

# **PRSP EDUCATION SECTOR REVIEW**

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## ACRONYMS

ACTION-AID	Action-Aid
CARE	Concern American Relief Everywhere
CARITAS	Caritas Makeni/Freetown
CCF	Christian Children's Fund
CREPS	Complimentary Rapid Education Programmes
COMAHS	College of Medicines & Allied Health Science
CTA	Community Teachers Association
DEC	District Education Committee
DFID	Department for international development
FAWE	Forum of African Women Educationalist
FBEAs	Faith-based Education Agencies
FTC	Freetown Teachers College
FBC	Fourah Bay College
GoSL	Government of Sierra Leone
IRC	International Rescue Committee
JSS	Junior Secondary School
MEST	Ministry of Education, Science and Technology
MOF	Ministry of Finance
MTEF	Medium Term Expenditure Framework
MTC	Makeni Teachers College
NAP	National Action Plan 2003 -2015
NEMP	National Education Master Plan 1997 –2006
NER	Net Enrolment Rate
NUC	National Nursing College
NCRDC	National Curriculum Research and Development Centre
NCTVA	National Commission for Technical/Vocational and other awards
NPA	National Power Authority
NSC	National Sports Council
NRC	Norwegian Refugees Council
PASCO	Poverty Alleviation Strategy Co-ordination Office
PBET	Post Basic Educational Training
PE	Primary Education
PLAN	PLAN Sierra Leone
SC	Secondary Education
SSS	Senior Secondary School
SLTU	Sierra Leone Teacher Union
SLIS	Sierra Leone Information System
SLIHS	Sierra Leone Integrated Household Survey
SSL	Statistics Sierra Leone
SALWACO	Sierra Leone Water Company
TVE	Technical and Vocational Education
TEC	Tertiary Education Council

UNICEF  
WV  
WFP  
WHO  
WB  
WAEC

United Nations Children's Fund  
World Vision  
World Food Programme  
World Health Organisation  
World Bank  
West African Examination Council

# EXECUTIVE SUMMARY

This report reviews the current state of education and training provision in Sierra Leone and identifies priority interventions for possible inclusion in the Poverty Reduction Strategy. It draws on information from various sources including the 2003 Integrated Household Survey and a small rapid survey of primary schools in all 14 districts. Over 80 individual interviews and group meetings were conducted with officials from the Ministry of Education, Science and Technology (MEST) and other ministries, managers of education and training institutions, and individuals from NGOs, and international and donor organisations.

The recommended PRSP priority interventions for the education and training sector for the period 2005-2007 are largely based on current government education policy as laid out in the New Education Policy, the National Education Master Plan, and the Education For All National Action Plan. Chapter 2 summarises the main policy objectives and resource commitments for education and training. Major funding inequities persist in the allocation of public resources to education across the districts, which must be addressed if the learning needs of the large majority of the population who live in rural areas are to be met. Another key feature of the schooling system in Sierra Leone is the major role played by faith-based organisations, which own and manage over 70 percent of primary and secondary schools.

## BASIC EDUCATION

The basic education cycle covers six years of primary education and three years of junior secondary education. GoSL's key goal over the next years is that all children should receive nine years of free basic education, which is of good quality and relevant to the livelihood needs of the population.

The 11-year civil war had a devastating impact on all aspects of the education system. However, tremendous progress has been made in extending primary education provision in both government-assisted and non-formal community schools since the end of the war in 2001. Primary school enrolments have at least tripled in little more than three years to around 1.3 million in 2003/2004. The overall gross enrolment rate for primary education has increased from little more than 35 percent in the early 1990s to 122 percent in mid-2003 and the gender enrolment gap has also narrowed appreciably. The surge in enrolments has been fuelled by the abolition of tuition fees, increased awareness of the importance of schooling, especially among the rural poor, the provision of school feeding as part of emergency relief support, and significant improvements in school infrastructure.

Despite these considerable achievements major challenges remain with respect to both access and completion and the overall quality of education provision. Around one-third of children aged between 5 and 17 year olds have been to school and differences in urban and rural enrolments rates remain very large. Drop out rates remain unacceptably high mainly as a result of long

distances to schools, the costs (both direct and indirect) of school attendance, acute poverty, and poor learning outcomes.

The quality of primary education is very low in most locations. Only around one-half of teachers are trained and qualified and in-service training is extremely limited. Relatively very few qualified teachers are working in rural schools. The commitment and morale of teachers is also an increasingly critical issue. Teacher pay covers less than one-third of household livelihood needs. Textbook availability and utilisation is very poor in most schools, especially those in remoter, rural areas. Classrooms, especially in the infant grades are chronically over-crowded and only one-quarter of children are appropriately seated.

There are only around 250 secondary schools in the country. Total enrolments were 135,000 in 2003/2004. The gross enrolment rates for junior and senior secondary education are, according to the Integrated Household Survey, 41 percent and 34 percent respectively. Enrolment rates for urban areas are three-five times higher than in rural areas and gender enrolment disparities are very large.

## **ADULT AND SPECIAL NEEDS EDUCATION**

Adult literacy rates in Sierra Leone are among the lowest in the world. Only one in 13 women in the Northern Region are reported to be literate and only one in 10 in the Eastern Region. Only around one percent of the adult population has received any formal literacy training. Public expenditure on adult literacy is minimal.

Accurate information on the incidence of disabled children and adults is not available. A rapid survey of 10 villages in Bombali District suggests, however, that, as many as 34 percent of school-aged children have some kind of disability and have special educational needs. There are no more than 10 specialist education schools for the disabled in the whole country.

## **POST-BASIC EDUCATION AND TRAINING**

Opportunities for post-basic education and training remain very limited in Sierra Leone. Slightly more than 15,000 individuals are enrolled at the University of Sierra Leone and six other tertiary education institutions. Although there has been some improvement in cost recovery levels in recent years, these institutions rely mainly on government funding. The share of tertiary education in public education expenditure has fallen from around 30 percent in the early 1990s to 20 percent today. Acute funding constraints make it very difficult for these institutions to maintain acceptable standards of education and training. The qualification and experience profiles of teaching staff are very weak and the university is particularly reliant on part-time lecturers. There is a chronic shortage of essential infrastructure and learning materials.

There are around 250 technical and vocational education institutions registered with MEST, with a heavy concentration of provision in Western Area and the

other main urban centres. Three-quarters lack basic equipment and tools and two-thirds of instructors are untrained. Less than five percent of MEST budget is allocated to TVE. Only two centres are fully funded by MEST.

## **PRSP PRIORITY INTERVENTIONS FOR BASIC EDUCATION AND TRAINING**

There are a number of broad strategic issues that need to be urgently addressed in order to ensure that education and training provision is able to fulfill its full potential in alleviating poverty. A revised and up-dated national education policy and strategy is proposed, which fully incorporates all the key policy developments in the post-war period and sets out clear, time-bound quantitative targets for both basic and post-post basic education and training. The policy would also consider quantity and quality trade-offs, the creation of a unified basic education cycle and redressing the current inequities in resource allocations in the education sector, the strengthening of planning and management capacities, and improved teacher management, deployment and training.

### **Primary education**

Universal primary education with reasonable learning outcomes is critically important in improving the livelihoods of the poor. Without minimum levels of literacy, numeracy and other key life skills it will be difficult, if not impossible, to achieve GoSL's main development goals. These include higher agricultural productivity (especially among smallholder farmers), improved nutrition, lower population growth, the empowerment of women, a vibrant private sector, effective democratic governance at both national and district levels, and strong civil society participation in the development process.

The following seven priority interventions for primary education clearly emerged from stakeholder consultations in the districts and from individual interviews.

**Increased fee subsidy:** Free and compulsory primary education is only attainable if schools receive adequate financial support from government to be able to procure textbooks and other essential learning materials. The annual fee subsidy should therefore be increased to Le.12,000 per pupil. Given likely enrolment growth over the next three years the cost of increasing the fee subsidy to this level will be Le.16.6 billion over the PRSP period.

**School feeding for all:** EFA with acceptable learning outcomes is not attainable in Sierra Leone without a universal primary school feeding programme. The provision of a cooked meal early in the school day is a powerful incentive for children to attend school and provided the essential nutritional input for effective learning to take place. A national school feeding programme should be implemented which provides a nutritious meal to every primary school pupil in both government-assisted and registered non-formal schools free of charge. The total cost of this programme over three years (food inputs and distribution) is Le.300 billion.

**A conducive learning environment:** The learning environment in the large majority of primary schools must be substantially improved in order for effective learning to take place. Without this improvement, primary schooling will not have the intended impacts with regard to improved livelihoods and reduced poverty. The top priorities over the next three years are: the reconstruction and rehabilitation of 1655 schools for which funding has still to be secured; the construction of an additional 5000 classrooms to ease chronic congestion; and the provision of bench desks so that all children can be properly seated. Total cost: Le.127.4 billion.

**Improving the teacher qualification profile:** There are around 8500 untrained primary school teachers who need to obtain the basic TC qualification. The successful TC Distance Learning Programme should therefore be expanded so that these teachers can be trained on the job over the next five-six years. Excluding the required external technical assistance, the total cost of training these teachers is Le.11.7 billion.

**Greater availability and utilisation of learning materials:** It is very important that the textbook-pupil ratio of 1:2 is achieved as soon as possible. This will require another 1.7 million textbooks over and above funded provision over the next three years. The textbook distribution system also needs to be strengthened and small libraries should be established in every school. Total cost: Le. 34.2 billion.

**Additional incentives for rural teachers:** The paucity of qualified teachers in rural primary schools has to be addressed. The introduction of centralised teacher deployment and national service for new teacher graduates will be important steps. However, additional incentives also need to be provided. The Remote Area Allowance should be re-introduced for hard to staff schools and teacher housing provided at up to ten schools in each district. Total cost: Le.19.6 billion.

**Expansion of community primary schools:** Community schools are a cost-effective way of ensuring that all children are able to complete the first three years of primary education. MEST with the support of UNICEF has developed a project proposal for the establishment of another 1500 community schools in the expectation that all out of school children can be reached. Communities will be provided with building materials for the construction of one-room 'pavilion' schools as well as teaching and learning materials. Total cost: Le. 82.5 billion.

## **Secondary education**

Two priority interventions are identified for secondary education. First, the current government policy of providing bursaries for all girls who are eligible for junior secondary education should be supported by the PRSP, although it is suggested that the size of the current bursary should be reduced by around one-third. Total cost: Le.15 billion. And secondly, 300 new fully equipped science laboratories should be constructed at a total cost of Le.10 billion.

## **HIV prevention**

The overall adult HIV prevalence rate is currently 0.9 percent in Sierra Leone. It is essential therefore that a concerted effort is made to prevent further HIV infection. Schools have a major role to play. It is proposed that youth-friendly life skills education is introduced as a separate timetabled and examinable subject in all secondary schools with specially trained subject teachers. Total cost: Le.10 billion.

### **Adult and special need education**

A concerted effort is needed to tackle chronically low levels of literacy in the rural population. It is proposed that one million adults should receive good quality literacy training over the next 10 years from a new cadre of peripetic Adult Education Teachers. Around 700 AETs will need to be recruited and deployed to the districts and chiefdoms. Total costs for the period 2005-2007: Le. 27.5 billion.

As a general principle, children with special learning needs should, wherever possible, attend ordinary primary and secondary schools. However, it is important that these children receive additional support, where necessary. More severely disabled children will need to attend specialist schools.

### **Skills development for the poor**

The core definition of basic education covers 'all skills and knowledge that people need if they are to lead a decent life'. Good quality training increases productivity and incomes and promotes more equitable access to employment opportunities. The PRSP should provide the opportunity for the development of a skill development strategy that comprehensively targets the poor. A Skills Development Fund should be established, which channels resources to target groups for viable, high-impact training activities. Total cost: Le.90 billion.

## **PRSP PRIORITY INTERVENTIONS FOR POST-BASIC EDUCATION AND TRAINING**

A vibrant, expanding post-basic education and training (PBET) sector is essential for national development in Sierra Leone. Basic education for all is essential, but the role of post-basic education and training in reducing poverty must also be properly recognised. Poverty can only be eliminated with high and sustained rates of economic growth. The graduates of PBET institutions should be spearheading the process of private sector development, which is now expected to be the main source of this economic growth. PBET institutions also provide the bulk of the personnel who are at the front line in the delivery of essential services to the poor (most notably education, health, water, roads, agricultural extension and input provision, policing and security). Consequently, a balanced approach is required that objectively assesses the contribution of each of these areas of human resource development in attaining the key PRSP goals and objectives.

There are a number of broad strategic issues that must be addressed in the post-basic education and training (PBET) sector. In particular, it is essential that PBET provision should be unified which, inter alia, will end the current artificial and quite rigid demarcation between technical and vocational training and tertiary education. The challenge is to develop a common framework of skill/competence levels and related qualifications, which a diverse range of training and other specialist service institutions are accredited to offer. The overall strategic direction of PBET provision should be based on a well-conceived national human resource development strategy, with clearly identified priorities (especially for the high-growth economic sectors). TVE provision needs to be comprehensively reformed in order to ensure high quality, relevant and cost –effective provision. Finally, levels of cost recovery should, wherever possible, be significantly increased. All PBET institutions should charge variable fees depending on the cost structure and employment outcomes of courses. A student loan scheme should also be introduced. Government-supported students should be required to work for in the public sector for a minimum of three years.

### **Technical training for key service delivery sectors**

The new personnel that will need to be employed in order to meet the PRSP goals and targets must be properly trained. They must have relevant knowledge and skills as well as appropriate attitudes to serve the poor. The chronic lack of resources means that minimal training standards are difficult, if not impossible, to meet in most PBET institutions in Sierra Leone. Courses are too theoretical, students do not have access to essential learning materials, and most lecturers are poorly trained. Unless therefore corrective measures are taken, the PRSP will not be properly implemented.

A concerted effort is required therefore to improve the quality of high priority pre-employment training courses. Improving the qualification profile of lecturers is a top priority. Staff development programmes are expensive because most lecturers have to study for post-graduate degree courses at overseas

universities, but split-site degree programmes are cost-effective and distance-learning opportunities are expanding rapidly.

Apart from education, the other key areas of service provision for poverty reduction are health, water and sanitation, roads, electricity, agriculture and enterprise development. It is essential therefore that pre- and in-service technical training capacity for personnel working in these sectors is considerably strengthened. A minimum of Le.20 billion (US\$7.3 million) needs to be available from the PRSP for this purpose.

### **A Poverty Reduction Learning Network**

A key component of a pro-poor HRD strategy should be the establishment of a national poverty reduction learning network (PRLN). The overall objective of this learning network would be to improve the planning and management capacities of all service delivery providers in the key PRSP sectors, including, education, community development, health, agriculture, security, water, roads and general administration. The planned decentralization of key services to the districts considerably increases the importance of mounting this learning network as soon as possible.

The PRLN would harness the expertise of PBET institutions to provide high quality job-related training that is directly focused on building service delivery capacity for poverty reduction. The main target groups are managers, professionals and support personnel in government ministries and NGO service delivery organisations, as well as political and community leaders, donor personnel, and other interested individuals.

The PRLN curriculum comprises of a range of courses that cover generic and specialist, sector-specific planning and management competencies. All service providers need a wide range of core, generic competencies in order to design and manage the delivery of basic services to poor client groups. Each course comprises of a set of learning modules (probably of around 5-6 per course). The generic courses would focus on poverty analysis and basic planning and management. These would be supplemented by courses on the planning and management services to the poor in specific sectors.

The Tertiary Education Council would accredit courses and learning modules with prescribed combinations leading to certificate, diploma and masters-level qualifications. A network of training organizations would be responsible for delivering the PRLN learning modules. The main learning modalities are conventional, face-to-face training courses/workshops, private study with good quality print and other learning materials, and learning groups.

The PRLN is demand-driven. Organisations and individuals decide on the courses and learning modules they wish to study for and training organizations (in both the private and public sector) bid to provide the necessary learning support.

The PRSP would fund the establishment of the PRLN as well as meet the learning needs of core groups of public sector and NGO personnel in each sector over the next three years. This would be an important source of income for USL and other training organizations.

The total costs of establishing a PRLN for the main areas of service for poverty reduction (local government, education, health, rural infrastructure, agriculture, enterprise development) is Le.50 billion (US\$10.9 million) over the initial three-year PRSP period.

### **Developing institutional partnerships**

The training and research capacity of the university and polytechnics needs to be strengthened very significantly in PRSP priority areas, including the PRLN. One of the most effective ways of achieving this is through the development of strong institutional partnerships with suitable overseas universities and other relevant organizations. These partnerships can be linked to staff development programmes and overseas lecturers should assist with course teaching and undertake collaborative research. Partner institutions could also provide expertise for the development of the PRLN generic and specialist course curriculum. The PRLN would include a budget to support the development of these partnerships.

### **Gender**

Gender enrolment disparities in PBET institutions should be directly targeted as part of the PRSP. Targets need to be established for each of the main PBET institutions. For USL, a reasonable goal would be to increase the share of female students to 35 percent by 2007 and 50 percent by 2010. A package of interventions will be required including lowering entrance standards, quotas with respect to enrolments and government bursaries, additional learning support (both prior to formal admission and once enrolled), and financial support for women from poor households. Total cost: Le. 3.0 billion.

# 1. INTRODUCTION

According to the 2003 Integrated Household Survey, nearly two-thirds of Sierra Leoneans are poor. The overriding goal of education and training provision should be therefore to equip all individuals with the knowledge, skills and attitudes that will enable them to improve significantly their livelihoods and thereby meet their basic subsistence needs. The importance of basic education in reducing poverty is particularly crucial. Without minimum levels of numeracy, literacy, and other key life skills, it will be difficult, if not impossible, to achieve key development goals. These include improved nutrition, lower population growth, the empowerment of women, a vibrant private sector, effective democratic governance at both national and district levels, and strong civil society participation in the development process.

A team of consultants has been assisting the Government of Sierra Leone (GoSL) and its civil society and international partners in the preparation of a review of the education and training sectors, which will form the basis of the education chapter of the Poverty Reduction Strategy Paper (PRSP). The Review Team comprises Dr. Paul Bennell (International Consultant and Team Leader), and Dr. Jeanne Harding and Mrs. Shirley Rogers-Wright (National Consultants).

The first draft of the report was widely circulated during April and early May 2004 to all senior officials in the Ministry of Education, Science and Technology (MEST) and all other key stakeholders including other ministries, the main education and training institutions, NGOs, and donors. Meetings to discuss the main findings of the first draft were also held over a ten-day period in mid-May 2004. In particular, a special meeting of the PRSP education sub-sector working group was convened, which was well attended by both government and civil society representatives. The report has been significantly revised in the light of the comments received.

The Sector Review has been used by MEST and PASCO in order to develop the key goals and performance indicators of the PRSP Pillar III, namely 'promoting human development' (see Annex A). These were discussed and revised at national and district level consultations held during May and early June 2004.

## **1.1 REVIEW OBJECTIVES**

The main purpose of this review is, on the basis of a detailed review of basic and post-basic education and training in the country, to elaborate a possible set of priority interventions, which collectively represent a coherent pro-poor strategy for the education sector as part of the PRSP.

The formal terms of reference state that the 'objective of the review is to assist the MEST and the PRSP Education Sub-Sector Working Group prepare a well-costed sector strategy for formal and non-formal education that is:

- Based on an up-to-date understanding of the nature and causes of poverty in Sierra Leone, the role of education in improving social development and gender disparities.
- Reflects the stated desires of the people of Sierra Leone as identified in the Participatory Poverty Assessment and Focus Group Discussions undertaken as part of the PRSP preparation process
- Reflects current plans for decentralization and devolution of the authority being discussed by the Decentralisation Task Force
- Fully costed and linked with the Medium Term Expenditure Framework
- Reflects the on-going reforms for MEST following the 2002 Functional Review'.

## **1.2 REVIEW PROCESS**

### **1.2.1 Stakeholder consultation**

A credible PRSP process requires extensive consultation with all key stakeholders. Consequently, the Review Team held meetings with MEST officials, head teachers, NGO service providers, and officials from other relevant ministries in the four regions and 13 districts. In total, around 300 people attended these meetings. Another 70 interviews were conducted with MEST officials at ministry headquarters, other ministry officials, managers of education and training institutions, and NGO, civil society and donor and international agency personnel (see Annex B).

### **1.2.2 Data collection**

The Review Team undertook a rapid survey of a small but representative sample of primary schools. One primary school was visited in each of the 13 districts as well as another two schools in Freetown. Typical rural and urban schools were selected. Around 1.5 days was spent in each school so as to allow enough time to conduct structured focus group exercises with pupils, teachers, and parents, interview the head teacher, and collect basic statistics about the school and its pupils. Arithmetic and reading tests were also administered to groups of Class 4 and 6 pupils respectively. Quick, 'pop-in' visits were made to at least two community schools in each district as well as other schools when time permitted.

Separate studies were also completed on the employment outcomes among graduates from Fourah Bay College and a rapid survey of the educational profiles of disabled people in ten villages in Bombali District.

Preliminary data from the 2003 Sierra Leone Integrated Household Survey (SLIHS) has also been used to calculate up to date and accurate enrolment and attendance rates. Other survey data has also been fully utilised including the 2001 Sierra Leone School Survey (SLSS), and school data collected by the National Recovery Committees and compiled by the Sierra Leone Information System (SLIS). In addition, a database was specially compiled for the sector review from the following three sources: the 2002 School Census, which was undertaken by KPMG, MEST data collected by the Inspectorate Division, and teacher payroll data from the Ministry of Finance. Information from the PPA focus group discussions was not available at the time of writing.

MEST does not yet have a fully operational education management information system (EMIS). Consequently, accurate up to date data on enrolments, repetition, dropout by grade, teacher numbers and characteristics (in particular qualification and experience profiles), resource availability and utilisation, and other key data are not available.

The key documentation on education and training provision is listed at Annex C.

### **1.3 REPORT STRUCTURE**

The first part of the report summarises current GoSL education policy objectives and reviews the current provision of education and training services with respect to access and attainment and quality and relevance. The proposed PRSP priority interventions for basic and post-basic education and training are then elaborated in the second part of the report.

### **1.4 ACKNOWLEDGEMENTS**

The Review Team wishes to acknowledge the excellent support and cooperation by MEST officials, head teachers, teachers, students and parents and all other individuals, both in and outside government, who worked with the Review Team in the preparation of this report. Special thanks go to the Review Team's counterparts in MEST, Mr. Augustine Mansaray, Ms. Georgiana Kamara and Mr. Horatio Nelson Williams. The university tracer study was very ably undertaken by Mr. Mustapha Sandy as was the disabled survey by Samuel Sesay, Ali Martin Sesay, Stephen Caulker, Adama Boima, Memuna Kargbo and Mike Flood.

The UK Department for International Development (DFID) provided the financial support for the Review and the British Council was contracted as the managing agent. We are grateful to the staff of the British Council in Freetown and Manchester for their excellent support during the entire review process.

## **2. POLICY OBJECTIVES AND RESOURCES**

The key official policy documents are the New Education Policy of 1995, the National Education Master Plan 1997-2006, and the Education For All National Action Plan 2003-2015. The current major policy thrusts are nine years of basic education for all, the full implementation of the new 6-3-3-4 education structure with its strong scientific and vocational orientation, redressing gender inequalities, and increased cost recovery at the tertiary level.

