



Enhancing Transparency and Accountability in the Education Sector of Sierra Leone
Workshop Report

April, 7th-9th, 2008

Venue: Mamba Point Guest House, Freetown, Sierra Leone

1) INTRODUCTION

The workshop focused on strategies to address challenges (concerning transparency and accountability) faced by Sierra Leone in its education sector. The initiative was jointly organized by the U4 Anti-corruption Resource Centre (U4), GTZ-Sierra Leone, DfID-Sierra Leone, the Sierra Leone Anti-Corruption Commission (ACC-SL) and the Sierra Leone Ministry of Education, Youth and Sports (MEYS). The UNESCO International Institute for Educational Planning (IIEP) was invited to provide international experience with regard to the topic of the workshop, i.e. “Enhancing transparency and accountability in the education sector of Sierra Leone” and to lead various sessions of the three day workshop in Freetown. There were approximately 37 participants present (participants list in *Annex*).

Abdul Tejan-Cole, the Commissioner of ACC-SL, opened the workshop. In his speech, he emphasized the need to hold stakeholders to account in ensuring the delivery of the right to education in the country. He was followed by Geert Cappelaere, the representative of UNICEF in Sierra Leone, who acknowledged the challenges still being faced by the sector, but also drew attention to progress that has been achieved so far, amidst the end of the war and the subsequent reconstruction efforts. The Minister of Education, Youth and Sports, Dr. Minkailu Bah, also gave an opening speech. He reminded participants that curbing corruption in education requires a change of attitude, both from educational staff, who should regain their role model status, as well as from society as a whole, with all having a stake in the sector. Dr. Bah concluded by underlining the role of the ACC in supporting educational authorities.

After an introductory statement by U4, IIEP led the different sessions of the workshop. The Sierra Leonean context was discussed throughout the presentations (see the agenda in *Annex*). This was the fourth workshop organized by U4 on the issue of transparency and accountability in the education sector. The previous ones were held in South Africa (2005), Kenya (2006) and Honduras (2007). In Sierra Leone, the objectives included:

- Increasing understanding of the problems associated with corruption in the education sector;
- Building on a previous workshop organized by GTZ in November 2007, which gathered teachers, School Management Committee (SMC) members and MEYS officials from all over the country;
- Developing a draft action plan and assigning responsibilities.

The **topics covered** in the agenda included:

Presentations by U4 and IIEP

- *Core concepts on corruption and the reasoning for a sectoral approach (U4)*
- *Ethics and corruption in education: an overview (IIEP)*
- *What is an action plan? (IIEP)*
- *Formula funding and school grants (IIEP)*
- *Making PETS useful tools (IIEP)*
- *Teachers management (IIEP)*
- *Focus on curriculum development (IIEP)*

- *Focus on report cards and the right to information (IIEP)*

Presentations by locals

- *Corruption prevention in the educational system in SL (Shollay Davies, ACC)*
- *Enhancing Transparency in the education sector financing (Michael Dauda, Ministry of Finance)*
- *PETS experiences in Sierra Leone (Mohamed Bailley, Ministry of Finance, PETS Team)*
- *Teacher recruiting processes in Sierra Leone (Dickson Rogers, Inspectorate, MEYS)*
- *Education Management Information System in Sierra Leone (Leo Hamminger, EMIS, MEYS)*
- *Integrating corruption in the Sierra Leone Curriculum (Ansu Momoh, Curriculum Development Unit, MEYS)*
- *Procurement in the education sector (Edward Pessina, MEYS)*
- *Report cards and integrity pacts (Osman Koroma, Human Rights Committee, Bombali District)*

PowerPoint presentations¹ can be viewed on the U4 website (exclusively by U4 Partner Agencies). Different relevant U4 briefs and issue papers were distributed and are available on the U4 website.

2) SESSION OUTCOMES

Key messages from each session are summarised below.

Day 1

1. Core concepts of corruption and the reasoning for a sectoral approach

The U4 project coordinator, **Alessandra Fontana**, discussed concepts of corruption. When participants were asked to provide their own definitions of corruption, they showed that they already had a high level of understanding of its definitions. The session also discussed the reasons for conducting anticorruption work from a sectoral perspective (it mentioned the difficulty in tracking progress and slow-paced achievements of some all-encompassing approaches) and highlighted the importance of discussing corruption in the education sector in Sierra Leone.

2. Ethics, transparency and corruption in the education sector: a general vision

In this session, **Jacques Hallak and Muriel Poisson**, from IIEP, gave an overview of manifestations of corruption in the education sector. They highlighted the extent to which malpractice in the sector occurs both in developed and developing countries, using examples in each case. When dealing with corruption in education, Mr Hallak mentioned the need to:

- take into account local cultural practices, such as traditional gift giving;
- focus on changing attitudes and setting standards; and,

¹ Some presentations were not delivered in electronic format, therefore, cannot be accessed at the U4 website. For them, please refer to the Anti-Corruption Commission in Sierra Leone for advice on how to get copies of printed presentations (www.anticorruptionsl.org)

- focus not only on halting money leakage but also on motivating citizens to respect the law and on creating an environment conducive to teaching by role models.

