Government of Sierra Leone

MANAGEMENT AND FUNCTIONAL REVIEW OF THE MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY

Project : Management and Functional Reviews Across the Full Range of Government of Sierra Leone Ministries

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TABLE OF CONTENTS

GLOSSARY ……. 2

EXECUTIVE SUMMARY …….. 4

SUMMARY OF RECOMMENDATIONS …… 7

MAIN REPORT

1.0 INTRODUCTION …… … 13
2.0 TERMS OF REFERENCE…… 13
3.0 ORGANISATION OF STUDY…… 14
4.0 RESPONSIBILITY …… …… 15
5.0 ACKNOWLEDGEMENTS …… …… 15
6.0 BACKGROUND …… …… 15
7.0 OVERVIEW OF PRESENT ARRANGEMENTS ……. 16
8.0 ANALYSIS AND RECOMMENDATIONS …… 21
9.0 IMPLEMENTATION PLANNING PRIORITIES……. 40

APPENDICES

A COPY OF QUESTIONNAIRE …… …….. 44
B LIST OF PEOPLE CONSULTED ……. 47
C DOCUMENTS AND PUBLICATIONS EXAMINED ……. 51
D CURRENT ORGANISATIONAL STRUCTURE OF THE MEST …. 52
E PROPOSED ORGANISATIONAL STRUCTURE OF THE MEST (CENTRE) 53
F PROPOSED ORGANISATIONAL STRUCTURE OF THE MEST (DISTRICT) 54
G IMPLEMENTATION STATUS OF 2002 REVIEW RECOMMENDATIONS 55
H COMPARISON OF EDUCATION ACT 2004 AND LOCAL GOVERNMENT ACT, 2004 …… 56
I MINISTRY OF FINANCE (LGFD) FRAMEWORK FOR THE DEVOLUTION OF MEST FUNCTIONS TO COUNCILS ……. 57
J BRIEF DESCRIPTION OF NEW/MERGED DIRECTORATES ……. 58

GLOSSARY OF ABBREVIATIONS AND ACRONYMS

ACC	-	Anti-Corruption Commission
ACCA	-	Association of Chartered Certified Accountants
AfDB	-	African Development Bank
BECE	-	Basic Education Certificate Exam
CST	-	Council of Science and Technology
CIU	-	Central Information Unit
DecSec	-	Decentralisation Secretariat, Ministry of Local Government
DFID	-	Department for International Development
DEI	-	District Education Inspector
DEO	-	District Education Officer
DDD	-	District Deputy Director
EMIS	-	Education Management Information System
EMT	-	Executive Management Team
ES	-	Establishment Secretary
ESO	-	Establishment Secretary's Office
GOSL	-	Government of Sierra Leone
GRS	-	Governance Reform Secretariat
HIPC	-	Heavily Indebted Poor Countries
HR	-	Human Resources
HRD	-	Human Resource Development
HRMD	-	Human Resource Management and Development
HRMO	-	Human Resource Management Office
IFMIS	-	Integrated Financial Management Information System
IMT	-	Inclusive Management Team
IRMT	-	International Records Management Trust
IT	-	Information Technology
LGA 2004	-	Local Government Act 2004
LGFD	-	Local Government Finance Department, Ministry of Finance
MEST	-	Ministry of Education, Science and Technology
MDAs	-	Ministries, Departments, Agencies
MLGCD	-	Ministry of Local Government and Community Development
MTEF	-	Medium Term Expenditure Framework
MoF	-	Ministry of Finance
MFR	-	Management and Functional Reviews
NBEC	-	National Basic Education Commission
NEMP	-	National Education Master Plan 1997 – 2006
NGO	-	Non-governmental Organisation

OAG	-	Office of the Auditor General
PAi	-	Public Administration International
PKF	-	Parnell Kerr Forster Accountancy
PRSP	-	Poverty Reduction Strategy Programme
RM	-	Records Management
SABABU	-	"Opportunity" Project *(Krio language)*
SES	-	Senior Executive Service
TA	-	Technical Assistance
TDA	-	Technical Diploma in Accounting
TOR	-	Terms of Reference
UNICEF	-	United Nations Children's Fund
WAEC	-	West Africa Examination Certificate
WB	-	World Bank

EXECUTIVE SUMMARY

1. As part of the Government of Sierra Leone's (GOSL's) programme to promote good governance in the public services in order to restore efficiency and improve service delivery to the population, Department for International Development (DFID) commissioned a series of Management and Functional Reviews of five key ministries in 2002. These reviews were endorsed by the Steering Committee on Governance, and their recommendations approved by Cabinet in 2002. The GOSL requested a re-review in 2005 of these five ministries and a review of all remaining ministries in the light of major changes affecting the proposed restructuring arising from the impact of the Local Government Act 2004, and the implementation of the devolution process. These new reviews are part of an integrated programme funded by DFID and delivered by Public Administration International (PA*i)* with its partners the International Records Management Trust (IRMT) and Co-En Consulting. The programme entails modernising the Establishment Secretary's Office to create a Human Resource Management Office (HRMO) and a Records Management component. This report covers the re-review of the Ministry of Education Science and Technology (MEST).

2. The MEST has made some progress since the initial 2002 study. The 2002 review made 33 recommendations, of which 10 are reported to have been implemented by June 2005, and two partially implemented (see Appendix I). The Directorate structure has been retained and approved by the ESO, and seven staff related recommendations have been implemented. The formal executive and technical committees (EMB and IMT) have been revived, and additionally (not mentioned in the 2002 review) the Budget Committee has been made a standing committee meeting every fortnight. The MEST has also made progress in disseminating information to parents and the public on educational issues. The recommendations made in this MFR are in addition to the ones made in the 2002 review, and do not supersede them unless stated.

3. However, many factors have not changed since the initial study. The level of dissatisfaction amongst staff is still high, morale generally low, and the ministry still operates under crippling resource constraints. There is still a lack of effective structures, operational systems, consultation procedures, controls and central support services despite the recent progress that has been made. The ministry was commonly described by staff and external stakeholders as 'fragmented' and 'chaotic'.

4. Underlying and causing this fragmentation and dysfunction is the apparent lack of any effective policy process leading to critically weak planning and failed service delivery. The MEST has shelved the National Education Master-plan 1997 – 2006, but has not stated any coherent, clear alternative. Planning and policy making where it exists is ad hoc, reactive and does not provide direction or support for the senior tier and political leadership of the ministry.

5. This is evident in the response of the MEST to the GOSL's major decentralisation reform, which has been late, uncoordinated, poorly communicated to field offices and directorates, and is causing confusion and frustration with the Councils. There are contradictions and confusions between the statutory roles of the MEST, the Councils, and the National Basic Education Commission (NBEC) as laid down in the Education Act 2004 and the Local Government Act (LGA) 2004. Devolution changes the role of the MEST in respect to basic education from implementing and controlling to guiding and monitoring, renders the Regional layer of the MEST defunct, and places new demands on the District Education Office (DEO) in terms of the support function to Councils. The DEOs are barely supported

and there is no consultation with them by HQ. We recommend that a small equipment grant (Essential Equipment Fund) available to the MEST through the MFR project should be used to establish a radio communication system within the field offices to facilitate better communication.

6. There are also no policies on human resources, records management, procurement, budget prioritisation, or combating corruption, inadequate policies on awarding scholarships, and a lack of capacity to analyse the policy issues highlighted in the 2004 Poverty Reduction Strategy Programme (PRSP) Education Sector Review. The locus of policy formation, planning, budgetary and information management in the MEST should be a new Policy and Planning Directorate, which we have recommended (following from the 2002 review) be substantially strengthened. We also make recommendations on the NBEC with the aim of strengthening their role of advising on basic education.

7. With respect to functions, the indications from examining the MEST's expenditure are that the bulk of government funds are maintaining teachers' salaries and the bureaucracy. Development funding flows almost entirely from donor sources. According to the 2005 Chart of Accounts, the ratio of development expenditure to recurrent expenditure is 22 percent. However, if donor funding is taken out of the equation, this ratio becomes one percent. The MFR process as a whole aims to help redress this situation, but specifically recommendations made on strengthening policy and planning, prioritising the budget, records management (RM), procurement, and having just one technical/professional head are significant. Besides the wide issue of functions to be devolved dealt with in a separate subsection, we focus on the problematic functional areas of scholarship awards and Islamic Studies, and make recommendations on a creative proposal by the MEST to address the problem of graduates seeking employment outside the public sector or even abroad after training.

8. Records and information management are critical issues that cut across all Directorates. At present, RM is in a parlous state. Data is incomplete and unreliable, and there is an absence of policies, procedures, and trained staff. We have reiterated the need for focussed Information management and the introduction of a Central Information Unit within the Policy and Planning Directorate, but we note that as recommended by our sister RM project, it is necessary to establish clean, functioning paper-based systems before IT is introduced. This means delaying automation for EMIS and IFMIS (Education Management Information System /Integrated Financial Management Information System) until records have been decongested and cleaned. Placing the CIU within the Policy and Planning Directorate will facilitate effective linking between management and the appropriate use of records and data to achieve ministry and government policy outcomes. It is therefore a key recommendation in improving management processes within the ministry.

9. Although since the 2002 review the Directorate System has been approved, the MEST still experiences distorted pay relativities arising form the 'Teachers Attached' system, lack of adherence to reporting lines, and poor internal consultation that often excludes professional staff.

10. A critical problem is the bifurcation of the ministry's management leadership with positions for both a professional and an administrative Director General. We strongly reiterate the 2002 review's recommendation (supported by the Minister) to have only one technical head of the ministry, combining professional and administrative authority. This will share the burden of responsibility of policy failure with the political head, cut down

delays and resource loss/wastage in delivering services, and improve communication and transparency.

11. The 2002 review highlighted serious problems with staffing in the MEST. Over time, the staffing situation had become so eroded that at the time of the initial review the MEST did not know how many staff it had. This situation has not changed. The problem is partly due to exogenous factors outside the MEST's control relating to problems with confirming positions by the ESO. Where agreement is reached, implementation is blocked because the Ministry of Finance (MoF) are not informed and there is no budgetary provision for reforms. The professional arm of the MEST is further weakened by frequent transfers of staff from one Directorate to another. These frequent transfers do not allow education officers to develop competencies or build effective teams within the Directorates.

12. While analysis of the staff levels and work of teachers is outside the remit of this re-review, we did make some comments on the central ministry management of teachers. We support the 2004 PRSP review recommendation to establish a Teachers Service Commission (TSC) to effectively manage all aspects of teachers' human resource management and development (HRMD) in Sierra Leone. We also note the problems for MEST administration arising from the thrice yearly appointment cycle for teaching posts.

13. A full list of our recommendations follows at pages 7-12 overleaf. These are prioritised in Section 9.0 Implementation Planning Priorities.

Next Steps

14. This report is submitted for the Ministry in consultation with the Steering Committee on Good Governance to consider and ratify.

15. Following endorsement by Cabinet, the review team (GRS supported by PA*i*) will provide assistance to the Minister and the ministry management team in taking forward the planning and implementation of the recommendations.

SUMMARY OF RECOMMENDATIONS

The following recommendations are additional to those made in the 2002 review. They do not negate or supersede the recommendations made in that review, unless expressly stated. Where we have reiterated recommendations, we have done so because in our view these are crucial steps to be taken. **The recommendations of the 2002 review that have not yet been implemented should be promulgated as a priority.**

A. Strategic policy and management recommendations:

1. **We strongly reiterate the recommendation** to dispense with the second post of Director General Administration, and subsume the responsibilities for overall professional and administrative management into one position of Director General Education as the technical head to the MEST. **We regard this as a crucial step in improving the management of the MEST.** (para. 8.66)

2. **We recommend** that the Planning and Budget Directorate becomes a **Planning and Policy Directorate**, with responsibility for analysing and advising on policy, planning in line with agreed policies, and collating required information for effective policy-making, planning and budgetary management . (para. 8.12)

3. **We recommend** that external assistance is sought to provide a Director for this Directorate. This technical assistance should be for at least three years. The external Director will need to design a training programme for the Directorate's staff in order to develop the capacity of middle management. (para. 8.14)

4. **We further recommend** that the staffing of the Directorate is increased to include at least three qualified statisticians, and one Assistant Director with post-graduate qualification in a field relevant to education planning and management. (para. 8.15)

5. **We recommend** that a **Policy Unit** is set up within the Planning Directorate, headed by a Deputy Director with a relevant tertiary degree, and with two suitably qualified researchers. (para. 8.17)

6. **We reiterate the 2002 recommendation** to relocate the National Basic Education Commission (NBEC). (para. 8.148)

7. **We recommend** that Commissioners are appointed as a matter of urgency, so that the NBEC can begin to carry out its functions of providing advice to the Minister on basic education and adult literacy. (para. 8.150)

8. **We recommend** that the NBEC should have representation in the Provincial Headquarter towns. As a deconcentrated commission, providing advice on adult literacy and basic education, a provincial presence will be sufficient to liase with and advise the councils.(para. 8.152)

9. **We recommend** that the MEST, NBEC and DecSec collaborate on a revised policy towards the issue of contradiction within the Education Act 2004 between the duties of the NBEC and the powers of the Minister that will enable the NBEC to better carry out its function of protecting every citizen's right to basic education. (8.154)

B. Recommendations on decentralisation:

10. **We recommend** that the MEST creates a team to lead the decentralisation process as an immediate priority. The Director of the Planning and Policy Department should be appointed to take responsibility for the ministry's devolution roll-out plan, and it is suggested that the Decentralisation Focal Point is integrated into the Planning and Policy Directorate. This arrangement will support and give technical assistance to the senior tier in implementing the roll-out plan, and deciding the policies entailed. (para. 8.28)

11. **We further recommend** that both central MEST staff in the regional and district field offices, local council staff and Education Committee Councillors are consulted and included in the deliberations of this team. Technical assistance is available from both DecSec and LGFD. (para.8.29)

12. **We recommend** that the Regional Offices are disbanded, and that the inspection functions currently carried out at regional level (science, sports, and school health) **are simply added** to the duties of District Inspectors, without creating additional posts for these functions. (8.74)

13. **We recommend** that the District Education Offices are structured according to their new support roles to the local councils. (para. 8.76)

14. **We recommend** that Tonkolili is split into two field offices by the MEST, each with its own head and according to the structure suggested in Appendix F. (para. 8.78)

C. Functions related recommendations:

15. **We recommend** that clear and precise policies are articulated for international awards, and are made public. The composition of the International Award committee should include a member representing the Anti-Corruption Commission (ACC), a member appointed by the organisation, Embassy or Legation from the country supporting the award, and a member with strong experience and qualifications in the award subject area. For example, in the case of an award for an MBA, it may be appropriate to invite a member of the Sierra Leone Chamber of Commerce. The first two positions offer a guarantee of fairness, and the third introduces a changing element to the committee's composition, which is a further spur to transparency. (para. 8.46)

16. **We recommend** that the policy on Grants-in-Aid for tertiary study is tightened by including timing for the selection process, defining the thresholds for scholarliness and neediness, and giving explicit guidelines as to how gender balance is to be ensured. (para. 8.51)

17. **We further recommend** that a representative of the ACC be nominated and included on the Scholarships Board and an expert in the subject area as suggested for the international award. (para. 8.52)

18. **We recommend** that the MEST discontinue the practice of Grants-in-Aid for Boarding schools. In the light of GOSL policy on poverty reduction, there can be no justification for supporting these pupils at these schools. (para. 8.56)

19. **We recommend** that the MEST seek technical assistance from international partners in designing the Grants-in-Aid linked National Professional Service programme. (para. 8.59)

20. **We recommend** that the Planning and Policy Directorate analyse and suggest a policy position on enabling access to education for Muslim children for adoption by the ministry. The Planning and Policy Directorate should recommend ways of including this issue as an important cross-cutting strand into broader based initiatives such as gender, access to basic education, and the MEST's policy on devolution. This should allow better use of scant resources in achieving the ministry's goals in this area. (para. 8.39)

21. **We recommend** that the Islamic Studies Unit is disbanded. (para. 8.40)

D. General management recommendations:

22. **We recommend** that the Budget Committee prioritises the MEST Budget, in accordance with ministry policies and budgetary estimates developed by the Planning and Policy Directorate. (para. 8.35)

23. **We recommend** that the Budget Bureau should be informed by the MEST of the process and recommendations of the MFR, as some recommendations have financial implications. (para. 8.81)

24. **We recommend** that the important Executive Management Team, Inclusive Management Team, and Budget Committee management structures are given the top-level support and endorsement necessary to enable their effective contribution to the running of the ministry. This means following up promptly on decisions taken (for example on the decisions taken in the June 21st Budget Committee meeting). (para. 8.69)

E. Staffing and personnel recommendations:

25. **We recommend** that MEST should invest in its human resource management. The Personnel Office is too small to look into the problems associated with human resource management and development. The ESO should gradually upgrade the personnel office to meet the demands of the MEST. (para. 8.83 and para 28.)

