classrooms or in the corridors. They used to spend about two hours in each school. This time was not enough for teachers to feel free to tell what they want to tell. They looked reluctant and uncertain of the research assistants. Yet, some of them made general remarks and statements. The male researchers noted down that teachers confirmed that the existence of ghost teachers in most of the schools and that “only two thirds of the school teaching force undertakes the teaching load in the school and the rest do not teach and do not appear in the school, and yet get full salaries, may be higher salaries than ours”.

In a female school, ten female teachers were informally interviewed:

- nine of the teachers confirmed that some of the school teaching force do not have any teaching load and do not appear in the school at all,
- one teacher noted that some teachers got married and were transferred to other school/areas and their names were still recorded on this school’ records and pay roll,
- Another teacher noted some teachers are assigned as “a librarian or cleaning woman” and they never show up in school yet have their names on the pay roll,
- When was told that all the names did sign on the attendance sheet, one teacher responded that attendance sheet are usually prepared for visitors, guests and inspectors. Another one said it is not difficult to write down names on the sheet and let some one signing for multiple individuals.

Box 7

- It happened that Yemen Times magazine surveyed the existence of fraud teachers on May 8,2006 in Sanaa governorate. The report quoted a teacher as saying “half of salary goes to the head of the educational center in return for my not doing my duty as a teacher”. Another teacher was quoted saying “I know of heads of local councils who share the salaries of teachers who are excused from work. Also, I know of a head of an educational center who shares the salary of twenty teachers.

Note:

If data show that there is a surplus in teachers, does it mean that there is no teacher shortage? On the contrary, in their talks with the consultants, headmasters and directors of DEOs expressed a severe shortage for teachers (in specific subjects not in totals). In Taiz there was a shortage for teachers of grades 1-6, while in Abyan there was a shortage for teachers of Math and English. In fact in one of the schools in Abyan, students of grade 12, both boys and girls, said that they did not study Math and English at all and that the headmaster promised to help them during the national general secondary examination. It is worth to mention here that this school was closed for two months during the first semester. There were unsolved problems between the governorate education office and the landlord who donated the land for the school. Therefore, the school got closed.

There is an ongoing project of introducing biometric registration, but it is still at the stage of preparation and is not operational yet.

Teacher absence

Teachers' absence from school takes different forms and happens for different reasons. There are two major types of teachers' absence: excused absence – absence with official permission and unexcused, without permission absence which leads to penalties mainly salary deduction. Absence with permission takes various forms. The most widespread forms are:

- Legal leaves: maternal delivery (60 days for female teachers), death and marriage.
- Contingent and sick leaves.

Contingent and sick leaves

The following table illustrates the contingent and sick leave during one month (November 2006) in only four of the selected schools. This means that most schools usually do not keep records of various leaves. Legal leaves are not included in the table because death and marriage leaves are small in numbers and maternal leaves are long (60 days) in nature. This is why days of leave among female teachers seem to be longer than that among male teachers.

School	Sick Leaves		Contingent leaves		Unexcused absence	
	No of Teachers	No of days	No of Teachers	No of days	No of Teachers	No of days
1	6	27	18	22	25	67
4	8	64	16	18	7	40
5	2	12	--	--		
6	--	--	--	--	10	17
Total	16	103	34	40	42	124

What happens when a teacher is on leave?

Because these are considered as rights, a teacher is not required to find another one to replace him/her while on leave. It is the school who is responsible to cover any absenteeism. In case of contingent leaves, schools usually use what is called “standby teachers”; headmasters assign, in terms of turns, 2-3 teachers as standby every day. In case of long leaves (long sick and birth giving for example), the headmaster reallocated the teaching load of the teacher on leave between other teachers teaching the same school subject.

This is almost an every day school practice and has a negative effect on learning. As the table above shows, in three schools, 50 teachers took 143 working days off. The consultants observed the availability of teachers in twelve classrooms in one school and found that 5 teachers were standby teachers, the original teachers were absent during the school visit. The standby teacher may teach his/her own school subject instead of the absent teacher's, review with students previous lessons that they already know, or just stay in class to keep pupils disciplined.