The particularities of Sierra Leone, a country under reconstruction, were highlighted. These are as follows:

- Dealing with corruption implies making changes in systems. In countries under reconstruction, systems might still not be in place.
- Transition periods might be difficult moments for the leadership, as new leaders might still not have had time to prove themselves to the population.
- Under reconstruction, a country is building its human capacity, therefore it will still be relatively unable to deal with large amounts of money coming in.
- Several partners, including foreign donors, will most likely be involved in reconstruction efforts, therefore putting the country under the pressure of having many competing interests and priorities.

3. Corruption prevention in the educational system in Sierra Leone

Shollay Davies, the ACC-SL senior prevention officer, began his session by informing participants about the mandate of the Commission and its change of approach throughout the years. (When the Commission was first set up, it would react to reports brought forward. Later, it decided to proactively investigate the functioning of institutions in Sierra Leone). Davies also took stock of the Commission's experience with the education sector, presenting several projects and their findings. These included:

- DfID-supported projects on: monitoring subvention allocations to tertiary institutions; developing a best practice guide for the allocation of MEYS' grants and scholarships; and, monitoring the implementation of the SABABU education project; as well as
- GTZ-funded activities on: monitoring the utilization of fees subsidies; monitor the distribution of teaching and learning materials; and training for head teachers in records management.

The main findings of ACC's projects point to the same consistent problems in the sector; namely:

- Poor financial management and record keeping at all levels in the education sector;
- Poor storage conditions for educational teaching and learning materials;
- Rampant theft;
- Unreliable statistical data (on the number of schools, teachers and pupils as well as on the supply of school material).

Participants reacted by enquiring about the inclusion of school feeding programmes and sports programmes under the investigation of ACC, and whether changes have been implemented as a result of the findings of the studies of the ACC. Another participant indicated a need for the ACC to conduct more sensitization workshops, since many in the sector do not know whether nor when they are committing corrupt acts. This was followed by a comment on the existence of a MEYS' booklet setting out procedures for the appointment of teachers, for receiving and managing school materials and for basic school inspections, etc.. It was suggested that this booklet should be reviewed and put to use instead of creating new codes of standards.

4. *What is an action plan?*

During the last session of the day, **Jacques Hallak and Muriel Poisson**, presented the main components of a full action plan and discussed resources (i.e. time and financial and human resources) necessary to draft an overarching plan for any sector. **Rashid Turay**, ACC-SL senior prevention officer, then explained the tasks for the working groups in the next two days. He highlighted the need to elaborate on topics previously determined by head teachers, SMC members and MEYS officials in the workshop on “Corruption Prevention in the Primary Education Sector”, which took place in November 2007. Mr Turay distributed copies of the workshop report and reviewed challenges and actions identified by participants at that stage. In this opportunity, each working group should discuss concrete steps to be taken forward. The outcome of such working group, as well as the development of action plans for each Ministry, is foreseen to be included in the revised version of the National Anti-Corruption Strategy (NACS), expected to be launched soon by the ACC. The MEYS is the first Ministry to work on a draft action plan using the advice of the international expertise.

Day 2

1. *Transparency and accountability in school finance: focus on formula funding and school grants*

The session explored the concept of formula funding: a set of criteria for allocating resources to schools, and tool for improving transparency in education financing systems, as it establishes criteria that can be applied to all schools and shared with all stakeholders. Mr **Hallak and Ms Poisson** noted, however, that formula funding is prone to breaches and depends on reliable data to effectively contribute to transparency. They said that Sierra Leone would benefit from a simpler formula, such as that which is currently in place for the distribution of school subsidies, before evolving to more complex systems. This could, for instance, also take into consideration schools in poorer areas or children with special needs.

Michael Dauda, from the Local Governance Finance Department of Sierra Leone in the Ministry of Finance (MOF), followed by presenting the country’s experience in decentralization. Sierra Leone’s decentralization process includes devolving school administration to each District Council Office, whilst the central government retains authority over policy, technical guidance and monitoring matters. Mr Dauda is responsible for the fiscal aspects of the decentralization process and therefore oversees school fee subsidy transfers. He informed that functions are devolved following a schedule. There are however difficulties with the implementation, due to lack of commitment and the will of several ministries to retain power. As a consequence, from the list of education related functions expected to be devolved by 2007 (see PowerPoint presentation by Mr Dauda), some functions, such as the decentralization of the recruitment of teachers, have been put on hold. He mentioned the lack of funding for the new tasks District Councils are expected to take over, and the impact this is having on their ability to perform. For example, inspectorates are not able to conduct monitoring at district level due to the absence of resources, such as vehicles, offices and IT material.

Mr Dauda discussed the new role of District Councils as agents responsible for the development of communities. He informed that District Councils are now empowered to decide upon their needs, manage the funds they receive from central government to conduct devolved functions,

formulate their own budgets and raise local taxes. The issue of their accountability to the population was considered. The comments of participants indicated a need for District Councils to devise means to raise taxes more effectively, as the central government has not been able to provide all the funds needed to implement devolved functions. It was noted that the central authority (the Local Government Ministry or the Ministry of Finance) should support District Councils in its tax raising effort, and in building the capacity of local district officers to perform their newly acquired functions.