26. **We recommend** that the MEST carry out compulsory medical examinations for all staff over the age of 50. Any staff that are deemed medically unfit for duty should be laid off, with their appropriate benefits. (para. 8.85)

27. **We recommend** that a personnel (HR) policy for professional staff in MEST should be prepared by the Personnel Office in collaboration with the Planning Directorate and ESO so that the career and professional development of education officers can be enhanced, and the quality of their contribution to the ministry improved. (para. 8.88)

28. **We recommend** that the Human Resource Management and Development Unit should be part of Support Services and replace the Personnel Office. Personnel Records must be lodged and kept in the Records Office as part of the CIU; however the new HRMD Unit will set policy and guidelines on access and management of personnel records. (para. 8.90)

29. **We recommend** that the Teachers Service Commission is set up as a matter of priority. The MEST and GOSL should seek external technical assistance in designing and setting up this body. Local Councils and Faith Based Education Associations should be consulted throughout the process of building this organisation. (para. 8.94)

30. **We recommend** that the cycle of teacher intake be reduced to once per year, at the start of the academic year in September. (para. 8.96)

31. **We further recommend** that teachers should be bonded for a minimum period of one academic year within their posts, once accepted. (para. 8.96)

F. Recommendations on records management and other central support services

32. **We reiterate the 2002 recommendation to form a focussed information management unit. We recommend a Central Information Unit (CIU) be located in the Planning Directorate.** The CIU will integrate information and knowledge management systems and should include the MEST Records Office, the EMIS, statistics from the Inspectorate's Information Unit, the Logistics Directorate (to be relocated in Support Services – see below), the IFMIS, Personnel Records for MEST staff (as distinct from Teacher Records in the EMIS), data from the Councils, and wider organisations such as NGOs who may have data relevant to education planning. *Placing this unit within the Planning Directorate will facilitate effective linking between management and the appropriate use of records and data to achieve ministry and government policy outcomes. It is therefore a key recommendation in improving management processes within the ministry.* (para. 8.101)

33. **We recommend** that implementation of the EMIS is delayed until the Records Management (RM) team can make its recommendations and assist the Planning Directorate in cleaning up the MEST records. Premature establishment of the EMIS will be counterproductive, both in terms of cost and in terms of the functioning of the system. (para. 8.107)

34. **We recommend** that consideration of automated systems for records management is deferred until the RM team can make its recommendations. These are likely to focus on establishing clean, workable paper based systems before undertaking IT-based systems. **This recommendation should apply to all information/records management in the MEST, including the IFMIS.** (para. 8.110)

35. **We recommend** that the Planning and Policy Directorate be responsible for liasing with the RM team and other relevant agencies such as MoF (for IFMIS) and SABABU (for EMIS). With these agencies the Planning Directorate should determine a policy on records and information management. This should encompass initial steps in establishing clean paper-based systems, and plan for the move to IT based ones as capacity is built. (para. 8.112)

36. **We recommend** that the MEST stipulate their requirement for accountants from the Accountant General's Office qualified to the minimum levels specified by MoF. (para. 8.118)

37. **We recommend** that the agreed position of Financial Coordinator is appointed as a priority (para. 8.120)

38. **We also recommend** that mentoring and capacity building of the MEST accountants once they are appointed is part of his/her Terms of Reference (TOR). (para. 8.121)

39. **We recommend** that the Procurement Committee be a standing committee, meeting regularly. (para. 8.124)

40. **We further recommend** that a **Procurement Unit** is formed using the Assistant Director of Logistics and the staff being trained by the SABABU Procurement Specialist. All central procurement should go through the Committee and Unit. The Unit should advise on which aspects of procurement should be held centrally and which devolved to Local Government or local education institutions under Council control. (para. 8.124)

41. **We recommend** that Logistics should report to the Deputy Secretaries, and be within central support services.(para. 8.126)

42. **We recommend** that logistics deposit their collected data directly with the Planning and Policy Directorate initially, and then with the CIU within the Planning Directorate once that is set up. (para. 8.128)

43. **We recommend** that the Internal Audit reports directly to the Minister, and that the MEST agrees with the OAG a minimum level of qualification and experience for Auditors appointed to the ministry. (para. 8.130)

44. **We recommend** that the MEST collaborate with the OAG to link with the DFID-funded PKF Ltd project in order to raise the capacity of the MEST Internal Audit Department to the minimum level required. (para. 8.132)

G. Equipment related recommendations:

45. **We recommend** that the Planning and Policy Directorate take a lead with the Budget Committee in prioritising equipment expenditure in consultation with the other Directorates and the field offices of the MEST. (para. 8.134)

46. **We further recommend** that a priority should be the provision of running and repair costs to vehicles in the field, and provision of more vehicles to the Inspectorate as funds become available, as recommended in the 2002 review. (para. 8.135)

47. **We reiterate the 2002 recommendation** for computer needs assessment but **with the proviso** that given the recommendations made by the RM team, instituting reliable non-automated systems should come first. The Planning and Policy Directorate should lead this review, and factor in the requirements of the IFMIS and EMIS. (para. 8.137)

48. **We recommend** that an amount from the GRS managed Essential Equipment Fund is used to provide VHF radios with attendant small generators and batteries to each DEO, and a central base station for MEST headquarters (para. 8.138).

H. Recommendations on Communication

49. **We recommend** that in conjunction with the ACC Corruption Prevention Department, the MEST should develop its own internal Anti Corruption Strategy, with quantifiable and time-bound outputs. (para. 8.142)

50. **We recommend** that as part of this strategy, the MEST identify some priority areas where 'quick wins' can be achieved in addressing particularly corruption related issues. Some of these are related to schools and teachers, rather than central ministry practices (for example charging lesson fees in syndicates). Better communication from the MEST could avoid the ministry being blamed for activities outside its control. Tightening

procedures on awarding scholarships, and ceasing Grant-in-Aid to Boarding schools will be quick and easy to accomplish, and improve the MEST's corporate image. (para. 8.143)

1.0 INTRODUCTION

1.01 As part of the GOSL's programme to promote good governance in the management public services in order to restore efficiency and improve service delivery to the population, DFID commissioned a series of management and functional reviews of key Ministries in 2002. These reviews were endorsed by the Committee on Governance, and their recommendations approved by Cabinet in 2002.

1.02 The GOSL, in 2005, requested a re-review in the light of major changes affecting the proposed restructuring arising from the impact of the Local Government Act 2004, and the implementation of the devolution process.

1.03 This report covers the re-review of the Ministry of Education Science and Technology (MEST).

2.0 TERMS OF REFERENCE

2.01 The following terms of reference were agreed for the study:

1. **Review and redefine the ministry's mandate**.
   Objective: Review and redefine the mandate and role of the ministry to ensure that it directly relates to and is consistent with the development objectives of Government, including the consequences of decentralisation, the devolution plans of the ministry, budget reforms and its role in the Poverty Reduction Strategy.
   Output: Redefined mandate of ministry, vision and mission statement, functions of ministry.

2. **Review of organisational structure**.
   Objective: Review organisational structure to determine how the functions and responsibilities of the various units relate to the achievement of the mandate and mission of the ministry.
   Output: Reviewed and redefined organisational structure setting out functions, responsibilities and priority areas of the units within the ministry.

3. **Review of administrative procedures**.
   Objective: Review administrative procedures, processes and facilities to determine efficiency and effectiveness in delivering mandate and mission.
   Output: Recommendations on changes required to administrative procedures to enhance decision making and delivery.

4. **Existing staff inventory and staff requirement for ministry**
   Objective: To document existing staff inventory, qualifications and skills, undertake any sample job inspections, additional job analysis and evaluations, develop selected job descriptions and establish the future staffing requirement with necessary skills to achieve the mandate and perform the functions identified.
   Output: Detailed existing staff inventory, job descriptions and detailed staff requirements which can be used for manpower planning.

5. **Staff rationalisation**
   Objective: Determine the "fit" between existing and future staff requirements of the ministry.
   Output: Detailed information on the rationalization of staff to be retained, retired, devolved to local government and retrenched.

6. **Communication**
   Objective: To review the pattern of communications between the ministry and the public to assess whether their interests are being satisfactorily communicated to the ministry and whether ministry decisions and policies are being satisfactorily communicated and understood.
   Output: Recommendations on improvements in communications.

7. **Equipment estimates**
   Objective: To support ministries in the preparation of estimates of equipment required for supply from the Essential Equipment Fund.
   Output: Equipment estimates.

2.02 Similar to the 2002 review, the study was focussed on the functions, structures and administrative arrangements of the Ministry and the staff employed directly in support of these activities. It did not analyse the staffing levels or work of teachers.

2.03 In addition, while including analyses of Ministry structures and staff deployed at regional and district levels, it did not review the committees and departments of the new Local Councils as these will be the subject of other studies as part of the decentralisation programme.

3.0 ORGANISATION OF STUDY

3.01 We met the Minister of Education and his senior officials in May 2005 prior to the start of the re-review to discuss the background and parameters of the study. Meetings were subsequently held with the Director General of Education and the Director General Administration to discuss arrangements for conducting the review and to confirm the methodology to be used during the fieldwork stage of the exercise. It was agreed that the main source of data collection would be questionnaires and interviews. As in the 2002 review, forms were completed by senior staff initially, with these officials taking responsibility for getting subordinate staff to complete questionnaires. As this was a re-review, two expanded questionnaires were used to give more in-depth data, one being for management/functional information and the other for job specifications. As before, follow-up interviews were held with all Directors or acting heads of Directorates, members of the Executive Management Board and the Inclusive Management Team, and post holders responsible for providing central support services in the organisation. We subsequently interviewed subordinate posts where it was necessary to obtain a clearer picture of activities and working arrangements in the MEST. Interviews were also held with ministry staff and Regional and District level in each of the three Provinces.

3.02 The questionnaires were used as the basis for structured interviews. However, as response in completing the questionnaires was generally slow and often partial the MFR team adapted the interview structure to incorporate the necessary areas of inquiry. Completed questionnaires and the interviews gave a picture of whether and how the functions, structures, and working arrangements of the MEST had changed since the 2002 review. As in the previous review, strategic, management, external relations and resource issues

were covered. The names of the people interviewed at the MEST are listed in Appendix B.

3.03 Interviews were also conducted with officials from the ESO, MoF and the MoF's Local Government Finance Department (LGFD), the Decentralisation Secretariat (DecSec), the ACC, and other central government agencies, as well as representatives from the World Bank, the SABABU project, civil society and NGOs, and councillors and executive staff from six District and three Town Councils. The names of those concerned are also listed in Appendix B.

3.04 In addition to interviews and meetings, we collected information on changes since the 2002 review in workloads, numbers of staff, and vacancies when this information was available, as well as relevant reports and documents that could assist with the review. Details of these are given in Appendix C.

3.05 The fieldwork stage of the re-review was undertaken between the 1st June and the 1st July 2005.

4.0 RESPONSIBILITY

4.01 Although this report has been commissioned by DFID under British aid arrangements, the British Government bears no responsibility and is not in any way committed to the views and recommendations expressed herein.

5.0 ACKNOWLEDGEMENTS

5.01 We are very grateful for the support and facilities provided by MEST staff, Bob Searle (Acting Director Local Government Finance Department), Young Mei Zhou (Head of Mission, World Bank) Mr John Sumailah (Deputy Secretary MEST). We are also grateful for the support and interest shown and advice given by Mr E, B. Osho Coker (Coordinator of the Public Service Reform) and Stephen Catchpole Coordinator of PAi and Project Director). GRS Staff and Lansana Boima (Administrative Officer PAi). We are particularly grateful to the Hon Minister, Dr Alpha T. Wurie for sharing his valuable insight into the workings of MEST.

6.0 BACKGROUND

6.01 In 2003 the Ministry shed its Youth and Sports remit, adopted responsibility for science and technology, and was renamed the Ministry of Education Science and Technology.

6.02 The MEST operates under the 2004 Education Act, which replaced the 1964 Education Act under which the Ministry operated during the initial 2002 review. There is little change in the Ministry's responsibilities under the 2004 Education Act (the Act). The Act consolidates separate legislation in 2001 that gives the Ministry responsibility for overseeing the Tertiary Education Commission, the National Council for Technical, Vocational, and Other Academic Awards, and responsibilities arising under the Polytechnic Act.

6.03 Education policy remains unchanged, still being based on the 6-3-3-4 system providing nine years basic education, six at primary, three at junior secondary, three at senior

secondary school, and four years tertiary education at university, polytechnic, or other vocational training establishment.

6.04 The MEST has also been made the oversight body for the Council for Science and Technology. This is an independent body which aims to stimulate research and development in the priority areas of: Agriculture, Food Production and Agro-allied industries, Health and Healthcare Delivery Systems, Industrial Development, Energy, and the Environment.

6.05 The system of Government, assisted, and private schools has not been altered since the 2002 review. Government schools are wholly funded by the taxpayer. Assisted schools are owned by proprietors (often religious) where the government pays teachers' salaries as well as a subvention to meet general operational costs. Private schools receive no government support. The MEST is responsible through its inspectorate for ensuring that the curriculum followed in all non-government schools is in line with the general aims of the prescribed education policy.

6.06 Under the Local Government Act 2004, the MEST will drastically reduce its current functions by 2007 (see Appendix K) being left with policy formulation and monitoring/support functions, and direct responsibility for upper secondary and tertiary education. Basic education and junior secondary schools funded by the Government will transfer to the new Town and District Councils, with immediate hand-over of Government-funded primary schools. The Regional and District Offices which currently implement MEST functions at local level will have changed roles.

7.0 OVERVIEW OF PRESENT ARRANGEMENTS

7.01 At the time of the 2002 review, the GOSL's aspirations for education were set out in the National Education Master Plan (NEMP) 1997 – 2006. The overall purpose of the Master Plan was to provide a blueprint for the future setting out of programme objectives and priorities, resource requirements, and targets to be achieved within the period prescribed. However, the Master Plan is now seen as being largely obsolete and education policy is at present extrapolated from the Education Act 2004 and the Aims and Objectives of the MEST.

7.02 Some aspects of the NEM have been partially achieved through the World Bank/African Development Bank funded SABABU project. These include achieving better (20 per cent approximately – source MEST) access to formal and non-formal education and improving the quality of education through training 1500 teachers (source SABABU). However, as part of a broader objective to reduce poverty and social exclusion, the Government has a stated commitment to free primary school education. Fees are also paid by the Government for pupils to take the Basic Education Certificate Exam (BECE) and West African Exam Certificate (WAEC). It has been necessary to increase the burden of recurrent expenditure in order to try and meet this stated PRSP target.

7.03 According to the 2005 Chart of Accounts, the ratio of development expenditure to recurrent expenditure is 22 percent. However, if donor funding is taken out of the equation, this ratio becomes one percent.

7.04 This indicates that main proportion of the MEST budget goes to sustaining teachers' salaries and central administration, rather than increasing or improving outputs. Development funding flows almost entirely from donor sources.

7.05 Statutory Framework

7.06 The Ministry receives its mandate from Section 9 of the Constitution which provides that the government shall ensure that there are equal rights and adequate educational opportunities for all citizens at all levels.

7.07 The Education Act 2004 which replaces the earlier 1964 Education Act still vests control of education in the Minister of Education. As in the 1964 legislation, all decisional powers, authority, responsibility and control of education belong to the government in power represented by the Minister of Education. Power may be delegated by the Minister through the Directors General to the various Directorates and Units.

7.08 The Education Act 2004 also provides for an Education Board to advise the Minister on all matters of education.

7.09 A National Basic Education Commission (NBEC) also exists to provide advice to the Minister on basic education and adult literacy. However, this body has had no commissioners for at least three years, and is therefore not acting at present.