Another related phenomenon is what is called the substitute teachers. The consultants found that some of the teachers who were present in the classrooms during the school visits in Abyan governorate were not members of the school teaching force. They were young people with basic or secondary certificates. They were asked by the original teacher in coordination with the headmaster to teach. This was done on informal arrangements and was found among male rather female teachers. The substitute teachers are paid by the original teachers an amount of 7000 -10,000 Rials per month out of their salaries. These were teachers of Quran, Islamic Education and Arabic of grades 1-6.

Note:

The present teachers who carry out their teaching loads are the ones who will be blamed and even are subject to penalties if they came late or could not attend for a period of time. Seeing some teachers getting their salaries without showing up in school causes frustration and makes the present teachers feel frustrated, careless, and indifferent.

Leaving school between classes

This is the most common form of teachers' absence. The number of school classrooms determines the number teachers present at one teaching period.

Teachers leave the school if they have no classes to teach. They come to school only on time of their classes, if they have early classes, they come early. If they have late classes, they come late. This is a common practice in boys' schools and girls' school, in rural and urban areas.

Yet male teachers and female teachers differ in this respect. Female teachers usually stay (to correct exercise books, have tea, to supervise some school activities) in the school if their houses are far from the school. They claim that they prepare their lessons at home before coming to school. If they leave, they leave for home. In addition to teaching, male teachers usually carry out other jobs to improve their livings. In urban areas, male teachers work as bus/taxi drivers, private schools, run their own groceries. In rural areas, they work on their own farms, or sell and buy qat among other things.

Student attendance - Girls Education:

Students' absenteeism is high. Boys' absence is higher than girls'. Schools penalize students who come late by not letting them get into the school, in this case: boys just wait outside, leave the school, go anywhere they like; girls have to get in – can not go back home or any where like boys. So they are allowed to get into the school yard but in return they have to clean up the yard, classes, toilets, etc.

5. School Resource Allocations**5.1 Textbooks Allocations****5.1.1 At the Central and Governorate level:**

The essential elements of the MOE textbook allocation policy are:

- all textbooks are written and published by the MoE;
- all textbooks are provided to students free of charge; the books belong to the pupils who can write in them as they wish and simply need to make the books last until the end of semester or the school.
- textbooks for grades 1-3 are designed as disposable textbooks. Children in these grades are not required to return the books, in part because of the textbook methodology which encourages children to write in the books themselves, and in part because of the extra wear and tear expected from children of this age.
- and textbooks for grades 4-12 are to be returned and re-used. The textbooks now belong to the school, not to the pupil.

The general directorate of School Supplies and Equipments of the MOE projects sector forms field teams for each governorate. The field team visits the governorate in March to determine total needs of

textbooks by level, grade, semester, title and part (1 or 2) of textbook based on the total numbers of students of the districts and governorate on the examination results.

To determine additional number of textbooks needed for grades 4-12, the team in coordination with the GEO officials uses the following procedure:

- multiplies the number of students in each grade by the total set of textbooks for each grade.
- visits the governorate warehouse to take stock of available textbooks remaining from a previous year.
- assumes that 40% of total needs is still available at schools because schools are required to collect back textbooks from students by the end of the school year.

The estimated additional textbooks to be printed for each district and for the governorate are calculated as follows: Quantities to print = total needs – (books in stock + books in schools returned by students)

The use of average 40% rate of textbook re-use does not lead to precise actual quantities for each school/district and governorate. It leads to differences in the gap between the estimated quantities and the actual needs for each governorate due to variations in the rate of return. In some governorates, a local variation of the policy has been implemented in which governorates also supply books for higher grades on a 'disposable' basis. Each governorate sets a figure for the re-use of books. However, although schools may manage to keep to that figure, many schools prefer to ask for new books in any case. This means that some governorates may have a surplus and others a shortage in textbooks.

Governorate field teams meet and accumulate the governorate plans into one national plan. The national plan presents the additional books for each governorate by level, grade, semester, title and part (1 and 2) of textbook. It also includes textbooks needed for schools outside the country mainly Somalia and Djibouti. It gets approved then by the deputy minister of the Projects' sector.

