

**Management audit and functional analysis report
Yap State Department of Education**

**For
National Department of Education, Palikir, FSM
December 2008**

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1. Introduction

a. Scope of the audit

The management audit of Yap State Department of Education is required under Education Sector Grant #CSG-FSM-2008-EDU, Special Conditions, Section (c)(2). The audit is commissioned by the Department of Education, FSM National Government. The emphasis of the management audit is on the State Department of Education's personnel and cost structure.

b. General scope of work

The general scope of work, as described in the request for proposals, is:

- a. Conduct thorough reviews and analysis of Yap DOE personnel structure, policies, and the state's hiring practices of education personnel;
- b. Identify deficiencies and anomalies within the said department's system;
- c. Recommend for possible remedial measures, policy changes and personnel re-structuring based on good practices, researched findings and principles; and,
- d. Produce a personnel re-structuring plan for Yap Department of Education to implement.

c. Objectives

The primary objective of the audit is to provide the Department of Education, FSM National Government (the client) with a report and recommendations on a thorough management audit of the Yap State Department of Education. The audit will determine the extent to which the DOE is in compliance with internal and external laws and policies, including its performance management system, effectiveness and efficiency of operations, controls, service plans and individual performance targets as well as statutory and legal liabilities, in the provision of effective support to schools and other academic institutions so as to promote improved student learning.

The secondary objectives are to:

- a. conduct thorough reviews and analysis of Yap DOE personnel structure, policies and the state's hiring practices of education personnel,
- b. identify deficiencies and anomalies within the said department's system,
- c. make recommendations for possible remedial measures, policy changes and personnel re-structuring based on good practices, research findings and principles and
- d. produce a personnel re-structuring plan for Yap Department of Education to implement.

d. Outputs

The outputs of the audit will include a full management audit of Yap State DOE including specific detailed analysis of personnel management, to include:

- a review of Yap DOE personnel structure, policies and hiring practices of education personnel, including principals, teachers, managers and support staff, the scope of the audit to include an evaluation of compliance with fair and equitable recruitment and service-wide personnel management policies and practices,

- an analysis of the extent to which DOE management spans of control and organizational structure reflect contemporary management theory,
- an analysis of Yap DOE personnel structure, policies and hiring practices of education personnel, including principals, teachers, managers and support staff. This would include detailed analysis of the extent to which the DOE adheres to existing employment policies relating to issues such as;
 - compliance with national, state and local employment laws,
 - suitability of individuals for the positions they occupy,
 - gender and ethnic diversity,
 - conflict of interest including relationships, nepotism and interested party transactions,
 - grievance procedures,
 - mechanisms to handle transitions in leadership and other key positions,
 - background checks on employees, particularly those serving in sensitive areas,
 - job descriptions,
 - opportunities for professional development and advancement,
 - performance evaluations,
 - value for money,
 - identification of strengths and weaknesses, deficiencies and anomalies within the DOE,
 - report on the analysis of Yap DOE personnel structure, policies, and the state's hiring practices of education personnel,
 - recommendations for possible remedial measures, policy changes and personnel re-structuring based on good practices, research findings and principles,
 - a personnel re-structuring plan for Yap Department of Education.

e. Methodology

The audit was conducted, as far as possible, using an inclusive participatory methodology, so as to provide an opportunity for management to develop a sense of ownership of the audit report's recommendations and develop skills for future self-evaluation and internal audit.

Three distinct phases were conducted.

Phase 1. Establishing criteria

This phase concerned the identification of relevant internal and external performance evaluation criteria from source materials including mission and vision statements, policies, procedures, plans, goals, objectives, targets, service standards and statutory requirements. The main source of criteria was the Department of Education's policy and procedures manual. Although outdated, this policy and procedures manual was confirmed to be currently valid by the Director of Education at a meeting held with the auditor, and with Department of Education managers and coordinators, on 3rd October 2008. Means of verification were developed in consultation with the Director of Education, managers and coordinators and drafts of the report were circulated for consultation. Responses to comments to draft reports have been incorporated into the final report.

Phase 2. Collection, analysis and evaluation of performance data and evidence

This phase involved the collection, analysis and evaluation of performance data and evidence for each of the criteria identified in Phase 1. Analysis and evaluation was conducted against data-based indicators and means of verification, with triangulation from a variety of sources. Activities included:

- interviews with management and staff at the DOE,
- a self-assessment exercise conducted by Yap State DOE management,
- questionnaires completed by principals and teachers in Yap State,
- interviews and focus group discussions with stakeholders including parents, employers and community members,
- review of documentary evidence including strategic plans, monitoring and evaluation reports and service delivery data,
- identification and analysis of trends and patterns in data.

Phase 3. Reporting

This phase involved the development by the auditor of a report to the client detailing the findings of the audit, including recommendations and relevant restructuring plans. The report includes responses to the audit by the Yap State DOE and stakeholders.

f. Organization of the Audit Report

The audit report consists of four sections. These are:

Section One: Category 1. Strategic Management

This section contains themed tables outlining sources, criteria and means of verification used to conduct the audit, plus a determination of the extent to which the Department of Education is in compliance with the criteria. The compliance determination is followed by a narrative including a functional analysis of relevant management processes, recommendations and action plans. This category includes key functions of educational management and development. It includes the collection and analysis of data and other sources of information; the formulation of medium and long-term strategies; the development of annual programme plans and budgets; monitoring and evaluation and reporting.

Section Two: Category 2. Pedagogy

This section contains themed tables outlining sources, criteria and means of verification used to conduct the audit, plus a determination of the extent to which the Department of Education is in compliance with the criteria. The compliance determination is followed by a narrative including a functional analysis of relevant pedagogical processes, recommendations and action plans. This category includes key functions of education service delivery. It includes the preparation, trailing and approval of curricula; the design, development and distribution of textbooks; selection and distribution of teaching and learning materials; initial and in-service training of teachers; school monitoring and inspection and student testing.

Section Three: Category 3. Administration

This section contains themed tables outlining sources, criteria and means of verification used to conduct the audit, plus a determination of the extent to which the Department of Education is in compliance with the criteria. The compliance

determination is followed by a narrative, including a functional analysis of relevant administrative processes, recommendations and action plans. This category includes key functions of system administration, operations and routine maintenance. It includes human resource management; administration; filing and logistics.

Section Four: Findings from interviews, questionnaires and stakeholder discussions

This section contains a report and analysis of the findings of interviews and questionnaires conducted with staff of the Department of Education, including principals and teachers, as well as stakeholders and employers.

2. Executive summary

The Yap State Department of Education possesses the characteristics of a large-scale complex organization. It manages an annual budget of approximately \$6million, it employs a professional and technical workforce of over 500 individuals, it maintains an infrastructure of over 50 educational institutions and its material assets include a fleet of 23 vehicles and a range of computer networks, personal computers, copiers and office equipment.

The department is complex because its major functions are both centralized (budget, curriculum, personnel) and decentralized (teaching, guidance, assessment) and it operates through complex rules and procedures. Some functions are conducted internally under the direction of the Director of Education while others are conducted in partnership with other State departments, such as personnel and administrative affairs.

The roles of senior managers within such a large-scale organization are complex and demanding and require management skills of the highest order. Senior managers must be able to assimilate and analyze complex data from a range of sources in order to identify obstacles to student achievement. They must analyze the obstacles to student achievement, recognize the root causes of these obstacles, and develop long-term strategic plans designed to address the root causes. These strategic plans must then be translated into action plans and implemented, monitored and evaluated in a continuous cycle of systemic improvement that leads towards the achievement of measurable and quantifiable goals for students.

The audit report will conclude that the Department of Education is failing to analyze data on student achievement, failing to develop strategies to address the root causes of declining levels of student achievement and failing to implement, monitor and evaluate its activities.

Whereas commercial companies are responsible to their customers and shareholders, the Department of Education has major responsibilities towards children as well as parents, teachers and stakeholders representing all facets of society. In order to succeed, the Department of Education needs organizational and managerial mechanisms that inspire the confidence of its clients and stakeholders. Confidence is inspired through demonstrated capacities for effectiveness and efficiency.

Effectiveness in education can be quantifiably measured through student learning achievement, using standardized tests as well as measures of value added that show, for example, accelerated learning as a result of an intervention through an Individualized Development Plan. Subjective data, such as public opinion, can also be used to measure education effectiveness.

Efficiency in education can be measured using standards of service delivery, such as per capita costs, frequency of activities and speed of response to changing needs.

2.a. Significant findings of the management audit

The management audit of Yap State Department of Education revealed some significant findings.

Out of a total of 122 criteria against which a determination was made, the Department of Education was in non compliance with 76 criteria, near compliance with 27 and compliance with 15. Determinations were not made for 4 criteria due to lack of data. While some criteria were of a relatively routine administrative nature and, perhaps, of minor importance, the combined level of non compliance indicates a Department of Education that lacks effective management and is failing to provide the level of service deserved by the children of Yap state.

With 32 items of non compliance (65.3%), strategic management is weak. The Department of Education does not appear to be meeting its own goals nor fulfilling its mission. The absence of data analysis and goal setting for student achievement results in a poor response to declining levels of student achievement as indicated by State and National standardized tests. Policies and procedures are outdated or not adhered to. The Department of Education is poorly organized with significant weaknesses in management structures and lack of clarity in division functions and employee tasks as described in job descriptions and work plans. Teacher recruitment practices and teacher assignment are weak, resulting in deployment of under-qualified personnel and over staffing. Services for children with disabilities and talented children are poor or non-existent, with no State monitoring system in place. Public reporting and consequently public accountability is poor. Policy for encouraging the role of the community is lacking. No activities have been conducted towards achieving the goals of the current Strategic Plan since its development in February 2008. State monitoring and evaluation of Early Childhood Education provision is not conducted. Overall accountability is weak with no systems in place to appraise performance or address instances of poor performance.

With 19 items of non compliance (68.4%), performance in the category of pedagogy is weak. There is no evidence that the State curriculum has been aligned with the National Curriculum. Provision of curriculum and teaching and learning materials is poor, especially Vernacular Language materials. There is a lack of curriculum for Science Grades 1 to 4 and Information and Communications Technology Grades 1 to 12. Provision of formal training by the Professional Development division is extremely poor, amounting to a total of 5 days for the school year 2007-2008. While teachers are entered for AA/AS up-grading, this is costly and there is no provision for upgrading to BA. Testing using state and national standardized tests is conducted but there is poor analysis of test results to identify traits and patterns.

A total of 31 items of non-compliance were determined in the category of administration (57.4%). The State Board of Education was found to meet infrequently and the Director of Education was determined to be a weak executive officer, failing to ensure that the State Board of Education is kept informed of issues. Administrative procedures for chartering private schools are not followed and there is poor oversight of food services. Department of Education practices in the recruitment of culture teachers are in conflict with State law. Fiscal practices appear to be well conducted but administrative procedures are often outdated. Recruitment is not transparent and practices do not follow State guidelines. A personnel performance system is described in the Department of Education's policy and procedures manual but is not adhered to. There is possible inequity in the distribution of school supplies.

2.a. Summary of recommendations

It is recommended that the Department of Education takes urgent and appropriate action focused on criteria where it is determined to be in non compliance. Specific action steps are recommended in the text of the audit report and are summarized in bullet points below.

Strategic management:

- Improve data collection, accuracy and analysis by preparing more comprehensive reports to identify anomalies in areas such as student achievement related to gender, culture and language as well as teacher recruitment, deployment, gender bias and pay scales.
- Conduct an inclusive review and update of the Department of Education's policy and procedure manual.
- Conduct a comprehensive overhaul of the Department of Education's management structure to include functional analysis of divisions, review of job descriptions and development of staffing policies.
- Develop the Department of Education's capacity to conduct formal inspections of schools with consequences for failing schools.
- Improve recruitment practices to ensure that posts are widely advertised, minimum qualification levels are determined and qualified staff are employed.
- Improve services to young children in ECE classes, children with disabilities and gifted children by strengthening State monitoring and evaluation activities and imposing sanctions in cases of non compliance.
- Develop a comprehensive system for public reporting of the activities of the Department of Education, with opportunities for public feedback.
- Appoint senior managers to lead the implementation of the Strategic Plan and revise the plan's goals to include measurable goals for student achievement.

Pedagogy

- Review and align the State curriculum with the National Curriculum.
- Review teaching and learning materials development policies to give priority to the production of Vernacular Language materials and the purchase of more appropriate published materials.
- Develop curriculum for Science and Information and Communications Technology.
- Provide adequate focused in-service training for all teachers and employees.
- Phase out AA/AS courses for teachers, support BA courses and support school leavers entering COM teacher preparation programs at national and State campuses.
- Improve the analysis of student achievement data so that trends and patterns can be identified and used as a basis for strategic management decisions.

Administration

- Increase the frequency of State Board of Education meetings and the quality of information conveyed to the Board so that Board members can become more informed about the activities of the Department of Education and more involved in decision making.

- Comply with State and National laws in all administrative matters related to public and private schools.
- Review, confirm and comply with State law in relation to the recruitment of culture teachers and develop a policy for equitable deployment of culture teachers.
- Adhere to Public Service guidelines for recruitment to ensure that recruitment is unbiased, transparent and designed to attract the most qualified and suitable persons.
- Review policies for the distribution of school supplies to ensure equitable access to opportunities for all children in the State.

3. Acknowledgements

The auditor would like to acknowledge the collaboration and enthusiastic support of the Yap State Director of Education and all her staff in the completion of this audit. In addition, valuable contributions and suggestions were made by the Yap State Lieutenant Governor, stakeholders and representatives of employers.

Kevin Walsh
Auditor
12th December 2008

4. Section One
Category 1. Strategic Management Compliance Report and Narrative

Category 1: Table 1. Mission, Goals and Policy				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State Constitution Section 2.	The State Government shall provide for public education and schools. Public elementary education shall be free. Traditions and customs of the people of this State shall be taught in public schools as provided by law.		Compliance. The audit found that the Department of Education was providing free public education for eligible children in the State and that traditions and customs were taught as part of the curriculum.
2	Yap State Constitution Section 3.	Standards for education for the State of Yap shall be prescribed by law. ¹	Standards are developed by DoE.	Near compliance. There is some evidence of standards being developed for education in the State. The State Board of Education has developed Teacher Classification standards that set down minimum qualification requirements for all teachers. The State Board of Education has approved a Policy and Procedures manual that sets out standards for ECE centers, including minimum hours of instruction and class sizes. Standards including minimum hours of instruction and class size have not been established for Elementary or High Schools. In cases such as Special Education and Curriculum, standards are set by the National Department of Education. The adoption of this Constitutional amendment by voters implies that stakeholders wish for education

				standards to be developed and applied.
3	Yap State DOE Policies and Procedures manual.	The State Educational Mission is "to provide quality educational experiences for all children, youth and adults of Yap." Therefore, the State instructional program is planned in response to needs of both the individuals served and the expectations of the community.	Evidence of quality in education, such as improving student outcomes. Evidence of planning, taking into account needs of individuals served and community. Programs for child, youth and adult education.	Non compliance. The current Education Strategic Plan provides evidence that the trend in student performance in national standardized tests has been in decline for the last ten years. Average student performance in Grade 8 exit tests has been consistently below the Basic level for the past ten years. While there is evidence of activity within the Department of Education directed towards identifying the needs of individuals, especially children with learning difficulties, there is no observable mechanism, such as assessment for learning, for determining individual students' needs. The Education Department does not have programs for out of school youth or adults.
4	Yap State DOE Policies and Procedures manual.	To develop an Education system which is appropriate for Yap, able to meet the challenges of the present and the future, and responsive to the socio-cultural, economic, and political trends of the State, the FSM and the outside world.		The Department of Education does not have a mechanism with which to evaluate its system against this criterion.
5		To provide quality education, which includes basic skills and knowledge deemed appropriate and important by the community.		The Department of Education does not have a mechanism with which to evaluate its system against this criterion.

6		To provide the people a relevant education so that they will be able to contribute to the community and state economy through self-sufficiency and/or employment.	Evidence of workforce preparedness from employers.	Non compliance. A five-year action plan to improve the Career and Technical Education Program noted the ‘proliferation of graduates that are not prepared or ready to join the workforce’. Discussions with employers and stakeholders indicated a low level of preparedness among High School graduates entering the workforce and higher education.
7		To work with the communities, government agencies and departments, and other groups to broadly extend the responsibility for education and learning thereby insuring that limited education resources are effectively utilized.	Community program outline. Evidence of collaboration with other agencies, departments and groups.	Non compliance. There is no evidence of any current Department of Education programs aimed at extending responsibility for education and learning to communities, government agencies and departments. A work experience summer placement program for high school students, conducted in collaboration with local employers, has recently been cancelled and replaced by an academic after-school remedial education program. Opportunities for collaboration with a National Government technical education initiative (T3) were declined by the Director of Education.
8	Yap State DOE Policies and Procedures manual. Policy 200. Ref. 40FSMC-102, 122	It shall be the policy of the DOE Administration that full education be our highest priority. Full education means the elimination of any barriers to education attainment that may result from race, sex, color, religion, national origin, or age.	Last 3 years’ student performance data disaggregated for race, sex, color, religion, national origin, and age. Data analysis reports address areas of possible disparity.	Non compliance. While a range of data and indicators are collected, there is insufficient disaggregation and analysis of available data to confirm that barriers to education do not exist. Data on student performance in national standardized tests is reported in raw form. Detailed

			analysis of data to determine differences in student performance between, for example, male and female students, Yap Main Island and Yap Neighboring Island students or speakers of different languages is not conducted, so possible disparity is not identified.
<p>¹Constitutional amendment: New Section 3 was added by a constitutional amendment adopted by Yap State voters on November 7, 2006 and certified by the Yap State Election Commissioner on November 24, 2006. The amendment was set forth in Proposal No. 2004-47, D3 of the 2004 Yap Constitutional Convention.</p>			

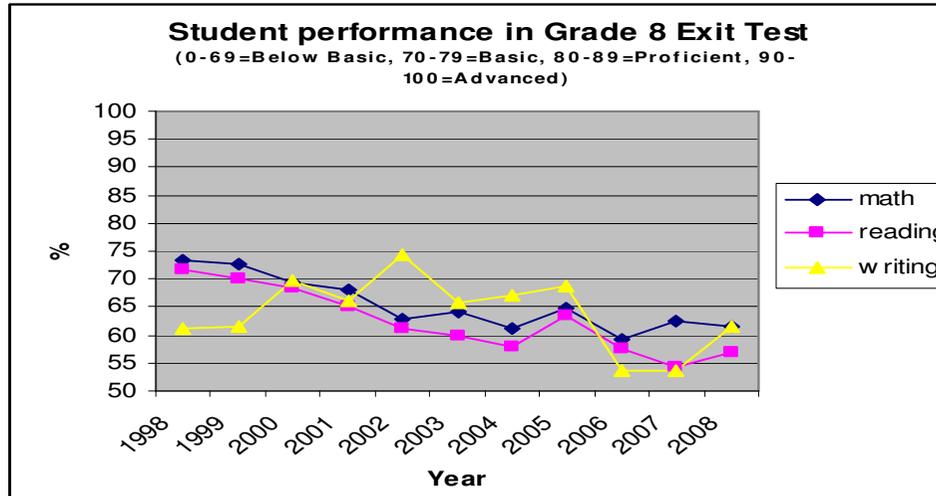
Narrative

Category 1: Table 1. Mission, Goals and Policy

Data related to 20 indicators required by JEMCO is collected and collated on a database and shared with the National Education Department in Palikir. The data can be accessed at <http://www.fsmed.fm/indicator>. The indicators include measures of system inputs, such as number of schools, enrolment and teacher: student ratio. Outputs are measured by indicator 13, which deals with student achievement in national standardized tests and indicators 15 and 19, which deal with rates of student progression from elementary to high and from high to higher education. The 20 indicators provide limited evidence of the extent to which the State Department of Education is achieving its mission and goals.

Elementary school enrolment shows a possible gender disparity, with a lower enrolment of girls than boys. Actual elementary school enrolment in the school year 2006-2007 was 992 males (53.59%) and 859 females (46.40%). This represents a difference of 7%. Actual population census data for 2000 show 1387 males (51.06%) and 1329 females (48.93%) in the age range 5 – 14, a difference of 2.13%. Projected population census figures for 2006 show a gender difference of only 1.99%. The Department of Education has access to detailed data on school enrolment and population but fails to interpret the data as part of its own internal monitoring system.

Student achievement is a measure of how successful the Department of Education is in achieving its stated mission and goals. According to the Department of Education's Education Strategic Plan 2008-2013, Student achievement, as measured in national standardized tests, has been in steady decline for the last ten years. The following graph shows student achievement in Grade 8 for the period 1998 to 2008.



The graph also shows that average student performance in all three subjects tested lies some way below the category of Below Basic (0-69%).

The State Director of Education has failed to implement a plan to address declining student achievement and the Department of Education has not yet begun to implement the activities contained within the Education Strategic Plan 2008-2013. The Strategic Plan does not contain a detailed data analysis of teacher performance and student achievement nor does it contain a single measurable goal for student achievement.

The Department of Education's failure to set measurable goals for student achievement suggests that the department has allowed the focus of its activities to become diverted from its core mission to provide a quality education for students towards activities designed to maintain and manage the administration of the education system itself, resulting in a culture of system self-maintenance. This assertion may be illustrated by the goals of the Strategic Plan, which focus mostly on governance, policy, administration and management, with some activities in curriculum, instruction, professional development and assessment. The Strategic Plan does not establish any measurable goals for student achievement.

This system maintenance culture is further illustrated by the department's current emphasis on investing heavily in computer and communications technology without first establishing a curriculum for Information and Communications Technology with goals or targets for student achievement. Resources have been diverted from the provision of basic learning materials, such as vernacular reading books, towards the purchase of computer technology. While investing in computer technology is not necessarily incompatible with improved student achievement, to be fully effective, such investment should ideally be preceded by the development of an Information and Communications Technology curriculum so that the learning outcomes for students can be identified and the appropriate computer technology and software can be purchased and effectively used.

Discussions with stakeholders including parents, employers and others, revealed a lack of confidence in the ability of the State Department of Education to achieve its stated mission. Respondents commented negatively on the quality of the curriculum, training, technical support, teaching and learning within the education system. Stakeholders were concerned about the low level of basic skills demonstrated by school leavers, especially core skills in language and math, as demonstrated by the need for remedial classes for high school entrants to the College of Micronesia, but also skills necessary for school leavers to enter the workforce. There was concern about the department's failure to develop a curriculum for Information and Communications Technology. Stakeholders also questioned whether the Department of Education had developed and was managing a system that is appropriate for the present and future needs of the State and commented that there was a need for the Department of Education to focus on activities that are community and State priorities. Stakeholders felt that there was a poor knowledge of the New Baseline Curriculum among the community and that there was a need for more collaboration between the Department of Education and stakeholders, employers and the wider community.

There is no evidence to suggest that the Department of Education is actively pursuing a policy of collaboration with communities, government agencies and departments and other groups to broadly extend the responsibility for education and learning. Opportunities for the integration and mainstreaming of vocational education offered by the T3 program have been ignored by the Department of Education. There is no evidence of current collaboration with the Public Library Service or other agency involved in the provision of community learning opportunities.

Category 1: Table 2. Responsibility and Authority of the State Director of Education				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 201. Ref. 40FSMC-115	The Governor assigns to the State Director of Education all responsibility and authority for the educational programs and administrative procedures of the Department of Education. Furthermore, the State Director of Education shall establish all necessary policy and procedures to ensure the day-to-day operation of the Department in accordance with the Federated States of Micronesia Codes and applicable state laws.	Policy and procedure manuals. Staff familiarity with policies and procedures.	Near compliance. Although a DOE policy and procedure manual is in place, it is generally held to be out-dated. Part 2 of the document, which should contain policies and procedures for day-to-day operations, is not available or has not been developed. Policy and procedures manuals as well as performance monitoring procedures, have been developed for ECE and Special Education programs. DoE staff interviewed by questionnaire were unfamiliar with the policy and procedures manual.

2	Yap State DOE Policies and Procedures manual. Procedure 201.	The State Director of Education will, through his designated staff, gather all recommendations, review the progress of programs and projects, and establish policies and procedures through systematic meetings with the staff and the State Board of Education.	Last 3 reviews of programs and projects.	Non Compliance. Reports from the State Director of Education appear to be insufficiently detailed for the Board of Education to gain an objective impression of the quality of education provided by the Department of Education. For example, in the last 12 months, no reports were made to the State Board of Education on budget, curriculum, instruction, projects, professional development, FACSSO resolutions or student achievement. The frequency of meetings of the Board of Education cannot be described as systematic.
3	Yap State DOE Policies and Procedures manual. Policy 205.	The State Director of Education and/or his designated representative shall approve and monitor all special funded programs. Designee: Management and Support Services Administration	Monitoring reports on special funded programs.	Non Compliance. There is no evidence of Management and Support Services Administration monitoring reports, except for financial reports, on special funded programs, such as Federal or Supplemental Education Grant-funded programs. The Special Education program is monitored using a Continuous Improvement Monitoring System (CIMS), which is both a national and state system. Yap State has failed to establish a Special Education monitoring committee and failed to make scheduled school visits, as required by the CIMS.
4	Yap State DOE Policies and Procedures manual.	The State Director of Education's designee will have regular meetings with special program	Last 3 programatic reports.	Non Compliance. There is no evidence of Management and Support Services

	Procedure 205.	coordinators and forward in writing such programatic reports to the State Director of Education.	Administration monitoring activities or providing reports to the Director of Education.
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Narrative

Category 1: Table 2. Responsibility and Authority of the State Director of Education

Table two indicates that there is a need for updating and further development of the Department of Education’s policies and procedures manual. The audit has identified a number of outdated policies and procedures and the need for others to be revised and brought into line with current practice. This could be accomplished as part of a department review following on from this audit.