7.10 However, the Local Government Act 2004, prepared in consultation with the Ministry (in its former guise of Ministry of Education, Youth and Sports), vests authority and control of education up to Junior secondary level in the local councils. There is thus a conflict between the two laws. The MEST's Vision Statement and devolution roll-out plan commit the Ministry to a reform of the 2004 Education Act to comply with the government's policy on decentralisation.

7.11 Functions

7.12 At present the main functions of the MEST have remained unchanged from those described in the 2002 review, except for the addition of overseeing the Council for Science and Technology. This is a separate body with the remit to promote, coordinate, and oversee all aspects of scientific research and the application of that research within Sierra Leone. It recommends policy on science application and research.

7.13 However, the decentralisation process will significantly reduce the number of MEST functions (see Appendix J – the Ministry of Finance has included higher education in the third category). Post-devolution, the educational functions of the MEST will be

7.14 National education policy development

7.15 Monitoring of local government performance

7.16 Other functions not devolved, being the definition of the national curriculum and the design of teacher training, accreditation, the authorisation of textbooks, and updating the national academic/school calendar

7.17 Overseeing Tertiary and Upper Secondary education and training.

7.18 The situation with reference to achieving the policy aims and objectives of the government has changed little since the 2002 review. The functions prioritised by the

MEST (originally in line with the Master Plan and now according to the Act and the ministry's own aims and objectives) and outlined in the 2002 review remain moribund. The current Mission Statement reflects the new addition of Science and Technology in the ministry's name but not in its substance, still encapsulating its old Youth and Sports remit.

7.19 The Planning Directorate has only three staff, its Statistical Data Bank is still dysfunctional, and it has virtually no capacity to undertake the EMIS planned for insertion soon this year.

7.20 The ministry has embarked on two new initiatives, support to Girl Child Education and support to Technical Vocational Education institutions, as well as decentralising the structure of Grants-in-Aid (the government's scholarship scheme for tertiary education). However, with the exception of the scholarship scheme, these new plans have not been actualised, and there are no publicly available policy documents or planning frameworks for them. In addition, many crucial support functions (especially significant post-devolution) are still carried out in only a token manner.

7.21 **The Ministry has also made efforts in disseminating information to parents and the public since the 2002 review.** However, it remains very under funded in this area, with senior staff and the Minister reporting that they frequently had to use private resources to pay for newspaper editorials and radio airtime.

7.22 Structures

7.23 **At central level:** Reactivation of the Board of Education has only just begun at the time of this review. The three years hiatus in getting the Board going since the 2002 review's recommendation is due to lack of funding until now.

7.24 The Ministry is bifurcated into two wings: Professional and Administrative. Despite strong endorsement from the Minister, the critical recommendation made in the 2002 review to combine the Administrative and Professional Director General posts was rejected by the Good Governance Committee. The Directorate structure has been retained and approved by the ESO as recommended in 2002. However, the Establishment Secretary (ES) to date has not officially endorsed the personnel appointments necessary to man the Directorate positions because there is no budgetary provision for them. The MEST has assumed the new roles, and have appointed staff in acting capacities with no approval from the ESO.

7.25 The Professional Directorates have changed slightly since the 2002 review, and consist of the following units:

7.26 Planning and Budget (formerly Planning)

7.27 Educational Programmes and Services (these were two separate Directorates that have been merged by the ESO, and Physical Education has been incorporated as a programme)

7.28 Higher Education, Science and Technology (a new Directorate)

7.29 Inspectorate

7.30 Non Formal Education

7.31 Research and Curriculum Development (formerly National Curriculum)

7.32 The MEST has also created a new stand-alone Logistics unit to supply school materials and an Islamic Studies unit within the Programmes and Services Directorate.

7.33 A brief description of the responsibilities of each new or merged unit is given in Appendix J together with a summary of changes to the work and services provided by the Directorate of Administration.

7.34 A key recommendation from the 2002 review was the re-establishment of two standing management committees: the Executive Management Team and the (technical) Inclusive Management Team. These were originally formed in 1995/96 by the ministry, but were not functioning adequately. The 2002 review identified them as important structures for strengthening the management of the Ministry, and recommended their reactivation. However, both the standing committees have failed to coordinate the Ministry behind the devolution roll-out plan (reported as being submitted very late by the DecSec and LGFD). The Committees' failure to push through some key recommendations made by the 2002 review is partly due to external constraints over which the ministry has little or no control, specifically with respect to capacity issues that relate to other ministry staff carrying out vital support functions (Auditors, Accountants)

7.35 A third key management committee, the Budget Committee, was also revived by the MEST at the time of the review (June 21st). This was not a recommendation of the 2002 review. Until 2003, this committee existed only to address the Budget Call Circular from the MF and met sporadically. Following the requirements of the MTEF process undertaken across government, MF requested that the MEST's Budget Committee (with all ministries) be made a standing one in 2003, with the more extensive role of budget planning. When the re-review team interviewed the Budget Committee it had only met once in its new guise as a standing committee. **The MEST has taken a laudable (if rather late in the day) step in consolidating this important management structure.**

7.36 **At Regional and District level:** The MEST has District Education Offices (DEO) to carry out its functions at district level, with regional offices to coordinate and oversee the DEOs. The structure of these mirrors the centre. However, the functions of the MEST are changed by the decentralisation process, so the structures of the ministry at local and regional level need to adapt to the new reality.

7.37 The Regional Education Officers have a remit to address issues that are not within the roles of the District Education Inspectors. We note that they should be dispensed with as part of the devolution roll out plan, and support the MEST in its proposed creation of District Deputy Directors.

7.38 **Staffing** Seven staff related recommendations made in the 2002 review have been implemented. This has resulted in shedding 155 staff over pensionable age. However, benefits have not yet been paid to these people.

7.39 There are indications that personnel data regarding age is in a significant minority of cases inaccurate. Some staff are recorded as being under retirement age when in fact there are indications that they are over 60 years old.

7.40 We were unable to ascertain accurate numbers of staff in subordinate posts. The most likely estimate is that there are 209 clerks working in the MEST at central level. A job audit and job classification is needed to accurately establish their numbers and to assess their precise roles.

7.41 The problem of 'Teachers Attached' has not been addressed since the initial review. These are teachers, who are therefore not in the civil service, 'attached' to civil service posts in the ministry (for example the Decentralisation Focal Point is a 'Teacher Attached'). There are still 140 'Supervisors' in District and Town Council localities working for the MEST regional and district offices. These 'Teachers Attached' carry out an important function of supervising untrained teachers in primary schools. At central level 'Teachers Attached' are acting as education officers in various capacities, with 10 in Western Rural and Western Urban, and 12 at central ministry level.

7.42 Training

7.43 **Encouraging progress is being made in training teachers and procurement professionals through the SABABU project.** The SABABU project has an international standard procurement unit, with an Integrated Procurement Plan for the MEST and SABABU. The SABABU Procurement Specialist is mentoring the Director of Logistics, and training three MEST procurement officers through on-the-job experience and short courses in-country and abroad (Ghana). However, the Procurement Committee is not functioning, and there is no Procurement Unit to provide technical advice and support to the committee.

7.44 Apart from this, the situation regarding training has not changed since the first review. There is still no systematic training programme in place. The proportion of graduates and Teacher Certificate holders among professional staff remains the same. The majority of support and clerical staff are still poorly (if at all) qualified and have not had any work-related training. This is especially critical with regard to financial management and the forthcoming adoption of the IFMIS and EMIS.

7.45 **Equipment** There is little change in the chronic lack of equipment for staff to carry out their duties. Office equipment and furniture remains woefully inadequate. Transport for some field offices has improved due to donations of motorbikes by UNICEF and Plan International, but there is no recurrent funding provided for their maintenance, repair or running costs. As a result, these vehicles are reported as falling into disrepair. Some are very old (1998). Even in areas where assistance has been given, it is not enough for the Office's needs. Support is only given in areas targeted for international aid by UNICEF and Plan International, so many districts are completely lacking in transport (for example Tonkolili, Magburuka, Pujehun have no vehicles, Bombali, and Koinadugu have only one)

7.46 Accommodation

7.47 **HQ** - There has been a marginal improvement in the File Office and Records Section since the 2002 review. However, the accommodation standards are still very poor.

7.48 **Regional** - There have been some infrastructural improvements in the districts through HIPC funding. Those that have infrastructure do not have equipment such as generators and furniture. In the worst case we encountered, Pujehun, the DEO was renting living

accommodation to use as the District Education Office, and had to make frequent trips to Bo in order to access necessary facilities.

8.0 ANALYSIS AND RECOMMENDATIONS

8.01 As in the initial 2002 review, the team were exposed to a wide range of views about the workings of the MEST. A similar cross section of informants was canvassed, including (besides ministry staff at central and regional level) other MDAs with close links to the MEST, international agencies, civil society, and, additionally to the 2002 review, the new organisations forming and supporting local government.

8.02 This re-review was carried out in a different context to the initial 2002 study. Firstly, the passage of the LGA 2004 and the implementation of the GOSL's policy on decentralisation has a wide impact on the MEST. Secondly, this review takes part within the context of a broader programme of institutional reform funded by DFID and encompassing interlinked projects to improve and develop records management across the civil service, and the parallel development of the ESO into a more modern, efficient HRMO. The records management component has the most immediate significance for this study and reference will be made to its initial findings. Aspects of HRMO are referenced but the changes envisaged will form an interim measure pending the outcomes of the main review of ESO. We would however expect the ESO and the MEST to consult on these interim measures.

8.03 **This re-review reveals that the MEST has made some progress since the initial 2002 study.** The 2002 review made 33 recommendations, of which 10 are reported to have been implemented as of June 2005, and two partially implemented (see Appendix I). The Directorate structure has been retained and approved by the ESO, and seven staff related recommendations have been implemented. The IMT and EMT have been revived, and additionally (not mentioned in the 2002 review) the Budget Committee has been made a standing committee meeting every fortnight.

8.04 However, many factors have not changed since the initial study. The level of dissatisfaction is still high, morale generally low, and the ministry still operates under crippling resource constraints.

8.05 There is still a lack (notwithstanding the above) of effective structures, operational systems, consultation procedures, controls and central support services. For example, budget control varied across Directorates – in some the Director was the vote controller, in others the Deputy held control and made decisions without reference to the Director. There was no liaison between the Planning Directorate and the Decentralisation Desk, and the Inspectorate does not deposit the data it collects with the Planning Directorate. Records were kept in individual Directors offices, with no standardised procedures for accessing files or information. In all the Regional offices visited, field officers did not see the budget, reported no input into budget planning, and had no idea whether they were getting the funds they were entitled to. There had been no official communication on the devolution of DEC primary schools to DEOs and their staff. The management of the ministry was commonly described by its staff as "fragmented", "confused", "chaotic" and as having no regard for management principles.

8.05 The following paragraphs first examine the core issue of policy direction in the MEST, then examine the impact that decentralisation is having and will have on the MEST, and

finally build on the initial 2002 study in re-reviewing in detail the functions and structures that underpin the organisation. Other issues that emerged in the course of the review are also commented on.

8.06 Policy and Planning.

8.07 Every public sector service provider needs clear and coherent policies to guide decision-making and enable effective planning over short, medium and long terms. Efficient service delivery rests on effective planning, and this in turn is reliant on sound, clear policy making. Currently in the MEST, as at the time of the 2002 review, there is little or no effective policy-making support for the senior tier and political leadership of the ministry.

8.08 As mentioned above the ministry's overall policy is no longer encapsulated in the NEMP 1997 – 2006, but is extrapolated from the Education Act 2004 and the MEST's aims and goals. The 2004 PRSP Education Sector Review highlights the need for a clearly stated national education and training policy, with management processes and decisions aligned to policy goals, and time-bound quantitative targets for both basic and post-basic education and training provision.

8.09 At present, decisions on key areas are made on an ad hoc basis. For example, with respect to current issues, there is no policy document on decentralisation that has been circulated to the directorates. There are no written policies on personnel and human resource development, procurement, prioritising and harmonising the budget, records and information management, or the curriculum. At least one activity, Grants-in-Aid for Boarding Schools, runs counter to the GOSL's and MEST's objectives in priority access for poorer citizens, and there is no policy document for the sensitive area of granting international awards and scholarships.

8.10 There are contradictions between the Education Act 2004 and the Local Government Act 2004, and between the role of the MEST expressed within the Education Act 2004 and the Basic Education Act 1995. The lack of any coherent and integrated policy direction from the MEST is the root cause for many of the problems of communication to ministry staff and external stakeholders (on decentralisation issues for example). Without clear coherent policy direction, the implementation of MEST functions will remain problematic and confused, with response to wider government policy changes being reactive and ad hoc.

8.11 This failure of planning weakens the management of the MEST, and can be ascribed to the fact that the Planning and Budgeting Directorate is moribund. This Directorate should be a key one in the MEST. At present it is hardly functioning and barely staffed. This Directorate should (as recommended in the 2002 review) be responsible for all aspects of planning, monitoring and evaluation of ministry policies and programmes. In addition, there is a requirement to place planning, monitoring and evaluation in the policy context outlined.

8.12 **We recommend** that the Planning and Budget Directorate becomes a **Planning and Policy Directorate**, with responsibility for analysing and advising on policy, planning in line with agreed policies, and collating required information for effective policy-making and planning and budgetary management.

8.13 The PRSP Education Sector Review 2004 identifies a number of key areas requiring sound policy-making and effective planning by MEST including priority interventions with regard to Post-Basic Education and Training (PBET), gender equity and access, pro-poor Human Resources Development, reducing the funding burden through student loans, user-fees, and income-generation, and reforms in Technical Vocational Education (TVE). There is currently no organised capacity within the ministry to analyse the issues entailed in these areas, suggest alternatives to the political head, or carry out in-depth project planning and management for agreed initiatives. The current ad hoc approach cannot suffice. Capacity is severely lacking within the ministry and within the civil service and it will be difficult to find suitable candidates internally.

8.14 **We recommend** that external assistance is sought to provide a Director for this Directorate. This technical assistance should be for at least three years. The external Director will need to design a training programme for the Directorate's staff in order to develop the capacity of middle management.

8.15 **We further recommend** that the staffing of the Directorate is increased to include at least three qualified statisticians, and one Assistant Director with post-graduate qualification in a field relevant to education planning and management.

8.16 As the MEST changes from a centralised implementing bureaucracy to a decentralised administration with a main focus on policy making, support and monitoring, there will be an even greater requirement for effective policy analysis and evidence-based policy making. The political head and senior tier must have access to sound policy analysis and alternatives. This will enable them to guide the government's vision for education, enable good decisions to be made in achieving poverty reduction, and foster social inclusion through sound, targeted education policies.

8.17 **We recommend** that a **Policy Unit** is set up within the new Planning and Policy Directorate, headed by a Deputy Director with a relevant tertiary degree, and with two suitably qualified researchers.

8.18 Decentralisation: Devolution and Deconcentration of functions.

8.19 Decentralisation represents possibly the biggest current reform undertaken by the GOSL. Following the disbanding of elected local councils by the one-party government in 1972, their replacement by centrally appointed City, Town and District Management Committees, and the ravages of 10 years of brutal civil war, in 2003 the Government undertook to set up new elected local councils that could meet development needs at local level, promote social inclusion, and foster stronger democracy. Giving local people, especially disenfranchised youth, a voice, and improving service delivery are identified by the government as key policies in consolidating peace and contributing to Sierra Leone's post conflict reconstruction.

8.20 Under the terms of the Local Government Act 2004 and the Statutory Instrument enacted in November 2004, and according to the MoF LGFD's fiscal planning 2005 – 2007, the MEST will devolve Government-controlled Primary and Lower Secondary Schools to the Local Councils. This includes the functions of recruitment, payment of salaries, staff development, building rehabilitation and reconstruction, provision of furniture, provision of subsidised textbooks, and school supervision. Government libraries are also to be devolved in 2007, with Councils taking on staff training, supervision, and establishment of Library Boards. The central ministry will by 2007 have a mainly policy-making and

monitoring/inspection function with respect to devolved functions, setting guidelines rather than being an implementing agency.