### **2.1 BASIC EDUCATION**

#### **2.1.1 Early childhood care and education**

One of the 'guiding principles' of the New Education Policy is that every child shall be encouraged to have between 1-3 years of preparation at nursery or kindergarten school'. The EFA National Action Plan has 15 specific objectives for early childhood care and education namely:

- Development and implementation of a national policy on ECCE
- Establishment of an ECCE Council
- Establishment of Early Childhood Education Units in regions and districts
- Training 2000 personnel for a national network of ECCE centres
- Provision of free and compulsory educational services for all children aged 0-3 years
- Establishment and equipping of 200 ECCE centres attached to pre-school and other institutions.
- Development and implementation of a policy of pre- and post-natal care services
- Establishment and equipping of 100 pre- and post-natal health care centres.
- Provision of free health care services for all under fives
- Provision of free and compulsory education for all children aged 3-5 years
- Establishment and equipping of 500 pre-primary schools
- Teacher training
- Preparation of a pre-primary school curriculum
- Training of 26 family life educators
- Development of curriculum materials for family life education
- Carry out periodic research

The estimated development costs of this programme are US\$21.5 million and the recurrent cost of providing free and compulsory education for 3-5 year olds is US\$12.0 million.

#### **2.1.2 Primary and junior secondary education**

Since 2000, the government has made considerable progress in redressing the legacy of government neglect and war-related destruction of the school infrastructure. The attainment of Education for All has been accorded top priority. The key goal is that all children should receive nine years of basic education - six at primary school and three at junior secondary school. MEST and its partners have actively pursued this goal through the implementation of

a number of specific policies. The most important are the abolition of primary school tuition fees coupled with the provision of per capita fee subsidies; the waiving of all fees for all three national examinations; a major programme of school reconstruction and rehabilitation; the supply of free textbooks to primary schools; the expansion of non-formal primary education provision; and incentives for girl's to attend secondary schools. The next key step will be the implementation of compulsory primary education, which is planned for 2005.

The EFA National Action Plan proposes the following 10 programmes for primary and junior secondary schools in order to attain the goal of Basic Education for All

- Provision of core textbooks, teachers' guides and other learning materials to 1.6 million primary school pupils as well as disabled children
- Establishment of 1000 community libraries
- Provision of 5000 computers for 500 schools and other technical and vocational learning materials for junior secondary schools
- National sensitisation campaigns in support of EFA and girl's education in particular
- Establishment of alternative teacher training programmes
- Construction of 650 day schools (450 JSS and 200 primary) and 26 single-sex boarding schools (13 each)
- Provision of furniture for 2876 schools (2400 primary, 450 JSS, and 26 boarding)
- Support for the CREPS programme- training and facilitator salaries
- Support for the education of disadvantaged girls
- Construction and staffing of trauma clinics
- Carry out periodic research to examine situational variables of formal basic education

The EFA National Action Plan estimates the total cost of these programmes to be in US\$722.9 million.

### **2.1.3 Adult and non-formal education**

The New Education Policy states that 'top priority should be given to adult and non-formal learning'. The EFA National Action Plan goal is to achieve an overall adult literacy rate of 50 percent by 2015. The Plan identifies the following priority interventions:

- Identification and rehabilitation of existing adult education centres
- Construction of additional buildings
- Deployment of an adult education officer in each of the 18 inspectorial districts
- Establishment of a National Council for Adult/Non-Formal Education
- Recruit, pay (with 'good conditions of service'), and train 1050 literacy and continuing education personnel
- Preparation and distribution of learning materials and provision of furniture and other equipment
- The integration of occupational life skills into the literacy curriculum

## ➤ Sensitisation programmes

The total non-salary cost of these programmes is estimated to be US\$16.6 million. In addition, salary payments to facilitators and supervisors amount to US\$4.0 million.

### **2.1.4 Special needs**

The EFA National Action Plan states that 'Education For All is for all categories of people. No group should be marginalised or left out so that all will benefit from education. The disabled in Sierra Leone need special attention as the war has considerably increased their number, especially the amputees. Therefore, it is absolutely essential that many more schools are opened and adequately equipped and staffed for pupils and adults with special needs' (p.43). A budget of US\$1.1 million is proposed in order to establish four schools for the physically and mentally handicapped and four special schools for the gifted and also develop training capacity for special needs teaching.

### **2.1.5 Gender**

Eliminating gender discrimination in education is a major policy objective. The National Action Plan for EFA states that 'the investment in girl's education is probably the single most cost-effective way to improve standards of living'.

The New Education Policy outlines 'multiple interventions' to redress gender inequality in education, most notably a minimum age of marriage of 18, penalties for boys who impregnate females who are younger than 18, readmission of 'mother-girls' to schools, and 'a graduation target of 70 percent at the basic education level'. More recently, greater emphasis has been placed on demand-side measures to improve the incentives for girls to continue their education, in particular the abolition of secondary school charges for girls in the Eastern and Northern Regions. Sensitisation programmes are also being launched at all levels.

The EFA National Action Plan delineates a separate set of policies and related interventions in order to redress gender inequalities at the basic education level. Eight gender programmes are included in the Plan at a total cost of US\$10.09 million.

- Sensitisation and awareness campaigns
- Stakeholder advocacy
- Enactment of legislation on compulsory education
- Construction of 144 girls-only skills training and literacy centres i.e. one per chiefdom
- Development of a database management system to facilitate surveys and other research
- Provision of grants and technical support to schools
- Special support for mathematics, science and technology
- Development of gender-neutral curricula

## **2.1.6 Other programmes**

### **HIV prevention and life skills**

The EFA National Action Plan states that a curriculum on HIV/AIDS prevention should be developed. In particular, JSS students should be sensitised about HIV/AIDS and sexually transmitted infections, which includes the distribution of flyers and pamphlets. Top priorities are the promotion of sexual abstinence and the prevention of harmful traditional practices. HIV/AIDS education is to be infused in the syllabuses of physical health education, home economics, integrated science and other related subjects. The total proposed budget for these activities is US\$0.2 million. An HIV/AIDS Unit has already been established at MEST headquarters.

A closely related area is the strengthening of guidance and counseling units in schools and the establishment of guidance and counseling services in non-formal education centers, at a total estimated cost of US\$0.37 million.

### **Peace and civic education**

The EFA National Action Plan proposes that a programme of peace education is mounted for both formal and non-formal education centers so as 'to ensure that peace is lasting'. Civic education should also be taught in schools and colleges in order to raise citizen awareness of civic rights and responsibilities.

### **School-based health services**

The New Action Plan proposes that all pupils should have a medical examination every year with 'appropriate support' for follow-up.

## **2.2 POST -BASIC EDUCATION AND TRAINING**

The three main components of post-basic education and training in Sierra Leone are senior secondary schools (SSS), post-JSS technical and vocational education, and tertiary education (the university, polytechnics and the teacher training colleges).

### **2.2.1 Senior secondary schools**

The New Education Policy states that the overall purpose of senior secondary schools (SSS) is the 'provision of individuals equipped with skills in line with the nation's manpower needs'. There are two types of SSS – general and specialist.

### **2.2.2 Technical and vocational education**

Equitable access to appropriate skills training is a key policy objective. Thus, GoSL attaches very high priority to the establishment of new skills training programmes, especially for disadvantaged youth including ex-combatants. The EFA National Action Plan notes that 'a large percentage of young persons are envisaged to require training in income generating and self-sustaining skills'.

The overall rationale of the new 6-3-3-4 structure is that the education system should have a strong technical and vocational orientation, in particular at the post-primary levels. The New Education Policy states that the 'envisaged destinations of young people after completing nine years of basic education are: 25 percent senior secondary schools, 25 percent technical and vocational education institutions, and 50 percent 'the world of employment''. However, the latter group 'may not find income generating employment unless they are equipped with skills to work for themselves'. The mass provision of TVE is, therefore, a central component of educational policy.

The main New Education Policy goal for TVE is to 'increase the number of indigenous, skilled, lower-middle level blue-collar workers'. A three-tiered hierarchy of training institutions is to be established: Trade/technical/vocational centres providing three-year certificate level training. Technical/vocational institutes, which offer two-year Ordinary National Diploma and Higher National Certificate courses for certificate-level graduates; and two-year Higher National Diploma courses at polytechnics for OND and HNC graduates. In addition, there are two other types of TVE provision, namely technical secondary schools and Community Education Centres (which operate at both primary and JSS levels).

The New Education Policy also highlights the importance of encouraging a national apprenticeship scheme and introducing access courses at training centres for young women who lack the requisite formal qualifications.

The TVE Handbook, which has been prepared by MEST, states that graduates from 'technical and vocational schools and centres will only be regarded as having school-leaver qualifications equivalent to their SSS counterparts if they

have completed a full three-year programme and sat papers of an equivalent standard'. The New Education Policy proposes a NVQ3 qualification for this group of TVE institutions. However, since this has not as yet been introduced, students at technical secondary schools still take the West African Senior School Certificate of Education (WASSCE).

The recently launched National Youth Programme proposes the establishment of an imaginative job creation scheme, the development of a harmonised practical skills training scheme, and support for youth in community development.

The EFA National Action Plan identifies the following programme objectives for technical and vocational education. It should be pointed out though that a significant proportion of these proposed training activities is at the post-basic education level.

- Revision and expansion of existing TVE programmes using the findings of a baseline survey
- Establishment of new TVE programmes
- Staff development including overseas training for 600 lecturers at six new polytechnics
- Construction and equipping of new TVE institutions – four polytechnics, 28 skills training centres (at the secondary school level), and 300 community education centres.
- Rehabilitation of existing skills training centres
- Curriculum development and provision of learning materials
- Improved monitoring and evaluation

### **2.2.3 Tertiary education**

There are ten tertiary education institutions – the four constituent colleges/institutes of the University of Sierra Leone (USL), three polytechnics, and three teacher-training colleges. A University Bill is currently being drafted, which will enable new universities to be established, both public and private.

The goal of university education is to meet the 'high calibre top-level manpower needs of the nation'. The New Education Policy notes that the University of Sierra Leone has 'suffered from problems of quality and relevance over the years'. There is no official policy for redressing gender inequality at the tertiary level.

## 2.3 RESOURCE INPUTS

There are four main sources of direct funding for education and training institutions, namely domestic public expenditure channeled through central and local governments, students and their parents/guardians, the proprietors of non-state institutions, and external donors.

### 2.3.1 Public expenditure

In nominal terms, total MEST expenditure has increased by over 40 percent during the last three years - from Le.76.0 billion in 2001 to Le.106.5 billion in 2003 (see Table 1). According to the Medium Term Expenditure Framework, (MTEF), it is projected to increase to Le.128.2 billion (in constant 2003 prices) by 2006. Development expenditure accounted for only 3.3 percent of total MEST expenditure between 2001-2003. The share of the MEST budget in total public expenditure has remained fairly constant at around 21 percent during the last three years. Ten years ago, this figure was just 8.7 percent.

Increased government commitment to educational development is also reflected in the rising share of public expenditure in total GDP – from 1.9 percent in 1991/92 to 5.0 percent in 2002/03. Around four-fifths of the total recurrent budget is allocated to emoluments.

In the past, budgetary allocations have strongly favoured university education. However, current government policy is to reduce the expenditure burden of tertiary education through the introduction of user fees and other cost recovery

**Table 1: Total actual and projected MEST expenditure 2001-2006 (Le.billion)**

Expenditure category	ACTUALS			MTEF PROJECTED		
	2001	2002	2003	2004	2005	2006
Pre- and primary	37.7	47.2	50.5	53.1	56.5	60.3
Secondary	16.6	18.3	23	22.3	23.7	25.3
Technical and vocational	4.1	4.1	4.8	4.4	4.7	5.1
Tertiary (inc teacher training)	13.6	14.7	20	22.2	24.4	27
Non-formal education			0.1	0.2	0.2	0.2
Inspectorate	0.3	0.3	0.3	1	1.1	1.1
Office of the Permanent Sec.	3.5	5.9	7.3	6.2	6.8	7.5
Other	0.2	0	0.5	1	1.7	1.7
<b>Totals</b>	<b>76</b>	<b>90.5</b>	<b>106.5</b>	<b>110.4</b>	<b>119.1</b>	<b>128.2</b>

Source: MEST

measures. The share of tertiary education in public expenditure has fallen appreciably since the early 1990s. Primary education now accounts for around one-half of total recurrent expenditure, and the shares of secondary and tertiary education are around 20 percent each (see Table 2). This is in marked contrast to the sub-sector expenditure targets presented in the Education

Master Plan for the period 1997-2006, namely primary 20 percent, secondary 39 percent and tertiary 14 percent.

The unit public expenditure ratio between primary and tertiary education fell from 62.5 in 1992 to 35.4 in 2003 (see Table 2). About three times more public resources are spent on each secondary school pupil than each primary school pupil. This is mainly due to the much lower pupil-teacher ratios and higher salaries at secondary schools.

A considerable proportion of technical and vocational education and training is funded and, in some cases, provided by other ministries, in particular in the following sectors: agriculture, health, defence, local government, police, transport and youth development.

**Table 2: Public expenditure per student by type of education**

		Primary	Secondary	Tertiary
MEST expenditure/pupil (L'000)	2003/04	43.5	166.6	1540
Multiple of primary unit expenditure	2003/04	1	3.8	35.4
Share of MEST total expenditure	1991/92	39	23	30
	2003/04	49	20	23

Source: MEST

### 2.3.2 Non-state resources

Although over 80 percent of primary and secondary schools are owned by faith-based education agencies (FBEAs), recurrent and development funding from these organisations is now generally limited. In fact, some agencies appropriate public resources intended for schools for other uses. With the abolition of tuition fees, user charges for primary education now account for less than five percent of total school expenditure. However, for secondary education, as much as 70 percent of non-salary recurrent expenditure is funded from tuition and other fees.

NGOs and other external donors have played a major role in the rehabilitation of schools and the provision of school material in some districts (especially in Moyamba). The bulk of this funding support is not covered by public expenditures.

Over three-quarters of TVE institutions do not receive any state subventions and are therefore reliant on direct funding from donors (domestic and overseas), user charges, and income generation activities.

## 2.4 RESOURCE EQUITY

In common with many countries, state funding of education in Sierra Leone disproportionately benefits the better-off sections of society who reside mainly in Freetown and other urban areas. Public expenditure per primary school pupil in the Western Area is over double than in the Northern Region (see Table 3).

And yet, poverty levels are highest in these northern districts. Unit salary expenditures also vary very considerably across the districts - from Le.164000 per month in Western Area to Le.111000 in Koinadugu (see Annex tables 1 and 2).

There are three main reasons for this funding inequity: the relatively low proportions of trained teachers working in the poorest districts, lower pupil-teacher ratios in urban areas, and differences in the percentage of teachers who are on the government payroll. Trained teachers earn at least 50 percent more than untrained teachers. Remoter schools, which are generally in the poorest, least developed areas of the country also tend, mainly for logistical reasons, not to receive their full entitlements to learning and other school materials (see below).

**Table 3: Mean public expenditure per pupil by type of education and region, 2003 (Le. '000 rounded)**

	WEST	NORTH	SOUTH	EAST
<b>PRIMARY</b>	78	38	53	48
<b>SECONDARY</b>	165	197	175	204
<b>TVE</b>	222	173	240	197
% total expenditure	32	27	24	18
% total population	12	35	26	27

Source: MEST and Ministry of Finance

### 3. ACCESS AND ATTAINMENT

This chapter reviews the available information concerning the overall educational attainment of the population and the current enrolment levels and rates among the school-aged population.

#### 3.1 ADULT EDUCATION PROFILE

For the last forty years, most Sierra Leoneans have been denied their basic human right of access to education. The consequence of the chronic under-provision of education and training services has had a devastating impact on the development of the country, particularly in the rural areas where over two-thirds of the population continues to live.

**Table 4: Highest educational attainment of father and mother by consumption quintile (rounded percentages), 2003**

		Quintile				
Educational attainment		1	2	3	4	5
Never attended	Father	67	57	58	67	53
	Mother	82	82	62	83	65
Incomplete primary	Father	5	8	6	3	5
	Mother	5	5	5	4	5
Complete primary	Father	5	5	5	3	3
	Mother	3	5	2	2	3
Post-primary	Father	15	24	20	23	33
	Mother	9	8	9	9	27

Source: SLIHS, 2003

Currently, 76 percent of women and 60 percent of men have never been to school. Table 4 shows that barely one in ten of the poorest 20 percent of women have managed to complete primary schooling. Given the pervasiveness of poverty in the country, the incidence of never-attenders is consistently high across all households. Thus, only one-third of women from the richest 20 percent of households have completed primary education.

#### 3.2 PRE- AND PRIMARY EDUCATION

##### 3.2.1 Early childhood care and education.

The Rapid Assessment of ECCE in 2003 enumerated 153 institutions in urban and semi-urban areas, nearly two-thirds of which are located in the Western Area. Over 40 percent are not in 'permanent sites'. Provision of ECCE is almost exclusively by private proprietors and caters mainly for children from better off households. Total enrolment was around 16,520 in 1999/2000 with 700 teachers, half of whom are trained. More recent enrolment figures are not available. Enrolment rates are very uneven across the country (East 15 percent, South 11 percent, West 31 percent and North 0 percent). Low

enrolment rates for ECCE exacerbates the growing problem of under-age enrolment in primary schools (see below).

### **3.2.1 Primary school numbers and proprietors**

The 2001 Rapid School Survey enumerated a total of 3152 primary and secondary schools. According to Inspectorate statistics, this had increased to 3429 in 2003/04. The KPMG school census identified 3089 primary schools (including 886 community and feeder schools) in September 2002. Information from the District Recovery Committees puts the number of primary schools at 3505 in May 2003.

Government pays the salaries of most teachers at all government-assisted schools. However, many of these schools deploy teachers to feeder schools. MEST statistics indicate that there are around 300 primary community schools that do not receive regular support from government. In addition, the CREPS programme is operating at 184 centres and enrolled 22,530 students at the start of the 2003/04 school year.

FBEAs are the designated 'employing authority' for approximately 75 percent of all government-assisted primary schools. Six agencies account for over two-thirds of all faith-based schools. Over half of the 120 registered agencies managed schools with total enrolments of less than 1000. Only 21 agencies are responsible for more than 5000 primary school pupils. Data from the Integrated Household Survey indicates that government District Education Committee (DEC) schools enrolled around one-third of primary school pupils in both urban and rural areas in mid-2003 (see Annex table 3). Less than 4 percent of pupils were enrolled in private schools.

### **3.2.2 Enrolments**

The increase in children attending government-assisted primary schools has been spectacular during the last three years. Statistics compiled by the Inspection Directorate show that enrolments at government-assisted primary schools grew from 465,000 in 2000/01 to 967,00 in 2002/03 and 1,110,000 in 2003/04. The National Recovery Committees estimate that there were 1.096 million 'registered' and 0.18 million 'non-registered' primary school enrolments in May 2003. Thus, in the space of three years, enrolments have tripled. To date, most of the enrolment growth has been concentrated in Classes 1-3. Class 1 enrolments increased from 228,000 in 2001/02 to 299,000 in 2003/04. The number of Class 6 pupils rose from 40,000 to 76,000 during the same period. Candidates taking the National Primary School Examination (NPSE) increased from 18,907 in 1999 to 46,851 in 2003.

At the end of the war, getting on for a half of all primary school enrolments were in the Western Area. Now, however, the regional distribution of enrolments is more balanced (East 22 percent, South 23 percent, North 38 percent, and Western Area 16 percent). Average enrolments at primary schools are 278 pupils.

## Enrolment rates

The primary schooling gross enrolment ratio (GER)<sup>1</sup> was 35 percent at the time of the School Census in 1992. Data from the Integrated Household Survey shows that the overall GER had risen to 121.8 percent at the end of the 2002/03 school year. As can be observed in Table 5, the GERs for females and males living in rural areas are 30 percentage points less than in urban areas. Enrolment rates also vary very considerably across the 13 districts. They are highest (both for females and males) in Bonthe, Kailahun, Kono and Western Area and lowest in Bo, Kenema, Koindadugu, and Tonkolili (see Table 6).

**Table 5: Primary and secondary gross enrolment rates by location, 2003 (percentages rounded)**

	PRIMARY		JSS		SSS	
	Female	Male	Female	Male	Female	Male
<b>URBAN</b>	134	144	60	82	47	66
<b>RURAL</b>	103	115	14	26	9	13

Source:SLIHS

The net enrolment rate for primary education is 71 percent, over 50 percentage points less than the GER. This is because around 30 percent of pupils are older than the official leaving age and another 6 percent are under-aged i.e. less than five years old.

Primary school enrolment rates do not vary very much according to income level. The GER for children from the poorest 20 percent of households (the lowest quintile) is 107 percent compared to 118 percent for children from the richest 20 percent of households (the highest quintile) (see Annex table 6).

## Gender

The EFA National Action Plan notes that 'economic, social and cultural factors militate against gender (enrolment) parity. Boy's educational chances are put ahead of girls'. The available data is somewhat conflicting, but it appears that the overall gender enrolment gap has also narrowed appreciably during the last few years. The gender enrolment ratio<sup>2</sup> increased from 0.78 in late 2001 (SLSS) to 0.98 in mid-2003 (SLIHS). According to the 2003 Integrated Household Survey, more girls than boys were enrolled in Class 1 regardless of household income level. The gender ratio among the 15 Rapid Survey schools was 0.92 in January 2004, again with more girls than boys enrolled in Class 1.

The primary education GER gender gap is around 10 percentage points in both rural and urban areas. At the district level, this gap is very high in Bombali (42

<sup>1</sup> The GER is the ratio of total primary school enrolments and the primary school age population 6-11.

<sup>2</sup> The gender ratio is female enrolments divided by male enrolments

percentage points), Kailahun (29), Kambia (35) and Koinadugu (24). In five other districts, however, the GERs are higher for females than they are for males (Bonthe, Pujehun, Kenema, Port Loko, and Tonkolili).

**Table 6: Primary and secondary schooling gross enrolment rates by district, 2003, (percentages rounded)**

DISRICT	PRIMAR Y		JSS		SSS	
	Male	Female	Male	Female	Male	Female
Bo	112	105	59	44	56	33
Bonthe	140	157	78	47	63	32
Moyamba	116	112	58	61	43	38
Pujehun	109	120	72	39	10	12
Kailahun	182	153	37	13	9	0
Kenema	107	108	42	24	21	35
Kono	147	135	68	30	18	11
Bombali	155	114	26	17	21	7
Kambia	141	106	91	48	10	17
Koinadugu	106	82	28	16	26	0
Port Loko	108	117	50	26	23	24
Tonkolili	106	116	27	18	36	13
Western Area	145	129	69	99	126	74

Source:  
SLIHS

The evidence is limited but, in overall terms, there does not appear to be any sizeable gender enrolment gap in the NFPE sub-sector. The 2002 survey of 30 community schools found a good gender balance, with girls accounting for 51 percent of total enrolments. The fact that these schools are completely free, only cater for classes 1-3, are located very near to children's homes, and the school day is only two hours (3.5 in Class 3) are all likely to contribute to good gender outcomes.

### **Causal factors**

The surge in school attendance has been fuelled by four factors. Firstly, the abolition of the Le.500 per term tuition fee in 1999. Secondly, there has been a leap in the awareness of the population (especially among the rural poor who were displaced to the towns and refugee camps during the war)<sup>3</sup> concerning the importance of education for their children. Government efforts to sensitise communities about the need to send children, and particularly girls to school have also been important.

