



The European Union's programme for Sierra Leone

Mid-term evaluation of the project 'Support to the Education Sector
in Sierra Leone' - SL/FED/37417
EC ref No: 2019/412424/1

Final Report

April 2020

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This project is funded by The European
Union



A project implemented by SICI Dominus
Conseil Santé consortium

"This evaluation is supported and guided by the European Commission and presented by Conseil Santé Consortium. The report does not necessarily reflect the views and opinions of the European Commission".

TABLE OF CONTENTS

ABBREVIATIONS.....	3
1 FOREWORD	4
2 INTRODUCTION	5
2.1 Objectives, key-issues and risks / assumptions	5
2.2 Report structure.....	6
3 FINDINGS AND QUESTIONS ANSWERED	8
3.1 Outcomes of the study of documents	8
3.2 Outcomes of meetings, interviews and observations with Technical Assistance staff and national stakeholders in Freetown	11
3.3 Outcomes of meetings in Port Loko, Bombali (Makeni) and Bo Districts.....	16
3.4 Answers to the questions of the Evaluation Matrix	25
3.4.1 Relevance	25
3.4.2 Effectiveness.....	26
3.4.3 Efficiency.....	30
3.4.4 Early Signs of Impact.....	33
3.4.5 Sustainability.....	35
3.4.6 EU added value	35
3.4.7 Gender equality and prevention of SRGBV	36
3.4.8 Coherence	37
4 ANALYSIS.....	38
4.1 Theory of Change	38
4.2 Conclusions	38
4.3. Recommendations.....	42
5.4 Lessons learnt.....	45
ANNEXES.....	47
ANNEX 1: TERMS OF REFERENCE	48
ANNEX 2: METHODOLOGY	49
2.1. General features.....	49
2.2 Evaluation questions.....	50
ANNEX 3: EVALUATION MATRIX.....	52
ANNEX 4: INTERVENTION LOGIC.....	57
ANNEX 5: MAP OF SIERRA LEONE.....	58
ANNEX 6A: INITIAL WORKPLAN	59
ANNEX 6B: SCHEDULE OF MEETINGS / PEOPLE CONSULTED	60
ANNEX 7: DOCUMENTS CONSULTED	64
ANNEX 8: EDUCATION IS A COCONUT	65
ANNEX 9: GENDER CONTRIBUTION.....	69

ABBREVIATIONS

Acronym	Meaning
ASC	Annual Schools Census
CBA	Competence Based Approach (learner centred)
CSO	Civil Society Organisation
DAC	Development Assistance Committee (of the OECD)
DEO	District Education Office
DfID	Department for International Development (UK)
DI	Direct Instruction
DP	Development Partner
EDF	European Development Fund
EMIS	Education Management Information System
ESP	Education Sector Plan
EU	European Union
EUD	European Union Delegation
EVC	Education Value Chain
FGD	Focus Group Discussion
FQSE	Free Quality School Education
GDP	Gross Domestic Product
GiZ	Gesellschaft für Internationale Zusammenarbeit (Germany)
GPE	Global Partnership for Education
HRM	Human Resource Management
HTC	Higher Teacher Certificate
IB	Inquiry Based
JSS	Junior Secondary School
M&E	Monitoring and Evaluation
MEST	Ministry of Education, Science and Technology (until 4/2018)
MBSSE	Ministry of Basic and Senior Secondary Education
MFED	Ministry of Finance and Economic Development
MLSS	Ministry of Labour and Social Security
MoPED	Ministry of Planning and Economic Development
MTHE	Ministry of Technical and Higher Education
NCTVA	National Council for Technical, Vocational and other Academic Awards
PPP	Public Private Partnership
SDG	Sustainable Development Goal
SO	Specific Objective
SRGBV	School Related Gender Based Violence
SSS	Senior Secondary School
TA	Technical Assistance
TTC	Teacher Training College
ToR	Terms of Reference
TSC	Teaching Service Commission
TTI	Teacher Training Institute
TVET	Technical, Vocational Education and Training
UNICEF	United Nations Children Fund
VfM	Value for Money
WASH	Water, Sanitation, Hygiene
WAEC	West African Examinations Council
WASSCE	West African Senior School Certificate Examination
WB	World Bank

1 FOREWORD

The rapidly developing international conditions and circumstances with regards to the *corona crisis* were deteriorating as per the hour. Therefore, the evaluation team, while working in Bo, was strongly advised by the EU Delegation in Freetown to leave Sierra Leone as soon as possible. Following this advice both experts left the country on the evening of March 17 already, travelling from Bo to Freetown and then back home. Because of this decision they were of course not enabled anymore to facilitate the meeting on preliminary findings foreseen for March 23 in Freetown. Remaining meetings for Tuesday March 17 (in Bo District), Wednesday March 18 and Thursday March 19 (in Kenema District) were cancelled as well. All other meetings, previously carried out in Freetown, Port Loko District, Makeni / Bombali District, and Bo District, were performed in accordance with the schedule.

The experts strongly believe that the cancelled meetings would not have provided for significantly new information and / or views, since they experienced similar types of outputs, outcomes and bottlenecks during each of the previous meetings. It may be assumed that the accumulated information collected already will provide for a sound, comprehensive and coherent evaluation report of satisfactory quality.

This draft Final Report provides for the findings on each of the four Specific Objectives of the Action and on the Theory of Change, also including clarifications / further elaborations on each of those findings, challenges the Action is facing, as well as the schedule of meetings (also indicated the meetings cancelled). These findings were already shared with the stakeholders (Interim Report of March 23, 2020) and their comments were carefully addressed. It also includes a thorough analysis based on the evaluation questions of the evaluation matrix, conclusions, recommendations and lessons learnt.

Herewith the expert-team would also like to express its great gratitude for the very nice and effective support by the EUD in Freetown, who also advised them on Monday late afternoon March 16, when they were still in Bo, to travel back as soon as possible. Without this highly efficient and effective support in general, which made this exercise as smooth as possible, the expert-team would most probably have been in serious trouble. The team would also like to express its gratitude for the nice and effective support throughout the evaluation as provided by the Proman and GIZ TA-teams.

2 INTRODUCTION

Sierra Leone belongs to the ten poorest countries in the world (HDI, HCI). Despite improvements poverty remains high, especially in the rural areas, with high child mortality rates (partly due to malnutrition) and low life expectancies. The shocks of the recent iron-ore crises and Ebola Virus Disease (EVD) epidemic in 2014 -'15 had devastating effects on the macroeconomic framework of the country and on basic social services as well (health, education).

The education sector of Sierra Leone faces very serious challenges access, retention and completion rates, large gender disparities and high levels of girls' drop-out at upper levels (also due to GBV and SEA), inadequate teaching and learning practices with poorly trained and demotivated teachers, insufficient infrastructure, outdated curriculum policies and inadequate assessment / testing of learning outcomes, and inefficient governance and management at all levels, to inadequate planning and budgeting (see ToR, p. 4-5).

Therefore in 2016 the EU-funded “*Support to the Education Sector in Sierra Leone*” programme was established, for children to have equitable access to high quality learning, in line with national education policies and targets (initially the PRSP III Agenda for Prosperity 2013-18 and ESP 2014-18, and subsequently the successors National Development Plan 2019-23 'Education for Development, ESP 2018-20, and the flagship programme' Free Quality School Education – FQSE).

Specific objectives of this “*Support to the Education Sector in Sierra Leone*” programme (2016 – 2021/23: € 29 million) are:

1. To strengthen the management of education system, in order to improve equity and quality;
2. To improve primary school teaching and learning;
3. To improve management and delivery of technical and vocational education;
4. To improve equitable access to secondary education.

2.1 Objectives, key-issues and risks / assumptions

Overall objective

It is the overall objective of this mid-term evaluation of the “*Support to the Education Sector in Sierra Leone*” programme to implement an independent systematic and timely assessment of the intermediary results against the expected objectives of the “*Support to the Education Sector in Sierra Leone*” programme (the quality and the results of Actions), in the context of an evolving cooperation policy with an increasing emphasis on result-oriented approaches and the contribution towards the implementation of the relevant SDGs (the evaluation team proposes SDGs 4, 5, and 8¹).

Also, to look for evidence of why, whether or how these results are linked to the EU intervention and seek to identify the factors driving or hindering progress. In order to provide for key lessons learnt, conclusions and related recommendations for improving the implementation of the remaining operation period of the programme, and to inform future Actions and programming.

Specific objectives

- Assess the performance from 13/12/2016 to date of the ongoing “*Support to the Education Sector in Sierra Leone*” programme (“the Action”) and each of its main implementation modalities, its enabling factors and those hampering a proper delivery of results, in order to adjust activities in the remainder of the implementation phase (until December 2021).
- Assess the intermediate outputs and outcomes of the Action against its four specific objectives (see Intervention Logic / Logical Framework – ToR: p. 7-9 and its Annex VI).

¹ See: <https://sustainabledevelopment.un.org/?menu=1300>

- Assess the intermediate impact of the Action against its overall objective: for children to have equitable access to high quality learning in Sierra Leone, in line with national education policies and targets.

This mid-term evaluation is carried out in three phases: an inception phase, a field phase and a synthesis phase.

Quality education with equitable access is a determining factor for development. Therefore, the Action to be evaluated is very relevant, given the pervasive poverty, low life expectancy, and weak economic growth.