2. *Making PETS useful tools to improve transparency and accountability: focus on results dissemination, communication and impact*

Sierra Leone has a rich experience in Public Expenditure Tracking Surveys (PETS), as **Mr Mohamed Bailey** from the PETS team at the MoF showed in his presentation. PETS is an exercise to follow resource flows from the central government to service delivery units (schools, in the case of education). Sierra Leone started conducting its PETS in 2002. Since then, nine PETS have been conducted by the MoF to track resources (financial and non-financial) flows in several sectors. Education has been monitored throughout, including the distribution of school fees subsidies, textbooks and school furniture. The findings of PETS have impacted on:

- the distribution of school fee subsidies: the MoF introduced the use of an accounting firm to distribute subsidies because of PETS, and opened bank accounts for all schools in the country in order to phase out the intermediary firm; and,
- the distribution of materials: procured textbooks are now distributed directly by contractors.²

Sectors under review in current PETS exercises have been streamlined and now focus on key areas in the country's Poverty Reduction Strategy.

Jacques Hallak and Muriel Poisson discussed the issue of political commitment and social ownership of PETS exercises as necessary conditions to bring forward actual change as a result of findings. Mr Hallak pointed to increased levels of expectation that such exercises generate among citizens when they are informed of such processes. This is in itself an issue to be addressed in PETS exercises. He also mentioned that lack of political commitment might lead to reports being purposefully forgotten, as results can threaten the status quo.

Participants questioned the presenters about the independence of a specific PETS team operating inside the MoF and, given that Sierra Leone already has an Auditors General Office for monitoring accounts, the eventual duplication of efforts and resources wastage. Mr Hallak responded by highlighting that in several countries, the task of implementing PETS falls under the responsibility of a statistics authority, which is usually independent by law. Mr Bailey clarified that in Sierra Leone, the MoF PETS exercise has been taking place with no interference from the government. He said the objective is not to conduct an audit, but to help understand where leakages occur in service delivery. Therefore, the work of the Auditors General Office is not duplicated. The ultimate aim of the Sierra Leone PETS, he affirmed, is to improve service delivery.

Participants then debated the possibility of the procurement of school materials being conducted at the district level in order to reduce transportation costs, and the usefulness of publishing PETS results on the notice boards of District Council Offices, given Sierra Leone high levels of

² Reports on each PETS exercise in Sierra Leone can be obtained in printed format with the PETS Team at the Ministry of Finance in Freetown, Sierra Leone.

illiteracy. In response to the latter, Mr Hallak said that this is important even in a country with high levels of illiteracy, as it contributes to weakening the culture of secrecy amongst state institutions. Besides, suggestions were made about strengthening the participation of different civil society actors in the implementation of PETS in the country.

3. *Transparency and accountability in educational management: focus on teacher management, teacher absenteeism, private tutoring and teacher verification*

Dickson Rogers, from the MEYS Inspectorate, presented Sierra Leone's teacher recruitment process as one prone to distortion. He mentioned the selection of unqualified teachers - currently a major cause of low quality education being delivered in Sierra Leone - as an example, along with problems of teacher behaviour and management. Regarding the problem of unqualified professionals, he raised an important issue: in most cases, only the unqualified teachers accept posts outside Freetown; qualified teachers usually prefer to remain in the capital. Mr Rogers spoke of the lack of promotion criteria or established standards for teacher appraisals, which are usually never contested out of fear of termination of services or dismissal. He also noted bottlenecks in the selection process, such as the cumbersome process for someone to become a recognized teacher by the Ministry once s/he is selected and starts receiving his/her salary (a limbo situation that can result in a teacher not being paid for months and eventually resulting to charging illegal fees at schools).

Leo Hamminger, who is responsible for the Educational Management Information System (EMIS) at MEYS, presented Sierra Leone efforts to create a national data collection mechanism and establish more reliable data sets for the sector. Hamminger outlined what has been achieved so far (Sierra Leone is conducting a countrywide physical head count in 2008, after problems with data collected in 2007) and highlighted challenges the EMIS still needs to deal with:

- Political: the MoF, currently responsible for teachers' pay roll, claims to have a clean list, but acknowledges the problem of ghost teachers. Cooperation between the MoF and the MEYS to address the issue of clean teachers pay rolls has happened through a slow lengthy process
- MEYS management: teachers selections processes, as cumbersome as they are in Sierra Leone, are environments prone to corruption
- Resources: low levels of resources (financial and human) to guarantee that the EMIS will remain active once the 2008 teacher head count is completed

Participants expressed concern about the inclusion of unqualified teachers and teachers who are still not officially appointed (and remaining unpaid for months) in the teacher head count being conducted by using EMIS. Mr Hamminger explained that the 2008 effort will include all teachers. It was suggested that later on, teachers should be categorized as the government is not able to approve teachers (or pay their salaries) above the funds available for each financial year. The issue of taking retired teachers off the payroll and monitoring increase in salaries (which has been happening without the consent of the MEYS) should help to ease the problems. A participant highlighted the sensibility of the teacher issue in Sierra Leone, as the category is the largest employer in the country and two government ministries have interests in it (namely, the MoF, which is interested in a cleaner payroll, and the MEYS, which is interested in delivering better quality education in the country). Finally, there was a question about the involvement of Statistics Sierra Leone, the country's official statistical authority, in the teachers' headcount. Mr Hamminger responded by mentioning that Statistics Sierra Leone has been fully involved in the process, by conducting fieldwork with the MEYS.