The projects' sector sends the textbook production and distribution plan to the General Corporation of the School Book Printing Press in order to calculate total costs: printing and distribution costs. The General Corporation of School Book Printing Presses (GCSBPP) is the agency responsible for printing all textbooks, teachers' guides and other learning materials. It includes a main press in Sanaa and other smaller units in Aden and Mukalla, Hadramaut governorate.

As members of the Higher Committee of Curriculum and the Committee for textbook distribution, the deputy minister of the projects' sector directly communicates and discusses issues related to costs and finance with the director of the printing press. Once the plan gets approval from the Minister and the Ministry's council, the printing press will be contracted for textbooks' production and distribution. This usually happens by late April or early May.

The printing of learning materials keeps all MOE presses busy all year round. Previous consultancy reports have commented on the efficiency of the GCSBPP in Sanaa, which operates round the clock, 24 hours a day, seven days a week. As soon a particular title has been printed it is loaded onto the press' trucks and sent to the governorates. Therefore books tend to arrive at a governorate warehouse on a very frequent basis. The printing press usually gives the GEO an approved amount of money to transfer books to each district.

The school supplies department at the GEO reports back to the MOE Projects' sector of the total titles and copies received through filling the receipt form. The form includes information on title of the book, level and grade, total quantity approved, quantity received delivery 1, delivery 2, delivery 3, delivery 4, total quantity, surplus, shortage. Once filled in, it will be signed by the warehouse keeper, director of school supplies department, head of the projects' department and the GEO general director.

The form assumes that deliveries arrive on a continual basis. As soon as books are printed they are sent to governorate level warehouses. The governorate warehouses are therefore the main storage points, since district warehouses simply provide a transit point for books on their way to schools. Once the books are received, the GEO reallocates the received quantities of books among districts and inform district education offices.

Starting in September, just before the school year, DEOs send trucks to the governorate warehouse to collect their books and transportation costs. Transportation costs are allocated according to distance from the center and road toughness. DEOs then reallocates books among different schools.

5.1.2 At the School level:

School headmasters use some the school fees to rent trucks to the district warehouse to collect their books. All officials and headmasters assured that this mechanism of textbook distribution is not cost effective. Headmasters assured that they receive only 60% of their needs of textbooks. When asked about frequency of delivery, headmasters indicated that they go to the district office/warehouse 4-7 times regardless how far or close is the school. They get the first delivery at the beginning of the school year, early September, and get the last one before the final exams of the first semester starts, early December. As a result,

- some titles/books do not arrive at all,
- some titles/books arrive late, and
- some titles/books arrive in quantities less than required.

There are two contracting policies: the policy of re-using textbooks and the curriculum policy that requires pupils to write answers in the textbook itself. Some schools have taken the initiative and told pupils not to write in the books, but to use their exercise books for writing answers instead and to encourage students to wrap their books to keep them clean.

Headmasters indicated that they recollect 80%-90% of the previously distributed textbooks, and that 70% - 80% of the recollected textbooks are reusable. The rate of return tends to be high in urban areas (due to the availability of textbooks in the markets and of the wrapping facilities) and low in urban areas. The schools have books in stocks from previous years and request for new additional textbooks. Therefore, headmasters distribute the old books in the beginning of the school year. In their field and direct observations of textbooks in classrooms, the consultants noticed that students have very old books; books produced between 2001 and 2005. Some of these old books were previously used, others were not. Having an old book leaves a negative effect on the student. If it is reused, the book loses much of its usefulness and value; if it is new but old, the student in this case studies something which is not their in the curriculum any more.

While headmasters indicate that they excuse students who do not return books, students say they pay 100 Rials for every book they lose.

5.2. School Furniture Allocation

The GEO sends requests of furniture for the newly constructed schools and the shortage in the existing ones. Requests are sent to the MOE Project sector. The School Supplies department reconciles all requests into a national furniture plan. The plan is prepared by governorate and indicates the type of furniture (desks, offices, chairs, armchairs, tables, laboratories, and school radios) and the quantities needed of each type. The quantities of furniture are calculated based on the MOE annual school survey (numbers of students, classes, and classrooms).