The evaluation assesses the Action using the *five standard OECD/DAC evaluation criteria* (also see above: overall objective), namely: relevance, effectiveness, efficiency, sustainability and 'perspectives of' and/or 'early signs of' impact. In addition, the evaluation assesses *two EU specific evaluation criteria*:

1. The EU added value (the extent to which the Action brings additional benefits to what would have resulted from Member States' interventions only);
2. The coherence of the Action itself, with the EU strategy in Sierra Leone and with other EU policies and Member State Actions, and other key development partners of the education sector in Sierra Leone, notably DfID, the World Bank, UNICEF, the GPE and IrishAid.

The evaluation team furthermore considered whether *gender, environment and climate change* were mainstreamed (also focus on prevention of School Related GBV); the *relevant SDGs* and their interlinkages were identified; the principle of *Leave No-One Behind* and the *rights-based approach methodology* was followed in the identification/formulation documents and the extent to which they have been reflected in the implementation of the Action, its governance and monitoring.

Key issues relating to objectives and results

This independent mid-term evaluation took stock of what has been achieved to date, with the main purpose to allow for lessons learnt and recommendations to inform on (VfM approach):

- Improvements to be set up by the European Union and the implementing partners (PROMAN, GIZ, Imprest Team) to maximise the relevance, efficiency, effectiveness, sustainability and (potential) impact of its support in Sierra Leone;
- The extent to which the EU-support programme evaluated might achieve the expected results (Theory of Change exercise);
- Assessment of the effects of the programme's M&E system: providing results oriented information against targets set under the strategy, and the use of the reports to facilitate informed policy dialogue between the different stakeholders (Government, EU, PROMAN, GIZ, other donors, CSOs, etc.) and evidence-based decision making. Also: to suggest improvements for the M&E logframe, if necessary;
- For improving equity in terms of access, retention and completion a strong gender-lens (including the prevention of School Related Gender-Based Violence - SRGBV) is required, with a view on no-one-is-left-behind (special needs) and a rights-based approach for all;
- For improving the quality and delivery of teaching and learning, incl. assessments, a strong focus on effective teaching approaches will be required (for instance: direct instruction and inquiry-based approaches);
- For improving the quality of governance and management at all levels a strong focus on competences for effective leadership and management is required.

2.2 Report structure

The report is divided in 4 chapters:

- Chapter 1 – **Foreword**: elaborates on the specific circumstances of this assignments, due to the Coronacrisis
- Chapter 2 – **Introduction**: elaborates on the objectives and key-issues of this evaluation
- Chapter 3 – **Findings / questions answered**, provides for:
 - the outcomes of the study of documents (3.1)

- the outcomes of meetings, interviews and observations with TA staff (Proman and GIZ) and national stakeholders in Freetown; with clarifications and specific recommendations per element of each of the four Specific Objectives (3.2)
- the outcomes of meetings in Port Loko, Bombali (Makeni) and Bo Districts, with challenges identified by the evaluation team, and specific recommendations per element of each of the four Specific Objectives (3.3)
- answers to the questions of the Evaluation Matrix (3.4)
- Chapter 4 – **Analysis**, provides for:
 - the Theory of Change (4.1)
 - general conclusions on the respective criteria of the Evaluation Matrix (4.2)
 - general recommendations on the respective criteria of the Evaluation Matrix (4.3)
 - lessons learnt (4.4).

Annexes:

- Annex 1 provides for the Terms of Reference
- Annex 2 describes the methodology for this evaluation assignment (in coherence with the approved Inception Report), including the questions proposed by the stakeholders / the EUD, and the elements of the Education Value Chain. Those questions boiled down into the OECD / DAC evaluation criteria (see Evaluation Matrix)
- Annex 3 provides for the Evaluation Matrix (on OECD / DAC evaluation criteria and the additional criteria by the ToR), which was leading throughout the evaluation process
- Annex 4: Elaborations on the intervention logic
- Annex 5: Map of actions in Sierra Leone (geographic map)
- Annex 6A: The initial work plan
- Annex 6B: The actual schedule of meetings / people consulted
- Annex 7: Documents consulted
- Annex 8: Background information on quality education (“Education is a coconut”)
- Annex 9: Background information on gender-related issues in Sierra Leone (“Gender contribution”)

3 FINDINGS AND QUESTIONS ANSWERED

3.1 Outcomes of the study of documents

Summary of main issues and key findings:

1. Access to primary education is improving and gender-parity is established, thus including JSS. But at SSS and higher education levels equity is still a huge challenge, with high drop-out rates as well.
2. There is significant variation in school participation by gender, by socioeconomic status, and by location.
3. Gender issues:
 - in recent years female enrolment has increased sharply, closing the gender gap at the primary level.
 - however, there are important gender disparities in terms of access to schooling, retention and completion rates from the JSS upwards, particularly serious at SSS and tertiary levels, which in turn is reflected also in low accessing of women to the teaching profession compared with man.
4. The teaching workforce faces serious challenges: a large part of Sierra Leone's teachers needs in-service trainings for improving their competences, needs improved remunerations, and needs more support by way of continuous professional development.
5. An estimated share of 50% to 60% of the total population of teachers are not on the official payroll and hence not paid with government funds on the national teachers' payroll.
6. Inadequate teaching and learning environment, with poor infrastructure and absence of functioning WASH facilities.
7. Absence of updated curriculum policies. Currently, there is no unit in the MBSSE in charge of curriculum. Students sitting for the WASSCE administered by the West African Examinations Council (WAEC) use WAEC syllabi. At primary and JSS levels, the accelerated curriculum developed as part of post-Ebola recovery is being used.
8. Inadequate assessment system and widespread examination malpractices, particularly at SSS level.
9. Governance/regulatory framework in need for improvements and inefficient management of the system.
10. Weak teacher management, deployment, and policy development. The TSC has only recently become operational and is working hard to assert its mandate in the face of major institutional and human capacity weaknesses.
11. The Government has made a strong commitment to education, raising the education sector budget to 21% of GDP (in 2018 and 2019) against an average of 12-13% in previous years. However, public spending is almost exclusively used to cover recurrent costs.
12. Fast-changing strategic vision and conceptual framework for the education sector in the long-term, as an effect of the political changes in 2018, the 'new direction' and the Free Quality School Education flagship programme, Cabinet reshuffle in 2019 and surge of innovation by the current leadership. Limited Government buy-in of results produced under from Development Partners projects in recent years and ineffective mainstream of those outputs at policy level is a main limitation to the real usefulness of accomplishments that however exists and are measurable. It limits the Government's ability to capitalize on these accomplishments or to harness them to further their education improvement strategy. Institutional Counterparts in the Government have had some difficulties organising their capacity and organizational strategies for years, and only very recently the trend seems on a shifted paradigm. However,

this has been causing inefficiencies and delay in the EU programme and in others development partners projects.

13. The nature of the Action (it is agreed upon that many activities are limited to 4 of 16 districts in the country in a pilot-type approach; focus on primary grades, scale, etc.) is such that its strategy is to design, implement, and evaluate different programmes, tools, procedures. The rationale has been that extending these innovations will be the responsibility of the Government counterparts. This assumes a significant commitment on the Government's part to the sustainability of programme accomplishments. There is little evidence to support the idea that Government is interested in the sustainability of programme accomplishments even though they have been part of the development process and even if accomplishments have been shown effective, and even if programme accomplishments are designed to be low-cost.
14. The causes of the poor performances of the education sector over the last couple of decades are complex, but in addition to infrastructural and socio-economic challenges and the quality standards of teaching, the Human Resource (HR) Management of teachers needs to be strengthened considerably and made more effective and efficient. Teacher personnel management is currently facing challenges related to accuracy of information on teachers, slow protocols and bottlenecks pertaining to fundamental HR functions and tasks such as recruitment, registration and deployment of teachers, functional deficiencies in payroll, gender imbalances, and the large number of un- and underqualified teachers actually serving. The Teaching Service Commission (TSC), which was only fully established recently, is currently addressing these challenges as a priority.
15. The continuous economic problems Sierra Leone faces have a significant impact on higher education in general and teacher education in particular. Indeed, the donor community in Sierra Leone has for the most part taken over responsibility for continuing teacher education through cascading teacher education workshops. This is complemented by a Distant Learning option for upgrading the qualification of the untrained serving as teachers. The pre-service programme for preparing primary grades teachers, notably the teacher certificate programme, are woefully inadequate. The courses in this programme must be revised to provide teachers with more productive strategies and skills and aligned with the quality standards for teachers and school leaders.
16. School leaders in Sierra Leone, typically considered in other countries to be the education leader of the school, have no qualifications or responsibility for teacher performance management. Similarly, teachers often lacked any sort of school-based follow-through for the skills they were learning in the cascading workshops.
17. New professional standards for teachers and school leaders have been developed and disseminated. Two pre-service courses (Teaching Reading and Writing in the Primary Grades and Teaching Mathematics in the Primary Grades) have been completely rebuilt to align with the new teacher quality standards.
18. The Action is supporting the development of a comprehensive framework for continuous professional in-service teacher education based on approaches introduced in this programme and linked to the existing institutions, organizations and individual capacities at the district and school level.
19. Language diversity is a significant challenge to teaching and learning in Sierra Leone. Too often poor learning outcomes are attributed to poor teaching. But there may also be instances in which language competence affects teaching and learning. Objective of one specific activity within the action is to explore, in depth, the effects of linguistic competency of teachers and learners promotes or constrains how teachers teach and how learners learn: high language competency (teacher and learner) is more likely to facilitate critical thinking skills.
20. There is a wide-ranging number of observations pointing to the fact that policies seeking to mainstream gender issues, giving girls and female teachers in the system equal status and, significantly, removing barriers to education for those young girls and women who are pregnant (and there are many!) are in demand. Although a lot has already been achieved, gender challenges continue to exist in the Sierra Leonean society and in the classroom(s).
21. The following list identifies components of the demand-driven professional development menu scheduled to be developed (TA 5th Progress Report by ProMan):

