Workshop:

ENHANCING TRANSPARENCY AND ACCOUNTABILITY IN THE EDUCATION SECTOR OF SIERRA LEONE

(Freetown, Sierra Leone: 07-09 April 2008)
An advanced training workshop on “Enhancing transparency and accountability in the education sector of Sierra Leone” was held from 07 to 09 April 2008 in Freetown, Sierra Leone. It was organised jointly by the German Technical Co-operation (GTZ-Sierra Leone), the UK Department for International Development (DFID), the Anti-Corruption Resource Centre (U4), the Sierra Leone Anti-Corruption Commission (ACC-SL), the Sierra Leone Ministry of Education, Youth and Sports (MEYS) and the International Institute for Educational Planning (IIEP-UNESCO).

The major aims of this workshop were: to help participants better understand the various forms of corruption in the education sector; to discuss with them several strategies to improve transparency and accountability in selected areas of planning and management, referring to on-going initiatives in Sierra Leone; to guide them in the formulation of strategic proposals, which could set the basis for an action plan on the fight against corruption in the education sector of Sierra Leone; and to build on the results of a previous workshop organized by GTZ in November 2007 on the same topic.

This report includes the various materials that were prepared and used for the Seminar, in particular: the plenary presentation outlines, as well as group work reports. The appendix contains the opening remarks by the Commissioner of the Anti-Corruption Commission as well as the list of participants.
Workshop on:
Enhancing transparency and accountability in the education sector of Sierra Leone

Freetown, 7-9 April 2007

AGENDA

Monday, 7 April 2008

08:00 – 09:00 Registration of participants

Day 1: Making the education system work better

Opening Remarks
09:00 - 09:15 Abdul Tejan-Cole, Commissioner of the Anti-Corruption Commission (ACC)
09:15 - 09:30 Dr. Minkailu Bah, Minister of Education, Youths and Sports (MEYS)

09:30 – 10:00 Coffee break

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

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

12:00 - 13:00 Lunch

14:00 – 15:30 Corruption Prevention in the Education System in Sierra Leone
Rashid Turay and Shollay Davies - Presentation of the Anti-Corruption Commission (ACC)
- introduction and past activities
- next steps
Questions and discussion

15:30 - 16:00 Coffee break

16:00 - 17:30 Group work on developing an action plan for the education sector
Introduction: Jacques Hallak, Muriel Poisson
Discussion of the proposed action plan format for Sierra Leone

Tuesday, 8 April 2008

Day 2: Improving the allocation and management of resources

09:00 - 10:30 Transparency and accountability in school financing: focus on formula funding and school grants
Mike Dauda, Ministry of Local Governance – the local perspective
Jacques Hallak, Muriel Poisson – international experience
Questions and panel discussion with MoF and ACC
10:30 - 11:00 Coffee break

11:00 - 12:30 *Making Public Expenditure Tracking Surveys (PETS) useful tools to improve transparency and accountability in education: focus on results dissemination, communication and impact*
Mohamed Bailley, Ministry of Finance – the local perspective
Jacques Hallak, Muriel Poisson – international experience
Questions and discussion

12:30 – 13:30 Lunch

13:30 – 15:00 *Transparency and accountability in educational management: focus on teacher management, teacher absenteeism, private tutoring and teacher verification*
Dixon Rogers, Inspectorate MEYS and Leo Hamminger, Planning Directoprate – the local perspective
Jacques Hallak, Muriel Poisson – international experience
Questions and discussion

15:00 – 15:30 Coffee break

15:30 – 17:00 **Group work on school financing and management:**
- Monitoring and supervision of school resources
- Distribution of teaching and learning materials
- Teacher management, code of conduct
- Ethics and integrity in school management

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**Wednesday, 9 April 2008**

**Day 3: Making decentralization more effective – improving accountability**

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

10:30 – 11:00 Coffee break

11:00 – 12:30 *Making decentralization effective: focus on report cards, integrity pacts and the right to access information*
Jacques Hallak, Muriel Poisson – international experience
Panel response on the local perspective: Emmanuel Ngaima (DECSEC), CSO representative nominated by ENCISS & MEYS MDA
Questions and discussion

12:30 – 13:30 Lunch

13:30 – 15:00 **Group work on making decentralization effective:**
- Relationship between local councilors and schools
- Role of school management committees/community teacher associations
- Improving records management
- Public information and information sharing
15:00 – 15:30  Coffee break

15:30 - 17:00  Presentation in plenary and discussion of the action plan

17.00 - 17.30  Evaluation of the workshop
               Final considerations
Enhancing transparency and accountability in the education sector of Sierra Leone

Freetown, Sierra Leone
7-9 April, 2008

Who are we?

- U4 Anti-Corruption Resource Centre
  Alessandra

- IIEP – International Institute for Educational Planning
  Jacques & Muriel
Enhancing transparency and accountability
in the education sector of Sierra Leone

- DFID – Department for International Development (UK)
- Norad – Norwegian agency for cooperation and development
- Sida – Swedish International Development Cooperation Agency
- CIDA – Canadian International Development Agency
- MinBuza – Dutch Ministry of Foreign Affairs
- GTZ – German International Cooperation Agency
- BTCCTB – Belgian Technical Cooperation

U4 services

- Thematic pages in www.u4.no containing research (briefs and issue papers) as well as useful links

Services exclusive to U4 partner agencies:

- help desk – *replies available in our website
- Online trainings
- In country trainings
Enhancing transparency and accountability in the education sector of Sierra Leone

- Ground rules
- Folder material
- Agenda

Workshop objectives:

- Increase understanding of problems associated with corruption in the education sector
- Build on the workshop from November 2007 based on the discussion of local experiences as well as international examples
- Develop a draft action plan and assign responsibilities
What is corruption?

Enhancing transparency and accountability in the education sector of Sierra Leone

Beyond the famous concepts:

"Corruption is an institutional system in which rights are dissolved in exchange for gifts" (Robbins, 2000)
Enhancing transparency and accountability in the education sector of Sierra Leone

**Corruption in education**

- Actors
- Levels
- Typology
- Costs

Why a sectoral approach?
- Too broad attempts (one size fits all) have not been very successful
- Poor citizens face corruption directly when dealing with service delivery
Enhancing transparency and accountability in the education sector of Sierra Leone

Why education?

- 30% of children aged 6-11 out of school (cannot afford school fees) (WB)
- Illiteracy levels: 61% (2006 census)
- Education expenditure: 19.9% of total govt expenditure & 4.4% of SL GDP (WB)
- Education > corruption hotspot (SL National Anti Corruption Strategy)
- 72% of the respondents perceived jobs in the education sector were purchased (2002 Gvt survey)
- Only 88% of school fees subsidies reach schools (NAG survey, Moyamba)

THANK YOU!
ETHICS AND CORRUPTION IN EDUCATION: A GENERAL VISION

Jacques Hallak & Muriel Poisson

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Introduction: Magnitude of corruption

- Corruption costs the developing world about $80 billion a year (= total of all development assistance)
- Two nation level estimates of corruption:
  - Mexico: around 15 percent of GNP today
  - India: around 20 percent of GDP in 1980
- The magnitude of corruption is usually measured by the way it is perceived
  - Corruption Perception Index (CPI) published annually by Transparency International
Examples of corruption in education

- **Bangladesh**: many fictitious teachers
- **Brazil**: teachers pay bribes to be recruited
- **Cameroon**: students pay to get good grades
- **Ghana**: illegal school fees and ghost personnel
- **France**: violating tendering processes
- **Italy**: selling exam questions in advance
- **Pakistan**: fictitious schools, teachers, pupils
- **USA**: many bogus e-mail colleges

OUTLINE

I. Corruption: definition and scope
II. Why tackle corruption now?
III. Mapping areas of malpractices in education
1. General definition of corruption

- Definition used for all public sectors:
  “The use of public office for private gains”
  - diversion of funds from govt accounts
  - favouritism in personnel appointments

- Definition used for education:
  “The systematic use of public office for private benefit whose impact is significant on access, quality or equity in education”

- Where to draw the line between corrupt and honest behaviour?

- The case of the private sector
2. Ethics in education/ethical education

- The education sector – by including the teaching/learning of ethical values and behaviours – is regarded today as a major component of strategies to fight corruption.

- It is therefore of vital importance to ensure integrity and limit unethical behaviours within the educational sector: in a “corrupt environment”, education cannot successfully promote ethical values and behaviours.

3. Levels of corruption

- Grand corruption: high-level officials and politicians
  - very large amounts of money
  - high economic impact
  
  *Example: Procurement of education facilities*

- Petty corruption: public officers at all levels
  - many small amounts of money
  - severe social impact, especially for the poor

  *Example: Undue fees charged*

- Continuum from grand to petty corruption

  *Example: Teaching profession in some Latin American countries*
4. Causes of corruption

- Low salaries of public officials/teachers
- Complexity and lack of accessibility to rules
- Discretionary power/monopoly/conflict of interests
- Poor governance/supervision at all levels
- Lack of absorption/management capacity
- Poor public information on govt decisions
- Lack of transparency of stakeholders
- Weakening of ethical norms

5. Challenges for countries under reconstruction

- It is not only the system that favours corruption, but the absence of system
- Importance of leadership when at the same time there is often a lack of a legitimacy of/trust towards the institutions and officials in place
- Resources flowing during an initial period when there is no adequate capacity to allocate and use them (maximum: five years)
- Strong priorities to be set when many stakeholders (including foreign ones) are involved
II. Why tackle corruption now?

1. International setting

International conventions against corruption:

- **OECD Convention on combating bribery of foreign public officials**, 1997
- **UN Convention against corruption**, 2003
- Good governance and anti-corruption programmes developed by the World Bank, the ADB, etc.
2. Regional initiatives

- Global Coalition for Africa: focus on corruption (http://www.gcacma.org/Corruption.htm)
- African Parliamentarians’ Network Against Corruption, APNAC (http://www.apnacafrica.org)
- Affiliated Network for Social Accountability, ANSA-Africa (http://www.ansa-africa.org.za)
- ‘Education Watch’ (TI Chapters in Burkina Faso, Ghana, Madagascar, Niger, Nigeria, Sierra Leone, Uganda and Zambia)

3. National movements

- Establishment of high level commissions, committees, etc. in different countries (Hong Kong, Honduras, Sierra Leone, etc.)
- Anti-corruption programmes in various sectors (public administration, oil, diamond industry, etc.)
- Transparency International chapters (National Accountability Group, NAG, in Sierra Leone, etc.)
- Coalitions of NGOs against corruption (youth movements)
4. Growing awareness

- Wide diffusion of Ti Index*
- Links between corruption / poverty (PRSP), development and democracy established
- Role of mass media (newspapers, TV, internet)

* 2007 Corruption Perceptions Index

Sierra Leone: 2.0 – 2.2
(Regional country rank: 40/52)

Source: TI, 2007
5. Sectoral dimensions

- High rate of return for investment in education
  - Links between GNP per capita and criteria of access to managerial jobs
- Competition for access to jobs
  - Academic fraud
  - Private tutoring
- The case for more transparency and accountability:
  - Pressure for more decentralized and school-based management
  - Priority given by donors to education
- Development of ICTs (diploma mills)

"Corruption is a major drain on the effective use of resources for education and should be drastically curbed".
EFA (Dakar, 2000)

PERCEPTION OF CORRUPTION IN EDUCATION IN SIERRA LEONE

- The educational system receives the largest number of complaints to the ACC on alleged corruption
- MEYS perceived by the as the most corrupt Government institution: 18.4 of all respondents rated it as the most corrupt of all government institution

Source: National Anti-Corruption Strategy, 2005
III. Mapping areas for potential malpractices in education

Selected areas of planning/management

- Finance
- Allocation of specific allowances
- Construction, maintenance and school repairs
- Equipment, furniture and materials
- Teacher appointment, management
- Teacher behavior
- Transition of pupil/student cohorts
- Institution accreditation
- Information systems
1. Finance

<table>
<thead>
<tr>
<th>Areas</th>
<th>Corrupt practices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance</td>
<td>- Opacity of flows</td>
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<td></td>
<td>- Transgressing rules and procedures / bypass of criteria</td>
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<td></td>
<td>- Inflation of costs and activities</td>
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<td></td>
<td>- Embezzlement*</td>
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</tbody>
</table>

*MISCONDUCTS IN FINANCE*

- **Bangladesh:** Illegal fees in eight districts amount to about BDT 20 million
- **United Kingdom:** Embezzlement of school budget by a head teacher amounting to £ 500 000 in one LEA in 2003
- **Brazil:** Payment of ‘taxes’ to local officials in order to obtain contract as municipal teachers in some parts of the Nord Este
## 2. Specific allowances

<table>
<thead>
<tr>
<th>Areas</th>
<th>Corrupt practices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Allocation of specific allowances</td>
<td>Favouritism/nepotism</td>
</tr>
<tr>
<td>(fellowships, subsidies, etc.)</td>
<td>Bribes</td>
</tr>
<tr>
<td></td>
<td>Bypass of criteria</td>
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<tr>
<td></td>
<td>Discrimination (political, social, ethnic, etc.)</td>
</tr>
<tr>
<td></td>
<td>Illegal fees</td>
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</tbody>
</table>

## 3. Construction, maintenance and repair

<table>
<thead>
<tr>
<th>Areas</th>
<th>Corrupt practices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction, maintenance and school repair*</td>
<td>Fraud in public tendering</td>
</tr>
<tr>
<td></td>
<td>Collusion among suppliers</td>
</tr>
<tr>
<td></td>
<td>Embezzlement</td>
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<tr>
<td></td>
<td>Manipulating data</td>
</tr>
<tr>
<td></td>
<td>Bypass of school mapping</td>
</tr>
<tr>
<td></td>
<td>Ghost deliveries</td>
</tr>
</tbody>
</table>
* DISTORTED ALLOCATION FOR REHABILITATION, INDONESIA

List of the school which do not respond to the allocation criteria:

<table>
<thead>
<tr>
<th>No.</th>
<th>Name of The School</th>
<th>Type of irregularities</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>SDN Langensari III</td>
<td>Still in good condition. In 2002 got support from local government budget.</td>
</tr>
<tr>
<td>2</td>
<td>SDN Kadungors III</td>
<td>In 2002 got support from OECF. The Headmaster is one of public officer of OECF.</td>
</tr>
<tr>
<td>3</td>
<td>SLTP II Malangpang</td>
<td>In 2002 got support from APBD Rp. 150 million. Still in good condition as well.</td>
</tr>
<tr>
<td>4</td>
<td>SLTPN V Tenggor</td>
<td>Still in good condition.</td>
</tr>
<tr>
<td>5</td>
<td>M. Alihoyain</td>
<td>Still in good condition. The owner is the Chairman of The Awakening Party at Limbangan Sub District.</td>
</tr>
<tr>
<td>6</td>
<td>M. Fatmawati</td>
<td>The owner is Abduhardan, S.Ag. Vice Chairman of Commission for Education, Gresik Local Parliament (DPRD).</td>
</tr>
<tr>
<td>7</td>
<td>SLTP II Malangpang</td>
<td>Still in good condition. Has got support from local government budget previously.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The physical condition is quite good.</td>
</tr>
</tbody>
</table>

30% of the total funds lost?