8.21 **The MEST has been proactive** in requesting school supervisors to be handed over to the councils early, in order to make sure that schools newly under the councils have adequate support. The MEST intends to give these Supervisors the additional (central) function of looking after the faith-based and other assisted schools when they are transferred. However, this policy needs clear and thorough thinking through. For example, how this arrangement will be structured needs to be explicitly stated and understood by all parties. Will MEST pay the Councils as subcontractors for taking on this function?

8.22 The MoF hived out of the MEST budget 4.96 billion Leones for primary and pre-primary education and 2.21 billion Leones for junior secondary into a special budget line (code 701) for MDA functions to be devolved to the councils this year. The LGFD will not transfer this money to the councils until the personnel and assets related to functions have been transferred.

8.23 However, at present, there is no stated policy on devolution by the MEST. The MEST has prepared a roll-out plan for the devolution of its functions laid out in the LGA 2004, but this has not been widely circulated centrally, or circulated at all at regional and district levels.

8.24 Devolution will require a complementary support role from the MEST, which will require a change in the functions of the field offices. There is no explicit policy on the decentralisation of MEST activities.

8.25 The roll-out plan is reported as having being submitted very late (almost one year) by the LGFD (MoF) and the DecSec (MLGCD). The lateness of MEST's devolution plan, and lack of clear direction on some modalities (for example schools in townships, the joint DEC and assisted school supervision role of Supervisors) are causing problems for the local councils and the smooth implementation of the GOSL's decentralisation policy. Preparation of the roll-out plan and responsibility for its implementation rests with a single individual (Teacher Attached) occupying a designated Decentralisation Desk. There is little reported communication between the Decentralisation Focal Point and the Planning Directorate or other arms of the MEST. This is an inadequate arrangement, because devolution requires extensive cross-ministry planning and lateral communication.

8.26 Understanding of what is entailed by this major reform varies across the ministry. There are no stated policies on which aspects of procurement will remain centrally controlled, and which devolved (see below). There is confusion at local level where there are Town and District Councils existing side by side as to which Councils will take on the former District Education Committee (DEC) schools. The Decentralisation Secretariat (MLGCD) and the Local Government Finance Department (MoF) at the behest of the executive are carrying out a series of workshops with all MDAs devolving functions to local government between the 27th June and 1st July. The aim of these sector-specific workshops is to support the ministries in the devolution process by identifying the 'how and when' of implementing functions, assets and personnel transfers in line with the Statutory Instrument to the LGA 2004.

8.27 The support offered by the DecSec and LGFD will be very helpful in gaining clear understanding across the MEST Directorates as to what is entailed. The ministry should

articulate its position regarding devolution generally and specific issues such as DEC schools within the townships as soon as possible, and further identify suitable support functions to be devolved/partially devolved (such as procurement).

8.28 **We recommend** that the MEST creates a team to lead the decentralisation process as an immediate priority. The Director of the Planning and Policy Department should be appointed to take responsibility for the ministry's devolution roll-out plan, and it is suggested that the Decentralisation Focal Point is integrated into the Planning and Policy Directorate. This arrangement will support and give technical assistance to the senior officer identified above in implementing the roll-out plan, and deciding the policies entailed.

8.29 **We further recommend** that both central MEST staff in the regional and district field offices, local council staff and Education Committee Councillors are consulted and included in the deliberations of this team. Technical assistance is available from both DecSec and LGFD.

8.30 ## Functions

8.31 As in 2002, many activities are not being carried out by the Ministry that are its stated objectives. The resource constraints identified by the initial study have hardly changed, except for those that are donor-funded. For example, most of the delivered outputs by the MEST in teacher training and building/equipping schools are through the AfDB/WB funded SABABU project.

8.32 All sections of the MEST at both central and regional levels reported severe or crippling resource constraints affecting the Ministry's ability to carry out its functions.

8.33 Resource constraints apply across the government, but according to the MoF are exacerbated by poor existing structures and procedures, causing disproportionate difficulties for MEST in comparison with other large ministries (notably Health and Defence).

8.34 The most significant factor causing these difficulties is the lack of prioritising expenditure within the ministry's budget submissions. Other ministries (notably but not exclusively Health and Defence) ensure that key functions are funded by prioritising their budgets, meaning that policy goals are better achieved and when the money runs dry in the final yearly quarter only less vital and expendable functions are affected. The MEST's lack of prioritisation starves key functions by funding less important ones.

8.35 **We recommend** that the Budget Committee prioritises the MEST Budget, in accordance with ministry policies and budgetary estimates developed by the Planning and Policy Directorate.

8.36 The lack of coordinated and integrated policy making and planning gives rise to the practice of creating units within Directorates – in other words more bureaucratic structures – to achieve required functions.

8.37 For example, there is an Islamic Studies unit within Educational Services and Programmes. The MEST's rationale for a focus on Muslims' education is a good one. According to the Minister, of the 70 per cent of Muslims in Sierra Leone, only 10 per cent engage in formal education. The purpose of this unit is to increase the enrolment of Muslim children, especially girls, in formal education.

8.38 However, we question whether forming a specific unit (with a very generalist title of Islamic Studies) is the best way of tackling this clearly important issue. The danger is that this issue is 'boxed away' as the preserve of one unit, which becomes overloaded and has problems in addressing cross-cutting aspects of the function (as has happened with the Decentralisation Desk, for example).

8.39 **We recommend** that the Planning and Policy Directorate analyse and suggest a policy position on this matter for adoption by the ministry. The Planning and Policy Directorate should recommend ways of including this issue as an important cross-cutting strand into broader based initiatives such as gender, access to basic education, and the MEST's policy on devolution. This should allow better use of scant resources in achieving the ministry's goals in this area.

8.40 **We further recommend** that the Islamic Studies Unit be disbanded. The issues of access can be better addressed programmatically as suggested in 8.39

8.41 **Scholarship Awards Committee:** The MEST runs a national scholarship scheme, Grants-in-Aid, and an international one which selects candidates for overseas study (undergraduate and postgraduate). It also provides awards to assist pupils attending Government Boarding Schools.

8.42 The International Awards are funded by a variety of countries through bilateral arrangements and multilateral bodies, including the Commonwealth, EU, Nigeria, Ghana, and China.

8.43 No written guidelines were provided by the MEST for international scholarships. There is widespread dissatisfaction within civil society with the selection process for these international awards. They have been open to charges of students below eligible standards gaining scholarships (ACC), with a wide but unsubstantiated perception in civil society that scholarships can be bought.

8.44 Scholarships in many countries are a sensitive issue, especially for overseas study. An effective scholarship programme affects the development of the nation. Good knowledge is required of the relative merits and strengths of overseas institutions. Fairness and transparency in awarding scholarships is a necessity.

8.45 Civil society expressed the view that Sierra Leone could follow the Ghana model of taking the awarding body out of the ministry responsible for education and locating it in the executive, with an expatriate head to ensure fairness and to make that fairness publicly visible. We suggest that this would be premature.

8.46 **However, we recommend** that clear and precise policies are articulated for international awards, and are made public. The composition of the award committee should include a member representing the Anti-Corruption Commission (ACC), a member appointed by the organisation, Embassy or Legation from the country supporting the award, and a member with strong experience and qualifications in the award subject area. For example, in the case of an award for an MBA, it may be appropriate to invite a member of the Sierra Leone Chamber of Commerce. The first two positions offer a guarantee of fairness, and the third introduces a changing element to the committee's composition, which is a further spur to transparency.

8.47 The Grants-in-Aid scheme mainly assists students already on tertiary courses in selected institutions that have difficulty in meeting course fees. A very small number of students leaving Upper-Secondary school (less than 10 per cent– MEST) are given scholarships to go on tertiary courses.

8.48 The Grant-in-Aid scheme also has a very bad public reputation (according to ACC, other civil society sources) and is reported to suffer from rent-seeking and extortion of student awards. Common complaints between 2003 and 2005 lodged with the ACC are removal of names from the relevant institutions' registers (necessary to release the award) with payment requested for replacement, and withholding accommodation allowances and final amounts of awards.

8.49 There is a written policy for Grants-in-Aid. This describes the selection process, identifies the tertiary institutions that are part of the scheme, describes the composition of the awarding committee and spells out four selection criteria: priority subject (Maths, Medicine, TVE, Agriculture, Social Sciences), scholarliness, neediness, and gender balance.

8.50 However, there are gaps in the policy as it exists. While the steps of the process are described, timing is not stipulated. For example, there is no stipulation on the length of time awards need to be advertised prior to application deadlines. Selection criteria are described in very general ways. There is no definition of 'scholarliness' or 'neediness' given, for example.

8.51 **We recommend** that the policy is tightened by including timing for the selection process, defining the thresholds for scholarliness and neediness, and giving explicit guidelines as to how gender balance is to be ensured.

8.52 **We further recommend** that a representative nominated by the ACC is included on the Scholarships Board and an expert in the subject area as suggested for the international award.

8.53 Grants-in-Aid for tertiary study received an extra 1 billion Leones to the 2005 allocated 4.157 billion Leones, with boarding school awards receiving an extra 1.7 billion Leones to the allocated 937 million. These funds were adjusted from the 2005 budget, with Local Council DEC schools, Primary and Secondary Education being the losers (DEC schools -200 million, Primary textbooks -1.4 billion, learning materials -600 million, Secondary textbooks -500 million).

8.54 In the case of Grants-in-Aid, this is an interesting redeployment of resources, as it implies a de facto policy of supporting tertiary education as opposed to primary schooling and devolution. This is not necessarily wrong (PBET is identified as a priority in the PRSP review of Education 2004), but it does reiterate the need for effective and clear policy articulation by the MEST. It is disappointing to see resources diverted from DEC schools prior to their handover to the Councils

8.55 However, it is difficult to see the rationale behind such a large reallocation to Grant-in-Aid to Government Boarding, where pupils from wealthier/less poor backgrounds are subsidised for accommodation and three meals per day in elite schools (such as Bo School). It would seem more in line with the GOSL's and the MEST's stated commitment to improving access to basic education to channel this money into another function in line with the GOSL's and MEST's poverty reduction aims.

8.56 **We recommend** that the MEST discontinue the practice of Grants-in-Aid for Boarding schools. In the light of GOSL policy on poverty reduction, there can be no justification for supporting these pupils at these schools.

8.57 **The MEST has come up with an imaginative plan to tackle the problem of graduate flight**, relating to Grants-in-Aid and international scholarships. Students who graduate in professional disciplines – teachers, medical professionals, lawyers, IT graduates and so on – do not as a rule enter the public service in Sierra Leone. They commonly emigrate to for example the Gambia, the UK or the USA, where pay and conditions are much better, or, if they stay in Sierra Leone, they seek employment in well-funded NGOs/ international organisations. The result of this is that Sierra Leonean government funds (in part at least) a graduates training, but the country sees no benefit.

8.58 MEST's plan is to set up a National Professional Service, whereby graduates are bonded for one to two years to work in their profession in locations where there is most need. It is proposed to make service a prerequisite for International Scholarship applications, and to examine other incentives such as end-of-service grants. Besides retaining teachers, health professionals, agriculturalists, and other needed professionals in specific sectors, this plan could also benefit the civil service by providing work placements for young professionals in public management, political/social science, business management and other relevant areas, thus injecting capacity into the public sector. This could complement the proposed Senior Executive Service (SES) by providing middle-management support.

8.59 **We recommend** that the MEST seek technical assistance from international partners in designing this potentially very effective programme. Two organisations that run programmes involving volunteer placements that are active in Sierra Leone are the United Nations Volunteer programme and Voluntary Service Overseas. Bilateral partners should also be approached for input. There should be collaboration with the GRS in analysing the feasibility of linking National Professional Service placements with the SES programme.

8.60 **Ministry structures at Central level**

8.61 The 2002 review recommended that the current split in the ministry (common throughout the civil service) between the professional and administrative wings should be abolished, with there being only the Professional Director General as technical head to the ministry. This recommendation was supported by the Minister, and has a number of advantages over the current double-headed structure.

8.62 Firstly, there is shared responsibility for success or failure of MEST policies between the political and technical heads.

8.63 Secondly, decision-making over planning and the support activities (for example budgeting and logistics) that are essential to implementation are integrated under the one technical head. This lessens delays and cuts down administration in delivering services to the end-user.

8.64 Thirdly, transparency and information flow are improved.

8.65 In fact, the practical utility of this arrangement can be seen at regional level, where the head officers are professionals who integrate the administrative and professional functions, and have no administrative counterparts.

8.66 **We strongly reiterate the recommendation** to dispense with the post of Director General Administration, and subsume the responsibilities for overall professional and administrative management into one position of Director General Education as the technical head to the MEST. **We regard this as a crucial step in improving the management of the MEST.**

8.67 The MEST has not only revived the two key committees mentioned in the 2002 review – the Executive Management Team (EMT) and the Inclusive Management Team (IMT) – but has also strengthened the Budget Committee by consolidating its status as a Standing Committee meeting every fortnight.

8.68 They have only just been revived or got going, and it is too early to see their effectiveness (for example in the case of the Budget Committee two measures of efficacy would be how long it takes to appoint the Financial Controller to coordinate and oversee MEST and donor-funded SABABU accounts, and how long before Director control of budgets is enforced – both these were decided at the meeting on the 21st June).

8.69 **We recommend** that these important management structures are given the top-level support and endorsement necessary to enable their effective contribution to the running of the ministry.

8.70 Ministry structures at Regional and District level.

8.71 Devolution renders the regional layer defunct in terms of its implementation and control roles. The 2002 review therefore recommended that the regional tier of the MEST should go, leaving central and deconcentrated district level offices. This was not done.

8.72 However, there is a cost-saving argument for keeping science, sports, and school health monitoring as regional functions. Support and inspection occurs in each case once per year per District, making it seem wasteful having officers for these functions in each District.

8.73 An alternative to keeping this as a regional function would be simply to add these duties onto the District Education Office staff, as they are so seldom required. This option will cut down staff required to be posted outside Freetown, and harmonise the MEST structure with that of local government.

8.74 **We therefore recommend** that the Regional Offices **are** disbanded, and that the inspection functions currently carried out at regional level (science, sports, and school health) **are simply added** to the duties of District Inspectors, without creating additional posts for these functions.

8.75 The current structure of the district offices mirrors that of HQ, however the reduced functions of the ministry mean that a much smaller, simplified structure is appropriate, giving greater emphasis to support and monitoring of the councils

8.76 **We recommend** that the District Education Offices are structured according to their new support roles for the local councils. A suggested structure is given in Appendix F.

8.77 In Tonkolili, the large geographical area of the district, its difficult terrain and poor infrastructure are causing serious problems for ministry field staff.

8.78 **We recommend** that Tonkolili is split into two field offices by the MEST, each with its own head and according to the structure suggested in Appendix F.

8.79 Staffing

8.80 **MEST personnel:** The MEST succeeded in reviewing and resubmitting the Scheme of Service for its professional staff following the 2002 review. However, while this was eventually approved by the ESO, the Budget Bureau of the MF was not informed either by the MEST or the ESO of the Management and Functional Review, and funds were not therefore made available to implement the new Scheme of Service.

8.81 **We recommend** that the Budget Bureau should be informed of the process and recommendations of the MFR by the MEST as some recommendations have financial implications.

8.82 MEST also initiated action following the 2002 review to retire 155 staff over the retirement age. We note that although these staff were laid off, with relevant letters issued, they have yet to receive their retirement benefits since 2003. We also observe that some officers are over 60, but will not apply for retirement as they are not sure whether their benefits will be paid. The number of MEST staff at or close to retirement age is large, and MEST needs to plan the replacement of these officers

8.83 **We recommend** that MEST should invest in its human resource management. The Personnel Office is too small to look into the problems associated with human resource management and development. The ESO should gradually upgrade the personnel office to meet the demands of the MEST.

8.84 In respect to the issue of staff retirement, we are of the opinion that in many cases the age quote given to us and which is recorded on the payroll is suspect. There are also instances of personnel who are clearly medically unfit for their duties (for example stroke victims).

8.85 **We recommend** that the MEST carry out compulsory medical examinations for all staff over the age of 50. Any staff who are deemed medically unfit for duty should be laid off, with their appropriate benefits.