Table two also indicates that there is a need for strengthening of the department’s internal monitoring system, both for special projects and for other departmental activities. The Special Education Continuous Improvement Monitoring System (CIMS) provides a very useful model of a results-oriented and data-based monitoring system that could be extended to monitor other activities within the department. It should be noted, however, that while the Special Education CIMS is a comprehensive system, is not fully implemented by the State Department of Education, nor are recommendations from the CIMS fully implemented.

There is no evidence of any system of accountability with corresponding action, consequences or censure in place within the Department of Education. Senior managers and division coordinators are not held accountable for the activities and outputs of their divisions nor are subordinates held accountable to their supervisors for the achievement of goals.

There is no evidence of systematic meetings held between the Director of Education and program heads or senior managers. Monitoring meetings conducted by the Director of Education, as well as meetings of the State Board of Education, appear to be infrequent and insufficient to allow for effective monitoring and subsequent quality improvement.

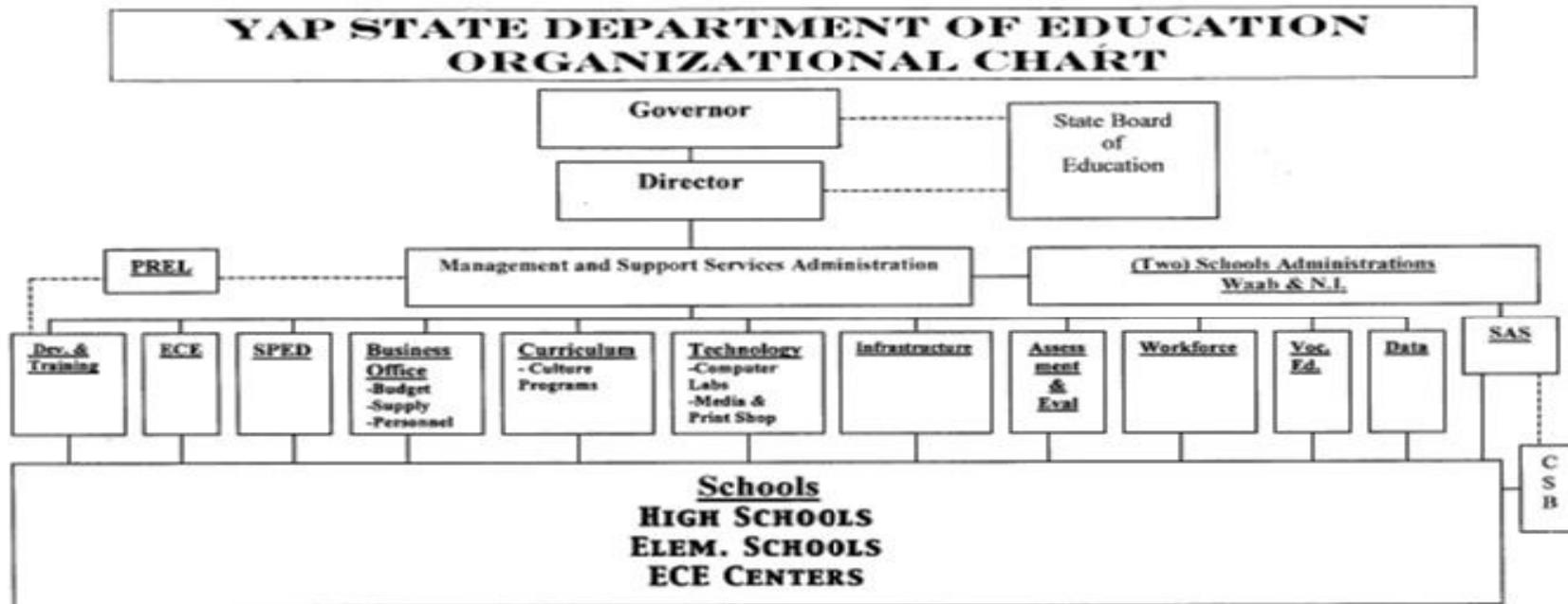
Category 1: Table 3. Organization of the Department of Education				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 203. Ref. 40FSMC-115	The State Director of Education shall review the current organizational structure and, as necessary, revise the organizational structure of the department.	Evidence of review and analysis of organizational structure.	Non Compliance. The current organizational structure has not been formally revised since the 1980s. Current activity towards revision does not appear to be based on any vision, functional analysis or review of current needs or current management theory.
2	Yap State DOE Policies and Procedures manual. Procedure 203.	The State Director of Education will, as necessary, develop a draft organizational chart showing: Staffing patterns.	Draft organizational plan showing; staffing patterns departmental functions	Non Compliance. The current organizational structure, and various revised drafts in circulation, do not show staffing

	Ref. 40FSMC-115	Departmental functions. Lines of authority and responsibility. Location of managerial personnel. The State Board of Education will review and take necessary action before the end of the fiscal year.	lines of authority and responsibility location of managerial personnel.	patterns, departmental functions, lines of authority or location of managerial personnel.
3	Yap State Code, Title 3. Chapter 1: ¶122. Department of Education. YSL 2-38 ¶4.	The Department of Education shall be composed of the Divisions of Management and Support Administration, Yap Proper Schools Administration, and Neighboring Islands Schools Administration, and shall provide for, support and administer a State-wide system of public schools and instructions.	Organizational chart showing listed divisions. Functioning statewide system of public schools and instruction.	Near compliance. The department still retains the three administrative divisions stated. However, in practice, sub divisions have evolved with lines of authority that appear to be operating outside the three original divisions. For example, Early Childhood Education and Special Education programs have their own policies and procedures, monitoring and reporting arrangements. In addition, there is a tendency for divisions to fracture and for more numerous, smaller divisions to be created. For example, Technology, Workforce Education, Vocational Education and Assessment and Evaluation seem to have recently become separated from Instruction and Curriculum.

Narrative

Category 1: Table 3. Organization of the Department of Education

The current organizational structure of the Department of Education is in the process of revision. The chart below illustrates the most recent draft organizational structure. The chart identifies positions, boards, divisions and agencies but does not give any details about the functions and tasks of the divisions, the roles of coordinators and subordinates or the reporting and other relationships between hierarchical layers within the organization. It appears, therefore, that organizational planning is taking place in the absence of any vision, data-based research findings or clearly defined purpose based on any current assessment of departmental performance or management theory.



An organizational chart is a pictorial representation of an organization's management and productivity structures. It is not a means towards organizing a management structure. Organizational planning involves analysis of the vision, inputs and outputs of the organization and the arrangement of personnel, functions, tasks and responsibilities in the most efficient and effective way so as to achieve the desired outputs. In organizational planning, producing an organizational chart is the final step in a process of system analysis and development. The Department of Education appears to have focused on drawing up an organizational chart before analyzing and defining what the organization wants to achieve and who is going to do what in order to make this a reality.

In practice, and in the draft organizational structure, there is a tendency towards the break-up of the three original Department of Education divisions and the creation of smaller divisions. For example, Technology and Media, Vocational Education and Workforce divisions have recently been created from the larger Instruction and Curriculum division. Each newly-created division is overseen by a coordinator, who is responsible for the management of a number of subordinates. This has led to an increase in the number of coordinators and a subsequent increase in salary costs. It has also led to some anomalies, such as the coordinator of the Workforce division having no subordinates to coordinate.

The term "span of control" refers to the number of subordinates who report directly to a single manager, supervisor or coordinator. There are two main schools of thought in organizational management theory regarding span of control. One school of thought,

prevalent in the 1950s, is that supervisors needed to maintain close control over their subordinates, and they often specified the proper ratio as no more than 6 subordinates per supervisor. A low ratio of coordinator to subordinates indicates a low span of control. Contemporary management theory holds that a low ratio is inefficient because the supervisor is under-employed. This is certainly true in the case of the Workforce division in the Department of Education, where the ratio of supervisor to subordinate is 1:0. Other divisions within the Department of Education also have very low spans of control, including Development and Training (1:5), Assessment and Evaluation (1:5) and Vocational Education (1:1).

Current management theories advocate higher span of control ratios ranging from 15 to 25 subordinates per supervisor or coordinator. Department of Education divisions such as Instruction and Curriculum (1:12) Special Education (1:12) and Technology (1:10) demonstrate a higher span of control that is approaching the level currently advocated by management theorists. Higher spans of control increase the efficiency of organizations and reduce the costs associated with numerous highly paid but un-needed coordinators.

A higher span of control has other organizational advantages. The productivity of organizations can be increased by a raising of the span of control. Fewer coordinators means fewer problems caused by poor information flow, duplication of activity and competition between divisions for resources. In the Department of Education, for example, duplication is seen in the Professional Development, Instruction and Curriculum and Technology divisions, all three of which are engaged in in-service teacher training. Higher spans of control are also more cost effective since they reduce the need for large numbers of expensive supervisors or coordinators.

Effective organizational management relies on clearly defined roles and responsibilities for managers and employees. Roles and responsibilities are usually defined in job descriptions. Not all Department of Education employees have current job descriptions. In a sample of 29 personnel files reviewed for this audit, 5 job descriptions were found. However, job descriptions were developed or were being developed, by coordinators, for most of these positions.

It is recommended that the Department of Education undertake a full review of current management and organization prior to making changes to the organizational chart. This might be conducted through a series of practical activities under the guidance and support of a senior manager, such as one of the School Administrators, possibly with the help of a consultant.

An essential first step in the reorganization of the Department of Education should be to develop job or position descriptions for all employees. This would enable management to identify inefficiencies, such as areas of overlap and duplication or positions that are over or under-employed. Positions that are over employed are positions where the incumbent has too many tasks to perform and is physically unable to complete the tasks successfully. An example of this might be where an employee has responsibility for monitoring and developing teacher classroom performance through school-based training at too many school sites or where additional project responsibility adds to an employee's workload. Positions that are under-employed are positions where the incumbent has too few tasks to perform or where tasks are concentrated within a short period of time. An example of this might be where an employee is responsible for student assessment that is conducted annually during a short period of time. A selected sample of current job descriptions is given in Appendix 1.

Position descriptions should contain, at a minimum, clear statements of the responsibilities, duties, tasks, reporting requirements and

performance monitoring requirements of the role. Where possible, position descriptions should support performance quality assessment by providing quantifiable and verifiable goals or benchmarks for periodic evaluation. Current job descriptions vary greatly in quality, usefulness and the amount of detail contained.

The example below is a current position description for a Zone Trainer in the Professional Development division.

Staff Development and Training Program
Zone Trainers: Job Descriptions

Incumbent in these positions are responsible for the School Zones Trainings of the Development & Training Program under the division of Management & Support Services Administration. Each of the trainers will be serving his/her assigned school zone. The position's primary responsibilities involves the following:

- a. To coordinate with schools, classroom observations annually.
- b. To collect teachers' Training data from all the school.
- c. To ensure that all trainings are based on data collected from that school zone.
- d. Ensure that the schools are following the curriculum framework given by the Department of Education.
- e. Give curriculum feedbacks as to how it is being implemented in the schools.
- f. Keep teachers Individualized Degree Plan records updated.
- g. Assign teachers' college courses that are required for their teaching certifications.
- h. Monitor sub-teachers and submit report.
- i. Assist principals in ensuring that all instructional materials and supplies are in class and being used.
- j. Others as requested.

(Sic Yap State Department of Education)

The position description could be developed and improved by adding quantifiable indicators to each duty statement, such as number, time and quality. In addition, a clear purpose and outcome should be stated within each duty statement. Thus, the example above might become as follows.

Staff Development and Training Program
Position name: Zone Trainer

Functions:
The functions of the zone trainer are to improve student achievement by conducting teacher training activities that will raise the quality of teaching and learning in the classroom.

Responsibilities:
The zone trainer is responsible for evaluating the training needs of the schools and teachers within their designated zone and for developing and conducting training activities to meet these needs.

Duties and tasks:
a. To be accountable for the training needs of x schools and x teachers, making x visits per year in order to observe and evaluate teachers' classroom performance using the agreed classroom observation protocol and to conduct professional development activities compatible with agreed content and methodology.

- b. To evaluate and document, bi-annually by x and y months, using standard data collection forms and processes, teachers' and schools' training needs and to prepare a report to the coordinator by x and y months using a standard reporting format.
- c. To develop and submit to the coordinator for approval, training programs based on needs assessment, to include aims, objectives, sessions plans, resources and evaluation criteria, to conduct x days of face to face in-service training for x number of teachers per quarter, to evaluate all training and to report training outcomes to the coordinator using an agreed standard reporting format.
- d. To select an annual quota of x teachers from the zone for upgrading to AS, using agreed selection criteria, and to undertake the timely completion of all administration so that candidates are enrolled in the necessary courses and to monitor and record the progress of teachers through completion of a standard Individualized Degree Plan.
- e. Etc

A next step towards reorganization might be to develop, for each division, a chart showing the functions and tasks of the division. The example below shows the components of a functional analysis chart.

Functional Analysis							
Sub-division							
Functions	Tasks	Inputs	Expected outputs	Actual outputs	Analysis and recommendations.		
Objectives:							
1	<i>The major functions of the division are listed in each row of the table. Functions can be drawn from existing documentation such as the policies and procedures manual, project description, strategic plan, job</i>	<i>Tasks are detailed activities that are conducted in order for the functions to be completed. Tasks should be reflected in individual employees' job</i>	<i>Inputs are the resources allocated to the division, including staff, budget, assets, training,</i>	<i>Expected outputs are usually found in strategic and annual plans. The outputs should be measurable and timed. Examples of typical outputs are average % student learning achievement in annual</i>	<i>Actual outputs are the real measured outcomes of the activities of the division for each function performed. Actual outputs may be more, the same as or less than the expected outputs.</i>	<i>This section identifies discrepancies between expected outputs and actual outputs. Analysis of the functions, tasks and inputs may reveal a number of reasons why expected outputs were not achieved or were exceeded. Adjustments can then be made in future</i>	

	<i>descriptions, etc.</i>	<i>descriptions.</i>	<i>etc.</i>	<i>standardized tests or number of teachers trained to a pre-defined level.</i>		<i>planning and activities. Recommendations may deal with proposed changes in procedures and rules or investments in training, facilities and equipment.</i>
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The development of functional analysis charts for each division can identify duplication and overlap between divisions. Functional analysis charts can also be compared to the criteria used in this audit to identify functions and tasks that are determined as Near or Non Compliance and are possibly not being conducted by any division. These functions and tasks can then be assigned to the appropriate divisions and staff job descriptions amended so that all functions and tasks are being completed. Additional functions and tasks, such as formal school inspection, may be identified from functional analysis of the Department of Education. These additional functions must also be assigned to the appropriate division. An example of a functional analysis for the Technology division is shown below.

Functional Analysis						
Sub-division		Technology				
Functions (Based on job descriptions, SEG application for 2007 fiscal year and others).	Tasks	Inputs	Expected outputs	Actual outputs	Diagnosis and analysis of problems and dysfunctionalities.	
Objectives: Provide technology training and services to all the computer labs, school and support program offices.						
1	Establishing computer labs	Setting up computer labs in DoE center and in schools. Maintaining computer labs. Upgrade equipment where necessary.		Computer labs available for training, teaching and learning and public use.	1 lab at DoE. 1 new lab at CMS under contact bid.	The computer lab at DoE is under-used. Three of the ten staff assigned to the central office could be better used by deploying at least one trainer to each of the three State High Schools. Computer labs are being developed without adequate preparation of a curriculum or educational software.

2	Upgrading and procuring additional hardware.	Assessing needs. Identifying appropriate, cost-efficient hardware. Conducting bidding and procurement.	Computer supplies (\$18,000) Color printers (\$6,800) Vehicle (\$24,000)	100% of approved technology fixed assets and one vehicle would have been provided for the Technology Program. 2 copier machines would have been provided for Yap High School.	1 Vehicle	Outputs are written in terms of assets acquired rather than the number of clients or students who have gained access to technology for learning purposes or the learning outcomes of users. It is unclear why the Technology division is acquiring printers for Yap High School from SEG funds.
3	Training	Conduct computer training to schedule. Train school staff to use computers and software.	10 Staff salaries (\$80,415)	10 staff would have provided services and assistance for internet connection, computer training and upgrade.	18 teachers attended 72 hours of training over 24 days in SY2007-2008. The number of internet connections in schools is not known.	Training is Inadequate to meet the needs of teachers. Training is disproportionate to the number of trainers employed at the Department of Education. A prerequisite for effective training of teachers is the development of an Information and Communications Technology curriculum. Expected outputs are actually inputs of a measurable number of staff. Outputs in terms of the number of teachers who will learn specified skills are not stated.

4	Maintaining Education Information Management System.	Maintain EMIS server and link with NDOE. Perform regular backup. Service and repair as necessary.				This is a minor routine activity.
5	Maintenance of hardware	Inspect equipment. Conduct maintenance of computers and communications equipment. Respond to calls for assistance. Maintain PEACESAT. Maintain wave-mail.	Intrastate travel (\$5,230) Fuel (2,000)	Six intrastate trips to conduct computer maintenance, upgrading and training.		State computer systems could be better maintained if staff were deployed to High Schools.
6	Monitor technology system, including school policy and procedure	Establish policy and procedure. Maintain inventory. Inspect.		Policy and procedure. Regular Inventory	Policy and procedure have not been developed. A partial Inventory was completed In January 2008.	The current Inventory is outdated and Incomplete.
7	Report and budget preparation.	Prepare monthly progress reports. Prepare Quarterly reports. Prepare annual budget.		Monthly activity reports. Quarterly reports. Budget.	Monthly reports to Director. Quarterly reports to Director. Annual budget.	Monthly reports are prepared using a standard format. Work plans are not prepared.
8	Professional development	Attend training and upgrade skills and knowledge.				Training courses are attended when they become available. The Department of Education

						does not have a training plan.
9	Website and software development.	Develop DOE website. Maintain website. Develop instructional software.				A website is being developed but its purpose is not clear.
10	Provide desk-top publishing, printing and laminating service through the media shop.	Prepare and print media materials.	4 staff salaries (\$32,800) Paper & Card (\$12,000) Laminating, binding and toner supplies (\$9,140) Printing and reproduction (1,600)	The media shop does not have any targets defining the number or type of teaching, learning or curriculum materials to be reprinted for schools each year.	The curriculum department reports that few teaching, learning or curriculum materials were printed for distribution to schools.	Records indicate that a significant amount of private printing work was done using DoE materials and, in some cases, fees were collected.
11	Others.		Telephone and internet communications (\$37,000) Office supplies and materials (\$10,000)			These are administrative tasks conducted in collaboration with Budget and Supply.

An important consideration in management concerns the number of layers or hierarchical levels in an organization. Current management theory holds that organizations with fewer layers are more efficient and effective. About five layers is the optimum. In the current organizational structure of the Department of Education, there are five layers of management. These are as follows.

1. **Directorate** (State Board of Education; Director of Education)
2. **Senior Management** (School Administrators; Head of Management and Support Services)
3. **Middle Management** (School Area Supervisor; Division Coordinator; Program Coordinator)
4. **Subordinate Management** (Principal or Head Teacher; Trainer; Curriculum writer)
5. **Subordinate** (Classroom Teacher; Consulting Resource Teacher; Family Service Worker).

The current organization of the Department of Education does not appear to fully recognize and exploit the management skills and

capacity available at Senior Management level. According to the job description for School Administrators, their work is focused on school level management and coordination. Consideration should be given to strengthening the strategic management role of School Administrators to include responsibility for strategic planning and implementation and supervisory responsibility over all divisions and programs within the Department of Education. This would strengthen monitoring, evaluation and oversight of divisions, which currently appears to be the sole responsibility of the Director of Education, and bring about closer collaboration between divisions towards the achievement of shared goals.

School administration is divided into two sections, one for Yap main island schools and one for Yap neighboring island schools. Having separate administration arrangements could be seen as divisive and potentially discriminatory. Twelve Yap main island schools are supervised by one School Administrator, a ratio of 1:12. Nineteen Yap neighboring islands schools are supervised by one School Administrator and four School Area Supervisors, a ratio of about 1:4. A reorganization of the Department of Education should consider amalgamating school administration into one body for all schools and appointing School Area Supervisors for Yap main island schools so that each school has equal access to regular supervision.

In summary, it is recommended that the Department of Education seek the assistance of a suitably qualified Education Consultant to implement a reorganization plan to include:

- a review of all current job descriptions,
- the development of standardized job descriptions including measurable performance criteria and goals as well as reporting arrangements,
- detailed functional analysis of divisions and project units within the Department of Education,
- a review of the Near Compliance and Non Compliance determinations made in this audit report and subsequent allocation of functions and tasks to divisions and individuals with the establishment of measurable performance standards,
- development and allocation of new functions and tasks, such as annual school performance inspection and teacher certification,
- strengthening of Senior Management roles and responsibilities including strategic planning and monitoring.

Category 1: Table 4. Employment Practices				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 400. Reference: Civil Rights Act of 1964, YSL 1-35, Sec. 4 (1).	The Governor, the State Director of Education, and the State Board of Education seek to employ the best-qualified persons in the Department of Education. Furthermore, The Department of Education subscribes to the Equal Employment Opportunity Act as set forth in the 1964 Civil Rights	Analysis of employee qualifications by function. Analysis of data on employment rates with reference to race, sex, color, religion, age and national origin (e.g. breakdown of number of male/female Principals,	Non Compliance. The State Board of Education has established minimum qualifications for teachers in the Classification Guide for Academic and Vocational Teacher, School Counselor, Head Teacher and School Principal Positions (2006). Department of Education personnel files show examples of failure to

		Act which states: "No person shall be barred from employment because of race, sex, color, religion, age, or national origin."	male/female teachers and male/female employees at DOE.	assign teachers to the correct class according to their minimum qualifications required and recruitment of employees who do not meet the stated minimum qualification required. SY 2008-2009 budget records indicate that in 31 DOE schools there were 29 (93.55% of total) male principals or head teachers and 2 female (6.45% of total) principals or head teachers. This suggests that, under current Department of Education employment practices, sex is indeed a barrier to employment as a principal or head teacher.
2	Yap State DOE Policies and Procedures manual. Policy 402.	No teacher shall be employed by the Department of Education as a classroom practitioner unless he or she possesses the minimum qualifications as established by the State Board of Education in accordance with State law.	Minimum qualifications set by State Board. Teacher data.	Near Compliance. The State Board of Education has established minimum qualifications for teachers in the Classification Guide for Academic and Vocational Teacher, School Counsellor, Head Teacher and School Principal Positions (2006). The minimum requirement for an elementary school classroom practitioner is a High School Graduation. National Teacher Certification rules effective from 28 th November 2008 will require an AA/AS degree as a minimum requirement. The State Board of Education has not met to revise the State Classification guide. The SEG-funded education improvement program currently supports 46 teachers on AS courses. DOE data shows that 44% of school staff have an AA/AS degree or higher. There is evidence that employees who fail to meet the minimum

				requirements stated in their relevant job description have been recruited (e.g. 4 of 6 Special Education Related Service providers fail to meet the minimum qualification requirement of a 3 rd year Certificate stated on their job descriptions).
3	Yap State DOE Policies and Procedures manual. Policy 406.	The State Director of Education, with the advice and consent of the State Board of Education, shall through a committee formulate a State Competency Evaluation Test for teachers.	Committee report.	Non Compliance. There is no evidence of a State Competency Evaluation Test for Teachers. Teachers sat a National Standardized Test for Teachers in 2003. Results indicated that English language proficiency among teachers was relatively low and that, in math and science, there was a need for additional content learning opportunities accompanied by additional instruction in teaching methods, particularly in Yap. The new National Teacher Certification policy requires teachers to sit a National Standardized Teacher Test. This test has not been administered ahead of the implementation of Certification requirements.
4	Yap State DOE Policies and Procedures manual. Procedure 406.	The State Director of Education will act as an advisory member of the committee. The committee will have members who represent all aspects of the community. The committee will formulate the test in draft format and submit it to the State Board of Education for action.	State Competency Test	Non Compliance. There is no evidence of a State Competency Evaluation Test for Teachers.
5	Yap State DOE	The State Board of Education	Copies of applications	Non Compliance.

	Policies and Procedures manual. Policy 403.	requires that all applicants successfully complete a general physical to be presented upon the time of application for a position within the Department of Education.	include general physical report.	There is no evidence of general physical reports attached to applications in personnel files.
6	Yap State DOE Policies and Procedures manual. Procedure 403.	Each prospective employee will furnish upon application a certificate or doctor's statement that the person has successfully completed a general physical. This certificate or statement must be less than 60 days old. Each employee is required to submit proof of continuing general good health on or about the anniversary of his or her appointment.	Certificates present in personnel files of random 3 employees from each of three divisions.	Non Compliance. There is no evidence of general physical reports or annual proof of continuing general good health in 29 personnel files inspected.

Narrative

Category 1: Table 4. Employment Practices

This category deals with the ways in which the Department of Education ensures that the personnel it recruits and employs are the best qualified to do the specified job. Later categories deal with the assignment or deployment of personnel and the administration of hiring procedures.

The Department of Education is required to recruit the best-qualified persons and minimum qualification levels have been determined. Analysis of the compliance status with regard to employment practices illustrates a number of dysfunctionalities that have resulted in non compliance with minimum academic requirements of employees, both teachers and administrative staff, in the system. Teacher quality has been an issue for some time and has resulted in a major investment in teacher quality improvement through the Education Improvement Program conducted by the Department of Education's Professional Development Division. As an illustration of the emphasis the Department of Education places on improving teacher quality, the department, through the Education Improvement Program, committed \$780,840 from the Education Sector Supplemental Education Grant to teacher quality improvement in the Fiscal year 2007. However, the audit suggests that advances in teacher quality are being consistently undermined by the hiring and retention of under-qualified teachers and others in key positions within the Department of Education.