4. Equipment, furniture and materials

<table>
<thead>
<tr>
<th>Areas</th>
<th>Corrupt practices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Distribution of equipment, furniture and materials (including transport, boarding, textbooks*, canteens and school meals)</td>
<td>Fraud in public tendering (payoffs, gifts, favoritism)</td>
</tr>
<tr>
<td></td>
<td>Collusion among suppliers</td>
</tr>
<tr>
<td></td>
<td>Siphoning of school supplies</td>
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<tr>
<td></td>
<td>Purchase of unnecessary equipment</td>
</tr>
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<td></td>
<td>Manipulating data</td>
</tr>
<tr>
<td></td>
<td>Bypass of allocation criteria</td>
</tr>
<tr>
<td></td>
<td>Ghost deliveries</td>
</tr>
</tbody>
</table>
* CORRUPTION IN TEXTBOOKS, PHILIPPINES

- Bribes given to the regional office and schools divisions can represent 20% of a contract, accounting administrative officer and auditor can each receive 0.5 - 1%
- Result: Critical shortage of textbooks: 1 textbook shared by 6 pupils in elementary schools, by 8 in high schools
- Sign of change: A freelance agent working for several textbook publishers caught when handing over a bribe of 3 million PHP. He had to answer corruption charges to the National Bureau of Investigation and later to the Senate and House of Representatives

5. Teacher management

<table>
<thead>
<tr>
<th>Areas</th>
<th>Corrupt practices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teacher appointment, management (transfer, promotion), payment and training*</td>
<td>Fraud in the appointment and deployment of teachers (favoritism, bribes, gifts)</td>
</tr>
<tr>
<td></td>
<td>Discrimination (political, social, ethnic)</td>
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<td></td>
<td>Falsification of credentials/use of fake diplomas</td>
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<td></td>
<td>Bypass of criteria</td>
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<tr>
<td></td>
<td>Pay delay, sometimes with unauthorized deductions</td>
</tr>
</tbody>
</table>
### 5. Teacher Exchanges in Colombia

- High demand for transfers to Bogota and other capitals
- Transfer process susceptible to corruption
- Private agreement between teachers involving payment
- Especially Bogota teachers about to retire: incentives to exchange and get advantageous deals

*Source: Peña, 2004*

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### 6. Personnel Behaviour

<table>
<thead>
<tr>
<th>Areas</th>
<th>Corrupt Practices</th>
</tr>
</thead>
</table>
| Teacher behaviour (professional misconduct) | Ghost teachers  
Absenteeism  
Illegal fees (school entrance, exams..)  
Favoritism/acceptance of gifts  
Discrimination (political, social, ethnic)  
Private tutoring (including use of schools for private purpose)  
Sexual harassment or exploitation  
Bribes/favors during inspector visits |
7. Transition of pupil/student cohort

<table>
<thead>
<tr>
<th>Areas</th>
<th>Corrupt practices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transition of pupil/student cohorts</td>
<td>Selling of information</td>
</tr>
<tr>
<td>(academic fraud, examinations</td>
<td>Examination fraud (impersonation, cheating, favoritism,</td>
</tr>
<tr>
<td>and diplomas, access to</td>
<td>gifts)</td>
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<tr>
<td>universities)</td>
<td>Bribes (high marks, grades, selection to specialized</td>
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<td>programs, diplomas, admission to universities)</td>
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<td></td>
<td>Diploma mills and false credentials</td>
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<td>Fraudulent research, plagiarism</td>
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8. Institution accreditation

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<thead>
<tr>
<th>Areas</th>
<th>Corrupt practices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Institution and program accreditation*</td>
<td>Discrimination (political, social, ethnic)</td>
</tr>
<tr>
<td>(distance delivery systems, trans-</td>
<td>Bribes</td>
</tr>
<tr>
<td>borderer education, etc.)</td>
<td>Gifts</td>
</tr>
<tr>
<td></td>
<td>Bypassing quality assurance criteria</td>
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</tbody>
</table>
Interviews conducted with 43 rectors, vice rectors, and administrators at 5 private universities showed that:

- Successful licensing or accreditation applications, with few exceptions, require some form of bribery
- Licensing, required only of private institutions, may involve a bribe of US$ 200 (about two months’ salary for a typical academic)
- Accreditation may call for a 10 or 20 times greater “gratuity”

Source: Stetar et al., 2005

9. Information systems

<table>
<thead>
<tr>
<th>Areas</th>
<th>Corrupt practices</th>
</tr>
</thead>
<tbody>
<tr>
<td>Information systems</td>
<td>- Manipulating data</td>
</tr>
<tr>
<td></td>
<td>- Selecting/suppressing information</td>
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<td></td>
<td>- Irregularity in producing and publishing information</td>
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<td>- Payment for information that should be provided free</td>
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</table>
### CONCLUSION: SUMMARY

<table>
<thead>
<tr>
<th>Areas of planning/management</th>
<th>Major opportunities for corrupt practices</th>
<th>Impact on education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance</td>
<td>• Transgressing rules and procedures&lt;br&gt;• Inflation of costs and activities&lt;br&gt;• Embezzlement</td>
<td>Access</td>
</tr>
<tr>
<td>Allocation of specific allowances (knowledge, activities, etc.)</td>
<td>• Facultism / nepotism&lt;br&gt;• Bribes&lt;br&gt;• Bypass of criteria&lt;br&gt;• Discrimination</td>
<td>Quality</td>
</tr>
<tr>
<td>Construction, maintenance and school repairs</td>
<td>• Fraud in public tendering&lt;br&gt;• Embezzlement&lt;br&gt;• Manipulating data&lt;br&gt;• Bypass of school mapping</td>
<td>Equity</td>
</tr>
<tr>
<td>Distribution of equipment, furniture and materials (transport, textbooks, meals)</td>
<td>• Fraud in public tendering&lt;br&gt;• Manipulating data&lt;br&gt;• Bypass of allocation criteria</td>
<td>Ethics</td>
</tr>
<tr>
<td>Teacher management</td>
<td>• Fraud in the appointment and deployment of teachers&lt;br&gt;• Fabrication of credentials/fake diplomas</td>
<td>Policy priorities</td>
</tr>
<tr>
<td>Personnel behavior (professional misconduct)</td>
<td>• Ghost teachers&lt;br&gt;• Absenteeism&lt;br&gt;• Illegal fees&lt;br&gt;• Favoritism/nepotism/acceptance of gifts&lt;br&gt;• Private tutoring</td>
<td></td>
</tr>
<tr>
<td>Examinations and diplomas</td>
<td>• Selling of information&lt;br&gt;• Examination fraud&lt;br&gt;• Diploma mills and fake credentials</td>
<td></td>
</tr>
<tr>
<td>Access to universities</td>
<td>• Fraud in the accreditation process</td>
<td></td>
</tr>
<tr>
<td>Institution accreditation</td>
<td>• Manipulating data&lt;br&gt;• Selecting/repressing information&lt;br&gt;• Irregularity in producing and publishing</td>
<td></td>
</tr>
</tbody>
</table>

35
CORRUPTION PREVENTION IN THE EDUCATIONAL SYSTEM IN SIERRA LEONE

A Three Day Workshop On Enhancing Transparency And Accountability In The Education Sector Of Sierra Leone:
Shollay Davies, Senior Prevention Officer, ACC

KEY DISCUSSION POINTS

■ INTRODUCTION TO CORRUPTION PREVENTION WORK

■ PAST ACTIVITIES WITH THE EDUCATION SECTOR

■ NEXT STEPS
INTRODUCTION TO CORRUPTION PREVENTION

- MANDATE: SEC. (5) (2) (a) & (b)
  - TO EXAMINE THE PRACTICES AND PROCEDURES OF GOVERNMENT MINISTRIES, DEPARTMENTS AND OTHER PUBLIC BODIES IN ORDER TO SECURE A REVISION.....AND TO ADVISE THE HEADS THEREON ON WAYS BY WHICH CORRUPTION CAN REDUCED OR ELIMINATED

- MODE OF INTERVENTION
  - REACTIVE AND PROACTIVE INTERVENTIONS

PAST ACTIVITIES WITH THE EDUCATION SECTOR- DFID SUPPORT

- MONITORING OF SUBVENTION ALLOCATION TO TERTIARY INSTITUTIONS
- OBSERVATION OF THE AWARD OF GRANTS IN AID AND OTHER SCHOLARSHIPS
- MONITORING OF PROJECT IMPLEMENTATION- SABABU EDUCATION PROJECT
PAST ACTIVITIES IN THE EDUCATION SECTOR- GTZ SUPPORT

- Monitoring the allocation and utilization of fees subsidy
- Monitoring the distribution and utilization of teaching and learning materials
- Records management training workshop for head teachers
- Monitoring and presentation of report to stakeholders

FEES SUBSIDY-FINDINGS

- Most, if not all primary schools have opened school accounts for the purpose of fees subsidy and salary payments
- Allocation of fees subsidy do not match current enrollment
- Inflated school roll to attract more subsidy
- Late transfer of funds
CONT.

- REDUCED IMPACT OF FEES SUBSIDY DUE TO DEMANDS BY PROPRIETORS, SMCs, HEAD TEACHERS AND SUPERVISORS/INSPECTURATE *

- AUTHORIZATION FOR EXPENDITURE BY HEAD TEACHERS HARDLY EXIST IN WRITING

- USE OF FEES SUBSIDY OTHER THAN EXPECTED PURPOSE

- FRAUD

CONT.

- POOR RECORD KEEPING

- MONITORING AND SUPERVISION BY MEYS HAS BEEN IRREGULAR AND IN SOME PLACES NON-EXISTENT
TEACHING AND LEARNING MATERIALS

- The team could not ascertain the exact quantity of materials procured by MEYS.

- Supply to district stores
  - Relatively accurate with the exception of Puje hun
  - Poor storage condition
  - Multiple role of supervisors as store keepers
  - Postings were not up to date posing difficulty for monitoring/audit
  - Short supply of accountable documents and poor record keeping

CONT.

- Supply to primary schools
  - Distribution to the schools were mostly through missions
  - Most missions held on to large stocks of supplies while their schools are in dire need
  - Irregular supplies made by district stores contrary to supply list figures
  - Multiple supply by donors
  - Supplies found in schools that were not in the distribution plan
  - Poor storage
SUPPLY TO TEACHERS AND PUPILS

- ISSUANCES MADE TO TEACHERS WITHOUT RECORDS
- DISTRIBUTION OF EXERCISE BOOKS TO PUPILS WITHOUT RECORDS
- TEACHING AND LEARNING MATERIALS KEPT IN PRIVATE HOMES AND SOMETIMES UNDER DEPLORABLE CONDITIONS

GENERAL OBSERVATION

- MATERIAL RETENTION IN SCHOOLS IS RELATIVELY HIGH BUT THIEVING IS RAMPANT DUE TO POOR STORAGE
- ABSENCE OF AN ACCURATE DATABASE ON NUMBER OF SCHOOLS, NUMBER OF TEACHERS AND ENROLLMENT,
- MOST HEAD TEACHERS DO NOT INFORM THE Community ABOUT GOVT. AND NGO INPUT INTO THE SCHOOL SYSTEM
- TEACHING AND LEARNING MATERIALS ARE STILL IN SHORT SUPPLY DESPITE YEARS OF DISTRIBUTION
- ABSENCE OF A DATABASE ON ALL SUPPLIES MADE TO RESPECTIVE SCHOOLS
- POOR FINANCIAL MANAGEMENT AND RECORD KEEPING
OUTCOMES OF NOVEMBER 2007 WORKSHOP

- KEY ISSUES
  - THE ROLE OF SCHOOL MANAGEMENT COMMITTEES
  - THE ROLE OF COMMUNITY TEACHER ASSOCIATION IN SCHOOL MANAGEMENT
  - IMPROVING RECORDS MANAGEMENT
  - ETHICS AND INTEGRITY IN SCHOOL MANAGEMENT
  - MONITORING THE SUPERVISION OF SCHOOL RESOURCES
  - RELATIONSHIP WITH LOCAL COUNCILS
  - EXTRA CHARGES IN SCHOOLS

NEXT STEP

- DEVELOPMENT OF A CONCRETE ACTION PLAN
- ACTION PLAN TO FEED INTO THE MINISTERIAL ACTION PLAN OF THE MEYS DURING NACS IMPLEMENTATION
- ACTION PLAN TO INCLUDE TIME FRAME, RESPONSIBILITY TO POST HOLDERS OR COMMITTEES TO EFFECT IMPLEMENTATION
INTRODUCTION TO WORKING GROUP SESSIONS

Jacques Hallak & Muriel Poisson

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INTRODUCTION: WHAT IS AN ACTION PLAN?

1. Horizon of the Plan
2. Strategy: the virtuous triangle
3. Priorities of the Plan
4. Main components of the Plan
5. Design of a Log frame
6. Preparation of the operational matrix
1. HORIZON OF THE PLAN

- Different horizons:
  - Short term (1 year)
  - Mid term (3-5 years)
  - Long term (10 years)

- Question: What is desirable for an Anticorruption Action Plan?
- Pros and cons of different horizons

2. STRATEGY: THE VIRTUOUS TRIANGLE

- Creation and maintenance of regulatory systems
- Strengthening management capacities
- Encouragement of enhanced ownership

- The need for a comprehensive approach:
- But…
- Priorities
### ILLUSTRATIVE EXAMPLE: PRIVATE TUTORING

<table>
<thead>
<tr>
<th>Regulation</th>
<th>Management</th>
<th>Ownership</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Basic norms</td>
<td>• PT complementary to mainstream education</td>
<td>• Involvement of the profession (enforcement)</td>
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<td></td>
<td>• Financing</td>
<td>• Information to the public</td>
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<td></td>
<td>• Peer control</td>
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</table>

### 3. PRIORITIES OF THE PLAN

- Budget constraints
- Policy considerations
- Need for reconciling structural reforms (long term) with urgent change to build ownership and social support
- Guidance from the November workshop in Sierra Leone
### SUMMARY

<table>
<thead>
<tr>
<th>Areas of planning/management</th>
<th>Major opportunities for corrupt practices</th>
<th>Impact on education</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance</td>
<td>• Transgressing rules and procedures</td>
<td>Access</td>
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<td></td>
<td>• Embezzlement</td>
<td>Quality</td>
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<tr>
<td></td>
<td>• Inflation of costs and activities</td>
<td>Equity</td>
</tr>
<tr>
<td></td>
<td>• Bypass of criteria</td>
<td>Ethics</td>
</tr>
<tr>
<td>Allocation of specific allowances (fellowships, subsidies, etc.)</td>
<td>• Favoritism / nepotism</td>
<td>Policy priorities</td>
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<tr>
<td></td>
<td>• Bribes</td>
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<tr>
<td>Construction, maintenance and school repairs</td>
<td>• Fraud in public tendering</td>
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<td>• Embezzlement</td>
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<tr>
<td></td>
<td>• Manipulating data</td>
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<tr>
<td></td>
<td>• Bypass of school mapping</td>
<td></td>
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<tr>
<td>Distribution of equipment, furniture and materials (transport, textbooks, meals)</td>
<td>• Fraud in public tendering</td>
<td></td>
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<tr>
<td></td>
<td>• Manipulating data</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Bypass of allocation criteria</td>
<td></td>
</tr>
<tr>
<td>Teacher management</td>
<td>• Fraud in the appointment and deployment of teachers</td>
<td></td>
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<tr>
<td></td>
<td>• Falsification of credentials/use of fake diplomas</td>
<td></td>
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<tr>
<td>Personnel behavior (professional misconduct)</td>
<td>• Ghost teachers</td>
<td></td>
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<tr>
<td></td>
<td>• Abseism</td>
<td></td>
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<tr>
<td>Examinations and diplomas</td>
<td>• Selling of information</td>
<td></td>
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<tr>
<td>Access to universities</td>
<td>• Examination fraud</td>
<td></td>
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<tr>
<td>Institution accreditation</td>
<td>• Fraud in the accreditation process</td>
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<tr>
<td>Information systems</td>
<td>• Manipulating data</td>
<td></td>
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<tr>
<td></td>
<td>• Selecting/expressing information</td>
<td></td>
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<tr>
<td></td>
<td>• Irregularity in producing and publishing information</td>
<td></td>
</tr>
</tbody>
</table>

4. MAIN COMPONENTS OF AN ACTION PLAN

Reference to the November workshop:

- The National Anti-corruption Strategy
- Allocation and utilization of fee subsidies
- Use of teaching and leaning materials
### 5. DESIGN A THE LOG FRAME

<table>
<thead>
<tr>
<th>Description of project elements</th>
<th>Performance indicators</th>
<th>Sources of verification</th>
<th>Assumptions and preconditions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall (or development) objective</td>
<td></td>
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<tr>
<td>Specific (or immediate) objectives</td>
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<tr>
<td>Expected outputs</td>
<td></td>
<td></td>
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<tr>
<td>Activities</td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

### 6. PREPARATION OF THE OPERATIONAL MATRIX

<table>
<thead>
<tr>
<th>Objective 1</th>
<th>Activities</th>
<th>Expected outputs</th>
<th>Intermediate indicators</th>
<th>Outcome indicators</th>
<th>Responsible agencies</th>
<th>Timeframe (3 years)</th>
<th>Cost ($) (3 years)</th>
</tr>
</thead>
<tbody>
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</tbody>
</table>
FORMULA FUNDING AND SCHOOL GRANTS

Jacques Hallak and Muriel Poisson

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IMPROVING GOVERNANCE!

