



Action Plan to Implement the Program to Remove Ghost Workers and Double Dippers in the Civil Service System, Including the Military and Security

BACKGROUND INFORMATION

Law No. 43 of 2005 "concerning employment, wages and salaries systems" introduced the requirement of creating a Civil Service Biometric fingerprint system as well as to establish a consolidated central database based at the headquarters of the Ministry of Civil Service. To date, approximately 485,818 public employees out of an estimated total of 1,200,000 have been registered in the system. However, hardware and software limitations of the biometric database, as well as damages to the technical infrastructure and delays caused by the disorders of 2011, have hampered the completion of the registration process.

Within the overall framework of the Gulf Cooperation Council Agreement Implementation Mechanism, the Transitional Program for Stabilization and Development 2012-2014 (TPSD), and the Mutual Accountability Framework (MAF), Pillar III - Good Governance, Rule of Law, and Human Rights - the Government of Yemen (GoY) committed to implement a "Program to remove ghost workers and double dippers in the civil service, military, and security."

GoY sought the technical expertise of UNDP, through its Emergency Capacity Development Facility (ECDF) to conduct an assessment of the existing capacity of the Ministry of Civil Service to complete the biometric registration of all public employees and devise an action plan to remove ghost workers and double dippers. Endorsed by GoY in September 2013, the plan provides a clear roadmap to accelerate the implementation of this key policy reform.

OBJECTIVE

Within 100 days from the beginning of its implementation, the action plan aims at restoring the functionality of the existing system to its 2010 capacity and functionality. In the medium term (2014-2016), the objective of the action plan is to move towards a web based management platform and upgrade the capacity of the system to allow the completion of the biometric registration of all government employees, including the staff of the Ministries of Defense and of Interior. This will allow data comparison and the identification of ghost workers and double dippers.



METHODOLOGY

The elaboration of the action plan followed a rigorous participatory methodology aimed at ensuring full national ownership and responsiveness to the short and mid-term needs of the country. All key stakeholders were able to present their opinions towards the most effective action plan by means of a taskforce established under the chairmanship of the Ministry of Civil Service (MOCS), with representatives from MOCS, the Ministry of Defense (MOD), the Ministry of Interior (MOI), and the General Authority for Social Security & Pensions (GASSP). A high level international consultant supported this process by assessing the existing biometric registration system, while comparing it to international best practices.

A review of "Law no. (43) of 2005 concerning employment, wages and salaries system" and its executive regulations contained in the "Republican Decree No (10) of 2006" allowed an assessment of the compliance of the system with the prescriptions of the law. All other available material surrounding the biometric system, such as earlier expertise reports were analyzed and discussed. With access to this baseline data, an agenda was set interviewing the key stakeholders in depth, in order to identify and isolate bottlenecks, mapping out issues of concern, and listing possible solutions.

The findings and solutions of these meetings were then validated by means of a workshop held on 3-4 September 2013 with approximately 50 participants, representing the MOCS, MOD, MOI, Ministry of Finance (MOF), Social Insurance Authority, Ministry of Legal Affairs (MOLA), Ministry of Information and Telecommunications Technology (MOICT), Senior members of Yemen's National Dialogue Committee, the National Institute for Administration, and others.

ASSESSMENT

The computer equipment and software of the biometric system date back to 2005 and were configured to allow the registration of approximately 500,000 public employees. In 2008, MOCS was directly approached by MOD and MOI to include their personnel in the biometric system, as clearly requested in Law 43/2005. However, since the system was built with a ceiling of 500.000 public servants, it was technically impossible to add both MOD and MOI staff. Despite this limit, MoCS started the registration of MOD and MOI staff with the expectation that additional budget would be made available for expanding the database.

The original maintenance contract expired in 2010 and the MOCS's budget has since been insufficient for upgrading of the biometric system. In addition, the capacity of this 8-year old system is insufficient to address the current public workforce of approximately 1,200,000 employees and is by no means able to protect data from any cyber intrusion.

The biometric system detected thus far 5,857 (1.2%) double dippers, from the 485,818 employees currently in the system. If the same percentage - 1.2% is used to extrapolate an estimated for all public servants (1.2 million), including military and security, the likely figure will be around 14.000.