4. *Working groups*

The second part of the afternoon was dedicated to working groups. Participants signed up for their choice among the working groups on the following topics:

- Teachers management and codes of conduct
- Service Delivery / Government Assisted Schools
- Use and distribution of resources (school subsidies, teaching learning materials, etc.)

Day 3

1. *Changing attitudes: integration of anti-corruption issues into the curriculum*

The objective of this session was to discuss how anti-corruption can be integrated at primary, secondary and university level. **Jacques Hallak and Muriel Poisson** noted that teaching about anti-corruption does not imply teaching how to be good or applying moral arguments. Anti-corruption teaching implies teaching how to abide by conduct standards, so that citizens understand not only how they are supposed to behave but also what they should expect from other citizens (politicians, authorities, etc). In addition to bringing knowledge to people, it should also enhance their skills to identify and deal with dilemmas in everyday life, and provide an environment that is conducive to attitude change.

Ms Poisson gave the following reasons for including such a topic in curriculum:

- Public demand for accountability from government is important for a more responsive and transparent public service;
- People who ignore citizens rights and complaint mechanisms are more prone to bribe-giving;
- Social tolerance of corruption is a major obstacle to fighting corruption;
- Attitudes and values that reject corruption are built from an early age.

The presentation also dealt with the different approaches necessary to include the topic in primary, secondary and tertiary institutions. It also stressed the need to guarantee that education about corruption is a broader effort that engages different actors targeting education of other audiences such as politicians, civil society groups and general campaigns for the population.

Ansu Momoh, from the Curriculum Development Unit at MEYS, presented existing initiatives in Sierra Leone aimed at integrating the topic into the current school curriculum. As a backdrop, he mentioned the need for an effort to change Sierra Leonean attitude to corruption, which has been heavily impacted by years of war, resulting in an acceptance of such practices by the population as a regular aspect of life, particularly among youth. He mentioned two particular projects:

- The ACC has been actively fostering the creation of school Integrity Clubs, involving pupils in role plays, essay contests and other activities to teach about corruption and anti-corrupt practices.
- The second initiative on “Emerging Issues” is a project to include corruption prevention and good governance, among other cross cutting issues (health and environmental issues, children’s rights etc.), in the national Primary school curriculum. The activity is led by the teacher training colleges in cooperation with MEYS and Unicef.

Mr Momoh said teachers need to be prepared for addressing such topics in the classroom. Provisions therefore have to be made for teaching materials and the topic needs to be included in the Higher Teacher Certificate, the qualification required for primary school teachers. Participants added that the topic also needs to be included in the university curriculum, which is currently not happening in Sierra Leone. They also questioned whether other actors (such as public servants and the business sector) should be target. Mr Hallak responded by stressing the need to have parallel efforts: not only to include the topic in the several levels of education in Sierra Leone, but also to conduct broader campaigns to inform the population as a whole.

Unicef's representative mentioned that they are involved in the "Emerging Issues Initiative", which attempts to include the topic at teacher training colleges. The training of such teachers would impact on service delivered at primary school level. Unicef is also willing to assist other efforts to address the topic at secondary and university levels.

2. Making decentralization effective: focus on report cards, integrity pacts and the right to access to information

Civil society engagement in monitoring service delivery at schools was the subject of the last session, before participants resumed group work. **Jacques Hallak and Muriel Poisson** presented three mechanisms that empower citizens to voice their impressions on the quality of service delivery and monitor actors involved in education: namely:

- report cards,
- laws on the right to access information and
- integrity pacts.

In relation to report cards, Mr Hallak referred to a Sierra Leone previous experience, led by the National Accountability Group. He said that such initiatives in the education sector (when undertaken from the start in close partnership with parents associations and other interested groups), have the advantage of raising awareness at community level and lead to more empowered citizens, capable of voicing their demands and monitoring their local schools. It also supports communities in structuring their needs. This is in line with the decentralization policy in Sierra Leone, which has now placed on Local Councils the task of deciding local priorities and budgets. Regarding access to information, Mr Hallak touched again upon the lack of reliable data in Sierra Leone (which could be corrected by systems such as EMIS, provided it is properly maintained and well staffed). Finally, Ms Poisson presented examples of 'integrity pacts' in Argentina, which involve companies procuring textbooks in order to make procurement procedures more transparent. No similar initiative was mentioned as existing in Sierra Leone.

Osman Koroma, from the Bombali District Human Rights Committee, presented other experiences of the three mechanisms mentioned above. **Emmanuel Ngaima**, from the Decentralization Secretariat, then commented on the presentation. Mr Ngaima's comments related to access to resources, lack of data and actors who can move forward on the issue of access to information. In terms of human and financial resources, he acknowledged that the quality of staff at the education sector is poor for all levels, and not only at the district level. On financial resources, he stressed the need for local councils to fund raise since central government has not been able to provide for 100 per cent of their needs to operate devolved functions. In relation to a law on access to information, Ngaima informed that there is some provision for that in the Local Government Act, which leads the process of decentralization in Sierra Leone. Finally, he commented on the culture of secrecy among Ministries, Departments and other

Agencies in the country (which needs political will and clear instructions from authorities in order for civil servants to be held accountable to citizens and feel obliged to submit information when requested). He also indicated that many District Councils still do not post information on notice boards even when instructed by the central government to do so.