- Getting closer to the users: improving efficiency, relevance, transparency and accountability
  - Deconcentration
  - Decentralisation
  - Devolution to schools and universities

- No simple model: combination of centralisation, deconcentration, decentralisation and institutional management
FORMULA FUNDING AND TRANSPARENCY

- Consistently applied formula determines what each school is allocated: this is known by the school and can be made publicly available
  - More transparency and accountability

- At the same time, it can increase the possibility of fraud as many more people have direct access to funds

- This depends obviously on ‘how FF operates in practice’

OUTLINE

I. Formula funding: an introduction

II. Opportunities for corrupt practices in educational financing

III. Multi-dimension strategy for improving transparency and accountability in financing
1. Formula funding: an introduction

Use of formula funding:

- **Rather simple**: deployment of teachers linked to class size
- **Rather sophisticated** e.g. UK: pupils number (75%), students additional needs (5%), physical conditions (20%), extra allowances/learning difficulties, using as a proxy Free School Meal (% FSM)

"Agreed set of criteria for allocating resources to schools, impartially applied to each school".
SYSTEM OF FINANCING IN SIERRA LEONE

- 20% of current Government spending is allocated to education: 50% to primary
- 50% of spending on primary come from households
- External sources channelled through Government, schools and individuals
- Salaries represent 74% of total current spending, but 10% of teachers not paid by Government
- Capitation grants: 48% of non-salary expenditures in primary education

LOCAL GOVERNMENT GRANTS IN SIERRA LEONE

- School fee subsidies given to local councils to be paid directly to schools
- Examination fees paid to WAEC upon validation of the number of pupils taking exams
- Textbooks and teaching materials procured and distributed to local councils

Source: Ministry of finance, 2006
2. "Money follows students"

- Mechanisms to distribute funds among spending units
  - Traditionally, norms for inputs
  - Now "money follows students" (based on capitation, unit cost or average cost)

- The money should go to a jurisdiction small enough to be politically accountable / large enough to create possibilities for shifting resources among schools

- Assigning competence for different educational levels to different levels of government (e.g. Poland) reduces flexibility

TIED GRANT IN SIERRA LEONE

- During transition period, all grants given to councils will be tied:
  - Service delivery conditions: this specifies what is to be done e.g. student: teacher ratio, number of year of schooling
  - Administrative conditions: e.g. setting the number of textbooks per student
  - Information conditions: this is meant to manage the process and relate to data councils must provide to central government e.g. financial returns, enrolment data, etc.

Source: Ministry of finance, 2006
FORMULA FUNDING IN ROMANIA

**SUPPLY**
- Prior to 1990, supply-side system: funds allocated on the basis of the number of teaching positions, square feet of building space and other planning norms

**DEMAND**
- After 1990, demand-side financing: funds allocated on the basis of unit cost per student in various field of study (higher education)
- Studies of unit costs conducted by the National Higher Education Financing Council (NHEFC), to provide the empirical basis for the FF
- Complementary funding allocated on a competitive basis (peer-reviewed competition)


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II. Opportunities for corrupt practices

*Source: [Image]*
1. Allocation of funds

- Non-transparent criteria used for selecting eligible schools or pupils (favouritism, nepotism, politicization of the process, etc.)

- Overstatement of eligible schools or students by head teachers or local education officers in order to attract more resources*

- Non-eligible schools or pupils manipulating data in order to be entitled to receive the funds*

- Non-eligible schools or pupils ‘convincing’ education officers that they are eligible (bribes)

* DISTORTION OF THE FORMULA

<table>
<thead>
<tr>
<th>Type of formula</th>
<th>Pervasive effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Allocations according to size of schools</td>
<td>Inflation of enrolment figures**</td>
</tr>
<tr>
<td>Utility costs funded according to past expenditures</td>
<td>No incentive for more efficient use of energy, water and telephones</td>
</tr>
<tr>
<td>Indicators of students’ leaning needs</td>
<td>Incentive to principals to encourage low scores</td>
</tr>
<tr>
<td>Data for calculating extra funding collected from the school (socio economic background, poverty, ethnicity, language)</td>
<td>Principals tempted to falsify statistical returns</td>
</tr>
</tbody>
</table>
**INACCURACY IN ENROLMENT FIGURES IN SIERRA LEONE**

- Because inspectors could not visit all schools to ascertain enrolment figures, there is possibility that some institutions may have reported inaccurate numbers or over reported enrolment to take advantage of the government’s capitation grant (fee subsidies) distributed directly to schools and based on enrolment numbers reported by schools.

- Grade 6 enrolment: 70,000 students according to inspectors / 62,000 candidates taking the NPSE (13% difference)


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**2. Distribution of funds**

- Payment of ‘facilitation fees’ by schools to obtain approval for withdrawing funds from school bank accounts
- Payment of ‘taxes’ to local officials in order to obtain the allowance or the scholarships granted
- Payment of ‘taxes’ by teachers to local officials or head teachers in order to obtain their salary
- Reduction of disbursements by local officials or procurement of fewer non-wage items for schools
- Withholding of scholarships by school officials, either for funding the school or for private use
- Embezzlement of funds by educational officers at different levels of the administrative hierarchy
3. Use of funds

- Use of educational funds for purposes other than education (public or private)
- Use of part of operational funds to cover administrative costs
- Irregular bookkeeping practices and falsified orders and receipts to cover up irregular payments
- Irregular payments made to officials, members of school committees, etc.
- Grant funds used for inappropriate goods
- Use of educational funds to finance political parties or electoral campaigns

III. Multi-dimension strategy for improving transparency and accountability in financing
## 1. Checking data accuracy

<table>
<thead>
<tr>
<th>Type of formula</th>
<th>Pervasive effects</th>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Allocations according to size of schools</td>
<td>Inflation of enrolment figures</td>
<td>- To collect data on enrolment externally&lt;br&gt;- To check for accuracy externally</td>
</tr>
<tr>
<td>Utility costs funded according to past expenditures</td>
<td>No incentive for more efficient use of energy, water and telephones</td>
<td>- To include variables that predict the amount that the school must spend but cannot itself affect (e.g. size and conditions of buildings and climatic variations)</td>
</tr>
<tr>
<td>Indicators of students’ leaning needs</td>
<td>Incentive to principals to encourage low scores</td>
<td>- Not to use tests administered by the school itself</td>
</tr>
<tr>
<td>Data for calculating extra funding collected from the school</td>
<td>Principals tempted to falsify statistical returns</td>
<td>- To check for accuracy externally</td>
</tr>
</tbody>
</table>

### DATA CHECKING IN VICTORIA AND ENGLAND

**In Australia:**
- Data collected at state level from schools four times a year; it has the most rigorous external check

**In England:**
- Data collected from schools by the annual census; forms completed by IT management systems and submitted electronically to the ministry (limited misreporting

**Example of misreporting:** Free School Meals (visit of LEAs auditors and inspectors)
- If FF is not to be corrupted, strong data verification procedures and sanctions for deliberate misreporting must be in place
2. Tracking surveys

- **PETS**: Method used to track the flow of public funds and other resources from central down to school level
- **QSDS**: method used to assess quantity and quality of service delivery (ex. Teacher absenteeism)
- **Subjective assessment**: through focus group and perception surveys at local levels
- **Main objective**: did public funds and material resources end up where they were supposed to?

3. Undertaking control at local/school level

- Financial management at local/school level increases opportunities for corruption (fraudulent use of money, bribery in the awarding of contracts)
- As a result, need for:
  - **Financial regulations**: transactions administered either via the public sector treasury (Sweden) or bank accounts (except when treasury does not operate accurately)
  - **Budget scrutiny at local/school level**: important for minimizing opportunities for corruption
- Common financial management systems and good capacities at school level
FINANCIAL REGULATION IN SIERRA LEONE (2006)

MEST:
- Voucher on teacher salaries sent to Accountant General Department (AGD)

Local governments:
- Ensure that all schools open bank accounts

Local councils to provide:
- A detailed plan of activities with costing
- Acceptable monthly financial report
- Data on key education indicators, including number of enrolment, teachers, schools

FINANCIAL REGULATIONS IN VICTORIA AND ENGLAND

In Victoria (Australia):
- Financial regulation of schools under the responsibility of the Financial Management Unit (FMI), Standards and Accountability Division (SAD)
- Common management system and TA and training provided

In England (UK):
- With 150 LEAs, this is not the case: each school must buy its training and support
BUDGET SCRUTINY IN SIERRA LEONE

- Lack of effective structures, operational systems, consultation procedures, controls and central support services
- Budget control vary across Directorates
- No liaison between the Planning Directorate and the Decentralisation Desk
- Records kept in individual Directors offices, with no standardized procedures for accessing files or information

“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”

Source: Governance Reform Secretariat, 20051

4. External audits

- Budget scrutiny insufficient to prevent fraud/incompetence in the management of school finances and ensure accountability
- Independent reviews conducted by registered private accounting firms
- Are financial reports or financial regulations fully complied with?
- Reports submitted to the various stakeholders at various levels with sanctions for misconducts and irregularities
  - Intervention of relevant public authorities (removal from school positions)
  - Intervention of the police (embezzlement of funds)
CONCLUSION

- Timely information about actual spending should be provided by public accounting systems
- Public access to the formula used as well as information dissemination about fund allocation and disbursement is a powerful tool of change
- Crucial role to be played by the "social control" exerted by communities and citizens
ENHANCING TRANSPARENCY AND ACCOUNTABILITY IN THE EDUCATION SECTOR

M.T.H. Dauda
Acting Director, Local Government Finance Department, Ministry of Finance and Economic Development.

Workshop on Enhancing Transparency and Accountability in the Education Sector

Outline

1. Introduction
   - Overview of decentralization
   - Overview of fiscal decentralization in Sierra Leone

2. Legal Requirements of Local Councils
   - Establishment of local councils
   - Expenditure Assignment
     • Statutory instrument

3. Business process
   - Roles and responsibilities
     • Role of LCs
     • Role of the devolved MDA (MOEYS)
   - Funding and financing of devolved functions
     • Determination of the vertical allocation
     • Determination of the horizontal allocation
     Grant distribution formulae
     • Budget call circulars
1. Introduction

• Overview of decentralization
  – One of the most popular reforms for service delivery.
  – substantially improve efficiency, transparency, accountability, and responsiveness of service provision compared with centralized systems.
  – Decentralized education provision promises to be more efficient, better reflect local priorities, encourage participation, and, eventually, improve coverage and quality.
- The process: central governments transferring responsibilities for service delivery to lower tier of government.

- The motivation has varied: In Eastern Europe and the former Soviet Union, it was part of the political and economic transformation; in Latin America, it was to reinforce the transition to democracy; in South Africa, Sri Lanka and Indonesia, it was a response to ethnic or regional conflict; and in Chile, Uganda and Cote d’Ivoire, it was to improve the delivery of basic services (Shah and Thompson 2004).

- The Sierra Leone case
  - Reason: to improve the delivery of basic services.
  - Decentralization types: political, administrative, and fiscal
    - Political: local government act; election of councillors.
    - Administrative: intention is devolution, there are existing problems with asset and personnel transfer.
    - Fiscal: statutory instrument, ability to determine tax rate and raise revenue, and grant transfer.
• Overview of fiscal decentralization in Sierra Leone
  – local councils can determine the allocation of expenditures themselves and those where the center mandates expenditures and local levels simply execute those expenditures.
  – Local councils can raise their own revenue by setting tax rate and collect the taxes.
  – Receive direct transfers from central government for devolved functions.

2. Legal and regulatory framework

• Establishment of Local Councils
  – Local Government Act, 2004 - establishment of Local Council

• Expenditure Assignment
  – Assumption of Functions (Statutory Instrument No. 13, 2004)
    • Primary and secondary education services
      – Schedule for 2008
<table>
<thead>
<tr>
<th>Sector</th>
<th>Main Functions</th>
<th>Activity</th>
<th>Year of devolution</th>
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</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>b. Payment of salaries of staff</td>
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<td>c. Provision of teaching and learning materials</td>
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<td>d. Payment of school fees subsidies</td>
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<td>e. Provision of furniture</td>
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<td>f. Rehabilitation and Reconstruction of schools</td>
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<td>g. Staff development (study leave matters)</td>
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<td>2. Primary to Mid-Secondary Schools (JSS III)</td>
<td>a. Payment of examination fees</td>
<td>2005</td>
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<td></td>
<td></td>
<td>b. Payment of salaries of staff</td>
<td>2006</td>
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<td>c. Provision of furniture</td>
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<td>d. Provision of subsidized textbooks</td>
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<td></td>
<td></td>
<td>b. Inspection of pupils</td>
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<td>b. Supervisory Monitoring</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>c. Training of staff</td>
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</tbody>
</table>
3. Business process

- Roles and responsibilities
  A. Local Councils

  - Cause for a Local Council Budget
    Section 67 (1) of LGA 2004 states that “every local council shall cause to be prepared for its approval a budget for each financial year which shall be submitted to the Local Government Finance Committee three months before the beginning of that year”.

  - Development of a Local Council Budget
    - Development plan: committee established - section 19; sub-section 2(a), membership- councillors and co-opted members (sub-section 5)
    - Budget Committee: section 19; sub-section 2(b), membership- councillors and co-opted members (sub-section 5)
    - Sub-section 7: all committee (including devolved function committees) meetings shall be open to the public
    - Sub-section 7: all committee meetings shall be open to the public
Section 67;
- sub-section 2
  - (a): subject to subsection (3) of section 85, the budget shall reflect the priorities and needs of the locality as contained in the local council’s development plan;
  - (b): balance income and expenditure by way of annual financial estimates of revenue and expenditure;
  - (c): be prepared in accordance with procedures prescribed by law; and
  - (d): be a public document and shall be posted on the notice board of the local council when approved by the council and during the whole of the financial year to which it applies.

- Other responsibilities of the council includes:
  - Approval of council budget
  - Approval of expenditure (signing of PETs forms)
  - Education committee of council to monitor progress in implementation and report findings.
B. Devolved MDA/MOEYS
- Section 20; sub-section 3: The relevant Government Ministry shall, in respect of the devolved functions:
  (a) be responsible for policy matters;
  (b) provide technical guidance to the local councils; and
  (c) monitor the performance of the functions by the local councils.
- Section 22: Government Ministries shall, in respect of any function devolved to local councils under this Act or any other enactment which relates to them, be responsible for the formulation of national policies, and local councils shall act in accordance with such policies.

• Funding and Financing of Devolved Functions
  ✷ Funding Source
    1. Section 45:
      (1) Local councils shall be financed from their own revenue collections, from central government grants for devolved functions and from transfers for services delegated from Government Ministries.
      (2) Local councils shall make adequate efforts to collect revenues from their own sources.
      (3) Grants shall be provided to local councils in accordance with sections 46, 47 and 48.
(4) Local council revenue sources shall comprise-
(a) precepts from local taxes;
(b) property rates;
(c) licenses;
(d) fees and charges;
(e) share of mining revenues;
(f) interests and dividends; and
(g) any other revenue due to the Government but assigned to local councils by the Minister responsible for finance by statutory instrument.

- Funding/Transfer Mechanism
  - Vertical allocation
  - Horizontal allocation base on the Grant Distribution Formulae
  - Budget call circular
  - Budget Approval and submission to the LGFC
  - Quarterly disbursement/allocation
Conditions for disbursement
- Bank account for primary and secondary education
- Education strategic plan forms part of the approved local council budget
- Activities of the strategic plan **must** conform to national education policies as initiated by MOEYS.
- Professional heads must initiate disbursement for council’s approval
- All financial returns must be fully prepared and submitted to the FO.

• Summary of service delivery process
  - Consultations at ward levels: section 96, LGA 2004,
  - Development of strategic plans with costs
  - Development of council budget
  - Meeting Conditions for quarterly allocation
    • Information sharing/notice board (Section 107)
    • Monthly financial statement
4. Progress in Devolved Education Funding

<table>
<thead>
<tr>
<th>Details 2006</th>
<th>Allocation for LC</th>
<th>Amount spent by MOEYS</th>
<th>Amount spent by LCs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-primary and Primary Education</td>
<td>19,239,600,000</td>
<td>19,239,600,001</td>
<td>0</td>
</tr>
<tr>
<td>of which: Examination Fees to WAEC for NPSE³</td>
<td>2,244,900,000</td>
<td>2,244,900,001</td>
<td>0</td>
</tr>
<tr>
<td>of which: Govt. and Govt. Assisted Schools</td>
<td>16,994,700,000</td>
<td>16,994,700,000</td>
<td>0</td>
</tr>
<tr>
<td>School Fees Subsidy</td>
<td>10,354,900,000</td>
<td>10,354,900,000</td>
<td>0</td>
</tr>
<tr>
<td>Textbooks</td>
<td>4,217,400,000</td>
<td>4,217,400,000</td>
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<tr>
<td>Teaching and Learning Materials</td>
<td>2,422,400,000</td>
<td>2,422,400,000</td>
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<tr>
<td>Secondary Education</td>
<td>2,773,900,000</td>
<td>2,773,900,000</td>
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<tr>
<td>of which: Examination Fees to WAEC for BECE</td>
<td>2,268,400,000</td>
<td>2,268,400,000</td>
<td>0</td>
</tr>
<tr>
<td>of which: Textbooks</td>
<td>505,500,000</td>
<td>505,500,000</td>
<td>0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Education</th>
<th>Allocation for LC</th>
<th>Amount spent by MOEYS</th>
<th>Amount spent by LC</th>
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<tbody>
<tr>
<td>Administration</td>
<td>1,000,000,000</td>
<td>380,000,000</td>
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<tr>
<td>Inspectorate</td>
<td>320,000,000</td>
<td>121,600,000</td>
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<td>Library Board Dev</td>
<td>680,000,000</td>
<td>258,400,000</td>
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<td>Education Dev Grant</td>
<td>2,000,000,000</td>
<td>760,000,000</td>
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<tr>
<td>Primary Education</td>
<td>20,864,700,000</td>
<td>5,075,107,828</td>
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<tr>
<td>School Fee Subsidy</td>
<td>8,871,100,000</td>
<td>3,300,355,820</td>
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<td>Text Books</td>
<td>5,442,200,000</td>
<td>1,304,813,708</td>
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<tr>
<td>Teach &amp; learning Mat</td>
<td>3,261,000,000</td>
<td>230,838,300</td>
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<td>Fees to WAEC-NPSE</td>
<td>3,290,400,000</td>
<td>839,100,000</td>
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<tr>
<td>Secondary Education</td>
<td>4,356,500,000</td>
<td>1,251,000,000</td>
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<tr>
<td>Text Books</td>
<td>1,611,700,000</td>
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<tr>
<td>Fees to WAEC-BECE</td>
<td>2,744,800,000</td>
<td>1,251,000,000</td>
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<tr>
<td>Education</td>
<td>Allocation for LC</td>
<td>Amount spent by MOEYS</td>
<td>Amount spent by LCs</td>
</tr>
<tr>
<td>-----------</td>
<td>------------------</td>
<td>------------------------</td>
<td>---------------------</td>
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<tr>
<td>2005</td>
<td>7,378,250,000</td>
<td>7,378,250,000</td>
<td>0</td>
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<tr>
<td>2006</td>
<td>22,013,500,000</td>
<td>22,013,500,000</td>
<td>0</td>
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<tr>
<td>2007</td>
<td>29,221,200,000</td>
<td>25,221,200,000</td>
<td>4,000,000,000</td>
</tr>
</tbody>
</table>

5. Challenges

- Monitor to ensure compliance
  - National Policy Formulation and Guidance- MOEYS
  - General Monitoring of Performance- LGFD & MOEYS
Lessons learnt from previous monitoring

- **Devolve function**
  - Good portion of the grant is managed by the central government.
  - Most district offices are not habitable and officers non-functional, therefore quality of M&S doubtful.
  - Sector Committees of councils do not oversee implementation.
  - Particularly weak coordination between the development planning, education and budget and finance committees.