The purpose of the Education Improvement Program has been to provide external training to selected teachers so that they gain Associate and Bachelor degrees and hence meet the minimum requirements set out under the National Teacher Certification Program. This national program sets the minimum academic requirements for elementary and high school teachers. The onset of the National Teacher Certification program has been delayed for some years so as to allow State Departments of Education time to train

their teachers to the required minimum qualification level. The FSM Teacher Certification Policy was signed on September 9th 2008 by the National Secretary of Education after ratification by the State Directors of Education and became effective on 28th November 2008. The policy can be viewed at http://www.fsmed.fm/teach_certi_policy.html.

Current data provided by the Yap State Department of Education shows that of 516 employees, 228 have the minimum elementary school teacher certification requirement of an AA/AS or higher. The table below gives details of the location of employees and their highest academic qualification.

Highest qualification of Department of Education Employees									
Location / School	MA / MS	BA / BS	AA/AS + Third Year	AA / AS	High School Graduate	High School Certificate of Achievement	Elementary Graduate	Some Elementary	Total
Central office Assessment		1	1	3					5
Central office Business Office				2					2
Central office Curriculum		6	1	5	5	2			19
Central office Data Office				1	1				2
Central office Director's Office		1			1				2
Central office Media Shop				1	3				4
Central office Professional Development		1		3	2	1			7
Central office Special Education			1	6	13	2			22
Central office Training Center		1		3	3	4			11
Central office Vocational Education	1				1				2
Asor Elementary School		1		1	3		1	1	7
Bael Elementary School				2	6			2	10
Baleau ECE Center					3				3
Colonia ECE Center					5				5
Colonia Middle School		1	1	3	7		1		13
Dalipebinaw ECE Center					3				3
Dalipebinaw Elementary School				3	6				9
Eauripik ECE Center				1		1			2
Eauripik Elementary School		1	1	2	1			1	6
ECE Central Office		1		6	14	3			24
Elato ECE Center					2				2
Elato Elementary School				3	1	1		1	6
Fadraii ECE Center					3				3
Fadraii Elementary School			1	3	3				7
Fais ECE Center					3				3
Fais Elementary School			1	4	6		1		12

Falachig ECE Center					3				3
Falalis ECE Center					2	1			3
Falalis Elementary School			3		2			1	6
Falalop Ulithi ECE Center					3				3
Falalop Ulithi Elementary School		1	1	5	4				11
Falalop Woleai ECE Center					2	1			3
Fanif Elementary School		1		1	7	1			10
Faraulap ECE Center					3				3
Faraulap Elementary School				3	3			1	7
Ganelay Elementary School				5	6				11
Gagil ECE Center					2	1			3
Gagil Elementary School				3	8	1			12
Gilman ECE Center					2				2
Gilman Elementary School				5	4			1	10
Ifalik Elementary School			2	10	3			1	16
Kanifay ECE Center					3				3
Kanifay Elementary School				4	3		1	1	9
Lamotrek ECE Center					3				3
Lamotrek Elementary School			3	8			1		12
Maap ECE Center					2		1		3
Maap Elementary School				3	7		1		11
Mogmog ECE Center					1	1			2
Mogmog Elementary School				7	2			1	10
North Fanif Elementary School				1	6		1	1	9
Piig ECE Center				1	1				2
Piig Elementary School				2	1	1		1	5
Rawaii ECE Center					3				3
Rumung Elementary School					3				3
Rumuu ECE Center					3				3
Satawal ECE Center				1	4				5
Satawal Elementary School			2	9	1		1		13
Seliap ECE Center					2				2
Seliap Elementary School				3	2			1	6
Tamilang ECE Center					3				3
Tamilang Elementary School				4	6	1	1		12
Tegailap Elementary School				4	1			1	6
Ulithi High School			2	7	8				17

Woleai Elementary School		1	2	4	6				13
Woleai High School		2	1	9	2			1	15
Wottegai ECE Center					3				3
Wottegai Elementary School			1	2	1			1	5
Yap High School	3	13	3	12	8	5			44
Grand Total	4	32	24	168	234	27	10	17	516

The total of 168 teachers with AA/AS degrees in the table above may already be outdated. For example, it is known from data provided separately by the ECE department that 10 ECE teachers and teacher aides already have AS degrees, but these are not shown on the DoE data. It is estimated that approximately 25 further ECE teachers and teacher Aides will achieve AS degrees within the next 6 months. In addition, data provided by the Professional Development division shows that a further 27 teachers will achieve AS degrees by the end of the summer semester, 2009. This will give a total of approximately 230 employees within the education system with the minimum educational level required of an elementary school teacher by the beginning of the school year 2009-2010, plus a further 24 with a third year certificate. This gives a total workforce of 254 with AA/AS and AA/AS+. In addition, there are 32 staff with BA/BS and 4 with MA/MS. This gives a total qualified workforce for Yap State Education Department of 286.

Yap State Department of Education does not appear to have calculated the minimum complement of teachers and other professional staff required to manage and maintain a quality service for the State. It is not known whether the system actually needs 516 staff. However, the teacher: student ratio suggests that, at a current rate of 1 teacher to 8 students and 1 employee to 5.9 students, the system is overstaffed. Overstaffing in department administration will be dealt with under organizational structure later in this report. The issue of teacher: student ratio will be dealt with in the next section of this report under assignment of personnel.

The audit has identified some key senior positions, such as in management, coordination, curriculum development, supervision and training of elementary and high school teachers where the incumbent staff lack the current basic minimum qualification required for an elementary or high school teacher. These positions are shown in the following table, drawn from data provided by the Department of Education.

Program	Location	JobTitle	Highest qualification
Curriculum	Curriculum division	Curriculum Development Trainer	HS Graduate
Curriculum	Curriculum division	Curriculum Writer/Researcher	HS Graduate
Curriculum	Curriculum division	Curriculum Writer/Researcher	HS Graduate
Curriculum	Curriculum division	Classroom Teacher ¹	HS Graduate
Education Improvement	Professional Development	Workforce Education Coordinator	HS Graduate
Education Improvement	Professional Development	Professional Development Coordinator	Certificate of Achievement
Education Improvement	Professional Development	Teacher Trainer	HS Graduate
Special Education	Special Education	Sp. Ed. Assistant Coordinator	HS Graduate

Special Education	Special Education	Assessment Specialist	HS Graduate
Education Improvement	Technology Training Center	Computer Instructor	HS Graduate
Education Improvement	Technology Training Center	Computer Instructor	HS Graduate
Education Improvement	Technology Training Center	Computer Instructor	Certificate of Achievement
Education Improvement	Technology Training Center	Computer Instructor	Certificate of Achievement
OI Elementary	Asor Elementary School	Principal	HS Graduate
Yap Elementary	Colonia Middle School	Vice Principal	HS Graduate
Yap Elementary	Colonia Middle School	Principal	HS Graduate
Yap Elementary	Fanif Elementary School	Principal	HS Graduate
Yap Elementary	Faraulap Elementary	Principal	HS Graduate
Yap Elementary	North Fanif Elementary	Principal	HS Graduate
Yap Elementary	Tamolang Elementary	Principal	HS Graduate
¹ This position is actually a curriculum writer/researcher.			

By recruiting under-qualified staff for such key positions, the Department of Education undermines its stated commitment towards quality. Key positions, such as those above, require minimum qualifications equivalent to if not above those required by the elementary and high school teachers they serve. It is recommended that the Department of Education urgently addresses the issue of under-qualified incumbents in key management and leadership positions, through retirement, by reassigning individuals to administrative posts and replacing them with higher qualified individuals, or by requiring them to undertake and complete, by a given date, a course of study in order to achieve a minimum academic qualification. Courses of study could be taken part-time at COM or by distance education mode.

In the same way as teaching posts are classified and require a minimum academic qualification for certification, key posts within the Department of Education should be classified according to the minimum academic qualification required. The table below offers some suggestions.

Position	Suggested minimum academic qualification required	Suggested further academic qualification desirable
Head Teacher (Elementary school with up to 79 enrollment, teaching role)	AA/AS plus Third Year Certificate	B.Ed.
Principal (Elementary school with over 80 enrollment and High School, non-teaching role)	B.A. / B.S.	Higher Education award in education management
Instructor or trainer	AA/AS plus Third Year	B.Ed Higher Education award in training methodology

	Certificate	
Division coordinator within the Department of Education	B.A. / B.S.	Some Higher Education courses in Education
Curriculum developer / writer	B.A. / B.S.	Some Higher Education courses in the particular subject area (e.g. Science) or in curriculum development

Category 1: Table 5. Assignment of Personnel				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 404.	The State Director shall make all assignments of personnel to schools based on the best interest of the school system.	DOE criteria for assignment to schools. Teacher assignment data. Equity in assignments.	Non Compliance. Teachers and other staff are assigned to schools but there is no evidence of a written and equitable policy for assignment and criteria for assignment have not been identified. This has led to a number of anomalies resulting in over and under-staffing in some elementary and high schools. The Early Childhood Education program has established a policy for teacher assignment based on enrolment and this is dealt with below.
2	Yap State DOE Policies and Procedures manual. Procedure 404.	State Director of Education bases the assignment upon: Teacher qualifications. Teacher certification. Expressed needs of the school. Best interest of the state system. The State Director of Education will, as needed, recommend additional personnel assignments as the school system needs change.	Teacher assignment data. Equity in assignments. Equity in appointments of males and females to Principal and head teacher posts.	Non Compliance. There is evidence of negative gender bias against females in the appointment of principals and head teachers. There is evidence that the 2006 Classification Guide for Teacher, School Counsellor, Head Teacher and School Principal Positions, approved by the State Board of Education, has been erroneously applied or not applied. Of 29 elementary school principals, 7 are high school graduates and do not

				meet the criteria approved by the State Board of education. 27 teachers were assigned to schools in school year 2007-2008. Of these, 17 were high school graduates who would not qualify for certification under current regulations.
3	Yap State DOE Policies and Procedures manual. Policy 212.	The State Director of Education shall approve and the Instruction and Curriculum Coordinator monitor the use of Area Specialists.	Monitoring data.	Compliance. Area Specialists are managed by the Instruction and Curriculum Coordinator, who reports regularly to the Director of Education.
4	Yap State DOE Policies and Procedures manual. Procedure 212.	Use of Area Specialists will be based upon: Assessed needs of the school or activity. Availability of personnel. Availability of funds. Area Specialists will be assigned by the Instruction and Curriculum Coordinator to work with teachers to develop instructional material, plan, and assist in teaching methods development specific to the area.	Assignment of Area Specialists. Area Specialists' work programs.	Near compliance. Area Specialists are assigned to core and other curriculum areas. Reports indicate that Area Specialists made at least two visits to all schools per year but there is no clear evidence to confirm that each specialist visited each school twice. There is no evidence of work programs, targets or goals for Area Specialists.

Narrative

Category 1: Table 5. Assignment of Personnel

Yap State Department of Education is responsible for the management of 25 Early Childhood Education Centers, 29 public elementary schools and 3 public high schools (SY2008-2009). The department also issues charters and grants public funds towards the management of one private elementary school and one private high school. 27 elementary school districts are established by Yap State Code Title 16. These are:

- (a) Rumung School District consisting of all the villages in Rumung Municipality.
- (b) Map School District consisting of all the villages in Map Municipality.
- (c) Gagil School District consisting of all the villages in Gagil Municipality.
- (d) Tomilang School District consisting of all the villages in Tomil Municipality except Gargey Village.
- (e) Fanif School District consisting of Tafgif, Rumuu, Gargey, Malway, and Wuluu villages.
- (f) North Fanif School District consisting of Run. uw, Yyin, Ayrach, Gilfith, and Rang villages.
- (g) Bael School District consisting of Atliw, Numnung, Adbuwee, Okaw, Alog, and Dugor villages.

- (h) Gaanelay School District consisting of Yinuf, Gitam, Dachngar, Talguw, Ngolog, Benik, Balabat, Worwoo, Keng, Maawech, Nimar, Mulroo and Mabuu villages.
- (i) Dalipebinaw School District consisting of Kaday, Magaf, Binaw, Kanif, Aringel, Tagegin, Fedoor and Yoboch villages.
- (j) Kanifay-Gilman School District consisting of all the villages in Kanifay Municipality plus Dulkan, Tabnifiy, Ngof, Lamer, and Luwech villages, and consisting of all the villages in Gilman Municipality plus Ley and Ngariy villages.
- (k) Falalap School District consisting of all the villages in Falalap, Ulithi Atoll and Sorol.
- (l) Asor School District consisting of all the villages in Asor Island, Ulithi Atoll.
- (m) Mogmog School District consisting of all the villages in Mogmog and Sogoloi Island, Ulithi Atoll.
- (n) Fatharai School District consisting of all the villages in Fassarai and Lothou Island, Ulithi Atoll.
- (o) Fais School District consisting of all the villages in Fais.
- (p) Eauripik School District consisting of all the villages in Eauripik Atoll.
- (q) Falalop School District consisting of all the villages in Falalop, Mariyang, Tagolap and Paliyau Islands, Woleai Atoll.
- (r) Wottagai School District consisting of all the villages in Woteggai Island, Woleai Atoll.
- (s) Seliap School District consisting of all the villages in Seliap Island, Woleai Atoll.
- (t) Falalus School District consisting of all the villages in Falalus Island, Woleai Atoll.
- (u) Faraulep School District consisting of all the villages in Faraulep Island, Faraulep Atoll.
- (v) Piig School District consisting of all the villages in Piig Island, Faraulep Atoll.
- (w) Ifalik School District consisting of all the villages in Ifalik Atoll.
- (x) Lamotrek School District consisting of all the villages in Lamotrek Atoll.
- (y) Elato School District consisting of all the villages in Elato.
- (z) Satawal School District consisting of all the villages in Satawal Island.
- (aa) Ngulu School District consisting of all the villages in Ngulu Island, Ngulu Atoll.¹

¹Source: YDC #3100, as amended by YSL 1-56 #1 and YSL 1-157 #1.

Current school provision does not fully align with State Code. For example, Kanifay-Gilman has two schools instead of one and there are 29 elementary schools but only 27 districts. This suggests that a revision of the State Code may be necessary.

Department of Education data on personnel can be outdated and inaccurate. Current data on the National Department of Education's website shows the following teacher numbers for Yap State Department of Education.

State	No degree		AA/AS		BA/BS		MAM/S		PhD		Total
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
Chuuk	208	239	208	197	49	41	5	1	0	0	948
Kosrae	9	0	88	74	25	3	2	0	0	0	201
Pohnpei	68	85	220	203	76	62	11	6	0	0	731
Yap	118	119	80	40	7	11	0	0	0	0	375
Total	403	443	596	514	157	117	18	7	0	0	2255
% Total	17.87%	19.65%	26.43%	22.79%	6.96%	5.19%	0.80%	0.31%	0.00%	0.00%	100%

The Yap State Department of Education's personnel department provided the following data table showing the location of employees.

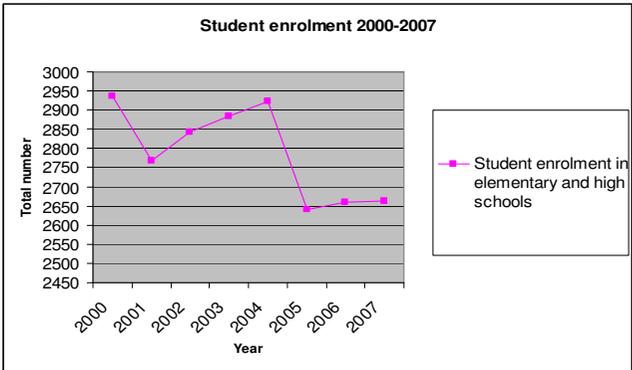
Location of Department of Education Employees			
Location	Total	Location	Total
Central office Assessment	5	Faraulap Elementary School	7
Central office Business Office	2	Ganelay Elementary School	11
Central office Curriculum	19	Gagil ECE Center	3
Central office Data Office	2	Gagil Elementary School	12
Central office Directors Office	2	Gilman ECE Center	2
Central office Media Shop	4	Gilman Elementary School	10
Central office Professional Development	7	Ifalik Elementary School	16
Central office Special Education	22	Kanifay ECE Center	3
Central office Training Center	11	Kanifay Elementary School	9
Central office Vocational Education	2	Lamotrek ECE Center	3
Asor Elementary School	7	Lamotrek Elementary School	12
Bael Elementary School	10	Maap ECE Center	3
Baleau ECE Center	3	Maap Elementary School	11
Colonia ECE Center	5	Mogmog ECE Center	2
Colonia Middle School	13	Mogmog Elementary School	10
Dalipebinaw ECE Center	3	North Fanif Elementary School	9
Dalipebinaw Elementary School	9	Piig ECE Center	2
Eauripik ECE Center	2	Piig Elementary School	5
Eauripik Elementary School	6	Rawaii ECE Center	3
ECE Central Office	24	Rumung Elementary School	3
Elato ECE Center	2	Rumuu ECE Center	3
Elato Elementary School	6	Satawal ECE Center	5
Fadrai ECE Center	3	Satawal Elementary School	13
Fadrai Elementary School	7	Seliap ECE Center	2
Fais ECE Center	3	Seliap Elementary School	6
Fais Elementary School	12	Tamilang ECE Center	3
Falachig ECE Center	3	Tamilang Elementary School	12
Falalis ECE Center	3	Tegailap Elementary School	6
Falalis Elementary School	6	Ulithi High School	17
Falalop Ulithi ECE Center	3	Woleai Elementary School	13
Falalop Ulithi Elementary School	11	Woleai High School	15
Falalop Woleai ECE Center	3	Wottegai ECE Center	3
Fanif Elementary School	10	Wottegai Elementary School	5

Faraulap ECE Center	3	Yap High School	44
Grand Total 516			

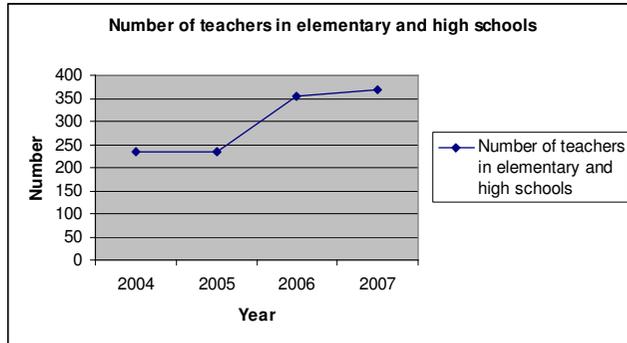
The table above shows a total of 516 staff employed at the Department of Education, with 110 based in central office positions and 406 based in schools. A Public Service personnel list for September 2008 provided by the office of Administrative Services gave a total of 545 employees in the Department of Education.

The Department of Education does not conduct detailed enrolment analysis and projection. However, from available data, the auditor has determined that recent enrolment trends in elementary and secondary schools show a gradual decline from a combined total enrolment of 2,922 in 2004 to 2,662 in 2007, a difference of 9.37%. In elementary schools, enrolment declined from 2,152 in 1999 to 1,915 in 2007. National Census figures show an actual total population of 5 – 14 year olds of 2,716 in 2000 and a projected figure of 2,563 in 2006, a difference of 5.64%. School rolls appear to have declined at a greater rate than the projected rate of overall population decline.

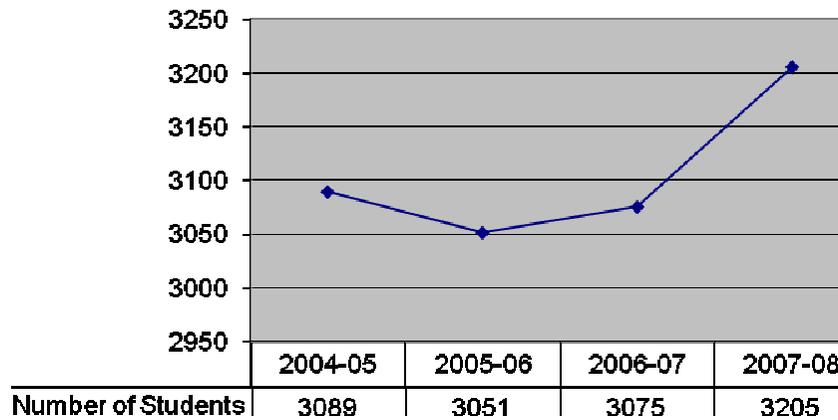
During the period 2000 – 2007, the Education Strategic Plan shows a downward trend in student enrolment. This is illustrated in the graph below.



During the same period 2004 – 2007, the Education Strategic Plan shows an upward trend in teacher numbers. This is illustrated in the graph below. The above data suggests that teacher numbers have continued to climb to a current total of 399.



Data contained within the 5-year Strategic Plan is contradicted by data supplied to the auditor by the Department of Education, shown in the table below, which suggests that school enrollment is actually rising.



This data is incompatible with other data provided by the Department of Education and provides evidence of poor data collection and analysis. This suggests that the Department of Education may be in danger of making significant strategic decisions based on erroneous data.

School year 2007-2008 staffing rates for elementary and middle schools are shown in the table below, provided by the data section of the Department of Education. The table shows enrolment, teacher numbers and teacher: student ratios. 57 culture teachers have not been shown in the table and are not used in the calculation of teacher: student ratio as they are not classified as teachers.

Location	Classroom teachers	Principal & Vice	Vocational Education	Special Education	Counsel or	Total staff	Enrollment 2007-2008	Teacher : student

Management Audit of Yap State Department of Education
required under Education Sector Grant #CSG-FSM-2008-EDU, under Special Conditions, Section (c)(2)

		Principal	teacher					ratio
Asor Elementary School	3	1		1		5	16	3.2
Bael Elementary School	5	1	1	1		8	53	6.6
Colonia Middle School	8	2		1		11	168	15.2
Dalipebinaw Elementary School	7	1		1		9	42	4.6
Eauripik Elementary School	2	1		1		4	26	6.5
Elato Elementary School	2	1		1		4	39	9.7
Fadraii Elementary School	3	1		1		5	26	5.2
Fais Elementary School	7	1		2		10	99	9.9
Falalis Elementary School	2	1		1		4	39	9.7
Falalop Ulithi Elementary School	7	1		1		9	81	9.0
Fanif Elementary School	7	1		1		9	50	5.5
Faraulap Elementary School	3	1		1		5	31	6.2
Ganelay Elementary School	7	1		1		9	156	17.3
Gagil Elementary School	8	1		1		10	182	18.2
Gilman Elementary School	5	1		2		8	38	4.7
Ifalik Elementary School	10	1		3		14	174	12.4
Kanifay Elementary School	7	2		0		9	40	4.4
Lamotrek Elementary School	8	1		1		10	118	11.8
Maap Elementary School	7	1		1		9	67	7.4
Mogmog Elementary School	5	1		2		8	57	7.1
North Fanif Elementary School	5	1		1		7	32	4.5
Piig Elementary School	1	1		1		3	26	8.6
Rumung Elementary School	2	0		0		2	7	3.5
Satawal Elementary School	9	1		1		11	171	15.5
Seliap Elementary School	2	1		1		4	26	6.5
Tamilang Elementary School	9	1		1		10	110	11.0
Tegailap Elementary School	2	1		1		4	21	5.2
Woleai Elementary School	9	1		1		11	115	10.4
Wottegai Elementary School	1	1		1		3	28	9.3
Ulithi High School	12	2		1	0	15	131	8.7
Woleai High School	8	2		2	1	13	147	10.5
Yap High School	33	2		7	2	44	591	13.4
Total	206	36	1	42	3	288	2663	7.7

The data above is not compatible with the data shown on the National Education Department's website, which shows a total of 375

rather than the 288 shown above. The deduction of 57 culture teachers does not correct the difference. Again, this is an issue for Yap State Department of Education as accurate data is essential for sound strategic management.

The teacher assignment shown in the table above reveals some anomalies. For example, Falalis Elementary, with 39 students is assigned 4 teachers, while Gilman Elementary with 38 students is assigned 8 teachers, twice as many as Falalis. Dalipebinaw, with 42 students is assigned 9 teachers while Gaanelay, with almost four times as many students (156) is also allocated 9 teachers. Four Elementary schools are allocated 10 teachers but their student enrollments range from 99 to almost double that at 182. The highest teacher: student ratio is 18.2 at Gagil, while the lowest is 3.2 at Asor.

The auditor was unable to establish a clear policy for the allocation for Special Education teachers to elementary schools as current 618 data and Local Performance Plans were not available. It is not clear whether special education teachers are allocated on the basis of individual student need or on some other basis. The most recent CMIS noted that Individual Education Plans were not developed for children with special needs, which suggests that teachers are allocated without reference to identified students' needs.

The State Department of Education is required by law to provide free public education for the children of Yap, and must accommodate children in small, remote island communities. This leads to anomalies in teacher: student ratios. However, the department lacks a policy for equitable teacher assignment and this has resulted in inequitable distribution that may lead to the disadvantaging of some children.

The combined elementary and high school ratio from the above data is 1:7.7. Data on the National Department of Education's website rounds this up to give a figure of 1:8. A comparison of the Yap State teacher: student ratio with average ratios from selected countries and other FSM states reveals that at 1:8, Yap State's ratio is significantly lower than average.