Once the plan is approved, the general Cooperation for the School Furniture will be contracted to provide and distribute the allocated furniture for each governorate. Furniture is distributed to schools in three stages:

- From factory to governorate
- From governorate to district
- From district to school

Governorate and school officials indicate that the school furniture is of low quality. That is why it soon gets broken and useless. The consultants found that in all the schools they visited there were hundreds of scrap metals kept on the roofs or in the stores or corners of the school yards. Here it seems that each governorate should have a furniture maintenance workshop and truck to collect broken furniture from schools to the workshop to be repaired.

5. 3. Contributions/fees paid by the community

The essential elements of the school financial resources are:

- School organizational structure doesn't include financial officer. All financial related issues are the responsibility of school principal who can get it delegated to one of the teachers.
- All students have to pay annual fees; only reported hardship cases are exempted.
- Financial section at DEO calculates joint revenues and central government revenues out of student annual fees, and bank transfers are then conducted.
- Governorate revenues generated from schools can be expensed for any district within the governorate.
- School principals usually prepare a technical operation plan for scholastic year but they don't prepare a financial plan to implement operation plan activities.
- In general, schools are not consulted for their resource needs during budget preparation phase. Projects and expenditures are budgeted for by director of DEO based on his knowledge or based on informal communication with school principals.
- Strategic programs and projects initiated by MoE at central level are not enforced into the budgeting process at local level, which weakens the implantation of such initiatives.

The schools collect the following fees:

- Registration fees for grades 1-9	150 + 50 for central MOE
- Registration fees for grades 10-12	200 + 80 for central MOE
- Monthly examinations	5
- Mid term and final examinations 1-3	60
- Mid term and final examinations 4-6	100
- Mid term and final examinations 7-8	160
- Mid term and final examinations 10-12	200

Seventy percent of the collected fees will be revenues for the local government and 30% for the school itself. Yet headmasters in many districts said that the DEOs ask them to deposit all collected registration fees. They said they face two main problems: a) they have to subsidize poor students who are unable to pay and sometimes teachers pay for these poor students, and b) they have to pay the full share of the MOE (the costs of school certificates) even though some students, particularly in rural areas, do not show up and request school certificates.

Schools are allowed to spend their resources for the followings: painting and maintaining 50%, textbook transportation 10%, school activities 15%, improving school environment 10%, stationary 6%, cleaning 5%, and hosting 4%.

While headmasters assure that they only collect the approved fees, students indicate that they are asked to pay additional amounts. Headmasters in rural schools ask for these additional amounts while they are approved by the parents' councils of each school in urban areas.

Regarding financial measures in place for this type of contribution, School principal has a ledger where all received amounts should be logged, Original invoices are also kept for auditing and review, District financial department doesn't receive any reports on such revenues and expenditures, DEO has financial supervisors who report directly to Director of DEO, they should examine the collected funds and the expenditures process, in most cases they don't perform their examinations due to lack of transportation means, according to in place financial directives, each financial supervisor is entitled for a fixed monthly transportation allowance, allowance amount is not sufficient to cover their transportation costs. The followings are examples of usually requested recourses by schools from local communities: school painting, provide clothes, notebooks for poor students, repair desks and chairs, recruit and pay the salary of a housekeeper and/or a guard, education trip, establish playing areas, etc.

Appendix 1

The employment of teachers at the governorate level

Legal reasons and considerations

The employment process works on the light of the issued decrees of the ministries council and the civil service ministry. The decree of the Prime Minister (40) for the year 1999 and his decision number (138) for the year 2003 specifies the following:-

- Personnel planning criteria and the job classifications are ratified as a basis for preparing the functional budget, need control of the personnel and the ways of fill them (shifting , reemployment , new employment)
- The connection of any accreditation of the new jobs in the functional budget with the allocation of the required specialization to the fill the jobs and the place of fill them and the justifiers of their needs for the jobs (expansion, shortage)
- The registration process, data mechanical inserting, and the computer preference procedure according to the accredited norms of ministry which enable to achieve the following:- 1) the justice principle of the equality of applicants opportunities to fill the general jobs 2) providing the instruments with the best efficiency among applicants according to the need control.