- **Other transfers (from other sources)**
  - Not captured in the budget.
  - Efficiency in usage???????
ENHANCING TRANSPARANCY AND ACCOUNTABILITY IN THE EDUCATION SECTOR IN SIERRA LEONE

MAKING PUBLIC EXPENDITURE TRACKING SURVEY (PETS) USEFUL TOOL TO IMPROVE TRANSPARENCY AND ACCOUNTABILITY IN EDUCATION: FOCUS ON RESULTS DISSEMINATION, COMMUNICATION AND IMPACT

By

Mohamed Bailley
Economic Statistician
Economic Policy Research Unit
Ministry of Finance and Economic Development

Sierra Leone is endowed with rich natural resources, but remain a poor country.

- The country ranked last in the UNDP Human Development Index
- Low per capita GDP
- High incidence of Urban and Rural poverty
- Social indicators reflect low level of human developments.

Possible Reasons

- Poor service delivery especially in the rural areas. This is partly due to problems in budget execution including
- Leakages of public funds, and
- Delays in the disbursement of public funds

- Government has accorded high priority to reducing poverty.

The framework used by developing countries for reducing poverty is the Poverty Reduction Strategy Paper (PRSP)
Link Between MTEF & PRSP

The sectoral, structural and other policies for poverty reduction elaborated in PRSPs have budgetary implications. Therefore we need to **fully cost** the poverty reduction strategy.

- Comprehensive system for budget formulation that takes into consideration the multi-dimensional nature of poverty such as the Medium Term Expenditure Framework (MTEF).
  - Government introduced Public Expenditure Management Reforms aimed at improving **budget formulation, execution and monitoring** to enhance public service delivery.
    - Public Expenditure Tracking Surveys (PETS) introduced in 2001 to enhance the efficiency and effectiveness of public expenditures.

WHAT IS PETS

- The **Public Expenditure Tracking Survey (PETS)** is a method used to study the flow of public funds and other resources. It is the systematic tracking of government resources through various layers of government bureaucracy to determine how much of the originally allocated and disbursed resources reach each layer and how long these resources take to get there.
  - The ultimate goal of PETS is to determine whether or not government budgetary resources reach the intended beneficiaries.
  - The main question that a PETS sets out to answer is whether public funds and materials resources end up where they are supposed to.
OBJECTIVES OF PETS IN SIERRA LEONE

General Objective

To track down the extent to which public resources flow from Central Government Ministries to Line Ministries, Regional and District Offices and Service Delivery Units.

Specific Objectives

- Provide quantitative evidence of leakages of public funds
- Provide quantitative evidence on the delays in the execution of the national budget
- Ascertain the extent to which MDAs comply with financial rules and regulations,
- Assess the perceptions of beneficiaries on the quality of public service delivery

WHY PETS?

Budgetary allocations – poor indicators of supply of public services.

- Increase public spending – no corresponding improvement in outcomes.

The implication is that something is wrong somewhere and there is therefore need to find out how and where the amount of resources allocated and disbursed are get spent.
A PETS tracks the flow of public funds and material resources from the central government level, through the administrative hierarchy, and out to the frontline service providers.

The key question that a PETS sets out to answer is:

1. Do public funds and material resources end up where they were supposed to?

…but if they don't, a PETS may also go further and ask:

- Why are the funds diverted?

- Leakage implies that some of the funds in this program or sector have not been spent according to the government policy.

- Why is there more leakage in some districts than others?

- Why do some schools receive more of their entitlements than other schools?
PETS IN EDUCATION SECTOR

PETS in the education sector checks if there is a leakage of funds, estimate the amount of funds not reaching schools, and detect the origin and causes of the leakages, if any.

In tracking public expenditure, a key distinction is to be made between capital expenditures, salaries and non-salary expenditure. Non-salary expenditure can be monitored through surveys. Difficulty to track salaries. Capital expenditures requires assessment of the implementation of procurement procedures and specialized skills.

PETS IN EDUCATION SECTOR (CONT.)

Finally, PETS propounds recommendations from its findings and the widely dissemination of results through the mass media can significantly contribute to reducing leakage by promoting social ownership.

- PETS in the education sectors uses
  - Schools as unit of survey rather than pupils
  - Scope of the survey includes several administrative layers such as Ministries, Region/District Offices/Local Councils and Schools
  - Methodology consists of transversally tracking financial flows from the central level down to service delivery facilities (schools)
Findings of PETS in Sierra Leone (GENERAL)

PETS (FY 2001) provided valuable insights into the budget process and local structures of accountability

- No quantitative evidence of leakages of public funds
- Key problems in the execution of the national budget were reported.

- Over-centralized management of public resources—materials are procured in Freetown and sent to the provinces
- Negligible amount of resources transferred to the regions and districts
- Resources are transferred largely in kind rather than in cash, with no value or unit prices attached to them
- Regional Programme and District Managers were not involved in budget formulation and implementation

Findings of PETS in Sierra Leone GENERAL (Contd.)

- The District offices and front line units had no prior knowledge about what they were supposed to receive from Headquarters
- Delays in the release of funds from Ministry of Finance
- Delays in the transfer of goods from Headquarters to the Regions, Districts and service delivery units
- Poor records keeping at all levels
- Weak compliance with financial rules and procedures
- Inadequate information on and lack coordination of NGO activities
### IMPROVEMENTS IN THE EDUCATION SECTOR

<table>
<thead>
<tr>
<th>Category</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
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<tbody>
<tr>
<td><strong>School Fees subsidy</strong></td>
<td>KPMG</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education Secretaries</td>
<td>44.1%</td>
<td>Not Done</td>
<td>Not Done</td>
<td>Not Done</td>
<td>Not Done</td>
</tr>
<tr>
<td></td>
<td>81.5%</td>
<td>Not Done</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Teaching and Learning Materials</strong></td>
<td>71.8%</td>
<td>Not Done</td>
<td>Not Done</td>
<td>73.5%</td>
<td>Not Done</td>
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<td>Textbooks</td>
<td>Not Done</td>
<td>Not Done</td>
<td>89.0%</td>
<td>Not Done</td>
<td>90.1%*</td>
</tr>
<tr>
<td>School Furniture</td>
<td>Not Done</td>
<td>59.8%</td>
<td>Not Done</td>
<td>Not Done</td>
<td>Not Done</td>
</tr>
</tbody>
</table>

### IMPACT OF PETS I IN THE EDUCATION SECTOR

- Data from PETS may assist policy makers and implementers to make necessary adjustments in order to tighten procedures for implementation and oversight. Tracking expenditures through the PETS can be very useful in collecting hard data, even when institutional capacity for keeping timely and reliable accounts is poor.

- **Fiscal Decentralization**
- Introduction of the MTEF/PETS Forms I & II to enhance the participation in the budget process
- Setting up of District Budget Oversight Committees and MDA Budget Committees
- Improvement in the payment of school fees subsidy directly to school’s bank accounts and the Local Councils
- Publication of procurement materials in sectors
IMPACT OF PETS IN THE EDUCATION SECTOR (CONT'D.)

- Improvements in the procurement and delivery of school materials to Local Councils through the **direct delivery system** by Contractors

- Transparent distribution mechanism/channel being developed for resources to primary schools

- Training programs on **records management** for head teachers already started

- Training programs and workshops for stakeholders to enhance transparency and accountability

- The establishment of **notice boards** in primary schools, although most schools are yet to post on their notice boards information financial and others resources received

IS PETS A RELIABLE TOOL TO REMEDY LEAKAGE AND INCREASE TRANSPARENCY?

PETS is a reliable tool for reducing leakage, increasing accountability and improving transparency in specific areas of public finance and under appropriate requirements. Two principles should be kept in mind:

- **Political commitment to improve ethics in education management**
- **Social ownership of PETS**

2. Improving on transparency in education sector cannot be addressed piecemeal; it requires an integrated strategy, covering various manifestations of accountability. We therefore combine PETS with other tools, including other surveys, auditing, accounting, unifying databanks, report card, etc.

3. Tools are necessary but not sufficient in successfully achieving a reduction of corruption in education. Changing behavior, emphasizing ethical values, ensuring broad participation, fostering ownership and genuine commitment both at the political level and of all stakeholders are equally needed
A number of key recommendations on how to improve the flow of resources were proposed. Implementation of the PETS recommendations is a major concern of donors and Government. To facilitate the implementation of the PETS recommendations:

- An Action Plan is prepared by the Ministry of Finance and submitted to Cabinet for endorsement.
- The PETS Action Plan has been integrated into the broader National Action Plan (NAP) for Public Financial Management Reform.
- Implementation of the PETS recommendations is prior condition for release of budgetary resources by development partners.
MAKING PETS USEFUL TOOLS TO IMPROVE TRANSPARENCY AND ACCOUNTABILITY IN EDUCATION

Jacques Hallak et Muriel Poisson

MEASURING SERVICE PERFORMANCE!

Combining different approaches:

- **subjective**: perception of service delivery
- **objective**: public expenditure tracking surveys (PETS) and quantitative service delivery surveys (QSDS)*
I. Fact finding
Objective data (MoE/Institutions)

II. ‘Perception’
Subjective data (Teachers/Student)

- Organizational (management, central & local level)
- Human resources (‘ghost’ teachers, absenteeism, recruitment)
- Financing (financial statements of an activity/entity, budget, fund raising)
- Procurement (tendering)

Participatory assessment

THE IDEAL SITUATION...

Policy framework
Government program
PRSP
Sector strategies

Budget allocation

Outturn
Timely disbursement
in accordance with established policies and priorities

Outputs Impact Outcomes

Source: Reinikka
**A MORE TYPICAL SITUATION...**

- **Nontransparent process**
  - Poor reporting on execution
  - High level of aggregation
  - Discretion in allocation

- **Weak service delivery**
  - Accountability
  - Efficiency
  - Quality

- **Inherently difficult to assess**
  - Household surveys
  - Participatory approaches
  - Social Impact Assessment

**Unclear policy framework**
- Lack of clarity about how resource allocation relates to policies and priorities
- Budget not comprehensive
- Classification system
- Political economy

**PUBLIC EXPENDITURE TRACKING SURVEY (PETS)**
**QUANTITATIVE SERVICE DELIVERY SURVEY (QSDS)**

**Outturn**
- Timely disbursements in accordance with established policies and priorities

**Weak management information systems**
- Limited coverage
- Poor data quality
- Late and scattered reporting

**INTEREST FOR PETS IN SIERRA LEONE**

- **Various studies conclude**: inefficiency and distortions in the use of resources (context: EFA, MDGs and PRSPs)

- **From centralised to decentralised governance**: Local Government Act calls for transfer of authority for administering basic education to the local governments
I. Introduction to public expenditure tracking surveys (PETS)

II. Focus on dissemination, communication and impact
1. DEFINITION OF PETS

- Effort by Government to ensure that budgeted expenditures translates into actual service delivery
- Identification of anomalies in the flow of public funds through the different bureaucratic layers
- Demonstration of how much the funds disbursed reach each layer

HISTORY OF PETS IN SIERRA LEONE

<table>
<thead>
<tr>
<th>Year</th>
<th>Type of flows</th>
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<tr>
<td>2003</td>
<td>School fee subsidies</td>
</tr>
<tr>
<td>2004</td>
<td>School furniture</td>
</tr>
<tr>
<td>2005</td>
<td>School fee subsidies and textbooks</td>
</tr>
<tr>
<td>2006</td>
<td>Teaching and learning materials</td>
</tr>
</tbody>
</table>
FLOW OF RESOURCES IN THE EDUCATION SECTOR IN SIERRA LEONE

Schools

Capitation grants

Local Govt

Teacher salaries

MoE

External Funders

Grants and other contributions

Parents

Tuition and other fees

Source: MEST

2. STEPS IN PETS IMPLEMENTATION

- **Assumptions and objectives**: leakages linked to type of flows*, size and location of schools, etc.

- **Questionnaires by layer**: MEST, regions, districts and schools

- **Stratified sampling**: budgetary constraints and accuracy (SL 2005: sampling frame: 983 out of 3293 schools)

- **Data collection**: training of enumerators and data managers

- **Data analysis**: back to initial assumptions
*ASSUMPTION : THE CASE OF ZAMBIA

** Question:** Why a decrease in enrolment figures in poor areas, despite of an increase in the allocation of funds by the Government?

** Assumptions:**
- Discretionary funds (higher) non received
- Rule-based funds (per capita) received
- Poor bargaining power of poor schools in comparison with richest ones

3. ANALYSIS OF RESULTS

** Analysis for administrators/beneficiaries:**
- Rate of leakage*
- Cross tab statistics

** Analysis for researchers:**
- Equity issues**
- Econometric studies
## PETS: COMPARATIVE DATA

<table>
<thead>
<tr>
<th>COUNTRY</th>
<th>YEAR</th>
<th>FLOWS</th>
<th>SAMPLING</th>
<th>LEAKAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ghana</td>
<td>1998</td>
<td>Non sal.</td>
<td>126</td>
<td>49%</td>
</tr>
<tr>
<td>Peru</td>
<td>2001</td>
<td>Utilities</td>
<td>100</td>
<td>30%</td>
</tr>
<tr>
<td>Sierra Leone</td>
<td>2005</td>
<td>Teaching materials</td>
<td>715</td>
<td>27%</td>
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<tr>
<td>Tanzania</td>
<td>1998</td>
<td>Non sal.</td>
<td>45</td>
<td>57%</td>
</tr>
<tr>
<td>Uganda</td>
<td>1995</td>
<td>Grant per capita</td>
<td>250</td>
<td>87%</td>
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<tr>
<td>Zambia</td>
<td>2001</td>
<td>Rule-based grant</td>
<td>182</td>
<td>10%</td>
</tr>
<tr>
<td>Zambie</td>
<td>2001</td>
<td>Discr. grant</td>
<td>182</td>
<td>76%</td>
</tr>
</tbody>
</table>

Source: World Bank

## PETS: RESULTS FROM ZAMBIA

![Graph showing share of funding for different wealth categories.]

- Shares: Rule-Based
- Shares: Discretionary
- Shares: Staff Payments
- Perfect Equality

Source: World Bank
II. Focus on dissemination, communication and impact

1. PARTICIPATION AND OWNERSHIP

- No change in organisation will be successfully implemented unless it is owned by all stakeholders concerned, including users and beneficiaries.

- Counter examples:
  - **Peru** and **Namibia**: result of a PETS (non salary) never published
  - **France**: survey on teacher absenteeism criticised and rejected by unions
2. CONSULTATION AND INFORMATION

At each step of implementation, namely:

- Adoption of objectives and assumptions
- Treatment of doubtful cases in the sampling
- Data analysis
- Presentation of preliminary results (risk management with national representatives)
- Information of the press and stakeholders (seminars, dissemination of the final report)

INVOLVEMENT OF CSOs IN SIERRA LEONE

A recent review of PETS concluded that a number of civil society organisations – all of which expressed interest in participation of the PETS process – reported that they did not regularly see the PETS reports.