Country or State	Year	teacher: student ratio
USA ¹	2005-2006	15.2 (elementary)
Canada ¹	2003-2004	16 (elementary)
Guam ²	2004-2005	18.3 (combined elementary and high)
Hawaii ²	2004-2005	17.5 (combined elementary and high)
Northern Marianas ²	2004-2005	20 (combined elementary and high)
American Samoa ²	2004-2005	17.1 (combined elementary and high)
Chuuk ³	2008	17.0 (combined elementary and high)
Kosrae ³	2008	10.0 (combined elementary and high)
Pohnpei ³	2008	20.0 (combined elementary and high)
FSM ³	2008	15.0 (combined elementary and high)
Yap ³	2008	8.0 (combined elementary and high)

¹http://www.mels.gouv.qc.ca/stat/indic07/docum07an/F1_09_2007a.pdf

²http://nces.ed.gov/pubs2007/overview04/tables/table_4.asp?referer=list

³http://www.fsmed.fm/indicator_7_08.html

The figures above illustrate that the teacher: student ratio in Yap State Department of Education is comparatively low. This suggests that the department is significantly over-staffed. Student performance figures for the State show that a low teacher: student ratio has not had any positive impact on student achievement. Indeed, it could be argued that improving the teacher: student ratio has actually led to declining student achievement. This may be due to the fact that many teachers in Yap state schools are unqualified high school graduates with little teaching experience and few opportunities to improve their skills through in-service training.

It is recommended that the Yap State Department of Education put in place a policy for the equitable assignment of trained and certified teachers to elementary and high schools following Certification requirements and using agreed criteria related to the number of students on roll. Culture teachers would not be counted in this policy as they would not qualify for certification. The policy would ensure that all children have an equal opportunity to receive quality instruction by a fully trained and certified teacher. This would remove the disadvantage currently experienced by some children who are taught by unqualified and untrained teachers.

Such a policy might set a quota for teacher assignment using a formula. This might set the minimum number of teachers needed for a viable elementary and high school. Enrolment bands could then be established and additional teachers allocated when enrolment reaches the next higher band level. The Yap State Board of Education has already set bands for the determination of Head Teacher and Principal classification, and these could be used as a basis for teacher allocation. Head Teachers have a teaching role while Principals do not. The bands are:

- Head Teacher 1 (39 or less enrollment)
- Head Teacher 2 (40 to 79 total enrollment)
- Principal 3 (80 to 120 total enrollment)
- Principal 4 (121 to 200 total enrollment)
- Principal 5 (all High School Principals).

With some amendment, these bands could be used as the basis for the development of a teacher assignment policy for elementary schools, as shown in the table below.

Elementary School band	Enrollment	Head Teachers with teaching role	Principals with non-teaching role	Number of teachers	Total teaching staff	Highest teacher: student ratio
1	0-39	1		3	4	9.7
2.1	40-59	1		4	5	11.8
2.2	60-79	1		5	6	13.1
3.1	80-99		1	6	7	14.1
3.2	100-119		1	7	8	13.2
4.1	120-139		1	8	9	14.8
4.2	140-159		1	9	10	15.9
4.3	160-179		1	10	11	16.2

The policy allows for a minimum staff of four teachers, including a teaching head, for all small schools with enrollments under 39.

There are a number of schools in this category already with between 2 (Rumung) and 7 (North Fanif) teachers. Multi-grade teaching would continue to be necessary in these small schools, as it would in some larger schools, with probable groupings of Grades 1&2, 3&4, 5&6 and 7&8. The current policy of delaying enrolment for a year should be abolished as it leads to a denial of each child's right to a full elementary education. The Department of Education, in its Strategic Plan, has already planned to provide training for teachers in multi-grade teaching through the Professional Development division. It would be necessary for the Instruction and Curriculum division to develop a process for curriculum modification and modified curriculum support materials to support multi-grade teaching and learning.

As can be seen, the proposal above would bring teacher: student ratios closer to the FSM national average of 1:15. The table below shows how the policy would be applied to individual elementary schools.

Elementary School	Current staffing level				Proposed staffing level			
	Students	Teachers	Ratio		Students	Teachers	Ratio	
Asor	16	5	3.2		16	4	4	
Bael	53	8	6.6		53	5	10.6	
Colonia Middle	168	11	15.2		168	11	15.2	
Dalipebinaw	42	9	4.6		42	5	8.4	
Eauripik	26	4	6.5		26	4	6.5	
Elato	39	4	9.7		39	4	9.7	
Fadraii	26	5	5.2		26	4	6.5	
Fais	99	10	9.9		99	7	14.1	
Falalis	39	4	9.7		39	4	9.7	
Falalop Ulithi	81	9	9.0		81	7	11.5	
Fanif	50	9	5.5		50	5	10	
Faraulap	31	5	6.2		31	4	7.7	
Gaanelay	156	9	17.3		156	9	17.3	
Gagil	182	10	18.2		182	12	15.1	
Gilman	38	8	4.7		38	4	9.5	
Ifalik	174	14	12.4		174	11	15.8	
Kanifay	40	9	4.4		40	5	8.0	
Lamotrek	118	10	11.8		118	7	16.8	
Maap	67	9	7.4		67	6	11.1	
Mogmog	57	8	7.1		57	5	11.4	
North Fanif	32	7	4.5		32	4	8.0	
Piig	26	3	8.6		26	4	6.5	
Rumung	7	2	3.5		7	4	1.7	
Satawal	171	11	15.5		171	11	15.5	
Seliap	26	4	6.5		26	4	6.5	

Tamilang	110	10	11.0		110	8	13.7	
Tegailap	21	4	5.2		21	4	5.2	
Woleai	115	11	10.4		115	8	14.3	
Wottegai	28	3	9.3		28	4	7.0	
Totals	2038	215	9.47		2038	174	11.71	

The above proposal reduces the number of teachers, head teachers and principals required in elementary schools to 174, a reduction of 41. This reduction could be achieved through the loss of high school graduates who would not anyway be eligible for certification under new national guidelines. The number is compatible with the 245 available qualified staff with AA/AS degrees.

Further economies could be achieved through the consolidation of schools, which is an activity in the department's Strategic Plan. Consolidation might be conducted as part of a revision of the State Code dealing with school districts. One objection often cited by parents is that consolidation often leads to younger children having to travel further to school. An option that may be considered is the consolidation of upper grades only, such as grades 5-8, leaving lower primary children in their existing schools which could be an annex of the larger 'parent' or middle school.

Staff requirements for the three high schools in the State are dependent on a number of factors, including enrollment and the number and type of courses offered. Basic teacher and student enrollment data is shown in the table below.

High School	Students	Teachers	Ratio
Ulithi High School	131	15	8.7
Woleai High School	147	13	11.3
Yap High School	591	44	13.4
Totals	869	72	10.8

It would appear from the table above that a policy for teacher assignment to high schools is not being applied. This is evidenced by the fact that Woleai High School has a higher enrolment than Ulithi High School, but a lower teacher total. Enrollment totals for each grade in the three High Schools are shown in the table below.

	Grade 9	Grade 10	Grade 11	Grade 12	Total
Yap High School	149	156	152	134	591
Woleai High School	34	41	31	41	147
Ulithi High School	35	32	33	31	131

Based on a minimum class size of 25, it would appear that both Woleai and Ulithi require a minimum of 2 teachers per Grade and at least 8 in total, while Yap High School requires a minimum of 7 teachers per grade and at least 28 in total. If factors such as subject demands, marking and preparation time and school management are taken into consideration, then the minimum requirements are probably around 12 for Ulithi, 13 for Woleai and 40 for Yap High School. This would give the following teacher: student ratio.

High School	Students	Teachers	Ratio
Ulithi High School	131	12	10.9
Woleai High School	147	13	11.3
Yap High School	591	40	14.7
Totals	869	65	10.8

A high school principal, in interview with the auditor, cited difficulties in recruitment of suitably qualified teachers. Barriers to recruitment include poor salaries and a shortage of suitably qualified applicants. New certification rules will require all high school teachers to have a BA/BS degree or higher. As noted above, there are 18 MA/MS and BA/BS holders currently working in Yap State High Schools. These degree holders are distributed as follows:

- Ulithi High School- 2
- Woleai High School - 0
- Yap High School - 16.

It would appear that there is disparity in the distribution of degree holders and that Neighboring Islands Schools are disadvantaged. This disadvantage is reflected in low student performance in Neighboring Islands High Schools. A possible cause of the disparity is the number of ex-patriots living in Yap Main Island who are employed at Yap High School.

Given a minimum requirement of 65 teachers and a current total of 16 qualified, there is a shortfall of at least 49 qualified high school teachers in the Department of Education. This is a serious challenge to quality within the Department of Education. However, there is no evidence within the Department of Education of a current program of professional development leading to a BA. Professional development provision is discussed in more detail below under Category 2: Table 2. Staff Development. A further obstacle to recruitment is the low level of salary available to graduate high school teachers. Possible short-term solutions to the shortfall include recruiting teachers from overseas, recruiting from agencies such as Peace Corps and World Teach and transferring degree holders from other posts within the Department of Education.

Category 1: Table 6. Services for Children with Disabilities				
	Source	Criteria	Means of Verification	Compliance status
1	FSMC, Title40. Education Chapter 1 ¶ 107. Procedures to ensure education for children with disabilities. Source: PL 8-132 ¶ 8. Editor's note: The former subchapter I,	The Secretary shall establish, in cooperation and consultation with the State Directors of Education and Health Services of each State, a procedure to ensure the ongoing identification, diagnosis, certification, and education of children with disabilities.	SPED monitoring report.	Non Compliance. The most recent Focused Monitoring Visit Report (May 2007) found that 'YDOE is not in compliance with providing a continuum of special education services for eligible children with disabilities aged 3-5 consistent with the requirements of IDEA or FSM law'.

	<p>¶¶ 101-118, "Trust Territory Educational System", of chapter 1 was repealed by PL 6-45, ¶ 1. All sections of subchapter II, ¶¶ 121-128 "Federated States of Micronesia Educational System" were repealed by PL 8-132, ¶ 1.</p>			<p>In addition, the Focused Monitoring Visit reported that, 'YDOE is not in compliance with having a current IEP for all eligible children with disabilities'. Further, the Focused Monitoring Visit reported 'an alarmingly low' percentage of the school population being served by special education (3.2% compared to the 10% it would be reasonable to expect).</p>
2	<p>¶ 235. State responsibility. Source: COM PL 7-55 ¶ 5; TT Code 1980, 41 TTC 205; PL 8-21 ¶ 5.</p>	<p>On or before July 1 of each year, each State shall report to the Secretary of Education the extent to which it is providing the special education for children with disabilities necessary to implement this subchapter. The report shall detail the means which the State uses to provide for the free appropriate special education of children with disabilities.</p>	<p>Copies of last 3 annual reports.</p>	<p>Near Compliance. The most recent Local Performance Plan, the annual report on Special Education Services provide to the children of the State of Yap, due on July 1st 2008, was not completed as of 30th November 2008. The LPP due on July 1st 2007 was produced on 20th November 2007. The LPP due on July 1st 2006 was produced in October 2006.</p>
3	<p>¶ 236. Procedure to ensure efforts. Source: COM PL 7-55 ¶ 6; TT Code 1980, 41 TTC 206; PL 8-21 ¶ 6.</p>	<p>The Secretary of Education shall establish, in cooperation with the Secretary of the Department of Health Services and each State Director of Education, procedures to ensure the ongoing education, identification, location and evaluation of children with disabilities.</p>	<p>Copies of last 3 monitoring reports.</p>	<p>Non Compliance. The Focused Monitoring Visit Report (May 2007) reported 'an alarmingly low' percentage of the school population being served by special education (3.2% compared to the 10% it would be reasonable to expect).</p>

4	Federated States of Micronesia Continuous Improvement Monitoring System, January 2007 Individuals with Disabilities Education Improvement Act (IDEA), Public Law 108-446, 14-08.	1. LEA Local Performance Plan. The LPP for each FSM state is submitted to HESA no later than July 30 th of each year as part of the FSM Local Education Agency (LEA) Application for IDEA Part B funding.	Copies of last 3 years' performance plans.	<p>Near Compliance. The most recent Local Performance Plan, the annual report on Special Education Services provided to the children of the State of Yap, due on July 1st 2008, was not completed as of 30th November 2008. The LPP due on July 30th 2007 was produced on 20th November 2007. The LPP due on July 30th 2006 was produced in October 2006.</p>
5		<p>2. School Monitoring Visits. Each LEA is required to establish a local monitoring system that includes conducting monitoring visits to schools to verify the data and information used as part of the LEA Quality Progress Reports and the LPP.</p> <p>2.1. Determine the monitor or monitoring team responsible for conducting the school visits.</p> <p>2.2. Establish a school visit schedule that ensures all schools will be monitored at least every 3 years.</p> <p>2.3. Schedule and conduct monitoring visits to selected schools.</p> <p>2.4. Transmit LEA School Monitoring Report within 10 days of the visit.</p> <p>2.5. Facilitate agreed upon "actions to be taken" based on the recommendations developed for the school.</p>	<p>List of members of monitoring teams.</p> <p>School visit schedule for SY2006-2007, 2007-2008 and 2008-2009.</p> <p>Reports on monitoring visits to 3 schools in 3 different zones.</p> <p>Evidence of facilitation of "actions to be taken".</p>	<p>Non Compliance. There is no evidence of State Department of Education monitoring teams nor school visit schedules.</p>

6		3. LEA Enforcement Actions As part of the LEA Monitoring System, each LEA must establish a system of consequences for identified compliance, non compliance, and improved performance.	System of consequences for identified compliance, non compliance and improved performance.	Non Compliance. There is no evidence that the Director of Education has established a system of consequences for identified compliance, non compliance, and improved performance.
7		LEA Quarterly Reports On a quarterly basis, the four LEAs submit to HESA a quarterly report that reviews fiscal, compliance, and performance data and information relevant to the IDEA Part B SPP indicators, including formal complaints, mediation, and due process requests and results.	Last 3 Quarterly reports.	Non Compliance. The most recent Focused Monitoring Visit (May 2007) reported failure to submit Quarterly Progress Reports.
8		HESA verification & monitoring, 618 data reports The four LEAs compile and submit the required 618 data to HESA.	Last three 618 data reports.	Non Compliance. 618 data reports were not found.

Narrative

Category 1: Table 6. Services for Children with Disabilities

The Special Education program is monitored using a Continuous Improvement Monitoring System (CIMS) with specified monitoring roles for both the National Education Department and Yap State Department of Education. The State Department of Education has not assumed its role in the monitoring process. Areas of significant non-compliance and lack of sufficient progress towards correcting areas of non-compliance were identified in a monitoring report of May 2007. The Department of Education was placed at 'Needs Intervention' Determination Level and a variety of corrective measures were required. There is no evidence to confirm that all or any of the corrective actions required have been completed as the most recent Local Performance Plan, the annual report on Special Education Services provided to the children of the State of Yap, due on July 1st 2008, was not completed as of 30th November 2008.

The Special Education program employs a total staff of 68, of whom 22 are based in the central office and 46 in schools. Department of Education data shows that a total of 116 children have been identified as requiring learning support through the Special Education program. However, the most recent Focused Monitoring Report showed that Individualized Education Plans for all these children were not in place. The ratio of special education staff to children is 1:1.7

Category 1: Table 7. Services for Gifted and Talented students				
	Source	Criteria	Means of Verification	Compliance status
1	FSMC, Title 40. Education Chapter 1 ▪ 106. Gifted and talented students.	The Secretary shall establish, in cooperation and consultation with the State Directors of Education , programs to identify and encourage students who demonstrate an extraordinary ability to learn.	Program outline.	Non Compliance. There is no evidence of any programs to identify and encourage students who demonstrate an extraordinary ability to learn.

Narrative

Category 1: Table 7. Services for Gifted and Talented students

The State Department of Education does not appear to have a policy in place to meet the requirements of this National law. Student performance data could be used to identify children with exceptional talent but analysis is not performed.

Category 1: Table 8. Public Reporting				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 701.	The State Director of Education shall disseminate educational information on State and National policy to the public.	Policy and means of dissemination. Last 3 public announcements.	Near Compliance. There is no evidence of a policy for the formal dissemination of educational information on State and National policy to the public. No examples of published reports, documents or circulars prepared by the Department of Education were evident. However, the department did broadcast information on teacher certification through public media.
2	Yap State DOE Policies and Procedures manual. Policy 210.	The State Director of Education shall establish semi-annual general departmental status reports to the public. The Director may, upon request, issue any other report to the public as he deems appropriate.	Last 3 semi-annual (6 monthly) reports.	Non Compliance. There is no evidence of semi-annual status reports to the public.
3	Yap State DOE Policies and Procedures manual.	The State Director of Education will at the semi-annual open meeting make available to the	Last 3 semi-annual (6 monthly) reports covering 4 specified areas.	Non Compliance. There is no evidence of semi-annual open meetings taking place nor is there

	Procedure 210.	general public a status report covering: All state-run programs. All special programs. Current trends in budgeting. New laws and regulations including state, national, and federal that have impact on DOE operations and personnel.		evidence of any general public status reports being made available to the public.
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Narrative

Category 1: Table 8. Public Reporting

The Department of Education fails to report publicly on its budget, activities and performance. Nor does it report on student enrolment or on student performance. Public reporting is an important contributor to accountability. Public reporting also allows for participation in education by parents and stakeholders. It is recommended that the Director of Education put in place a policy and procedure for public reporting of the functions, inputs, outputs and analysis of student performance discussed elsewhere in this report.

Category 1: Table 9. Role of the Community				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 700.	The State Board of Education recognizes the community as an invaluable pool of human resources that will be utilized to supplement and support the schools' goal of providing quality education for the students.	Community education program policy.	Non Compliance. There is limited evidence of programs or initiatives aimed at utilizing community resources to support school's goals of providing quality education for students. The ECE policy and procedures manual promotes the concept of parent volunteers assisting in the classroom. There is no data available to determine the extent of parent volunteer assistance. The Department of Education did not provide data on JEMCO indicator 18: number of parent involvement activities per year, 2007 – 2008.
2	Yap State DOE Policies and Procedures manual. Procedure 700.	Community/school relations are the direct responsibility of the State Director of Education and his/her designees. A program	Culture program. Community program.	Near Compliance. The Parental Information Resource Centre (PIRC) supports pilot programs for community participation in schools in Yap

		will be developed and implemented to utilize community resources.	Main Island. However, there is no evidence of a Department of Education comprehensive community/school relations policy or program in place.
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Narrative

Category 1: Table 9. Role of the Community

Through PIRC, the Department of Education has a model for the development of a policy on community participation at school level. Work conducted by the Basic Social Services Project (BSSP) included the development of a training model for school improvement that was focused on community participation. It is recommended that the Director of Education develop policy and programs to encourage community participation, based on the pilot programs conducted by PIRC and BSSP.

Category 1: Table 10. Strategic Planning				
Goal 1: Strengthen governance and policy setting Goal 2: Improve school administration and management Goal 3: Improve curriculum and instruction Goal 4: Increase staff capacity to perform their work Goal 5: Improve student assessment and data management Goal 6: Improve administration and support services				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State Education Strategic Plan 2007-2012	Annual work plan developed and implemented	Current Work Plan. Draft 2009 work plan (November 2008).	Non Compliance. The strategic plan was approved by the State Board of Education and State Governor in February 2008. The plan does not contain a work plan for the period February – November 2008 and there is no evidence of any implementation activity. A work plan for 2009 was not prepared by the stated date (November 2008).
2	Yap State Education Strategic Plan 2007-2012	Annual formative assessment conducted and report disseminated	Most recent assessment report on activities to date.	Non Compliance. No assessment reports have been produced.

Narrative

Category 1: Table 10. Strategic Planning

Strategic planning is an essential element of the management of the Department of Education and represents an opportunity for the department to identify priorities and focus its activities on achieving measurable goals. There are many aspects of the Strategic Plan

that are of great merit. However, there are aspects that could be improved.

The plan identifies declining student achievement as a major cause for concern but fails to address the issue through the development of specific, measurable goals for student achievement. The plan's goals, objectives and activities, while generally sound, are not clearly and logically linked to improving student achievement.

The lack of any implementation activity in the period February – November 2008 indicates a lack of knowledge and ownership of the plan within the Department of Education.

Currently, responsibility for the management of the Strategic Plan is placed with the coordinator of the division of Professional Development. However, the coordinator is not in a management position that holds any authority over other division coordinators. It is recommended that management responsibility for the strategic plan should lie with senior managers of the Department of Education. This would allow for management authority to be applied to the plan and for a more coordinated approach by divisions.

Category 1. Table 11. Early Childhood Education				
	Source	Criteria	Means of Verification	Compliance status
1	Program Regulations and Standards Section 200.10. Class size and staffing pattern.	(a) Standard classes must be staffed by a teacher and a teacher aide and, whenever possible a volunteer. Standard class must have a minimum enrollment of 11 children and a maximum of 20 children enrolled. No more than 20 children will be enrolled in any one class.	Teacher and class data.	Compliance. Analysis of enrolment and teacher/teacher aide data confirms that standards established for class size and teacher/teacher aide : student ratio are being adhered to.
2		(b) Classes that do not meet the standard requirements may continue to operate with one teacher provided that not less than 5 children are enrolled at the beginning of the school year.	Teacher and class data.	Compliance. Analysis of enrolment and teacher/teacher aide data confirms that there are no classes in operation with less than the proscribed minimum enrolment.
3		(1) Should the number of children enrolled drop below 5 during the school year, the class may be temporarily closed until the minimum number of children is met again.	System data.	Compliance. Analysis of enrolment data confirms that there are no classes in operation with less than the proscribed minimum enrolment.

4		(2) In a situation where 2 staff is needed – e.g. Child enrolled with a disability or other condition requiring constant attention – a teacher aide may be temporarily hired.	Special needs assessment.	Compliance. One child with special needs is enrolled in ECE center.
5	Program Regulations and Standards Section 500.20. Management systems and procedures.	(i) Program self-assessment and monitoring. (1) At least once each program year, with the consultation and participation of the Policy Council and, as appropriate, other community members, the program must conduct a self-assessment of their effectiveness and progress in meeting program goals and objectives.	Last 3 years' self assessment reports.	Non compliance. There is no evidence of annual self-assessments having been conducted. There is no evidence of a Policy Council in operation.
6	Program Regulations and Standards Section 500.30. Human resources management	(a) Organizational structure. The program must establish and maintain an organizational structure that supports the accomplishment of program objectives. This structure must address the major functions and responsibilities assigned to each staff position and must provide evidence of adequate mechanisms for staff supervision and support. This organizational structure must be aligned with the overall departmental organizational structure.	Organizational structure diagram. Staff data. Staff functions and responsibilities. Mechanism for staff supervision.	Non compliance. There is no evidence of an organizational structure having been developed for the ECE program. The structures developed under the former Head Start program are still in place. The ECE organizational structure is not aligned with the Department of Education's organizational structure.
7		(c) Classroom Teachers. ECE programs must comply with all FSM National and state law and any subsequent amendments regarding the qualifications of classroom teachers.	Teacher data.	Non compliance. It has been the intention of the National Department of Education to apply standards for the Certification of teachers. These standards include a minimum academic qualification of an AA/AS degree. For the past several years, Yap State Department of Education has been conducting certification upgrading in-service programs for teachers who do not

				hold an AA/AS. The Early Childhood Education program employs 27 teachers, of whom 24 are High School Graduates.
8		(f) Staff performance appraisals. The program must, at a minimum, perform annual performance reviews of ECE staff member and use the results of these reviews to identify staff training and professional development needs, modify staff performance agreements, as necessary, and assist each staff member in improving his or her skills and professional competencies.	Annual performance review. Staff training and professional development needs. Professional development program.	Non compliance. There is no evidence of staff performance appraisals being conducted.

Narrative

Category 1. Table 11. Early Childhood Education

The Yap State ECE program was formerly a federally funded Head Start Program. It has recently become a program of the State Department of Education funded by the Supplemental Education Grant. However, the program continues to be administered in parallel to the Department of Education, on a separate site. There are some overlaps in functions, such as site management and curriculum development, and opportunities for ECE staff to be re-assigned and their roles filled by existing employees at the Department of Education. There has been some movement towards integration with the Department of Education already. A data and personnel clerk has been relocated to the Department of Education's administrative centre but retains a separate ECE data and personnel system.

In discussion with the ECE coordinator it was found that some positions may be phased out, such as Family Service Workers. There is no evidence of a Department of Education plan for re-assignment of these positions.

Although the ECE program has developed a comprehensive policy and procedures manual, evidence indicates that the stated policies and procedures are not being implemented. For example, policies and procedures described in the manual are not in place for effective monitoring and quality control. On one visit to an ECE centre where there were two daily sessions, the auditor found that for both sessions, instructional time was one hour less than the stated minimum. This means that children were receiving only 75% of the minimum period of instruction stated in the ECE policy.

Data on teacher qualifications provided by the ECE department differs from data provided by the Department of Education data and personnel division. ECE data shows that 6 teachers and 6 teacher aides currently hold AS degrees. DoE data shows only 2 AS holders. Integration of systems would lessen the likelihood of such errors.

The table below shows enrolment and school-based staffing patterns in ECE centers for the school year 2007-2008. Data for the school year 2008-2009 was not available at the time of the audit.