Thirdly, children at many primary schools have been fed a cooked meal each school day as part of the emergency relief support of the World Food Programme. Given the endemic poverty in the country, this has significantly boosted school enrolments. Sizeable numbers of under-aged (i.e. less than

<sup>3</sup> Around half the population was displaced by the war. Most fled to Freetown and refugee camps in Guinea.

six) children are enrolled in primary schools in order to take advantage of the free meal school.

And fourthly, there have been significant improvements in school infrastructure and the availability of key learning materials. Nearly 90 percent of primary schools were completely destroyed or seriously damaged during the war. By May 2003, almost 40 percent had been reconstructed or rehabilitated. MEST has distributed over two million textbooks to primary schools since 2000 and the fee subsidy increased from LE.1.7 billion in 2000 to LE. 3.6 billion in 2003.

### **3.2.3 Out of school children**

UNICEF estimates that between 350-400,000 children in Sierra Leone are currently 'out of school'. This group comprises children who have never attended school and those who have dropped-out somewhere between Classes 1 and 6.

The Multi Individual Cluster Survey (MICS) reports that, in 2000, almost two-thirds of the 15 to 19-age group had never attended school and that, with an intake rate of 52 percent, only 36 percent of this group had completed six years of primary schooling. The WFP estimates that 'as many as 500,000 children in the 10-14 age group have missed some schooling' because of the war.

According to the Integrated Household Survey, in mid-2003, 38 percent of females and 31 percent of males aged between 5 and 17 had no formal education. On the basis of the Pilot Census Survey results and, assuming a total population of 5.0 million, this means that around 570,000 school-aged children have never attended school (315,000 females and 255,000 males). Nonetheless, the incidence of never-attenders among this age group has fallen dramatically since 2000. In that year, nearly 60 percent of 5 to 17 year olds had received no formal education. Such was the impact of the war coupled with decades of neglect and mismanagement.

The differences in never-attended rates between adults (aged over 18) and school-aged children (aged 5-17) in mid 2003 also highlight the enormous increase in educational provision since the end of the war. In Kono, for example, 83 percent of adult females had never attended school compared to 37 percent among school-aged children. (see annex table 7). However, it can be observed that the incidence of non-attenders still varies very considerably across the country. In particular, over half of female school-aged children in Kambia, Koinadugu, Port Loko, and Tonkolili had never been to school. The situation is much better though among the under-10 age group.

Table 7 shows the percentage of each age group who have no formal education broken down by urban and rural location and sex. Despite the improvements in recent years, among children aged 10-14, around one in seven living in urban areas and almost one in three in rural areas have never been to school. Interestingly, gender differences in attendance rates are larger in urban areas for the younger age group.

**Table 7: Never attended school by age group and location, 2003 (percentages rounded)**

AGE	URBAN		RURAL	
	Female	Male	Female	Male
5 to 9	29	31	50	52
10 to 14	16	9	31	27
15 to 19	25	15	65	40
20 to 29	47	22	88	70
30 to 39	59	32	93	72

Source:SLIHS

### Drop outs

Dropout statistics supplied by schools are notoriously unreliable in most countries. Table 8 presents overall primary school drop out rates (i.e. from Class 1 to 6) among mothers and fathers according to household consumption quintiles. For fathers, the dropout rates for the three bottom quintile groups are around 20 percent and, for the two top quintiles, 10 percent. For mothers, dropout rates are around 30 percent, with the exception of the top quintile group, where the drop out rate was 14 percent. It is clear though that the war seriously disrupted the education of many individuals. Around one-quarter of the SLIHS respondents who had completed primary school reported that their schooling had been interrupted at least once for at three months or more. It is possible therefore that dropout rates could fall appreciably in the future.

Survival rates are lowest in the Southern and Northern Regions. According to the MICS survey, only 68.6 percent and 76.2 percent respectively of pupils in these two regions 'survived' until Class 5 in 2000 compared to 83.7 percent in the Eastern Region and 97.3 percent in the Western Region. The overall completion rate for primary school (Class 6) was 73.3 percent in 2000.

The 2003 Household Survey shows that, in the urban areas, well over half of all female and male 15-19 year olds had completed primary schooling and almost another one-quarter were still in school (see Annex table 8). In marked contrast, among rural children in this age group, only 11 percent of girls and 16 percent of boys had completed Class 6, but over 40 percent of the boys and almost one-quarter of the girls were still in school. Relatively few 10-14 year olds had completed primary school, particularly in the rural areas. However, the large majority of children were still attending school (85-90 percent for girls and boys in urban areas and around 70 percent for girls and boys in rural areas).

*Table 8 : Overall primary school drop out rates for mothers and fathers, 2003 by household consumption quintile (percentages rounded)*

	QUINTILE				
	1	2	3	4	5
<b>Father</b>	20	22	19	10	12
<b>Mother</b>	29	28	31	27	14

Source:SLIHS

There are numerous factors that collectively determine how many children drop out of school: The most important are distance to school, the private costs of education, school feeding, and early marriage.

**Travel time to school:** The distance to and from school is particularly important. For at least 40 percent of girls and boys, their journey to school takes over an hour (see Annex table 9). Many parents are not prepared to let young children walk such long distances unescorted to school. It is interesting to note that average travel times are similar in both rural and urban locations and that children from the richest households spend the longest time travelling to school, regardless of location (see Annex table 10). This highlights the importance of school location for poorer households. There are no significant gender differences in travel times. Children in rural Pujehun have the longest journeys to school with an average journey time of nearly two hours.

Around one-half of pupil and three-quarters of parent focus groups at the rapid survey primary schools did not agree with the statement that ‘the school is not too far away from pupils’ homes’ (see Annex table 11).

**Private costs:** Although tuition fees have been abolished, various school charges are still levied by most primary schools, including for extension classes (especially in Class 6), community teachers, and school feeding. The costs of school uniforms and exercise books and pens are also sizeable expenditures for poor parents and guardians. According to the 2002 Governance and Corruption Study, the payment of ‘bribes for education’ is also a strong deterrent, which prevents up to 15 percent of households sending their children to school.

The poorest households in the rural areas spend, on average, around Le.20000 per child per annum on educational expenditures (see Table 9). Even the most well off rural households only spend Le.40-50000 on schooling. Educational expenditure among urban households is around twice as much for the bottom three household quintiles, but is four and seven times higher for female and male children respectively for the top two quintiles. Mean expenditure on urban male children in the top 20 percent of households is 15 times than for the poorest quintile of males living in rural areas. Gender expenditure differentials are quite small for most urban and rural households. The main exceptions are for the top quintile of urban households where educational expenditure on male children is over one-third greater than on female children.

Only one-half of the parent focus groups agreed with the statement that ‘it does not cost too much to attend primary school’ (see Annex table 11).

Household income strongly determines access to post-primary education. Poor households cannot afford secondary school fees and textbooks as well other key expenditure items (see Annex table 12). Rising poverty levels would increase the cost burden of education, which is likely to lower parental commitment to ensuring that their children complete primary school.

**Table 9: Mean school expenditure per child (under 18) by household consumption quintile (Le.'000, rounded)**

	QUINTILE				
	1	2	3	4	5
<b>URBAN</b>					
Female	36	55	51	120	222
Male	38	65	58	130	303
<b>RURAL</b>					
Female	20	27	29	33	52
Male	22	33	32	35	43

Source:SLIHS

**School feeding:** School feeding has been one of the most important reasons for the exponential growth in primary school enrolments during the last four years. Head teachers and teachers at the survey schools typically reported that 'most children come to school hungry'. The provision of a hot meal is, therefore, a powerful incentive to enroll and to continue attending school and is also essential for effective learning. Not surprisingly, teachers and parents are unhappy that the WFP emergency school-feeding programme came to an end in mid 2003. At over half of the Rapid Survey schools, Class 1 enrolments in 2003/04 have fallen by over 10 percent, which head teachers and teachers attribute to the cessation of school feeding. With support from WFP, 280,000 children in seven districts will be fed at primary schools over the next two years. But, this is less than 20 percent of total primary school enrolment.

**Schooling outcomes:** Experience from many other countries shows that poor quality schooling with limited learning outcomes eventually leads to declining parental demand for primary education. This is evidenced by both falling enrolment and completion rates. Parents/guardians have to be convinced of the benefits of sending their children to school, especially when non-trivial (direct and indirect) costs are incurred and schooling is not compulsory. As long as learning outcomes remain limited, primary schooling can have little impact on the productivity of either farm or non-farm activities. Ultimately, it is the prospect of their children finding a 'good job' that fuels parental demand for schooling. However, only 11 percent of the adult population are in wage employment of any kind (see below).

**Child labour:** Compared to other low-income developing countries, child labour in Sierra Leone appears to be a less important contributory factor with regard to non-attendance at primary school. Part of the reason for this is that

the school day usually finishes at 1330 or 1400 and children are mainly engaged in farm labour during weekends. Early marriage is frequently singled as one of the most important reasons why girls do not finish primary schooling. As the head teacher stated at one of the Rapid Survey schools 'parents pull girls out of school when they start to get big'. However, less than that 11 percent of females aged 10-14 were married or engaged in mid-2003. This increases rapidly though to 46 percent among 15-19 year olds (see Annex table 13). The burden on poor households of having to support adolescent girls with respect to food consumption and other expenditures is likely to be a key factor.

**Orphans and other seriously disadvantaged children:** Never-attenders and dropouts are more likely to be seriously disadvantaged/vulnerable children. The MICS survey in 2000 reports very high proportions of children not living with both parents (North 28 percent, East 41 percent, South 47 percent, West 55 percent). However, the number of children who are 'orphans' appears to be much lower than this. According to the SLIHS, across the four regions, only 2-3 percent of children (i.e. aged under-18) have lost both parents, another 2-3 percent are maternal orphans, and 8-10 percent are paternal orphans (see Annex table 14). But, the incidence of grandparent-headed households does increase noticeably among the poorest 40 percent of households. UNICEF estimates that there are 210,000 street children in Sierra Leone.

### **Repetition**

Very high GERs are the result of late enrolment and high repetition rates. By protracting the length of the schooling cycle, repetition can exacerbate drop out and non-completion. High repetition rates are also a major source of inefficiency since total enrolments are much higher than they should be.

No comprehensive and accurate data exists on current levels of primary and secondary school repetition for each class level. According to the Household Survey, only 19 percent of both females and males who had ever attended primary school reported that they had never repeated a class. Reported repetition rates at the 15 Rapid Survey schools were 18-20 percent in each of the infant classes, falling to 14 percent in Class 4, nine percent in Class 5, and four percent in Class 6. Gender differences are not large (see Annex table 15).

## **3.3 SECONDARY EDUCATION**

### **3.3.1 Schools and enrolments**

MEST statistics indicate that total secondary school enrolments increased from 107,700 in 2000/01 (MEST) to 136,000 in 2003/04 (see Annex table 16). According to the National Recovery Committee survey, there were 165,000 registered and 35,000 non-registered enrolments in secondary schools in May

2003. The total number of secondary schools has remained virtually unchanged during this period at around 250, but average enrolments per school have increased by at least one-third. There are 45 technical secondary schools at the JSS level.

Almost 60 percent of JSS enrolments are at faith-based schools. However, over one-half of SSS students in urban areas attend government schools (see Annex table 3). Only three percent of secondary school students are enrolled in private schools, which is very low compared to other African countries.

### **3.3.2 Transition and enrolment rates**

The New Education Policy states that 'all primary school graduates who sit for NPSE shall continue to junior secondary school...Enrolments at secondary school shall be enlarged gradually due to increased enrolments at the primary level'. In 2001, there were 26,500 NPSE candidates and JSS1 enrolments (including repeaters) were almost 30,000. However, by 2003 NPSE candidates had increased to 47,500 and JSS1 enrolments are currently 371,117, which means that the transition rate is 78 percent. The transition rate from JSS to SSS was only 31.5 percent in 2001/02.

The GER for secondary education was 11 percent in 1992. According to the SLIHS, this had risen to 40.9 percent in mid-2003 (JSS 46.7 percent and SSS 34.0 percent). In other words, enrolment capacity currently exists for around one-half of the secondary school age group. However, net enrolment rates are much lower. The NER for JSS was only 12.4 percent in 2003, which means that around three-quarters of JSS pupils were older than the expected completion age of 15 for this education level.

Secondary school enrolment rates vary enormously across the country. The GERs for urban areas are three-five times higher than rural areas (see Table 5). The relative under-provision of secondary schooling is most marked in the Northern and Eastern Provinces (see Tables 6 and 10 and Annex table 17). However, this has improved considerably in recent years. In 2001, almost one-half of JSS and two-thirds of SSS enrolments were in the Western Area. By 2003, Western Area secondary schools only accounted for 29 percent of total enrolments.

Unlike primary schooling, secondary education enrolment rates vary considerably according to household incomes level. The junior secondary GER for children living in the poorest 20 percent of households was only 30 percent compared to 82 percent for children in the top consumption quintile (see Table 6). The corresponding figures for senior secondary are 14 and 89 percent. Schooling costs are probably the single most important factor in preventing households accessing secondary education. In addition, though, indirect (opportunity) costs and early marriage also certainly militate against poor adolescents.

### **3.3.3 Gender**

Gender enrolment disparities at the secondary school level are very large (see Table 10). The gender ratios for JSS and SSS are 0.72 and 0.51 respectively. The GER gender gap for JSS is more than 20 percentage points in six districts- Bonthe (30), Pujehun (33), Kailahun (24), Kono (39), Kambia (43), and Port Loko (24). Nonetheless, the JSS gender enrolment ratio has improved significantly in recent years – from 0.63 in both 2000 (MICS) and 2001 (SLSS) to 0.72 in mid 2003 (SLIHS). The policy of encouraging increased enrolment of girls at the JSS level may therefore already be leading to a narrowing of the gender enrolment gap. Girls with passing marks in the NPSE are entitled to free tuition and are provided with the core textbooks, exercise books, uniforms and games tunic, and writing materials. The policy of free JSS education for eligible girls was introduced in Northern and Eastern Provinces in 2003/03 and it is planned that coverage will be nationwide by 2006/07. Nearly 5000 female pupils were supported during 2003/04 at a unit cost of Le. 250,000 per annum.

**Table 10: Junior and senior secondary school gross and net enrolment rates by region, 2003**

**(percentages rounded)**

**JUNIOR SECONDARY**

	SOUTH		EAST		NORTH		WESTERN AREA	
	GER	NER	GER	NER	GER	NER	GER	NER
<b>FEMALE</b>	46	19	23	4	24	11	97	16
<b>MALE</b>	66	34	50	7	40	15	68	17

**SENIOR SECONDARY**

	SOUTH		EAST		NORTH		WESTERN AREA	
	GER	NER	GER	NER	GER	NER	GER	NER
<b>FEMALE</b>	30	11	13	2	14	4	74	11
<b>MALE</b>	46	13	16	3	21	3	126	18

Source: SLIHS

### 3.3.4 Repetition and drop out

No reliable up to date information is available on repetition and drop rates in secondary schools. At secondary schools visited by the Review Team in Freetown, drop out was reported to be quite low.

## 3.5 NON-FORMAL AND SPECIAL NEEDS EDUCATION

### 3.5.1 Community primary schools

Increased parental and community consciousness of the value of education has also resulted in the rapid growth in community schools and other types of non-formal primary education provision. Most community schools have been constructed and are operated by local communities with generally very limited government or NGO support. The majority of teachers are relatively young and enthusiastic secondary school leavers with little or no formal teacher training. NFPE Phase I and II students generally attend for only two hours daily and 3.5 hours for Phase III students.

According to the National Recovery Committee survey, as many as 200,000 non-registered children were attending primary schools in May 2003.

**Table 11: Adult illiteracy by household consumption quintile (percentages rounded)**

	QUINTILE					ALL
	1	2	3	4	5	
Unable to read simple letter in English	78	81	83	78	61	77
Unable to read Sierra Leone language	93	96	95	94	86	93
Attended literacy course	1	1	1	2	2	1

Source: SLIHS

### 3.5.2 Adult literacy

Adult literacy rates are extremely low outside of Western Area. Only one in 13 women in the Northern Region are reported to be literate and one in ten in the Eastern Region. By contrast, four out of five men residing in the Western Area are literate. Table 11 shows rates of adult illiteracy by household consumption quintile. Three-quarters of the adult respondents indicated that they could not read a simple letter in English.

Very little information is available on the overall scale and characteristics of adult literacy training by state and non-state providers. Around one percent of the adult population had attended an adult literacy course by 2003. According to MEST statistics, 264 adult literacy centres were operational in 2003 with just 8042 learners (41 percent female). These centres were fairly evenly located across the four regions (see Annex table 18). The numbers of learners was reported to be slightly higher in the mid-1990s.

The current MEST budget for non-formal education is only Le.200 million (US\$73,000).

### **3.5.3 Special needs education**

There are no reliable estimates available of the total number of physically and mentally handicapped children in neither Sierra Leone nor how many of these children need to be educated at separate, specialist schools. A rapid survey of ten villages in Bombali District in May 2004 found that there were 48 school-aged children and 122 adults with serious disabilities. Among these two groups, 42 percent and 90 percent respectively have never been to school. There are four schools for the deaf and blind. The Schools for the Blind and Deaf in Freetown have only 51 and 103 pupils respectively.

Financial support for special needs education from MEST and the Ministry of Social Welfare, Gender and Children's Affairs is minimal. The New Education Policy notes that 'the present programmes in place throughout the country are characterized by a dearth of specialist trained staff, inadequate, unserviced and obsolete equipment, lack of funds to meet the minimum requirements, lack of training opportunities for staff, and a lack of a well articulated policy on special need education and a corresponding action plan. All these are compounded by a generally negative attitude towards the disabled persons and their education by the larger society, resulting in the determined neglect of a vital and educationally needy segment of the population.'

## **3.5 POST -BASIC EDUCATION AND TRAINING**

### **3.5.1 Technical and vocational education**

Comprehensive and detailed information on types of courses and providers, enrolments and outputs, and qualifications at technical and vocational education (TVE) and other kinds of skills training institutions is not available. According to WFP, enrolments at 525 community education and other training centres are in excess of 50,000. A diverse range of NGOs manages and/or funds these centers. There has been a strong focus on the training of ex-combatants since 2000. MEST records list a total of 231 TVE institutions with a heavy concentration in Western Area (97), and Bo and Kenema Districts (45 and 25 respectively). Most offer training at JSS and SSS levels. A recent survey reveals that three-quarters of these centres lack tools and basic equipment and two-thirds of instructors are untrained. There is neither a standardised curricula nor any national trade testing system. The National Recovery Committee survey lists 1524 courses at 148 establishments with a

total enrolment of 22,394 students in May 2003. Rural provision is very limited with only two districts having more than 10 centres.

Information on the numerous training projects and other initiatives that target poor and disadvantaged groups is very limited. Certainly, very little is known about the livelihood impacts of these activities. Overall provision is very fragmented and generally small-scale. As in most other countries, the TVE system, as defined by the New Education Policy, focuses very heavily on full-time pre-employment training for high and middle occupations in the formal sector. The principal beneficiaries of this training are secondary school leavers who are generally not from poor households. There is also a strong emphasis on male-dominated craft and technician-level occupations. Only a relatively tiny number fraction of the population has undergone this training. According to the Integrated Household Survey, only 0.6 percent of adult females living in rural areas and 2.9 percent in urban areas have undertaken any kind of TVE. The corresponding figures for males are 1.5 percent rural and 4.2 percent urban.

Less than five percent of the MEST budget is allocated to TVE. Only two TVE institutions are fully funded by MEST. However, another 57 centres receive subventions (22 Western Area, 9 North, 16 South, and 4 East).

The overall demand for particular types of skills training is not known, but it is generally believed that TVE institutions are not in a position to meet the demand for artisans and technicians. No information is available on the impact of skills training on the livelihoods of beneficiaries.

### **3.5.2 Tertiary education**

The University of Sierra Leone comprises of Fourah Bay College, Njala University College, the Institute of Public Administration and Management, and the College of Medicine and Health Sciences. Total enrolments have increased from 3400 in 1999/2000 to 5885 in 2003/04 (see Annex table 19). Around 5000 students are also enrolled at the two polytechnics and another 3890 at the three separate teacher-training colleges. Total tertiary enrolments have increased very rapidly in recent years – from 8671 in 2001/02 to 15535 in 2003/04.

Gender ratios have remained largely unchanged (at between 0.20-0.25) at both Fourah Bay College and Njala University College since the early 1990s. The overall gender ratio at the five other (non-university) tertiary-level institutions is currently 37 percent.

The strong 'arts orientation' of the university has been persistently singled out as a major concern. However, arts and social studies students only accounted for 21 percent of total enrolments in 2003/04. Enrolments in pure and applied sciences are however very low- only slightly more than 200. Certificate and diploma courses account for a large share of enrolments in some faculties (for example, agriculture 60 percent and environmental science 52 percent).

It is widely believed that university students come from relatively better-off and mainly urban family backgrounds. However, little is known about the socio-economic status of these individuals. University managers and academics believe that the majority of their students are in fact from 'up-country' (although this has been obscured to some extent by the impact of the war).

## **4. HUMAN RESOURCES**

High-quality service delivery depends on the availability of competent and committed personnel. National education systems are skill-intensive and spatially dispersed with thousands of workplaces.

### **4.1 NUMBERS IN-POST AND DEPLOYMENT**

#### **4.1.1 Basic education**

The Ministry of Finance staffing ceiling for all teaching staff supported by MEST was 25,000 in FY 2003. The total number on the payroll in December 2003 was 21,213, 15 percent less than the ceiling and nearly 7 percent less than the payroll total in September 2001. The ceiling has since been increased to 28,000 for FY2004.

The elimination of 'ghost' teachers has been a longstanding issue. The KPMG School Census in September 2002 was unable to verify over 2400 primary and secondary teachers, although 700 teachers whose names were removed from the payroll have been subsequently re-instated.

According to the National Recovery Committee survey, a total of 19,700 teachers were working in primary schools in May 2003. However, only 16,059 primary school teachers were on the government payroll in December 2003. The difference is probably accounted for by authorized teachers who are waiting to be put on the payroll and non-authorized, volunteer 'community teachers'. This latter group comprises a sizeable proportion of teachers in rural schools in many districts. For example, in two of the five schools visited in the Northern Region, over half of the staff were community teachers, none of whom have received any formal teacher training.

A total of 2682 primary and secondary teachers were on study leave in September 2003. Teachers receive full pay while on study leave, but they are not bonded. Given poor salary and working conditions and sizeable pay differentials between unqualified and untrained (TC and HTC) teachers, study leave is probably the most attractive incentive for serving teachers. However, no provision is made for replacement teachers while teachers are on study leave. This is a major concern for most head teachers.

A total of 5048 secondary teachers at 240 schools were on the government payroll at the end of 2003. Nearly 40 percent work at 49 schools in Freetown and another quarter are at schools in Bo and Kenema Districts. Koinadugu District had only six secondary schools with only 55 payroll teachers. Apart from Freetown, the numbers of teachers at each secondary school averages between 10-20 in all districts (see Annex table 17).

Only 23.2 percent of primary and secondary school teachers are female. Women account for 27.7 percent of qualified teachers. As elsewhere in Africa, women teachers are heavily concentrated in urban locations.

The acute shortage of qualified teachers in the rural areas is the most serious staffing weakness, which prevents the majority of children in rural areas receiving quality education. The reluctance of qualified teachers to work in rural areas also means that schools in urban areas tend to be over-staffed. Unlike in most countries in Africa, neither MEST nor the employing authority formally post teachers to schools nationwide. Instead, it is teachers themselves who apply for positions at individual schools.