3. *Working groups*

After morning sessions, participants resumed working in groups on drafting an action plan. The whole afternoon was dedicated to continue discussions on:

- teachers management and codes of conduct;
- service delivery / government assisted schools; and,
- the use and distribution of resources (e.g. school subsidies, teaching learning materials, etc.)

The groups were requested to focus on a smaller number of challenges, and not cover the whole range identified in the November 2007 workshop, in order to be able to detail:

- actions needed to avert the problems;
- outcomes expected;
- entities responsible to implementation; and
- time frames.

Log frames were prepared by each group and details can be found at the annex. Each group reported back to the plenary at the end of the activities at a session attended by Mr S.T. Tamu, Permanent Secretary of the MEYS. Key messages from the three working groups include:

- 1) Regarding teachers' management and codes of conduct, main concerns revolved around misuse of schools resources, collection of illegal fees, pressure on pupils to take remedial courses, sexual harassment, slow processing of teachers' documents, late salary payments, difficulty in ascertaining qualifications and low teacher motivation. Actions to address these included forming a committee to review teachers' selection and promotion procedures as well as the setting up of standards, to be fully circulated and publicized among teaching staff.
- 2) Regarding government-assisted schools and service delivery quality, there was some overlap with topics discussed by the previous group (such as illegal charges in schools), but this group went further to encompass inadequate supply of teaching and learning material, lack of information, delay in payment of fees subsidies, inadequate trained and qualified personnel as well as irregular monitoring and supervision of teachers. The state of classroom and storage facilities in schools was also discussed.
- 3) Finally, the group discussing the use and distribution of resources (such as school subsidies, teaching learning materials, etc.) and the issue of curriculum development highlighted the need for a well-staffed and maintained data collection system (in order to keep clean record of the number of pupils and teachers) at the local level as well as a review of the current subsidy fee per pupil to reflect real financial needs in terms of school administration. A process of reviewing the primary school curriculum was also discussed, in line with suggestions made to include anti-corruption at an early stage in the educational process.
- 4) Stakeholders with responsibilities assigned included different areas of the MEYS, MOF, District Educational Offices, international development partners involved in the education

sector, the Sierra Leone Teachers Union, Parents/Teacher associations and Teachers Colleges.

Presentations by working groups were welcomed by Mr. Tamu as a starting point of work. He stressed the need to continued work, particularly on drafting a complete, detailed, action plan taking into consideration costs and the financial resources available in the sector in Sierra Leone. A regular working group should be established in cooperation with the ACC to maintain activity on the topic, push for effective change to be implemented and avoid dropping the discussion out of the political agenda in the country.

3) FEEDBACK

The workshop received positive feedback from participants. Evaluation forms³ (27 in total) provide an idea of the overall usefulness of the workshop: 72 per cent of the participants considered the presentations and the working exercises to be very useful.

Activity	Usefulness				Total of votes	% Very useful
	Very useful	Useful	Not useful	No opinion		
Presentations	18	7			25	72,00
Working groups	18	7			25	72,00
Group reports	12	11			23	52,17

In general, participants perceived that allotted time for activities as sufficient, however, a few indicated an expectation for more working group or reporting-back time, in order to hear about topics discussed by groups in which they did not participate. Evaluation forms also indicated subjects that participants would like to discuss further. More discussions on the issue of teacher management (absenteeism, private tutoring, work ethics, teacher behaviour, sexual harassment...) are necessary. Around 65 per cent of feedback forms suggested that not enough time was devoted to that topic.

As well, evaluation indicated that some topics have been exhaustively debated, at least with this particular audience. There was a lessened interest in learning more about the Public Expenditure Tracking Surveys (PETS) conducted so far in Sierra Leone. General comments in the evaluation form show consistency in the fact that most participants believe that such workshops should be made a regular activity in the country, targeting education officials also at regional and district level. Regularity in such events would also provide stakeholders in Sierra Leone with a dedicated forum to constantly work on this issue. Some participants expressed a will to continue working with this group but mentioned how unlikely it was to create a forum for regular meetings, given the fact that they are all located in distant areas in the country and meet only in events of this nature.

In terms of delivery of the programme, this workshop would have benefited from less ambitious goals (drafting an overarching action plan, as it was the initial expectation of the actors involved in its preparation, was unrealistic for a 3 day event). Regarding presentation by locals, it is also important to highlight that quality was sometimes uneven and the lack of adherence to the topic in the case of some local speakers. It indicates a need for a more detailed briefing to be given to such speakers in advance by those involved in the organization of the workshop. It would also be

³ See excel spreadsheet attached for details on the evaluation forms.

commendable to set a deadline, prior to the workshop date, to receive such presentations in order to evaluate their quality and relevance to the agenda.