School/Center	Number of Students	Number of Teachers	Number of Teacher Aides	Over staffed		Under Staffed	
				Teachers	Teacher Aides	Teachers	Teacher Aides
Baleau ECE Center	21	1	1	-	-	1	-
Colonia ECE Center	39	2	2	-	-	-	-
Dalipebinaw ECE Center	20	1	1	-	-	-	-
Eauripik ECE Center	9	1	0	-	-	-	-
Elato ECE Center	6	1	0	-	-	-	-
Fadraii ECE Center	8	1	1	-	1	-	-
Fais ECE Center	21	1	1	-	-	1	-
Falachig ECE Center	15	1	1	-	-	-	-
Falalis ECE Center	9	1	1	-	1	-	-
Falalop Woleai ECE Center	19	1	1	-	-	-	-
Falalop, Ulithi ECE Center	14	1	1	-	-	-	-
Fanif ECE Center	No data	No data					
Faraulap ECE Center	7	1	1	-	1	-	-
Gagil ECE Center	13	1	1	-	-	-	-
Gilman ECE Center	8	1	0	-	-	-	-
Kanifay ECE Center	13	1	1	-	-	-	-
Lamotrek ECE Center	20	1	1	-	-	-	-
Maap ECE Center	20	1	1	-	-	-	-
Mogmog ECE Center	11	1	0	-	-	-	1
Piig ECE Center	5	1	0	-	-	-	-
Rawaii ECE Center	20	1	1	-	-	-	-
Rumuu ECE Center	19	1	1	-	-	-	-
Satawal ECE Center	37	2	2	-	-	-	-
Seliap ECE Center	5	1	0	-	-	-	-
Tamilang ECE Center	19	1	1	-	-	-	-
Wottegai ECE Center	7	1	1	-	1	-	-
Total				-	4	2	1
				Teachers	Teacher Aides	Teachers	Teacher Aides
				Over staffed		Under Staffed	

The table shows that the ECE policy has been quite effectively implemented, with 4 cases of overstaffing of teacher aides in 4 centers and 3 cases of understaffing of teachers and teacher aides in 3 centers.

Summary of compliance determinations			
Category 1: Strategic Management			
Not determined	Compliance	Near Compliance	Non Compliance
2	6	9	32

5. Section Two
Category 2. Pedagogy Compliance Report and Narrative

Category 2: Table 1. Curriculum and Instruction				
	Source	Criteria	Means of Verification	Compliance status
1	FSMC, Title 40. Education Chapter 1 § 110. <u>National Curriculum Minimum Standards.</u>	The Secretary shall establish, in cooperation and consultation with the State Boards of Education and the State Directors of Education, National Curriculum Minimum Standards.	Copies of National Curriculum Minimum Standards widely available.	Compliance. National Curriculum Minimum Standards were developed by a working group, including representatives from Yap DOE, and were approved by the State Director of Education at a FACSSO meeting in March 2008.
2		State Departments of Education and Boards of Education shall ensure that the National Curriculum Minimum Standards are implemented through their State Curriculum framework.	Analysis of State Curriculum and National Curriculum and evidence of activity to bring about alignment.	Non Compliance. There is no evidence to confirm that the State Department of Education has taken steps to ensure that the National Curriculum Minimum Standards are implemented through the State Curriculum framework. There is no evidence of activities conducted to review and compare the two curricula. Curriculum status reports indicate that 'most (teachers) do not follow the NBC' (state curriculum framework).
3	Yap State DOE Policies and Procedures manual. Policy 601.	The State Director of Education shall assess and plan the core curriculum and make any changes necessary to the general curriculum.	Published Core Curriculum and general curriculum.	Near Compliance. The State Department of Education has developed a core curriculum, the NBC, for Grades 1 to 8. However, the curriculum is poorly documented, contains significant gaps (notably Grades 9 to 12) and is inadequately resourced with vernacular

				language learning materials.
4	Yap State DOE Policies and Procedures manual. Procedure 601.	The State Director of Education will receive reports of curriculum status from the Curriculum Coordinator. The Curriculum Coordinator will conduct needs assessments, gather test data, gather input from students and the community, and draft all necessary reports for submission to the State Director of Education.	Last 3 reports.	Non Compliance. There is some evidence of curriculum status reporting. However, at two pages, the report for school year 2007-2008 is insufficiently detailed to enable informed, strategic management decision making. There is no evidence of needs assessment, the analysis and use of test data or inputs from students and the community.
5	Yap State DOE Policies and Procedures manual. Policy 602.	The State Director of Education shall establish a core curriculum in which each student shall demonstrate competency prior to graduation from secondary school.	Core curriculum.	Near compliance. A core curriculum has been developed by working groups of secondary school teachers, with limited support and coordination from the Department of Educations curriculum division. High schools are currently working to align their curriculum to the National Standards and Benchmarks.
6	Yap State DOE Policies and Procedures manual. Procedure 602.	Minimum requirements of a core curriculum are: 1. Language –oral and written. 2. Computation and Basic Economics. 3. Social Studies. 4. Science. 5. Health and Nutrition. 6. Creative Arts. 7. Vocational Skills. 8. Yapese Skills and Culture.	Core curriculum documents for all subjects.	Near Compliance. Secondary School core curriculum benchmarks for English Language, mathematics and science have been developed. Curricula for vernacular language and Yapese skills and culture have not yet been completed.
7	Yap State DOE Policies and Procedures manual.	The State Director of Education shall review, on an established schedule, all instruction and	Schedule of review. Instruction and curriculum review documents.	Non Compliance. There is no evidence of scheduled review of instruction and

	Policy 204. Ref. 40FSMC-115	curriculum programs offered throughout the State.		curriculum programs. Classroom observations are conducted periodically by curriculum specialists and professional development trainers but reports are insufficiently detailed, data is inadequate and there is no statistical analysis of observations or trends. Standards for instruction and curriculum have not been established. There is no visible mechanism for the inspection of schools.
8	Yap State DOE Policies and Procedures manual. Procedure 204. Ref. 40FSMC-115	The State Director will designate staff persons to review and monitor all instruction and curriculum programs. Through a series of ongoing staff meetings and staff reporting, the State Director of Education will remain informed and will report to the Board as necessary.	3 recent reports to Board on instruction and curriculum.	Non Compliance. While there is a program of school and classroom visits by curriculum staff, there is limited reporting of actual observational data. There is no evidence of the reporting of instruction and curriculum monitoring activities to the State Board of Education.

Narrative

Category 2: Table 1. Curriculum and Instruction

A considerable amount of work has been done in the development of the Yap State New Baseline Curriculum and accompanying teaching and learning materials. However, there is no evidence to show that the State Department of Education has taken steps to ensure that the NBC aligns with the National Curriculum Minimum Standards. Some areas of non-alignment were evident during the audit, particularly Science Grades 1 to 4 and Vernacular Language Arts Grades 6 to 12.

The division has been effective in the development of a workforce curriculum and a proposal for the strengthening of vocational education in schools. The vocational education proposal could be strengthened further by focusing on the potential learning outcomes for students. Further strengthening could be made through the integration of the current T3 program, which is potentially able to offer the formal certification lacking in the vocational education proposal.

Teaching and learning materials have been locally developed for most curriculum areas, with teacher guides and student materials being available in English and each of the four vernacular languages. However, in some areas, provision is inadequate to support the National Curriculum Minimum Standards. This is particularly evident in Vernacular Language Arts, where reading materials are insufficiently diverse and challenging to meet the learning needs of students, who are supposed to learn to read and write in their

vernacular language before transferring to English at Grade 5.

Eleven vernacular language texts were seen by the auditor, representing the complete provision of texts for Vernacular Language Arts for Grades 1-3. Eight texts were simple concept books with one line of text per page. One text was an alphabet book and two were simple narratives. The books were suitable for Grade 1 and possibly Grade 2. None were sufficiently challenging to meet the requirements of the National Curriculum. Vernacular materials for Grades 5 and 6 were seen, but no materials suitable for Grades 3 and 4 were evident.

The Department of Education lacks a system for the development and production of adequate materials in vernacular languages. In the previous twelve months, two concept books in vernacular languages were produced abroad, using loan funds of approximately \$20,000 from an Asian Development Bank project. The Department of Education does not appear to have allocated or spent any other funds on the local production of teaching and learning materials.

The Department of Education allocates \$250,000 annually for textbooks, all of which are English texts purchased mostly from overseas publishers. The textbook inventory shows that over 3000 English language texts have been purchased for Kindergarten to Grade 4 classrooms where the children are supposed to learn to read first in their vernacular language.

The Department of Education has included the development of vernacular language materials as a goal in its strategic plan. This may require the re-allocation of some textbook funds. The department might look for collaboration with other FSM States in the production of vernacular language materials, perhaps through sharing and translating available materials. Collaboration could also be sought with education departments and projects within the Pacific region, such as the University of the South Pacific in Fiji.

Many textbooks on the current Department of Education inventory are sourced from the US and are comparatively expensive. Some textbooks are poorly suited to their use. For example, English first language materials are used in Grades K to 4 where the children should be learning English as a second language. An alternative product from the same publisher, *Moving into English*, is designed for English learners and is about one third of the price of the current textbook and teacher guide set.

Alternative materials could also be sourced from Asian neighbors, such as Singapore, where a competitive market environment produces relatively cheap but good quality materials.

Department of Education data shows that the Instruction and Curriculum division, including Vocational Education, is staffed by 21 employees. Of these, seven hold Bachelor degrees and one holds a Masters. While all staff are committed to quality improvement, it is unfortunate that not all have the academic qualifications to support their role as curriculum developers. Much of the curriculum and materials writing that is conducted by the division is done by teachers in working groups. Lack of expertise and reliance on under-qualified staff and teachers is not an approach to curriculum development that lends itself to innovation and quality. It is suggested, therefore, that the Instruction and Curriculum division should purchase as much of the required materials as can be found on the market and concentrate its staff upon producing what is not available to purchase; vernacular language and culture materials.

For some years, English language curriculum developers have been engaged in the development of English language teaching and

learning materials and course content for Grades 1, 2 and 3. While the materials developed have been of a fairly good standard, they are incomplete and limited in design features and supplementary resources. There are numerous published English second language courses and materials available that could be purchased by the Department of Education, such as Harcourt's *Moving into English* and a Japanese program called *Genki English* (www.GenkiEnglish.com). These would provide complete coverage with supporting resources including computer software, games and multi-media items. Purchase of materials would free up curriculum developers to concentrate on teacher training and development of vernacular language materials. Further alternative materials could be found by performing a search on the Internet.

Classroom observations are periodically conducted by Professional Development trainers, School Area Supervisors and Curriculum Specialists, but the Department of Education lacks a comprehensive and coordinated approach towards monitoring and evaluation. All three groups use different observation formats and there is no pooling of observations into a centralized information bank. Standards for curriculum and instruction are not established and there is no evidence of a systematic inspection and evaluation of schools. There is no system of incentives or sanctions for principals or schools that perform well or poorly.

A priority area for curriculum development is Information and Communications Technology (ICT). Currently, Yap State Department of Education does not have a curriculum for ICT. In spite of this, considerable investment has been made in computer technology and training. Expertise available within the curriculum and technology divisions, with support from high schools and possibly external technical assistance, could develop an appropriate curriculum framework using a blueprint and guidelines available in *Information and Communications Technology in Education: a curriculum for schools and a programme of teacher development*, available from UNESCO at <http://unesdoc.unesco.org/images/0012/001295/129538e.pdf>.

Category 2: Table 2. Staff Development				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State Public Service System Regulations (YSL N0. 1-35) Personnel Division, Office of Administrative Services, Yap State Government Chapter XI. Training and Employee Development. Page 46.	11.3 Responsibilities It is the responsibility of each department and office head to implement all training programs, at all levels, in their organizations to ensure that training objectives are met.	Written training objectives for the DOE. Training program reports.	Non Compliance. There is no evidence of written training plans for the Department of Education. Professional development for personnel at the Department of Education is unplanned and sporadic. In-service training of teachers is taking place at COM and in collaboration with the University of Guam. The main objective of this training is to enable teachers to gain academic degrees, a requirement

				for teacher certification. In-service training does not meet the needs of teachers as identified by NSTT results or conclusions drawn from observations made by the coordinator of the division of Instruction and Curriculum concerning limited knowledge and use of the New Baseline Curriculum.
2		In keeping with this function, each department and office must submit plans to implement their training objectives within their functions, to the Chief, to include what they have determined to be their immediate priorities within the overall state objectives and the needs of their area. Each department and office head is responsible for budgeting adequate funds for training of employees. The department and office heads are responsible for maintaining training units within the framework of training approved by the Chief, and to report the nature, content, and results of such training activities as in-service training to the Chief; to facilitate overall coordination of manpower development throughout the state; and to insure that active and effective in-service training programs are carried out with the cooperation of all departments and offices.	Copies of last 3 years' training plans showing immediate priorities, budget and reports on nature, content and results of training.	Non Compliance. There is no evidence of training plans showing immediate priorities, budgets and reports on the nature, content and results of training.
3	Yap State DOE	The State Director of Education	Last 3 year's programs.	Non Compliance.

	Policies and Procedures manual. Policy 407. Reference: 40FSMC-215	shall establish a program of continuing education for teachers, and require all teachers to attend said program. This program shall be located and maintain accountability in the <u>Staff Development</u> section.	Modules developed and delivered. Data on number of teachers attending training/number of teachers. Attendance lists. Graduation lists.	There is no evidence of a program of continuing education for teachers to which all teachers are required to attend.
4	Yap State DOE Policies and Procedures manual. Procedure 407.	The State Director of Education will establish a year-round in-service training in skills development and skills upgrading. The in-service schedule will be set by the State Director of Education in the best interests of the Department and availability of trainers.	Last 3 yearly schedules. Analysis of 'best interests' of the department from trainer observations and school visit reports. Recommendations from coordinator.	Non Compliance. There is no evidence of a year-round program of in-service skills development and skills training. Records indicate that between June 2007 and July 2008, the DOE offered a total of 2 training courses: 72 hours of computer training for 16 teachers provided by the Technology division, 30 hours of Oral English training for 49 Grade 1 & 2 teachers and principals provided by the Professional Development division.
5	Yap State DOE Policies and Procedures manual. Policy 211. Ref. 40FSMC-114, 115.	The Staff Development Coordinator shall ensure that required programs of staff development and teacher training are available.	Analysis of staff development and teacher training needs. Last 3 annual budget submissions for Staff Training. Last 6 Quarterly reports. Inputs from DOE to COM teacher training program. Reports on NSTT, 2004.	Near Compliance. There is evidence of considerable activity towards upgrading teacher quality focused on securing the minimum academic qualification needed for an elementary school teacher to achieve certification (an AS degree). Staff training accounted for a budget of \$433,427 in Fiscal year 2007, through the Education Improvement Program funded by SEG. 45 teachers are enrolled in a program of upgrading to AS level

				<p>at COM, some as part time and some as full time students. No provision was made for teachers working towards a BA degree in the school year 2007-2008.</p> <p>No training was observed to be directed towards improving teachers' math, science or English skills, which were shown to be relatively low in National Standardized Teacher Tests conducted in 2004.</p>
6	Yap State DOE Policies and Procedures manual. Policy 407.1.	The State Director of Education shall require all teachers to accrue ___ hours of in-service training as a minimum to retain their teaching certificates. Furthermore, all "Off-Island" teacher training shall be considered as part of the in-service system.	Policy.	<p>Non Compliance.</p> <p>There is no evidence of the State Director of Education requiring teachers to accrue in-service training hours.</p>
7	Yap State DOE Policies and Procedures manual. Procedure 407.1.	The State Director of Education will set training hours for all in-service program/activities. Training hours will include: <ol style="list-style-type: none"> 1. Type/level of training. 2. Number of actual contract hours. 3. Usefulness of training. "Off-Island" training which is not college/university sponsored or does not have as a result of the training credit/semester or quarter hours awarded will be assigned training hours following the above guidelines.	Training hours for in-service.	<p>Non Compliance.</p> <p>There is no evidence of the State Director of Education having set training hours for in-service training activities.</p>

Narrative

Category 2: Table 2. Staff Development

The main component of the State Department of Education’s staff development program is directed toward upgrading of teachers’ academic qualifications. In school year 2008-2009, a total of 45 teachers were enrolled in the College of Micronesia on Associate degree courses. Of this total, 27 are due to graduate by summer 2009. 23 teachers were enrolled as full time students, with study time ranging from 7 to 18 hours per week. Full time students had substitute teachers allocated to cover their absence from school.

The cost of two years of full-time study at COM can be roughly calculated as in the table below.

Item	Cost	Quantity	Total
Substitute teacher	\$2,162	Per year x 2 years	\$4,324
Allowance	\$2,130	Per semester x 6	\$12,780
College credit	\$95	Per credit x 60	\$6,270
		Total	\$23,374

The table shows a possible total cost per teacher of \$23,374 for a full time AS course. This does not include the teacher’s annual salary. However, in some cases the costs are reduced if teachers already have some college credits before re-enrolment.

Data obtained from COM showed that four teachers on the academic upgrading course were enrolled in pre-AS Certificate of Achievement in General Studies courses in order to bring them to the required academic level for entry to the AS course. The total cost for these teachers will be in excess of \$23,000, possibly over \$30,000.

In the narrative on Category 1: Table 5. Assignment of Personnel, it was suggested that Yap State has adequate numbers of AS degree holders to satisfy the needs of elementary schools. It is recommended that the State Director of Education give consideration to the need for continuing to support teacher academic upgrading to AA/AS and if possible begin to phase it out.

COM also enrolls students direct from High Schools. In the academic year 2008-2009, eleven students from Yap were enrolled in the AS teacher education program at the national campus and a further 7 were enrolled in the AS teacher education program in Yap. These 18 students are not supported by the Department of Education. The Department of Education could ensure that it has adequate numbers of new entrants to the teaching force by working in close collaboration with COM to ensure that AS teacher education courses are fully subscribed by high school leavers, perhaps by offering incentives to students to enrol. Close collaboration could also ensure that graduating teachers are fully prepared for working in Yap schools, with knowledge of the NBC and preparedness for multi-grade teaching.

Phasing out AS courses would free up resources and allow reallocation towards upgrading programs that have greater priority, such as BA courses for high school teachers. An academic upgrading program for BA students was implemented in 2006-2007 in collaboration with the University of Guam. However, there was no further academic upgrading for BA students in 2007-2008.

The Director of Education could also give consideration towards supporting professional development through distance education courses. Many universities and institutes of higher education now offer on-line courses of study. This option would allow for greater numbers of students to be enrolled, greater flexibility in the location of students and lower costs. A possible option might be to review the open-source materials for teacher training available at www.tessafrica.net.

The audit shows that a total of 102 hours of in-service training were conducted by the Department of Education in the school year 2007-2008. This amounts to about 12 hours or three days of formal training delivery for each technology trainer for the year and about 5 hours or one day of formal training delivery for each Professional Development trainer for the year.

Training in priority areas identified by the coordinator of the Instruction and Curriculum division, including lesson planning, the NBC and subject content, was not provided. Training in other priority areas including multi-grade teaching and school improvement planning was not provided.

Adaptive capacity is the extent to which an organization can change and adapt to make itself more efficient and effective in a climate of changing demands and situations. Adaptive capacity can be measured by the quality and quantity of training output generated by the organization's professional development unit. The Yap State Department of Education has a very low rate of adaptive capacity, evidenced by the low number of training hours offered.

In order to improve the adaptive capacity of the Department of Education, the Director of Education could begin by developing a training program for the department with a specified number of hours or days of training to be delivered by each trainer in the Professional Development division. The Professional Development division could begin training using a selection of ready-made training materials, such as Harcourt's Professional Development series. The use of a ready-made training package would provide uniform training for all teachers and enable trainers to develop knowledge and confidence in training materials development and implementation.

A functional analysis of the Professional Development division was completed as part of the audit.

Sub-division		Professional Development				
Functions		Tasks	Inputs (Based on SEG application for 2007 fiscal year)	Expected outputs	Actual outputs	Diagnosis and analysis of problems and dysfunctionalities.
1	Training-Administration of teacher upgrading at COM through individualized Training Plans for selected	Selection of candidates for COM AS courses. Registration of candidates. Monitoring student progress. Data management	6 staff (\$138,063). 32 substitute teachers (\$69,203). Summer institute training budget (\$118,864)	No targets for AS graduate numbers set.	24 teachers graduated with AS degrees in the last year. (Fall 07: 5 graduates Spring 08: 10 graduates Summer 08: 9	The approximate cost of 2 year' full time training for one teacher to AA/AS level is \$24,000. Professional Development trainers actually have very little involvement with teachers enrolled in COM

	teachers.	and maintenance.			graduates.)	beyond simple administration. A Summer institute was not conducted in 2007-2008.
2	Training – in-service training courses for DoE staff.	Conduct needs analysis. Design training courses. Conduct training courses.	7 staff Summer training budget (\$100,000)	115 Neighboring Islands teachers attending summer training at COM.	Training for Neighboring Islands teachers was not conducted in Summer 2008.	The Professional Development Department trainers conducted five days of formal training in school year 2007-2008.
3	Training – school-based training for principals and teachers.	Conduct needs analysis. Design training. Conduct training in the classroom. File reports.	7 staff Travel (\$11,000)	At least 2 visits per classroom per year.	There were no neighboring islands school-based training activities between June 2008 and December 2008.	Trainers responsible for neighboring island schools spent almost 50% of the year (June-December) in the central office.
4	Classroom monitoring and evaluation.	Ensure that all schools are following the curriculum. Ensure instructional materials are in class and being used.		Included in school-based training needs analysis. At least 2 visits per classroom per year.	There were no neighboring islands school monitoring activities conducted between June 2008 and November 2008.	Two visits per year is probably not enough to have any positive impact on teacher performance.
5	Monitoring substitute teachers.	Visit substitute teachers. Monitor.	7 staff. Travel	No targets set.	There were no neighboring islands substitute teacher monitoring activities conducted between June 2008 and November 2008.	Monitoring visits are restricted by ship schedules but available opportunities to travel are not always taken.
6	Conference	Attend Pacific Education	25 teachers and ad-min staff	No targets set		

		conference	(\$37,000)			
			Total (\$474,130)			

The Professional Development Office appears to be over-staffed and under-performing in its stated role, especially in the provision of in-service training courses for teachers. The 6 staff members conducted one week of formal training for Grade 1 and 2 teachers in the 12 months to December 2008.

The staff provided administrative support to 46 teachers who were placed at COM for training. Trainers did not provide any additional training or mentoring to these teachers. Trainers were responsible for between 1 and 25 teachers. Trainers responsible for neighboring island zones made limited trips to their schools. No trips were made between June and November 2008. Two classroom visits per year may be insufficient to support sustainable change in teacher performance. Classroom monitoring and evaluation activities overlap with the functions of the curriculum division.

It is recommended that the Director of Education:

- review and prioritize the purpose of the PDO,
- consider the need for designated trainers to be responsible for teachers who are placed at COM,
- conduct a needs analysis of the in-service training needs of all teachers and other DOE personnel,
- assign the task of developing and conducting training activities to the PDO, with quarterly targets for the minimum number of trainees and training hours,
- develop a quality management system to monitor the impact of in-service training on teacher performance and student achievement.

Category 2: Table 3. Testing Program				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 207.	The State Director of Education and/or his designee shall ensure that testing programs used in the schools are culturally appropriate and applicable to the needs of a developing society. Designee: Instruction and Curriculum, Testing Specialist	Criteria for evaluation of testing programs. Report on appropriateness of testing programs.	Near Compliance. There is no evidence of criteria for the evaluation of testing programs but locally produced tests for Grade 4 contain items based on familiar things in the local environment. However, the test papers are written in English rather than vernacular languages.
2	Yap State DOE Policies and	The Testing Specialists will: 1. Review for:	Report on recent review of test.	Non Compliance. A report on the Grade 8 Exit test could

	Procedures manual. Procedure 207.	a. Cultural appropriateness. b. Student's needs. c. Applicability to Yapese society. d. Reliability and validity. 2. Recommend changes in test use or type of test. 3. Take action.		not be located by the division coordinator.
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Narrative

Category 2: Table 3. Testing Program

National standardized tests are conducted annually. Results of the tests are analyzed on a school-by-school basis, showing the items answered correctly or incorrectly for each student. Analytical reports on statewide student performance for the Department of Education are not produced.

New tests based on the NBC have been produced and further development is planned. There is a need for revision of the Grade 8 exit test to bring it into line with the NBC.

Category 2: Table 4. State Scholarship and Loan Fund				
	Source	Criteria	Means of Verification	Compliance status
1	Section 9. <u>Orientation Program</u> First Legislature, State of Yap, Second Regular Session, 1980. Bill Number 1-163 D1, Yap State Law No. 1.	A student who is selected as a recipient of a scholarship grant for the first year of study in a post secondary school shall participate in an orientation program offered by the Department of Education.	Last 3 orientation program outlines, attendance and reports.	Non Compliance. There is no evidence of the Department of Education offering an orientation program.
2	Section 3. <u>Administration of Funds.</u> First Legislature, State of Yap, Second Regular Session, 1980. Bill Number 1- 163 D1, Yap State Law No. 1.	The Department of Education shall provide administrative, technical and staff support to the Board for the administration of the Fund.	Support staff job description/duty sheet.	Non Compliance. There is no evidence of the Department of Education providing administrative, technical or staff support to the Board of Education for the administration of the fund.

Narrative

Category 2: Table 4. State Scholarship and Loan Fund

It is probable that these criteria are outdated and that the provisions made under State law have been changed in practice. It is recommended that the State Director of Education work in collaboration with the State Board of Education and others to review current orientation and support needs and provision.