#### **4.1.2 Post-basic education**

There were 694 TVE instructors on the government payroll in December 2003. The District Recovery Committee data indicates that a total of 5377 TVE teachers were employed in mid-2003.

The staffing situation at all tertiary education institutions is very weak. All four constituent colleges of USL rely heavily on part-time lecturers. FBC employs 90 full-time and 53 part-time teaching staff. The corresponding figures for the College of Medicine are 50 and 26 respectively. A key factor is that full-time salaries are seriously inadequate while hourly rates of pay for part-time lecturers are relatively more attractive.<sup>4</sup> The full-time lecturer-student ratio at FBC is currently over 25:1, which is very high by international standards, especially in Africa.

### **4.2 TEACHER COMPETENCE**

#### **4.2.1 Qualification and experience profiles**

In aggregate terms, 55 percent of primary school teachers are qualified with either Teacher Certificate (TC) or the Higher Teacher Certificate (HTC). The 2001 School Survey reports that 50 percent of teachers were trained to these levels so it appears that the qualification profile has improved slightly. The paucity of qualified primary school teachers is acute in the following districts: Kono (72 percent unqualified), Koinadugu (83 percent) and Tonkolili (70 percent). At the other extreme, 96 percent of primary school teachers in Freetown are qualified. Most rural primary schools have only one or two qualified teachers, one of whom is the head teacher who does not normally teach. It may even be the case that teachers at quite a number of community schools and other NFPE centres are better qualified. A recent evaluation of NFPE found that one-third of the teachers in the surveyed community schools was qualified.

Around 60 percent of the teachers at the 15 Rapid Survey primary schools had more than 10 years experience. In contrast, most teachers at community primary schools and other NFPE centers have less than three years experience. Since promotion is based almost exclusively on seniority, most head teachers are over fifty years old. Only around one-half of the head teachers at the Rapid Survey schools are likely to be effective managers.

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<sup>4</sup> At COMAHS, for example, a part-time lecturer with a 10-hour weekly teaching load can earn (net) Le. 800,000 per month, which is more than the take home pay of most full-time lecturers.

One-quarter of secondary school teachers are unqualified. However, there are relatively few teachers with the prescribed HTC qualification at schools in remoter locations in the regions.

The qualification and experience profiles of teaching staff at the tertiary education institutions are universally very weak. Out of a total of 1321 lecturers in-post in 2000/01, only 12 percent had post-graduate degrees (46 doctorates and 111 masters). Currently, there are only 31 full-time staff at FBC who have doctorates. Major departments (especially in the Faculty of Arts) have no Ph.D. teachers. There are only five professors (full and associate) in the whole college. The qualification profiles at the teacher-training colleges are even weaker. Training capacity in science and mathematics is especially limited.

Similarly, there is a dearth of well-qualified trainers at most TVE institutions.

#### **4.2.2 Teacher training and professional development**

The teaching qualification structure is quite rigid. The TC and HTC courses are both three years in duration and the B.Ed. degree course is four years<sup>5</sup>. With service requirements, it would take a minimum of 16 years for an untrained teacher to obtain a professional degree. The two-year Teacher Education Certificate was scrapped in the mid-1990s.

Pre-service outputs of primary school TC graduates from the teacher training colleges are low (little more than 400 in 2002/03) and over half are reported to find 'greener pastures' with NGOs and other better (and more promptly) paying employers (including quite a large number with the police service). Secondary schools are also employing experienced and able primary school teachers. Well over one-half of the 2700 teachers who are on study leave are on HTC courses.

Around 75 percent of students at the teacher training colleges receive grant-in-aid scholarships. The remainder have to pay annual fees of LE.350-400,000, which most serving teachers claim is way beyond their means.

A total of 1800 serving primary school teachers in eight districts are currently enrolled on the TC up-grading programme through supported distance learning. The first batch of 175 teachers will graduate this year. Cumulative drop out to date has been low at only 12.5 percent. CREPS teachers comprise over 20 percent of students.

The provision of in-service training is minimal and is undertaken on an essentially ad hoc basis, mainly by NGOs<sup>6</sup>. MEST has little capacity to manage or run INSET courses. There is no unit or department for in-service training in MEST. The EFA National Action Plan target is that 'every teacher should receive in-service training at least once every five years' (p.43).

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<sup>5</sup> HTC teachers can complete the B.Ed. degree programme in two years.

<sup>6</sup> Only 13 percent of the teacher focus groups agreed with the statement that 'there are adequate opportunities for in-service training (see Annex table 12).

The staff development programmes at the USL and the polytechnics and teacher training colleges are also seriously under-funded.

#### **4.2.3 Teaching practices**

Teaching practices are fairly uniform across primary schools. Chalk with relatively little talk prevails in most classrooms with a strong emphasis on rote learning. Most teachers copy the lesson from the textbook, which pupils copy into their exercise books. They then check that this has been written correctly. Questions and answers by either teachers or pupils typically account for very little of the lesson. Textbooks or other learning materials are hardly relied upon at all. It is frequently not possible to distinguish between the teaching practice of trained and untrained teachers. However, it appears that most pupils are not strongly dissatisfied with this way of teaching. Hardly any pupil focus groups at the rapid survey schools felt that lessons were boring or that teachers were unable to explain things properly. Even so, only 20 percent and 7 percent of the boy and girl focus groups agreed with the statement that that 'teachers do not spend to much time writing on the blackboard (see Annex table 12).

CREPS has been quite successful in encouraging more learner-centred teaching and learning. Teachers receive in-service training once a month and are quite closely supervised.

#### **4.3 TEACHER MOTIVATION**

The EFA National Action Plan states that 'a highly motivated teaching staff is a sine qua non for quality education. Everything possible must be done to ensue that our teachers are motivated' (p.44). The Plan recommends improved salary scales, a review of the Kingsley Davies conditions of service, prompt payment of salaries, provision of basic housing facilities, payment of remote area allowance, and science and maths allowances.

### 4.3.1 Pay and promotion

Head teachers, parents and pupils themselves at the Rapid Survey schools seem generally quite satisfied with the performance and behaviour of their teachers. Very few head teachers indicated that they would like to replace any of their teachers because of laziness or other reasons. The general view is that 'they are trying hard under very difficult conditions'. Teacher misbehaviour (laziness, drunkenness, lateness, improper sexual conduct, indiscipline) is not seen to be a major problem. An important factor is that most teachers at rural schools come from the immediate locality.

Teacher salaries have more than doubled in nominal terms since 1998 and teacher pay now compares quite favourably with equivalent occupations in the public service. Net monthly pay of the unqualified at the 15 Rapid Survey primary schools ranged from Le.70-100,00 and Le.140-200,000 for qualified teachers. Payroll data shows that gross remuneration for primary teachers averages Le.138,000 per month (\$US50) and for secondary school teachers Le.224,000 (US\$81) per month.

CREPS teachers are paid Le.75,000 per month and, unlike other payroll teachers, this is generally paid on time. Community teachers earn extremely little. In the three rural schools that were visited in the Northern Region, their pay averaged between Le.3-15,000 per month. Since these teachers are essentially volunteers, head teachers complain that their degree of management control is limited. As one head teacher pointed out, 'I have no dominion over them'. Even so, the majority of community teachers are remarkably committed. Their lack of pay raises major concerns about the sustainability of community schools in the future. Understaffing of community schools is already a major problem for most NGOs.

Primary school teachers are increasingly demoralised and most would leave the profession if they could. The late payment of salaries has become a burning issue. Pay levels, even for qualified teachers, are around 4-5 times less than the cost of a minimum needs wage basket for a four-person household. As one teacher put it 'I just work for my stomach'. In real terms, teacher's pay has fallen by half since the mid 1990s, but workloads have increased, especially for teachers in the infant classes. Housing conditions are also very poor. There are very few opportunities for career advancement and salary anomalies are pervasive. Many teachers complain about the lack of relationship between their qualifications and what they are paid. Teachers with the same or very similar years of experience and qualifications often receive very different pay.

Some FBEAs expect teachers to make voluntary contributions ('tithes') from their salaries to the agency. For some missions, this has become their main source of revenue. For example, teachers at Evangelical Mission schools in Kono District pay Le.3000 per month, senior teachers Le.4000 per month and head teachers Le.7000 per month. In some cases, teachers make up for this income by requesting fee payments from children.

Low levels of pay further reinforce the urban-rural divide in education provision. Teachers want to work in urban areas where they can earn secondary incomes through private tuition ('syndicates') and other types of income generating activities. The going rate for extra primary school classes is around Le.5000 per month in Freetown and Le.75,000 (for five subjects) per month for secondary school students. There are pervasive concerns that the extent of after-school tuition adversely affects teacher commitment in the official classes. It is even suggested that some teachers deliberately do not teach the full syllabus thereby forcing students to attend private classes.

Given very high poverty levels in most rural areas, private tuition markets are too thin for teachers to be able to increase their incomes to any significant degree. Even so, teachers quite commonly sell cakes and sweets to their own pupils during break times at schools. At rural schools, pupils also frequently work on teacher's farms

Despite growing demoralisation, the overall rate of teacher absenteeism is still relatively low. Around one in five teachers were absent when their schools were last comprehensively surveyed in late 2001, but absenteeism rates were noticeably higher at urban schools. The average absenteeism rate among the 15 Rapid Survey schools was 7.2 percent. However, nearly three-quarters of the teacher focus groups disagreed with the statement that 'teachers are not often absent from school' (see Annex table 12). No reliable information is available on the level and trends in teacher attrition, but the NAP/EFA states there is 'high mobility' of teachers. The overall attrition rate at the 15 Rapid Survey schools was less than five percent.

Lecturer salaries at tertiary education are also very low. For example, a newly promoted senior lecturer earns around Le.1.1 million (US\$400) per month after tax. Consequently, most lecturers have become 'taxi professors' who are obliged to find additional employment in order to make ends meet. Poor conditions of service for junior intermediate staff have led to increasing levels of industrial action in recent times. The recent re-grading of teaching staff at the polytechnics and teacher training colleges has also resulted in some staff being paid less, which has furthered lowered morale and increased resistance to the reform and reorganization of the sector. The decision to raise the age of voluntary retirement from 45 to 60 has also been unpopular.

#### **4.3.2 Teacher workloads**

Primary school teachers generally work from 0830 to 1400, although some teach extension classes (mainly Class 6) in the afternoon. The 2002 Governance and Corruption Study reports that only 25 percent of teachers in the Southern region worked more than five hours a day compared to 40 percent in the North and East, and 75 percent in the Western Area. This may be a reflection of the much greater levels of after-school private tuition in Freetown.

The official teaching load of secondary school teachers is 24 periods a week. There are 35-40 periods per week at most schools<sup>7</sup>. Data on teaching loads is yet available. Teachers at the two secondary schools visited in Freetown teach an average of 25 periods a week.

### **4.3.3 Teacher management**

Teacher administration and management is generally poor. The New Education Policy notes that 'routine exercises such as transfers, placements, promotion and discipline are often carried out in an ad hoc manner. This dampens productivity and commitment'. A key problem is that human resource management responsibilities are divided between MEST and the employing authorities. MEST provides the money to pay teachers and is responsible for professional supervision. The employing authorities recruit teachers, pay staff, and also take responsibility for school management. Head teachers are answerable therefore to both MEST and the agencies.

Most employing authorities are too small and do not have the management capacity and professional expertise to undertake these management functions efficiently and effectively. The New Education Policy fully recognizes the seriousness of this situation and recommends the establishment of a Teacher's Service Commission, which would take overall responsibility for all key human resource management functions.

## **4.4 PLANNING AND MANAGEMENT CAPACITY**

Management is generally weak at all levels of the education system - schools, districts, and ministry headquarters. The New Education Policy notes that 'the existing condition of the organization and management of education is grossly inadequate to meet the social, economic and human resource challenges of our time' (p44). The system needs to be 'professionalised' and 'decentralised'. MEST headquarters does not have the personnel to plan and manage effectively a large and rapidly growing school system

Only one-half of the teacher focus groups at the rapid survey primary schools agreed with the statement that 'teachers at this school are well managed' (see Annex table 12). However, responses with regard to specific aspects of management behaviour and performance (including administration, classroom observation, and overall competence of the head teacher) were generally very positive.

Allegations of mismanagement are widespread. The Governance and Corruption Study reported that nearly 70 percent of public sector respondents indicated that misappropriations in MEST are 'frequent' and 40 percent said that bribes for contracts are widespread. Within MEST itself, 72 percent of respondents said that the purchase of jobs is 'common practice'.

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<sup>7</sup> Each period is 35 minutes.

With respect to human resources, the capacity of an organization to produce goods and services in efficient and effective manner depends critically on two sets of factors. Firstly, key personnel must have the commitment and motivation to manage what is, in the case of education, a highly complex service delivery system that extends right across the country. Again, salary levels are seriously inadequate for MEST managers and professionals. And, as with teachers, salary anomalies are pervasive. More and more service delivery activities are being undertaken by NGOs because they have the organizational capacity to do this. However, much of this capacity is directly attributable to better remuneration, the bulk of which is being funded by the main bilateral donors and multilateral agencies. NGO personnel typically earn three-four times the income of equivalent staff in MEST.

And secondly, education officials must have the skills and knowledge to manage effectively. Most MEST managers have not benefited from well-designed management development programmes, which focus on both the acquisition of key generic planning and management skills as well as more specialist, sector-specific competencies. Managers have occasionally attended management workshops of various kinds, but these have been too short and limited in scope to make much impact on management practice on a day-to-day basis. Furthermore, the experience from many countries indicates that, without significantly improved incentives, professional development activities are only likely to have a very limited impact on management performance.

At the district level, the supervision of schools is generally not effective. Most inspectors and supervisors are poorly trained and motivated, and lack the resources (especially transport) to be able to visit schools on a regular basis. Poor incentives also continue to undermine the development of effective management and planning capacity. As a result, NGOs are playing an increasingly important role in key areas, including in-service teacher training, textbooks, and school construction.

#### **4.5 PARENTAL AND COMMUNITY INVOLVEMENT**

Responses of the pupil, teacher and parent focus groups with regard to statements concerning parental involvement in the school were generally very positive (see Annex table 12). For example, three-quarters of teacher groups agreed with the statement that 'parents and teachers work well together at this school' and three-quarters of parent groups agreed that 'parents are welcome in this school'.

About two-thirds of head teachers at the 15 Rapid Survey schools were generally satisfied with the overall level of parental and community involvement in the management of their schools as well as direct support for school improvement activities. Community-teacher association (CTA) meetings are held regularly in nearly all schools and attendance is good (certainly when compared to most other countries in Africa). Many schools in the rural areas have recently been re-opened and there are many urgent tasks that parents and communities are called upon to assist with, including digging of latrines, the building of temporary class shelters as well as teacher housing.

The establishment of School Management Committees for primary schools and Governing Boards for secondary and other postprimary education institutions will empower communities to take over the overall management of schools. Some training of newly appointed SMCs has already been undertaken.

## **5. PHYSICAL AND FINANCIAL RESOURCES**

This chapter assesses how the availability of key physical and financial resources affects the overall quality of education and training provision in the country. It focuses on the learning environment, learning materials, and direct financial support from government and parents/guardians.

### **5.1 THE LEARNING ENVIRONMENT**

#### **5.1.1 Basic education**

The learning environment for most primary and secondary school children in Sierra Leone is very difficult and, in certain key respects, is likely to be getting worse. As the EFA National Action Plan notes 'the pupil-teacher ratio in most institutions does not permit quality education' (p.13). A total of 1854 primary schools were completely destroyed during the war and another 815 were damaged.

With such severe congestion in the majority of infant classes (1-3), meaningful learning is very difficult. In rural schools, in particular, there are typically well over 80 pupils in Class 1 and 2 classrooms. There was an average of 90 pupils in each Class 1 classroom in the rural schools visited by the Review Team in January 2004. The 2001 School Survey put this figure at 82 for the country as a whole. Two and three classroom schools are common in rural areas, which means that each classroom has up to three, and sometimes even four classes. Similarly, given the pressure of numbers in urban schools, multiple class classrooms are the norm. For example, the two schools visited in Kabala and Port Loko have combined Class 1 and 2 classrooms of 158 and 130 respectively. With large numbers of children in very confined spaces coupled with no effective partitioning between classes, noise levels are such that teachers and pupils can barely make themselves heard. Double-shift schools are also common in urban schools.

Congestion is compounded by an acute shortage of furniture. In the large majority of rural schools, only a minority of children is seated on benches and chairs. The remaining pupils sit on stone or concrete blocks of various kinds or planks of wood or simply stand. It is very difficult to write since there is no proper surface to lean on. The results of a survey conducted by MEST in July 2003 indicate that only around one-quarter of primary and one half of secondary school pupils were 'appropriately seated'.

School feeding has contributed to this overcrowding, because many five and four year olds have been allowed to enroll. Some children are so small that they sit with their older siblings in other classes. Currently, class sizes in the junior classes (4-6) are typically under the target pupil-teacher ratio target of 45:1. But this will change very quickly over the next three-four years.

There are other factors that prevent schools from being more 'child-friendly'. Corporal punishment by teachers and class prefects/monitors is common

place. The consensus among almost all the Class 6 focus groups at the Rapid Survey schools is that 'we like school', but we do not like being beaten'.

The serious shortage of teachers is the other major contributory factor with respect to very large classes, especially in the infant classes. According to the KPMG School Census, there were 17,378 teachers working in primary school classrooms in late 2002. The actual figure is slightly more than 18,000, but this still means that the pupil-payroll teacher ratio was 72.2 compared to only 32.1 in 1992. The inclusion of newly recruited and 'authorised' teachers, but who are not yet on the payroll (which typically takes many months) as well as the rapidly growing number of 'community teachers' probably lowers this figure to around 60-65. Classes in non-formal primary schools are typically two-thirds to one-half this size.

Despite this difficult classroom and school environment, pupil absenteeism is not especially high. The 2001 School Survey reports a pupil absenteeism rate of 18 percent for both female and male primary school pupils. Absenteeism averaged 11.4 percent at the Rapid Survey schools.

Only a minority of schools has adequate toilet facilities<sup>8</sup>. Children at many rural schools just use the bush. Security is also a major concern at most schools. Most cannot afford to employ a security guard.

Information on school and class sizes among the 250 odd secondary schools is not readily available. However, most schools are heavily congested, especially in urban areas where double shifting is the norm. The largest secondary school in Freetown has nearly 4000 students. Physical infrastructure is generally very poor, especially science laboratories and workshops for woodworking, metalworking, and other practical subjects.

### **5.1.2 Post-basic education and training**

The learning environment at all 10 tertiary education institutions is very poor. Njala University College was completely destroyed in 1995. The government has contributed US\$2million for its reconstruction and the Arab Bank for Reconstruction and Development has provided a loan of US\$7.2 million. However, with 90 percent of the MEST development budget allocated to primary education, the university and teacher training colleges have had virtually no funding with which to improve their facilities, which remain seriously inadequate. Lecture halls are seriously over-crowded and students do not have nearly enough opportunities to be taught in small groups (tutorials, seminars, etc), which is extremely important.

## **5.2 LEARNING MATERIALS**

Very few textbooks are being used by pupils in primary school classrooms, particularly in infant classes and at schools in rural areas. This is due to both

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<sup>8</sup> For example, a co-educational secondary school in Freetown with an enrolment of 2000 students in both morning and afternoon shifts and a staff complement of over 130 teachers has just two pit latrines for the entire school.

limited textbook availability and poor utilisation. The textbook-pupil ratio should be around 1:4 or 5 in all primary schools in the country if all of the two million textbooks that have been procured by MEST since 1999 have been evenly distributed across the country. However, the overall textbook-pupil ratio in the Rapid Survey schools averaged 1:3 and 1:6 in urban and rural locations respectively. The 2001 School Survey reports textbook-pupil ratios for English, mathematics and social studies of 1:4 and 1:8 for science. Other learning materials (teacher guides, science equipment and materials, library, sports equipment) are almost non-existent in the large majority of schools. The school library service collapsed during the war.

Poor communication and roads and an acute shortage of vehicles prevents many rural schools from receiving all the books to which they are entitled. Although expressly forbidden, quite large numbers of textbooks are sold.

None of the 15 Rapid Survey schools had received any textbooks since the start of the 2003/04 school year. Half had not had any deliveries for over a year. The overall supply of textbooks appears to have been falling in recent years. The situation in community schools is considerably worse. In half of the schools that were recently surveyed, no learning materials had ever been provided.

The relatively few textbooks that are available are not being used regularly because teachers are not trained to use them in their lessons, class sizes are so large, and head teachers and teachers are 'frightened' to release books to pupils because they may be damaged or lost. Generally speaking, textbooks are kept in a locked cupboard in the head teacher's office.

The limited availability of textbooks and other learning materials is also a major problem at most junior and secondary schools. Even though government subsidises the price of core secondary school textbooks (by up to 60 percent), most parents are too poor to be able to buy these books for their children. Pupil-textbook ratios at the two secondary schools visited in Freetown are well over 10:1 in most subjects.

## **5.3 DIRECT FINANCIAL SUPPORT**

### **5.3.1 Basic education**

Government introduced a per capita school fee subsidy in 2001 in order to make up for the loss of school income as a result of the abolition of tuition fees. The total budget for fee subsidy has more than doubled since 2001- from L1.7 billion to Le.3.6 billion (budgeted) in 2003/04. Since 2002, Le.4.7 billion of HIPC funds has been allocated to 'school fees subsidies'.

Up until early 2002, the Accountant General's Department directly paid the fee subsidy to each primary school 'employing authority', namely the FBEAs and local councils. The second Public Expenditure Tracking Survey found that head teachers received less than half of the amounts allocated to their schools. MEST decided therefore to employ the accountancy firm KPMG to take direct responsibility for paying the school subsidy. This is now given directly by KPMG staff to head teachers at termly payouts at district education offices. The overall AGD-school leakage has been reduced to less than 5 percent although 10 percent of the fee subsidy is paid to KPMG for its services.

The average fee subsidy received by the rapid survey schools averaged Le.667 per pupil for the first term of the 2003/2004 school year, which is only one-third of the Le.2000 per pupil that schools should receive. The main reason for this is that payments are based on much lower enrolments than those reported by schools to the Inspectorate. In some of the survey schools, their 2001/02 enrolment figures continue to be used despite the fact that a head count of pupils shows that enrolments have usually more than doubled. According to the MEST Principal Accountant, the fee subsidy was paid to 803,000 pupils in the first term 2003/04 and 878,000 in the second term.

Despite the new disbursement arrangements, some employing authorities continue to appropriate a share of the fee subsidy, which in some cases is as high as one-third of the payment. Another concern is that all government-assisted schools are entitled to receive the fee subsidy, but large numbers do not do so (for example, 65 in Koinadugu and 36 in Bombali Districts respectively during the first term of the current school year). Conversely, a good number of non-assisted schools run by missions have been receiving the subsidy, which is illegal.

The amount of subsidy that is eventually available for use by schools is generally too small to make any noticeable difference to learning outcomes. In most schools, it is mostly spent on minor repairs to classrooms and furniture, and the purchase of cooking equipment, stationery items (most notably report cards), and cleaning materials. Expenditure on learning materials is negligible. Accounting for the subsidy by head teachers and school proprietors is also seriously inadequate. With such limited financial support, many schools resort to charging fees in order that they can buy essential items.