Most crucially though, the existing system is not capable of identifying ghost workers, as the biometric system is not linked with the time and attendance software of all government institutions. Furthermore, these databases are not integrated with the Employee and/or Payroll databases.

SUMMARY ACTION PLAN

100 DAY ACTION PLAN

The implementation of the 100-day action plan would allow restoring the existing system to the same level of functionality existing prior to 2011. This would include replacing broken hard disk drives, restoring the central and regional databases, refurbishing looted regional centers, training, and installation of a secure surveillance system.

2014-2016 Action Plan

The objective of the 2014-2016 action plan is to move towards a web based management system based on international best practice, upgrade the storage capacity to allow the completion of the biometric registration of all government employees, including the Ministry of Defense and Ministry of Interior, and identify all ghost workers and double dippers.

This would include:

- Replacing the outdated servers to allow storage of fingerprints, photos, and scanned supporting documents for all public officials;
- The integration of all databases into one single database;
- The installation of internet connections between government buildings and the placement of biometric clock systems at the same premises;
- Building an integrated time and attendance system; and
- The establishment of an integrated web-based system that would allow the management of the entire work-force from the moment of the job application to the retirement or separation from the public service. The completion of the biometric registration of all staff, including employees of the Ministries of Defense and Interior would allow data comparison and the identification of ghost workers and double dippers.

IMPACT

The implementation of this action plan will have considerable impact in relation to effective human resources management within the public sector in Yemen. Direct measurable impact will be obtained through the deletion of existing so-called double dippers and ghost workers from the public sector. This would increase the feeling of equality, honesty, and fairness throughout government; furthermore it will influence the national budget in a positive way, possibly providing opportunities for reducing the divide between the income levels between the private sector and the public sector.

In addition, the impact of moving towards a web based system will contribute significantly to all other e-governance initiatives currently ongoing and planned within the government, increasing the governments' transparency, and the timeliness of information exchange between the ministries, governorates, and districts. The implementation cost of the project will be quickly recovered by means of the deletion of currently present double dippers and ghost workers.

BUDGET

The minimum budget for the implementation of the 100-day action plan is estimated at \$840,000, while the overall budget for the program amounts to approximately \$ 5,521,000. These estimates assume that the plan can be implemented by MOCS staff and do not include any project or management costs.

The tables below present the major component of the plan as well as an estimated cost:

100-Day Action Plan	Budget(USD)
1. Replace the broken hard disk drives of the Sun System with exact same specifications as broken drives	50,000
2. Upgrade and repair Air Conditioning System	150,000
3. Pay the Telecom Lines	60,000
4. Create and implement daily incremental, and weekly full back-up with a rotational scheme for offsite storage of tapes	100,000
5. Optimize Central Database(s)	-
6. Optimize Regional Databases	-
7. Restore the operational Regional Centre with original equipment	-
8. Repair the looted Saada, Taiz and Lahj IT Centers	200,000
9. Identify and equip a new Abian IT Centre	150,000
10. Training	100,000
11. Install Secure Surveillance System	120,000
Total	840,000

2015-2016 Action Plan	Budget(USD)
1. Website Development	450,000
2. Develop and integrate a scanning solution to digitize and store all supporting documents to Central Database.	500,000
3. Upgrade Regional Servers	450,000
Total	1,350,000
Grand Total	5,521,000

Duration	October 2013-May 2016
Localization	Ministry of Civil Service: H.E Mr. Nabeel
Contacts	ECDF: Mr. Roberto Paganini, Chief Technical Advisor (UNDP): roberto.paganini@undp.org

2014-Action Plan	Budget(USD)
1. Replace Sun System storage to store fingerprints, photos and supporting scanned documents of all civil servants	450,000
2. Upgrade ISDN lines to enable fingerprint and photo uploads to Central Server	65,000
3. Integrate all databases to one database	220,000
4. Upgrade Regional Centers	500,000
5. Install internet connections (VPN based) between governmental buildings	400,000
6. Standardize biometric clock machines	80,000
7. Procure and install biometric clock machines	120,000
8. Integrate Time and Attendance System	150,000
9. Identify proper location for DRS	-
10. Procure and install Servers at DRS	650,000
11. Install and establish communication network between Central Database and DRS database	60,000
12. Establish a hot standby database scenario	-
13. Website Development	400,000
14. Procure Secure Surveillance System	236,000
Total	3,331,000



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