Summary of compliance determinations			
Category 2: Pedagogy			
Not determined	Compliance	Near Compliance	Non Compliance
0	1	5	13

6. Section Three
Category 3. Administration Compliance Report and Narrative

Category 3: Table 1. State Board of Education				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Procedure 102. Ref. 40FSMC-108 Ref. 40FSMC-108	The State Director of Education will act as the Executive Officer of the Board	Minutes of last 3 meetings	Near Compliance. Records indicate that meetings are infrequent. The last 3 meetings were held on: 29 th January 2008 9 th November 2007 6 th June 2006. Minutes of the meeting held on 9 th November 2007 were incorrectly filed.
2	Yap State DOE Policies and Procedures manual. Procedure 104.1. Ref. 40FSMC-107, 27	The State Director of Education shall notify in writing all members as to the date, the time, the place, and the proposed agenda for the board meetings.	3 examples of written notification	Near Compliance. Members are not routinely informed in writing but are informed by telephone. Board members may be more prepared for meetings if they receive, in advance, written notification, a written agenda and minutes of the previous meeting.
3	Yap State DOE Policies and Procedures manual. Procedure 105. Ref. 40FSMC-109 (3) Ref. 40FSMC-125	All recommendations ¹ will be submitted to the State Director of Education who will compile and forward recommendations to the Board for consideration.	3 examples of compiled recommendations	No determination was made on this criterion. No examples of Board recommendations were observed in the files.
4	Yap State DOE Policies and Procedures manual. Procedure 105.2.	A member of the Board will act as recorder at all meetings and record all minutes, discussion, actions and decisions. These minutes will be given to the State Director of Education who will ensure that they are typed and filed.	Minutes of last 3 meetings	Near Compliance. Minutes of Board of Education are not systematically filed. Minutes for meetings held 6 th June 2006 and 16 th January 2007 were not filed. For meetings held on 29 th January 2008 and 9 th November 2007, a non-Board member was invited to attend Board meetings to record minutes. This is

				judged to be compliance with the spirit of the criteria as the arrangement allows all board members to participate fully in the meeting.
5	Yap State DOE Policies and Procedures manual. Policy 202.	The State Director of Education shall establish the necessary procedure for disseminating the State Board of Education minutes to the DOE staff.	Written procedure or verifiable observable procedure.	Non Compliance. There are no evident or observable means for the dissemination of Board minutes to DOE staff. Staff verbally confirmed that they do not have access to Board minutes.
¹ Individual board members are encouraged to develop recommendations as individuals or committees. Ref. 40FSMC-107, 27				

Narrative

Category 3: Table 1. State Board of Education

Meetings of the State Board of Education are irregular and improperly documented. The audit shows that one meeting of the State Board of Education was held in the twelve months between November 2007 and November 2008. The infrequency of meetings suggests that the State Director of Education is not fully consulting with the State Board of Education nor providing regular and detailed reports on the activities of the Department of Education. Evidence suggests that the State Director of Education is ineffective as the Executive Officer of the State Board of Education. There is no effective system for dissemination to Department of Education employees of the minutes of State Board of Education meetings.

Category 3: Table2. Private Schools

	Source	Criteria	Means of Verification	Compliance status
1	FSMC, Title 40. Education Chapter 1 § 109. Private schools.	Any person or persons desiring to establish and operate a private school, including a school with a religious affiliation, within the Federated States of Micronesia shall, prior to the establishment thereof, make written application for a charter to the Secretary. The application shall be signed by the applicant or applicants and reviewed by the State Director of Education and the State Board of Education of the State in which the school is to be located. Upon receipt and approval of the	Copies of last 3 annual licence applications from private schools.	Near Compliance. Regulations appear to have been changed. DOE files show that Yap Seventh Day Adventist School has been issued a 3-year Charter from the Secretary, Department of Health, Education and Social Affairs. The application was made in 2006 and the charter expires in 2009. A charter for St Mary's School has not been filed at the DOE. An application for a charter was submitted in October 2004. If a 3

		<p>application by the Secretary, the Secretary shall issue to the person or persons applying therefore a charter for up to 15 years duration in the form of a mutual agreement between the chartered school and the FSM, authorizing the establishment of the school, and an annual license to operate the school, renewable by the Secretary upon a finding by the State Director of Education that the school is operating consistent with the terms of its charter and other applicable regulations.</p>	<p>year charter was issued, it would have expired in 2007. The State Director of Education was unable to confirm that the school is now operating with an official charter.</p>
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Narrative

Category 3: Table2. Private Schools

The audit shows that the State Director of Education does not have in place a policy and administrative procedure for the management of private school charters. Records indicate that one private school in Yap may be operating without the necessary charter and therefore illegally.

Category 3: Table 3. Hiring of Special Instructors				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 402.1.	The Governor, State Director of Education, and the State Board of Education recognize the special cultural heritage of Yap and for this purpose authorize the State Director of Education to approve the hiring of persons for the teaching of special cultural heritage and traditional skills programs or courses. ¹	<p>This policy seems to contradict YSC Title 16: 101.</p> <p>Clarification of policy.</p>	<p>Non Compliance.</p> <p>According to data provided by the State Department of Education, the Department of Education has hired and pays the salaries of at least 58 culture teachers for Yap Main Island and Neighboring Islands schools. The approved Department of Education budget for 2008 includes 70 culture teacher positions and 2 culture curriculum specialist positions. This appears to contradict Yap State Code Title 16 Chapter 1 section 101 which states that: 'The local school board of each elementary school in the Yap Islands Proper may employ a person as a culture</p>

				teacher to instruct students in various aspects of Yapese heritage and culture.’ The State Code goes on to state in Section 102 that: ‘The local school board shall have complete supervision of the culture teacher it hires and may remove a culture teacher from his position at any time’.
2	Yap State DOE Policies and Procedures manual. Procedure 402.1.	The Principal/Head Teacher may recommend a person for special instructor in the following manner: 1. Describe the program and needed skills. 2. Describe the applicant’s skills and background. 3. Provide a lesson plan (rough draft). 4. Describe the manner of instruction. 5. Length of the course/program. 6. Estimate cost of program. These shall be submitted to the State Director of Education at the earliest possible date, but not later than one month before the expected hiring date. The State Director of Education will take action and issue a certificate of special-instructor status.		Non Compliance. There is no evidence of Principals/Head Teachers submitting the required program descriptions and lesson plans.
<p>¹ YSC, Title 16. Education Chapter 1. Traditions and Customs <u>¶101.</u> Culture teachers. <u>¶102.</u> Supervision. <u>¶101. Culture teachers.</u> There is hereby created the position of culture teachers. The local school board of each elementary school in the Yap Islands Proper may employ a person as a culture teacher to instruct students in various aspects of Yapese heritage and culture. Source: YDC ¶3103.</p> <p>Cross-reference: The constitutional provision on education is found in Yap Const., Art. XII, Sect. 2. That section states: "The State Government shall provide for public education and schools. Public elementary education shall be free. Traditions and customs of the people of this State shall be taught in public schools as provided by law." The constitutional provisions on Traditional Leaders and Traditions are found in Yap Const., Art. III. The statutory provisions on Traditional Leaders and Traditions are found in Title 5 of this</p>				

Code.

¶102. Supervision.

The local school board shall have complete supervision of the culture teacher it hires and may remove a culture teacher from his position at any time.

Source: YDC ¶3104.

Narrative

Category 3: Table 3. Hiring of Special Instructors

The Director of Education appears to be in non-compliance with the State Code legislation governing the appointment of culture teachers. Culture teachers are, according to the legislation, to be employed by individual school boards on an as-required basis. According to data provided by the Department of Education, 58 culture teachers are employed within the education system by the State Department of Education. The Department's approved budget for 2008 shows a total of 70 funded culture teacher positions plus an additional 2 positions in the curriculum division of the central office. The table below indicates the educational attainment level of culture teachers employed in Yap State public schools.

Yap State Department of Education: Culture Teachers						
	Highest level of educational attainment					
	Some Elementary education	Elementary Graduate	High School Graduate	College Certificate of Achievement	AA/AS	BA/BS
Number of teachers	17	9	27	3	1	0
% of total	29.3	15.5	46.5	5.1	1.7	0

The table shows that the level of educational attainment of culture teachers is relatively low, with 44.8% having acquired no High School education awards. There is no evidence of culture teachers attending training programs to develop their teaching skills. Culture teachers are deployed in 30 of the 32 State public Elementary and High schools, as shown in data provided by the Department of Education, reproduced in the table below.

School Name	Culture teachers	Total teaching staff including culture teachers	Student Enrollment 2007-2008
Asor Elementary School	2	7	17
Bael Elementary School	2	10	54
Colonia Middle School	2	13	168
Dalipebinaw Elementary School	0	9	61
Eauripik Elementary School	2	6	15
Elato Elementary School	2	6	24

Fadrai Elementary School	2	7	24
Fais Elementary School	2	12	96
Falalis Elementary School	2	6	33
Falalop Ulithi Elementary School	2	11	83
Fanif Elementary School	1	10	59
Faraulap Elementary School	2	7	26
Gaanelay Elementary School	2	11	140
Gagil Elementary School	2	12	102
Gilman Elementary School	2	10	42
Ifalik Elementary School	2	16	153
Kanifay Elementary School	2	11	43
Lamotrek Elementary School	2	12	116
Maap Elementary School	2	11	101
Mogmog Elementary School	2	10	53
North Fanif Elementary School	2	9	32
Piig Elementary School	2	5	10
Rumung Elementary School	1	3	7
Satawal Elementary School	2	13	148
Seliap Elementary School	2	6	23
Tamilang Elementary School	1	12	111
Tegailap Elementary School	2	6	29
Woleai Elementary School	2	13	115
Wottegai Elementary School	2	5	30
Ulithi High School	2	17	95
Woleai High School	2	15	138
Yap High School	0	44	515
Total	57	345	2663

The table indicates that most schools have an allocation of two culture teachers, one male and one female. Two schools do not have culture teachers. The culture teacher: student ratio ranges from 1:5 in Piig Elementary to 1:84 in Colonia Middle School. This system of allocating two teachers per school is inequitable, as it does not take into account the number of students enrolled and therefore the teacher contact time available to students.

In 8 small rural schools, such as Wottegai, Piig, Tegailap and Elato, culture teacher account for two fifths and two sixths of the total teaching force. This suggests that culture teaching occupies up to two fifths or about 2 full days per week of instructional time for each student. Allocating two day's per week of instruction in culture with teachers who have had limited school experience may be

detrimental to these children's opportunity to learn core curriculum subjects and place them at a disadvantage compared to their peers who receive less instruction by culture teachers.

Culture teaching is important because it transmits and conserves the values, traditions and behaviours that the community hold to be important for all members of society to learn. However, while the Department of Education has not developed a separate curriculum or instructional materials for culture teachers to follow, local cultural values, traditions and behaviours are infused throughout the New Baseline Curriculum. For example, the Life Arts curriculum includes the following benchmarks for students:

- Take pride in one's culture, its traditions and customs.
- Select and gather proper materials for making local items and local attire.

The purpose of this infusion seems to be so that culture can be taught by trained teachers in the context of the New Baseline Curriculum and using materials designed to support the curriculum. If this is the case, then two full time culture teachers for each school may not be required.

It may well be that there are some specialist aspects of traditional culture that are desirable but fall outside the New Baseline Curriculum. It is these aspects, such as traditional navigation and building skills, that culture teachers may be required to teach through short programs.

With the advent of new Teacher Certification rules requiring all teachers to have at least an Associate Degree, it would be difficult to justify the retention of an under-qualified corps of 70 full-time culture teachers. It is therefore proposed that the State Director of Education review the current provision and deployment of culture teachers within the State Department of Education and comply with the existing State legislation by delegating some of the responsibility for hiring culture teachers back to local School Boards of Education. In addition, the State Director of Education might review the current policy of deploying full-time culture teachers to all schools and introduce a system of part-time contracting to smaller schools.

Local School Boards of Education could be empowered to hire community members for specified cultural education programs, as necessary. Program details and lesson plans would be submitted to the Director of Education by the School Head Teacher or Principal. If the program is approved by the State Director of Education, a contract could be drawn up between the School Board and the culture teacher. Payment could be made by the Department of Education. An allocation per school based on the number of students enrolled would enable schools to have the flexibility they need to recruit community members to support their culture program on a part-time basis. The culture program could be further supported by the community on a voluntary basis through extra-curricular activities, such as dance classes and village projects. The development of such community-supported programs could help the Department of Education to comply with the requirement to develop school/community programs.

A small corps of culture advisors could be retained to help develop teaching and learning materials, such as video and multi-media cultural materials, and to monitor school/community culture programs. This recommendation could save the Department of Education a substantial amount of the approximately \$250,000 per year spent on culture teacher salaries, based on the 2008 budget.

Category 3. Table 4. Fiscal planning and Accounting System				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 800.	The Board of Education, recognizing its responsibility for effective stewardship of State funds, seeks to make wise expenditures of funds in support of carefully developed programs of education. The Board therefore, places upon the State Director of Education the responsibility for establishing and the authority to direct, within Board policy and State statutes, procedures for budget planning and development based on educational goals as approved by the Board and State Legislature.	DOE established educational goals. Budget procedures. Educational goals.	Non Compliance. There is no evidence of the draft budget for FY 2009-2010 having been presented to the State Board of Education for review.
2	Yap State DOE Policies and Procedures manual. Policy 801.	The State Director of Education shall institute a procedure for budget planning.	Procedure.	Compliance. Procedures for developing annual budgets are in place.
3	Yap State DOE Policies and Procedures manual. Procedure 801.	During the second quarter of the fiscal year, the State Director of Education and assigned staff will draft a tentative budget for the next fiscal year. The basis of this draft is: <ol style="list-style-type: none"> 1. Assessed needs of students. 2. Availability of funding. The tentative proposed budget will be presented to the Board for review. The Board and the State Director of Education will review and modify the budget as necessary. The proposed budget will be presented for Board review and the State Director of Education or his/her designee will draft the proposed budget into final form for final Board review prior to submission to the Governor.	Data.	Non Compliance. There is no evidence of the draft budget for FY 2009-2010 having been presented to the State Board of Education for review.

4	Yap State DOE Policies and Procedures manual. Policy 802.	The State Director of Education and/or his/her designee shall have full and final authority for control of the budget as authorized by the Governor and the State Board of Education. Designee: Budget and Supply	Financial audit report.	Compliance. An independent audit was conducted by Deloitte Touche in June 2008.
5	Yap State DOE Policies and Procedures manual. Procedure 802.	The State Director of Education or his designee will review all financial expenditures to ensure accepted fiscal practices.	Financial audit report.	Compliance. An independent audit was conducted by Deloitte Touche in June 2008.
6	Yap State DOE Policies and Procedures manual. Policy 206. Ref. 40FSMC-115	The State Director of Education and/or his designee shall maintain all necessary planning information and budgetary records as needed to ensure proper system operation. Designee: Budget and Supply	Planning information including Strategic Plan and Annual Plans. Budgetary records.	Near Compliance. A five-year strategic plan was developed and approved in February 2008. However, annual work plans for the strategic goals have not been developed and little actual activity has taken place.
7	Yap State DOE Policies and Procedures manual. Policy 803.	The State's Educational-financial-accounting system shall follow basic public accounting concepts and procedures and incorporate the unique features of school-finance procedures.	Financial audit report.	Compliance. An independent audit was conducted by Deloitte Touche in June 2008.
8	Yap State DOE Policies and Procedures manual. Procedure 803.	The State Educational Budget Office will at a minimum perform the following: <ol style="list-style-type: none"> 1. Record every financial transaction. 2. Record all monies received as to: <ol style="list-style-type: none"> a. Type b. Source 3. Record all monies expended as to: <ol style="list-style-type: none"> a. Type b. Source 4. Establish line-item codes for control and accountability. 5. Submit quarterly-financial reports to the State Director of Education. 6. Provide data for: <ol style="list-style-type: none"> a. Cost-benefit studies b. Line modifications 	Data and records.	Compliance. An independent audit was conducted by Deloitte Touche in June 2008.

		c. Program status		
9	Yap State DOE Policies and Procedures manual. Policy 802.1	The State Director of Education shall designate department heads and other such personnel as necessary as having budgetary responsibility.	Data.	Compliance. Department heads and division coordinators are delegated responsibility for developing annual budgets.

Narrative

Category 3. Table 4. Fiscal planning and Accounting System

The FSM National Department of Education shows annual per capita spending per pupil enrolled on its websites of JEMCO education indicators. Indicator 17 shows the following data for school year 2007-2008:

State	Total expenditure	Per pupil expenditure
Chuuk	\$9,014,491	\$565
Kosrae	\$5,008,047	\$2,051
Pohnpei	\$12,128,672	\$1,120
Yap	\$5,933,968	\$1,899
FSM	\$32,085,178	\$992

http://www.fsmed.fm/indicator_17_08.html

Data provided by the Yap State Department of Education for ECE show that the total 2007-2008 budget allocation was \$997,246. A total of 388 children were enrolled. This gives an average per capita figure of \$2,569 per child.

Data provided by the Yap State Department of Education for Special Education show that the total 2007-2008 budget allocation was \$617,985. A total of 116 children were identified in the Special Education program. This gives an average per capita figure of \$5,327 per child.

Category 3: Table 5. Administrative procedures for state agencies¹				
	Source	Criteria	Means of Verification	Compliance status
1	Section 3. <u>Filing and Availability of regulations</u> First Legislature, State of Yap, Third Regular Session, 1981. Bill Number 1-201 D1, Yap State Law No. 1-90	Each agency shall file with the Attorney General and Chief Clerk of the Legislature a certified copy of each regulation ² adopted by it, including all existing regulations on the effective date of this Act.	Copies of last 3 regulations filed.	Non Compliance. There is no evidence of the systematic filing of regulations with the Attorney General and Chief Clerk of the Legislature.

¹‘Agency means each authority, board, commission, department or office of the State Government.’ (Bill Number 1-201 D1)
²‘ “Regulation” means each agency statement of general applicability that implements, interprets or prescribes law or policy, or describes the procedure or practical requirements of an agency and has the force of law. The term includes the amendment or repeal of a prior regulation, but does not include statements concerning only the internal management of an agency and not affecting private rights or procedures available to the public, or intra-agency memoranda.’ (Bill Number 1-201 D1)

Narrative

Category 3. Table 5. Fiscal planning and Accounting System

The Department of Education has recognized the need to review and revise its policies and procedures manual. However, the Director of Education has failed to delegate the task to staff employed within the department. This suggests that the Department of Education will not be responsible for developing its own policies and procedures and it is possible that the task will be delegated to the Board of Education. This approach may have disadvantages for the Department of Education as it removes staff from the process and so denies them ownership of policy and procedure. Department of Education staff are already unfamiliar with the existing policies and procedures and their exclusion from the process of development may be a lost opportunity for them to become familiar with the policies and procedures that guide their work.

As recommended above, a complete analysis of vision, tasks and functions is an important part of organizational mapping. It would be advantageous to the Department of Education to include policy and procedure review and development as part of this process and involve all department staff in the process.

Category 3: Table 6. Recruitment				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 400.1. Reference: YSL 1-35, Sec. 7.	The State Director of Education, in its hiring policy, will coordinate all recruitment, announcements of examination, and other matters through the Division of Personnel, Department of Administrative Services.	Last 3 years’ data on recruitment announcements for DOE administration, ECE, Elementary and Secondary schools.	Non Compliance. Although teachers have been exempted from some of the requirements of the State Public Service System, it is the opinion of the Attorney General that it is good practice to continue to follow the guidelines laid out in the legislation. ¹ 36 positions were filled in the Department of Education in school year 2007-2008. There is no evidence of public announcements of examination for any of these positions.

2	Yap State Public Service System Regulations (YSL NO. 1-35) Personnel Division, Office of Administrative Services, Yap State Government	Based on the needs of the Government, the Chief of personnel (hereinafter referred to as the "Chief") shall administer recruitment programs designed to attract fully qualified applicants for the system. Competitive selection procedures shall be used to the maximum extent practicable.	Evidence of establishment, classification and authorization for the last 3 recruits to DOE.	Non Compliance. There is no evidence that competitive selection procedures have been used in the recruitment of the 36 employees assigned to positions in the Department of Education in school year 2007-2008.
3	Chapter III. Examinations. Page 4	3.1 Authorized positions. No person shall be appointed to any position not exempt from the system until and unless that position has been properly established, classified, and authorized for recruitment.	Written establishment, classification and authorization of the last 3 DOE appointments.	Non Compliance. Position classifications were found in 3 out of 29 personnel files sampled.
4		3.2 Accountability of positions. A list of all authorized positions shall be maintained by the Chief showing the classification and current status of each such position. Changes in the authorized quota of positions for each department shall not be made without the approval of the Governor or his designated representative.	Quota of employees for the last 3 years. Authorization from Governor for any increase.	Non Compliance. There is no evidence of an authorized quota of positions for the Department of Education.
5		3.3 Examination Announcements. As vacancies occur or are anticipated, examinations for recruitment shall be announced and posted in the Personnel Office, and shall be given the widest publicity justified by the vacancy.	Examination announcements for the last 3 recruits to DOE.	Non Compliance. There is no evidence of the public announcement of vacancies in the Department of Education.
6	Yap State Public Service System Regulations (YSL NO. 1-35) Personnel Division, Office of Administrative Services, Yap State	6.1 General. All positions subject to the provisions of the State Public Service Systems Act shall be classified in accordance with the approved State Position Classification Plan.	List of DOE positions and classifications.	Non Compliance. Position descriptions were found in 5 out of 29 personnel files sampled.
		6.4 Management officials and supervisors are responsible for all of the following:		

7	Government Chapter VI. Examinations. Page 18.	a. The planning, organizing, developing, and assigning of duties and responsibilities to positions, whether occupied or vacant.	Duties and responsibilities list for 3 employees from each DOE division or unit.	Near Compliance. Position descriptions were found in 5 out of 29 personnel files sampled. However, coordinators have been developing job descriptions for subordinates.
8		b. When making assignments, giving consideration to the mission of the organization and structuring positions for accomplishment of requirements in the most effective and economical manner possible.		
9		c. Assuring that assigned duties and responsibilities do not duplicate or overlap with those of other positions.	Analysis report on DOE personnel duties and responsibilities confirming no duplication or overlap or action to be taken in the event of duplication or overlap.	Non Compliance. There is no evidence of a program, policy or procedure for checking and ensuring that duties and responsibilities of some positions do not duplicate or overlap with others.
10		d. Assuring that the current duties and responsibilities assigned to positions are completely and accurately described in position descriptions in full and sufficient detail for position classification and all related purposes. ²	Position descriptions for 3 staff from each DOE division or unit.	Near Compliance. Position descriptions lack quantifiable outputs and goals.

11		e. Assuring the development, preparation maintenance, and submission of factual, up-to-date functions, statements, and organization position charts which clearly depict such information as assigned organizational and/or supervisory responsibility, organizational segment identification, employee names with official class titles and pay levels for the positions to which assigned, the title and pay levels of vacant positions which are funded and approved, and other similar essential details.	Up to date functions, statements and organization position chart depicting assigned responsibility, organizational segment, names, class titles and pay levels.	Non Compliance. Functions, statements and organizational position charts are incomplete and outdated.
<p>¹ Email from Attorney General to Maria Laaw, Director of Administrative Services.</p> <p>²Class Specification means an official position classification plan document describing the general characteristics of the class including the official class title, a description of the scope of duties and responsibilities of the class, examples of work or typical duties performed, and a statement of the qualifications required to perform the work of the class. (Yap State Public Service System Regulations (YSL NO. 1-35) Personnel Division, Office of Administrative Services, Yap State Government Chapter VI, Position Classification, Page 17 section h.</p>				

Narrative

Category 3: Table 6. Recruitment

Data reviewed by the auditor showed that the Department of Education’s recruitment policy is not open, transparent nor designed to attract fully qualified applicants to the system. There is no evidence of the public advertising of positions. Positions are filled by nomination, potentially resulting in the appointment of under-qualified personnel. In an Elementary School Principal’s job description, provided by the Department of Education, one of the management responsibilities is, ‘*Responsible for finding replacement, substitute and temporary teachers with School Board recommendation before school supervisor considers applicant*’. The Department of Education, therefore, appears to have delegated responsibility for hiring teachers to Principals and School Boards, who have the authority to nominate a selected candidate without advertising the vacancy.

Nomination may not be effective in attracting the most qualified persons for the available positions. An example of poor recruitment practice is a recent appointment of an elementary school principal with the highest qualification of a high school diploma. The Department of Education stipulates on the Job Description for elementary school principals that the minimum qualification is an AA/AS. A total of seven principals without AA/AS were found by the auditor in the Department of Education’s personnel data files.

Budget data from 2007 and 2008 indicates that the Department of Education sought funding for approximately 594 teaching, administrative and support staff. This figure is considerably higher than the total of 516 provided by the Department of Education and 545 provided by the Office of Administrative Services. However, some of these 594 positions, such as substitute teachers and culture teachers, were not filled.

Of the 594 total, 354 employees were funded from the annual Education Sector Grant, at a total cost of US\$1,917,072; 71 employees were funded from the annual US Federal programs grant, at a total cost of US\$461,340; 169 employees were funded from the annual Supplemental Education Grant, at a total cost of US\$915,681.

The total personnel cost for the State Department of Education in financial year 2007-2008 was US\$3,294,093. This represents 55.73% of the total grant allocation of \$5,910,218. The average salary was \$5,545.61.

Average salaries for teachers and principals are shown in the table below.