No fee or other type of per capita subsidy is paid to government-assisted secondary schools.

### 5.3.2 Post-basic education

The funding situation at the universities is critical. In 2003, there was shortfall of L9.2 billion in the approved MEST subvention for recurrent expenditure. Similarly, the two polytechnics and the teacher training colleges did not receive L1.9 billion of their approved financial allocation for 2002/03. With the exception of Njala University College, none of the tertiary education institutions have received any significant external assistance.

A total of 1964 new grant-in-aid scholarships were awarded by MEST in 2002/03. Scholarships are allocated according to academic performance and priority subject areas. The average grant is around Le.700,000 per annum, which is not enough to meet fees and subsistence expenses.

### 5.4 USER CHARGES

Although primary schooling is officially free, there are still a number of school-related charges that parents/guardians are expected to pay. These include school feeding (typically Le.500-1000 per term), community teachers (up to Le.2000 per term), and extension classes (typically Le.10-30000 per year). Although school uniforms are not compulsory, there is very strong social pressure for all children to wear a uniform. The cost of the typical primary school uniform is Le.6000 for boys and Le.13000 for girls. Most schools also expect parents/guardians to provide exercise books.

The MEST prescribed fee for secondary schooling is Le.12000 per term. Data on other charges at secondary schools is not available<sup>9</sup>. However, the high cost of private tuition continues to be very controversial. It directly fuelled the 'go-slow movement' during the late 1980s and early 1990s and, in numerous schools, has reduced regular school teaching to a bare minimum. Many parents are in arrears with their tuition fee payments<sup>10</sup>.

According to the 2002 Governance and Corruption Study, bribes connected with education account for seven percent of the income of 'low-income' households. The corresponding figures for middle- and high-income households are two and one percent respectively.

Annual fees, subsistence, and other user charges for privately sponsored student at FBC and NUC amount to around Le.1.2 million and Le.2.75 million at the Medical School. FBC currently generates around 28 percent of its operating income from these students (who currently number around 1873). Tuition fees at the teacher training colleges are Le.350-400000 per annum.

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<sup>9</sup> Additional charges can amount to at least another Le.5-6000 per term in FBEA schools.

<sup>10</sup> Around 20 percent of students were in arrears at the two secondary schools visited in Freetown.

## **6. LEARNING AND EMPLOYMENT OUTCOMES**

### **6.1 CURRICULUM ISSUES**

The school curriculum has been 'widened' in order to accommodate the learning objectives of the New Education Policy and the introduction of the 6-3-3-4 education system. Head teachers and teachers at the 15 Rapid Survey schools are generally satisfied with the content of the primary school curriculum. However, most believe that more attention needs to be given to mother tongue instruction in the infant classes. Many are also concerned that the subject content is too ambitious (especially in science and social studies). As one teacher put it, 'most of the examples of content are beyond the grasp of children'. There are reported to be serious gender-biases in some subjects.

Most secondary schools lack the resources to be able to deliver properly the prescribed pre-vocational subjects. A major issue is the attitudes of secondary school teachers concerning the degree of vocationalisation of the curriculum. School management and teacher resistance to curriculum vocationalisation has been common in other countries in Africa.

With a total of 18 subjects, the JSS curriculum is seriously overcrowded. JSS I and II pupils are expected to study 12-14 subjects. And yet, contact hours, particularly in the Western Area, have been considerably reduced as a result of the introduction of double shifting. Four contact hours is the norm in many schools. Practical classes (which require double periods) are now frequently not taught given time constraints. JSS teaching syllabuses also need to be reviewed in order to ensure effective implementation.

### **6.2 LEARNING OUTCOMES**

#### **6.2.1 Primary schools**

Classroom observation at the 15 Rapid Survey schools raises major concerns about learning outcomes, especially in over-crowded infant classes. Although English is the medium of instruction in the junior classes, most Class 6 pupils, especially in rural schools cannot conduct a simple conversation in English. The English competence of some teachers and even head teachers is also quite poor. English in infant classes often amounts to little more than rote repetition (usually from memory) of sentences from reading books. Teachers do not have sufficient control over the behaviour of pupils in many schools.

#### **The National Primary School Examination**

Total NPSE candidates increased from 26,100 in 2001 to 47,500 in 2003, although the number of schools remained constant at 1533. The share of candidates from the Northern, Eastern and Southern Provinces also increased appreciably (from 43 percent to 59 percent). The gender candidate ratio has however worsened (from 0.62 to 0.57). Differences in provincial pass rate have narrowed very dramatically since 2001 (see Table 12 and Annex table

20). Gender differences in NPSE examination performance in 2003 are relatively small in the Northern and Eastern Provinces (which is quite surprising) and in the Western Area, but are large (more than 10 percentage points) in the Southern Province. In aggregate terms, gender differences in English and Maths scores have been minimal.

**Table 12: NPSE pass rates (greater than 220 points) by region, 2001-2003 (percentages rounded)**

Year	NORTH		EAST		SOUTH		WESTERN	
	Male	Female	Male	Female	Male	Female	Male	Female
2001	68	65	79	69	84	75	83	82
2002	81	77	86	75	82	70	83	80
2003	82	79	92	88	77	64	79	76

Source: West African Examination Council

### Survey test scores

Random samples of pupils at the 15 Rapid survey schools were given short English comprehension (Class 5 and 6) and arithmetic (Class 4) tests. A reading test from the Project on International Reading and Literacy (PIRLS) was used and the arithmetic test was based on the Class 4 curriculum for the first term. The aggregate are presented in Table 13. The overall performance in the reading test was very poor with aggregate scores of 11.5 percent for girls and 10.4 percent for boys. Although test scores were appreciably higher in the maths test, overall performance is still disappointing.

**Table 13: Results of Rapid School Survey reading and arithmetic tests, January 2004 (average scores out of 100)**

Reading		Arithmetic	
Male	Female	Male	Female
10.5	11.4	39.6	42.9

Source: Rapid School Survey

The 2002 UNICEF evaluation of non-formal primary education administered identical tests in reading, writing, numeracy and community studies to random samples of Class3/Phase III pupils in 30 NFPE and 30 government-financed schools. Only around one-third of students performed 'satisfactorily' in all four tests (gender differences were minimal) and there were no statistically significant differences in the performance of the two groups of pupils. This is despite the fact that much higher proportions of teachers at government-financed schools are qualified, these schools have far more learning materials, and the school day is much longer than at community schools. Key factors accounting for the surprisingly good performance of community schools are most likely smaller classes and motivated and enthusiastic teachers and pupils.

## 6.2.2 Secondary schools

### Basic Education Certificate of Education

The number of JSS candidates taking the four compulsory BECE subjects increased from 19,400 in 2001 to 29,300 in 2003<sup>11</sup>. However, only 36 percent of the latter group was female<sup>12</sup>. Pass rates (grades 1-6) have been consistently low for mathematics - fewer than one in five candidates passed in 2003. Pass rates for language arts and social studies were also less one-half. Performance in integrated science has improved considerably with a pass rate of 64 percent in 2003 (see Table 14). Gender differences in pass rates are small in English and mathematics, but large in social studies and science.

**Table 14: BECE pass rates for core subjects, 2001-2003 (percentages rounded)**

	2001	2002	2003		
			Female	Male	All
Social studies	55	43	31	48	41
Language arts	51	47	49	53	52
Integrated science	38	41	54	69	64
Mathematics	15	14	14	18	17

Source: West African Examination Council

Relatively few JSS students take electronics, technology, and creative practical arts. Nearly all candidates opt for business studies and around two-thirds take agriculture and home economics.

### West African Senior Secondary Certificate of Education

All SSS3 students in Gambia, Ghana, Nigeria and Sierra Leone take the WASCCE, which is externally marked. Apart from history, pass rates are very low, especially for English literature (2.5 percent in 2003), biology (12.6 percent), chemistry (10.5 percent), and mathematics (14.5 percent).

## 6.2.3 Technical and tertiary education

Very little information is readily available on the type of examinations taken by TVE students, numbers of candidates and examination performance. Pass rates are relatively high at the university colleges and teacher training colleges.

## 6.3 EMPLOYMENT AND LIVELIHOOD OUTCOMES

No information is available on the employment and livelihood outcomes of any education or training provision. Without this information, it is very difficult to

<sup>11</sup> BECE entrants are expected to exceed 40,000 in 2004.

<sup>12</sup> Gender-disaggregated data for 2001 is not available.

plan effectively, especially at the post-basic education level where training provision needs to be closely related to actual labour market needs.

### 6.3.1 Activity status of the labour force

Tables 15 and 16 summarise the overall activity and occupational profiles of the adult population in mid-2003. Only one in eight adults are in wage employment (in either the formal or informal sectors). The very high proportion of adults who are 'not active' (i.e. unemployed, at home or in full-time education or training) is particularly noticeable. Nearly one-half of males aged 20-24 were not active. Less than 3 percent of the adult population have 'good jobs'.

**Table 15: Employment activity status by age group (percentages)**

Activity	10 to 14		10 to 19		20 to 24		25 to 34	
	Female	Male	Female	Male	Female	Male	Female	Male
Waged employment	7	7	9	10	9	14	10	16
Self-employed	11	9	33	20	49	37	59	59
Not active	80	82	57	69	42	48	31	24

Source: SLIHS

**Table 16: Occupational profile of adult economically active population (percentages)**

	Female	Male
Professional/technical/managerial	2.7	5.9
Clerical	0.6	1.9
Sales/services/vending	23.6	12.6
Agriculture	66.8	59.2
Production/transport	1.6	10.7
Other labourer	0.3	5.2

Source: SLIHS

### 6.3.2 FBC tracer survey

A tracer survey of FBC graduates was conducted as part of this review. Two cohorts of graduates from 1993/94 and 1999/00 were selected from the following faculties: arts, social science and law, science and engineering. Twenty-five students were randomly sampled from each group. The results of the survey are presented in Annex table 21. The main finding of the survey is that almost all graduates are in training-related wage employment. Around one in seven graduates are currently overseas, which is much lower than expected.

However, among medical doctors and nurses, the incidence of brain drain is very high.<sup>13</sup>

## **PART II**

### **PRSP PRIORITY INTERVENTIONS**

<sup>13</sup> Only 13 out of 54 medical graduates from COMAHS between 1994 (first batch) and 2001 were still in the country in May 2004. Similarly, 28 of the 59 state-registered nurses who completed their training at the Central Nursing School in Freetown in 1999 have left the country.

## **7. BASIC EDUCATION AND TRAINING**

Achieving good quality basic education for all while at the same time ensuring that post-basic education and training outputs are sufficient is an enormous challenge. Virtually every facet of education and training provision urgently needs to be improved. With so many pressing needs, the task of establishing priorities is that much harder. However, resources will continue to remain very limited, at least for the foreseeable future. Under the Medium Term Expenditure Framework, public expenditure on education is projected to increase by only 20 percent between 2004 and 2006. At the same time however, it is important to keep in mind the commitment made by the international community in Dakar in 2001 that no country that shows serious commitment to meeting the education Millennium Development Goals shall be denied the necessary resources to achieve this.

In the shorter term, however, priority areas need to be agreed upon for the PRSP. Clearly, this is the responsibility of MEST and its partners and not the Review Team. However, on the basis of consultations and data collection and analysis, the final two chapters of this report outline possible policy initiatives and priority interventions for basic and post-basic education.

### **7.1 KEY STRATEGIC ISSUES**

#### **7.1.1 A national education and training policy**

Education policies have changed very significantly since 2000. In particular, there has been a marked shift towards basic education for all, the promotion of gender equality, and increased cost recovery at the tertiary level. Consequently, a revised and up-dated national education policy and strategy is needed, which fully incorporate all the new policy developments in the post-war era and set out clear, time-bound quantitative targets for both basic - and post-basic education and training provision. These goals and targets should be directly linked to a national human resources development strategy (see below).

#### **7.1.2 Quantity and quality trade-offs**

The 2004 Education Act commits government to the provision of free and compulsory basic education of nine years as soon as possible. The experience of other countries in Africa and elsewhere clearly demonstrates the negative consequences of expanding basic education too quickly. Poor and declining quality does not lead to the expected learning outcomes, which will significantly improve the livelihoods of the poor. Furthermore, the knock-on effects for post-basic education and training can also be very serious, both in terms of the lower quality of student intakes and public expenditure on basic education increasingly crowding public funding of post-basic provision.

The private cost of junior secondary schooling is also a major factor which, given the extent of poverty in the country, prevents a sizeable proportion of primary school leavers from continuing their education. Consequently, all nine

years of basic education will have to be free if universal provision is to be achieved.

### **7.1.3 A unified basic education cycle**

Universal basic education of nine years has major implications for the role and structure of both primary and secondary education. In particular, a unified basic education cycle with the goal of basic education for all must be based on a clear organization separation between basic and post-basic education and training provision. In some countries, the terminology used to describe the two or three basic education cycles has been changed as well.<sup>14</sup> Equally important, lower/junior secondary education should be de-linked from senior secondary schooling. In due course, therefore, combined JSS and SSS schools should be separated. There are two main options - freestanding JSS (upper basic) schools and/or single site full-cycle basic education schools with all nine basic education classes.

### **7.1.4 An equitable distribution of public resources**

A more equitable funding formula is urgently needed, particularly for primary education, in order to guide the allocation of public resources to schools across the country. At the very least, public expenditure per primary school pupil should be the same in every district. Ideally, poorest districts and chiefdoms could also be allocated additional funding to make up for years of educational neglect and as part of concerted effort to improve livelihoods. This allocation of resources would be fully consistent with the on-going decentralization process.

The education sector already receives one-quarter of public resources. It is unlikely that this can be increased any further. It is important that the social sectors do not crowd out other key services to the poor. The budget for agriculture and other key economic services has been seriously squeezed in many African countries.

### **7.1.5 Strengthening management capacity**

Improving the management capacity throughout the entire education and training system should be a top priority for the National Education and Training Strategy, which should be fully incorporated into the PRSP. Without significant improvements in the efficiency and effectiveness of managers at all levels it is difficult to see how Basic Education for All and other key education and training objectives can be achieved. Consequently, a comprehensive strategy should be designed and implemented that systematically addresses all the key constraints that negatively impact on the delivery of educational services from MEST headquarters right down to the school level. The EFA National Plan does not attach particularly high priority to this issue. A national EFA Secretariat is to be established at MEST head office as well as regional offices and training is proposed for the newly appointed staff. The need to improve

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<sup>14</sup> For example, in Zambia, there is lower, middle and upper basic education.

management capacity is also being addressed in a limited way by the SABABU project.

**Decentralisation with centralization:** Greater control over education provision by districts and communities offers the prospect of a decentralized education system, which is more democratically accountable, less susceptible to mismanagement and able to deliver education to all children in a more efficient and effective manner.

The proposed decentralization of education service delivery to the districts has far-reaching implications, which need to be thought through very carefully. In particular, what activities and functions are to be decentralized and over what time period? In some countries, for example, primary schooling has been decentralised, but post-primary provision remains under central control. Another key issue is the scope district councils will have to decide the level of resource commitments to education and other basic services.

It is also the case that certain key functions need to be more effectively centralized so that MEST is capable of fulfilling its key roles in an increasingly decentralized system of service provision. In key respects, schools have had far too much autonomy, mainly because the central state has been weakened and has not been capable of exercising control over public institutions at the local level. Thus, decentralization also needs to be accompanied by greater centralization. In particular, MEST continues to have overall responsibility for policy formulation and regulation of service delivery throughout the country.

The current dual supervision of schools by MEST and FBEAs is inefficient and needs to be resolved. Most FBEAs no longer provide any significant development or recurrent funding to their schools and it is apparent that some of them are a drain rather than a net contributor to the system. Their management capacity and level of relevant professional expertise is also generally very weak. It seems an opportune time therefore to implement the New Education Policy Proposal to establish a Teachers Service Commission, which would take overall responsibility for all human resource management functions and would become the sole employing authority. District education authorities can take overall responsibility for the recruitment, deployment, and payment of teaching staff, but the TSC should have the authority, backed with sufficient resources, to supervise closely these activities. FBEA representatives should be invited to sit on School Management Committees and District Education Committees.

Two other areas of strong centralized control are planning, policy analysis and formulation and the overall regulation of service delivery activities. The Planning Directorate urgently needs to be strengthened. With respect to regulation, a number of countries have established semi-autonomous National Standards Agency that objectively assess school performance and give support to schools where appropriate. Other key support functions, most notably curriculum development and teacher development should also remain centralized. Outside expertise will be required to assist in each of these areas.

**Getting incentives right** As noted earlier, attempts to improve the overall capacity of MEST and other government ministries will flounder unless civil servants are paid sufficiently attractive salaries that will enable them to be fully committed to their jobs and not be distracted by the necessity to earn secondary income from different sources. In some cases, these individual coping strategies can directly reduce the capacity of the ministry to fund and support education service delivery through various 'rent seeking' activities. Clearly, though, any attempt to introduce better conditions of service has to be part of comprehensive public sector reform.

Given prevailing salary levels, particularly in the NGO sector, senior managers and professionals in MEST should receive at least US\$1500 per month and middle level personnel US\$500-750 per month. Donor resources should be used to fund these salary expenditures for key personnel, at least for the time being. For MEST, perhaps around 100 officials in head office and the districts should receive these enhanced salaries. The total cost would therefore be in the region of US\$1.0-1.5 million a year. This would be highly cost-effective in terms of reduced misappropriation of funds, much improved management, and reduced reliance of expensive national and foreign consultants. Officials wishing to join the scheme would have to be carefully vetted and payment should be performance related. Similar incentive schemes should also be introduced in the other main service delivery ministries.

**Continuous professional development:** With proper incentives, staff should be well disposed to improving their management and technical competencies. A well-designed professional development programme will enable them to do this. Staff should be encouraged to study accredited learning modules within an appropriate qualification framework. A university-based Poverty Reduction Learning Network could take the lead in providing both generic and education-specific management training (see below).

Primary and secondary school management also needs to be urgently improved. Some countries in Africa have established system-wide school management development programmes (for example, in Botswana and Kenya), which have had very positive impact on management and overall school performance. A team of full-time management development advisers has overall responsibility for programme delivery.

#### **7.1.6 Teacher management, deployment and training**

With the establishment of the Teachers Service Commission, the deployment of teachers should be centrally managed in conjunction with each District Education Committee. Teachers whose training has been publicly funded should be bonded for one year for every year they have been supported and be required to work in any school to which they are posted. However, it is important that teachers posted to remote, hard-to-staff schools receive additional incentives. One possibility is that income-contingent higher education

loans could be partially written off for teachers who are posted to these types of schools in rural areas (see below).

The teacher training system also needs to be comprehensively reformed. Training needs to be demand-driven based on realistic assessments of primary and secondary teacher requirements. A flexible modular, competency-based qualification structure which is based on well established 'best practice' worldwide should be introduced. Each qualification comprises accredited learning modules, which can be studied both face to face and at a distance through supported learning. An intensive one-year teaching certificate course for untrained primary school teachers should be introduced as soon as possible with a strong focus on teaching methods.

Finally, in-service training capacity should be formally established in MEST with a core group of in-service training officers covering the main subject areas. Properly resourced Teaching Resource Centres should be established in each inspectorial district with access to information and communication technologies once this becomes possible in each locality.

## **7.2 BASIC EDUCATION FOR ALL**

While very considerable progress has been made during the last four-five years, there is still a very long way to go before all children in Sierra Leone complete six years of primary education with acceptable learning outcomes. The recent experiences of other countries in Africa that have also adopted EFA policies highlight just how difficult it is to sustain and increase the demand for primary education in the context of very high poverty levels.

Compulsory primary schooling would, of course, ensure full equitable access to at least six years of basic education and gender enrolment inequalities could be very quickly eliminated. However, with the exception of South Africa, no country in Africa has yet been able to enforce compulsory primary schooling for all children over a sustained period of time.

GoSL is committed to implementing basic education of nine years for all. Given the enormous resource implications of all children attending junior secondary school, very careful thought will need to be given about how this policy will be implemented over the next ten years.

### **7.2.1 Enrolment and funding projections**

The data needed to make robust enrolment and funding projections is not yet available. Key information will be collected on school parameters (in particular repetition, dropout and transition rates) by the end of 2004. The Population Census in 2004 will also provide accurate information on the school age population and future population growth rates.<sup>15</sup>

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<sup>15</sup> Population data will also be invaluable for school mapping, which is still rudimentary.

However, on the basis of a number of best-guess assumptions, it is possible to generate some enrolment and funding projections for basic education up until 2015. Table 17 shows the preliminary results of this simulation exercise for primary and junior secondary schooling. The key assumptions are (i) that, over the next four-five years, the current intake levels into Class 1 will steadily decline to the projected population of six-year old children. With the effective enforcement of compulsory basic education, all these children will enroll in Class 1 and there will be no dropout throughout the nine-year cycle; (ii) the transition rate from primary to JSS (upper basic) is 100 percent. (iii) repetition and dropout rates will fall rapidly over the next five years; (iv) in the absence of any data, dropout and repetition rates for JSS have been assumed to be zero throughout the projection period; and (v) the annual average growth of the estimated six-year old population of 160,000 in 2003 will be 2.3 percent up until 2015.

It can be observed in Table 17 that projected primary school enrolments increase from the current level of 1.1 million to 1.4 million in 2008 and then remain relatively constant until 2015. With all primary school leavers going on to JSS, projected total JSS enrolments will increase exponentially from the current level of around 125,000 to 290,000 in 2006 and 436,00 in 2008. They would peak at 620,000 in 2011 and then decline gradually to 510,000 in 2015. Dealing with this enormous 'bulge' in primary school leavers is posing an enormous challenge for all countries in Africa that have successfully implemented EFA policies. The political and social expectations are such that it is proving very difficult for governments to deny children the opportunity of proceeding to the upper basic level.

Assuming that the unit costs of primary and JSS schooling remain unchanged, the required funding for upper basic (JSS) schooling will increase from Le.21.1 billion in 2003 to Le.49.0 billion in 2006. By 2008, the total cost of JSS would exceed the total primary education budget and, by 2011, would be almost twice total public expenditure on primary education.

The additional costs of providing free basic education and improving learning outcomes though quality improvements can also be simulated. Steadily reducing the primary pupil-teacher ratio to 45:1 and doubling the primary pupil fee subsidy by 2007 increases the total primary education budget by around Le.8 billion for the remainder of the period up to 2015. Free basic education necessitates the abolition of JSS fees (of Le.36,000 per annum). If government should decide to pay all these fees by 2008, this will increase the total JSS budget by almost 25 percent when enrolments peak between 2010 and 2012. Increasing the JSS pupil-teacher ratio to 30:1 would only save around Le.2.0 billion per year from 2009 onwards.

Under these scenarios, the total recurrent cost of basic education will be Le.125 billion in 2006, which is almost the same as the MTEF budget for the entire education sector in that year.

The cost of building and equipping new basic education schools as well improving existing ones must also be added to these projected costs (still to be completed).

### **7.2.2 ECCE**

For the immediate future, the top education priority is the attainment of primary education for all. However, the following National Action Plan objectives for ECCE should be supported under the auspices of the PRSP over the next three years: development of a curriculum, in-service training of ECCE teachers, and the regular inspection of providers.

### **7.2.3 Primary schooling**

MEST and its national and international partners will have to make a concerted effort in order to attain EFA with acceptable learning outcomes by 2015. Table 18 summarises the three top priority improvement areas identified by head teachers at the 15 Rapid Survey primary schools.