The decision of the civil service number 52 for the year 2002 which specifies the points, the preference norms of candidacy and the selection for filling the jobs in the field of every specialization in the administrative system as the following:-

- 1. Efficiency:-** it determines by the relation with the general average of graduation (excellent, very good, good, pass) or what equivalent to them according to the prevalent systems in the educational institutions and pursuant to determined weight for every element :- (50 degrees) 45 -50excellent // 40-44 very good// 33-39 good // 25-32 pass
- 2. Seniority :-** it determines by the relation with the seniority of the applicants of the educational institutions pursuant to the determined weight for it :- (40 degrees) 5 years or more 40/5-/+4 years 35// -4/+3(30)-3/+2(20)-2+1(12)-1(7)
- 3. The registration seniority** (10 points) with the average of two points for every seniority year (decision of the civil service minister number 87 for the year 2004)
- 4. Preference scope:-** the preference among the applicants is done in every office of the civil service offices in conformity with the credit jobs of the administrative units in every specialization in the governorate according of the following levels:-
 - a) first level:-** the preference is done between the district applicants of every allocated jobs for their districts except for the Sana'a and Aden which the preference is done among all the applicants in every specialization and this done in every capital of the governorates which are consisted of (Taiz, Ibb, Hodeidah.....etc)
 - b) second level :-** the preference among applicants at the level of governorate for the jobs which are covered at the level of districts pursuant to the highest in the preference points.

- c) Third level:- the preference at the level of the republic for jobs shortage of the governorate among the rest of the applicants in Sana'a and other governorate after they fill all the credit jobs of every governorate and according to the specialization which the shortage is still for them in another governorate in with the relation to the determined their desires at the time of writing the application forms.

Employment steps

- a. notification of the credited jobs and announcement of them pursuant to the qualifications, gender, place to fulfill the equality of opportunities principle.
- b. receiving the registration demands to occupy the new jobs and updated the old ones.
- c. receiving the need plans to distribute the credited jobs
- d. announcement of the applicants with their data
- e. reviewing of the applicants' data (review, correction, checking)
- f. receiving the applicants complains (uncompleted data, errors) and the taking decision regarding to these things.
- g. technical review prior preference making during some possible mechanical reports
- h. insert the coming need plans from intended offices into computer.
- i. making preference in the first stage of the first level (preference among the district applicants)
- j. the second stage of the first level : covering the shortage of males with females and vice versa
- k. the second level of the preference :- covering of the district shortage of males or females by selection form the top of males at the level of the governorate.
- l. covering the males shortage at the level of the governorate by those of females who want to.
- m. it is centralized at the level of the republic(from the civil service office to Sana'a)
- n. announcement of the candidates to fill the credited jobs according to the gender, specialization and the district in the official newspaper and inform the education office.
- o. opening the compliant door (errors in the data, errors in the selection)
- p. announcement of the results in the newspaper again (excluded applicants, adding applicants instead of absence, falling of applicants' names unintentionally)

Appendix 2
Public Expenditure Tracking Surveys

School:- Village/ City Time & date of visiting school:-	Gender: boys/ girls/ mix District: governorate
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1- The school day starts at () and ends at ()

	Morning	Evening	Notes		
The headmaster					
Assistants superintendents number					
Administrative workers number					
Complete work load teachers number					
Number of less than work load teachers					
Workers number					
Pupils number					
Grades number					
Classrooms number					
Rooms number					
Stores number					
Workers	According to				
	Actual monthly report	Actual payroll	Actual general result	Actual attendance sheet	Actual school general record
Assistants superintendents number					
The headmaster					
Administrative workers number					
Complete work load teachers number					
Number of less than work load teachers					
Workers number					
Pupils number					
Grades number					
Classrooms number					
Rooms number					

4. The number of class room / grades 1-3 () the number of teachers/ these classrooms()
 The number of class room / grades 4-6 () the number of teachers/ these classrooms()
 The number of class room / grades 7-9 () the number of teachers/ these classrooms()
) The number of class room / grades 10-12 () the number of teachers/ these classroom()

5- Teachers number of the district () of the governorate () out of the governorate () the total ()

6- Are the deployment of new teacher/ new teachers done during 2004/2005 or 2005/2006? How many are they? What are their qualifications? (new teachers are met and asked about the period of their waiting for deployment and the way which is done by).