Teacher	Average salary	Lowest salary	Highest salary	Funding source
Early Childhood Education Teacher	6228	4079	9811	Supplemental Grant
Early Childhood Education Teacher Aide	4496	3351	8224	Supplemental Grant
Early Childhood Education Bus Driver	5628	3420	8530	Supplemental Grant
Early Childhood Education Cook	2946	2050	5310	Supplemental Grant
Early Childhood Education Family Service Worker	5702	4590	6130	Supplemental Grant
Special Education Primary Consulting Resource Teacher	6550	3770	8510	Federal Grant
Yap Main Island Elementary Classroom Teacher 1	3617	2492	5689	Sector Grant
Yap Main Island Elementary Classroom Teacher 2	5172	2492	8498	Sector Grant
Yap Main Island Agriculture Teacher Elementary	7062	2976	11658	Sector Grant
Yap Main Island Elementary Principal & Head teacher	6510	4763	9569	Sector Grant
Yap Neighboring Islands Elementary Classroom Teacher 1	3540	2491	4953	Sector Grant
Yap Neighboring Islands Elementary Classroom Teacher 2	5411	2491	6372	Sector Grant
Elementary Principal & Head teacher Yap Neighboring Islands	6530	4763	7144	Sector Grant
Yap Main Island & Neighboring Islands Culture teacher	3553	3500	3550	Sector Grant
Yap Main Island High school Classroom Teacher 1	5658	2801	12992	Sector Grant
Yap Main Island High school Classroom Teacher 2	7723	3162	15900	Sector Grant
Yap Neighboring Islands High school Classroom Teacher 1	3824	2801	5360	Sector Grant
Yap Neighboring Islands High school Classroom Teacher 2	5623	3558	6754	Sector Grant
Yap Neighboring Islands High School Principal & Head teacher	10803	9569	12082	Sector Grant

The table illustrates that there are a number of inconsistencies and anomalies in the present pay structure. In general, personnel employed on projects funded through federal and supplemental education grants receive, on average, higher salaries than personnel employed and funded through the education sector grant. This has led to major disparities between teachers' salary levels that appear unjust and discriminatory and may well contribute to a lowering of teacher morale and subsequent difficulties in attracting new graduates to the teaching profession. Major anomalies include the following:

- The average salary for an ECE teacher aide with a High School Diploma is \$4,496 compared to an average of \$3,617 for a Yap Main Island Elementary Class 1 classroom teacher with the same qualification, a difference of \$879 or 19.5%.
- The average salary for an ECE teacher with a High School Diploma is \$6,228 compared to an average of \$3,617 for a Yap Main Island Elementary Class 1 classroom teacher with the same qualification, a difference of \$2,611 or 41.9%.
- The average salary for a Yap Main Island Agriculture teacher is \$7,062 compared to an average of \$6,510 for a Yap Main Island Elementary Principal or Head Teacher, a difference of \$552 or 7.8%.
- The average salary for a Special Education Primary Consulting Resource Teacher is \$6,550, compared to \$5,411 for a Neighboring Islands Elementary Class 2 classroom teacher, a difference of \$1,139 or 17.3%.
- Yap Main Island Class 2 High School classroom teachers earn on average, \$7,723, compared to \$5,623 for their counterparts on Yap Neighboring Islands, a difference of \$2,100 or 27.1%.
- The lowest paid ECE bus driver (\$3,420) earns more than the lowest paid Elementary Class 1 teacher (\$2,491), Elementary Class 2 teacher (\$2,491), agriculture teacher (\$2,976), High School Class 1 teacher (\$2,801) and High School Class 2 teacher (\$3,162).
- The highest paid ECE teacher is a High School Graduate with a salary of \$9,811.
- The highest paid elementary classroom teacher has a Bachelor of Arts degree and receives a salary of \$8,498.
- The highest paid ECE cook (\$5,310) earns more than the highest paid Yap Neighboring Islands Class 1 elementary classroom teacher (\$4,953).

Appendix 2 contains a data table showing a selected sample of Department of Education salaries.

The Yap State Board of Education issued a Classification Guide for academic and vocational teacher, school counselor, head teacher and school principal positions in 2006, to be effective from October 2006. This guide sets a single uniform standard that applies to all types of contract appointments for the positions listed above in the education department. Five classes and official titles are established, with minimum academic and teaching experience requirements established for placement of personnel in each class.

The Classification Guide allows, on the basis of minimum qualification requirements, for employees to be reclassified to a lower level. However, the guide stipulates that 'no employee currently on payroll will be reduced in pay'. This guarantees that the current salary levels noted above, possibly including anomalies, must be retained. In the event of assimilation of ECE under Education Sector Grant, retention of current ECE teacher salary levels may prove to be unsustainable.

Department of Education personnel data files do not contain information on the classification of individuals, suggesting that the Classification Guide has not been universally applied to all relevant positions. Cross referencing between the Department of Education's personnel budgets and personnel data reveals a number of errors and inconsistencies. For example, the Fiscal Year 2008 budget, covering the period October 2007 – September 2008, contained the following examples of non compliance with the Board of Education Classification Guide for personnel in Yap Main Island only:

- 7 head teachers and principals incorrectly classified based on their school enrollment in accordance with the Classification Guide,
- 3 classroom teachers recorded as Class 5 were under-qualified for that position classification, having High School Diplomas rather than the required Masters degrees.

- 5 classroom teachers recorded as Class 2 were under-qualified for that position classification, having High School Diplomas rather than the required Bachelor degrees.

It is recommended that the State Director of Education conduct a thorough review of academic and vocational teacher, school counselor, head teacher and school principal positions to determine each individual employee's current classification status in relation to the requirements set out by the Board of Education's Classification Guide. The purpose of this review should be to identify inconsistencies, errors and mis-classifications. As a result of the review, action should be taken to resolve all inconsistencies, errors and mis-classifications.

In addition, it is recommended that the State Director of Education, with the approval of the State Board of Education, should establish a broadly representative body of legislators, Board of Education members, education managers, stakeholders, academic and vocational teachers, school counselors, head teachers and school principals, with terms of reference to review current Department of Education pay scales and levels and to review the State Board of Education's Classification Guide policies. The purpose of this body should be:

- to establish a quota of employees for the Department of Education, including teaching, management, advisory and administrative staff,
- to establish and clarify a policy and procedures for advertising and recruitment of education personnel,
- to establish minimum qualifications for all employees, in line with National Teacher Certification requirements,
- to establish a single, equitable pay scale and classification guide for all employees of the Department of Education, regardless of funding source.

Category 3: Table 7. Personnel Performance Evaluation				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 415. Reference: YSL 1-35, Sec. 18.	The State Director of Education in accordance with existing State employment practices shall conduct periodic evaluations of all personnel.	Personnel evaluation reports for 3 employees from each DOE division or unit.	Near Compliance. There are no records of personnel evaluations having been conducted within the administrative divisions of the Department of Education during the last three years. However, there is evidence that school principals are conducting performance appraisals using a system put in place by the School Administrator.
2	Yap State DOE Policies and Procedures manual.	All employees will undergo evaluation of their duties and responsibilities which will include as a minimum:	Personnel evaluation reports for 3 employees	Non Compliance. There are no records of personnel evaluations having been conducted

	Procedure 415.	<ol style="list-style-type: none"> 1. Compliance with job description. 2. Review of personnel file. 3. Professional development. (See policy 407 and 407.1) All employees will be evaluated under State Public Service System Regulations.	from each DOE division or unit.	during the last three years.
	Yap State Public Service System Regulations (YSL N0. 1-35)	9.1 Purpose. The performance evaluation system is designated primarily for the purpose of appraising each employee how well he is discharging his duties and responsibilities, and of indicating where in his performance he could be more effective in the application of his knowledge, skill, and abilities. It provides a means for letting the employee know where he stands with the organization.		
3	Personnel Division, Office of Administrative Services, Yap State Government Chapter IX. Performance Evaluation. Page 39.	9.2 Coverage. Every employee shall participate, with his supervisor, in periodic evaluation of the employee's achievement of established standards of performance. Every permanent and probationary employee covered by these regulations shall receive an annual written rating of performance.	Annual written rating of performance for 3 employees from each DOE division or unit.	Non Compliance. There are no records of personnel evaluations having been conducted during the last three years.

4		<p>9.3 Responsibilities. Each head of a department or office shall ensure preparation, on forms prescribed by the Chief, for each employee under his jurisdiction, standards of performance which relate specifically to that employee's assignment.</p> <p>Annually, based on the preceding twelve month's performance standards, reviews and other pertinent factors, an annual written rating of performance shall be submitted by the supervisor, and concurred with by the activity head on forms prescribed by the Chief, for each permanent and probationary employee. The Chief shall, through his authorized representative, administer the performance evaluation system and shall be alert to changes needed for improvement of such system.</p>	<p>Standards of performance for 3 employees from each DOE division or unit.</p>	<p>Non Compliance. There are no records of personnel evaluations and standards of performance having been conducted during the last three years.</p>
5		<p>9.4 Due Dates. Original Standards of Performance shall be developed as a major factor in an employee's orientation to a new job. Performance standards review and revision conferences shall be held, as the work relationship requires, but with a minimum frequency of at least quarterly.</p> <p>Permanent employees shall be given written performance ratings annually on their service anniversary dates.</p>	<p>Standards of Performance for a selected 3 employees from DOE division or unit.</p> <p>Records of quarterly performance standards reviews.</p>	<p>Non Compliance. There is no evidence of a formal policy in support of standards of performance, new employee orientation or review and revision conferences. There is no evidence of annual written performance ratings for the last three years in any of the 29 personnel files reviewed as part of this audit.</p>

6		<p>9.6 Impact of ratings. Annual written performance ratings are the basis for granting or withholding annual step increases. Employees rated "Satisfactory" or "Exceptional" shall be eligible for a step increase within their pay level. Those rated "Less than Satisfactory" shall not be eligible for a step increase, provided that if the employee concerned brings his performance up to standards, he then shall be eligible for a step increase within his pay level, but such increase shall not be changed accordingly. Annual written performance ratings serve also as one factor in selection for promotion, in determining retention status in cases of RIF, for reviewing justification for authorizing a merit increase, and in adverse actions and may be a consideration when evaluating a Superior Performance Award request.</p>	<p>Annual written performance ratings for the last three years for a selected 3 employees from each DOE division or unit.</p>	<p>Non Compliance. Annual written performance ratings are not used as the basis for granting or withholding annual step increases nor for as a factor in selection for promotion.</p>
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Narrative

Category 3: Table 7. Personnel Performance Evaluation

Evidence suggests that the formal Personnel Performance Evaluation system described in the criteria above has fallen into disuse in the Department of Education. While there is some evidence of performance evaluation taking place, it is un-coordinated and sporadic.

In order to comply with the requirements of the Personnel Performance Evaluation criteria, the State Director of Education would have to put in place a major personnel review, including, for example;

- a review of all existing job descriptions to ensure that all personnel have a current, up to date job description containing the required standards of performance
- a review of supervision to ensure that all supervisors are aware of their role in performance evaluation of their subordinates,
- development of performance management protocols and guidance for supervisors to ensure objectivity and reliability,
- training for supervisors in conducting performance evaluations,
- clarification of policy on performance evaluation and annual step increments.

Personnel performance reward systems fall into two types; performance based and rules based. Rules based systems reward personnel with salary increments and promotion based on factors such as years of service, courses attended and qualifications achieved. Performance based reward systems are based on outcomes such as improved student performance, extra-curricular activities and observed performance against agreed criteria.

Performance based rewards structures are more desirable than rules based systems as they focus on and promote achievement of desired outputs.

An effective and efficient performance based rewards system provides incentives and sanctions based on agreed measurable criteria described in job descriptions. This is why the development of objective measurable criteria in job descriptions is crucial.

Category 3: Table 8. Development of a Table of Offences and Suggested Penalties				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 413. Reference: YSL 1-35, Sec. 25.	The State Board of Education shall establish a Table of Offences and Suggested Penalties. The table is intended as a guide and it is realized that there may arise certain offences that are not listed. The State Director of Education shall take any action as he/she deems appropriate and within the standards established in the Table of Suggested Penalties and in accordance with State Public Service System Regulations. Furthermore, the State Board of Education requires that each new employee and other employees read Policies 413 and 413.1, and that the line "I have read and understood the Department of Education Policies 413 and 413.1" be appended to the employment agreement and signed by the employee.	Last 3 reports of disciplinary action. 3 most recent employee recruitment files showing agreements signed.	Near Compliance. The Department of Education's Policy and Procedures manual contains a table of suggested penalties. However, in a review of 29 Department of Education employee personnel files, the statement "I have read and understood the Department of Education Policies 413 and 413.1" was not found appended to any employment agreement signed by the employee.
2	Yap State DOE Policies and Procedures manual.	Performance evaluations shall form the basis for all action, both positive and negative, taken on behalf of the	Record of use of performance evaluations from	Non Compliance. There are no records of personnel evaluations having been conducted

	Policy 415.1. Reference: YSL 1-35, Sec. 18 CL 23-24.	employee by the Department of Education.	any 3 DOE divisions for positive or negative action.	during the last three years.
3	Yap State DOE Policies and Procedures manual. Policy 411.	The State Director of Education and the State Board of Education recognize the great responsibility placed upon each employee of the Department of Education as both teachers and role models to the youth of Yap. Therefore, the State Director of Education and the State Board of Education have established a Code of Conduct for the employees to follow. The Code will be revised as necessary by the State Board of Education.	Code of conduct. Employees have copies of the code.	Near Compliance. The Department of Education's Policy and Procedures manual contains a code of conduct. However, the Policy and Procedures manual is not widely available and there is no evidence of the code being included as part of job descriptions or employment contracts.
4	Yap State DOE Policies and Procedures manual. Policy 412.	The State Director of Education shall create an employee review committee, to be called the DOE Peer Review Committee, whose functions shall be the review of employee activities in three primary areas: 1. Exceptional performance. 2. Unsatisfactory performance. 3. Special cases. The Peer Review Committee shall review and recommend a course of action in employee matters to the State Director of Education.	Membership of PRC. 3 last deliberations of PRC.	Non Compliance. There is no evidence that the State Director of Education has established a Peer Review Committee or that a Peer Review Committee is in existence.

Narrative

Category 3: Table 8. Development of a Table of Offences and Suggested Penalties

Analysis suggests that the existing code of conduct and table of penalties has fallen into disuse and requires updating and revival. Failure to update and use the code and penalties suggests that the Department of Education is not managing a system of performance monitoring and quality control.

Category 3: Table 9. School Administration, Policy and Procedures				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE	Each school building shall be maintained,	DOE annual report	Near Compliance.

	Policies and Procedures manual. Policy 3000.	and staff supervised by a Principal/Head Teacher as assigned by the State Director of Education. The Principal/Head Teacher shall be supervised by the State Director of Education or his designee. The Principal/Head Teacher shall ensure that all programs, projects, instructional units, facilities, and staffing of the school be in accordance with the policy and procedures of the Department of Education as directed by the DOE Administration.	on school administration. School reports to the Director of Education.	Records indicate that all schools have a designated principal or head teacher. However, it is not certain that principals and head teachers are being deployed in accordance with the Classification code established by the State Board of Education. The Department of Education lacks an efficient monitoring system to determine whether policies and procedures are being followed.
2	Yap State DOE Policies and Procedures manual. Policy 302.	The Principal/Head Teacher shall, with the input of staff, develop local policies and procedures. DOE Staff will provide the necessary technical assistance to each school in order to ensure standardization and conformity to laws and regulations. The local school policy and procedures will be inserted into the Departmental manual.	Departmental manual.	Non Compliance. There is no evidence of local school policy and procedures in the Departmental manual. A policy and procedures manual has been developed by Yap High School but it has not been inserted into the Departmental manual.
3	Yap State DOE Policies and Procedures manual. Procedure 302.	<ol style="list-style-type: none"> 1. The policy and procedures will follow the format set forth in the Departmental Manual. 2. A working draft will be submitted to staff for input, then forwarded to the State Director of Education for action. 	Departmental manual.	Non Compliance. There is no evidence of school policy and procedures manuals having been forwarded to the State Director of Education.

Narrative

Category 3: Table 9. School Administration, Policy and Procedures

Analysis of student performance data suggests that school administration, policy and procedures require some strengthening. Reports by the coordinator of the Instruction and Curriculum division indicate that schools are not following Department of Education policy with regards to curriculum and hours of operation. This suggests that children are being denied the opportunity to learn, a major factor in poor student performance.

In order to achieve compliance with school administration, policy and procedures criteria, it is recommended that the State Director of Education strengthens the monitoring and evaluation of schools by supervisory staff and develops a rigorous process of regular formal school inspection.

Category 3: Table 10. Employee regulations for assignment, transfer, leave and paid positions				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 408.	The State Director of Education shall, as necessary and in consultation with appropriate DOE Administrative Staff, transfer DOE employees to various schools and educational facilities throughout the State. Such transfer assignments will be in the best interest of the DOE in order to ensure equalized workloads and adequate educational services throughout the State.	Data and records of transfers.	Non Compliance. There is no evidence that the State Director of Education has put in place a policy of staff transfer to schools where there is low student achievement in order to improve student performance and provide adequate educational services throughout the State.
2		In determining transfer assignments, the State Director of Education and the Administrative Staff will take into consideration: <ol style="list-style-type: none"> 1. Employee's present duties. 2. Employee's present location. 3. Supervisor's recommendations. 4. Employee's input. 	Data and records of transfers.	A compliance determination was not made against this category, as data was not available.
3	Yap State DOE Policies and Procedures manual. Policy 405.	A husband and wife or immediate family members may be employed by the school system, providing that neither person has supervision or evaluation responsibilities over the other.	Policy.	Non Compliance. There are no evident or observable means employed to check personnel records.

4		The State Director of Education and Principal/Head Teacher will review all employees to ensure that no family member has responsibility over another. As necessary, reassignment of family members may occur upon the recommendation of the Principal/Head Teacher to the State Director of Education.	Data.	Non Compliance. Two possible instances of non compliance were detected by the audit (Mogmog Elementary and Colonia Middle).
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Narrative

Category 3: Table 10. Employee regulations for assignment, transfer, leave and paid positions

During the period of the audit, employees at the Department of Education with responsibility for training and supervision of neighboring island schools were located in Colonia. No supervision or support for neighboring island schools was available at the critical period of the beginning of the school year. It is debatable therefore whether the Department of Education is providing adequate educational services throughout the State. Although the Department of Education does not conduct detailed student analysis of student achievement, raw data suggests that there is a wide disparity between student achievement in Yap main island and Yap neighboring island schools.

Student performance in neighboring island high schools, as measured in 10th Grade NST is consistently lower than student performance in Yap High School and SDA. Neighboring island elementary schools such as Wottegai Elementary, Satawal Elementary and Fais Elementary are consistently under-performing compared with similar schools in Yap main island.

It is recommended the Director of Education commissions a study by Assessment and Evaluation staff to determine student performance patterns and anomalies within the State. Based on the findings of this report, the Director of Education could then determine whether it was necessary to assign staff permanently or semi-permanently from the Department of Education's Professional Development, Technology and Area Supervision teams to specific schools or zones in order to bring about improvements through supervision and localized training.

Category 3: Table 11. Supplies, Equipment and Vehicles				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 805.	The DOE Administration through Budget and supply shall coordinate the purchase of all supplies and equipment in State programs.	Financial audit report.	Compliance. The DOE Administration is responsible for the purchase and supply of all supplies and equipment. However, there is evidence of inequity in allocation between Yap

				main island (\$49,000) and Yap neighboring islands (\$34,000) elementary schools.
2	Yap State DOE Policies and Procedures manual. Policy 806.	All equipment, textbooks, reference books, and moveable furniture shall be inventoried biannually.	Last 3 biannual (6 month) inventory reports.	Non Compliance. The most recent inventory was conducted in December 2007. Of five selected labelled items of office equipment (2 computers, 2 printers and 1 copier), none were entered in the inventory and one was erroneously entered as an item of garden maintenance equipment. A partial inventory of computers and other information technology equipment was conducted by the Technology coordinator in January 2008. None of the five selected items were found on this inventory.
3	Yap State DOE Policies and Procedures manual. Procedure 806.	School Principals/Head Teachers, activity heads, and designated persons will conduct biannual inventories. Inventories are done by matching the education ID number to the inventory list. New items will be labelled and added to the master and local school-inventory list as soon as the item is in use. These lists will be kept in the master-inventory list in the Budget and Supply office, and the school-inventory list will be kept in the Principal's/Head Teacher's office. Inventories will be scheduled by the State Director of Education.	Last 3 biannual (6 month) inventory reports.	Non Compliance. There is no evidence of biannual school inventories in the department's inventory.
	Yap State DOE Policies and	The State Board of Education and the State Director of Education shall ensure that all goods and services are of high quality at a fair price.		

4	Policies and Procedures manual. Policy 809.	The goods and the services purchased by the Department of Education will be of the highest quality available and at a fair-market price. The State Director of education will ensure the quality and fair-market price of the goods and the services purchased.	Policy and verification.	Compliance Available data did not enable a compliance determination to be made.
5	Yap State DOE Policies and Procedures manual. Policy 810.	In all instances whereby the state enters into any contract, employs any person, firm, or corporation, or undertakes any obligation which utilizes outside monies, i.e., special funds, such agreements will be made with the understanding that the State's liability is limited to the actual cost of the agreement. The State Director of Education will attach a copy of this policy as applicable to all contracts prior to signing. The signing of the contact implies the understanding of the policy terms by both parties.	Policy attached to last 3 contracts issued.	Non compliance Copies of the policy were not found attached to the relevant contracts surveyed in 29 personnel files.
6	Yap State DOE Policies and Procedures manual. Policy 213.	All Department vehicles are the responsibility of the State Director of Education and are for official use only.	List of vehicles and functions. Vehicle usage policy and procedure manual. Vehicle logbooks.	Near compliance A list of vehicles and functions was not kept as a matter of policy but was produced for the audit.

Narrative

Category 3: Table 11. Supplies, Equipment and Vehicles

According to information received from the Department of Education, in the 2009 budget, an allocation of \$49,000 is assigned to Yap main island elementary school and \$34,000 to Neighboring islands elementary schools for classroom supplies and materials. This allocation is made based on school enrolment. In school year 2007-2008, school enrolment in Yap main island elementary schools was 920, giving a per capita allocation of \$53.26. In Yap neighboring island schools, enrolment was 995, giving a per capita allocation of \$34.17.

This inequity may be due to remote neighboring islands school principals not completing requisition paperwork correctly or on time. It may also be the case that remote school principals do not have access to catalogues of educational supplies. The system could be streamlined by the Department of Education through the development of an order form limited to a list of recommended school supply

items which schools could then order. An inventory of school supplies could be ordered in advance so as to ensure that supplies are delivered to schools in advance of the beginning of the school year. School Area Supervisors could ensure that all schools receive adequate supplies by ensuring that order forms are completed correctly and on time. School Area Supervisors could also complete order forms for schools who fail to submit them.

An inventory of vehicles was not available when requested but was developed during the period of the audit.

Category 3: Table 12. Food services				
	Source	Criteria	Means of Verification	Compliance status
1	Yap State DOE Policies and Procedures manual. Policy 307.1.	Food procurement, preparation, serving, and the general aspects of same are the responsibility of the State Director of Education and the Food Service Program Coordinator.	Policy.	Near Compliance. There is no evidence that the State Director of Education has policies for or oversight of food services. The audit observed health standards inspection certificates in one ECE centre visited. However, recommended physical repairs to facilities had not been done.
2	Yap State DOE Policies and Procedures manual. Procedure 308.	The State Director of Education, with the approval of the State Board of Education, will establish in conjunction with the food service department a fee for meals. Persons seeking use of the cafeteria will visit the Principal/Head teacher's office for permission. The fee will be collected by the Principal/Head Teacher. No person shall eat until all students have been fed.	Published fee.	Non Compliance. There is no evidence of a pricing policy in operation.
3	Yap State DOE Policies and Procedures manual. Policy 309.	The State Director of Education will ensure that the State Department of Health will conduct periodic health examinations of all Food Service Staff and the general food facilities.	Health examination reports.	Non Compliance. There is no evidence of periodic State Department of Health examinations in high schools and ECE centres that serve food to students.

Narrative

Category 3: Table 12. Food services

The policies related to food services were deemed to be outdated by the Director of Education, as the Food Service Program is no longer in operation. However, the auditor has assumed that the requirements apply to food provided at High Schools and ECE centres.

Summary of compliance determinations			
Category 3: Administration			
Not determined	Compliance	Near Compliance	Non Compliance
2	8	13	31

Summary of compliance determinations			
Category 1, 2 & 3			
Not determined	Compliance	Near Compliance	Non Compliance
4	15	27	76

7. Findings from interviews, questionnaires and stakeholder discussions

1. Principal and Teacher Questionnaire

A questionnaire was developed for principals and teachers to determine respondents' assessment of the efficiency and effectiveness of the school support services provided by the central office of the Department of Education. Respondents were asked to rate the quality of the services provided in terms of efficiency (professional, helpful, useful, on time, within budget) and effectiveness (successful, good quality, required quantity) using a scale of 1 to 10 (1 being very poor, 10 being excellent). Respondents were also asked to give reasons, comments or examples to support their scoring.

A summary of the results of the questionnaire is given in the table below.

Services provided by DOE		Efficiency & Effectiveness
		Rating score
1. Policy and procedure		
1	Giving information about new National and State Education laws, policies and procedures.	3.6
2	Helping the school to write a school policy and procedures manual for teachers and parents.	3.4
2. Curriculum and instruction		
1	Giving enough copies of State Curriculum and National Curriculum Minimum Standards for each teacher.	5.2
2	Making regular visits to schools to observe and monitor teachers.	2.5
3. Staffing		
1	Hiring and assigning enough qualified teachers and other staff at your school.	3.2
2	Employing the best-qualified people to be principals and teachers.	3.4
4. Educational provision		
1	Provision of free public elementary education.	8.6
2	Making free education available to all school age children in the community.	6.5
5. Professional development and performance monitoring		
1	Providing a year-round program of in-service training for teachers and principals.	4.1
2	Making work performance evaluations for all staff and writing reports	3.5
6. Children with disabilities		
1	Providing education for children with disabilities.	6.6

2	Making Special Education monitoring visits to the school every 3 years.	4.6
7. Area Specialists		
1	Sending out Curriculum Specialists to work with teachers to demonstrate improved teaching methods.	1.8
8. Community/school relations		
1	Providing and running a community / school relations program.	3.8
9. Supplies and equipment		
1	Purchasing and delivering enough textbooks, teaching materials, supplies and equipment for the school.	7
10. Other services		
1	Workshops for Principals	2
2	Pacific Education Conference	0
3	Technology	4
4	Vocational Education training In Palau	9
5	Provision of Vocational Education supplies and materials	9
6	Provision of JOCV trainers	9

While principals and teachers expressed satisfaction with the provision of materials, special education and some overseas training, there was a marked dissatisfaction with the efficiency and effectiveness of in-service training, supervision and guidance. The basis for the low score for the Pacific Education Conference was that few school practitioners are selected to attend, compared to central office staff.