- **Distant Learning:** DL activities are contingent on the procurement and installation of resources to establish Centres for Teacher Excellence at the Teacher Education Institutions (anticipated in Q2 2020). Once these Centres are functional TA will support the development of a menu of DL options including:
 - a. **Workshop-in-a-Box:** To support school leaders in the facilitation of school-based teacher professional development primarily linked to the school-based school improvement model being implemented in November 2019
 - b. **Paired Learning:** To support peer professional development
 - c. **Self-Study:** To support individual professional development through a virtual library of teacher professional development resources including Open Education Resources.
 - d. **Teach Salone!** A monthly paper-based publication containing curriculum content information and resources, pedagogy, and motivational articles developed by teachers for teachers
 - e. **ICT-based Distant Learning:** A blended learning mode that combines interactive technology and college-based support
 - f. **Action Research:** A structured approach to teacher inquiry and reflection that will prepare teachers to learn about children, teaching and learning through research they conduct on their own practice.
- **Competency Classes:** TA has supported the development of a system of “Saturday Classes” aligned to specific competencies in the TSC national standards. The TSC has organized approximately 55 different one-day competency classes and has registered over 4 000 teachers to participate in this initial offering.
- **Professional Conference:** Technical support has been offered to the TSC to organize a Professional Development Conference with a programme that contains plenary speeches by distinguished educators as well as a collection of diverse sessions, seminars, and practical workshops for teachers and school leaders. Each session and workshop will be aligned with the TSC standards and competencies. The implementation of this Professional Development Conference has been delayed twice due to the TSC’s unavailability of the necessary human resources. The Conference has been rescheduled for 2020 (exact date to be determined).
- **Market Research:** In an effort to support the implementation of a demand-driven Professional Development Conference the TA has organized a market research study to identify topics, modalities and venues that fit teacher needs and interests. Market research organizations have been identified and a set of research prompts/surveys, etc. have been developed and approved by TSC leadership. Market research is scheduled to be implemented during the next reporting period.

3.2 Outcomes of meetings, interviews and observations with Technical Assistance staff and national stakeholders in Freetown

The meetings were held in Freetown, with Proman and GIZ technical staff and national Stakeholders, in March 2-6, 2020.

General objective: *“Providing children in Sierra Leone with equitable access to high quality learning”*

Specific Objectives	Planned Activities (ToR)	Identified Activities
1. To strengthen the management of education system, in order to improve equity and quality.	<ol style="list-style-type: none"> 1. Development of stronger and more transparent personnel management and Human Resources (HR) functions in the Ministry of Basic and Senior Secondary Education (MBSSE) 2. Improving capacity of MBSSE and Ministry of Technical and Higher Education (MTHE) to collect and use data to inform decision-making (EMIS, monitoring) 3. Enhancing financial and operational planning of Local Councils (LC) for education (incl. budgeting and procurement) 4. Development of stronger policy dialogue and donor coordination functions. 	<ol style="list-style-type: none"> a. Development of HR-manual and organising trainings b. Development of EMIS strategy paper, setting up EMIS database (to be implemented at the website: of the Directorate of Science, Technology and Innovation (DSTI)) c. Development of Payroll Database and Finance Manual, organising budgetary and monitoring trainings at national and district levels, by TSC d. Establishment of integrated certification software (ICS), by NCTVA, but not yet for non-TVET teachers. e. Establishment of high-level National Planning Committee (incl. other donor agencies) f. Establishment of Reference Groups with participatory focus groups on pre-service and in-service training, and on governance, building framework for high level policy consultation g. Development of body on Ethics and Standards h. Establishment of effective DPs coordination
2. To improve primary school teaching and learning.	<ol style="list-style-type: none"> 1. Development of an expanded, more results-focused distance education programme 2. Implementation of regular in-service teacher training 3. Provision of direct instructional support to teachers 4. Improving capacity for instructional supervision 5. Assessing the possible impact of mother-tongue instruction. 	<ol style="list-style-type: none"> a. Development of standards for Continuous Professional Development of Teachers (CPD) b. Development of Distance Education for teachers c. Development of in-service trainings for teachers and school leaders by Teacher Training Colleges (TTCs) d. Training of Teacher Service Committee (TSC) supervisors for school support, on basis of Development of school leadership by the Teacher Management Performance Plan (TMPP) e. Development of manuals and training of inspectors to support in-service trainings, EMIS, portfolio professional development of teachers (“Saturday classes” for teachers) f. Strategies for enhancing mother tongue instruction were not identified
3. To improve management and delivery of technical	<ol style="list-style-type: none"> 1. Diagnostic Study of TVET in Sierra Leone 2. Creation of a TVET skills certification programme 3. Implementing TVET in- 	<ol style="list-style-type: none"> a. Establishment of Diagnostic Study b. Development of TVET Integrated Certification Software (ICS), together with NCTVE (regulated by MTHE), not yet with MBSSE c. Establishment of Communication Platform for TVET stakeholders, incl. teachers

and vocational education (TVET)	service teacher training, including curriculum development and training of trainers. 4. Creation of a communication web-platform on TVET	d. Development of TVET teacher training component (in-service and distance education)
4. To improve equitable access to secondary education.	1. Rehabilitation/renovation & upgrading of targeted junior secondary schools (JSS) in rural areas (incl. WASH facilities) 2. Implementation of norm-based teacher deployment.	a. Works contracts signed in February 2020 for rehabilitation of 100 JSSs in rural areas of 4 districts, including improved WASH facilities. Works due to start in March 2020 b. Establishment of study on gender mainstreaming + action plan (draft), by MBSSE

Clarifications on the table above

1a. Development of HR-manual and organising trainings:

- The HR-manual for strengthening the HR-system for teachers and school leaders is developed in cooperation with the MBSSE. In fact, it also supports TSC-policies and activities. According to the TSC the MTHE will be involved. Consider HR not as a costs factor but as an investment. The manual is almost ready and available digitally as well
- It is designed in such a manner that it will be easy to update the system
- It covers recruitment and promotion processes, but also employment requirements, health and payroll issues (out of 83 000 teachers only 40 000 teachers have been approved for the payroll)
- Principles of the HR-manual: professionalism, fairness, transparency, decisions to be taken on basis of merits, leadership, people oriented, environmental protection
- Participatory workshops on the HR-manual for TSC-staff at national and district levels will start in June 2020.

Recommendation:

- Provide participatory workshops to TSC-staff, for training of school leaders on school leadership. Recruit school leaders by TSC not by MBSSE.

1b. Development of EMIS strategy paper, setting up EMIS database (to be implemented at the website: of the Directorate of Science, Technology and Innovation (DSTI):

- EMIS aims to unify the various actors on school related data: MBSSE, MTHE and TSC. This process is still ongoing. Support by the Unesco Institute of Statistics, with references to the Sustainable Development Goals (SDGs).
- A national EMIS-strategy is drafted (on terms and conditions for use, use of the platform, and information sharing), but not yet officially approved.
- It includes a platform for individual schools: status of schools, furniture, WASH-facilities, enrolment. This platform is running now (see DSTI-website).
- On the reliability of data: data per school will be verified by trained monitors and supervisors, and by random checks. Schools will receive appropriate tablets, laptops, etc., including trainings (to be organised).
- Need for National Consultative Workshop on EMIS, and official support by MBSSE, MTHE and TSC.
- Hindrances: no full involvement of MTHE yet, lack of data by universities, TVET, non-formal education and ECD.

Recommendations:

- Next to MBSSE, also involve MTHE and TSC in EMIS-development, for them to acquire ownership and a better understanding, and also for developing indicators.

- Include the Ministry of Labour in EMIS.

1c. Development of Payroll Database and Finance Manual, organising budgetary and monitoring trainings at national and district levels, by TSC

- Payroll data base and Finance Manual are ready, still needing endorsement by the Imprest team and Imprest Accounting Officer. Activities are embedded in MBSSE, MTHE and Teaching Service Commission (TSC). Also helping them with compliance: EU-rules and regulations, and procedures.
- In 2020 trainings for capacity building (national and districts) will be out rolled.
- Bottleneck: lack of understanding at level of ministries and TSC, could hinder timely implementation.

Recommendations:

- TSC to push more for better absorption rate, with compliance: i.e. the ability to timely spend on planned activities.
- TA to continue budgeting and monitoring trainings.
- Reach agreement on harmonised coordination, based on the standards already agreed upon.
- MBSSE, MTHE, TSC and Ministry of Labour to develop a sector wide framework for support to education.
- Integrate results-oriented monitoring & evaluation in the MBSSE (like with the MTHE).
- NCATV also to integrate non-TVET teachers in ICS.
- TA, MBSSE, MTHE, TSC to develop gender disaggregated indicators
- TA, MBSSE, MTHE, TSC to develop outcome indicators.