7- Are there teachers who transfer/ shift from another area/ school to this school this year? The shifted teacher is met and asked about the reasons of shifting and the way which is done by?

8- Are there teachers who shift/ transfer from this school to another area/ school this year? (We ask the headmaster/ any teachers who know the reason of transference and the way which is done by?

9- the number of teachers who are given holidays and the number of holiday days during the two months (November/ December)2005

Teachers who are given holidays	Marriage	Illness	Death	Others
Teachers number				
The number of holiday days				

10- The number of teachers who were absent and the number of absence days during (November/ December) 2005

Teachers number () the number of absence days ()

10- Are there teachers who work in another places after the end of the formal school hours () ? How many are they or what percentage of those teachers () ? where are they work: for their own benefit () private sector () another general governmental sector ()

11- The last date in which absence is submitted to the head of the education center/ responsible of payroll preparation in education office?

12- The last date in which signature of absence money discount is done for both teachers and administrative workers? How many teachers which their salary are cut ? How many months that deduction is done for?

13- do you in favour of the signature of penalty by cutting the salary? Why?

14- Are there any other policies do you want to suggest, excluding the salary cut, which can control the teacher and administrative worker attendance behaviour?

15- Does every teacher receive his normal salary () or the salary with rural area allowance according to the teacher law ()? How much is the increasing ()?do you receive full rural area allowance () or it is less than what teacher law state().

16- Do you receive the full salary () or receive less than what you sign in the payroll? () how much is the money which is cut per month? ()

17- Who give you the salary? How do you receive it

Post office () how much is the wage that office take in return of this service per teacher
 School () how much is the wage that headmaster/ responsible take in return of this service per teacher

Education center () how much is the wage that cashier take in return of this service per teacher

Education office () how much is the wage that cashier take in return of this service per teacher

18- Have the financial committee in the school formed this year? Who are the members of this committee?

19- Does the school receive sums of money from education center or education office or another side? () the sum of money ()

20- What are the proceeds which school get during 2004/2005 (the first semester of this year)

Financial source	Official sum	Actual sum	Total sum
Registration fee per student (primary)	150		
Registration fee per student (secondary)			
Certificate cost (primary)	50		
Certificate cost (secondary)			
Monthly exam fees per student	5		
Middle and final exams fees (1-3)	30		
Middle and final exams fees (4-6)	50		
Middle and final exams fees (7-8)	80		
Middle and final exams fees (10-11)	100		
Buffet rent			
Seat number cost			
The cost of textbooks per student			
The cost of the book which student lose			
Others			

Concrete sources (not financial) monition them:-
1.
2.
3.

21- How much are the sum of money that you spend to the benefit of the school from the total sums which school get it during 2004/2005 (the first semester of this year) and what are the expenditure ways?

Expenditure ways	Official ratio	Actual ratio	Total sums
Restoration and painting	%50		
Textbooks movement	%10		
School activities	%15		
School environment improvement	%10		
Stationary	%6		
Clean and equipment	%5		
Special needs of headmaster	%4		
Others(motion them)			

- 22- Had the expenditure for girl encouragement to study been done?
- 23- How those expenses spent? Who ratified this?
- 24- Did the financial committee visit the school to see those expenses () did the financial committee let the school unchargeable of the school assets and close the account of the last year? () did the expenses total higher than proceeds () or were less () did the remaining sum be in account of school charge for this semester () how much is it?
- 25- Did the school ratify the general result list of the year 2004/2005 in the education center and education office administration () did the school give a copy of the general result to the education office and education center? ()
- 26- Did the school submit the statistics (grades, classrooms, and student's numbers) which illustrate the textbooks need per grade, subject and textbook? () for whom this submitted to ?
- 27- What is the percentage of the return books from student of the last year? What is the percentage of the good for use to redistribute () and what is the percentage of bad for use again () ? What are you doing with useless books?
- 27- Do you think that students keep the textbooks untorn and clean? Do you make any instructions or exhortations which encourage students to keep the textbooks untorn and clean? Have you got any suggestions may help in keeping the textbooks in a good condition at least for two years?
- 28- Did the school receive the sufficient textbooks in the first semester of this year? (), did the received textbooks cover the need of the school at the average less than 50 %, 50%-60%, 70% () or more.
- From where did you receive the textbooks and how do you reach them to the school? Did you receive and reach them at the beginning of the semester? Or was there any delay in reaching them to school? How much was that delay?
- 29- Why did that shortage and delay of textbooks happen from your point of view?
- 30- When was the last time did you receive furniture (chairs & tables)? How many were they? Are there sufficient of them? How can you deal with this shortage? How can you keep them in a good condition? How do you apply for requesting them? When did you expect to receive new supplements?
- 31- when was the last time did the school receive equipments? How many were there? Are there sufficient of them? How can you deal with this shortage? How can you keep them in a good condition? How do you apply for requesting them? When did you expect to receive new supplements?