Questionnaires of this nature can provide the Department of Education with useful monitoring information and contribute to needs analysis.

Department of Education personnel provided valuable information through a questionnaire designed to contribute to a functional analysis of their division and the Department of Education as a whole. However, there was a low level of return of the questionnaires distributed. Analysis of responses showed that few respondents were familiar with the Department of Education's policies and procedures manual, few had job descriptions and none participated in a performance appraisal.

Stakeholders and employers surveyed expressed concern about the low basic skill levels of graduating High School students and their level of preparedness to enter further education or employment. They were generally happy with the level of resource provision to schools, especially computer technology, but were concerned that the Department of Education had not developed a curriculum for Information and Communications Technology.

Copies of the questionnaires used in the audit may be found in Appendix 2. It is recommended that the Department of Education make further use of the questionnaires in a self-review as an integral part of its response to this audit report. The information obtained would be useful for monitoring and identification of needs and priorities for future growth and development.

8. Abbreviations, further reading and appendices.

a. Abbreviations

AA/AS	Associate Arts /Associate Science Degree
BA/BS	Bachelor of Arts / Bachelor of Science Degree
B.Ed	Bachelor of Education Degree
CIMS	Continuous Improvement Monitoring System
DoE	Department of Education
ECE	Early Childhood Education
FACSSO	FSM Association of Chief State School Officers
HESA	Department of Health, Education and Social Affairs
JEMCO	Joint Economic Management Committee
MA/MS	Master of Arts / Master of Science Degree
NBC	New Baseline Curriculum
PIRC	Parental Information Resource Center
Sp. Ed.	Special Education
T3	Technical and Vocational education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization

b. Further reading

An invaluable resource to support management audits and organizational development is *Functional analysis (management audits) of the organization of ministries of education: Richard Sack and Mahieddine Saidi, (Paris 1997)*, available for download at:
<http://unesdoc.unesco.org/images/0010/001085/108562eb.pdf>.

c. Appendices

Appendix 1

Selected Department of Education salary scales.

	ECE Teacher	ECE Teacher Aide	Yap Main Island classroom teacher 1 Elementary	Yap Main Island classroom teacher 2 Elementary	Yap Main Island classroom teacher Elementary Agriculture	Yap Main Island Principal & Head teacher Elementary	Yap Neighboring Islands classroom teacher 1 Elementary	Yap Neighboring Islands classroom teacher 2 Elementary	Yap Neighboring Island Principal & Head teacher Elementary	Culture teacher	Yap Main Island classroom teacher 1 High School	Yap Main Island classroom teacher 2 High School	Yap Neighboring Island classroom teacher 1 High School	Yap Neighboring Island classroom teacher 2 High School	Yap Neighboring Island principal High School	Special Education Primary Consulting Resource Teacher	Early Childhood Education Bus Driver	Early Childhood Education Cook
Total Average	174407	98927	195365	118963	42372	71616	138062	189415	107622	245053	73563	169927	61187	44987	32409	189950	28140	82490
Totalcount	28	22	54	23	6	11	39	34	17	70	13	22	16	8	2	29	5	28
1	6579	4895	3771	6370	6725	5689	2801	4498	5688	69x3500	4498	5689	4233	6754	9569	8510	4440	2920
2	4079	4321	2492	5689	11658	5689	4234	5688	6747	1x3770	4498	7144	2801	4498	10758	8510	6220	3700
3	6218	3351	5049	8498	7497	4763	4234	6372	6372		7144	6372	2801	3558	12082	6750	3420	2920
4	6879	3417	4498	3352	2976	8026	4498	6372	7144		12992	3162	3770	6372		7560	8530	2170
5	6129	5534	2801	2801	7497	6747	3769	2801	6747		2801	5049	3770	5050		7140	5530	5310
6	4321	3417	3991	6372	6019	9569	2801	4763	6747		3351	7140	3770	6011		6370		4190
7	4498	2800	2801	6747		7563	4233	6019	6372		4498	5689	3770	6372		6370		3370
8	8224	3351	2801	2492		5688	3351	3769	4763		3351	6372	2801	6372		7140		2920
9	6570	3351	2801	2801		5049	3351	6019	5688		5358	6372	5050			6370		3100
10	8224	4851	5358	6372		7144	2491	6372	6747		9574	8028	3991			6370		2920
11	5159	4586	3991	5357		5689	2646	4498	6749		6370	6020	3770			6370		2050
12	6570	8224	2801	6019			2801	5358	7144		3770	5688	3990			6750		2310
13	5799	4895	4498	6747			3991	6019	6747		5358	5689	5360			6370		3290
14	5049	4321	3345	3991			4498	6372	7144			12810	3770			7140		2760
15	6129	5358	2492	4233			3771	6019	4763			4763	3770			6370		3290
16	5468	3351	4237	2801			3991	5689	6372			15900	3770			7140		2960
17	6570	5159	5358	5688			3769	4763	5688			10143				6370		2600
18	5468	5843	2976	5358			3991	5688				3350				5360		2260
19	6129	4321	3550	6372			2492	5688				9574				7140		2920
20	9811	4586	2801	2801			2646	5688				5357				6370		2050
21	5799	5159	5688	5358			2801	5358				14800				5360		2320
22	5469	3836	3352	6372			3991	6372				14816				6370		3100
23	8180		4234	6372			3769	6372								6370		3530
24	6570		3772				4498	5688								3770		2050
25	6129		3352				3550	2491								5360		2050
26	6129		3771				4763	6372								6370		3710
27	6129		4498				3770	3991								6370		3120
28	6129		3770				3769	3769								6370		2600

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29	3771	2492	6372	7140
30	4763	2492	6372	
31	5357	2492	6019	
32	2801	4498	6372	
33	2801	2490	6372	
34	2801	4953	5688	
35	3153	4498		
36	2976	2492		
37	3351	3969		
38	2801	2646		
39	3351	3770		
40	2801			
41	4763			
42	3351			
43	3550			
44	2976			
45	5050			
46	3350			
47	3351			
48	2492			
49	2492			
50	3771			
51	3352			
52	2801			
53	2801			
54	5689			

Appendix 2

Department of Education Employee questionnaire.

The purpose of the Management Audit is to understand and diagnose the current efficiency and effectiveness of the Department of Education.

Please complete the following questionnaire to assist with the audit. Your answers will be kept confidential.

1. Personal details		
1	Your name (optional)	
2	Your division or subdivision	
3	Your job title	

2. Department policy and procedure		
1	Do you have a copy of the Department policy and procedure manual?	<i>(If you don't have a copy, go to table 3)</i>
2	If you have a copy of the Department policy and procedure manual, to what extent do you follow it in your work?	(eg. always – usually - often - sometimes – rarely – never)
3	Are there reasons why you do not follow the Department policy and procedure manual? What are they?	

3. Subdivision policy and procedure		
1	Do you have a copy of your subdivision policy and procedure manual?	<i>(If you don't have a copy, go to table 4)</i>
2	If you have a copy of your subdivision policy and procedure manual, to what extent do you follow it in your work?	(eg. always – usually - often - sometimes – rarely – never)
3	Are there reasons why you do not follow your subdivision policy and procedure manual? What are they?	

4. Subdivision functions and tasks	
1	What are the main general functions of your subdivision?
2	What daily, weekly, monthly and annual tasks have to be completed in order to achieve the functions of your subdivision?

5. Job description	
1	Do you have a job description from the Department of Education? <i>(If you don't have one, go to table 6)</i>
2	If you have a job description, what responsibilities, duties and tasks are listed on it?

6. Responsibilities, tasks and duties	
1	<p>If you do not have a job description, what responsibilities, tasks and duties are assigned to you by your supervisor?</p>

7. Work-plan	
1	<p>Do you have an annual, monthly or weekly work-plan?</p>
<i>(If you don't have one, go to table 7)</i>	
2	<p>What annual, monthly or weekly targets, goals or objectives are you required to achieve in the work-plan?</p>

8. Professional development	
1	<p>What training have you received in the last three years to help you achieve your responsibilities, tasks and duties?</p> <p>Give details of who conducted the training and how long it was for.</p>
2	<p>What further training do you need to improve your work performance?</p>

9. Data and resources	
1	<p>Do you have access to the data you need to do your work well?</p> <p>What data do you regularly use?</p>
2	<p>What additional data do you need and why do you need it?</p>
3	<p>Do you have access to the equipment and resources you need to do your job well?</p> <p>What equipment and resources do you regularly use?</p>
4	<p>What additional equipment and resources do you need and why do you need them?</p>

10. Relationships with other subdivisions		
1	Does your subdivision rely on any other subdivisions for information or support in order for you to do your work? Which subdivisions do you rely on? What do you rely on them for?	(eg. you might rely on the Budget division to provide funds for your activities)
2	Do any other subdivisions rely on your subdivision for information or support in order for them to do their work? Which subdivisions rely on you? What do they rely on you for?	

11. Appraisal (1)		
1	If you are a supervisor, do you conduct appraisals on your staff's work performance? How often?	
2	What happens as a result of your appraisals? Give actual examples.	(eg. promotion, incremental pay increase, improved efficiency)

12. Appraisal (2)		
3	If you are not a supervisor, does your supervisor conduct appraisals on your work performance? How often?	
4	What happens as a result of your appraisal? Give actual examples.	(eg. promotion, incremental pay increase, training)

12. Student achievement	
1	In what ways does your work lead directly or indirectly towards improvements in student achievement?

13. Further comments	
1	Do you have any further comments that might be relevant to the audit?

Thank you for taking the time to complete this questionnaire. Your answers and comments will be used to help formulate recommendations for actions designed to improve efficiency and effectiveness within the Department of Education, so that student achievement is improved.

3. Goals of the Department of Education

1. To develop an education system which is appropriate for Yap, able to meet the challenges of the present and the future, and responsive to the socio-cultural, economic, and political trends of the state, the FSM and the outside world.

How successful do you think the DOE has been in achieving this goal?

How appropriate do you think the education system is for Yap?

How confident are you that the system can meet the challenges of the future?

2. To provide quality education, which includes basic skills and knowledge deemed appropriate and important by the community.

How successful do you think the DOE has been in achieving this goal?

3. To provide the people a relevant education so that they will be able to contribute to the community and state economy through self-sufficiency and/or employment.

How successful do you think the DOE has been in achieving this goal?

What value added do you think the education service has made through students towards the community and the state economy?

4. To work with the communities, government agencies and departments, and other groups to broadly extend the responsibility for education and learning thereby insuring that limited education resources are effectively utilized.

How successful do you think the DOE has been in achieving this goal?

Department of Education teacher and principal questionnaire.

The purpose of the Management Audit is to evaluate the efficiency and effectiveness of the State Director of Education, schools administration and management and support services administration based in Colonia.

Please complete the following questionnaire to assist with the audit. Your answers will be kept confidential.

1. Role of the Department of Education

How efficient and effective is the Department in providing the following services to your school? Rate each service in terms of efficiency (professional, helpful, useful, on time, within budget) and effectiveness (successful, good quality, required quantity) using a scale of 1 to 10 (1 being very poor, 10 being excellent). Give reasons, comments or examples to support your score.

2. Personal details

1	Your name (optional)	
2	Your school	
3	Your job title	

3. Policy and procedure

Efficiency & Effectiveness:

	Services provided by DOE	Rating score and comments
1	Giving information about new National and State Education laws, policies and procedures.	
2	Helping the school to write a school policy and procedures manual for teachers and parents.	

4. Curriculum and instruction		Efficiency & Effectiveness:
	Services provided by DOE	Rating score and comments
1	Giving enough copies of State Curriculum and National Curriculum Minimum Standards for each teacher.	
2	Making regular visits to schools to observe and monitor teachers.	

5. Staffing		Efficiency & Effectiveness:
	Services provided by DOE	Rating score and comments
1	Hiring and assigning enough qualified teachers and other staff at your school.	
2	Employing the best-qualified people to be principals and teachers.	

6. Educational provision		Efficiency & Effectiveness:
	Services provided by DOE	Rating score and comments
1	Provision of free public elementary education.	
2	Making free education available to all school age children in the community.	

7. Professional development and performance evaluation		Efficiency & Effectiveness:
	Services provided by DOE	Rating score and comments
1	Providing a year-round program of in-service training for teachers and principals.	
2	Making work performance evaluations for all staff and writing reports.	

8. Children with disabilities		Efficiency & Effectiveness:
	Services provided by DOE	Rating score and comments
1	Providing education for children with disabilities.	
2	Making Special Education monitoring visits to the school every 3 years.	

9. Area Specialists		Efficiency & Effectiveness:
	Services provided by DOE	Rating score and comments
1	Sending out Curriculum Specialists to work with teachers to demonstrate improved teaching methods.	

10. Community/school relations		Efficiency & Effectiveness:
	Services provided by DOE	Rating score and comments
1	Providing and running a community / school relations program.	

11. Supplies and equipment		Efficiency & Effectiveness:
	Services provided by DOE	Rating score and comments
1	Purchasing and delivering enough textbooks, teaching materials, supplies and equipment for the school.	

12. Other services		Efficiency & Effectiveness:
	Other services provided to your school by the DOE.	Rating score and comments
1		Efficiency & Effectiveness:
2		Efficiency & Effectiveness:
3		Efficiency & Effectiveness:

Thank you for taking the time to complete this questionnaire. Your answers and comments will be used to help formulate recommendations for actions designed to improve efficiency and effectiveness within the Department of Education, so that student achievement is improved.

Appendix 3 Job Descriptions

1. **School Administrator** Job Description

Introduction

The school Administrator carries out the Department of Education's mission. The School Administrator supervises and supports performance based activities at the school level and provides the linkage for Yap state Education Department of Education to the school principals and the community school boards. The School Administrator serves also as a member of the Director's Assistant Team, responsible for plan formulation, coordination, execution, monitor and evaluation of all the activities of the Department of Education in collaboration with the Director of Education. The administrator serves as the Director's Assistant tasks to facilitate the State Director of Education's workload and assist all Program Managers, Coordinators, School Principals and Supervisors on education related matters.

Roles and Functions

1. Formulate and facilitate plans and activities for school improvement
2. Monitor school performance through data assessment and coordinate improvement strategies with appropriate department
3. Coordinate and supervise all zone education-related activities
4. Supervise Principal and Teachers performance appraisal
5. Supervise data collection for required education 20 indicators
6. Collaborate with Principal and School Board on hiring of teaching staff
7. Mentor school Principals in their roles as administrators and school leaders
8. Nominate candidate for Principal positions with community and school board input
9. Monitor all schools to meet accreditation requirements
10. Compile and submit quarterly reports to the Central Office
11. Compile zone budget for inclusion in the Department of Education annual budget
12. Perform other duties as ascribed

Minimum Qualifications

To qualify for the School Administrator position one has to acquire the following:

1. Have at least 2 years of classroom teaching experience
2. Have at least 5 years of management experience
3. Obtain at least a Third Year Certificate in Education Related Field of Study
4. Have at least BA/BS in education related field
5. Highly respected by School Staff and Community Leaders

2. School Principal Management Responsibilities

1. Deliver complete reports on time with agenda of meetings held and other attachments (quarterly reports, monthly reports).
2. Provide daily sign-in sheets for all staff – and submit bi-weekly along with time sheets for hours worked. Hours worked should reflect actual time on school ground.
3. Perform one observation each school quarter for all staff teaching core subjects.
4. Provide activity log for teachers running errands off campus during working hours (8.00am – 4.30pm)
5. Document all unusual incidents involving students and staff for their records.
6. Send teachers on annual leave during non-school days. All teachers on regular time must be on campus (8.00am – 4.30pm), unless school supervisor approves change in schedule.
7. Class starts at 8.30am or earlier and ends at 2.30pm or thereafter. Home works for teachers in no longer allowed unless principal approves then compensation time (comp time) shall be logged and turned with bi-weekly timesheet.
8. Annual leave must be submitted 5 days prior unless its an emergency.
9. Principal visits central office at own convenience for work related activity not for leisure time.
10. Principal must call in to central office for sick day and also to designate someone to take charge. In case of inability to call, must have responsible adult call in on his/her behalf.
11. Work plans for teachers on non-school days provided 2 weeks in advance and during summer months when school is not in session provided in the month of April annually.
12. Hold regular staff meetings for information dissemination and team building purposes. Lead the effort to create a culture of open communication, collaboration and cooperation among school staff.
13. Upkeep of school grounds, classrooms, restrooms done on regular basis.
14. Have available an up-to-date inventory list of all fixed assets and school supplies (costing \$150 or above) provided to the school for the current year in September annually. Plan ahead monthly so school supplies do not run out in mid-month.
15. Principal must also take lead in soliciting support from central office as the need arises.
16. Responsible for finding replacement, substitute and temporary teachers with school board recommendation before school supervisor considers applicant.
17. Provide student enrolment by September 20th and an undated version by April 20th of the current school year.

18. Responsible for all administrative paperworks, data and reports required by central office.
19. Counsel teaching and other school staff on attitudes, job expectations and hold them responsible for their actions.
20. Assist teachers in counselling and educating parents and students on school policies and requirements and any others deemed important by principal and teachers.
21. Lead by example – “Do as you say not say what you don’t do”, Walk the talk not talk the talk”. You are point man at the same time, the General for your school.
22. Others are required in accordance with Yap State Department of Education policies, Yap State law and the law of the FSM.

By my signature below, I have read and understood my responsibilities as a Principal/Head Teacher as listed above, and I agree to furnish, convene, create, lead, assist, provide, perform, follow and do as expected to the best of my ability without reservation as long as I receive constructive feedbacks for improvement purposes and continue the efforts for continuous improvement at my school.

Principal/Head Teacher

Date signed

3. Elementary School Principal's Job Description

Introduction

The Principal/Head Teacher is the administrative and instructional leader of the community school or elementary school and is hired by the Yap State Department of Education in accordance with Yap State hiring policies, regulations and procedures with recommendations from the respective community's school board involved. In the event that the responsible parties (DOE and Community School Board) cannot agree, the School Board shall make the final decision within 30 days, in accordance with applicable laws, policies, and procedures of the State and FSM; inaction or inability on the part of the community School Board to designate a qualified individual shall leave YSDOE to appoint a candidate for the interim until such time the responsible parties have reached an agreement.

The Principal/Head Teacher is the immediate supervisor for all programs personnel at the school including Special Education staff, Early Childhood staff, Culture teachers and all General Education teaching and non-teaching staff.

Roles and Functions

1. Supervise the overall operation and management of the community school including Special Education and Early Childhood Education sections, if applies, on a daily basis.
2. Manages available resources, including financial resources and assets, to support learning outcomes of students.
3. Manages proper delivery of the curriculum by teachers or seeks training opportunities for teachers to improve understanding of standards and benchmarks.
4. Provide the support for teachers, students and parents to improve learning for all learners at the community school.
5. Encourage community involvement in the life of the school by working collaboratively with school board and community on school issues and plans.
6. Create a learning environment at the school where teachers understand continuing professional development as a vehicle to self-improvement and career growth.
7. Submit monthly school operation report to the School Supervisor including all necessary attachments in a timely manner.
8. Conduct classroom observations in continually review and refresh teaching staff delivery approach, motivation of students and classroom organisation.
9. Conduct regular school staff meeting for information updates, school improvement strategies, student and parents' issues and team building initiatives.
10. Conduct Parents/Teacher Association meeting to update on school performance and collaborate on school improvement strategies and plans.
11. Assist teaching staff with student assessment and grading to keep abreast of students performance in general for improvement planning.
12. Perform administrative duties such as filing, creating and updating records and submitting information and reports to DOE Central Office.
13. Submit required or requested data to DOE Central Office or School Supervisor such as student attendance, student transfers, student enrolment and others etc in a timely manner.
14. Plan by utilizing collected and available school data as basis for improvement strategies.
15. Conduct regular briefing with CRT to monitor progress o required administrative tasks for Special Education section.
16. Counsel teaching and non-teaching staff on conduct, attitudes, work ethics, teamwork,

accountability and transparency to ensure that appropriate role-modeling and interactions take place between school staff and students.

17. Provide input for the annual school budget request to the School Supervisor.
18. Submit periodic supply requests through the Business Office for processing to the School Supervisor for signature.
19. Keep an updated inventory master list of all textbooks, fixed assets, furniture and school supplies of \$150/peritem or above, delivered or obtained by school during the fiscal year.
20. Manages school in a professional manner where all staffs are treated equally and fairly and students' learning need is the priority.
21. Observe and maintain a high standard of ethical and professional codes of conduct.
22. Develop relationships with key school stakeholders such as school boards, community chief, village chiefs, women's organizations etc., for support and assistance purposes.
23. Ensures that all decisions and plans are consistent with national and state school guidelines, policies and procedures.
24. Report to the School Supervisor on all matters that require Sector, SEG or other outside resources whether for personnel, projects, improvements, supplies or equipment.
25. Other duties as ascribed by the Director of the Yap Department of Education or the School Supervisor.

Minimum Qualifications

To qualify for the Elementary School's Head Teacher or Principal position, one has to acquire the following:

1. Have at least 5 years of classroom teaching experience
2. Have at least 3 years of school administration experience or equivalent
3. Obtain at least an AA/AS degree in the education field
4. Highly motivated to work with Teachers, Students and Community
5. Self-motivator with people skills.

4.
Job Description
(Title: Maths Specialist)

I. Introduction:

The incumbent is responsible for the Maths Curriculum and related activities concerning Maths Education in the State.

II. Control over Position:

The incumbent reports directly to the Coordinator for general guidance in the implementation of goals and objectives for the department.

III. Principal Duties and Responsibilities:

1. Designs, develops and revises math curriculum according to the needs and policies of Yap DOE from grades 1 through 12.
2. Researches, interviews and develops instructional materials for the math curriculum.
3. Visits schools periodically in the State to provide support, assistance and suggestions for improving teachers' teaching performances and students' learning achievements.
4. Prepares reports for the program as appropriate and necessary.
5. Participated in meetings and conferences called for and/or sponsored by Yap DOE or other service provider organization.
6. Works with other area specialists in the coordination or curriculum and instructional activities for Yap DOE.
7. Continues to seek ways to improve the overall Math Program in meeting the goals and objectives of Yap DOE.
8. Continues to seek ways to improve mathematics teaching and learning of both teachers and students.
9. Assists when needed in the administration and scoring of students' tests to see how they are doing and to determine the kinds of assistance the students and the teachers need.
10. Performs other related duties as assigned.

IV. Minimum Qualifications:

- Must be computer literate, can do power point presentations.
- Must have at least 2 years teaching experience.
- AS, AA degree in education or equivalent.
- Must be responsible and dependable
- Must have experience or training in curriculum development.
- Communicate effectively orally and in writing, coordinate activities, work independently, prioritise work and meet deadlines and works effectively with others.

5.
POSITION DESCRIPTION
TECHNOLOGY COORDINATOR

The Technology Coordinator is responsible for all the technology hardware, software, computer labs, and technology staff. The role and responsibility of the Coordinator include but limited to the following:

Job Responsibilities:

1. Coordinate activities of the technology section;
2. Assign and supervise technology staff daily chores;
3. Conduct regular follow-up technology meetings with schools;
4. Participate and allow staff to participate in specialized trainings to up-grade skills and knowledge.
5. Perform annual inventory of technology hardware at the central office, and at the schools;
6. Schedule technology staff to work and train school staff in using computers and education software;
7. Enforce school system policy and procedure.
8. Update and upgrade computer hardware for the latest model;
9. Provide regular maintenance of computer hardware;
10. Provide regular report on technology outputs;
11. Request technology annual budget;
12. Do other duties as assigned.

6.

Position: computer Instructor

Job Description:

Conduct computer trainings.

Maintenance/repair of computers, computer net-work, PEACESAT telecommunication system and wave-mail system.

Plan and layout of computer lab and computer net-work

Installation of new computer lab, computer net-work and wave-mail system.

Maintenance/repair of EMIS computers and computer net-works.

And other jobs that may be assign from time to time.

Qualification: High School Graduate w/ at least two years working experience in computer, computer net-working or communication.

7.

Staff Development and Training Program

Zone Trainers: Job Descriptions

Incumbent in these positions are responsible for the School Zones Trainings of the Development & Training Program under the division of Management & Support Services Administration. Each of the trainers will be serving his/her assigned school zone. The position's primary responsibilities involves the following:

- k. To coordinate with schools, classroom observations annually.
- l. To collect teachers' Training data from all the school.
- m. To ensure that all trainings are based on data collected from that school zone.
- n. Ensure that the schools are following the curriculum framework given by the Department of Education.
- o. Give curriculum feedbacks as to how it is being implemented in the schools.
- p. Keep teachers Individualized Degree Plan records updated.
- q. Assign teachers' college courses that are required for their teaching certifications.
- r. Monitor sub-teachers and submit report.
- s. Assist principals in ensuring that all instructional materials and supplies are in class and being used.
- t. Others as requested.

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