*Source: Cammack & Thomas, 2007*

*Challenge*: building task team with fair representation of stakeholders and ensuring two way communication between task team and stakeholders
3. ADOPTION OF PRINCIPLES AND RULES

- Reforming the management of information
  - Information dissemination legally provisioned
  - Monthly transfers of public funds to districts reported in the newspapers and radios
  - Transfers to primary education displayed on public notice boards in each school and district centre (monitored by the MOE)

- Establishing a set of incentives
- Adopting and disseminating a system of sanction and penalties

PETS DISSEMINATION IN SIERRA LEONE

- PETS report widely disseminated within Government
- Mailing list with 32 top executives (Ministers, office of the President and 66 permanent secretaries (Head of administration, Directors and coordinators)

Source: Cammack & Thomas, 2007

Challenge: ensuring dissemination from top executive down to local officers, education managers and teachers
A CHALLENGING QUESTION

How to involve representatives of non organized civil society (the poor, the illiterates, etc.)?

4. MANAGING COMMUNICATION

- Drafting of the report (summary and complete) synthesising results and recommendations
- Preparation of a plan of information dissemination:
  - Creation of a working group
  - Selection of easy to understand results
  - Sensitising media
  - Organisation of national and local fora
  - Articles in newspapers, radio, TV
ROLE OF CSOs IN SIERRA LEONE

Strengthening the role of CSOs:

- Translation of reports into local languages
- Development and distribution of easy to understand brochures
- Use of radio (local, national, community)
- Short twenty minute video presentation at various chiefdoms and villages
- Sharing information with newspapers

Source: Cammack & Thomas, 2007

5. FOLLOW-UP AND IMPACT

- Introducing a system of follow-up: reporting implementation and impact at all levels
- Establishing hotlines
- Mobilising local resources to fund:
  - Printed material and radio broadcasting
  - Information meetings
  - Advocacy campaigns
  - Training of local counsellors and other local officers

Key role of school management committees!
*FOLLOW-UP AND IMPACT OF PETS IN UGANDA*

Source: Reinikka and Svensson (2001), Reinikka and Svensson (2003a)

**FOLLOW-UP OF PETS IN SIERRA LEONE**

- Recommendations endorsed by the Cabinet and incorporated into the National Action Plan (NAP)
- But real change dependent on institutional support for the follow-up of the NAP
- Also dependent on wider government processes and the capacities of the specific government agencies charged with implementation

Source: Cammack & Thomas, 2007
INTEGRATING PETS IN ROUTINE ADMINISTRATION OF THE SECTOR

Institutional development
(EMIS?)

Strengthen capacities

Human resource development
(SMCs, PTAs, data managers, etc.)

Conducive environment
(empowerment of local governments)
TEACHER MANAGEMENT AND BEHAVIOUR:

DICKSON ROGERS

Teacher Management starts with human resource planning for the Mission of Schools.

1. Human Resource Planning

Human Resource Planning requires that the administrator do the following:

a) Assessing the needs for Teachers

- Number of qualified and unqualified
- Number to be replaced
- Number to be transferred
- Number to be promoted

b) Enrollment Projections

These predict increases or decreases in the number of pupils.

c) Pupil-Teacher Ratio

- This determines whether the school has more or less number of teachers

d) The Subject Areas also give the indication of areas of need

e) Class Size

Accommodation is determining factor for pupil enrolment and therefore teacher intake

2. Teacher Recruitment

Teacher recruitment is a process involving series of activities such as:

- Advertising the vacancies
- Interviewing the shortlisted Applicants
- Selection of suitable candidates
- Placement of selected candidates
- Induction for the New Teachers

3. Engagement of the Teacher

Teacher can be engaged to teach in a school, provided he accepts the conditions of engagements as against employment. The teacher is not yet employed by our standards.

The employer can now give him a provisional employment while waiting for the proper permanent employment as a teacher.
4. Employment of the Teacher

According to the standards of Ministry of Education, Youth and Sports, a teacher is defined in terms of two documents: If a teacher has one and not the other, he is not properly employed.

A teacher has to have:

- An Approved EI Form that prescribes the teachers' monthly salary, and the effective date of the employment.

Upon receiving two copies of the Approved EI Form, the employer now writes a letter of Appointment stating the conditions governing the employment and gives the teacher

(Approved EI Form and A letter of appointment)

The EI Form commits government to pay the teacher while the Letter of Appointment commits the employer.

Weak Points in Teacher Management

Recruitment largely favours the unqualified. Some of the reasons may be that they can be easily manipulated. This area provides high opportunities for corruption.

Promotion criteria are not made known to teachers. In most cases promotions are not based on performance.

No mechanisms are in place for teacher appraisal. Teachers cannot contest decisions of employers for fear of not being hired or transferred to remote area schools.

Corruptible Teacher Behaviour

a) Private classes (Lessons)

Teachers are supposed to run supplementary or remedial classes after school hours for their regular students. These classes have now become paid classes.

In some cases teachers teach only part of the lesson topic during school hours and force students to pay for the rest of the topic during private lessons.

b) Examinations: Students are now forced to bribe their way through examinations. Examination questions are given out to students while some students are favored with high grades.

c) Demand for Illegal Fees

Teachers demand fees for entering pupils' names into the register. They demand fees for handouts or pamphlets. They demand fees for almost everything they do for the students.
d) Sexual Harassment

Sexual harassment by teachers is now common in our schools. Girls are sexually harassed and in return the girls are favoured with high grades or passes.

e) Absenteeism

Teachers do leave their classes unattended because of lateness or absenteeism.

NATIONAL SCHOOL AND TEACHER VERIFICATION
**EMIS**
(Education Management Information System)

*What we do*

*Why we do it*

*Where we are at present*

---

**SIERRA LEONE**
Challenges in Education

- poorly equipped schools *pic*
- untrained / unqualified teachers *ptr*
- many out-of-school pupils need to be absorbed
 UIS EMIS Software

**E M I S**  
(Education Management Information System)

*What we do:*
- Collect data in the field, e.g.
  - school details
  - number and characteristics of teachers & pupils
- Analyse and disseminate data
- Provide indicators of progress
- Carry out school mapping
- Build statistical capacity

**Monitoring Indicators for EFA**

*EFA Goal 2- Universal Primary education (UPE)*

ensuring that by 2015 *all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality*
Some Participation indicators:

**Gross Enrolment Rate (GER)**
Enrolment regardless of age (can exceed 100%)

**Net Enrolment Rate (NER)**
Enrolment of a specific age group
Kenya: **GER - 111%  NER - 76%**
Sufficient capacity but great wastage (late entrance and repetition)

Oman: **GER - 87%  NER - 80%**
Less wastage but not sufficient capacity

Malaysia: **GER / NER - 93%**
No wastage but insufficient capacity

Belkachia (2006)
UIS EMIS Software

<table>
<thead>
<tr>
<th>Activities, completed:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Training of all school inspectors (160) to assist in field work</td>
</tr>
<tr>
<td>• Annual school census 2006 / 07: pre- / primary, secondary, TechVoc</td>
</tr>
<tr>
<td>• Development of indicators / triggers</td>
</tr>
<tr>
<td>• School mapping pilot</td>
</tr>
</tbody>
</table>

UIS EMIS Software

<table>
<thead>
<tr>
<th>Activities, completed:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• UIS Software adapted to Sierra Leone specifications</td>
</tr>
<tr>
<td>• UIS Software tested and installed at MEYS, EMIS Unit</td>
</tr>
</tbody>
</table>
Aim of Census 2006 / 07:

- Compile reliable list of schools
- Collect key data: teachers, enrolment by grade and age, basic school information

Main Challenges:

- Returns for teachers and enrolment with poor data quality
- Coverage: not all remote schools reached
## Challenge: Quality of Teacher Data

- Design of concept to improve quality
- Involvement of all stakeholders:
  - Ministry of Education, Youth & Sports
  - Ministry of Finance
  - SL Teachers Union
- Funding secured by end 2007, from DfID, UNICEF, EC and UNESCO

## Concept: Improving Quality of Teacher Data

- School Census
- Teachers Registration (physical count)
- Teachers Records Reconciliation
- Teachers Payroll Management
- Teachers Management and Development
- Modernization of Teachers Records Section (Phase I & Phase II)
More Challenges, I:

- Teachers Payroll is processed at MoF
- This concept calls for revision of Teachers Payroll Management
- It took four months of negotiations with MoF to agree on Terms of Reference for this component

More Challenges, II:

- When is a teacher a teacher?
- Cumbersome recruitment process: engaged – employed – (provisionally) appointed
- In the present system, a government assisted school can have teachers that are both on payroll and not on payroll
- In the present system, only qualified teachers should be on payroll, but also unqualified are
More Challenges, III:

- Goal of Planning Directorate: count all teachers
- Goal of MoF / funding partners: count teachers on payroll; establish extent of salary arrears
- Goal of Planning Directorate: include all schools
- Goal of MoF / funding partners: include government & government assisted schools

Thank you

Questions and suggestions welcome!
References

Enrolment:
502 (Source 1) 248 (Source 2) 271 (Source 3)
INTRODUCTION

- Chief component of education
- Largest group of public servants and their salary is the largest component of education costs (50-90%)
  - Impact of distorted behavior is proportionately high
- Highest incidence on education quality as they have an ethical responsibility: Corrupt teacher behavior gives negative signals to students

SL: + 10% of salaries paid by the communities (WB, 2004)

- Kenya (95.8%)
- Honduras (88.0%)
- Ghana (82.3%)
- Bolivia (80.6%)
- Bangladesh (76.0%)
- Yemen (73.0%)
- Uzbekistan (73.0%)
- Sierra Leone (72.0%)
- Senegal (63.4%)
- Vietnam (55.0%)
- Moldova (32.2%)
I. Opportunities for corrupt practices

II. Improving teacher management

III. Improving teacher behavior

I. Opportunities for corrupt practices
1. Corruption in teacher behaviour

- *Unjustified absence*: no explication, false sick leave justification*
- *Fake diplomas*: diploma from a fake university, non-existing degree, notes illegally changed
- *Illegal fees*: school admission, promotion, etc.
- *Bribes*: for correcting papers, organizing exams or sport activities/excursions
- *Private tutoring*: pressure on students to take extra payable hours in order to succeed the school-year**

---

**TEACHER ABSENTEEISM**

Determination of absence based on physical verification against names on teacher roster (entire number of posts approved, both occupied and vacant)

- Teacher absence has a significant impact on students
- A 10% increase in teacher absence is associated with a 1.8% decrease in student attendance
- A 20% decrease in teacher attendance is associated with a 2% decrease in test scores

<table>
<thead>
<tr>
<th>Country</th>
<th>Absence rates (1ary)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peru</td>
<td>11</td>
</tr>
<tr>
<td>Ecuador</td>
<td>14</td>
</tr>
<tr>
<td>Indonesia</td>
<td>19</td>
</tr>
<tr>
<td>Sierra Leone</td>
<td>22**</td>
</tr>
<tr>
<td>India</td>
<td>25</td>
</tr>
</tbody>
</table>
**ADVERSE EFFECTS OF PRIVATE TUTORING**

- Teachers neglecting their mainstream duties
- Students less interested in mainstream classes/absent
- PT examination-oriented
- Public facilities used for private interests
- Non-transparent criteria used for teacher deployment
- Pressure exerted on parents to pay for private tuition
- Curriculum taught in a distorted way

Penalisation of pupils who do not attend private tutoring penalised
General dissatisfaction among teachers feed their desire to rent-seek:

- Some teachers offer private after-school tutorials and then refrain from teaching entire lessons during school hours to force attendance to their private sessions?
- Increased dependency on private teaching sessions for those students interested in passing national exams has been known to occur

Source: National Anti-Corruption Strategy, ACC 2005

Private tutoring: 41.2% of pupils at primary
13% in Class 1 – 62.9% in Class 6
Source: CESPA, 2006

2. Corruption in teacher management

- **Manipulation of information**: lack of comprehensive accurate base line data on teachers*, use of fake documents, inflation of posts, etc.

- **Favoritism and nepotism in management**:
  - unfair selection processes in appointment, promotion, deployment of teachers, as well as access to in-service training
  - the teacher is a friend or a family-member to someone in the administration or due to his/her socio-political background

- **Bribes**: money for recruitment, promotion, deployment and remuneration

- **Ghost teachers**:**
**INFORMATION RE. TEACHERS IN SIERRA LEONE**

- Main problem with teachers’ pay and records: current cycle of **three intakes per year** in January, August and September
- 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

*Source: Governance Reform Secretariat, 2005*

**THE CASE OF ‘GHOST TEACHERS’**

- Teachers listed on the payroll but who are now **dead or retired**, or **no longer** or **never did exist**
- Teachers who resigned, absconded, on leave without pay or on study leave without permission
- Others are deliberately created at the school or at **higher level** to increase the funding to a school or district

<table>
<thead>
<tr>
<th>Country</th>
<th>Ghost teachers (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Honduras 2000</td>
<td>5</td>
</tr>
<tr>
<td>Papua NG 2002</td>
<td>15</td>
</tr>
<tr>
<td>Sierra Leone</td>
<td>12 (est.)</td>
</tr>
<tr>
<td>Uganda 1993</td>
<td>20</td>
</tr>
</tbody>
</table>

*Sources: World Bank 2001, 2004; Reinikka 2001*  
Sierra Leone: PRSP Review, 2004
3. Use of awareness indicators (*red flags*)

<table>
<thead>
<tr>
<th>Area</th>
<th>‘Red flags’</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diploma</td>
<td>• Degree from an unknown university</td>
</tr>
<tr>
<td></td>
<td>• Abnormal number of degrees/high level</td>
</tr>
<tr>
<td>Exams</td>
<td>• Teachers do not get paid for conducting exams</td>
</tr>
<tr>
<td></td>
<td>• Very high % of students pass the exams/ very good score levels</td>
</tr>
<tr>
<td>Salaries</td>
<td>• Low salaries, extravagant lifestyle of teachers</td>
</tr>
<tr>
<td>Teacher appointment/ transfer</td>
<td>• Appointment of family/close friends</td>
</tr>
<tr>
<td></td>
<td>• Teachers close to the administration are getting the most attractive posts</td>
</tr>
<tr>
<td>‘Ghost teachers’</td>
<td>• Gap between payroll &amp; the actual number of working teachers</td>
</tr>
</tbody>
</table>

4. Misbehaviour versus mismanagement

- The education sector – by including the teaching/learning of ethical values and behaviours – is regarded today as a major component of strategies to fight corruption

- But in a “corrupt environment”, education cannot successfully promote ethical values and behaviours

- It is therefore of vital importance to ensure integrity and limit unethical behaviours within the educational sector
II. Improving teacher management

1. Building managerial entity

- Teacher management functions (recruitment, deployment, transfer, replacement, replacement, promotion and supervision) carried out in an ad-hoc manner
- Recommendation in the New Education Policy that a Teacher's Service Commission be established, with overall responsibility for teacher management functions

2. Cleaning the list of staff

- To organize a nation-wide ‘headcount’ exercise, during which teams physically verify that teachers listed on payroll sheets exist.
- To check credentials and avoid the use of fake degrees.
- To use a formal administrative act to validate the final list of teachers eligible to receive salaries.
- To conduct ‘spot audits’ throughout the year by a professionally reliable group from the central auditors or Ministry inspectorate (Sierra Leone: audit of staff in 2003).
- To identify cases of double salaries, undeclared sick leave (longer than the norm of three days).

3. Setting clear criteria

- Hiring of teachers:
  - Adoption of one intake per year
  - Selection of common parameters (MEST, communities)
  - Vacant posts publicised
  - Outsourcing the selection process

- Transfer of teachers:
  - Decided by central office but reconciled with LEAs
  - Transfer requests considered only at end of the school year except proved illnesses, court orders

- Absenteeism:
  - Monthly records of school employee’s daily attendance created by each school > LEA, MOE
4. Creating a computerized management system

- Detailed information on each teacher (teacher code, work history, changes affecting pay…)
- Update data bases:
  - Teachers receiving double salaries
  - Undeclared sick leave (more than 3 days)
  - Unjustified payment of salaries or in excess
- Result: reduction in the time needed for teachers’ requests (Bogota, Colombia)

<table>
<thead>
<tr>
<th>PROCEDURE</th>
<th>1998</th>
<th>2003</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leaves</td>
<td>15 days</td>
<td>5 days</td>
</tr>
<tr>
<td>Retirement</td>
<td>20 days</td>
<td>3 days</td>
</tr>
<tr>
<td>Filling vacant posts</td>
<td>25 days</td>
<td>6 days</td>
</tr>
<tr>
<td>Assignments</td>
<td>20 days</td>
<td>6 days</td>
</tr>
<tr>
<td>Technical bonuses</td>
<td>45 days</td>
<td>15 days</td>
</tr>
<tr>
<td>Vacations</td>
<td>20 days</td>
<td>5 days</td>
</tr>
<tr>
<td>Disabilities</td>
<td>25 days</td>
<td>8 days</td>
</tr>
</tbody>
</table>

5. Setting-up control mechanisms

- Once an anomaly is detected (e.g. teacher absenteeism*), the institutions in question (MOE, school, etc.) should:
  - Determine the status of each teacher (status of qualification, contract etc.)
  - Inform the entities responsible for carrying out disciplinary action (! Which entities in SL?)
  - Review any potential need for revising the procedure
* HOW TO REDUCE TEACHER ABSENTEEISM?