1d. Establishment of integrated certification software (ICS), by NCTVA, but not yet for non-TVET teachers.

- The National Planning Committee (NPC) is established.
- Its purpose is to align education policies, also to improve TTCs, who are not yet well enough prepared for providing quality education to their teacher students, also since TTCs do not receive feedback on teaching practices (by exam council, inspectors). Other donors are involved as well.
- Establishment of integrated certification software (ICS), by NCTVA, but not yet for non-TVET teachers. Pilot will start end of March 2020 (servers are installed).
- No synergy observed between the Proman and GIZ team, no coordination either.

1e. Establishment of high-level National Planning Committee (incl. other donor agencies)

1f. Establishment of Reference Groups with participatory focus groups on pre-service and in-service training, and on governance, building framework for high level policy consultation

- Reference Groups are recently established. They collect data on pre- and in-service trainings and on governance, thus developing a framework for high level policy consultations.

Recommendations for 1d, 1e and 1f:

- Build further on initiatives taken already: NPC, Reference Groups, Ethics and Standards, also for high level policy consultation and coordination.
- Establish platform for closer information sharing between Proman and GIZ team, implementers of two distinct parts of the EU-supported action
- Develop with NGOs service level agreements, for instance on mapping interventions, also funded by other parties, and for avoiding duplication.

1g Development of body on Ethics and Standards

- Body on Ethics and Standards is under development (ready by April 2020). Its purpose is to avoid malpractices in examinations, to promote a safe school culture, and to avoid favouritism / corruption.

1h. Establishment of effective Development Partners (DPs) coordination

- Established by EUD in collaboration with all other major education donors and with the DPs Coordination Desk officers at MBSSE and MTHE
- Establishment of donor coordination (by the EU): a draft donor coordination strategy has been developed and approved, although the impact of the COVID-19 crises on the decisions taken is still to be verified
- Purpose: information and data sharing, avoiding duplications, development of service level agreements with NGOs for mapping exercises.

2a. Development of Professional Standards for Teachers and School Leaders and a framework Continuous Professional Development of Teachers (CPD)

- Professional Standards for Professional Standards of Teachers have been developed, approved and widely popularised, including through specific training under the project. This important document is key to enhancing education quality and teacher professionalism by the Teaching Service Commission (TSC).
- A Framework for Teacher Continuous Professional development is currently being elaborated in collaboration between TSC, MTHE and MBSSE, in addition to a variety of other stakeholders and development partners

Recommendations:

- Develop a certification programme for all school leaders, based on improved job descriptions, and then move to a rigorous programme with examinations for school leaders.
- Adapt curriculums and examinations to new teaching approaches, include formative testing.
- Integrate non-TVET teachers in ICS (see below: 3b).

2b. Development of Distance Education for teachers

- Distance education for teachers is so far paper based but will be digitalised, with district level resource centres, providing for good internet and WiFi-connections.
- Focus on effective pedagogical approaches for teaching and learning.
- Contributes to teachers' portfolio development (see below: 2e).
- Equipment for this purpose is in procurement process.

2c. Development of in-service trainings for teachers and school leaders by Teacher Training Colleges (TTCs)

- In-service trainings for teachers and school principals by TTCs. Focus on subjects like math, literacy, science, etc. Manuals are under development.
- Contributes to portfolio development (see below: 2e).

2d. Training of Teaching Service Committee (TSC) staff for school support, on basis of Development of school leadership by the Teacher Management Performance Plan (TMPP)

- Training of TSC school staff, for enhancing quality of teaching, enhancing ethics, support to portfolio development, support to school leadership, support to recruitment, support to EMIS-activities.
- Development of school leadership by the Teacher Management Performance Plan (TMPP) for the TSC, developed with support by EU, World Bank and DfID.

Recommendations:

- Develop Teacher Tool Kits, for teachers to develop their own materials / teaching aids
- Train teachers on handling large classes, without falling back on rote learning (well-balanced Direct Instruction and Inquiry Based approaches)
- Extend school days (homework in school, extra support, etc.)
- Make inspectorate aware of new teaching methods.

2e. Development of manuals and training of inspectors to support in-service trainings, EMIS, portfolio professional development of teachers (“Saturday classes” for teachers)

- Teachers to show their competences before December 2023, by building portfolio's (linked to promotion). They can improve their competences by in-service “Saturday classes”, or other modalities.
- TSC to organise the audits, on the basis of Continuous Professional Development of Teachers (CPD) manual (established in November 2017), based on Pan-African standards.
- Supervision moves to schools (more efficient).
- Inspectors, TSC and school principals to be trained on new model of school supervision (“Whole Team Supervision”), for the school development plan and monitoring as well.

Recommendation:

- TSC to train mentors in schools for supporting unqualified teachers.

2f. Strategies for enhancing mother tongue instruction were not identified.

- Strategies for and studies on enhancing mother tongue instruction were not identified, as it is not perceived as a priority by the Government. Challenge is to develop an effective strategy for the bigger cities (esp. Freetown) where many languages are spoken, due to migration. Up country it will be easier to implement mother tongue instruction.

3a. Establishment of Diagnostic Study

- Diagnostic study is carried out on TVET, also having implications for Basic and Senior Secondary education, on governance, management, institutional and professional aspects. Main outcomes:
 - Capacity issues at TVET-institutes (tools and equipment, quality of teachers)
 - Regulatory level inadequacies (integrity)
 - Quality of teacher training
 - Mismatch between subjects in TVET-institutions and the requirements of the “world of work”: no PPPs established, no exchange of needs and opportunities.

Recommendations:

- Adapt curriculums and examinations to new teaching approaches, include formative testing.
- Establish functional / effective PPPs with the “world of work”, incl. private sector and NGOs.

3b. Development of TVET Integrated Certification Software (ICS), together with NCTVE (regulated by MTHE), not yet with MBSSE

- Development of TVET Integrated Certification Software (ICS), together with the National Council for Technical, Vocational and other Academic Awards (NCTVA), on student progress, enrolment, examination, certification.
- Server is installed, piloting will start soon (end of March 2020), with four TVET-institutions. Full run is expected in October 2020 (also supported by GIZ).

3c. Establishment of Communication Platform for TVET stakeholders, incl. teachers

- Communication Platform for TVET-stakeholders is established.

3d. Development of TVET teacher training component (in-service and distance education)

- Ongoing TVET in-service training focusses on:
 - the pedagogy of effective teaching and learning, focus on learner centred approaches (Child Centred Teaching techniques – CCTT)practical training on four vet areas: electrical engineering, solar power, mechanical engineering and plumbing
- Includes dissemination of teaching aids
- Also, delivery of machinery and tools, and trainings.

Recommendation:

- Organise CBA-related curriculum development in relation to “world of work”, incl. private sector and NGOs.

4a. Process of improving sanitation and WASH-facilities in schools

- Ongoing process of rehabilitation for 100 junior secondary schools in rural areas, improving gender-sensitive sanitation / WASH-facilities, and conducive and inclusive learning physical environments (classrooms, libraries, science labs)

4b. Establishment of study on gender mainstreaming + action plan (draft), by MBSSE

- Establishment of study on gender mainstreaming + action plan (draft, still under development), by MBSSE, with TA-support (Proman)
- Strategies for prevention of SRGBV were not identified
- Strategies for inclusion of the most vulnerable and learners with special needs were not identified.

Recommendations:

- TA in cooperation with TSC, MBSSE and MTHE to develop and implement strategies for the prevention of SRGBV, and train teachers, principals accordingly.
- Develop and implement strategies on inclusion, and train teachers, principals accordingly.

3.3 Outcomes of meetings in Port Loko, Bombali (Makeni) and Bo Districts

The meetings were held in the aforementioned districts in 2020 March, 9-16.

Specific objective 1	Planned activities (ToR)	Identified activities (meetings in Freetown)	Outcome field visits in Districts
To strengthen the management of education system, in order to improve equity and quality.	1. Development of stronger and more transparent personnel management and Human Resources (HR) functions in the Ministry of Basic and Senior Secondary Education (MBSSE) 2. Improving capacity of MBSSE and Ministry of Technical and Higher Education (MTHE) to collect and use data to inform decision-making (EMIS, monitoring)	a. Development of HR-manual and organising trainings	By the end of 2019 an electronic HR manual (and reference system, containing all relevant forms and procedures) integrated into the relevant ICT structure and accessible by all (relevant) TSC staff at HQ and district levels will be delivered. Trainings will be provided. For MBSSE only, not for MTHE. At District levels there is no awareness yet on this HR-manual, but it would be welcomed, incl. trainings.
		b. Development of EMIS strategy paper, setting up EMIS database (to be implemented at the website: of the Directorate of Science, Technology and Innovation (DSTI)	EMIS is one of the most prominent PE components, and it is positive to report that the planned changes towards a SWAP were reflected in the second request for a Rider to the PE. Includes MBSSE-institutions, with MTHE to join soon.
		c. Development of Payroll Database and Finance	Ideally qualified teachers are automatically on the payroll, but this could not yet be confirmed. Unqualified teachers to improve their competences by developing portfolios,

	3. Enhancing financial and operational planning of Local Councils (LC) for education (incl. budgeting and procurement)	Manual, organising budgetary and monitoring trainings at national and district levels, by TSC	until 2023. Based on training certificates acquired by foremost “Saturday classes” and distance learning. By the end of 2019 an electronic HR manual (and reference system, containing all relevant forms and procedures) integrated into the relevant ICT structure and accessible by all (relevant) TSC staff at HQ and district levels have been delivered. NCTVA provides certificates for all qualified teachers.
	4. Development of stronger policy dialogue and donor coordination functions.	d. Establishment of high-level National Planning Committee (incl. other donor agencies)	n.a.
		e. Establishment of Reference Groups with participatory focus groups on pre-service and in-service training, and on governance, building framework for high level policy consultation	n.a.
		f. Development of body on Ethics and Standards by Proman team	At District levels no awareness yet on this body. It is supposed to enhance ethical behaviour at all levels of the school system and to identify minimal standards for such behaviour.
		g. Establishment of effective DPs coordination.	New LEG (Local Education Group) met for the first time on 17 th March 2020, according to the revised format agreed by MBSSE, MTHE and major donors.