8.86 The 2002 review highlighted serious problems with staffing in the MEST. Over time, the staffing situation had become so eroded that at the time of the initial review the MEST did not know how many staff it had. This situation has not changed. The problem is partly due to exogenous factors outside the MEST's control relating to problems with confirming positions by the ESO. In meeting its personnel requirements, the MEST had to take actions that were outside the personnel policies of the civil service. This situation, exacerbated by the absence of a specific personnel policy for the ministry has caused fragmentation and confusion in the structure of the ministry and low morale among its officers.

8.87 The professional arm of the MEST is further weakened by frequent transfers of staff from one Directorate to another. These frequent transfers do not allow education officers to develop competencies or build effective teams within the Directorates. This is a key

factor in the ministry's lack of capacity in terms of presenting professional and policy advice to government. A significant minority of officers complained of being victimised, with punishment being transfers to Directorates where they had little or nothing to do.

8.88 **We recommend** that a personnel (HR) policy for professional staff in MEST should be prepared by the Personnel Office in collaboration with the Planning Directorate and ESO so that the career and professional development of education officers can be enhanced, and the quality of their contribution to the ministry improved.

8.89 In the light of the above comments and recommendations, Human Resource Development (HRD) and HR Management will become an important function for the MEST. The existing Planning and Budgeting Directorate contains a HRD Unit, which is currently inoperative. In theory, this unit should be addressing some of these policy and implementation issues. However, this is essentially a support service rather than a function, and there is duplication in the current arrangement with the Personnel Manager under the Administrative wing. The sister HRMO project aims to develop a more modern and efficient approach to personnel/human resource management for the civil service as a whole. The recommendations this project makes will cover wider aspects of HR management than are currently dealt with by the Personnel Office, which is unlikely to have the capacity to encompass its broader role.

8.90 **We recommend** that the Human Resource Management and Development Unit should be part of Support Services and replace the Personnel Office. Personnel Records must be lodged and kept in the Records Office as part of the CIU, however the new HRMD Unit will set policy and guidelines on access and management of personnel records.

8.91 **Teachers:** While analysis of the staff levels and work of teachers is outside the remit of this re-review, it is necessary to make some comments on the central ministry management of teachers.

8.92 Teachers are employed by schools and other education institutions, and are therefore public servants but not civil servants in Sierra Leone. The PRSP Review of Education 2004 emphasises that the dual supervision of schools by the MEST and faith-based education authorities (FBEAs) is inefficient. FBEAs no longer provide any development or recurrent expenditure to their schools, and most are a drain on, rather than net contributors to, the system.

8.93 The PRSP review recommended the establishment of a Teachers Service Commission (TSC) to effectively manage all aspects of human resource development for the teaching profession in Sierra Leone, and which will address current problems of dual supervision by becoming the sole employing authority for teachers, with overall responsibility for human resource management. The District and Town Education Committees can take overall responsibility for recruiting, paying, and deploying teachers, with the TSC having the authority to monitor and supervise these activities.

8.94 **We recommend** that the TSC is set up as a matter of priority. The MEST and GOSL should seek external technical assistance in designing and setting up this body. Local Councils and FBEAs should be consulted throughout the process of building this organisation.

8.95 One of the main problems with teachers' pay and records is the current cycle of three intakes per year in January, August, and September. This results in frequent movement of

teachers from post to post and school to school, confusing records, delaying salary payments, and negatively affecting both educational standards in schools and teachers own professional development.

8.96 **We recommend** that the cycle of teacher intake be reduced to once per year, at the start of the academic year in September. **We further recommend** that teachers should be bonded for a minimum period of one academic year within their posts, once accepted.

8.97 **Central Support Services:** The situation regarding essential support functions within the MEST is desperate. Lack of qualified, trained, and capable office support personnel, and extreme resource constraints hamper the MEST in carrying out its functions. Many of these capacity constraints are outside the direct control of the MEST, as technical staff dealing with audit (the OAG), accounts (the Accountant General's Office), and records management are implanted from other MDAs.

8.98 Records and Information Management

8.99 This area of administration cuts across all departments and Directorates, and is at the core of the efficient functioning of the MEST.

8.100 The Planning and Policy Directorate is the unit which ties together planning and policy functions through providing the base data for evidence-based policy making. The 2002 review recommended the creation of a Central Information Unit (CIU) and its placement as a unit within the Planning Directorate.

8.101 **We support this recommendation** to install a focussed central information management function**.** The CIU will integrate information and knowledge management systems and should include the MEST Records Office, the EMIS, statistics from the Inspectorate's Information Unit, the Logistics Directorate (to be relocated in Support Services – see below), the IFMIS, Personnel Records for MEST staff (as distinct from Teacher Records in the EMIS), data from the Councils, and wider organisations such as NGOs who may have data relevant to education planning. The CIU will be staffed and administered by trained RM personnel from the National Archive. Policy and guidelines on access, sensitivity of information, and value will, however, be set by management.

8.102 **Placing this (CIU) unit within the Planning Directorate will facilitate effective linking between management and the appropriate use of records and data to achieve ministry and government policy outcomes. It is therefore a key recommendation in improving management processes within the ministry.**

8.103 An exploratory visit has been made by the GRS Records Management (RM) team as part of the sister project to the MFR. The RM project envisages the transformation of the current Registry system used throughout the civil service into a more efficient and modern Records Office structure (see 8.101).

8.104 The RM team will provide a comprehensive report on the MEST. Initial findings are that there is an almost complete lack of documented records management policy and procedures with no link between records management and administration.

8.105 The RM team also found inconsistent classification systems for MEST staff, teachers, and student scholarships, incomplete records, no adequate measures to prevent

tampering, loss and damage (including a complete absence of fire prevention equipment), and an endemic lack of training among records officers.

8.106 This situation threatens the validity of the EMIS being developed by the Planning Directorate. The system will be based on paper records that will not be authentic or reliable until records management improvements have been put into place. The high numbers of ghost workers will skew the information in the system.

8.107 **We recommend** that implementation of the EMIS is delayed until the RM team can make its recommendations and assist the Planning Directorate in cleaning up the MEST records. Premature establishment of the EMIS will be counterproductive, both in terms of cost and in terms of the functioning of the system.

8.108 Automated systems are seen by some staff, including management, as the solution to the lack of storage for paper-based records and current registry supplies, but the proposed introduction of sophisticated computer-based records and data management systems such as the IFMIS and the EMIS poses enormous problems for the MEST and the civil service as a whole. There is no central IT body to ensure that proper training would be supplied for these systems, that resources would be available to maintain them and that adequate facilities (a reliable power grid and environmentally controlled and secure spaces) would be made available. Outsourcing maintenance to the private sector is problematic for the GOSL because there is a general perception of government as corrupt, and paying late or not paying contractors (source: Sierra Leone Chamber of Commerce).

8.109 At present, there is hardly any existing IT capacity in the MEST. Computers are limited to the offices of a few senior Directors and above, with most secretarial and office support being done by typewriter or hand.

8.110 **We recommend** that consideration of automated systems for records management is deferred until the RM team can make its recommendations. These are likely to focus on establishing clean, workable paper based systems before undertaking IT-based systems. **This recommendation should apply to all information/records management in the MEST, including the IFMIS.**

8.111 The RM project includes the training and development of a cadre of Records Officers to be placed in central MDAs. It will also make recommendations on processes, procedures, and resources needed to establish clean and efficient records management.

8.112 **We recommend** that the Planning Directorate be responsible for liasing with the RM team and other relevant agencies such as MF (for IFMIS) and SABABU (for EMIS). With these agencies the Planning Directorate should determine a policy on records and information management. This should encompass initial steps in establishing clean paper-based systems, and plan for the move to IT based ones as capacity is built.

8.113 **Accountancy:** There are no qualified accountants in the MEST. Again, accountants are appointed to the MEST by an external government office; the Accountant General's Office. The capacity in this area is so low that the SABABU project sees no point in capacity building. Only a complete replacement of existing staff with professionals can provide a base for developing capacity to the level required by the IFMIS.

8.114 This basic level is identified by the Ministry of Finance as being a minimum of the following, all of whom should be computer literate:

8.115 Principal Accountant with minimum ACCA qualification and five years experience

8.116 A minimum number of three accountants all qualified to TDA

8.117 Accounts Clerks qualified to Certificate in Accounting or above.

8.118 **We recommend** that the MEST stipulate their requirement for accountants from the Accountant General's Office qualified to the minimum levels specified by MoF.

8.119 It was agreed in a Budget Committee meeting on the 21st June that the recommendation from the GRS that a Financial Coordinator be appointed to coordinate and integrate the finances and accounts of the MEST and the Sababu programme was accepted. This has been successfully done in the Ministry of Health which also has large parallel donor funded programmes.

8.120 **We recommend** that the agreed position of Financial Coordinator is appointed as a priority,

8.121 **We also recommend** that mentoring and capacity building of the MEST accountants once they are appointed is part of his/her TOR.

8.122 **Procurement:** While significant progress is being made in developing ministry staff's professional expertise in procurement (see Training above), there is no procurement unit in the MEST, and there are no procurement procedures as laid out in the draft procurement law. There is a Procurement Committee, but it was reported as not meeting. Different Directorates and Units within the MEST had differing reports of who did procurement (the Assistant Director, Stores) or did not know who was responsible for procurement.

8.123 Procurement needs careful thought and planning in the light of devolution. Certain aspects of procurement in the decentralised context will require more integrated and centralised control, for example text books, laboratory equipment and reagents, and other items that must conform to curriculum standards laid down by the MEST, or which will represent savings due to economies of scale. Procurement of other items, for example school furniture, contracts for refurbishment and new/re-build of school structures, school meals, stationary, etc, is best devolved.

8.124 **We recommend** that the Procurement Committee be a standing committee, meeting regularly, and **we further recommend** that a **Procurement Unit** is formed using the Assistant Director of Logistics and the staff being trained by the SABABU Procurement Specialist. All central procurement should go through the Committee and Unit. The Unit should advise on which aspects of procurement should be held centrally and which devolved to Local Government or local education institutions under Council control.

8.125 **Logistics:** The new Logistics Unit reports to the Director General (that is the Professional wing on the ministry). However, it is in fact a support function, closely tied to procurement. The Assistant Director is one of the MEST staff being trained in procurement by the SABABU Procurement Specialist.

8.126 **We therefore recommend** that Logistics should report to the Deputy Secretaries, and be within central support services.

8.127 It is proving very useful in data collection. At present, there is little or no communication with the Planning Directorate. This situation needs to change, with regular communication.

8.128 **We recommend** that logistics deposit their collected data directly with the Planning Directorate initially, and then with the CIU within the Planning Directorate once that is set up.

8.129 **Internal Audit:** Internal Audit has no qualified auditors, and carries out audits on only partial information. Auditors are appointed by the Office of the Auditor General to the MEST. The 2002 MFR recommendation that the Internal Audit should report directly to the Minister, reflected in the MEST's current and proposed organograms, has not been implemented. The Internal Audit reports to the Minister via the Principal Accountant and then the Director General, and thus cannot be said to provide the clear segregation of duties required by international Internal Audit Standards. There was a high turnover for the head of this office reported.

8.130 **We recommend** that the Internal Audit reports directly to the Minister, and that the MEST agrees with the OAG a minimum level of qualification and experience for Auditors appointed to the ministry.

8.131 There is an ongoing DFID-funded project through PKF International Ltd building capacity within the OAG through training and joint audits with PKF. This project includes components to strengthen MDA internal audits.

8.132 **We recommend** that the MEST collaborate with the OAG to link with this project in order to raise the capacity of the MEST Internal Audit Department to the minimum level required.

8.133 **Material resources**: Resource constraints have changed little since the 2002 review. Where there has been an increase in funding for equipment, skills and support constraints have meant that these new resources have not been fully utilised. For example, the AfDB donated $1.8 million worth of scientific equipment and reagents in 2004. This is still in its packaging, as only the Deputy Director Science and Technology understands its use. Motorbikes donated to regional MEST offices by Plan International and UNICEF are falling into disrepair because there is no budget allocation from the MEST or support from these donors for their repair, maintenance and running costs.

8.134 **We recommend** that the Planning and Policy Directorate take a lead with the Budget Committee in prioritising equipment expenditure in consultation with the other Directorates and the field offices of the MEST.

8.135 **We further recommend** that a priority should be the provision of running and repair costs to vehicles in the field, and provision of more vehicles to the Inspectorate as funds become available, as recommended in the 2002 review.

8.136 The 2002 review made a recommendation to carry out a technical review of the computer needs of the ministry with the aim of providing a computer network serving all the Directorates. However, the RM team have made salient points about the necessity of having reliable paper-based information and records management systems in place before

introducing automated systems. In addition, there are issues of IT support, capacity, and secure/controlled environments mentioned earlier.

8.137 **We reiterate the recommendation** but **with the proviso** that given the recommendations made by the RM team, instituting reliable non-automated systems should come first. The Planning and Policy Directorate should lead this review, and factor in the requirements of the IFMIS and EMIS.

8.138 As part of the current re-review process, £20,000 is available from the GRS managed Essential Equipment Fund over three years for the MEST. After consultation with field offices, and given the importance deconcentrated functions of the ministry have in the light of devolution, **we recommend** that a small amount of GRS managed Essential Equipment Fund is used to provide VHF radios with attendant small generators and batteries to each DEO, and a central base station for MEST headquarters. Internal communication is already vital (but barely existing) for carrying out MEST functions. It will become even more important as the Councils take on their devolved functions in September 2005, and the MEST field offices take on broader supporting/monitoring roles.

8.139 **Communication:** The 2002 review made a number of comments on communications and public relations within the MEST. These outlined a context of general illiteracy in the population, a lack of an effective media, and lack of funding for PR and communication activities by the Ministry. This has led to suspicion among the population and civil society organisations about the MEST, and a view that the ministry is engaged in propaganda not information dissemination.

8.140 However, since the 2002 review, the MEST has made progress in disseminating information to parents and the public on educational issues. This is even more laudable given that resource constraints have meant that the Minister, his Deputies and senior staff in the MEST were reported to have used private funds to pay for radio airtime and newspaper advertisements.

8.141 Problems relating to over-centralisation, poor service delivery, and reputed corruption were mentioned in the 2002 review, and according to Oxfam, Talking Drum, the Sierra Leonean Council of Churches, and Campaign for Good Governance continue to afflict the MEST. Strengthening the management and structures of the MEST, with a strong Planning and Policy Directorate enabling sound policies to be clearly communicated, supporting the wider context of decentralisation, and better administration of teachers through a TSC will over the medium to longer term address many of these issues.

8.142 **We recommend** that in conjunction with the ACC Corruption Prevention Department, the MEST should develop its own internal Anti Corruption Strategy, with quantifiable and time-bound outputs.

8.143 **We recommend** that as part of this strategy, the MEST identify some priority areas where 'quick wins' can be achieved in addressing particularly corruption related issues. Some of these are related to schools and teachers, rather than central ministry practices (for example charging lesson fees in syndicates). Better communication from the MEST could avoid the ministry being blamed for activities outside its control. Tightening procedures on awarding scholarships, and ceasing Grant-in-Aid to Boarding schools will be quick and easy to accomplish, and improve the MEST's corporate image.

8.145 **Wider issues**

8.146 The MEST currently oversees the Council for Science and Technology. This is an independent body which aims to stimulate research and development in the priority areas of: Agriculture, Food Production and Agro-allied industries, Health and Healthcare Delivery Systems, Industrial Development, Energy, and the Environment. It currently occupies one office at the New England site. The MEST and the Council have agreed that the Council's independent status makes it desirable for it to move out of the ministry, occupy its own offices. The Council is currently looking for a suitable location.

8.147 The 2002 review recommended that the National Basic Education Commission (NBEC) should be relocated away from the MEST's New England site in order to reinforce their independence, provide greater scope for objective thinking, and avoid the phenomenon of Commission staff being subsumed into routine activities of the ministry. This has not been done.

8.148 **We reiterate the recommendation** to relocate the NBEC.

8.149 In addition, the Commission is currently unable to carry out its functions as it has no commissioners. Staff reported that this situation has been extant for at least three years, but they were unable to give exact dates.

8.150 **We recommend** that Commissioners are appointed as a matter of urgency, so that the NBEC can begin to carry out its functions of providing advice to the Minister on basic education and adult literacy.