**Table 18: Head teacher top three improvement priority areas at Rapid Survey Schools, January 2004**

School	1	2	3
1	Teacher housing	Classrooms	Feeding
2	Free EFA	More female enrolments	Qualified teachers
3	Compulsory schooling	Incentives	School equipment
4	More effective schools	Feeding	Motivated teachers
5	Qualified teachers	School environment	Learning materials
6	Library	Feeding	Learning materials
7	Qualified teachers	Learning materials	Feeding
8	Gender	Learning materials	Infrastructure
9	Teacher motivation	Infrastructure	Learning materials
10	Classrooms	Feeding	Qualified teachers
11	Qualified teachers	Classrooms	Feeding
12	Teacher motivation	Classrooms	Feeding
13	Teacher motivation	Late pay	Classrooms
14	Classrooms	Qualified teachers	Feeding
15	Feeding	Water	Learning materials

Source: Rapid School Survey

With the very rapid expansion of enrolments, the majority of schools have struggled to maintain an already generally low quality of educational provision. Increases in human, financial and physical resources have not kept pace with this enrolment explosion. As a result, classes and thus teacher workloads are much larger, there are relatively more untrained teachers, and pupil-textbook ratios have worsened. Relevance and quality issues must be squarely addressed.

The following six priority interventions for primary education clearly emerged from the stakeholder consultations and individual interviews: free and compulsory primary schooling, school feeding for all, a conducive learning environment, improving the teacher qualification profile, greater availability and utilization of learning materials, and additional incentives for rural teachers.

### **Free and compulsory primary schooling**

GoSL plans to introduce free and compulsory primary schooling in 2005. Currently, however, primary education is still not free because most schools levy a variety of charges and parents/guardians are obliged to incur other school-related expenditures, most notably on exercise books and uniforms. In the context of widespread poverty, a policy of compulsory primary school attendance can only be enforced if household schooling costs for primary education are kept to a minimum. It is essential therefore that schools receive adequate financial support to be able to furnish pupils with key learning materials and cover the costs of other vital inputs that are required for the

effective functioning of the school. Even if the current annual fee subsidy of Le.6000 per pupil is paid in full, it is still not nearly sufficient to cover these expenditures. An important goal of the PRSP should therefore be to meet the additional costs of increasing the annual fee subsidy to at least Le.12000 by 2007 (\$4.36). Given likely enrolment growth over the next four years, the cost of increasing the fee subsidy to this level would be around Le.16.6 billion (\$6.05 million).

### **School feeding for all**

EFA with acceptable learning outcomes is not attainable in Sierra Leone without a universal primary school feeding programme. The provision of a cooked meal early in the school day is a powerful incentive for children to attend school and provides the essential nutritional input for effective learning to take place.

Every primary school pupil attending both government assisted and registered community schools should receive this meal without any eligibility criteria or other conditions concerning entitlement. Given the remotest of some schools, this poses a major logistical challenge. But, it is children living in these locations who are often in most need of support.

The specific food items of three meals, which each provide 30 percent of daily requirements and are based on existing local food preferences are presented in Annex table 22.<sup>16</sup> The annual cost per pupil (for a 195-day school year is Le.70,720 (US\$25.7).

By relying as much as possible on locally grown food, a national school-feeding programme of this kind will also give an important impetus to the commercialisation of agricultural production. Local farmers should be encouraged to provide rice, groundnuts, beans, vegetables, palm oil, and other essential ingredients. This also has the added advantage that the meal comprises of preferred food items, most notably rice rather imported cereals, such as wheat (bulgur). However, some reliance on imported food will be unavoidable.

Schools, particularly in rural areas, should also be expected to produce at least a proportion of the required inputs in school gardens. The current practice of charging for condiments should be continued, but no child should be denied the meal because of non-payment.

MEST should be responsible for the school-feeding programme, but may require assistance from WFP and NGOs with regard to logistical support. A School Feeding Officer and an assistant should be appointed in every inspectorial area. A suitable vehicle will also have to be procured for food distribution to all primary schools in each district.

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<sup>16</sup> The expert advice of Ms Sylvetta Scott, National Nutritionist, in developing this school meal menu is gratefully acknowledged.

The total cost of the programme (food inputs and distribution) for the three school years 2004/05-2006/07 will be Le.300 billion (US\$109.1 million).

### **A conducive learning environment**

The learning environment in the large majority of primary schools must be substantially improved in order for effective learning to take place. Without this improvement, primary schooling will not have the intended impacts with regard to improving livelihoods and reducing poverty.

The top priority over the next three years is the rehabilitation of all destroyed and damaged schools. Funding has still to be secured for 1655 schools at a total cost of Le.1 billion. Overcrowding in the most seriously congested schools should also be addressed as soon as possible. Once the proposed education management information system is operational, it will be possible to estimate precisely the numbers of new classrooms and teachers that are required. But, very approximately, an average of two new classrooms in each government-assisted school are urgently needed, which means that 5000 additional classrooms should be built at a cost of Le.86.8 billion (US\$31.6 million). At least half of this should be included as a targeted priority for the PRSP.

Parents and communities also need to be consulted concerning the design and construction of new school buildings. At a very minimum, every school should have a staff room, head teacher's office, and a library.

Proper seating for all primary school pupils is the next most urgent PRSP priority. Children cannot be taught properly when they are sitting on the floor or on bricks or planks of wood. MEST has recently conducted a survey of the furniture needs of schools and other education and training institutions. Assuming that, for the time being, pupils sit three to a two-seat desk, 360,000 furniture sets need to be procured at a total cost of Le.39.6 billion (US\$14.4 million). Local carpenters should be contracted to make them using a standard design and fixed prices should be specified that allow reasonable profit margins.

### **Improving the teacher qualification profile**

There are currently 1800 teachers on the TC distance learning programme and probably another 1000-1200 serving teachers who are studying full time for this qualification on pre-service courses, which are offered at the five teacher training colleges. This leaves around 8500 untrained primary school teachers who have still to be upgraded. If around 10 percent of these are not interested in studying for the TC qualification and another 5 percent are not suitable training material, then about 7225 teachers should be trained to the TC level. Given the importance of having a fully trained teaching cadre, this should be done as soon as possible with most of the targeted teachers studying on the job through supported distance learning.

The proposed expansion of the TC Distance Learning Programme from eight to 13 centres should be implemented immediately so that it will be possible to expand the intake from 800 to 1300 teachers for the 2004/05 academic year. This should be increased to 150 teachers in 2005/06 until at least 2009/10. The total cost of this training programme will be Le.11.72 billion (US\$4.26 million) during the three-year PRSP period (2004/05-2006/07). In addition, it is crucial that the 200 or so course tutors receive high quality and regular training. Long-term foreign technical assistance will probably be needed to support the training of trainers for the four core subject areas. Ideally, four full-time expatriate staff would be recruited for at least a three-year period. There is also considerable scope for the use of satellite and other information and communication technologies in the delivery of the distance learning programme.

Teachers who are sponsored on the TC distance learning programme should be required to work in primary schools for a minimum of three years.

### **Greater availability and utilisation of learning materials**

It is very important that the textbook-pupil ratio of 1:2 is achieved as soon as possible. The SABUBU project will provide 800,000 sets of the core textbooks over the next four years. Given the availability of textbooks in rural and urban primary schools, this should enable the 1:2 target to be met for the current enrolment of pupils in government-assisted schools. However, for the 2004/05-2006/07 school years, another 1.7 million textbook sets will be required for new enrolments (projected to grow at 5.0 percent per annum) and for replacements (assuming a three-year book life). The SABABU project is paying Le.15400 for a full set of textbooks so the total cost (in 2004 Leone prices) should be in region of Le. 26.18 billion (US\$9.52 million).

Reform of the textbook distribution is a high priority. The Textbook Task Force should be given overall responsibility for textbook distribution right down to the school level, and not to just to the district education offices as is the case at present. Task Force personnel will need to be posted to the districts with a dedicated four-wheel drive pick-up vehicle for each of the 18 inspectorial districts. Total cost: Le.2.0 billion.

It is also important that a start is made in establishing school libraries. Relatively small book collections, initially of around 300 books, should be made available in all schools and kept in good quality storage containers. One teacher in each school should be given responsibility for managing the library, for which she should receive a small allowance (perhaps Le.10000 per month). Total cost Le.6.0 billion.

### **Additional incentives for rural teachers**

The rapid expansion of the TC distance learning programme should help considerably in bridging the qualification divide between rural and urban primary schools. However, additional incentives will still be needed in order to ensure an equitable staffing of the remotest schools. The Remote Area Allowance should therefore be re-introduced for the most difficult-to-staff schools. An additional monthly payment of Le.50,000 would be a strong inducement. Without further research, it is difficult to estimate precisely just how many teaching posts should be eligible for this allowance. However, a reasonable assumption is at least 20 percent of posts should be eligible in which case the total cost will be Le.5.4 billion (US\$ 2.0 million) over the three-year PRSP period.

Good quality teacher houses should also be constructed at hard-to-staff schools. As part of the PRSP, a pilot programme should be implemented as soon as possible, which would target 10 schools in each district (excluding urban and Western Area). Assuming six teachers are employed at each school, the total cost is Le.14.1 billion (US\$5.1 million).

The impact of improved incentives on staffing and learning outcomes will need to be carefully monitored on a regular basis.

### **7.2.4 Junior secondary schooling**

Support for the current policy of meeting the financial costs of girls attending JSS should be a top PRSP priority for secondary education. The total cost of this policy will increase very rapidly as female JSS enrolments increase in the coming years. According to the simulation model, the number of children who will be entitled to JSS education could increase by over 200,000 by 2007/08. There is not enough information available to be able to make robust estimates of the cost of extending the policy to all schools by 2007. However, if girls account for 40 percent of the projected demand for JSS schooling, the total cost in 2006/07 alone would be Le.29.0 billion (US\$10.5 million). A key issue is the high unit cost of the scheme at the moment. Total support per pupil amounts to Le.250,000 per annum, which is generous, given that annual fee for JSS is Le36,000 per annum and the unit cost of secondary education is Le.169,000. In order to be sustainable, therefore, the cost of the current support package should be reduced to at least one-third the current level. If this is done, the total cost would be around Le.15.0 billion (US\$5.45 million) over the PRSP period. Some targeted support should also be considered for boys from particularly disadvantaged backgrounds.

Another top priority for the PRSP is support for science education in secondary schools. Poor quality science education also has serious implications for science and technology training at the post-basic level. A new multi-purpose science laboratory with the basic equipment and materials to deliver both the BECE and WASSCE curricula should be constructed at all existing and new schools. The unit cost of a 40-pupil laboratory with the necessary equipment

and materials is Le. 200 million. Assuming an additional 50 secondary schools are built over the next three years, the total cost for 300 schools will be Le.10.0 billion (US\$3.6 million).

Provision should also be made for JSS teachers to study for the secondary HTC as part of the expanded Distance Learning programme.

### **7.2.5 Non-formal education**

#### **Community primary schools**

The rapid expansion of community primary schools appears to be an effective way of reaching out of school children. The BRAC model has been successfully modified in Sierra Leone, but teachers will have to be paid a small stipend if these schools are to be sustainable. Also, it is important to recognize that attracting children who have already dropped out of school is likely to require very different interventions than for children who have never attended school. The demand for community schooling will depend critically on the extent to which children successfully make the transition to formal primary schools after Class 3. Finally, there is a danger that too rapid expansion of community schools could further dilute the quality of government-assisted schools.

MEST with support from UNICEF has developed a project proposal for a major expansion of community schools. The overall objective is to establish 1,500 new community schools over the next three school years in the expectation that all 375,000 out of school children will be reached. Communities will be provided with building materials for the construction of one-room 'pavilion' schools as well teaching and learning materials. The estimated cost of the project is \$30 million. Given the importance of community schooling in enabling hard-to-reach children access to at least the first three primary school classes, this project should be included in the PRSP.

#### **Adult literacy**

Given very low levels of adult literacy, there is a strong case for expanding rapidly adult literacy programmes throughout the country. The New Education Policy clearly states that 'top priority should be given to adult and non-formal education'. In the Sierra Leone context especially, significantly improving literacy levels is essential for the attainment of ambitious poverty reduction goals.

With the introduction of compulsory education, it is likely that the large majority of the current under-16 population (who comprise 42 percent of the total population) will be literate. Thus, given that one-third of the adult population is already literate, it should be possible to attain the NEP goal of 50 percent adult literacy by 2015. A concerted effort should still be made however to increase the coverage of adult literacy training, especially in the rural areas, where only 10 percent of female adults and 30 percent of male adults (aged 20 or over) have ever been to school. With at least 1.5 million illiterate adults in the

country, a reasonable goal would be to provide literacy training to 100,000 each year so that by 2015 one million more adults will be able to read and write. Developing this training capacity should be a top priority. At the very least therefore, 600-700 full-time adult education teachers should be appointed and posted to chiefdoms throughout the country<sup>17</sup>. Each teacher should have a motorcycle so that they are able to run literacy classes in communities on a regular basis. Effective functional literacy learning methodologies, which are based on established best practice in this area should be adopted.

Adult education teachers should be on the same pay scale as primary school teachers. Pre-service TC courses in adult literacy should be established immediately at the teacher-training colleges. The adult education officers would be based in their own office in each chiefdom. The capital costs of this programme (buildings, furniture, computers and motorbikes) are Le.16.5 billion (US\$6.0 million) and the total recurrent costs for the three-year PRSP period (salaries, training, transport, utilities) are in the region of Le. 11.0 billion (US\$4.0 million).

CREPS is proving to be an effective delivery model for older children who, for whatever reason, have not completed their primary schooling and need to be attracted back into the classroom. However, the unit costs of this kind of programme are relatively high. The total cost of maintaining the CREPS programme at its current level for the PRSP period is Le. Nn billion (US\$nn million).

### **7.2.6 Skills development for the poor**

It is generally accepted that training has a critically important role to play in furnishing the skills that are needed to improve the livelihoods of the poor. It is for this reason that the core definition of 'basic education for all' that emerged from the Jomtien Conference in 1990 covers 'all skills and knowledge that people need if they are to lead a decent life'. Good quality training increases productivity and incomes, and promotes more equitable access to employment opportunities. This is particularly important in the context of post-conflict situations such as in Sierra Leone where disadvantaged youth pose a major threat to social and political stability.

Despite the obvious importance of skills development among the poor, it is noticeable that vocational education and training is not a major component of any of the PRSPs that have been designed and implemented in Africa to date. A major reason for this is that the track record of pro-poor training projects and programmes in most countries is generally considered to be poor. Another closely related issue is that it has been very difficult to re-orient formal, mainly public sector training institutions (and systems as a whole) to serve the needs of poor clienteles. As a result, the social and private rates of return to training for the poor are perceived to be low (although there is little hard evidence to show this), and certainly much lower than investing in primary education. More

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<sup>17</sup> This staffing figure is based on the assumption that each trainer facilitates, on average, two adult learning groups each working day with a total of 30 learners and that learners enroll for one year.

generally, public sector training has been widely criticised as invariably being too top-down and supply-driven with uncompetitive and thus poorly functioning training markets. As a result, most courses are poor quality, high cost, with limited outputs and low placement rates in training-related jobs. While some NGOs have developed innovative skills development models for the urban and rural poor, these are also usually relatively high cost with small numbers of trainees. It has rarely been possible therefore to scale-up these initiatives.

### **A pro-poor training strategy**

The overall objective of a pro-poor training strategy is to ensure that the training needs of the poor are met in an equitable and cost-effective manner. Two main sets of issues have to be addressed namely, overall resource availability and the development of the training system itself. Sufficient resources need to be made available to ensure that purposeful skills development among the poor is given the attention that it deserves. The main functional components of a pro-poor training system are governance and organizational structures, planning, funding, and the actual delivery of training services to targeted groups of the poor and the disadvantaged.

In broad terms, a pro-poor skills development strategy should be based on the following principles:

- In order to improve livelihoods on a sustainable basis, the poor need both improved skills and more resources in the context of an enabling economic environment.
- Government should normally take primary responsibility for funding skills development for the poor, while enterprises and individuals who are able to pay for training should be required to do so
- The planning and funding of skills development activities by the state should be clearly separated from the provision of training services by public sector training institutions. The role of the state is to regulate and fund training while actual training provision should, wherever possible, be contracted out to independent training providers.
- Training services need to be closely integrated with local economic development. Consequently, the main responsibility for the identification of training needs for the poor should be devolved to community-based and other local organizations, which also have control over public resources to meet priority needs.
- Training must be demand-driven, which means that training needs must be clearly articulated and end-users make key decisions about what training services are provided.
- Wherever possible, effective training markets need to be created by establishing a level playing field on which all suppliers, both public and private, can compete
- Training should be delivered by a strongly motivated cadre of high-level personnel who have the skills needed for small enterprise and self-employment promotion
- Business, self-employment and entrepreneurship concepts should be closely integrated into all training activities. It is likely that skills

development will need to be provided as part of a package of other financial and non-financial services, probably as part of national and district networks of services delivery organisations.

- Training activities need to be carefully targeted with respect to particular groups of the poor and their specific skills development needs.

The whole concept of training needs to be reformulated more in terms of purposeful skills development based on a variety of modalities/interventions and not just conventional, formal training courses. In particular, skills development for the poor should be part and parcel of community-based economic and political development. Communities need to be encouraged to mobilize around specific 'development alternatives' that address key political, social and economic constraints.

### **System development**

The challenge in Sierra Leone is to develop a pro-poor training system that can successfully realise the potential of VET to improve the livelihoods of the poor while, at the same time, avoiding the major pitfalls that have undermined skill development programmes and projects for the poor in other countries. The PRSP provides the opportunity to undertake the groundwork necessary for the long-term development of such a system.

First, a national commission should be established in order to review current VET provision and make detailed recommendations about the development of an effective training system for the poor. Resources should be available for action research needed to generate key information on outputs, impacts and resource efficiency and all stakeholders should be extensively consulted. Possible options include the development of Community Education Centres into effective micro and small enterprise development centers. Visits to other countries, both in Africa and elsewhere (especially Colombia and Brazil), would enable commissioners to view at first hand successful training programmes in this area.

Secondly, an interim Skills Development Fund could be set-up, which channels resources to target groups for viable, high-impact training activities based on the above guiding principles. Responsibility for fund management should be put out to competitive tender. SDF resources could be allocated to districts according to specific criteria and managed at this level. In order to be demand-driven, interested individuals and groups along with service delivery partners would submit project proposals, which can cover all types of production and may include partnerships with other types of service provider (micro-finance, business development services, etc). Realistic targets need to be set with respect to the total number of beneficiaries, but at least one-quarter of the economically active poor should have benefited by 2008 if there is to be significant impact on the livelihoods of the poor. The PRSP should contribute at least Le.90 billion (US\$32.7 million) to the SDF.

## **7.3 CROSS CUTTING ISSUES**

### **7.3.1 Gender**

In overall terms, gender enrolment disparities are much less than they were ten years ago mainly because there has been a surge in female enrolments in infant classes since 2000. The key question is therefore what proportions of these girls will progress on to Classes 4, 5, and 6, and then make the transition to junior secondary school. In the past, dropout rates have been higher for girls than boys, but this may not be the case now. Certainly, though, once girls get into their mid-teens there are still strong pressures for them to marry, especially in the rural areas.

The situation needs to be carefully monitored for the next two-three years before any major new gender education interventions are introduced. However, districts where gender enrolment disparities at the primary school level are high should be targeted immediately. This will require intensive sensitization programmes and extra commitment to enforcing compulsory education. Chiefs at all levels, district councilors, school inspectors, area supervisors and head teachers themselves should be encouraged to attend one-day workshops, which discuss the reasons for gender inequalities in schooling (both enrolments and learning outcomes) and the local level strategies that should be devised for redressing these.

A concerted effort should also be made to train more young female teachers. Some countries (including Bangladesh) have introduced female quotas for both training and teaching posts. The experience from other countries is that female teachers in rural schools are powerful role models for girls.

The provision of powerful incentives for parents/guardians to enroll girls in secondary school is usually the most effective way of ensuring that most girls complete primary schooling. It is quite likely therefore that this will also be the case in Sierra Leone. Similar, strongly proactive measures are also needed to redress the persistent and chronic gender enrolment imbalances at USL and the other tertiary education institutions (see below). Gender empowerment in society as a whole depends critically on more women taking up senior professional and management positions in both the public and private sectors.

### **7.3.2 Special needs education**

As a general principle, children with special learning needs should, wherever possible, attend ordinary primary and secondary schools. However, it is important that these children receive appropriate support, where necessary. Every school should therefore assign responsibility for this to one or more teachers and in-service training provided. More severely physically and mentally handicapped children will need to attend specialist schools. An assessment should be made as soon as possible of the numbers of these children and their learning needs. Boarding facilities are urgently needed at the School for the Deaf in Freetown and enrolments at the Blind School should be

significantly increased. The higher unit costs of special needs education should be reflected in the proposed new funding formula.

### **7.3.3 HIV prevention**

UNAIDS reports that the adult HIV prevalence rate in Sierra Leone is 7.0 percent. However, recent sentinel surveillance testing of pregnant women by the US Centre for Disease Control indicates that the rate is closer to one percent. But, even with this much lower level of infection, it is still vital every effort is made to prevent further infection.

To date, the epidemic does not appear to have had any noticeable impact on teaching capacity. The EFA National Action Plan notes that there has been 'no observable deaths from HIV/AIDS among teachers'.

For a number of reasons, most school-based HIV prevention programmes in Africa have been relatively ineffective. In most high HIV prevalence countries, secondary school pupils are now taught the facts about the causes and consequences of the epidemic, although most of them have already acquired this information from the radio and other media. Specific HIV/AIDS topics are integrated and infused into carrier subjects. However, teachers frequently do not teach them, mainly because they lack the appropriate training and many are too embarrassed to do so.

Broad-based life skills education (LSE) does directly address the underlying reasons for high-risk sexual behaviour among young people and, with the right curriculum and properly trained teachers, can successfully impart the knowledge, skills, and attitudes that help children to avoid infection. However, this type of education is rarely found in African schools. Resistance to 'sex education' from parents and religious organizations is a key factor. There is widespread misunderstanding that sex education encourages higher levels of sexual activity among school children.

It is very important that adolescent girls and boys receive good quality life skills education. Research has shown that this is more effective when it is taught before children become sexually active. Given the relatively old age profile of primary school pupils, it should therefore start in Classes 4 or 5. In secondary schools, life skills education should be a separate, examinable subject with its own curriculum. As such, it should be separately timetabled with specially trained teachers. Attractive, youth-friendly learning materials are also essential. Every secondary school should have at least one full-time life skills education teacher and, in primary schools, one teacher should be selected to teach LSE classes to the junior classes. A crash-training programme should be mounted immediately to training both groups of teachers.

A life skills education programme should be mounted as soon as possible. Assistance should be sought from experts with experience in designing and managing school-based life skills education, with a special focus on HIV prevention. Pre-service teacher training in LSE should be offered at one of the teacher training colleges. However, the major challenge is to provide in-service

training to 250 secondary and around 2000 primary school teachers. An accredited, one-year supported distance learning course should be offered. The total cost of the school-based LSE programme is approximately Le.10.0 billion (US\$3.5 million) over the PRSP period.