Challenges:

- On Finance & Procurement: Implementation problems (trainings, equipment) because of late arrival of funding by central government i.c. Ministry of Finance. Example: sports equipment just arrived before raining season starts
- Most implementation is field based. The aim to avoid cash payments is challenging (“Orange money”, by mobile phones)
- Timely distribution of materials in schools
- TSC so far has not much influence on TVET
- Establishment of Integrated Certification Software (ICS) by NCTVA, but not yet for non-TVET teachers.

Recommendations (also see par. 3.2 above):

- Urgent need by MBSSE to integrate M&E (appears in MTHE already), and thus to develop a sector wide framework, also for coordination
- TA in cooperation with MBSSE and MTHE to develop SMART outcome indicators, for assessing effectiveness, efficiency and potential impact, also on gender and special needs. Explicitly considering effective teaching and learning approaches (well-balanced direct instruction and inquiry or competency-based approaches), and effective testing / examination (summative and formative)
- TA to continue monitoring trainings.
- MBSSE and MTHE to timely distribute materials in schools, speed-up procurement processes
- Involve / include TSC in the TVET-activities
- Establish ICS for non-TVET teachers as well (by NCTVA).

Specific objective 2	Planned activities (ToR)	Identified activities (meetings in Freetown)	Outcome field visits in Districts
To improve primary school teaching and learning.	<ol style="list-style-type: none"> 1. Development of an expanded, more results-focused distance education programme 2. Implementation of regular in-service teacher training 3. Provision of direct instructional support to teachers 4. Improving capacity for instructional supervision 5. Assessing the possible impact of mother-tongue instruction. 	a. Development of standards for Continuous Professional Development of Teachers (CPD)	<p>For the moment the CPD is a package of 187 competencies, there is only a brochure that explains the competency and standard system (rationale for standards).</p> <p>TTCs were represented in the development of the Standards and have all received sets of these documents. TTCs now to appropriate and internalise the concept of Standards, incorporating them into their TT curricula.</p>
		b. Development of Distance Education for teachers	A three years distance education course for unqualified teachers was developed by the EU TA and unqualified teachers are enrolled. According to the people we spoke the distance education system is not very effective but what is a good development is that the project works with all institutes.
		c. Development of in-service trainings for teachers and school leaders by Teacher Training Colleges (TTCs)	<p>In the school visited in Port Loko the school heads received in 2018 a training on professional standards for head teachers to familiarise with teacher standards & competencies and promote effective teaching and learning. Teachers in the schools are trained after school hours on the same issues.</p> <p>The TTC lecturers and management received training from the EU project on teaching in numeracy and literacy and on the mentoring (by the school head and one teacher per school) of teacher trainees from the TTC.</p> <p>The Professional standards for teacher's programme was a very welcome idea, very key, with this training effective learning and teaching will improve when doing exactly what has been trained.</p>
		d. Training of Teacher Service Committee	TSC's were officially approved in January 2019 in the 16 Districts. The main tasks of the TSC is teacher licensing and recruitment and CPD.

		(TSC) officers, on basis of Development of school leadership by the Teacher Management Performance Plan (TMPP)	<p>Actually, teachers are recruited at the national level (yearly), a national recruitment protocol is sent to the District that appoints the teachers to school. It is not clear if the recruitment and distribution is based on the real need. Monthly the TSC is responsible for the replacement of teachers that passed away or dropped out.</p> <p>TSC officers confirmed trainings by the TA of the EU project. The TSC officers monitor the school and teachers' performance and team up with the supervisors and inspectors to fulfil that task.</p> <p>TSC works towards inclusion of more female teachers, it is an issue that is shared but not in a systematic way, NGO's work on it in many cases...</p> <p>A supervisor, monitors, supervises and inspects schools; in many cases the District has 2 supervisors to assist 900 schools. Supervisors have an in-house monitoring tool, a standardised one from the Ministry does not exist. In the case of Kenema Mott Mac Donald organised monitoring workshops for the MoE. The supervisor did receive a training on improvement of numeracy and literacy in the classroom in 2018 in Freetown organised by the MoE.</p>
		e. Development of manuals and training of inspectors to support in-service trainings, EMIS, portfolio professional development of teachers ("Saturday classes" for teachers)	School Leaders have been trained in how to assist teachers in developing and managing teacher portfolio. When a teacher receives any training from the Government or an NGO the certificate can be inserted in the portfolio. The portfolio is a very good initiative and many teachers are doing this exercise to reach the deadline of 2023.
		f. Strategies for enhancing mother tongue instruction were not identified.	Not considered by the Government as a key-issue.

Challenges:

- The TSC District Offices are understaffed (Two officers to cover teacher issues in about 900 school in for example in Kenema)
- The TSC District Offices are not aware of the existence of the HR manual (on teacher management) developed by TSC central HQ with support from the EU TA project.

- DTSC's have no space to take initiatives in improving their support to schools as all directives are coming from the national level. Requests sent from the District to the national level are in many cases unanswered.
- The TSC District Offices have no budget and depend totally on funds coming from the central level. Funds from the TSC are for corporate operations (facilities and amenities, security, etc)
- The distance education course for unqualified teachers is costing 2 million Leones per teacher what provokes the drop out of teachers.
- The subscription for the distance course is still done manually, teachers have to get the form in the District and then present it at the Ministry of education in Freetown.
- The actual system of portfolios is not creating a system of school-based in-service. Many trainings are ad hoc and not coordinated.
- Teachers in TVET (7) TVET institutions are not aware of the teacher competencies framework and the system of portfolios.
- Schools are understaffed especially in remote schools where the bulk of teachers are. The recruitment system is not always working, and teachers are not appointed where they are needed according to the different TSC's the evaluators met, the MoF sets ceilings for recruitment. The TSC went through a stringent process to recruit 5,000 teachers, with the assistance of the World Bank.
- Schools don't have a budget from the District for example repairing WASH facilities.
- The TTC trained school leaders to train teachers but the resources were not there to do this cascade.
- The cascade model of TT stops at the schools and the idea of school-based in-service is not integrated certainly not in remote schools.
- Many (unqualified) teachers had not the basic standards of teaching and learning some of them cannot even read or write, so it was difficult to train teachers on portfolio management.
- The selection of teacher for training is done at random in schools, five of each school are trained, this way of training is not effective, and some teachers get two trainings to get more PD.
- Teachers that are trained in the programme are not monitored or followed up after the training, due to lack of capacity. The school heads have also not the time and capacity to do this follow up. The TSC is hampered by inadequate funds for monitoring. While the EU has procured vehicles to monitor projects for other entities, the request from TSC was not honoured. However a set of motorbikes is being procured.
- Remote schools (that have the most untrained teachers) leaders don't motivate teachers to develop portfolios.
- The TTC curriculum is old fashion and is not competency based and examinations are based on old ways of testing while the new trainings from the EU project are competency based. So teachers will not teach effectively in a learner centered way, it will stay teacher centered.
- Port Loko TTC has only 43 teacher trainees, the TSC is conscious of the dire need to recruit teachers for remote area schools and train them.
- In some Districts the selection of teachers for the Saturday competency classes is done according to the PIN code of the teachers, the TSC has records of the pin codes. Unqualified teachers don't have a pin code so cannot participate in the Saturday competency classes.
- One motorbike and two TSC officers cannot reach 900 schools... the quality cannot be improved, the portfolio is nice but if you cannot monitor the quality cannot be measured and will not improve.
- Teachers that have an orange telephone number and orange money are faster admitted to the competency trainings. At the other hand teachers do the effort to come to these classes, advance the payment of bus fare. After the training the teacher expects a payment through orange money but after two weeks does not see any payment.

Recommendations:

- The way the portfolio system is motivating teachers should wake up the central Government to develop an in-service strategy embedded in a CPD (Continuous Professional Development) framework for teachers.
- A CPD should be developed with the participation of all stakeholders in the education sector.
- All teachers in all schools should be trained in teaching and learning competencies.