8.151 In terms of target population, the main focus for the Commission is the population outside Freetown. Illiteracy is highest in the districts and towns, and there is less access to basic education.

8.152 **We recommend** that the NBEC should have representation in the Provincial Headquarter towns. As a deconcentrated commission, providing advice on adult literacy and basic education, a provincial presence will be sufficient to liase with and advise the councils.

8.153 There is a conflict within the Education Act 2004 between the role and duty of the NBEC and the powers of the Minister. Section 12 of the Act 2004 gives additional powers to the Basic Education Commission as follows; "Without prejudice to its functions under the National Commission for Basic Education Act 1994, and for the purpose of this Act, it shall be the responsibility of the National Commission for Basic Education to protect the right to basic Education for every citizen, including the amputees and other disabled persons". However, the Minister by the Act has the right and discretion to control, supervise or approve the setting up of basic education schools. Therefore a clash can in theory arise if the NBEC wants to fight for a right that the minister does not approve. Examples might be the allocation of scarce resources to one vulnerable group at the expense of another, increasing funding to boarding school pupils at the expense of basic education (as has happened in this budget), or focussing resources on one geographic location (perhaps targeting the poorest districts) at the expense of others. The contradiction in the Act is that the NBEC is the duty of protecting every citizen's right to basic education but cannot fulfil that duty without Ministerial consent.

8.154 **We recommend** that the MEST, NBEC and DecSec collaborate on a revised policy towards this issue that will enable the NBEC to better carry out this important function.

The role of the Minister towards basic education provision has in reality changed through the process of devolution of this function to the Councils, although the Act does not reflect that (see 8.20 and Appendix H). The revision of the Education Act needs to reposition the Minister and the MEST in a 'hands off' policy and monitoring role, leaving the implementation to the Councils, with guidance from NBEC.

9.0 **IMPLEMENTATION** PLANNING PRIORITIES

Recommendations that can be implemented in the short term	**Approximate timescale**	**Responsibility**
Planning and Budget Directorate becomes a Planning and Policy Directorate (PPD) (recom.2)	Immediate	MEST / ESO
Commissioners are appointed to NBEC (recom 7)	Immediate	Sec NBEC/MEST
MEST, NBEC and DecSec collaborate on a revised policy towards the issue of contradiction within the Education Act 2004 between the duties of the NBEC and the powers of the Minister (recom.9)	Immediate	MEST NBEC DecSec
MEST creates a team to lead the decentralisation process (recom.10)	Immediate	MEST
MEST staff in the regional and district field offices, local council staff and Education Committee Councillors are consulted and included in the deliberations of this team (recom.11)	Immediate	MEST
Regional Offices are disbanded, and that the inspection functions currently carried out at regional level are simply added to the duties of District Inspectors (recom.12)	Immediate	MEST
Budget Bureau should be informed of the process and recommendations of the MFR (recom.23)	Immediate	GRS/MEST
Executive Management Board, Inclusive Management Team, and Budget Committee management structures are given the top-level support and endorsement (recom.24)	Immediate	MEST
MEST carry out compulsory medical examinations for all staff over the age of 50. Any staff who are deemed medically unfit for duty should be laid off, with their appropriate benefits (recom.26)	Immediate	MEST/ESO
Human Resources Development unit should be part of Support Services. Personnel Records must be lodged and kept in the Records Office as part of the CIU (recom.28)	Immediate	MEST/ESO
Teacher intake be reduced to once per year, at the start of the academic year in September. (recom.30)	Immediate	MEST/MF/AG
Teachers should be bonded for a minimum period of one academic year within their posts, (recom.31)	Immediate	MEST

MEST stipulate accountants with the minimum levels specified by MF from the Accountant General's Office (recom.36)	Immediate	AGD/MEST
The agreed position of Financial Coordinator is appointed as a priority (recom.37)	Immediate	MEST
Mentoring and capacity building of the MEST accountants once they are appointed is part of Financial Controllers TORs (recom.38)	Immediate	MEST
Procurement Committee be a standing committee (recom.39)	Immediate	MEST
Procurement Unit is formed using the Assistant Director of Logistics and the staff being trained by the SABABU Procurement Specialist. (recom.40)	Immediate	MEST
Logistics should report to the Deputy Secretaries, and be within central support services (recom.41)	Immediate	MEST
Logistics deposit their collected data directly with the Planning Directorate initially, and then with the CIU within the Planning Directorate once that is set up (recom.42)	Immediate	MEST
Internal Audit reports directly to the Minister, and that the MEST agrees with the OAG a minimum level of qualification and experience for Auditors appointed to the ministry (recom.43)	Immediate	MEST
MEST collaborate with the OAG to link with the DFID-funded PKF Ltd project in order to raise the capacity of the MEST Internal Audit Department to the minimum level required (recom.44)	Immediate	MEST/OAG
Clear and precise policies are articulated for international awards, and are made public (recom.15)	Immediate	MEST
Policy on Grants-in-Aid for tertiary study is tightened by including timing for the selection process, defining the thresholds for scholarliness and neediness, and giving explicit guidelines as to how gender balance is to be ensured. (recom.16)	Immediate	MEST
A representative nominated by the ACC is included on the Scholarships Board and an expert in the subject area as suggested for the international award (recom.17)	Immediate	MEST
MEST discontinue the practice of Grants-in-Aid for Boarding schools. (recom.18)	Immediate	MEST/Budget

Planning and Policy Directorate analyse and suggest a policy position on enabling access to education for Muslim children for adoption by the ministry (recom.20)	Immediate	MEST
Islamic Studies Unit is disbanded (recom.21)	Immediate	MEST
MEST develops its own internal Anti Corruption Strategy, with quantifiable and time-bound outputs (recom.49)	Immediate	MEST
MEST identify some priority areas where 'quick wins' can be achieved in addressing corruption related issues (recom.50)	Immediate	MEST
Recommendations that are of high priority but require planning and organisation	Immediate	MEST
Merge two Director General posts to create one technical head (recom.1)	6 Months	MEST/ESO
Staffing increased for PPD (recom 4)	6 Months	MEST/ESO
Policy Unit is set up with staff (recomm.5)	6 Months	MEST/ESO
Relocate the National Basic Education Commission (NBEC) (recom.6)	3-6 Months	MEST
NBEC should have representation in the Provincial Headquarter towns (recom.8)	6 Months	MEST
District Education Offices are structured according to their new support roles for the local councils (recom.13)	6 Months	MEST
Tonkolili is split into two field offices by the MEST, each with its own head and according to the new structure (recom.14)	6 Months	MEST
Budget Committee prioritises the MEST Budget (recom.22)	5 Months	MEST
ESO to upgrade the personnel office to meet the demands of the MEST (recom.25)	3-6 Months	ESO/MEST
Personnel policy for professional staff in MEST prepared by the Personnel Department in collaboration with the Planning Directorate (recom.27)	6 Months	MEST/ESO
Teachers Service Commission is set up (recom.29)	6-12 Months	MEST
Form a Central Information Unit (CIU) located in the Planning Directorate (recom.32)	6 Months	MEST
Implementation of the EMIS is delayed until the Records Management (RM) team can make its recommendations (recom.33)	Immediate	MEST

Consideration of automated systems for records management is deferred until the RM team can make its recommendations. (recom.34)	Immediate	MEST
Planning Directorate should determine a policy on records and information management in conjunction with MF and SABABU (recom.35)	3 – 6 months	MEST, MF, SABABU, IRMT
Computer needs assessment following RM report (recom.47)	3-6 Months	MEST
Recommendations relating to material resources and external inputs	Immediate	MEST
External assistance is sought to provide a Director for the PPD. (recom.3)	Immediate	MEST
MEST seek technical assistance from international partners in designing the Grants-in-Aid linked National Professional Service programme. (recom.19)	Immediate	MEST
Equipping field offices with vhf radios (recom.48)	June 2006	GRS/MEST
Planning and Policy Directorate take a lead with the Budget Committee in prioritising equipment expenditure in consultation with the other Directorates and the field offices of the MEST. (recom.45)	2006 Budget request	MEST
Priority should be the provision of running and repair costs to vehicles in the field, and provision of more vehicles to the Inspectorate as funds become available (recom.46)	2006 Budget request	MEST

APPENDIX A

FUNCTIONAL AND MANAGEMENT REVIEW OF MINISTRIES

MANAGEMENT AND STRATEGY QUESTIONNAIRE

The purpose of this questionnaire is to determine the nature of the overall strategy and structure of the ministry / department/ division/ agency/ unit to enable the MFR team to identify key issues and determine the approach to further research and interview.

MINISTRY: …….

NAME OF POST HOLDER: …….

DEPT/ DIV/ AGENCY/ UNIT: ……

JOB TITLE: …….

LOCATION: ……

DATE: ……. TEL (MOB/ LAND): ……

Please answer the following questions as comprehensively as possible. If there is insufficient space to answer fully any question, please record your name and relevant comments on a separate sheet of paper and attach it or use pg 4.

SECTION A: FUNCTIONS/ STRUCTURE

1. Please list the main functions of the ministry/ department/ division/ agency/ unit for which you are responsible.

2. Are there agreed work plans to implement the functions/ activities of your ministry/ department/ division/ agency/ unit? **If not**, how is work organised, coordinated and monitored?

3. Please state any problem (s) encountered in carrying out these functions.

4. Does your ministry/ department/ division/ agency/ unit collaborate with other ministries/ departments/ divisions/ agencies/ units in the performance of functions? If **any**, please indicate.

SECTION B: ORGANISATION/ OPERATIONAL STRUCTURE

5. Please indicate the number of staff for whom you have managerial/ supervisory responsibility within the ministry/ department/ division/ agency/ unit. Do you have responsibility for staff elsewhere?

6. Are you in charge of any donor-supported programme? (**Yes / No**).
If **yes**, what are the programmes and outline the budget, purpose and your own or / department/ division/ agency/ unit role.

SECTION C: PERFORMANCE, MANAGEMENT AND TRAINING

7a. Are staff provided with job descriptions? **(Yes / No)**

b. Is a staff performance appraisal scheme in place and operating? **(Yes/No)**

8. Are training opportunities available for staff? **(Yes/No)**
If **yes**, what type and how frequent do they take place?

9. What skills and competencies are lacking in your ministry/ department/ division/ agency/ unit?

SECTION D: COMMUNICATION

10. What are the methods of communication between your ministry/ department/ division/ agency/ unit and the following:

(i) Staff:

(ii) Departments:

(iii) Provincial offices:

(iv) Public:

(v) Other MDAs:

Thank you very much for your cooperation. If there is any additional information which you would like to draw to the Review Team's attention please make a note here or discuss it with the Review Team directly during the research and interview phase.

ADDITIONAL COMMENTS (please attach)

APPENDIX B

LIST OF PEOPLE CONSULTED

MINISTRY OF EDUCATION SCIENCE AND TECHNOLOGY

Dr. Alpha T.Wurie – Hon Minister of Education

Mr Martin S. Banya – Deputy Minister of Education

Mr William Taylor – Director General (Education)

Mr. A. Jallah – Deputy Director General (Education)

Mr. S. M. Kuyateh – Deputy Director Higher Education

Mr. G. H. Cooper – Assistant Director Student

Mr. G. G. Banya- Ag Deputy Secretary (Administration)

Mr. Joseph Adu – Deputy Director Planning

Mr. S. I. Jalloh – Assistant Statistician

Mr Augustine T. Mansaray – Assistant Secretary

Mr. Sumaila – Ag Deputy Secretary

Mrs. G. M. B. Leigh – Ag Personnel Manager

Ms Edna Jones – Ag Director Educational Services

Mr. A. E. Momoh – Director of Research and Curriculum Development

Mr. I. L. M Sesay – Executive Secretary

Mr. Dickson Rogers - Director of Inspectorate

Mr. Paul J. Lappia – District Deputy Director, Bo

Mr. P. L. Saffa – Supervisor of Schools, Bo

Mr. Peter Thomas – Deputy Director Regional Educational Office Kenema

Mr. Joseph M. Kaine – Inspector of Schools, Pujehun

Mr. Matthew J. Kallon – Teacher Supervisor, Pujehun

Mr. Francis M. Kpukumu – Teacher Supervisor, Pujehun

Mr. Robert Bangura – Deputy Director Logistics

Mr. M. B. Gboyor – Executive Officer

Mr. Haroun A. Bangura

Alhaji Mohamed S. Mustapha –Account,Headquater

Mr. Sandi L. Kpaka – Deputy Director of Schools, Bombali District

Mrs. Ramatu Kanu – Inspector of Schools, Bombali District

Mrs. Maseray Conteh – Organizer Home Economics, Bombali District

Mr. Idrissa S. Ankrah – Supervisor of Schools, Bombali District

Mr.David E. Konteh – Supervisor of Schools, Bombali District

Mr. Solomon S. Kargbo – Supervisor of Schools, Bombali District

Mr. Samuel S. Fullah – Supervisor Physical Health Education,North

Mr. John Bai Kamara - Supervisor Physical Health Education, North

Mr. Amara Dumbuya – District Coordinator School Feeding Programme, North

Mr. Ibraham S. Kamara – Supervisor Inspectorate, Bombali District

Mr. Patrick A. Sesay – Monitoring & Logistics, Bombali District

Mr. A. O. Kamara – Inspector of Schools, Tonkolili District

Mr. Wilfred T. Kamara – Head Teacher,Tonkolili District Education Community School

Mr. J. F. S. Mansaray – Inspector of Schools, Koinadugu District

Sababu Education Project

Dr. A. C. T. Dupingy – Project Coordinator Sababu Education Project

Dr. Morie Manyei – Capacity Building Coordinator, Sababu Education Project

Mr.Allassan Salifu – Procurement Specialist, Sababu Project

Mr. Cecil Coker – Financial Controller, Sababu Project

Mr. M. S. C. Koroma – Internal Auditor, Sababu Project

Mr. Lamin H. Dumbuya – Head Teacher C of G Makeni

Councillors and Councils

Mr.Wusu Sannoh - Chairman, Bo Town Council

Mr. B.K. Mannah – Deputy Chairman, Bo District Council

Ms. Josephine Makieu – Councillor, Bo Town Council

Mr. Foday J. K. Bainda – Councillor, Bo District Council

Mr. Lahai M. Sowai – Councillor, Bo Town Council

Mr. Peter Momoh – Councillor, Bo District Council

Mr. Peter J.B. Farma – Councillor, Bo District Council

Mr. Abu S. Kortu – Councillor, Bo District Council

Mr. E. F. Bangah – Councillor, Bo Town Council

Mr. Briama P. Yankuba – Councillor, Bo Town Council

Mr. Melvin Caulker – Chief Administrator, Bo Town Council

Mr. Cusumana Mansaray, Deputy Chief Administrator, Bo District

Mr. John O. Vandi - Councillor, Bo District Council

Mr. Mohamed S. Kamanda – Councillor, Bo District Council

Mr. David J. B. Kobby – Councillor, Bo District Council

Mr. Joe P.L. Pyne – Councillor, Bo Town Council

Mr. Mani Koroma – Councillor, Bo District Council

Ms. Lucy B. Sandy – Councillor, Bo District Council

Rev. Momoh S. Foh – Councillor, Bo District Council

Mr. Nasiru- Deen Magona – Chairman, Pujehun District Council

Mr. Dauda D. Fawondu – Deputy Chairman Pujehun District Council

Mr. S. Sengu Koroma – Chief Administrator, Pujehun District Council

Mr. Charles Vandi – Councillor, Pujehun District Council

Mr. Patrick S. Alpha – Councillor, Pujehun District Council

Mr. Mohamed James Brima- Councillor, Pujehun District Council

Mr. Edwin S. Massally – Councillor, Pujehun District Council

Mr. Mosa M. Kargbo – Councilor Tonkolili District

Mr. John S. B. Mansaray – Councilor ,Tonkolili District

Mr. Jamal Udin Bangura – Councillor, Tonkolili District

Ms. Nancy Thallan- Turay – Councillor, Tonkolili District

Mr. John B. Koroma – Councillor, Tonkolili District

Mr. Sheriff D. Kamara - Deputy Chief Administrator, Bombali District Council

Alhaji B. L. Munu Deputy – Deputy Chief Administrator, Bombalili District Council