- Specification of the area’s features in **publication** of vacant posts
- **Inform staff** about the **rules and procedures** to follow in case of sick leave as well as the sanctions
- Make clear that **the rules are the same for everybody** (rules stated in contract and ‘awareness’ meetings)
- Organize **internal and external controls** to make sure that the teacher is in the classroom
- Improve the **infrastructure** (covered classrooms, non-mud floors, teacher toilet, electricity, library)
- Build **ownership**: unions and PTAs

HOW TO IMPROVE TEACHER MANAGEMENT?

1. **Updated database** with occupied and vacant

   - Verification of location of teachers
   - Application of criteria (size of group, number of teachers per group)
   - Identification of surpluses and deficits of teachers in each school

2. **Transfers or new appointments**

   - Control of absenteeism
   - Reporting of anomalies

3. **Determining personnel** for each school and specifying principal’s personnel management responsibilities

**In Bogotá, 240 000 additional pupils (33%) enrolled with no additional recruitment of teachers for half of them, thanks to the redeployment of existing staff – 1998-2003**

**Source:** Peña & Rodríguez, 2004.
III. Improving teacher behaviour

1. Designing teacher codes

- Applicable to different sectors, various professions, and at each level of the education sector
- At higher education, it can relate to:
  - Quality assurance: crucial dimension
  - Academic fraud: integrity of stakeholders
  - Other corrupt practices: resource management, private tutoring, etc.
  - Accreditation: criteria and scoring
- Prerequisites: participatory processes*
* ONTARIO COLLEGE OF TEACHERS (1)

- Standards of Practice and Ethical Standards used to accredit teacher education programs (16 requirements) in Ontario universities
- A self-governing mechanism and an integral process that provides an approach for monitoring professional misconduct (quality assurance)
- Viewed as true system of accountability (road to integrity)

* ONTARIO COLLEGE OF TEACHERS (2)

**Prerequisite and conditions satisfied:**
- Participatory process of consultation and design (6 months, 600 people)
- Formal approval (College’s Governing Council)
- Gradual implementation: capacity building and information

**Conditions and pre requisites partly complied with:**
- Discipline committee determines allegation of incompetence or professional misconduct
- Investigation committee investigates complaints (150 in 2003)
- But only some disciplinary actions controlled by the profession (certification under the MOE)
2. Regulating private tutoring

- Rationalize the teaching wage bill:
  - Better use of teachers (remedial courses)
  - Adjustment of wages (decline in enrolment)

- Inform parents and beneficiaries:
  - Government campaign to educate parents on the choice of a tutorial school
  - Publicity to warn operators and inform clients on their rights (Hong Kong)

- Recognize and regulate private tutoring:
  - Publication of government laws and regulations
  - Obligation of registration (safety, tax, monitoring)
  - Self-regulatory processes; e.g., tutoring associations (Taiwan)

CONCLUSION

- Due to teachers’ considerable salary expenditures and their influential role on the education system, it is crucial to handle corrupt actions in teacher management and teacher behaviour

- Implement multiple strategies to prevent corruption:
  - Use QSDS to detect problems
  - Implement codes of conduct
  - Computerized teacher management system
  - Raise awareness on various aspects of corruption
  - Be aware of ‘red flags’ to look for corrupt practices
CHANGING ATTITUDES: INTEGRATION OF ANTI-CORRUPTION ISSUES INTO THE CURRICULUM

Jacques Hallak & Muriel Poisson

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Introduction

Anti-corruption education aims at strengthening knowledge, skills and attitudes to resist corruption and to act against it.

- **Knowledge**: Information about rights and duties, laws, and complaint mechanisms;
- **Skills**: Ability to confront ethical dilemmas, to identify conflicts of interest and to report corruption and maladministration;
- **Attitudes**: To value integrity and fair play, to take interest in public affairs, and to assume responsibility for the public good.
Outline

1. Basic principles
2. Primary school education
3. Secondary school education
4. University classes

I. Basic principles
1. Why teach integrity?

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

2. Aims of anti-corruption education

- To build knowledge and intolerance regarding corruption:
  - Not to teach people to be good, but to follow standards of conduct.
- To instil a sense of concepts and values:
  - Integrity
  - Public good
  - Social justice
  - Fairness and impartiality, etc.
- To help young people identify conflicts of interest and ethical dilemmas.
3. Types of anti-corruption education

- Different categories of stakeholders:
  - Civil servants, teachers, primary and secondary pupils, university students and/or whole society (information campaigns)
  - Public and/or the business sector
- Prescriptive or based on practical situations and exchanges
- Delivered either by public bodies or civil society institutions
4. Approaches to anti-corruption education

- Democracy education to increase participation in public life, voter education
- Formal school education (civics, history, life skills, ethics, values etc)
- Informal youth education (through clubs, youth camps, etc)
- Human rights education
- Public sector ethics training
- Business and professional ethics education
- Media training for young journalists

II. Teaching integrity to youth at primary school education
1. Messages for primary children

- **Integrity** and **honesty** are important social values that should be treasured.
- **Corruption** should not be tolerated and is harmful to everyone in society.
- Everyone, including children, is capable of contributing to the establishment of a **corruption-free society** by being a responsible and honest individual.

2. Teaching materials

- Teaching materials for 3rd grade: news stories, games, videos.

Goals:

- To identify civic values e.g. integrity, honesty, respect for the law, etc.
- To stimulate awareness of ethical choices in day to day situations.
3. ‘Joyful learning’

- Interactive playground, puppet show and storytelling
- **Macao:** Corrupt businessman Mr Pig, corrupt hygiene inspector Big Tooth, anti-graft Superman William, school girl Clarina

4. Holistic approach at school level

- Holistic approach to transparency at schools, involving parents, teachers and administrators
- **Chile:** In 2006, teaching material was piloted in 6 schools with 450 pupils and 18 teachers
III. Teaching integrity to youth at secondary school education

1. Secondary schools education

- **Goal:** to build age-specific knowledge and to lay the foundation for acquiring sound civic competence by high school students
- Anti-corruption classes included in the curriculum as optional or compulsory subject for students grade 9 to 12
- Mixture of theory and practices
- Syllabus developed by NGOs, or the Ministry of Education, the Anti-corruption Commission, or a number of partners
2. Keys for success

- Teaching environment must value integrity and ethical behaviour: teachers are role models
- Teaching should relate to daily life, enabling students to identify with ethical dilemmas (good example: ethics in sports)
- Must be part of broader effort to improve governance and reduce corruption

SAO PAULO: FISCAL EDUCATION

- Programme jointly organised by the MOE and the Treasury Secretariat
- Major aims:
  - To instill a sense of responsibility for the public good and public money
  - To create an understanding of the rights and duties related to tax collection and public expenditures
- Teacher training, visiting programme “open treasury”, teaching material (video, role play)
IV. Teaching integrity to youth at university level

1. University Classes

- Tertiary education allows for a much more targeted approach when designing and delivering training
- Possible to adapt the messages – the skills, and the knowledge delivered to the beneficiary:
  - a future manager
  - a future lawyer
  - a student in public administration/sector management
- Lack of University professors that are available knowledgeable in the topics and lack of will of universities
2. Integration into university programs

- **Economic analysis:** impact of corruption on the functioning of markets, economic development, etc.
- **Management:** construction, extractive industries, public procurement procedures
- **Group dynamics and psychology:** incentives and disincentives for behaviour of individuals within groups and organizations
- **Corporate governance and responsibility:** risk management, external audit, etc.
- **Political and legal aspects:** anticorruption provisions in criminal, civil and administrative law

3. Teaching anticorruption at university level

- **Participation and interaction:** active participation of students through case studies, strategic games, team work in research projects
- **Multidisciplinary programs:** bringing together law, economy, human resource management, accounting and audit, business management, business ethics and social science
- **Partnerships:** Cooperation between university, research institutions and professionals (multidisciplinary networks of expertise)
EXPERIENCE OF FRENCH UNIVERSITIES

- A multidisciplinary pilot project conducted by the University of Paris XII
- Advisory committee with high level experts
- Network of researchers and teachers on CSR
- Partnership programmes with 6 French universities
- Follow-up programme for students with a research project about corruption (award for best work)
REPORT CARDS, RIGHT TO INFORMATION AND INTEGRITY PACTS

Jacques Hallak & Muriel Poisson

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INTRODUCTION: WHAT IS EMPOWERMENT?

“Empowerment is the expansion of assets and capabilities of poor people to participate in, negotiate with, influence, control, and hold accountable institutions that affect their lives”
EMPOWERMENT AT LOCAL LEVEL

To help poor communities take care of themselves and exercise social control:

- Involve them in monitoring public service delivery
  - School management committees
  - Report cards
- Facilitate their access to information
  - Right to information
- Help poor communities organize themselves and be involved in decisions
  - Integrity pacts

OUTLINE

I. Report cards
II. Access to information
III. Integrity pacts
I. Report cards

1. Definition of report cards

- Simple but powerful tool to provide public agencies with systematic feedback from users of public services
- Elicit feedback through sample surveys on aspects of service quality that users know best
- Enable public agencies to identify strengths and weaknesses of their work
2. Citizen versus community cards

- Participatory surveys that provide quantitative feedback on user perceptions on the quality, adequacy and efficiency of public services
- Instrument to exact public accountability through the extensive media coverage and civil society advocacy that accompanies the process

<table>
<thead>
<tr>
<th>Citizen Report Card</th>
<th>Community Score Card</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unit - household/individual</td>
<td>Unit - Community</td>
</tr>
<tr>
<td>Meant for macro level</td>
<td>Meant for local level</td>
</tr>
<tr>
<td>Main output is demand side data on performance and actual scores</td>
<td>Emphasis on immediate feedback and accountability, less on actual data</td>
</tr>
<tr>
<td>Implementation time longer (3-6 months)</td>
<td>Implementation time short (3-6 weeks)</td>
</tr>
<tr>
<td>Feedback later, through media</td>
<td>Information collected through focus group discussions</td>
</tr>
<tr>
<td>Information collected through questionnaires</td>
<td></td>
</tr>
</tbody>
</table>


3. Use of report cards

- A diagnostic tool
- An accountability tool
- A benchmark tool
- Stimulate reforms
- Activate stakeholders responsiveness
- Raise public awareness
- Mobilize state/private partnership: integrity pacts
4. Approach for conducting cards

- Main domains tackled:
  - Awareness
  - Access and inclusion
  - Attitude and behavior
  - Quality, timeliness and efficiency
  - Infrastructure
  - Responsiveness
  - Cost (including hidden cost)
  - Sustainability
  - Suggestions for improvement

- By regularly monitoring results and policies, allow to see which efforts are bearing fruit, what needs to be done and how

5. Methodological steps

<table>
<thead>
<tr>
<th>Preparatory stage</th>
<th>Objectives: shortcomings and defects in education service delivery</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Identification of respondents: <em>e.g.</em> MEST, teachers, parents</td>
</tr>
<tr>
<td></td>
<td>Preparation of questionnaires</td>
</tr>
<tr>
<td></td>
<td>Size and characteristics of the sample</td>
</tr>
<tr>
<td>Implementation stage</td>
<td>Collection of data</td>
</tr>
<tr>
<td></td>
<td>Analysing collected information: <em>e.g.</em> types of fees</td>
</tr>
<tr>
<td>Reporting and advocacy</td>
<td>Releasing report, initiate advocacy: <em>e.g.</em> valid account for collecting extra-payment</td>
</tr>
<tr>
<td></td>
<td>Follow-up: diffusion of the report</td>
</tr>
</tbody>
</table>
REPORT CARD IN SIERRA LEONE

Surveys findings (% of households):
- 7.3%: no primary schools in their communities
- 35%: no free learning materials
- 19.8%: still paying fees for pupils
- 72.5%: paying other charges
- 91.9%: children not attending schools
- 19.5%: provision of educational services dissatisfactory

Source: NAG 2006

REPORT CARD IN BANGLADESH

Amount of illegal fees collected in 8 Upzillas:

<table>
<thead>
<tr>
<th>Service</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Admission into primary schools</td>
<td>73 876 BDT</td>
</tr>
<tr>
<td>Entertaining government officers</td>
<td>435 049 BDT</td>
</tr>
<tr>
<td>First-term examination fees</td>
<td>6 102 893 BDT</td>
</tr>
<tr>
<td>Second-term examination</td>
<td>6 069 765 BDT</td>
</tr>
<tr>
<td>Annual examination</td>
<td>6 086 059 BDT</td>
</tr>
<tr>
<td>Total (including other fees)</td>
<td>19 849 000 BDT*</td>
</tr>
</tbody>
</table>

* US$ 350 000

Source: Karim.S. et al. 2004
6. The perception syndrome

- Reliability dependent on linkage between users and service deliverers:
  - Perception of resources received likely reliable
  - Perception of quality of services offered by local actors (teachers, local entities, officers of PTAs...) likely to suffer from self censured opinions

- Illustrative example from Sierra Leone: high proportion of unqualified teachers inconsistent with satisfaction expressed by beneficiaries

II. The right to information
1. Definition of the Right to Information

- Access to information and freedom of press key to transparency and accountability
- International experiences suggest:
  - Need for a legal basis for the right to information
  - Need for accompanying measures: awareness campaign, training, proper information systems, incentive/penalty mechanisms to encourage administrators to provide accurate information on time, etc.

BUT...

2. Basic Prerequisites...

- Need for an accurate, timely and relevant information system
- Policies, procedures and trained staff required

The data collection in Sierra Leone is very fragmented and each division collects its own data according to different procedures. There is no specific strategy and there is no data capture. All data collected are processed manually.


- EMIS
3. Law on the Right to information

- Public information translated into local languages
- Budget and resources needed to support Law implementation
- Staff training in information management and interaction with citizens and groups
- Organising campaign of information dissemination to citizens
- Penalising misbehaviours regarding information management

RIGHT TO INFORMATION, INDIA

- 1996: a group of peasants and workers launched 40-day agitation in Rajasthan, demanding right to information, using the slogan: “the right to know is the right to live”
- National Campaign for People’s Right to Information with NGOs, bureaucrats, academics, lawyers and journalists
- **Objective**: formulate and enact legislations at the State and Central levels; support initiatives at local level
- Right to information legislation (RTI) in Tamil Nadu, Goa, Rajasthan, Karnataka, Maharashtra, Assam, Delhi
Several difficulties:
- Lack of awareness among educators/citizens
- Government officials not following rules
- Lack of freedom to introduce changes
- Vested interests of politicians
- Administrators not making changes
- Prevalence of a culture of secrecy (education)
- Lack of ethics
- Low levels of literacy of population

Recommendations for improvements:
- Involve the government, NGOs and other partners in educating the citizens to use RTI
- Train all government personnel on RTI Act, interpretation of laws, ethical behaviours
- Time-bound disclosure of all information of use to the public, including its regular update,
- Strengthen information systems (low fees for providing information, including postage cost)
- Incentives to officials providing information (a monetary fine per day)
4. Regional concerns in Africa

- Lack of information: management, costs, and output of schools
- Few accountability mechanisms: goals set and hold students, parents, teachers, administration responsible for results
- Low awareness of problems and weak demand for information
- Lack of shared vision among stakeholders

III. Integrity pacts
1. Definition of Integrity Pact

- Developed in the 90ies by Transparency International; applied in 14 countries, in various sectors
- To help Governments, businesses and civil society to fight corruption in the field of public contracting
- Mutual contractual rights and obligations to reduce the high cost and distortionary effects of corruption in education
- Monitoring role for civil society
- All activities in the contracting process concerned

2. Main principles

- To make public procurement transparent by binding both parties to ethical conduct
- To create a space to discuss the selection criteria and the bidding documents with publishers
- To find a mechanism to avoid conflicts of interests of members of the selection committee
INTEGRITY PACT FOR TEXTBOOKS, ARGENTINA

- 2003: the MEST asked an NGO to assist in the procurement process of more than 3 million textbooks
- The MEST and 48 publishing companies signed an Integrity Pact (IP) to eliminating any opportunities for bribery

INTEGRITY PACT FOR TEXTBOOKS, ARGENTINA

- 65 publishing houses and associations took part in a debate (selection criteria, submission and eligibility of offers, contract award and contract implementation)
- Each member of the Advisory Committee required to complete a statement (publications, public/private offices held, links with publishing companies, royalties)
  
  Half of the 19 CAN members excluded

Source: Arcidiacano, quoted by Meir and Griffin, 2005.
CONCLUSION: ROUTES FOR ACCOUNTABILITY IN SIERRA LEONE

- Tied grants as a transition towards decentralisation
- Tracking resources (PETS, QSDS)
- Integrated strategies for teacher management and behaviour
- Report cards to strengthen social control
- Right to information to fuel empowerment
- Promoting integrity pacts among stakeholders
MAKING DECENTRALIZATION EFFECTIVE: FOCUS ON REPORT CARDS, INTEGRITY FACTS AND THE RIGHT TO ACCESS INFORMATION

Mr. Chairman, the Commissioner Anti Corruption Commission, staff of the commission, ladies and gentlemen, I feel indeed gratified and humbled to deliver this lecture at this occasion on behalf of the Bombay District Human Rights Committee (BDHRC) and ENCIES (Enhancement the Interaction and Interface between Civil Society and the State to Improve on Poor People’s Lives/ Join Hand for work for better Salone) on the topic “MAKING DECENTRALIZATION EFFECTIVE: FOCUS ON REPORT CARDS, INTEGRITY FACTS AND THE RIGHT TO ACCESS INFORMATION.” BDHRC and ENCIES are longstanding partners working closely with local councils, and with formal and informal civil society organizations.