- The teacher competencies should be included in the TTC TT curriculum the curricula are not in line with the EU support programme outcomes.
- The standards and competencies bulk for teachers are appreciated but the way of implementation is not satisfactory for the TTC, there is no ownership of these standards. A baseline should be organised among stakeholders at all levels where the challenges to implement in the classroom are and where ownership can be improved.
- There is need for the TTC's to connect with international standards of teaching and learning. The possibility to twin the TTC with other TTC's abroad can grade up the TTC to international standards.
- Remote schools are still not reached as it should be, there is urgent need to develop a support and monitoring system to assist these schools where quality is not improving. A solution is school based in-service where one teacher is responsible for the in-service of the teachers. School based courses should be developed, as well competency classes to speed up the qualification of teachers.
- The curriculum should be reviewed, the teacher should be trained, and this will be the time to develop an in-service strategy and to review the examination system. Teachers should be involved in the review of the curriculum a combination of review of the curriculum and teacher training by developing competency-based Teaching and Learning materials
- The common practice of teacher centred approaches is less likely to create a safe and conducive learning environment than an emphatically learner centred approach, being of special importance for girls. As long as curriculums and examinations are not tuned to learner centred / competence based approaches (CBAs) this undesired practice will continue, and all efforts to train teachers on learner centred approaches / CBAs will be practically useless, since teachers feel the need to adapt to the existing examination requirements.
- TTCs need TA to appropriate and internalise the concept of Standards, incorporating them into their TT curricula.
- Actually, teachers are recruited at the national level (yearly), a national recruitment protocol is sent to the District that appoints the teachers to school the Ministry of Education should develop a system with a the recruitment and distribution mechanism that is based on the real need in every District with priority for (very) rural schools.

Specific objective 3	Planned activities (ToR)	Identified activities (meetings in Freetown)	Outcome field visits in Districts
To improve management and delivery of technical and vocational education (TVET)	1. Diagnostic Study of TVET in Sierra Leone	a. Establishment of Diagnostic Study	Study concluded that effective pedagogy was lacking.
	2. Creation of a TVET skills certification programme	b. Development of TVET Integrated Certification Software (ICS), together with NCTVE; regulated by MTHE, not with MBSSE	Accreditation process Started with accreditation of master's trainers, on basis of draft in-service TT TVET policy, TSC is not involved in this writing.
	3. Implementing TVET in-service teacher training, including curriculum development and training of trainers	c. Establishment of Communication Platform for TVET stakeholders, incl. teachers	Communication Platform established by NCTVA, on management and maintenance.
		d. Development of TVET teacher training component (in-service and distance	In-service teacher training on Principles of Teaching (PoT) and Occupational Practice (OP), for mechanical engineering, agriculture and Food, is implemented for a limited no. of teachers per school: 6 week training on pedagogy

		education)	<p>to become Trainer of Teachers (ToT) for their own school, using Competence Based Approach (CBA) in teaching (learner centred): 12 masters per subject by GIZ.</p> <p>TSC is not involved.</p> <p>Curriculum and especially examinations (assessments) not adapted to CBA, incl. introducing formative assessments (responsibility of NCTVA).</p> <p>Inspectors are not trained accordingly.</p>
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Challenges:

- Need for outcome indicators (qualitative) in M&E, for assessing effectiveness and impact
- Curriculum and examinations (assessments) are not yet adapted to CBA, and are thus undermining the effectiveness of CBA
- TVET-stakeholders are not aware about digitalised distance learning, which is to start soon.
- GIZ is not aware of the professional standards (four domains, with competency-based standards and rolled out in the 4 EU Districts) for teachers and school leaders that the other EU project is doing. GIZ TVET teachers are not included in this initiative.
- Unqualified teachers are not on the pay roll, some are qualified but not yet recognised by the Government: some are even teaching for many years but are still not recruited for the pay roll. Documents are sent to TSC in Port Loko, but the documents apparently never reach the national level. The Government says in that non-state TVET-institutes (like the St Joseph) have enough funding to pay them so they don't need to be on the Government pay roll
- No effective PPPs established, but some informal contacts between TVET-institutions with private sector are established. Effectiveness is unclear.
- General lack of supervision and mentoring in TVET-schools, esp. with regards to unqualified teachers.
- Serious problems with late arrival of funding by central government (Ministry of Finance).
- EMIS does not yet include TVET.

Recommendations:

- Develop outcome indicators, for assessing effectiveness and impact
- For effectiveness and impact adapt curriculum and examinations to CBA, also introducing formative assessments.
- Include TVET-stakeholders / lecturers in digitalised distance learning
- Reconsider payroll policies, also including non-state TVET-institutions
- Establish and formalise PPPs with private sector / "world of work"
- Involve TSC in the development of the TVET-teacher training component
- Include TVET-institutions in EMIS.

Specific objective 4	Planned activities (ToR)	Identified activities (meetings in Freetown)	Outcome field visits in Districts
<p>To improve equitable access to secondary education.</p>	<p>1. Rehabilitation/renovation & upgrading of targeted junior secondary schools (JSS) in rural areas (incl. WASH facilities)</p>	<p>a. Process of improving sanitation and WASH-facilities in schools</p> <p>b. Better learning environment in 100 selected JSS in rural areas of four districts (classrooms, libraries, science labs, etc.)</p>	<p>Sixteen works contracts have been signed in February 2020 for the rehabilitation of 100 JSSs in rural areas of four districts. The works, which include, but are not limited to, WASH facilities, are due to start in March and have an implementation period scheduled for 6 months. From field visits in schools we learned that budgets are not yet available or do not to do simple WASH reparations.</p>
	<p>2. Implementation of norm-based teacher deployment</p>	<p>c. None</p>	<p>There has been a lack of commitment to fund many of the policies, initiatives and interventions that government has designed. Presently, gender equality seems to be assigned the least priority.</p> <p>Practically this is evidenced by the lack of funding and capacity building commitment when it comes to capabilities of the institutions charged with ensuring a gender lens in all policies, plans and programmes.</p> <p>Strategies for prevention of SRGBV were not identified</p> <p>Strategies for inclusion of the most vulnerable and learners with special needs were not identified.</p>
		<p>d. Establishment of study on gender mainstreaming + action plan (draft), by MBSSE</p>	<p>The study on gender mainstreaming is carried out.</p> <p>The ToR guiding the study establish the need to develop a costed National Gender Mainstreaming Action Plan in close cooperation with National partners. This Action plan is now due for implementation through the National Partner, financed from the budget of the EU funded Programme</p>

			<p>Estimate.</p> <p>According to the amendments of the Financing Agreement, the time for implementation is limited to December 2020.</p> <p>The plan should be implemented by the Gender Unit of the Ministry of Education, this Unit has only one officer.</p> <p>This is currently not priority at the Ministry and the lack of funds does not allow the necessary macro, meso and micro level activities.</p>
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Challenges:

- Girls enrolment and retention in higher grades are increasing significantly (ASC report 2019), but they are still coping with early marriage, pregnancy and a constant feeling of vulnerability / unsafety
- Issues of inequalities cut across gender, physical status, socio-economic status, geographical locations, rural/urban and ability, also with regards to vulnerable people in general (like people with special needs)
- The State provision of school materials is gradually phased out in each academic year and stops completely at the end of the junior secondary cycle. The objective is to broaden coverage and to support more students. Nevertheless, this could have gender-differential impact on girls in the final year of JSS and SS. Studies have shown that where resources are limited, the education of males is prioritised. Most importantly, it is at these levels of school that the social and economic value of girls increases, with a higher probability of attrition. It is therefore not surprising that wider gender gaps are found at these levels, especially at senior secondary
- One of the challenges for most children to access and retain in school is the cost indicating that the greatest inequalities have to do with affordability of education. Children from more wealthy households in urban areas are more likely to access and complete school than those from poorer families in rural areas. While gender parity has been achieved at the pre-school and primary levels, with more girls enrolled than boys, the gap increases at JSS, and becomes conspicuous at SSS, and TVET / tertiary level. Large gaps remain in access, inclusion and retention in schools, It is estimated that 85.2 percent of children who have attained pre-school age (5 years) are not in school. Similarly, 37 percent of children who have attained primary school age (6-11) are not in school and the situation for Junior Secondary School (JSS) and Senior Secondary School (SSS) is similar. An important aspect to note is that many children (estimated at 172,939) already enrolled are at risk of dropping out, and girls constitute the largest proportion of children who are out-of-school or at risk of dropping out.
- At level of MTHE / TVET no initiatives identified on gender equality (neither on inclusion of vulnerable people).

Recommendations:

- To fully explore the barriers to girls' access to education and drop-out, one would need to expand the debate beyond its current parameters to assess each and every one of the multi-environments that carry risks for girls, including (School Related) Gender Based Violence, notably starting from the domestic/home environments to the community, institution and national/broader society (micro, meso and macro levels)

- A comprehensive assessment of teenage pregnancy and adolescent motherhood is needed to form a baseline databank on the problem
- The newly minted MBSSE and the free quality school education policy initiative (the elaboration of the policy is in progress) open up an opportunity for targeted interventions that could help make the Ministry more responsive to promoting equity in education, especially at the secondary level, also with a view on creating a safe and conducive learning environment at all levels
- Notwithstanding, the policy must be critically analysed for possible gender-blind spots that could inadvertently result in gender-differential impacts
- The on-going attempts to pass a Gender and Women's Empowerment Policy would help to ensure the presence of women at all levels, through mandating quotas not just for political positions, but in all positions, including teaching and the business world.