Mr. Peter Koroma – Councillor, Bombali District Council

Mr. Amadu Bonda – Councillor, Bombali District Council

Mr. Macmillan A. S. Conteh – Councillor, Bombali District Council

Mr. Desmond S. L. Bondi – Councillor, Bombali District Council

Ms. Martha Karim Sesay – Councillor, Bombalili District Council

Mr. Michael Sesay - Councillor, Bombali District Council

Alhaji O. Kamara – Councillor - Bombali District Council

Mr. Joseph Nawson Kamara - Councillor Bombali District Council

Ms. Famata H. Kamara - Head Teacher, Bombali District Education Community School

Mr. Benjamin B. Kargbo – Councillor Makeni Town Council

Ms. Adama F. Conteh – Councillor, Makeni Town Council

Mr. Ismail M. Bangura – Councillor, Makeni Town Council

Mr. Mohamed Lamin Turay -Treasurer Makeni Town Council

Mr. Augustine Y. Koroma – Councillor, Makeni Town Council

Ms. Sento Conteh –Councillor, Makeni Town Council

Mr. Joseph Y. Biriwah – Councillor, Bombali District Council

Ms. Isatu B. Tarawali – Councillor, Makeni Town Council

Mr. Michael B. Koroma – Councillor, Koinadugu District

Mr. Edward L. Marah – Councillor, Koinadugu District

Mr. Donald M. Kondeh – Councillor, Koinadugu District

Mr. Alhassan H. Jalloh – Councillor, Koinadugu District

Mr. Mamadu I. Kamara - Councillor, Koinadugu District

Mr. Sheku K. Marah – Councillor, Koinadugu District

Mr. Alusine P. Kamara – Councillor, Koinadugu

Mr. Asu Bakarr Daramy – District Chief Administrator,Koinadu District

Mr. Mohamed Wurie Jalloh – Councillor, Koinadugu District

Santigie M. Kargbo - Treasurer, Koinadugu District Council

Decentralisation Secretariat (MLGCD)

Mr. Emmanuel Ngaima – Director Decentralization Secretariat

Mr. Bob Searle – Acting Director Local Government Finance Department

Mr. M. T. H. Dauda – Local Council Finance Department

Mr. Holger Pyndt –External Consultant to Decentralization

World Bank

Mr. Young Mei Zhou – Head of Mission, World Bank

Mr. Peter Kaindaneh – Project Coordinator

Public Finance Management Reform Unit (PFMRU)

Winston Cole

Ministry of Finance

Mr. Ibrahim A. Bangura – Local Government Finance Department

Mr. Alpha U. Jalloh – Local Government Finance Department

Prof. Seth Anipa – European Union Consultant to the Budget Bureau

Civil Society

Ms Frances Fortune – Regional Director West Africa, Search for Common Ground

Ms. Nancy Sesay – Programme Manager, Talking Drum Studio, Bo

Mr. A. R. Tarawally – Coordinator LINKS **Programmes, Talking Drum Studio, Bo**

Mr. Amadu Sidi Bah – Campaign For Good Governance Freetown

Mr. Briama Samba – National Commission for Social Action, Tonkolili District

Mr. Alfred Sesay – Concern Worldwide, Tonkolili District

Mr. Charles I. Kanu – District Health Medical Team, Makeni

APPENDIX C

DOCUMENTS AND PUBLICATIONS EXAMINED

1. Management and Functional Review Report of the Ministry Education Science & Technology 2002

2. Ministry of Education Science and Technology Scheme of Service

3. Education Act 2004

4. National Science and Technology Policy

5. Ministry of Education, Science and Technology Training Modules for Inspectors and Supervisors-April 2004

6. New Educational Policy for Sierra Leone July 1995

7. Ministry of Education Science and Technology Summary Expenditure Estimates – Financial 2005-2007

8. National Education Master Plan 1997 – 2006

9. Revised MOE Administrative Structure and Job Description for Management Post 1997

10. PRSP Education Sector Review 2004

11. Draft Report on the Status of Education in Sierra Leone (February 2002)

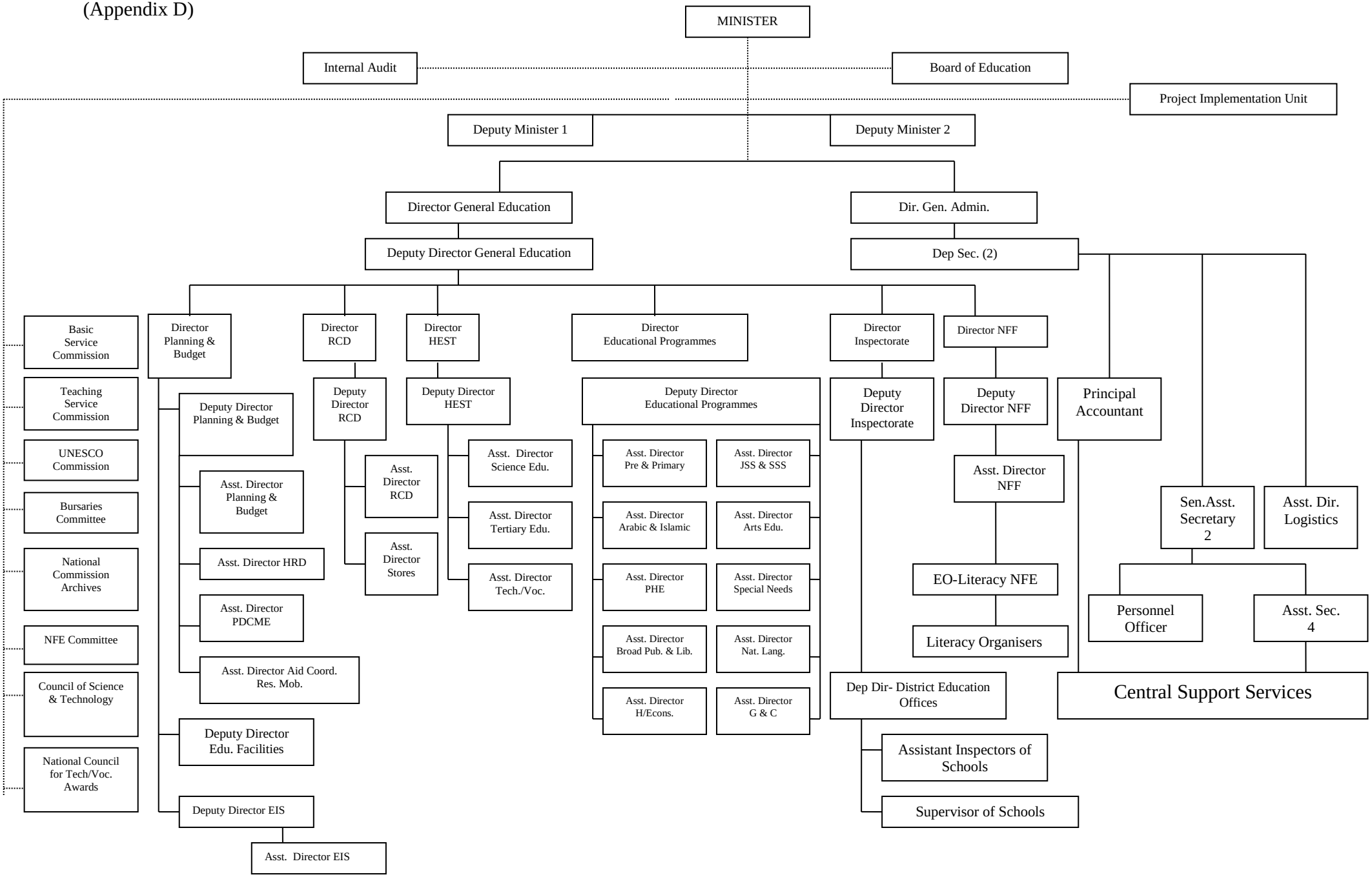
12. Sierra Leone Government Report of the Public Expenditure Tracking Survey for Financial Year 2002 Selected Expenditures

13. Local Government Act 2004

14. National Commission for Basic Education Act 1994

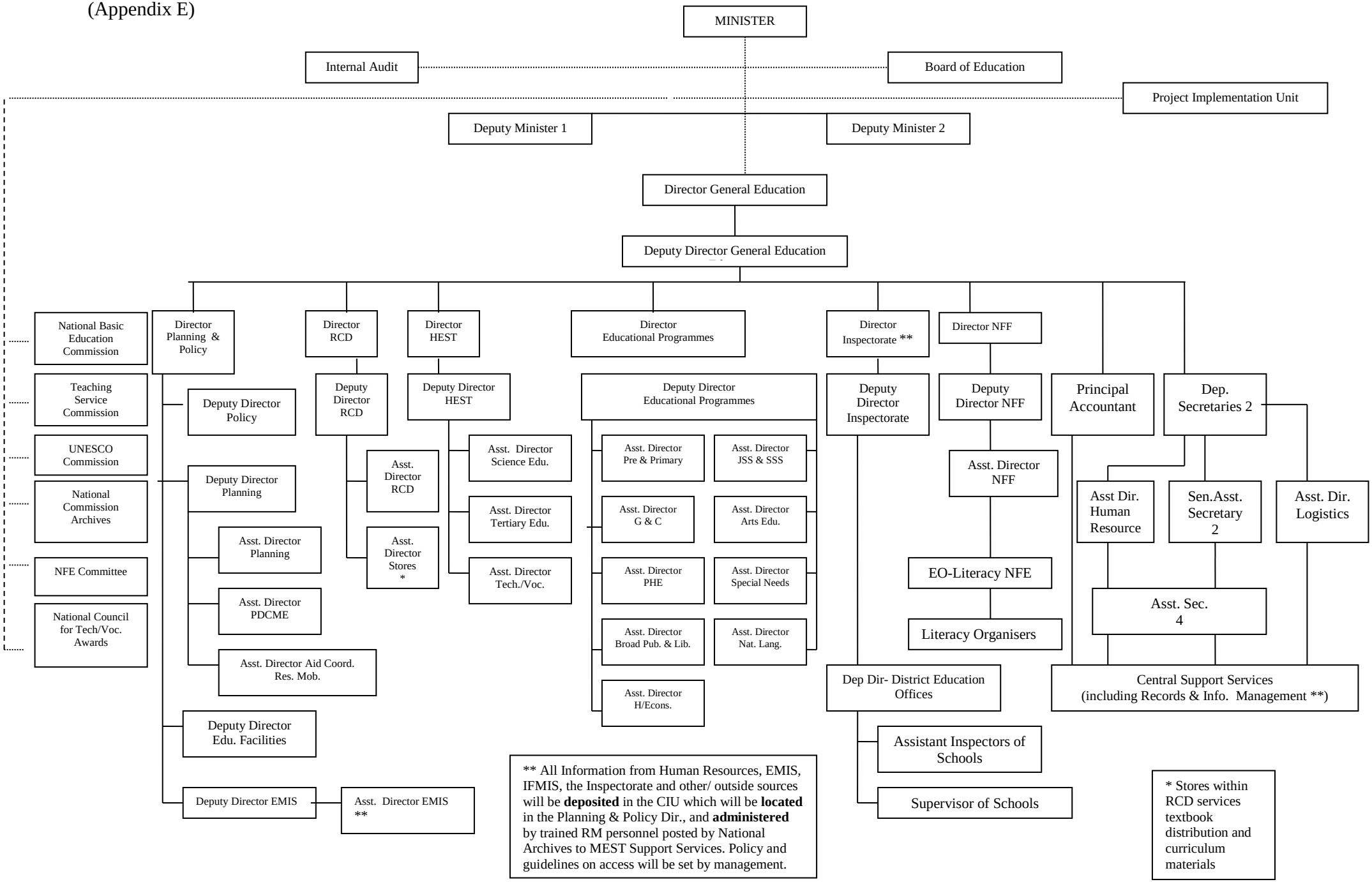
CURRENT ORGANISATIONAL STRUCTURE OR THE MINISTRY OF EDUCATION SCIENCE AND TECHNOLOGY JULY 2005

(Appendix D)

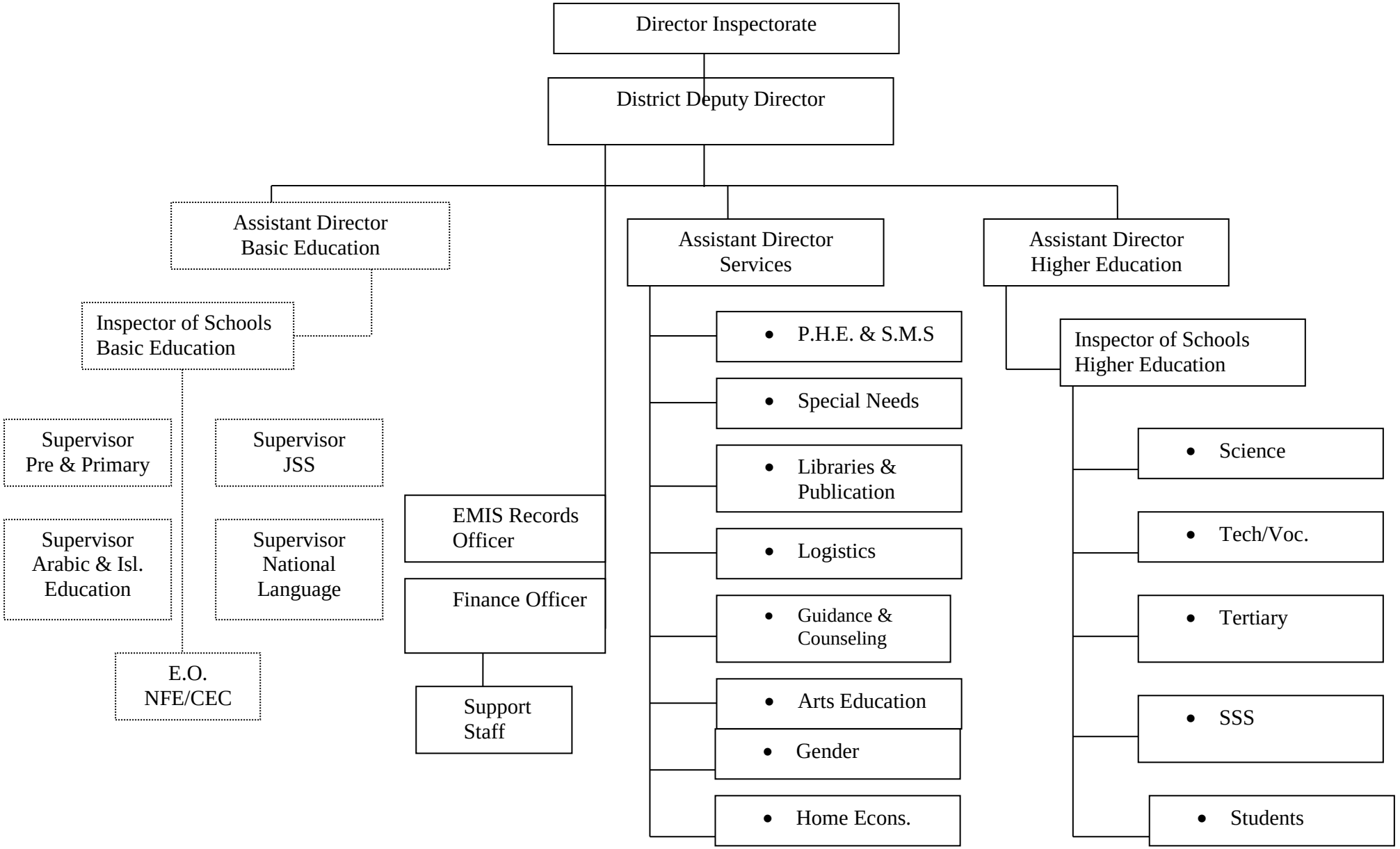


PROPOSED ORGANISATION STRUCTURE OF THE MINISTRY OF EDUCATION SCIENCE AND TECHNOLOGY JULY 2005

(Appendix E)



Proposed Organisational Structure of MEST (District) (Appendix F)



Appendix G

IMPLEMENTATION OF RECOMMENDATIONS OF THE 2002 MANAGEMENT AND FUNCTIONAL REVIEW OF THE MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY

NO	PROPOSED CHANGE	ACTION TAKEN AS AT JUNE 2005
1.	Financial provision to be made to reactivate the work of the Board of Education	**Not implemented. Reasons given was that the funding for supporting the Board was not available.**
2.	Directorate structure to be retained with formal approval obtained from ESO	**Approved by the Establishment Secretary with slight modifications**
3	Formally establish Executive Management Board and Technical Management Committee	**Implemented. Inclusive and Exclusive Management Teams have been established.**
4.	Request from the ESO job evaluation and grading review	**To be implemented**
5	The two posts of Director-general to be combined into one position	**Good Governance did not approve this recommendation.**
6.	The Ministry should establish two standing committees: Executive management Board and Technical Management Committee	**Implemented**
7.	The Head of each Directorate to be consulted on all major issues including budget provision.	**Not Implemented**
8.	Work plan should be prepared by each Directorate	**Not implemented**

9.	All personnel should be provided with written job description	**Implemented But strict adherence to these plans is missing.**
10.	The existing Scheme of Service for professional posts to be reviewed and resubmitted to the ESO	**Implemented**
11.	Senior Inspectors of schools in each district to be provided with a copy of the monthly payment voucher for teachers	**Not implemented**
12.	Planning Directorate to take responsibility for project implementation and evaluation	**Not implemented. Reasons given was due to lack of staff**
14	The Ministry should revisit its information collection procedure to maximize the effective use of resources.	**Not implemented**
15.	The Ministry in consultation with the ESO should develop a personnel policy for its staff	**Not implemented**
16.	The ESO should approve all appointments and promotions for the Ministry	**Not implemented**
17.	The Ministry should be accorded priority in respect of Records Management work programme by the PSRU	**On-going**
18.	The staff in the Typing poll should be provided with word processing facilities and conducive office accommodation	**Not implemented**
19.	The Ministry should introduce a Flimsy File system for memos and letters.	**Initiated but move is very slow**
20.	A central\procurement unit should be set up	**To be revisited**
21.	The Ministry should obtain a copy of the 2002 budget dealing with personnel expenditure	**Budget in the Records Section**

22.	Payment of salaries to Education Secretaries to be approved by ESO	**Implemented**
23.	Responsibility for employing ancillary staff currently out-stationed at schools should be transferred to those establishments	**Implemented**
24.	85 work service employees should be removed from the staff list of the Ministry	**Implemented but no benefits paid yet**
25.	The existing posts of Teacher Attached/ Supervisors should be consolidated into the Ministry's establishment.	**Not implemented**
26.	The Personnel division of the Ministry should prepare a man power plan for the Ministry.	**Not implemented**
27.	The 63 employees above retirement age in the Ministry should be retired	**11 retired**
28.	The vacate positions caused by retirement should be filled with the approval of ESO.	**Implemented by replacement**
29.	The work on training needs analysis should be reviewed, updated and prioritised	**Not implemented**
30.	Records management and computer training should be provided for the clerical staff.	**Not implemented**
31.	A technical review should be undertaken of the computer needs of the Ministry so as to institute a network service for the Directorates.	**Not implemented**
32.	With funding, the Inspectorates should be provided with motor bikes	**Implemented with supported by donors not nationwide.**
33.	Greater efforts should be made by the Ministry to disseminate information to parents and the public about the educational provisions for the children.	**Implemented**
34.	The National Basic Education Commission should be relocated away from the New England site to reinforce its independence	**Not Implemented**

APPENDIX H

COMPARISON OF EDUCATION ACT 2004 AND LOCAL GOVERNMENT ACT 2004

The Education Act 2004 gives very wide-ranging powers to the Minister of Education. The Act seems to assume a pre-2004 state of affairs with respect to the role of Chiefdoms in development and service delivery within local authority areas. The LGA 2004 makes elected councils the highest political authorities in their localities, responsible for service delivery and development, and with oversight of chiefdom budgets. Chiefdoms retain their role as custodians of tradition, customary law, and land use, but the LGA and the government's policy of decentralisation renders any chiefdom committee relating to development, including the Chiefdom Education Committees, defunct. The MEST's Vision Statement on decentralisation makes a clear commitment to bring the Education Act 2004 into line with the LGA 2004. The Local Council Education Committees should be consulted in making these revisions.

Section of Ed. Act	**Conflicting section of LGA**	**Comments**
Part IV: The Role of Local Authorities in Education System	**Part IV**	**Virtually the whole of this Part of the Education Act has to be rewritten**. Sections in this Part go against the fundamental principle behind devolution, of giving decision-making powers to the elected local political authority.
27 (1) *"Where a local authority is in his opinion likely to assist the organisation and development of education, the Minister may, by Government Notice, authorise the establishment of an Education Committee"*	20 (1) *"A local council may appoint such committees consisting of such councillors and performing such functions as the council may think fit."*	Under the LGA no authorisation is needed at Ministerial level for the establishment of Council committees (including Education).
27 (2) This subsection makes the composition of the Committee a matter of Ministerial choice (because subject to his satisfaction)	20 (1) ditto	Under the LGA, the composition of the Education Committee is not a matter for the Minister.
28 This gives power of approval to the Minister for what are basically delegated not devolved functions.	20	No Ministerial approval is necessary for these functions under the LGA, and should not be necessary
29 see comments		The MEST should lay down guidelines for the establishment of these schools and institutions, the Minister should not be in a position of giving permission or approval.
30 relates to establishing schools and institutions outside the local authority's locality		It will not be possible under the LGA for a Council to establish institutions in another Council's locality.

Part VII: Boards of Governors, etc		
32 (4)	Part IV 21(4) clearly defines central ministry roles as policy, providing technical guidance, and monitoring performance. 21 (3) makes social development (including education through the Schedule and 2004 Statutory Instrument) the business of the Council. In conjunction with the rest of Part IV, the LGA makes the Councils the implementers of basic education policies. However, the LGA does not spell out the Council's powers over School Management Boards, while the Education Act gives far-reaching power to the minister. This is a contradiction between the spirit of the LGA and the Education Act. It will require clear statement from the Executive and from the MEST to bring the Education Act into line with the government's decentralisation policy.	There are far too many representatives of the Minister on the Board of Governors. Five of them are appointed directly by the Minister, with the Chairman also appointed directly. This section needs rethinking. The Chairman should be elected by the members, and there should be no direct Ministerial appointment onto the Board. It is suggested that the Board comprises • A Chairman elected by the members • Four parent representatives elected by the parents • One Teacher member elected by the teachers of the school • One member nominated by the Local Council • A representative of the DEO • Three members appointed by the Chairman of the Local Council on the recommendation of the proprietor of the school immediately prior etc • another • The Principal who shall serve as Secretary to the Board.
32 (5)	ditto	It is not necessary for 40 per cent of the members present to be representatives of the Minister to form a quorum.
33 (1)	Third Schedule	Primary Schools come under the control of the Local Government, rather than the Minister.
33 (2) 33 (3) 33 (4)	Part IV, Third Schedule. Under Part V elected councils, not chiefdoms are responsible for service delivery and development in the locality.	The School Management Committee does not need to include the traditional ruler, or any member of a Chiefdom Committee. However, it should include one or more of the Parent Governors.

		The Minister should not need to give his approval for appointing the Chairperson. There needs to be Council representation on this committee. Chiefdom committee and traditional ruler representation is inappropriate for the reasons above, these should be replaced by Ward Committee representatives.

APPENDIX I

MINISTRY OF FINANCE (LGFD) FRAMEWORK FOR DEVOLUTION OF MEST FUNCTIONS TO LOCAL COUNCILS

	Year of Devolution	**2004**	**2005**		**2006**	**2007**	**2008**
			Budget	Annual			
MEST							
DEC recruitment of teachers	2005	**X**					
DEC payment of salaries of staff	2005	**X**					
DEC provision of teaching and learning materials	2005	**X**					
DEC payment of school fees subsidies	2005	**X**					
DEC provision of furniture	2005	**X**					
DEC rehabilitation and reconstruction of schools	2005	**X**					
DEC staff development (study leave matters)	2005	**X**					
Primary to Mid-Sec Schools payment of exam fees	2005	**X**					
Primary to Mid-Sec Schools payment of staff salaries	2006	**X**	**X**	**X**			
Primary to Mid-Sec Schools provision of furniture	2006	**X**	**X**	**X**			
Primary to Mid-Sec Schools provision of subsidised textbooks	2006	**X**	**X**	**X**			
School Supervision Inspection of teachers and school curriculum	2007	**X**	**X**	**X**	**X**		
School supervision Inspection of pupils	2007	**X**	**X**	**X**	**X**		
Government Libraries Establishment of Boards	2007	**X**	**X**	**X**	**X**		
Government Libraries Supervisory monitoring	2007	**X**	**X**	**X**	**X**		
Government Libraries training of staff	2007	**X**	**X**	**X**	**X**		
National Policy Development		**X**	**X**	**X**	**X**	**X**	**X**
Other functions not to be devolved		**X**	**X**	**X**	**X**	**X**	**X**
Monitoring of local government performance			**X**	**X**	**X**	**X**	**X**
Total Expenditure		**18**	**11**	**11**	**8**	**3**	**3**

	Year of Devolution	2004	2005		2006	2007	2008
			Budget	Annual			
GRANTS TO LOCAL COUNCILS							
DEC recruitment of teachers	2005		**X**	**X**	**X**	**X**	**X**
DEC payment of salaries of staff	2005		**X**	**X**	**X**	**X**	**X**
DEC provision of teaching and learning materials	2005		**X**	**X**	**X**	**X**	**X**
DEC payment of school fees subsidies	2005		**X**	**X**	**X**	**X**	**X**
DEC provision of furniture	2005		**X**	**X**	**X**	**X**	**X**
DEC rehabilitation and reconstruction of schools	2005		**X**	**X**	**X**	**X**	**X**
DEC staff development (study leave matters)	2005		**X**	**X**	**X**	**X**	**X**
Primary to Mid-Sec Schools payment of exam fees	2005		**X**	**X**	**X**	**X**	**X**
Primary to Mid-Sec Schools payment of staff salaries	2006				**X**	**X**	**X**
Primary to Mid-Sec Schools provision of furniture	2006				**X**	**X**	**X**
Primary to Mid-Sec Schools provision of subsidised textbooks	2006				**X**	**X**	**X**
School Supervision Inspection of teachers and school curriculum	2007					**X**	**X**
School supervision Inspection of pupils	2007					**X**	**X**
Government Libraries Establishment of Boards	2007					**X**	**X**
Government Libraries Supervisory monitoring	2007					**X**	**X**
Government Libraries training of staff	2007					**X**	**X**
Total Grants			**8**	**8**	**11**	**16**	**16**
TOTAL CENTRAL GOVERNMENT EXPENDITURE ON EDUCATION		**18**	**19**	**19**	**19**	**19**	**19**

APPENDIX J

DESCRIPTION OF DIRECTORATES

1. The Ministry of Education, Science and Technology operate through various Directorates and Units. There are seven Directorates providing educational services and a Directorate of Administration. Since the last review in 2002 there has been some changes in some of the Directorates in the Ministry.

Directorate of Planning & Budget:

2. Formerly, this Directorate was referred to as the Directorate of Planning. Since the last review the Budget Unit which was added to the Planning Directorate has been renamed the Planning and Budget Directorate. This Directorate consist of the following Units - Human Resource Development, Project Design, Coordination, Monitoring and Evaluation, Educational Facilities Services, Aid Coordinating Unit and Educational Information Services.

3. The Directorate's responsibilities include Policy Analysis and Planning, Collection, Processing, Analysis and Presentation of Educational data. Mobilization of Resources and Identification of Training needs; Coordinating rehabilitation, Reconstruction and Maintenance of Educational facilities; Project identification and Design, Costing, Resource allocation and Budget formulation, Maintaining records for Teachers in the government service and the coordination of NGO activities.

4. The Directorate also help to harmonize the budget of the ministry and is currently operating at a reduced level because of shortage of key personnel, lack of equipment and resources.

Directorate of Educational Programmes:

5. The Directorate of Educational Services and that of Programmes, which formally existed independently, are now combined and reduced to the Directorate of Programmes and Educational Services. The Directorate coordinates the provision of both formal and informal education of the Pre (Nursery), Primary, Secondary, Technical, Vocational and Tertiary levels in the educational system of the country. It is one of the biggest Directorates which comprises of ten sub units of Pre-Primary, Junior and Senior Secondary Schools (JSS/SSS), Arabic and Islamic Studies, Art Education, Physical Health Education (PHE), Specials Needs, Broadcasting, Publication and Library, National Languages, Home Economics and Guidance and Counselling.

6. The objective of this Directorate is to ensure effective and efficient Educational Services and Delivery System at all levels of the educational system in the country. The Directorate enjoys a high profile and represents the ministry on a number national Boards and Committees.

7. The Directorate primary responsibility involved promoting the training of teachers, coordinates strategies for the management of Educational Programmes and Services, and hence advising government on the formulation and implementation of policies at all levels of educational activities.

Inspectorate Directorate:

8. This Directorate formerly had a Deputy Director of Inspectorate but this has been changed and the District Deputy Director has been suggested. Three Assistant Directors will support this District Deputy Directors: Basic Education, Services and Higher Education.

9. The Basic Education Division will have the following components; Inspector of Schools, Supervisor of Schools and Education Officers. The Inspector of Schools responsibility is to monitor the work of the supervisors and the education officers in the district, chiefdom and institutional levels throughout the country. It is hoped that the Supervisors will move to District Councils when the devolution is implemented.

10. The Services Division has Education Officers will be responsible for the service of the Directorate such as the Physical and Health Education and S.M.S, Special Needs, Libraries and Publication, Logistics, Guidance and Counselling, Arts Education, Gender and Home Economics.

11. The Higher Education Division has an Inspector of schools with an Education Officer for Science, Technical/Vocational, Tertiary, Senior Secondary School, Agriculture and Students under his supervision.

12. The Directorate also have the responsibility to conduct and supervise public examinations liase with schools, NGO's involved in education and the community.

13. The Directorate will also have an Executive Management Information System (EMIS) Record Officer whose primary responsibility is to enhance the collection of vital data on all schools and tertiary institutions that will facilitate the functions of the Directorate. The Finance Officer and a Support Staff are all part of the Directorate. These three Officers are directly under the supervision of the District Deputy Director.

Directorate of Non-Formal Education:

14. The primary responsibility of this Directorate is to ensure that quality Adult and Non-formal education are provided throughout the country through a framework established by the National Commission for Basic Education. The Directorate also develops programmes and strategies for accelerating Adult Literacy and Non-formal education. Added to this function, the Directorate has a challenge for the establishment of Animation / Community Education Centres attached to all Teachers Training Colleges in every district by 2020.

15. The Directorate also has an Education Officer for literacy programmes who oversees the work of the literacy organizers.

Directorate of Higher Education Science and Technology:

16. The Directorate is charged with the responsibility of ensuring that quality science teaching and learning takes place in schools and tertiary institutions through providing in-service training for science teachers throughout the country. The Directorate is also responsible for the provision of science equipment to schools, monitor and evaluate science teaching in schools with the view to improving service delivery and facilitate and support the organization of science associations for teachers and science club for pupils.

17. The Directorate comprises three Assistant Directors for Science Education, Tertiary Education and Tech/Voc Education who are under the direct supervision of the Deputy Director who reports to the Director.

Directorate of Research, Curriculum and Development:

18. This Directorate is responsible and controlling the national curriculum of schools and for providing and distributing text learning materials to schools. By so doing it organises the preparation and distribution of new syllabuses, reviews and revises existing syllabuses to increase their suitability to aid quality teaching and arranges for teacher training in the use of school syllabuses and in support of the new curricula.

19. The Distribution Unit manages a large central warehouse in Freetown containing school materials. It is responsible for distributing core primary schools as well as selling core secondary school textbooks on a partial cost recovery basis.

Directorate of Administration:

20. The Director General is head of Administration; and also serves as Vote Controller for the Ministry. He is responsible for advising the Hon. Minister of Education on policy and all administrative, statutory, finance, legal, personnel and facilities concerning the organisation. The Directorate provides central support services to the rest f the Ministry. In addition to its policy and related administrative functions, it also covers finance, personnel, registry and despatch services as well as overseeing the work of the ancillary staff employed by the Ministry. It liases with other government Ministries as necessary and provides with all external agencies as necessary.