## **8. POST-BASIC EDUCATION AND TRAINING**

A vibrant, expanding post-basic education and training (PBET) sector is essential for national development in Sierra Leone. Basic education for all is essential, but the role of post-basic education and training in reducing poverty must also be properly recognised. Poverty can only be eliminated with high and sustained rates of economic growth. The graduates of PBET institutions should be spearheading the process of private sector development, which is now expected to be the main source of this economic growth. PBET institutions also provide the bulk of the personnel who are at the front line in the delivery of essential services to the poor (most notably education, health, water, roads, agricultural extension and input provision, policing and security). Consequently, a balanced approach is required that objectively assesses the contribution of each of these areas of human resource development in attaining the key PRSP goals and objectives.

As elsewhere in Africa, the national university in Sierra Leone has been criticised for being elitist, inefficient, and ineffective. As such, university education is now widely seen as promoting inequality and thus aggravating rather than helping to eliminate mass poverty. Universities have been closely linked to what is now regarded as a flawed development model that is strongly urban-biased and only benefits a small fraction of the population. Thus, the challenge for universities and other higher education institutions is to prove that this is no longer the case and that they are delivering, in an efficient and cost-effective manner, the training and research services that are indeed essential for economic growth, poverty reduction, and national development. The PRSP provides an important opportunity for the university and polytechnics, in particular, to fulfill their critically important role in reducing poverty in a sustainable manner.

### **8.1 STRATEGIC ISSUES**

#### **8.1.1 A unified PBET system**

Just as basic education should be a unified system of provision, so too should post-basic education and training. This will be harder to achieve because education and training services at this level are so much more diverse, but this has been one of the major goals of post-16 education reform throughout the world. While some of the current GoSL policy initiatives encourage greater coherence in the PBET sector, there is still a lot that still remains to be. Deciding exactly what further reforms and policy initiatives are desirable will be the responsibility of those tasked with the preparation of the proposed National Education and Training Strategy.

Most post-basic education and training is vocational in nature. It is for this reason that the current, quite rigid, demarcation between TVE and tertiary education institutions should be redefined. The New Education Policy rightly recognises the key importance of technical and vocation training in national development. However, a rather narrow and quite out-dated conception of TVE

is adopted, which tends, if anything, to reinforce rather than reduce the widely perceived inferior status of TVE vis-à-vis academic education. The proposed tri-partite institutional structure of 'centres', 'institutes' and tertiary institutions is based on the traditional conception of a craft-technician-professional occupational structure. The poor articulation between these institutions also needs to be addressed. At present, for example, the polytechnics are defined as being both tertiary and TVE institutions. The challenge is to develop a common framework of skill levels and related qualifications, which a diverse range of training and other specialist service institutions are accredited to offer. Different skills development strategies are needed for priority groups. But there should be a common qualification framework and well-defined pathways for progression. And, as noted earlier, far more attention needs to be given to meeting the training needs of the mass of the labour force who do not go beyond basic education.

### **8.1.2 A national human resources development strategy**

Old fashioned 'national manpower planning' has been largely discredited. Nonetheless, it is crucially important that the overall strategic direction of PBET provision is based on well-conceived human resource development priorities, which provide a clear sense of direction for education and training policy and related resource allocation decisions. Comprehensive information should be collected on all aspects of TVE provision, including the main characteristics of institutional providers, student intakes, basic efficiency parameters (repetition, dropout, outputs, examination pass rates), qualifications, funding, and employment outcomes (including impacts on livelihoods). Only with this kind of information is it possible to understand how graduates of PBET institutions are contributing to economic growth and poverty reduction. Where their skills and knowledge are being poorly utilized, then corrective action must be taken. This work should be contracted out to a research organization with an established track record in this area.

The HRD strategy should embrace a definition of TVE, which cover all areas of skill formation across all sectors. This is in line with the strong global trend towards the increasing sectoralisation of training provision, with resources being concentrated on key growth sectors. In Sierra Leone, these sectors would certainly include mining, fishing, forestry, smallholder and commercial agriculture, agro-processing, financial services, information and computer technology, and telecommunications.

### **8.1.3 Access and equity**

With the expected rapid expansion of basic education over the next five to ten years, the demand for PBET is likely to grow exponentially. However, access to PBET will continue to be restricted for the foreseeable future. Those who can afford to fund their own training should be encouraged to do so, but public funding must concentrate on ensuring that top-priority training needs are met as efficiently and effectively as possible. Ensuring greater gender equality in the PBET sector is another key objective (see below).

#### **8.1.4 TVE reforms**

A fairly standard package of reforms for the TVE sector is being widely implemented in Africa and elsewhere. As noted earlier, this represents a concerted attempt to transform the traditional, public-sector dominated supply-driven system of TVE provision, which is characterised by full-time, high-cost, pre-employment training in a limited range of male-dominated occupations that benefits small numbers of individuals who come mostly from relatively well-off urban households.

The main objectives of these demand-driven reforms focus on the need to promote the productivity of workers who are already employed through mainly enterprise-based training in both the formal and informal sectors, encourage greater private sector participation in the delivery of training services, increase income generation through increased user charges as well as the sale of goods and services by training institutions, and reduced reliance on public sector training institutions. In addition, out-dated training methodologies are replaced by properly accredited competency-based modular training.

The promotion of competitive training markets help to ensure that training services are delivered more efficiently. Service providers also have to demonstrate that newly acquired skills are being productively utilized so that training provision is also effective. For these markets to emerge, the funding and regulation of training activities has to be separated from the actual provision of training services. This requires the complete or quasi-privatisation of public training institutions, which no longer receive assured funding for the (usually monopolistic) provision of training services. It also entails the establishment of a new autonomous public agency, which has a governance structure that facilitates the full participation and control by the principal end users and thus beneficiaries, namely enterprises. Serious consideration should therefore be given to establishing a national skills development agency in Sierra Leone (Skills Sierra Leone), which would managing various funding windows including the Skills Development Fund for poor target groups.

This training reform strategy discourages school-based specialist TVE. It is generally accepted that the secondary school curriculum in all countries, both developed and developing, should have a strong emphasis on the acquisition of pre-vocational knowledge and skills. This is especially the case for core competencies such as computing and business/entrepreneurship. On the demand side, the main problem with implementing this policy in low-income developing countries has been the continuing unpopularity of most TVE subjects among students and parents. And, on the supply side, the generally much higher resource requirements of TVE has meant that major difficulties have been encountered in delivering quality training. Training and retaining sufficient numbers of appropriately qualified and experience instructors has been a challenge that very few countries have been able to meet.

A key problem with more specialist, full-fledged technical secondary schools is that students generally have little interest in vocational training and consequently relatively few end up working in training-related occupations.

Their main motivation for attending these schools is that they have failed to obtain a place in academic schools and these schools are therefore seen as a second best alternative for obtaining the same academic qualifications and thus eligibility for higher education institutions.

### **8.1.5 Training for self-employment**

As elsewhere, the primary focus of PBET should be preparation for skilled (formal sector) employment. However, given the importance that is attached to private sector development, every effort should be made to encourage higher levels of self-employment in viable enterprises. The experience, to date, is that relatively very few graduates from universities and other PBET institutions in Africa have become successful entrepreneurs running their own businesses. A concerted effort should be made therefore to encourage and prepare PBET students to start their own businesses, particularly in growth sectors.

### **8.1.6 Improving efficiency and effectiveness**

A realistic assessment needs to be made of the scope for improving the efficiency of PBET institutions, in particular those that receive the bulk of public resources. On their own, simple comparisons with the unit costs of primary and secondary schools are meaningless because the cost of providing specialist post-basic education and training courses is inevitably much higher. The current average expenditure of \$580 for a USL undergraduate is 40-60 times less than the unit costs of equivalent courses at universities in Northern Europe and the United States.

There may be well quite limited room for manoeuvre with respect to efficiency improvements at many PBET institutions. Given current coping strategies, lecturers and instructors would require sizeable salary increases before they would be prepared to accept higher workloads. Moreover, class sizes are already very large for many courses. Much greater reliance on information and computer technology could, however, significantly reduce staff inputs. The African Virtual University is, for example, expanding its programming to include a wide range of science, technology and social science courses.

Further tracer surveys will enable robust assessments to be made of the overall effectiveness of current provision with respect to employment and other outcomes. MEST is actively considering how to ensure that new graduates work in priority areas of service delivery, particularly for rural clientele. The proposed introduction of a national service scheme for government-funded graduates from all PBET institutions is very important in order to ensure that skilled personnel are deployed to the districts and the rural areas in particular, where the poor are most heavily concentrated. The current situation where doctors and nurses who are trained at great public cost leave the country within a few years of completing their training is quite unacceptable. As suggested earlier, all graduates whose training has been paid for government should be required to work for government for three years. Only on satisfactory completion of this bonded period should the qualification transcripts and certificates be made available.

Another option would be to provide attractive incentives to non-supported PBET graduates to take up hard-to-fill posts by heavily discounting repayments on tuition and subsistence loans, perhaps on a sliding scale in order to encourage graduates to stay longer in these posts.

### **8.1.7 Increased cost recovery**

All PBET institutions should charge variable fees depending on the cost structure and employment outcomes of courses. Good tracer surveys will enable private rates of returns for the main courses to be calculated. Where rates of return are very low, the scope for cost recovery is limited. It will be recalled that enrolments fell when tuition fees were introduced at government-supported training centres in 1992. Unless these courses are providing skills that are essential for poverty reduction, they should be discontinued. At the very least, tuition and other fees should be at least US\$500 per annum.

A student loan scheme run by commercial banks should be introduced for all PBET students. Careful consideration will need to be given to the type of loan scheme. Means-tested loans will be difficult to administer. Income contingent schemes have obvious attractions, but loan repayment through the income tax or social security system can be problematic in low-income developing countries. MEST should review how different loans schemes are working, particularly in the African context.

Income generation through tapping into new training markets should be actively encouraged. The proposed Poverty Reduction Learning Network would provide a major source of income for the universities and other PBETs, while at the same time directly targeting training provision on national poverty reduction objectives (see below). Again, however, the experience from other low-income countries highlights the difficulties faced by technical and vocational education centers in generating additional income from the sale of products and/or services.

Excluding senior secondary schools, around one-quarter of MEST's budget is allocated to PBET. Pressure to reduce this share will undoubtedly increase with the rapid expansion of basic education. However, given the importance of PBET for poverty reduction and economic growth, the budget share of PBET should not be reduced any further.

## **8.2 CAPACITY BUILDING FOR THE PRSP**

The paucity of information on PBET inputs, outputs and impacts makes it difficult at this stage to make sensible recommendations about PRSP priority interventions with regard to this area of education and training provision. It is very likely though that the effective implementation of the PRSP will require a significant increase in PBET activity. It is essential therefore that the proposed human resources development strategy focuses in particular on the attainment of the PRSP goals and objectives. The strategy should systematically assess, sector by sector, the personnel who will be required in order to attain the

poverty reduction targets. This in turn provides the basis for a proper training needs assessment both in relation to new and existing personnel. The strategy must clearly set out the goals and objectives for education and training provision with respect to both the formal sector of the economy and the smallholder agriculture and non-formal sectors.

### **8.2.1 Pre-employment training**

The new personnel that will need to be employed in order to meet the PRSP goals and targets must be properly trained. They must have relevant knowledge and skills as well as appropriate attitudes to serve the poor. The chronic lack of resources means that minimal training standards are difficult, if not impossible, to meet in most PBET institutions in Sierra Leone. Courses are too theoretical, students do not have access to essential learning materials, and most lecturers are poorly trained. Unless therefore corrective measures are taken, the PRSP will not be properly implemented.

A concerted effort is required therefore to improve the quality of high priority pre-employment training courses. Improving the qualification profile of lecturers is a top priority. Staff development programmes are expensive because most lecturers have to study for post-graduate degree courses at overseas universities, but split-site degree programmes are cost-effective and distance-learning opportunities are expanding rapidly.

Apart from education, the other key areas of service provision for poverty reduction are health, water and sanitation, roads, electricity, agriculture and enterprise development. It is essential therefore that pre- and in-service technical training capacity for personnel working in these sectors is considerably strengthened. A minimum of Le.20 billion (US\$7.3 million) needs to be available from the PRSP for this purpose.

### **8.2.2 A Poverty Reduction Learning Network**

A key component of a pro-poor HRD strategy should be the establishment of a national poverty reduction learning network (PRLN). The overall objective of this learning network would be to improve the planning and management capacities of all service delivery providers in the key PRSP sectors, including, education, community development, health, agriculture, security, water, roads and general administration. The planned decentralization of key services to the districts considerably increases the importance of mounting this learning network as soon as possible.

The PRLN would harness the expertise of PBET institutions to provide high quality job-related training that is directly focused on building service delivery capacity for poverty reduction. The main target groups are managers, professionals and support personnel in government ministries and NGO service delivery organisations, as well as political and community leaders, donor personnel, and other interested individuals.

The PRLN curriculum comprises of a range of courses that cover generic and specialist, sector-specific planning and management competencies. All service providers need a wide range of core, generic competencies in order to design and manage the delivery of basic services to poor client groups. Each course comprises of a set of learning modules (probably of around 5-6 per course). The generic courses would focus on poverty analysis and basic planning and management. These would be supplemented by courses on the planning and management services to the poor in specific sectors. For the education sector, for example, courses would cover education policy analysis and planning as well as the management of education systems and institutions.

The courses and learning modules would be accredited by USL and prescribed combinations will lead to certificate, diploma and masters-level qualifications. A network of training organizations would be responsible for delivering the PRLN learning modules. The main learning modalities are conventional, face-to-face training courses/workshops, private study with good quality print and other learning materials, and learning groups.

The PRLN is demand-driven. Organisations and individuals decide on the courses and learning modules they wish to study for and training organizations (in both the private and public sector) bid to provide the necessary learning support. In the education sector, for example, perhaps 30-40 managers and professional at head office and district levels would be studying for generic and specialist learning modules at any one time along with personnel from NGOs, international agencies (UNICEF), and other individuals working in the education sector. The PRLN would be managed by a full-time national coordinator with a small support staff, probably based at one of the USL colleges.

The PRSP would fund the establishment of the PRLN as well as meet the learning needs of core groups of public sector and NGO personnel in each sector over the next three years. This would be an important source of income for USL and other training organizations.

The total costs of establishing a PRLN for the main areas of service for poverty reduction (local government, education, health, rural infrastructure, agriculture, enterprise development) is Le.50 billion (US\$10.9 million) over the initial three-year PRSP period.

### **8.2.3 Developing institutional partnerships**

The training and research capacity of the university and polytechnics needs to be strengthened very significantly in PRSP priority areas, including the PRLN. One of the most effective ways of achieving this is through the development of strong institutional partnerships with suitable overseas universities and other relevant organizations. These partnerships can be linked to staff development programmes and overseas lecturers should assist with course teaching and undertake collaborative research. Partner institutions could also provide expertise for the development of the PRLN generic and specialist course curriculum.

#### **8.2.4 Gender**

Gender enrolment disparities in PBET institutions should be directly targeted as part of the PRSP. Targets need to be established for each of the main PBET institutions. For USL, a reasonable goal would be to increase the share of female students to 35 percent by 2007 and 50 percent by 2010. A package of interventions will be required including lowering entrance standards, quotas with respect to enrolments and government bursaries, additional learning support (both prior to formal admission and once enrolled), and financial support for women from poor households.

## **Annex A: Goals and objectives of PRSP Pillar III 'Promoting human development'**

### **Education Sector Reviews Poverty Reduction Strategic Paper, Sierra Leone STATUS REPORT April 16 – May 31, 2004**

#### **Introduction**

This status update covers the six-week period between April 16 and May 31, 2004. During the period the sector review team participated in a number of consultation meetings with PASCO and various stakeholders involved in the PRSP development process.

#### **Key Activities/Achievement**

- Meeting with DFID – BC Deputy Director and the Sector Review Co-ordinator on April 16 met with Emma Morley, DFID Social development Advisor, to discuss progress made so far on the reviews. At the meeting Emma made it known that Mary Mckeown, an international consultant, has been contracted to put together the PPA report which may be ready by May/June.
- On April 30 the BC consultants together with the Sector Review Co-ordinator attended a meeting at PASCO where a set of Pillars developed by PASCO were shared and discussed and May 10/11 slated for a workshop to further discuss the Pillars. The workshop will bring together all major stakeholders including government officials, representatives of NGOs, Civil Society and the public. A follow up planning meeting was again held on May 03 to further flush out the Pillars.

Also at the meeting a tentative plan for the district level consultations was discussed and agreed. The district consultations commenced immediately after the local council elections on May 24 starting with the Southern region and ending in the western area on June 07, 2004.

PASCO hinted that the PPA and FGD reports will be made available by mid June while at about the same time the HIES will have been completed by Statistics Sierra Leone. All these and other reports are expected to feed into the review reports, which will be revised by mid June for final submission of second drafts on June 30.

- May 10 and 11 Workshop – All consultants and the Sector Review Co-ordinator actively participated in a two-day workshop organised by PASCO to discuss and finalise the Pillars. It is expected the Pillars will be used as reference material in the planned district consultations.
- International Consultants' visit – Andy O'Connell (Health Consultant) arrived May 06 to work with the national consultants to produce a second draft of the health sector review report. During his stay he met with a few

stakeholders in health who suggested comments for improvement of the report.

Paul Bennell, Team Leader and Education Consultant, arrived May 10 to work with the national consultants to revise and produce a second draft of the education report. During Paul's stay the education sector working group held a very successful meeting where comments and suggestions for improvement of the report were discussed.

Anne Thomson (Agriculture consultant) arrived on May 24 to assist in producing the second draft of the agriculture report. During her visit Anne met with a number of stakeholders and succeeded in getting comments from a few which are now been incorporated into the report.

- Sector Working Groups Meetings – The education sector working group met to deliberate on the draft report and to offer comments and suggestions for improvement.

A tentative plan indicates the agriculture group will meet first week in June when Anne Thomson, the international consultant, is in country to prepare the final draft report. Up till the time Anne left on June 07 the group had not met.

The health group met in mid May to revise the report and to offer comments and suggestions for improvement.

- PPAs & FGDs – As at the time of writing this update the PPA report is still pending with a deadline of June 15 given by PASCO as the final submission date. The FGD report is also not yet ready as at end of May.
- Household Income and Expenditure Surveys (HIES) – the second six-month report and data will be ready by mid June courtesy of central statistics Sierra Leone.
- The BC contracted tracer survey of 200 past FBC graduates (to determine their activity/employment status after graduation) was completed and a report submitted to Dr. Paul Bennell (Team Leader). The findings will be incorporated into the second draft education report.

## **Challenges/Issues**

- With an agreed deadline of June 30, 2004 as the date for the submission of final drafts it will be of utmost importance if the long awaited PPA and FGD reports are quickly made available for incorporation into the three sector reports. In the same vein it will also be useful if Statistics Sierra Leone quickly avail the consultants with all relevant HIES data.
- The very lukewarm response from stakeholders (who were given copies of the reports and asked to feedback comments) is a little worrying as this may not augur well for the PRSP process.

## **Schedule of Activities – June**

<b>Planned Activity</b>	<b>By When</b>
District consultations in Port Loko & Kambia	June 1 & 2
District consultations in Western Urban & Rural	June 7
PPA & FGD reports available for use by consultants	June 15
HIES Data available – 12 month cycle	June 15
Revision of Review Reports	Mid to End June
Submission of Final Drafts	June 30
End of BC engagement on the Reviews	June 30

### **Prepared by:**

Alie Mansaray (Sector Review Co-ordinator - British Council SL)

Report circulated to:

DFID, PASCO,

BC Manchester, and to all BC Consultants

## **Annex B: List of people interviewed by the Review Team**

### **Ministry of Education, Science and Technology**

Director General	Mr. W.A. Taylor – Professional
Dep. Dir. General	Mr. A. Jalloh – Professional
Director	Mr. M.B. Lahai – Tertiary
Dep. Director	Mrs. Musu Gorvie – Tertiary
Dep. Director	Mr. Senesie Kuyateh Science
Director Programmes	Ms. Edna Jones
Personnel Manager	Mrs. Georgiana Leigh
Director Higher Education	Mr. Gabriel Sellu
Director Monitoring & Logistic	Mr Robert Bangura
Executive Secretary Basic Education Commission	
Deputy Director Curriculum	Mr. Festus Seiwoh
Deputy Director Non Formal	Mr. Ansu Momoh
Deputy Director Physical Education	Mrs. Olive Musa
Director Tech/Voc Directorate	Mr. Thomas Vamboi
Director Inspectorate	Mr. Godwin Samba
Deputy Director Secondary Inspectorate	Mr. Dixon Rogers
Deputy Director Inspectorate	Mr. S.B. Labor
Project Director – SABABU	Mrs. L. Ngougou (Deceased)
Senior Project Officer	Mrs. Yvonne Gibril
Director Planning	Dr. A.C.T. Dupigny
Dep. Director Educational Facilities	Mr. M.A. Renner
Deputy Director Textbook Distribution	Mr. F.M. Elliot
Deputy Director Home Economics	Mr. W.S. Pessima
Deputy Director, Guidance Counselling	Mrs. Elizabeth Dumbuya
Deputy Director, Gender	Ms. Maybelle Gamanga
Deputy Director, Pre- Primary	Mrs. Gloria Johnson
Islamic Development Bank Project	Mr. Tom Navo
	Dr. Alhaji A. Sesay

### **Education and training institutions**

Mr. M. A. Jalloh, Director (NCTVA) National Commission for Technical/Vocational and other Awards  
Joseph Cole, Principal, Government Technical Institute-Kissy  
Dr. Dalton F. Faulkner, Executive Secretary, Tertiary Education Council  
Mr Sourie, Freetown Teachers College  
Deputy Principal, Makeni Teachers College  
Prof. Jonas Redwood-Sawyerr, Principal, Fourah Bay College  
Prof. Edward R. Rhodes, Dean, Faculty of Agriculture, Njala University College  
Mr James, Principal, National Nursing College  
Dr Gordon Harris, Principal, COMAHS  
Ms Christiana Thorpe, FAWE Founding Chair

### **Other ministries/public organisation**

Mahmood Jimbo, Technical Director, National Power Authority  
Mohamed A. Kabba, National Sports Council  
Cyprian Kamaray, Director of Budget, Ministry of Finance  
H. Borbor Sama Kandeh, Chief Statistician, Statistics Sierra Leone  
Foday Mannah, General Manager, National Power Authority  
Justin Musa, Director-General, Sierra Leone Water Company  
Roads  
Director, West African Examinations Council  
Patrick Tarawalli, Deputy General Manager, National Power Authority

### **Faith-based educational agencies**

Rev. Fr. Moses Kailie	- Roman Catholic Mission
Mr. J. M. Kamara	- Baptist Convention Mission Sierra Leone
Mr. I.G.M. Coker	- Ahmadiyya Muslim Mission
Mr. Thomas S. Braima	- Methodist Conference Mission
Mr. P. Julius Fisher	- West Africa Methodist Mission
Rev. L.B. Rogers- Wright	- Anglican Diocese of Freetown

### **NGOs**

Mike Flood, Powerful Information  
Joseph Mansaray, Caritas Makeni Project Office  
Miriam Murray, Education Programme Officer, PLAN International  
Cordelia Pratt, Admin Coordinator, International Rescue Committee  
Nancy Smart, Norwegian Refugee Council  
Nicholas Webber, Director, CARE International  
Leslie Scott, Country Director, World Vision  
Sam Musa, Director, Actionaid, Director,  
Davidson O. Jonah, National Director, Christian Children's Fund

### **Other organizations and individuals**

David Carew, Managing Director, KPMG  
Geoffrey Greenwell, Consultant, Statistics Sierra Leone  
Davidson A. Kuyateh, Secretary General, Sierra Leone Teachers Union

### **International and donor organizations**

Ikem Chigine, UNICEF  
Felix Gomez, World Food Programme  
Emma Morley, UK Department for International Development  
James Sackey, World Bank

## Annex C: Key documentation

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Annex P. Education Technical Nets Macro-economic and Sectoral Approach Vol 2

Annex L. Rural Poverty, Technical Nets.