This occasion is special and significant to the state and civil society. It has created space for dialogue, and it will provide opportunity to strengthen capacity for accountability and transparency of decentralized structures and people. This occasion is of particularly interest to ENCIES and BDHRC because it is facilitating a process that will provide information to help the Anti Corruption Commission, other state institutions and citizens to develop and implement strategies which will contribute to improvement of poor people’s lives by addressing one of the fundamental causes of corruption.

My presentation will focus on an overview of decentralization in Sierra Leone in general, and on best practices and policy recommendations for more effective decentralization. The discourse will primarily focus on appropriateness of monitoring tools like the Citizens Report Cards and, Integrity Facts, and the need to improve rights to access information.

OVERVIEW OF DECENTRALIZATION IN SIERRA LEONE

The Government and people of Sierra Leone have chosen a route of political decentralization to open up the political space and improve inclusiveness as a way to addressing one of the root causes for conflict. Democratic elections for local councils for the first time since they were abolished in 1972 were held in May 2004. A local Government Act was enacted in February 2004. This landmark legislation reflects a new vision of inter-governmental relations including a new assignment of functional responsibilities, revenue authority and accountability framework across various players of government. It gives local councils substantial autonomy in financial and human resource management, but also demands transparency and accountability in councils’ operations.

The Government has shown commitments to the implementation of the decentralization policy, the poverty reduction strategy, and securing financial support for social development. Despite inherent challenges, devolution is on track. Quite recently, secondary health care was devolved, except for the facilities in provincial district of Freetown, Kambia, Makeni and Momolu. The staff and assets have been transferred, and induction courses for core staff of the 19 councils held. Government has initiated...
external audit for all the Councils. Reports to civil society organizations from local councils however point towards delays in actual funds being transferred from central government and weak capacity of councils to generate their own revenue. Initiatives to improve civil society participation in local councils’ revenue mobilization are yet to be strengthened through civil society-local councils’ campaigns and accountability mechanisms.

Conventional public accountability systems, in tandem with democratic institutions and policies are designed to ensure that the public service does indeed respond to citizens needs in a fair and impartial way. However, in a state where the national treasury is over subscribed, and mechanisms to generate national revenue are weak, the chances are that inequitable allocation of public resources particularly at community level would prevail. Also, citizenry may find it difficult to access crucial state information, as state structures might be maintaining levels of restrictions on release of information to the public. In the effort of the Anti Corruption Commission to foster accountable and open governance, addressing areas of information flow is thus to remain a serious challenge.

This presentation intends to articulate strategies for improving information and communication at all levels, in order to foster effective citizen engagement in the decentralization process. One of the principles of open governance is information and communication between political actors and their constituents. Such an approach to post conflict and social development empowers poor people, builds social capital and strengthens governance.

However, for a more effective participation of citizens in tracking and monitoring of service delivery, monitoring tools like Citizens Report Cards, Integrity Pacts and the recognition of the Right to access information are crucial.

REPORT CARDS
Also known, as Citizens Report Cards are tools/instruments used to enhance citizens’ active participation in the decentralization process. The report card is a monitoring tool for public service delivery, it serves as a means of verification and evaluation. The tool may be used to verify and evaluate delivery of e.g, schools, subsidies, school materials, scholarships for girls, and availability of services such as schools, community halls, etc. The tool is flexible for use at all levels and can be used to monitor the decentralization process, since service delivery is the main focus of local councils.

Many civil society organizations have been involved in the monitoring of service delivery using other tools but not necessarily Citizen’s Report Cards. Seemingly, communities are genuinely involved in tracking service delivery and in assessing service provisions because they are not taking the lead and the tools are too technical. Citizen Report Cards could be administered using participatory approaches and methodologies to collect quantitative and qualitative data.
In designing Citizen Report Card to monitor the effectiveness of decentralization one should take into consideration:

- Socio-technical background of the community or respondents
- Monitoring and evaluation of framework of decentralized structures
- Representation and involvement of citizens in decentralization and poverty reduction programmes
- Relationship and interaction between local councils/councillors and wards.
- Access to public services
- Access to public information relating to resources flow to local council and management of public resources
- Structures and mechanisms for mutual accountability between institutions meant to serve poor people and their communities. (the landlords’)
- Institutional capacity building for data collection, processing and dissemination at all levels.

Also in the spirit of sustainability:

- The ACC in collaboration with DECSEC, Local Councils and CSOs should develop a standardized Report Card for monitoring service delivery
- Establish citizens monitoring groups in communities
- CSOs should work closely with decentralized structures in administering the Cards at community level on regular basis
- Local councils in partnership with CSOs should be implementing recommendations of surveys.
- Facilitate community level dialogue sessions on performance of service providers including international Non Governmental Organizations (NGOs), National Non Governmental Organizations (NGOs), and state and UN Agencies.

At this point I would like to proceed with Integrity Pact.

WHAT IS AN INTEGRITY PACT?

Originally known as “Island of Integrity”, the Integrity Pact (IP) is a tool developed during the 1990s by Transparency International (TI), an international not-for-profit, non-governmental Organization devoted to eradicating corruption worldwide. TI is also politically non-partisan. Since its foundation in 1993 TI has earned widespread recognition for its achievement in placing the fight against corruption on the global agenda, and for helping governments, businesses and civil society to fight corruption in the field of hiring and contracting. The Integrity Pact consists of an agreement between government and any company bidding for a public sector contract.

The IP contains rights and obligations to the effect that neither side will pay, offer, demand or accept bribes, or conspire with competitors to obtain the contract, while carrying it out. It also provides for the bidder to disclose all commissions and related expenditure incurred in connection with the contract, and that sanctions will apply when
normal financial practices are breached. These sanctions range from loss or denial of contract, forfeiture of the bid or performance bond and liability for damages, to blacklisting for future contracts on the side of the bidders, and criminal or disciplinary action against employees of the government.

The IP allows companies to refrain from bribing in the knowledge that their competitors are bound by the same rules. It assists governments in reducing the high incidence of corruption in relation to procurement, privatization and licensing of goods and services. The IP has shown itself to be adaptable to many legal settings and flexible in its application.

What are they for?

The IP is intended to accomplish two primary objectives:
(1) to enable companies to abstain from participating in bribery and corruption by providing assurances to them that their competitors will also refrain from bribing, and
(2) to assist governments prevent corruption in procurement, privatization or licensing of goods and services; and to build public confidence in transparency and accountability.

To what types of Contracts can they be applied?

Integrity Packs are relevant not only for large-scale contracts but for all types of contracts and also for all types of companies.

The IP should cover all the activities related to the Contract from the pre-selection of bidders, the bidding and contracting proper, through the implementation, to its completion and operation. The use of IP can complement the effort of the other tools and will contribute for decentralization to be effective. However, to the best of our knowledge, the IP mechanism is not known to be formally practised in Sierra Leone.

In Sierra Leone, the Anti Corruption Commission was instituted for the purpose of reducing corruption in state and public enterprises. However, it is the view of many Sierra Leoneans that the Commission has so far not been effective.

Another popular mechanism in use in Sierra Leone in the attempt to reduce corruption in public contracting is the Public Expenditure Tracking Survey (PETS). According to the 2008 PETS report, the main pot of corruption is at the central level of governance, where there are lots of "leakages". Not much was done by government in implementing the recommendations.

On the other hand, the rebirth of decentralization in Sierra Leone in 2004 saw the popular procurement policy as an effective means of making the local councils transparent and less corrupt. Procurement procedures have been breached with impunity by some local councils in the awarding of contracts to contractors.
However, systems and procedures of Local Councils in awarding contracts results in either poorly completed or incomplete projects. Others causes of the challenges include:

- Contractors were handpicked and procurement procedures were not properly followed within decentralized structures.
- It also indicates lack of effective political will within decentralized structures and seemingly weak involvement of civil society in community monitoring.

RIGHT TO ACCESS INFORMATION

Overview

The right to information is a key underpinning for work in democratic governance and is vital for promoting ‘open governance’ and the accountability of public decision makers as well as for strengthening transparency, participation and the rule of law.

The right to information is not only fundamental for an open and democratic society but is a key weapon in the fight against poverty and in accelerating human development. Right to information cannot work effectively without legislations empowering citizens to access information. In 2006, over 68 countries had comprehensive laws to facilitate access to state records and many more are in the process of enacting such legislation. However, in many States, including democracies, people are routinely denied access to official information that should be in the public domain.

In Sierra Leone, there are hardly any clear legislations empowering civil society to access public information. In 2004, the Coalition on the Freedom of Information was formed to advocate for government to pass a legislation giving citizens the rights to access information. The government was not responsive to the advocacy initiative.

In the present decentralized system, the popular means by which citizens can access information is through the council’s notice boards. However, not all such information is posted on the notice board. Local Councils’ notice boards are hardly visible in the wards. Ward meetings where information should be shared are convened irregularly and most citizens at communities level have low levels of literacy.

Relevance of the Right to Access Information

Strength Democracy:
The right to information facilitates citizens' participation in public affairs by providing relevant information to the citizens who are empowered to make informed choices and better exercise of their democratic rights.
Promotes good governance and fight against corruption:

In order to make governance more transparent and to effectively hold the government accountable, citizens and non-governmental organizations (NGOs) must be able to access information held by public authorities.

Corruption thrives in secrecy. Individuals and institutions become corrupt only when there is no public scrutiny of their actions. The more they operate in the public gaze the less corrupt and more efficient they are likely to be.

In this respect, the right to information can be utilized as a tool to fight widespread corruption.

Fulfillment of Economic and Social Rights:
The right to freedom about one's economic, social and cultural rights is not only related to those rights - it is a precondition for their realization. Without information about the scope and content of the right to education, health, housing or food, citizens are unable to determine whether their rights are being respected. In the next step, the right to information can be used to challenge the denial of access to education, health care, food supply and a lot more. However, the means by which citizens can challenge the denial of access to those rights is through legislation.

*We cannot eat without knowing where lunch is. If you are sick you cannot get well without knowing where to get medicine.*

Policy Recommendations

I will conclude by emphasizing that in order for decentralization to function effectively, there must be the political will to reduce corruption and to revive honesty and integrity.

- Central government to publish grant transfers of all projects made to local councils.

- The central government commits itself to provide full public disclosure of all relevant data regarding the evaluation of competing bids.

- Access to information should be an Act of Parliament.

- There must be clear and unrestricted oversight and monitoring role by Civil Society and the central government should be and could be very supportive.

I would also like to recommend the use of TI's essential elements of integrity plus, citizen's report cards in the ongoing decentralization process. The tools will not only contribute to improving compliance but will also contribute to reducing corruption and making the process more effective.

Presented by: Osman Koroma
Chairman – Bonnabb District Human Rights Committee
## Working Group 1: Teacher management and codes of conduct

<table>
<thead>
<tr>
<th>Challenges</th>
<th>Actions</th>
<th>Expected outputs</th>
<th>Responsible actors</th>
<th>Timeframe</th>
</tr>
</thead>
</table>
| **1. Teacher misbehavior:** misuse of schools resources, collection of illegal fees, pressure on pupils to take remedial courses, sexual harassment, etc. | ▪ Large consultation of teacher unions, PTAs, etc. about the contents of the codes  
▪ Creation of a drafting committee responsible for drafting the code  
▪ Testing of the draft code in a sample of schools  
▪ Revision of the contents of the code accordingly  
▪ Large diffusion of the codes  
▪ Development of training modules to be included in teacher pre- and in-service training  
▪ Creation of a hotline to receive complaints  
▪ Establishment of a Commission responsible for investigating complaints | ▪ Teacher codes of conduct made available  
▪ Teaching profession made knowledgeable about its rights and duties  
▪ Teacher codes enforcement mechanisms set in place | ▪ MoEYS  
▪ Teacher unions  
▪ PTAs, etc. | 1 Year |
| **2. Poor teacher recruitment process:** slow processing of documents, late salary payments, difficulty in ascertaining qualifications. | ▪ Teacher / pupil census;  
▪ Determine teacher ceiling  
▪ Advertise vacancies  
▪ Conduct interviews  
▪ Processing of ED Forms at District level  
▪ Issue of appointment letters  
▪ Matching of academic year with the financial year.  
▪ Timely processing of payment vouchers. | ▪ Exact number of pupils and teachers established.  
▪ Timely recruitment and payment of salaries  
▪ Effective teaching service provided. | ▪ Ministry of Education;  
▪ Ministry of Finance;  
▪ Local Councils;  
▪ Agencies | Three months |
3. **Poor conditions of service**: low teacher motivation; brain drain; corrupt practices e.g. illegal charges; lack of transparency in the hiring of teachers

- Teacher verification
- Set up Commission to review conditions of service
- Capacity building of teachers
- Housing for teachers in remote areas
- Setting of clear norms and standards for the recruitment of teachers

- Effective teaching service delivery
- Minimize brain drain
- Minimize corrupt practices

- Ministry of Education; SLTU; Donors;

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| 1. Inadequate supply of teaching and learning material | To procure and distribute more teaching/learning materials and equipment  
  - Asses the pupil/book ratio at schools  
  - Estimate requirements  
  - Present to procurement committees  
  - Procure and distribute teaching and learning materials | More teaching/learning material and equipment available at schools | Local councils | School year 2008-2009 |
| 2. Illegal charges in Schools | To sensitize/educate stakeholders and apply sanctions where necessary. | Illegal charges considerably minimized in schools and retention improved. | DEOs and local councils | May-August 2008 |
| 3. Lack of flow of information | To sensitize stakeholders on communication flows  
  - Conduct sensitization meetings at district level  
  - Head offices to inform districts about policies  
  - Use the media to disseminate policies and activities of MEYS  
  - Involve School Management Committees | Informed stakeholders | DEOs and local councils | May 2008 – May 2009 |

**Working group 2: Service Delivery in Government Assisted Schools**
| 4. Inadequate and delay in payment of fees subsidies and salaries. | Meet with MoF to review and take appropriate actions.  
- Verification of number of schools and teachers  
- Quantify fees and salary areas  
- Comprehensive list of fees and payment data  
- Meet with appropriate authorities  
- Effect payment | Concrete decisions made. | MEYS, MoF, local councils | May 2008 to July 2008 |
|---|---|---|---|---|
| 5. Inadequate trained and qualified personnel | Undertake management training for heads of schools and administrative staff.  
- Identify personnel/database  
- Assess training needs/baseline  
- Develop training manual  
- Conduct training  
- Monitor and supervise the performance | 50 heads of schools trained by district per financial quarter. | Teachers colleges, MEYS, DEOs. | 2008-2009 |
| 6. Inadequate and irregular monitoring and supervision | To build the capacity of the inspectorate, (DEOs).  
- See actions 7/8  
- Training of personnel in and out of country, record keeping etc.  
- Provide incentives, for example overnight expenses | Frequent and regular monitoring and supervision exercises. | MEYS, local councils and development partners. | 2008-2010 |
| 7. Poor storage facilities | Provision of storage facilities to DEOs and schools.  
- Identify storage needs of districts and schools  
- Quantify your requirements  
- Present to MoE, councils and development partners  
- Pass on to local governance finance committee | Teaching/learning materials secured. | MEYS, councils and development partners. | 2008-2010 |
8. Lack of suitable office space | Same as stores |
9. Unsuitable classroom facilities | Identify needs for classroom and furniture |

**Working Group 3: Use and distribution of resources (school subsidies, teaching learning materials, etc.) and Curriculum Development**

**a. FEES SUBSIDY**

<table>
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<tr>
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</table>
| 1. Lack of adequate and updated data on school enrolment | - Recruit and train statisticians at district level  
- Provision of relevant logistics (space, computers, mobility etc)  
- Collect and update school enrollment data at least twice a year | - Well Established database on school enrollment set up | - MEYS, Statistics Salone, Local Councils, SMCs, Development Partners (NGOs, CSOs,) | 1 Year |
| 2. Inadequacy of School Fees Subsidies | - Review school fee subsidy policy to reflect the current economic trend  
- School Fees Subsidies to be increased from Le 6,000 to Le 15,000 per Annum | - Efficient School management systems achieved  
- Enhance implementation of EFA and MDG goals  
- Minimize corruption in education (extra charges levied by school heads | - MEYS, MOF, Development Partners, Local Councils | Next Financial Year |
| 3. Misuse of Fees Subsidies | - Institute vigorous monitoring mechanisms to ensure accountability and transparency  
- Development of a management handbook on the use of school resources  
- Train SMCs to monitor the use of | - Efficient use of subsidies achieved | - MOF, MEYS, School Heads, Local Councils, SMCs, CSOs | Next Financial Year |
<table>
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| 1. Inadequate supply of teaching learning materials to the schools (low quality of the materials, high price, delay of in their distribution to the schools, leakage of materials, etc.) | ▪ Setting of local procurement basic principles  
▪ Writing of local procurement guidelines on this basis  
▪ Large diffusion of these guidelines at local level  
▪ Establishment by law of local procurement entities  
▪ Recruitment of local procurement officers  
▪ Training of local procurement officers  
▪ Training of central auditors in the area of local procurement  
▪ Sanctions legally provisioned for non compliance with local procurement rules | ▪ Procurement process decentralized at local level  
▪ Necessary capacities to implement local procurement developed at various levels | ▪ Ministry of finance  
▪ Ministry of local governance  
▪ MoEYS  
▪ DEOs and local councils  
▪ Internal and external audit offices | 1 Year |
| 2. Late or delay in the procurement process                                | ▪ Timely Preparation of procurement plans and strict adherence to timelines                  | ▪ Fast tracked procurement process achieved                                       | ▪ MOF, MEYS, Local Councils                                                       | 6 months |
3. Inadequate Trained store personnel

- Recruitment and training of at least 2 store personnel per district
- Provision of adequate and secured storage facilities at district and school levels.
- Provision of relevant equipment (computers, accountable store documents, mobility.)