ANNEX: AGENDA

Workshop on:
**Enhancing transparency and accountability
in the education sector of Sierra Leone**
Freetown, 7-9 April 2007

Monday, 7 April 2008

08:00 – 09:00 Registration of participants

Day 1: Making the education system work better

Opening Remarks

09:00 - 09:30 Abdul Tejan-Cole, Commissioner of the Anti-Corruption Commission (ACC)
Mr. Geert Cappelaere, UNICEF Representative Sierra Leone
Dr. Minkailu Bah, Minister of Education, Youths and Sports (MEYS)

09:30 – 10:00 Coffee break

10:00 - 10:30 *Introduction to the issue of corruption and presentation of participants*
Alessandra Fontana, U4 Anti-Corruption Resource Centre

10:30 – 12:00 *Ethics, transparency and corruption in the education sector: a general vision*
Jacques Hallak and Muriel Poisson, International Institute for Educational Planning (IIEP-UNESCO)
Questions and discussion

12:00 - 13:00 Lunch

14:00 – 15:30 Corruption Prevention in the Education System in Sierra Leone
Shollay Davies - Anti-Corruption Commission activities
Questions and discussion

15:30 - 16:00 Coffee break

16:00 - 17:30 Group work on developing an action plan for the education sector

Jacques Hallak, Muriel Poisson
Rashid Turay (ACC) - action plan format for Sierra Leone

Tuesday, 8 April 2008

Day 2: Improving the allocation and management of resources

09:00 - 10:30 *Transparency and accountability in school financing: focus on formula funding and school grants*
Mike Dauda, Ministry of Local Governance – Sierra Leone perspective
Jacques Hallak, Muriel Poisson – international experience
Questions and discussion

10:30 - 11:00 Coffee break

11:00 - 12:30 *Making Public Expenditure Tracking Surveys (PETS) useful tools to improve transparency and accountability in education: focus on results dissemination, communication and impact*

Mohamed Bailey, Ministry of Finance – Sierra Leone perspective
Jacques Hallak, Muriel Poisson – international experience
Questions and discussion

12:30 – 13:30 Lunch

13:30 – 15:00 *Transparency and accountability in educational management: focus on teacher management, teacher absenteeism, private tutoring and teacher verification*
Dickson Rogers, Inspectorate MEYS and Leo Hamming, Planning Directorate – Sierra Leone perspective
Jacques Hallak, Muriel Poisson – international experience
Questions and discussion

15:00 – 15:30 Coffee break

15:30 – 17:00 Working groups:

- Teacher management and codes of conduct
- Government assisted schools
- Use and distribution of resources

Wednesday, 9 April 2008

Day 3: Making decentralization more effective – improving accountability

09:00 - 10:30 Changing attitudes: integration of anti-corruption issues into the curriculum
Ansu Momoh, Curriculum Development Unit MEYS and Edward Pessina, MEYS – Sierra Leone perspective
Jacques Hallak, Muriel Poisson – international experience
Questions and discussion

10:30 – 11:00 Coffee break

11:00 – 12:30 *Making decentralization effective: focus on report cards, integrity pacts and the right to access information*
Jacques Hallak, Muriel Poisson – international experience
Osman Koroma (Bombali District Human Rights Committee) and Emmanuel Ngaima (DECSEC) – Sierra Leone perspective
Questions and discussion

12:30 – 13:30 Lunch

13:30 – 16:00 Continuation of working groups:

- Teacher management and codes of conduct
- Government assisted schools
- Use and distribution of resources

16:00 – 16:30 Coffee Break

15:30 - 17:00 Presentation in plenary and discussion of the action plan
Participation of Mr. Tamu, Permanent Secretary of MEYS

17.00 - 17.30 Evaluation of the workshop and final considerations

ANNEX: LIST OF PARTICIPANTS

1. Mr B.B. Fortune	MEYS Deputy Secretary I
2. T.R. Gbetuwa	MEYS Deputy Secretary II
3. Mr G.M. Sellu	Director – HEST
4. Mr Dixon Rogers	Director – INSPECTORATE
5. Mr Edward Pessina	MEYS Inspectorate
6. Mrs Olive B. Musa	Director – NON FORMAL & ADULT EDUCATION
7. Mr Ansu E. Momoh	Director – N.C.R.C.D
8. Mr Bowenson Philips	Chief Admin. – FREETOWN CITY COUNCIL
9. Mr C.P.J. Kallon	Chief Admin. – KENEMA CITY COUNCIL
10. Mr Tamba Musa	Chief Administrator – KONO CITY COUNCIL
11. Mrs Femusa Samba	Chief Admin. – BO DISTRICT COUNCIL
12. Mr Tamba Allieu	Chief Administrator – KONO DISTRICT COUNCIL
13. Mr C.O. Wilson	Deputy Director – Western Urban
14. Mr J.J. Blackie	Deputy Director – Western Rural
15. Mr M. Mansaray-Pearce	Deputy Director – Kambia District
16. Mr Abass A. Kamara	Deputy Director – Port Loko District
17. Haja Ramatu Kanu	Deputy Director – Bombali District
18. Mr U.A. Bah	Deputy Director – Tonkolili District
19. Mr M.O. Quee	Deputy Director – Koinadugu District
20. Mr Moinina Swaray	Deputy Director – Bo District
21. Mr S.L. Kpaka	Deputy Director – Pujehun District
22. Mr John Moody	Deputy Director – Moyamba District
23. Mr Joseph E. Adu	Deputy Director – Bonthe District
24. Mr John A. Swaray	Deputy Director – Kenema District
25. Mr A.A. Gassimu	Deputy Director – Kailahun District
26. Mr. T.M.T. Komba	Deputy Director – kono District
27. Mr F.J. Momorie	S.L.T.U Representative
28. Siala Kpaka	National Accountability Group
29. Johanna Jörges	GTZ UNCAC project
30. Carew Treffgarne	DFID
31. Rashid Turay	Senior Prevention Officer ACC
32. Matthew Roberts	ACC
33. Melanie Seegräef	GTZ Advisor