Head of the Education Office/ head of the district (local council)

Teachers

- 1- Number of teachers who are appointed in 2005 according to gender and specialization.
- 2- Number of teachers who are transferred from school/district to another , reasons of transference? Who ratified it?
- 3- How is the appointment of the headmaster done?
- 4- Who appoint the administrative workers and how?
- 5- Did you receive the monthly report and general results lists?
- 6- Do you participate in preparation of the payroll and absence deduction?
- 7- How can you determine your need of teachers to the next year? What is the mechanism that you follow to communicate with education office?

Textbooks and furniture

- How many textbooks (furniture) did you receive in the first semester?
- How did you receive and reach them to the district and then to school? When was the first supplement? And when was the last supplement? How did the textbooks(furniture) transport cost?
- How do you determine your need (furniture & textbooks)? What is the following mechanism to communicate with

Education Office: Public Education

1. What growth average do you use to count the district/office need for teachers?
2. On which basis do you count the growth average of teachers and write the required numbers? Is it on the basis of students' numbers or schools numbers or classrooms numbers or teachers' numbers (male, female) (teacher number according to level, specialization multiplied by growth ratio)?
3. What is the source of the data which you depend on and use in the teacher need control process? Are they general results lists or monthly report lists or field collected data by education responsible or written data in your general record?
4. How do you check the accuracy and precision of the data you use in the need control?
5. When do the needs according to level, specialization, gender submit to the ministry? How many were those needs? How many official degrees the ministry distributed to you? (getting copies of need and official degrees forms).
6. How is the distribution of credit degrees among districts and schools? When and how do these degrees send to the Civil Service? Are there any used standards to appoint a person in the teacher post? Who put these standards? Do you participate in selecting persons to fill the teacher post according to the credit numbers? Who decide the employment decision?
7. Does the Civil Service adhere to preparation according to your specific distribution? Either it is by total number or by gender or by level and specialization?
8. How are the appointed teachers deployment done? Do you adhere to the plan which you made and sent it to the Civil Service or to the actual deployment which are done in the Civil Service?
9. Do the head of districts adhere to the deployment of distributed teachers of the district according to the level, gender and specialization? Do you think that they are deployed to the non-existent schools, schools which have superfluity, deployed to the first grades?
10. When does the appointed teacher start receiving his salary? Since appointment letter (December) or since bringing the starting work paper from the school which he is deployed to (October)? After that (December) Do you receive notification about the non-existent teachers? Do you make sudden field Visits to check the presence of appointed teachers in the districts and schools?
11. Do your number of personnel parallels to numbers which are recorded in the central lists? What is the amount of difference? What is the reason? Do your number of personnel parallels to numbers which are recorded in the education office/ district and school record (actual)? What is the amount of difference and what is the reason of this difference? The number of those who are appointed and changed them to:- headmasters, administrative workers in the school, administrative workers in the education office and the number of those who are delegated to work out education office.
12. How is the transference and shift process from school to another done? From district to another? From governorate to another? Preparation of the teachers who their transference was ratified last / current year? Who is the responsible of the transference process? do their salaries transfer after their transference to their new schools and districts? (official transference movement lists)
13. Who appoint the headmaster of the school/ assistants superintendents? Who appoint the administrative workers in the school? Who appoint the educational supervisor ?