3.4 Answers to the questions of the Evaluation Matrix

3.4.1 Relevance

a. Are the preliminary outputs and outcomes of the project addressing the objectives of the Action?

- The preliminary outputs and outcomes of the project are addressing the objectives of the Action.
- The project is relevant to the needs of the end-beneficiaries. These are furthermore, the opening of TSC offices in all 16 of Sierra Leone's districts, embarking on gradual decentralization of essential HR functions to shorten processes and bring HR services closer to schools and teachers. The TSC policy review and the development of the HR manual. Therefore, the purpose of the TA supporting TSC in developing policy guidelines and tools for teacher management is to help in providing clarity on roles and responsibilities with regards to essential HR tasks, give clear stepwise directions for how to carry out HR tasks accurately, and increase efficiency and effectiveness in order to overcome bottlenecks in the system and shorten processes. Data strategy have been established and include data governance, innovations, education policy and strategy integration, financing and sustainability and finally advocacy and communication. The existence of a prototype system using collected data to serve as an electronic teacher records management database and document repository for personnel.
- SO4 addresses equitable access to secondary education: gender, special needs, disadvantaged people (not yet fully developed, nor implemented).

b. Is the context of the learners, teachers and schools and labour market well-elaborated for developing and implementing the Action?

- The context of the learners, teachers and schools and labour market is not well-enough elaborated for developing and implementing the Action (also see "effectiveness: a, c, f" - below).

c. Is the Action aligned with and contributing to national policies and plans for the education sector, with a fruitful synergy between both?

- The Action aligned with and contributing to national policies and plans for the education sector, with a fruitful synergy between both.
- The project has a high relevance for the Government of Sierra Leone and in particular the main beneficiaries the MBSSE, the MTHE and the TSC. They profit through the project of the development of a stronger and more transparent personnel management and Human Resources. By Improving the capacity of the TSC, MBSSE and the Ministry of Technical and Higher Education (MTHE) to collect and use data to inform decision-making (EMIS, monitoring). And by enhancing financial and operational planning of Local Councils (LC) for education (incl. budgeting and procurement and the development of stronger policy dialogue and donor coordination functions). This will also enhance the TSC operations.

- The project is also relevant for schools, teachers and trainers through the development of an expanded, more results-focused distance education programme, the implementation of regular in-service teacher training The provision of direct instructional support to teachers, the Improvement of the capacity for instructional supervision and the assessment of the possible impact of mother-tongue instruction.

d. Are outputs and outcomes of the Action acknowledged by the partner institutions and mainstreamed in policy making and strategic elaborations?

- The outputs and outcomes of the Action are acknowledged by the partner institutions but are not mainstreamed in policy making and strategic elaboration.
- The intervention logic provides a comprehensive remit to assist the institutional beneficiaries – comprising policy inputs, capacity building, awareness-raising and material support. There is an explicit and intended "holistic" approach in the intervention logic of the Action. Its structure is well-elaborated and explicitly targeting many of the relevant issues. At the other hand the logical framework is to a large extent output oriented (quantitative) and indicators are not yet gender disaggregated. For the purpose of assessing efficiency and effectiveness, and impact, the logical framework is in need for SMART outcome indicators (qualitative) on the effectiveness of teaching and learning, considering effective teaching and learning approaches (well-balanced direct instruction and inquiry or competency-based approaches) and testing / examination (summative and formative); For the purpose of assessing efficiency and effectiveness, and impact, the logical framework is in need for SMART output (quantitative) and outcome (qualitative) indicators, on gender equality (access, retention, completion) and on the prevention of SRGBV, and on inclusion (no-one leaves behind, rights based approach).
- However, the institutional setting constrains the project potential, like insufficient data and information were major challenges at the time of project design, and still are to some extent (although quantity and quality of data from national statistics and annual school census has improved tremendously in the last couple of years), as well as poor governance and inefficient management of the education system. On enhancing social protection for vulnerable population groups (gender, special needs, disadvantaged people) it appears that a comprehensive baseline is not available.
- The pedagogical aspects, crucial for effective teaching and learning, as well as testing / examination procedures, are not yet made enough explicit in reporting by the two TA-teams. The same applies, among other issues, to enhancing gender equality / prevention of SRGBV, and inclusion of vulnerable groups.

3.4.2 Effectiveness

a. Are monitoring and self-evaluation well-organised (results oriented logical framework)?

- Ideally a results oriented monitoring and evaluation framework (M&E logframe) provides results oriented information against targets set under the strategy of the Action, to be explicitly used in the reports to facilitate informed policy dialogue between the different stakeholders (Government at all levels, EU, PROMAN, GIZ, other donors, CSOs, etc.) and evidence-based decision making. However:
 - There is no overall results oriented M&E logframe covering the respective SOs together, and there is no agreement yet on a harmonised coordination among MBSSE, MTHE and TSC, and between the Proman and GIZ-team (both working separated from each other, in different silos). This is also an unavoidable result of a rigid separation between TVET and mainstream education in the Sierra Leonean education eco-system, with the first being substantially neglected at institutional level for a more than a decade until 2018. Still need to integrate M&E with MTHE, MBSSE and TSC, and thus develop a sector wide framework, including the Proman and GIZ-team as well, also for better coordination among the key-stakeholders, and for more coherent reporting.
 - The respective logical frameworks of the Action (both by Proman / MBSSE and GIZ / MTHE) are to a large extent output oriented (quantitative), not providing for the necessary results-oriented information against targets set under the strategy of the Action. Therefore

effectiveness, efficiency and potential impact of the Action cannot be assessed to their real extent, and thus not yet be reported on in a coherent and comprehensive manner, for facilitating informed policy dialogue between the different stakeholders and for evidence-based decision making.

- For assessing those crucial aspects, and for better reporting (coherent and comprehensive), there is an urgent need for SMART output (quantitative) and foremost outcome indicators (qualitative) on the effectiveness of teaching and learning, considering effective teaching and learning approaches (well-balanced learner centred direct instruction and inquiry or competency-based approaches) and testing / examination (summative and formative).
- Since the actual indicators are not yet gender disaggregated (neither on special needs), the logical framework is also in need for SMART output (quantitative) and outcome (qualitative) indicators on gender equality (access, retention, completion), on the prevention of SRGBV, and on inclusion (no-one leaves behind, rights based approach).

b. Is the leadership / management within the Action competent: did they acquire the necessary knowledge and skills (how to act effectively), and attitudes (democratic, motivating, and transparent)?

- Given the long-term lifespan of the Service Contract for TA, the Proman team had over years changes in leadership and staff composition. Fortunately, they were able to appoint a competent coordinator, since September 2019, who acts *de facto* as their team leader in a highly satisfactory manner, and to appoint very competent new staff. Because of their remarkable efforts they are able to fulfil all activities planned at the start of the Action.
- Both the Proman and GIZ team are producing outputs of good quality, in full accordance with the expectations set at the start of the Action. Thus, showing that those teams are highly competent to fulfil the tasks assigned to them.
- However, it is observed that there is no synergy between the two teams (Proman and GIZ), and not enough flow of information back and forth, due to the absence of a coordinating body. They are not well-enough acquainted with each other's activities:
 - The HR-manual is developed for MBSSE and TSC only, not for MTHE. According to the TSC the MTHE will be involved
 - Establishment of integrated certification software (ICS) for TVET, by NCTVA in cooperation with the GIZ-team, but not for non-TVET teachers under MBSSE
 - TVET / GIZ are not aware of the development of body on Ethics and Standards
 - Teachers in TVET (7) TVET institutions are not aware of the teacher competencies framework and the system of portfolios
 - Development of TVET Integrated Certification Software (ICS), GIZ together with NCTVE (regulated by MTHE), not with MBSSE
 - Establishment of study on gender mainstreaming + action plan (draft), by Proman and MBSSE, but no involvement of MTHE / GIZ-team
 - On the development of EMIS no full involvement of MTHE yet, also lack of data by universities, TVET, non-formal education and ECD
 - In TVET accreditation process started with accreditation of masters' trainers, on basis of draft in-service TT TVET policy, but TSC / MBSSE are not involved in this writing
- Both the Proman and GIZ team developed pedagogical approaches of good quality, for enhancing the quality of teaching and learning, both focussing on competence based learner centred approaches (balanced direct instruction and inquiry based approaches), as well as approaches for formative testing, but they did it independent from each other, without mutual sharing of knowledge and experiences
- At the levels of the government (national and districts) it is observed that leadership and management are in many cases highly hierarchical, thus hampering smooth, timely, well-informed and effective decision making, and an effective and efficient flow of information back and forth, both horizontal and vertical. Many of the bottlenecks identified are related to this style of management, but also to the fact that a new ministry (MTHE) has been established recently and has not yet been fully staffed. This also applies to the TSC. This lack of efficiency and effectiveness is recognised by the new ministries (MBSSE and MTHE) and they are trying to eliminate the bottlenecks identified. Further see "efficiency".

c. Are trainings, supervisions and / or meetings for the stakeholders of the Action organised, on the contents, objectives and methodological approaches (awareness, capacity building)?