ANNEX: GROUP REPORTS

Working Group 1

Teacher management and codes of conduct

Challenges	Actions	Expected outputs	Responsible actors	Timeframe
1. Teacher misbehavior: (misuse of schools resources, collection of illegal fees, pressure on pupils to take remedial courses, sexual harassment, etc.)	<ul style="list-style-type: none"> ▪ Large consultation of teacher unions, PTAs, etc. about the contents of the codes ▪ Creation of a drafting committee responsible for drafting the code ▪ Testing of the draft code in a sample of schools ▪ Revision of the contents of the code accordingly ▪ Large diffusion of the codes ▪ Development of training modules to be included in teacher pre- and in-service training ▪ Creation of a hotline to receive complaints ▪ Establishment of a Commission responsible for investigating complaints 	<ul style="list-style-type: none"> ▪ Teacher codes of conduct made available ▪ Teaching profession made knowledgeable about its rights and duties ▪ Teacher codes enforcement mechanisms set in place 	<ul style="list-style-type: none"> ▪ MoEYS ▪ Teacher unions ▪ PTAs, etc. 	1 Year
2. Poor teacher recruitment process; slow processing of	<ul style="list-style-type: none"> ▪ Teacher / pupil census; ▪ Determine teacher ceiling ▪ Advertise vacancies 	<ul style="list-style-type: none"> ▪ Exact number of pupils and teachers established. ▪ Timely recruitment and 	<ul style="list-style-type: none"> ▪ Ministry of Education; ▪ Ministry of Finance; ▪ Local Councils; 	Three months

documents, late salary payments, difficulty in ascertaining qualifications.	<ul style="list-style-type: none"> ▪ Conduct interviews ▪ Processing of ED Forms at District level ▪ Issue of appointment letters ▪ Matching of academic year with the financial year. ▪ Timely processing of payment vouchers. 	<p>payment of salaries</p> <ul style="list-style-type: none"> ▪ Effective teaching service provided. 	Agencies	
<p>3. Poor conditions of service: Low teacher motivation; Brain drain; Corrupt practices eg. Illegal charges; Lack of transparency in the hiring of teachers</p>	<ul style="list-style-type: none"> ▪ Teacher verification ▪ Set up Commission to review conditions of service ▪ Capacity building of teachers ▪ Housing for teachers in remote areas ▪ Setting of clear norms and standards for the recruitment of teachers 	<ul style="list-style-type: none"> ▪ Effective teaching service delivery ▪ Minimize brain drain ▪ Minimize corrupt practices 	<ul style="list-style-type: none"> ▪ Ministry of Education; SLTU; Donors; 	One year

Working group 2
Service Delivery / Government Assisted Schools

Challenges	Actions	Expected outputs	Responsible actors	Timeframe
1. Inadequate supply of teaching and learning material	To procure and distribute more teaching/learning materials and equipment <ul style="list-style-type: none"> ▪ Asses the pupil/book ratio at schools ▪ Estimate requirements ▪ Present to procurement committees ▪ Procure and distribute teaching and learning materials 	More teaching/learning material and equipment available at schools	Local councils	School year 2008-2009
2. Illegal charges in Schools	To sensitize/educate stakeholders and apply sanctions where necessary.	Illegal charges considerably minimized in schools and retention improved.	DEOs and local councils.	May-August 2008
3. Lack of flow of information	To sensitize stakeholders on communication flows <ul style="list-style-type: none"> ▪ Conduct sensitization meetings at district level ▪ Head offices to inform districts about policies ▪ Use the media to disseminate policies and activities of MEYS ▪ Involve School Management Committees 	Informed stakeholders	DEOs and local councils	May 2008 – May 2009.
4. Inadequate and delay in payment of fees subsidies and salaries.	Meet with MoF to review and take appropriate actions. <ul style="list-style-type: none"> ▪ Verification of number of schools and teachers 	Concrete decisions made.	MEYS, MoF, local councils	May 2008 to July 2008

	<ul style="list-style-type: none"> ▪ Quantify fees and salary areas ▪ Comprehensive list of fees and payment data ▪ Meet with appropriate authorities ▪ Effect payment 			
5. Inadequate trained and qualified personnel	<p>Undertake management training for heads of schools and administrative staff.</p> <ul style="list-style-type: none"> ▪ Identify personnel/ database ▪ Asses training needs/ baseline ▪ Develop training manual ▪ Conduct training ▪ Monitor and supervise the performance 	50 heads of schools trained by district per financial quarter.	Teachers colleges, MEYS, DEOs.	2008-2009
6. Inadequate and irregular monitoring and supervision	<p>To build the capacity of the inspectorate, (DEOs).</p> <ul style="list-style-type: none"> ▪ See actions 7/ 8 ▪ Training of personell in and out of country, record keeping etc. ▪ Provide incentives, for example overnight expences 	Frequent and regular monitoring and supervision exercises.	MEYS, local councils and development partners.	2008-2010
7. Poor storage facilities	<p>Provision of storage facilities to DEOs and schools.</p> <ul style="list-style-type: none"> ▪ Identify storage needs of districts and schools ▪ Quantify your requirements ▪ Present to MoE, 	Teaching/learning materials secured.	MEYS, councils and development partners.	2008-2010

	councils and development partners <ul style="list-style-type: none"> ▪ Pass on to local governance finance committee 			
8. Lack of suitable office space	Same as stores			
9. Unsuitable classroom facilities	Identify needs for classroom and furniture			