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## Annex D: Additional tables

**Annex table 1: Percentage incidence of income poverty and food poverty by district, 2003**

Incidence	Kailahu n	Kenema	Kono	Bombali	Kambia	Koinadugu	Port Loko
Poverty	84	76	69	79	66	74	75
Food poverty	78	76	63	84	46	62	59

Incidence	Tonkolil i	Western	Bo	Bonthe	Moyamba	Pujehun	Overall
Poverty	88	5	62	84	50	45	66
Food poverty	68	21	59	88	41	28	59

Source: SLIHS

**Annex table 2: Primary school teachers on the payroll**

DISRICT	Teachers ('000)			Mean salary (LE.'000/ month)	Salary bill (LE. m/month)
	DRC	Payroll	% payroll		
Bo	3.17	2.49	79	140	350
Bonthe	1.16	1.26	109	142	179
Moyamba	0.5	0.58	116	134	78
Pujehun	1.17	0.82	70	146	120
Kambia	0.53	0.54	102	115	62
Kenema	1.83	1.94	106	136	264
Koinadugu	0.68	0.46	68	111	51
Kono	0.96	0.56	58	139	78
Moyamba	1.57	1.27	81	125	159
Port Loko	1.49	1.53	103	133	203
Pujehun	0.52	0.49	94	118	58
Tonkolili	1.44	1.35	94	116	157
Western Area	4.71	3.4	72	164	559
<b>ALL</b>	<b>19.71</b>	<b>16.8</b>	<b>85</b>	<b>138</b>	<b>2318</b>

Source: MEST, Ministry of Finance

**Annex table 3: Enrolments in government and faith-based schools by urban and rural location, 2003 (rounded percentages)**

		PRIMARY			JSS			SSS		
		Female	Male	All	Female	Male	All	Female	Male	All
<b>GOVERNMENT</b>	Urban	35	35	35	45	41	42	53	52	52
	Rural	30	36	33	36	40	39	29	35	32
<b>FAITH-BASED</b>	Urban	57	57	57	51	56	54	37	44	42
	Rural	65	58	61	65	58	60	59	55	56

Source: SLIHS

**Annex table 4: Gross and net enrolment rates for primary schooling by region  
(percentages rounded)**

	SOUTH		EAST		NORTH		WESTERN AREA		ALL	
	GER	NER	GER	NER	GER	NER	GER	NER	GER	NER
<b>FEMALE</b>	115	73	127	79	108	69	128	87	117	
<b>MALE</b>	117	71	138	73	122	68	143	88	127	

Source: SLIHS

**Annex table 5: Age distribution of primary school pupils by region, 2003  
(percentage of total enrolments, rounded)**

AGE		SOUTH	EAST	NORTH	WESTERN
<b>Less than 5</b>	Female	5	7	5	5
	Male	7	5	4	4
<b>6 to 11</b>	Female	64	57	64	68
	Male	61	53	56	61
<b>12 to 15</b>	Female	25	22	27	25
	Male	23	28	31	31
<b>15&gt;</b>	Female	6	9	4	2
	Male	7	14	9	3

Source: SLIHS

**Annex table 6: Gross and net enrolment rates for primary and secondary schooling by household consumption quintile (percentages rounded)**

**GROSS ENROLMENT RATES**

	1	2	3	4	5
PRIMARY	107				118
JSS	30	38	40	57	82
SSS	14	19	21	50	89

**NET ENROLMENT RATES**

	1	2	3	4	5
PRIMARY					
JSS	10	8	7	11	20
SSS	13	18	18	23	38

Source: SLIHS

**Annex table 7: Percentages of 5-17 and 18 and above populations who have never been to school, 2003.**

	Kailahu n	Kenema	Kono	Bombali	Kambia	Koinad ugu	Port Loko
<b>Male</b>							
18 and over	58	68	66	58	72	79	69
5 to 17	20	37	26	26	35	43	35
Difference	37	31	40	32	37	36	34
<b>Female</b>							
18 and over	77	83	83	82	90	92	86
5 to 17	28	41	37	43	54	52	50
Difference	50	42	46	39	36	40	37

	Tonkolili n	Western	Bo	Bonthe	Moyamba	Pujehu n
<b>Male</b>						
18 and over	74	18	61	60	65	64
5 to 17	45	8	32	33	30	41
Difference	29	10	29	27	35	23
<b>Female</b>						
18 and over	88	32	76	75	82	83
5 to 17	54	14	40	29	30	43
Difference	33	17	36	46	52	40

Source: SLIHS, 2003

**Annex table 8: Primary school completion rates by age group and location (percentages rounded)**

AGE	URBAN		RURAL	
	Female	Male	Female	Male
10 to 14	15 (69)	17 (74)	5 (63)	4 (69)
15 to 19	54 (21)	57 (26)	11 (23)	16 (43)
20 to 29	40 (14)	64 (11)	7 (5)	17 (12)
30 to 39	33 (6)	57 (9)	4 (3)	19 (7)

Notes: Figures in parentheses are percentage of age group still enrolled in primary school

Source: SLIHS

**Annex table 9: Mean travel time to school by location and district (minutes rounded)**

<b>DISRICT</b>	<b>URBAN</b>	<b>RURAL</b>	<b>PRIMAR Y</b>	<b>JSS</b>	<b>SSS</b>
Bo	69	64	65	74	75
Bonthe	39	55	38	27	36
Moyamba	44	58	54	50	62
Pujehun	84	112	113	79	39
Kailahun	60	68	63	67	127
Kenema	37	39	34	75	48
Kono	39	42	38	60	52
Bombali	62	57	57	67	44
Kambia	40	60	53	67	86
Koinadugu	46	56	47	66	81
Port Loko	31	69	55	57	48
Tonkolili	17	42	34	23	44
Western Area	71		54	71	99
<b>ALL</b>	<b>52</b>	<b>61</b>	<b>63</b>	<b>75</b>	<b>55</b>

Source:  
SLIHS

**Annex table 10: Travel time to school by household consumption quintile, 2003 (mean minutes, rounded)**

	<b>QUINTILE</b>				
	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
URBAN	30	46	39	57	71
RURAL	54	55	63	72	77

Source:  
SLIHS

**Annex table 11 : Agreement rates by pupils, teachers and parents to prepared statements**

STATEMENT	Pupils		Teac hers	Parent s
	Boy	Girl		
Teachers do not beat children	15	27		25
Teachers do not nag children in class	40	43		
Teachers come to school on time	87	92	93	88
Teachers do not favour some pupils more than others	60	86	67	50
Teachers are not often absent from school	100	93	27	
Teachers do not favour boys more than girls	87	86	87	
Teachers do not get pupils do private jobs for them	53	36		
School has enough desks and chairs	20	21		
School has enough textbooks	0	0	0	0
Lessons are not boring/interesting	93	86	87	100
Pupils do not pick on other pupils/no bullying	53	57	60	88
School does not start too early	47	57		
School does not finish too late	60	57		
School is not too far away from pupils' homes	53	64		25
Parents are interested in school	93	93		
Parents do attend school meetings	60	57	80	100
School is properly looked after	80	79	60	63
Toilets are not smelly/adequate	20	21	7	0
School food is liked/adequate	75	63	13	16
Pupils are able to talk to teachers when have problems	53	50	100	62
There is not too much homework	7	7		
It does not cost too much to come to school	67	64	87	50
Teachers encourage pupils to learn	100	93		
Teachers are good at explaining	93	93		
Teachers do not spend too much time writing on blackboard	20	7		
Pupils like school	100	100		100
Pupils do not come to school hungry	7	7	0	12
Headteacher is not lazy/hardworking	80	86	100	
<b>Additional statements for teachers and/or parents</b>				
Teachers and parents work well together			73	100
Headteacher works well with teachers			100	100
Headteacher regularly observes			100	

classes		
Administrative matters are dealt with efficiently	93	
Teachers are effectively disciplined	100	63
Headteacher leads by example	93	88
Headteacher deals with teachers' problems effectively	67	
Adequate pupil participation in most classes	80	
Headteacher is competent	93	
Most teachers are competent	87	100
Adequate opportunities for in-service training	13	
Salaries are adequate	0	
Teacher housing is adequate	0	
Teachers are respected by parents	73	
Pupils respect teachers	80	100
Teachers are well managed	47	88
Teachers participate actively in decision making	93	
Teachers work hard	100	100
Teachers are paid on time	13	
Copies of the teaching syllabus are available	33	
Teachers utilize class time effectively	93	
Teachers make use of local resources in their lessons	87	
Science is taught well	27	
Maths is taught well	67	
English is taught well	80	
Satisfied with school examination results	87	100
Teachers prepare lessons properly	87	
School inspectors visit regularly	47	
Classrooms are adequate	27	12
Parents respect teachers		100
Parents satisfied with pupil behaviour		75
Money collected from parents is spent properly		88
Parents feel welcome at school		75
Parents are properly informed about CTA meetings		75
The government is doing enough to support the school		0

**Annex table 12: Median household expenditure on education by consumption quintile, 2003 (LE. '000 rounded)**

Item	QUINTILE					Mean
	1	2	3	4	5	
School fees	1	0.5	1	3	35	41
Teachers	2	2	3	5	4	8
Uniforms	16	20	21	29	41	42
Books	4	7	6	10	55	45
Transport	na	na	na	na	na	20
Room	na	na	na	na	na	28
Extra activities	0	2	1	5	39	32
Other	0	1	1	0	2	16
Total	23	32	33	52	176	

Source:  
SLIHS

**Annex table 13: Marital status by age group (percentages rounded)**

AGE	Female	Male
10 to 14	11	8
15 to 19	46	12
20 to 24	76	31

Source:SLIHS

**Annex table 14: Parental status of children (under 18)  
(percentages)**

Parent status	EAST	NORTH	WEST	SOUTH
Both deceased	2.9	2.1	1.8	2
Father deceased	10.4	9.9	8.2	7.9
Mother deceased	2.8	3.1	2.7	3.3
Total	16.6	15.1	12.7	13.2

Source: SLIHS

**Annex table 15: Repetition rates at Rapid Survey  
schools, 2004  
(percentages  
rounded)**

CLASS	Female	Male
1	18	19
2	19	21
3	19	17
4	16	12
5	9	9
6	5	3

Source: Rapid Survey of Primary Schools

**Annex table 16: Secondary school enrolments by class, 1992/93-2003/04 ('000  
rounded)**

	JSS1	JSS2	JSS3	TOTAL JSS	SSS1	SSS2	SSS3	TOTALS SS	TOTAL
1992/93									58
1999/00									95
2000/01	31	26	25	82	10	9	8	27	108
2001/02	30	23	20	73	8	8	6	22	95
2002/03									114
2003/04									136

Source: MEST

Table 17: Projected primary and JSS enrolments and total recurrent costs

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
<b>PRIMARY EDUCATION</b>													
Projected enrolments ('000)	1160	1286	1366	1395	1407	1418	1398	1366	1325	1302	1315	1343	1374
Unit cost (L.'000/pupil)	43.5	43.5	43.5	43.5	43.5	43.5	43.5	43.5	43.5	43.5	43.5	43.5	43.5
<b>TOTAL RECURRENT COST (L.million)</b>	<b>50460</b>	<b>55941</b>	<b>59421</b>	<b>60682.5</b>	<b>61204.5</b>	<b>61683</b>	<b>60813</b>	<b>59421</b>	<b>57637.5</b>	<b>56637</b>	<b>57202.5</b>	<b>58420.5</b>	<b>59769</b>
<b>JUNIOR SECONDARY EDUCATION</b>													
Projected enrolments ('000)	125	150	210	290	354	436	515	591	621	603	555	516	509
Unit cost (L.'000/pupil)	169	169	169	169	169	169	169	169	169	169	169	169	169
<b>TOTAL RECURRENT COST (L.million)</b>	<b>21125</b>	<b>25350</b>	<b>35490</b>	<b>49010</b>	<b>59826</b>	<b>73684</b>	<b>87035</b>	<b>99879</b>	<b>104949</b>	<b>101907</b>	<b>93795</b>	<b>87204</b>	<b>86021</b>
<b>PRIMARY IMPROVEMENTS</b>													
<b>Class size</b>													
Target student-teacher ratio 45:1	60	56	52	48	45	45	45	45	45	45	45	45	45
Unit teacher salary (L.'000/year)	1661	1661	1661	1661	1661	1661	1661	1661	1661	1661	1661	1661	1661
Additional teacher salary (L.million)	0	1,531	3,502	5,812	7,816	7,878	7,767	7,589	7,361	7,233	7,306	7,461	7,633
<b>Learning support</b>													
Fee subsidy (L'000/year/pupil)	6	7	8	9	12	11	12	12	12	12	12	12	12
Additional fee subsidy ( L. million)	0	1286	2732	4185	8442	8508	8388	8196	7950	7812	7890	8058	8244
<b>TOTAL RECURRENT COST PRIMARY EDUCATION (L.million)</b>	<b>50460</b>	<b>58758</b>	<b>65655</b>	<b>70680</b>	<b>77463</b>	<b>78069</b>	<b>76968</b>	<b>75206</b>	<b>72949</b>	<b>71682</b>	<b>72398</b>	<b>73940</b>	<b>75646</b>
<b>JUNIOR SECONDARY IMPROVEMENTS</b>													
<b>Class size</b>													
Target student-teacher ratio 30:1	27	27	28	29	30	30	30	30	30	30	30	30	30
Unit teacher salary (L'000/year)	2688	2688	2688	2688	2688	2688	2688	2688	2688	2688	2688	2688	2688
Teacher salary bill savings (L.million)	0	0	-278	-741	-1311	-1615	-1907	-2189	-2300	-2233	-2056	-1911	-1885
<b>Learning support</b>													
Fee subsidy (L.'000)	15	20	25	35	45	55	55	55	55	55	55	55	55
Additional fee subsidy (L.million)	0	75	2100	5800	10620	17440	20600	23640	24840	21120	22200	20640	20360
<b>TOTAL RECURRENT COST JUNIOR SECONDARY EDUCATION (L.million)</b>	<b>21125</b>	<b>25425</b>	<b>37312</b>	<b>54069</b>	<b>69135</b>	<b>89509</b>	<b>105728</b>	<b>121330</b>	<b>127489</b>	<b>120794</b>	<b>113939</b>	<b>105933</b>	<b>104496</b>
<b>TOTAL RECURRENT COST BASIC EDUCATION(L.million)</b>	<b>71,585</b>	<b>84,183</b>	<b>102,967</b>	<b>124,749</b>	<b>146,598</b>	<b>167,578</b>	<b>182,696</b>	<b>196,536</b>	<b>200,438</b>	<b>192,476</b>	<b>186,337</b>	<b>179,873</b>	<b>180,142</b>

**Annex table 17: NPSE candidates by region, 2001-2003 ('000)**

Year	NORTH		EAST		SOUTH		WESTERN		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
2001	1.5	0.7	2.7	0.8	3.5	1.9	8.4	6.6	16.1	10
2002	4.8	1.8	2.6	0.9	4.6	2.5	9.6	7.8	21.6	13
2003	7.5	2.9	5	2.1	6.4	3.3	10.9	8.8	29.8	17.1

Source: WAEC

**Annex table 17: Primary and secondary enrolments and teachers by district**

**PRIMARY**

	PUPILS			TEACHERS				Pupil-teacher ratio
	Number schools	Total enrolment	Mean enrols/school	Qualified	Unqualified	Total	% qualified	
Bo	338	101	299	1006	516	1522	66	66
Bonthe I	91	20	220	126	255	381	33	52
Bonthe II	72	143	1986	181	59	240	75	596
Moyamba	340	80	235	762	650	1412	54	57
Pujehun	167	29	174	474	158	632	75	46
Sub-total	1008	245	243	2549	1638	4187	61	59
Bombabli	290	100	345	1091	689	1780	61	56
Kambia	186	51	274	548	321	869	63	59
Koinadugu	130	36	277	236	384	620	38	58
Tonkolili I	169	47	278	280	546	826	34	57
Tonkolili II	148	36	243	148	476	624	24	58
Port Loko I	240	64	267	401	593	994	40	64
Port Loko II	97	28	289	420	287	707	59	40
Sub-total	1260	360	286	3124	3296	6420	49	56
Kenema	352	102	290	1210	868	2078	58	49
Kailahun	200	52	260	756	251	1007	75	52
Kono	179	32	179	310	220	530	58	60
Sub-total	731	185	253	2276	1339	3615	63	51
Western-Urban East	245	108	441	1049	314	1363	77	79
Western-Urban West	114	24	211	868	277	1145	76	21
Western-Rural	119	45	378	590	291	881	67	51
Sub-total	478	177	370	2507	882	3389	74	52
<b>TOTAL</b>	<b>3477</b>	<b>967</b>	<b>278</b>	<b>10456</b>	<b>7155</b>	<b>17611</b>	<b>59</b>	<b>55</b>

**SECONDARY**

	PUPILS			TEACHERS				
	Number schools	Total enrolment	Mean enrols/school	Teachers		Total	% qualified	Pupil-teacher ratio
				Qualified	Unqualified			
Bo	28	13	464	564	76	640	88	20
Bonthe I	3	2	667	50	15	65	77	31
Bonthe II	3	1	333	20	16	36	56	28
Moyamba	18	4	222	221	35	256	86	16
Pujehun	6	2	333	34	31	65	52	31
Sub-total	58	22	379	889	173	1062	84	21
Bombabli	21	7	333	308	80	388	79	18
Kambia	12	3	250	123	17	140	88	21
Koinadugu	6	1	167	39	20	59	66	17
Tonkolili I	10	5	500	26	124	150	17	33
Tonkolili II	5	2	400	59	39	98	60	20
Port Loko I	12	5	417	172	40	212	81	24
Port Loko II	8	4	500	103	45	148	70	27
Sub-total	74	27	365	830	365	1195	69	23
Kenema	23	11	478	409	39	448	91	25
Kailahun	18	4	222	140	50	190	74	21
Kono	16	3	188	164	60	224	73	13
Sub-total	57	18	316	713	149	862	83	21
Western-Urban East	35	27	771	1118	200	1318	85	20
Western-Urban West	24	17	708	515	104	619	83	27
Western-Rural	10	3	300	200	69	269	74	11
Sub-total	69	47	681	1833	373	2206	83	21
<b>TOTAL</b>	<b>258</b>	<b>114</b>	<b>442</b>	<b>4265</b>	<b>1060</b>	<b>5325</b>	<b>80</b>	<b>21</b>

Source: MEST

**Annex table 18: Adult literacy centre enrolments by region, 2002**

	<b>SOUTH</b>	<b>EAST</b>	<b>NORTH</b>	<b>WEST</b>	<b>TOTAL</b>
Female	780	540	910	1060	3290
Male	1490	1080	640	1550	4760
Total	2270	1620	1550	2610	8050
No. centres	65	60	76	63	264

Source: MEST

**Annex table 19: Enrolments at tertiary education institutions, 1993/94-2003/04**

	<b>1993/94</b>	<b>1999/00</b>	<b>2001/02</b>	<b>2002/03</b>	<b>2003/04</b>
<b>University of Sierra Leone</b>					
Fourah Bay College	1576	1800	2055	2202	2474
Njala University College	988	1100	1500	1774	2069
COMAHS	91	160	105	312	345
IPAM	357	328	412	777	872
<b>Sub-total</b>	<b>3012</b>	<b>3388</b>	<b>4072</b>	<b>5065</b>	<b>5760</b>
<b>Other institutions</b>					
Milton Margai CET	709	753	1050	3227	3671
Eastern Polytechnic	316	475	1010	1135	1335
Makeni Polytechnic	558	390	780	912	879
Bunumbu Teachers College	522	496	829	908	813
Port Loko Teachers College	494	498	805	780	865
Freetown Teachers College	346	429	870	1572	2212
<b>Sub-total</b>	<b>2945</b>	<b>3041</b>	<b>5344</b>	<b>8534</b>	<b>9775</b>
<b>TOTAL</b>	<b>5957</b>	<b>6429</b>	<b>9416</b>	<b>13599</b>	<b>15535</b>

Source: MEST and TEC

**Annex table 20: NPSE candidates by region, 2001-2003 ('000)**

Year	NORTH		EAST		SOUTH		WESTERN		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
2001	1.5	0.7	2.7	0.8	3.5	1.9	8.4	6.6	16.1	10
2002	4.8	1.8	2.6	0.9	4.6	2.5	9.6	7.8	21.6	13
2003	7.5	2.9	5	2.1	6.4	3.3	10.9	8.8	29.8	17.1

Source: WAEC

Annex table 21: Current employment and other activities of Fourah Bay College graduates, 1993/94 and 1999/2000 (percentages rounded)

DEGREE SUBJECT	Government Ministries	Other public	Teaching	Total public	NGO/donors	Private sector	Self-employment	Total non-state	Studying SL	Studying overseas	Overseas other	Total overseas	Unemployed	Deceased	Not known
<b>1993/94</b>															
ARTS	8	20	20	48	12	0	0	12	8	8	12	20	4	4	4
SOCIAL SCIENCE AND LAW	8	48	4	60	24	4	4	32	0	0	4	4	4	0	0
ENGINEERING	0	36	8	44	12	12	0	24	4	0	28	28	0	0	0
<b>1999/00</b>															
ARTS	24	4	28	56	12	8	0	20	8	0	0	0	0	8	8
SOCIAL SCIENCE	24	20	8	52	8	16	0	24	0	8	8	16	8	0	0
ENGINEERING	0	28	0	28	8	44	0	52	0	8	12	20	0	0	0
SCIENCE	4	12	36	52	8	16	0	24	8	4	12	16	0	0	0
<b>Overall percentage</b>	<b>9.7</b>	<b>24</b>	<b>14.8</b>	<b>48.5</b>	<b>13</b>	<b>14.3</b>	<b>0.6</b>	<b>27.9</b>	<b>4</b>	<b>4</b>	<b>10.9</b>	<b>14.9</b>	<b>2.3</b>	<b>1.7</b>	<b>1.7</b>

Source:  
FBC tracer  
survey,  
April 2004

**Annex table 22: Proposed meals for the school feeding programme**

Meal 1

Item	Ration	Kcal	Protein (g)	Cost (Le.)
Parboiled rice	100	354	8	145
Beans	30	102	7	61
Palmoil	19	172		52
Iodised salt	5			7
<b>Total</b>		<b>628</b>		<b>265</b>

Meal 2

Item	Ration	Kcal	Protein (g)	Cost (Le.)
Cassava	330	359	2.1	182
Dried fish	64	198	40	233
Palmoil	10	90		27
Iodised salt	5			7
<b>Total</b>		<b>647</b>		<b>449</b>

Meal 3

Item	Ration	Kcal	Protein (g)	Cost (Le.)
Parboiled rice	100	354	8	145
Dried fish	32	99	20	117
Palmoil	10	90		27
Ground nut	26	86	4	78
Iodised salt	5			7
<b>Total</b>		<b>629</b>		<b>374</b>