- Efficient and secured stores management achieved

- MOF, MEYS, Local Councils, Development Partners

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<td>1. Primary Curriculum does not address emerging issues e.g. Anti Corruption Issues</td>
<td>Review the Primary Curriculum – syllabus</td>
<td>A revised primary syllabus addressing emerging issues</td>
<td>MEYS, MOF, Local Councils, NGOs and Teacher Training Colleges</td>
<td>8 months</td>
</tr>
<tr>
<td>2. Lack of management guideline on rules and regulations binding the use of teaching learning materials in schools e.g. store manuals</td>
<td>Develop stores manual and management hand book</td>
<td>Stores manual and management hand book developed</td>
<td>MEYS, MOF, Local Councils, NGOs and Teacher Training Colleges</td>
<td>1 Year</td>
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c. CURRICULUM

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<td>1 Year</td>
</tr>
<tr>
<td>3. overloaded Curriculum for primary school</td>
<td>• Hire consultants to review the curriculum</td>
<td>• Reviewed curriculum addressing our current aspiration and needs</td>
<td>• MEYS, MOF, Local Councils, NGOs and Teacher Training Colleges</td>
<td>1 Year</td>
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WORKSHOP ON ENHANCING TRANSPARENCY AND ACCOUNTABILITY IN THE EDUCATION SECTOR IN SIERRA LEONE

Opening Remarks by Abdul Tejan-Cole

As the first speaker this morning, permit me on behalf of the organizers to extend a warm welcome to you all to this Workshop on Enhancing Transparency and Accountability in the Education Sector in Sierra Leone.

Section 9 of the Constitution of Sierra Leone which is the supreme law of the land provides that the government shall ensure that there are equal rights and adequate educational opportunities for all citizens at all levels. Regrettably, this section is not justiciable. If it was the Courts of Sierra Leone would have been flooded with cases.

In the first PRSP, the Government of Sierra Leone puts a premium on human resource development as the cornerstone for poverty reduction and sustainable development. It further recognized the need for the education sector to ensure the provision of basic education for all Sierra Leoneans and to support the manpower development of other productive sector. Government further committed in the provision of educational facilities to expand access and to improve quality through the supply of quality teaching and learning materials.

In a bid to ensure that Government meets its commitments, accountability and transparency are now gaining increasing importance in most key policy objectives of Ministries, Departments and Agencies (MDAs) of the government of Sierra Leone. It is now well established that these tenets are fundamentally critical to the growth of the democratic state of Sierra Leone.
It is crystal clear that our education system is characterized by enormous difficulties and challenges. Significant amongst its challenges is the issue of corruption. In the Centre for Economic and Social Policy Analysis March 2006 Service Delivery and Perception Survey, it is stated that “The Government of Sierra Leone’s policy that government and government-assisted schools should not charge school fees is apparently not being put into effect in many areas of the country; Over 37 percent of households with children in government and government-assisted schools claimed to pay for textbooks; Sixty-seven percent of parents were required to pay for results at an average amount of Le 1500, with Tonkolili reporting the highest incidence at nearly 90 percent.”

In PETS report for the 2005 financial year, it was noted that “Data analysis showed that out of the Le 4.71 billion, only Le 2.09 billion worth of teaching and learning materials were distributed to all District Inspectorate offices in 2004/2005 academic year. The balance of Le 2.62 billion was used for other purposes including the procurement of school furniture, textbooks and the payments in support of the girl child education programme. A total of Le 2.07 billion worth of these materials were received by the District Inspectors of Schools. This resulted in a transfer discrepancy of Le 18.7 million in the 2004/2005 academic year.”

“The survey also found that all District Inspectors of Schools, except Bo District distributed teaching and learning materials directly to schools. These District Inspectors of Schools reported to have transferred teaching and learning materials valued at Le 411.5 million to 715 sampled primary schools covered by the survey. The sampled schools acknowledged receipt of teaching and learning materials valued at Le 308.2 million, resulting to a transfer discrepancy of Le 103.3 million.
Overall, out of the Le 2.07 billion worth of teaching and learning materials distributed by the Inspectors of School to all primary schools nationwide, an estimated Le 1.13 billion worth of these materials were received by all primary schools nationwide. This resulted to an Overall Integrity Index of 73.3 percent for the distribution of teaching and learning materials.

The persistent occurrence of transfer discrepancy indicates that poor record keeping remain a major challenge in public financial management. Poor records management and weak internal controls continue to be the major findings of the PETS.

These reports and more clearly show that the education sector has to grapple with overwhelming constraints which include problems in the appointment, deployment and payment of teachers, ghost teachers, the disbursement and management of fees subsidy allocations, private tutoring aka mammy cooker, the distribution and utilization of teaching and learning materials, production and distribution of textbooks and well as a deplorable records management system. The building of sub-standard schools, the procurement of sub-standard materials (chalk), bribes and payment for scholarships, demand for bribes for subventions to be provided for schools, demand for bribe before admission are but some of the issues that need to be urgently addressed.

Accountability requires a clear specification of who is accountable to whom, for what and with what consequence. Systems are required to check that the rules have been properly complied with and to investigate and punish potential violations.

Transparency is the extent to which the stakeholders the basis on which educational resources be they human financial or material are allocated to their individual establishment and how they are used. Transparency requires clear information that is easy to understand and simple to access by all stakeholders on all flows of
education resources right down to the end users. U4 defines transparency as meaning clearness, honesty and openness. It is the principle that those affected by administrative decisions should be informed and the duty of civil servants, managers and trustees to act visibly, predictably and understandably. It improves resource allocation, enhances efficiency, minimizes or eliminates corruption and increases growth prospects.

Community participation is gaining importance in education service delivery. Effectiveness and community participation in the education sector are essential for ensuring quality, transparency and accountability. There is a need for more participatory oversight mechanisms at the community level across the board in the education sector to foster greater transparency, and to ensure that resources are reaching their intended targets and are managed properly.

The lack of accountability and transparency in the education sector fosters corruption in this sector. This in turn threatens the achievement of one of the MDGs and the goal of education for all, reduces the resources available for education, deteriorate the quality of education, increases social inequalities and limits access to education for the poor the vulnerable and marginalized. Above all, it sends the wrong signals to the students that cheating and bribery is an acceptable way to advance their career.

The Anti-Corruption Commission in Sierra Leone is using a three-pronged approach of education, prevention and investigation to fight corruption. Preventing corruption in the educational system plays a significant part in the fight against corruption. Measures to prevent corruption in the field of education are geared in particular to enhancing the quantity, quality and efficiency of the educational system, and of course the access to education. These measures help ultimately in ensuring the sustainability of educational reforms. The overall development
policy objectives in the education sector are to realise the human right to education, and to ensure that the poor benefit directly from the education available in order to improve their situation. Education is a precondition for people to "make their voices heard", to practice democratic rules and to help ensure good governance.

Since November 2005 and with the help of GTZ, the ACC has been engaged in raising public awareness of how corruption works and the various ways we can combat this menace. One example of our work is the development of comic posters showing different corruption cases and informing about corruption and the ACC. The purpose of these posters is to raise the awareness of pupils of the fight against corruption in a creative way, using comics to communicate, to challenge and to inspire them to action.

There is an urgent need of an overall strategy on how to tackle corruption in the educational sector. This strategy must take into account a number of measures. On the prevention side there is a need to create incentives and transparency in appointment, promotion, and remuneration; putting in place proper financial and procurement systems and regular audits; information for parents on their rights and obligation and a greater role for PTAs; more participation and transparency in the admission procedures; strengthening of inspectorate and facilitation of proper certification; establishment of transparent administrative structures, code of conduct; approaches and measures to promote the participation of parents/teachers/citizens and civil society organisations in the reform of the education systems; institutionalize involvement in school management a code of conduct for students and teaching staff.

On the public education front, Anti-Corruption must be a subject of education. The "culture of corruption" in Sierra Leone needs
to be addressed by education. Children and youths - the citizens of tomorrow - need to learn at an early age about values like integrity, honesty and responsibility. That is the reason why corruption-prevention needs to be integrated in the formal school curriculum to be a mandatory part of education.

It is my sincere hope that in the coming days, you will be able to discuss the key challenges and come up with an action plan to make the education sector more transparent and accountable and the decentralization process effective. The best facilitators nationally and internationally have been assembled here. I hope you will take advantage of their presence. We have no better way to secure our country’s future than to ensure that we have an effective and functioning educational system.
## ANNEX 2

### LIST OF PARTICIPANTS

### Opening ceremony

1. **Dr. Minkailu Bah**  
   Minister of Education, Youths and Sports (MEYS)
2. **Mr Geert Cappelaere**  
   UNICEF Representative in Sierra Leone
3. **Mr Abdul Tejan-Cole**  
   Commissioner of the Anti-Corruption Commission (ACC)

### Participants

<table>
<thead>
<tr>
<th>No.</th>
<th>Name</th>
<th>Position/Title</th>
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<tr>
<td>4.</td>
<td>Mr Tamu</td>
<td>Permanent Secretary of MEYS</td>
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<td>5.</td>
<td>Mr B.B. Fortune</td>
<td>MEYS Deputy Secretary I</td>
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<td>6.</td>
<td>T.R. Gbetuwa</td>
<td>MEYS Deputy Secretary II</td>
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<td>7.</td>
<td>Mr G.M. Sellu</td>
<td>Director – HEST</td>
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<td>8.</td>
<td>Mr Dixon Rogers</td>
<td>Director – Inspectorate</td>
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<td>9.</td>
<td>Mr Edward Pessina</td>
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<td>10.</td>
<td>Mrs Olive B. Musa</td>
<td>Director – Non formal and adult education</td>
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<td>11.</td>
<td>Mr Ansu E. Momoh</td>
<td>Director – N.C.R.C.D</td>
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<td>12.</td>
<td>Mr Bowenson Philips</td>
<td>Chief Administrator – Freetown city council</td>
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<td>13.</td>
<td>Mr C.P.J. Kallon</td>
<td>Chief Administrator – Kenema city council</td>
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<td>14.</td>
<td>Mr Tamba Musa</td>
<td>Chief Administrator – Kono city council</td>
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<td>15.</td>
<td>Mrs Femusa Samba</td>
<td>Chief Administrator – Bo city council</td>
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<td>16.</td>
<td>Mr Tamba Allieu</td>
<td>Chief Administrator – Kono district council</td>
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<td>17.</td>
<td>Mr C.O. Wilson</td>
<td>Deputy Director – Western Urban</td>
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<td>18.</td>
<td>Mr J.J. Blackie</td>
<td>Deputy Director – Western Rural</td>
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<td>19.</td>
<td>Mr M. Mansaray-Pearce</td>
<td>Deputy Director – Kambia District</td>
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<td>20.</td>
<td>Mr Abass A. Kamara</td>
<td>Deputy Director – Port Loko District</td>
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<td>21.</td>
<td>Haja Ramatu Kanu</td>
<td>Deputy Director – Bombali District</td>
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<td>22.</td>
<td>Mr U.A. Bah</td>
<td>Deputy Director – Tonkolili District</td>
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<td>23.</td>
<td>Mr M.O. Quee</td>
<td>Deputy Director – Koinadugu District</td>
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<td>24.</td>
<td>Mr Moinina Swaray</td>
<td>Deputy Director – Bo District</td>
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<td>25.</td>
<td>Mr S.L. Kpaka</td>
<td>Deputy Director – Pujehun District</td>
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<td>26.</td>
<td>Mr John Moody</td>
<td>Deputy Director – Moyamba District</td>
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<td>27.</td>
<td>Mr Joseph E. Adu</td>
<td>Deputy Director – Bonthe District</td>
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<td>28.</td>
<td>Mr John A. Swaray</td>
<td>Deputy Director – Kenema District</td>
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<td>Mr A.A. Gassimu</td>
<td>Deputy Director – Kailahun District</td>
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<td>Mr. T.M.T. Komba</td>
<td>Deputy Director – kono District</td>
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<td>31.</td>
<td>Mr Leo Hamminger</td>
<td>Planning Directorate, MEYS</td>
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<td>32.</td>
<td>Mr Ansu Momoh</td>
<td>Curriculum Development Unit, MEYS</td>
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<td>33.</td>
<td>Mr F.J. Momorie</td>
<td>S.L.T.U Representative</td>
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<td>34.</td>
<td>Mr Rashid Turay</td>
<td>Senior Prevention Officer, Anti-Corruption Commission</td>
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<td>35.</td>
<td>Mr Shollay Davies</td>
<td>Anti-Corruption Commission</td>
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<td>36.</td>
<td>Mr Matthew Roberts</td>
<td>Anti-Corruption Commission</td>
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<tr>
<td>37.</td>
<td>Mr Mohamed Baille</td>
<td>Ministry of Finance</td>
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<tr>
<td>38.</td>
<td>Mr Mike Dauda</td>
<td>Ministry of Local Governance</td>
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<td>39.</td>
<td>Mr Osman Koroma</td>
<td>Bombali District Human Rights Committee</td>
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<td>40.</td>
<td>Mr Emmanuel Ngaima</td>
<td>DECSEC</td>
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<td>41.</td>
<td>Siala Kpaka</td>
<td>National Accountability Group</td>
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<td>42.</td>
<td>Ms Carew Treffgarne</td>
<td>DFID</td>
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<tr>
<td>43.</td>
<td>Mr Dedo Geinitz</td>
<td>GTZ UNCAC project (Anti-corruption Focal Point)</td>
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<td>44.</td>
<td>Ms Johanna Jörges</td>
<td>GTZ UNCAC project</td>
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<td>45.</td>
<td>Ms Melanie Seegräef</td>
<td>GTZ Advisor in Sierra Leone</td>
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<td>46.</td>
<td>Ms Alessandra Fontana</td>
<td>Anti-Corruption Resource Centre (U4)</td>
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<tr>
<td>47.</td>
<td>Ms Muriel Poisson</td>
<td>IIEP-UNESCO</td>
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<tr>
<td>48.</td>
<td>Mr Jacques Hallak</td>
<td>Consultant</td>
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</table>
An advanced training workshop on “Enhancing transparency and accountability in the education sector of Sierra Leone” was held from 07 to 09 April 2008 in Freetown, Sierra Leone. It was organised jointly by the German Technical Co-operation (GTZ-Sierra Leone), the UK Department for International Development (DFID), the Anti-Corruption Resource Centre (U4), the Sierra Leone Anti-Corruption Commission (ACC-SL), the Sierra Leone Ministry of Education, Youth and Sports (MEYS) and the International Institute for Educational Planning (IIEP-UNESCO).

The major aims of this workshop were: to help participants better understand the various forms of corruption in the education sector; to discuss with them several strategies to improve transparency and accountability in selected areas of planning and management, referring to on-going initiatives in Sierra Leone; to guide them in the formulation of strategic proposals, which could set the basis for an action plan on the fight against corruption in the education sector of Sierra Leone; and to build on the results of a previous workshop organized by GTZ in November 2007 on the same topic.

This report includes the various materials that were prepared and used for the Seminar, in particular: the plenary presentation outlines, as well as group work reports. The appendix contains the opening remarks by the Commissioner of the Anti-Corruption Commission as well as the list of participants.