Working Group 3

Use and distribution of resources (school subsidies, teaching learning materials, etc.) and Curriculum Development

FEES SUBSIDY

Challenges	Actions	Expected outputs	Responsible actors	Timeframe
1. Lack of adequate and updated data on school enrolment	<ul style="list-style-type: none"> ▪ Recruit and train statisticians at district level ▪ Provision of relevant logistics (space, computers, mobility etc) ▪ Collect and update school enrollment data at least twice a year 	<ul style="list-style-type: none"> ▪ Well Established database on school enrollment set up 	<ul style="list-style-type: none"> ▪ MEYS, Statistics Salone, Local Councils, SMCs, Development Partners (NGOs, CSOs,) 	1 Year
2. Inadequacy of School Fees Subsidies	<ul style="list-style-type: none"> ▪ Review school fee subsidy policy to reflect the current economic trend ▪ School Fees Subsidies to be increased from Le 6,000 to Le 15,000 per Annum 	<ul style="list-style-type: none"> ▪ Efficient School management systems achieved ▪ Enhance implementation of EFA and MDG goals ▪ Minimize corruption in education (extra charges levied by school heads) 	<ul style="list-style-type: none"> ▪ MEYS, MOF, Development Partners, Local Councils 	Next Financial Year
3. Misuse of Fees Subsidies	<ul style="list-style-type: none"> ▪ Institute vigorous monitoring mechanisms to ensure accountability and transparency ▪ Development of a management handbook on the use of school resources 	<ul style="list-style-type: none"> ▪ Efficient use of subsidies achieved 	<ul style="list-style-type: none"> ▪ MOF, MEYS, School Heads, Local Councils, SMCs, CSOs 	Next Financial Year

	<ul style="list-style-type: none"> ▪ Train SMCs to monitor the use of School Fees Subsidies ▪ Institute effective sanctions for non compliance 			
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TEACHING AND LEARNING MATERIALS

Challenges	Actions	Expected outputs	Responsible actors	Timeframe
1. Inadequate supply of teaching learning materials to the schools (low quality of the materials, high price, delay of in their distribution to the schools, leakage of materials, etc.)	<ul style="list-style-type: none"> ▪ Setting of local procurement basic principles ▪ Writing of local procurement guidelines on this basis ▪ Large diffusion of these guidelines at local level ▪ Establishment by law of local procurement entities ▪ Recruitment of local procurement officers ▪ Training of local procurement officers ▪ Training of central auditors in the area of local procurement ▪ Sanctions legally provisioned for non compliance with local procurement rules 	<ul style="list-style-type: none"> ▪ Procurement process decentralized at local level ▪ Necessary capacities to implement local procurement developed at various levels 	<ul style="list-style-type: none"> ▪ Ministry of finance ▪ Ministry of local governance ▪ MoEYS ▪ DEOs and local councils ▪ Internal and external audit offices 	1 Year
2. Late or delay in the procurement process	<ul style="list-style-type: none"> ▪ Timely Preparation of procurement plans and strict adherence to 	<ul style="list-style-type: none"> ▪ Fast tracked procurement process achieved 	<ul style="list-style-type: none"> ▪ MOF, MEYS, Local Councils 	6 months

	timelines			
3. Inadequate Trained store personnel	<ul style="list-style-type: none"> ▪ Recruitment and training of at least 2 store personnel per district ▪ Provision of adequate and secured storage facilities at district and school levels. ▪ Provision of relevant equipment (computers, accountable store documents, mobility,) 	<ul style="list-style-type: none"> ▪ Efficient and secured stores management achieved 	<ul style="list-style-type: none"> ▪ MOF, MEYS, Local Councils, Development Partners 	Maximum 1 year

CURRICULUM

Challenges	Actions	Expected outputs	Responsible actors	Timeframe
1. Primary Curriculum does not address emerging issues e.g. Anti Corruption Issues	<ul style="list-style-type: none"> ▪ Review the Primary Curriculum – syllabus 	<ul style="list-style-type: none"> ▪ A revised primary syllabus addressing emerging issues 	<ul style="list-style-type: none"> ▪ MEYS, MOF, Local Councils, NGOs and Teacher Training Colleges 	8 months
2. Lack of management guideline on rules and regulations binding the use of teaching learning materials in schools e.g. store manuals	<ul style="list-style-type: none"> ▪ Develop stores manual and management hand book 	<ul style="list-style-type: none"> ▪ Stores manual and management hand book developed 	<ul style="list-style-type: none"> ▪ MEYS, MOF, Local Councils, NGOs and Teacher Training Colleges 	1 year

3. overloaded Curriculum for primary school	<ul style="list-style-type: none"> ▪ Hire consultants to review the curriculum 	<ul style="list-style-type: none"> ▪ Reviewed curriculum addressing our current aspiration and needs 	<ul style="list-style-type: none"> ▪ MEYS, MOF, Local Councils, NGOs and Teacher Training Colleges 	1 year.
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