- Effective teaching and learning approaches, based on training needs analysis, are implemented by the Proman and GIZ teams, thus building capacity: competence based learner centred pedagogies, at levels of Basic Education, Senior Secondary and TVET, but the curricula (incl. examinations) are not yet improved accordingly. Teachers trained are aware of the added value of those approaches to the effectiveness of teaching and learning.
- Effort to emphasise formative testing by Proman and GIZ, next to summative testing, but not yet implemented at the national level for national examinations
- The TTC curriculum is old fashioned and is not competency based, and examinations are based on old ways of testing while the new trainings from the EU project are competency based. So, teachers will not teach effectively in a learner centered way, it will stay teacher centered
- Curriculum and examinations (assessments) are not yet adapted to CBA, and are thus undermining the effectiveness of CBA
- Therefore, a crucial issue of big concern is the following: the common practice of teacher centred approaches is less likely to create a safe and conducive learning environment than an emphatically learner centred approach, being of special importance for girls. As long as curriculums and examinations are not tuned to learner centred / competence based approaches (CBAs) this undesired practice will continue, and all efforts by Proman and GIZ, by MBSSE, TSC and MTHE, and by the TTCs, to train teachers on effective learner centred approaches / CBAs will be practically useless, since teachers still feel the need to adapt to the existing examination requirements
- Development of standards for Continuous Professional Development of Teachers (CPD), (established in November 2017), based on Pan-African standards:
 - This important document is key to enhancing education quality and teacher professionalism by the Teaching Service Commission (TSC), with the TSC to organise the audits on the basis of the CPD, since the main tasks of the TSC is teacher licensing and recruitment and CPD
 - For the moment the CPD is a package of 187 competencies, there is only a brochure that explains the competency and standard system (rationale for standards)

Ongoing but not yet fully implemented:

- TTC's to be involved in the CPD programme that is developed at central level
- Framework for CPD is currently in formulation in collaboration with TSC, MBSSE, MTHE and others
- Development of Distance Education for teachers:
 - Distance education for teachers is so far paper based but will be digitalised, with district level resource centres at TTCs, providing for good internet and WiFi-connections, with a focus on effective pedagogical approaches for teaching and learning. It will contribute to teachers' portfolio development but is still in procurement process.
 - A three years distance education course for unqualified teachers was developed by the EU TA (Proman) and unqualified teachers are enrolled. According to the people met the distance education system is not very effective yet, with supervisors / mentors not yet being able to fully support those unqualified teachers in schools, but what is a good development is that the project works with all institutes. And hopefully the digitalised distance education to be made available at resource centres at the level of districts will create a better opportunity (see above).
- Development of in-service trainings for teachers and school leaders by Teacher Training Colleges (TTCs). School Leaders have been trained in how to assist teachers in developing and managing teacher portfolio. When a teacher receives any training from the Government or an NGO the certificate can be inserted in the portfolio. The portfolio is a very good initiative and many teachers are doing this exercise to reach the deadline of 2023.
- Training of Teacher Service Committee (TSC) supervisors for school support, on basis of Development of school leadership by the Teacher Management Performance Plan (TMPP)
- Development of manuals and training of inspectors to support in-service trainings, EMIS, portfolio professional development of teachers ("Saturday classes" for teachers):

- TA has supported the development of a system of “Saturday Classes” aligned to specific competencies in the TSC national standards. The TSC has organized approximately 55 different one-day competency classes and has registered over 4 000 teachers to participate in this initial offering.
- Teachers to show their competences before December 2023, by building portfolio’s. They can improve their competences by in-service “Saturday classes”
- School Leaders have been trained in how to assist teachers in developing and managing teacher portfolio. When a teacher receives any training from the Government or an NGO the certificate can be inserted in the portfolio. The portfolio is a very good initiatives and many teachers are doing this exercise to reach the deadline of 2023.
- In some Districts the selection of teachers for the Saturday competency classes is done according to the PIN code of the teachers, the TSC has records of the pin codes. Unqualified teachers don’t have a pin code so cannot participate in the Saturday competency classes.

d. Are stakeholders of the Action motivated to cooperate (ownership)?

- The teaching workforce faces serious challenges: a large part of Sierra Leone’s teachers is needs in-service trainings for improving their competences, for improved remunerations, and for more support by way of continuous professional development. Hopefully this Action will contribute to an improved motivation, if implemented well and mainstreamed further.
- Remote schools (that have the most untrained teachers) leaders don’t motivate teachers to develop portfolios.
- The standards and competencies bulk for teachers are appreciated but the way of implementation is not satisfactory for the TTC, there is no ownership of these standards. A baseline should be organised among stakeholders at all levels where the challenges to implement in the classroom are and where ownership can be improved (also see “f” below).

e. Do language(s) of instruction take the background of the learners and teachers into consideration?

- Any strategies for enhancing mother tongue instruction were not identified. This is not a government priority.

f. Do the teaching methods implemented fit to the possibilities and limitations of the learners and the teachers?

- Yes, in the sense that the approaches developed by the Proman and GIZ teams are well developed in full accordance with modern pedagogical scientific insights and experiences, also on the basis of a baseline survey (by GIZ), and are highly appreciated as being more motivating for the teachers themselves and the learners, and more effective as well. However, this baseline did not indicate well enough the need for tuning curricula and assessments (tests and examinations) towards those modern pedagogical insights
- But also no, because as long as curriculums (and textbooks, syllabuses) and tests / examinations are not tuned to learner centred / competence based approaches (CBAs) the undesired practice of ineffective teacher centred rote learning will continue, and all efforts by Proman and GIZ, by MBSSE, TSC and MTHE, and by the TTCs, to train teachers on effective learner centred approaches / CBAs will be practically useless, since teachers still feel the need to adapt to the existing examination requirements
- The Professional standards for teachers’ programme was a very welcome idea, very key, with this training effective learning and teaching will improve when doing exactly what has been trained
- No effective PPPs established, but some informal contacts between TVET-institutions with private sector are established. Effectiveness is unclear.

g. Could the teaching approach be characterised as interactive, learner centred, and / or participatory, with well-balanced direct instruction and inquiry or competency-based approaches, and summative and formative assessments?

- Yes, the well-developed approaches by the Proman and GIZ teams in full accordance with modern pedagogical scientific insights and experiences. Also see annex * (elaborating on effective pedagogical approaches and on assessments / testing).

h. Have access, retention and completion rates improved (disaggregated by gender, special needs)?

- Establishment of study on gender mainstreaming + action plan (draft), by Proman and MBSSE, (but no involvement of MTHE / GIZ-team): not yet implemented by the respective ministries and TSC
- Girls enrolment and retention in higher grades are increasing significantly (see ASC report, 2019), but they are still coping with early marriage, pregnancy and a constant feeling of vulnerability / unsafety
- Issues of inequalities cut across gender, physical status, socio-economic status, geographical locations, rural/urban and ability, also with regards to vulnerable people in general (like people with special needs). On access, retention and completion with regards to learners with special needs no significant improvements could be reported yet (ASC report, 2019).
- The pedagogical aspects, crucial for effective teaching and learning, as well as testing / examination procedures, are not yet made enough explicit in reporting by the two TA-teams. The same applies, among other issues, to enhancing gender equality / prevention of SRGBV, and inclusion of vulnerable groups.

Further see “Gender equality and prevention of SRGBV”, below.

3.4.3 Efficiency

a. Are sufficient physical and financial resources made available?

- Solar panels contract was awarded but no information is available on implementation
- School furniture equipment and motor vehicles, contract awarded and on track but no information on what is delivered;
- Work rehabilitation JSS and Solar Panels, the implementation received a red flag Programme Evaluation required.
- Rehabilitation JSS, Labs and teacher quarters, the implementation received a red flag: Programme Evaluation required.
- Supply of school laboratory equipment and furniture, the implementation received a red flag: Programme Evaluation required.
- For the TA sufficient physical and financial resources are made available but the implementation status is not clear. The last TA progress report has a financial report but does not mention the expenses against each activity, so it is difficult to measure the efficiency in terms of Value for Money.
- For the TVET component sufficient physical and financial resources are made available but the implementation status is not clear.
- The concept of the TVET MT training in the field of occupational practice consists of three main activities. During the first activity, the human capacity and the infrastructure of the partner institutions were assessed. In addition, the curricula and training materials of the training have been developed. The second main activity consists of the procurement of tools and workshop equipment in order to conduct the practice-oriented training. A procurement list has been prepared and the procurement procedure has been started. As soon as the procurement arrives in Sierra Leone the third activity – the training of the MT – will be conducted.

b. Is the institutional capacity well-considered?

- The institutional capacity is well-considered at project level, competent leadership & management is available for example at TSC level or schools but communication within the District and with the national level is inefficient. The TSC has a small budget that cannot cover all the planned activities, payments by the central Government are delayed and sometimes not done. The institutional capacity at the central level and the district levels is low.

- The project achievements came with delays, often requiring additional inputs. Clearly, this is a structural issue in Sierra Leone, largely attributable to lack of capacities (staff and equipment/materials) in the Partner institutions versus high expectations from the general public and the top management in the Ministries for rapid changes, notably following the declaration of Free Quality School Education (5/2018), triggering a significant expansion of the sector. The situation is compounded by a structural dilemma that a Project of this nature requires sufficient key staff in targeted areas to be available for further training but with amounting daily pressure, management is often struggling in bridging the expectations. This is for instance relevant for the EMIS component and specifically the need to manage an annual basic education sector census under the MBSSE, while important training and study visits are planned under the EU funded support programme.

c. Competent leadership & management is in place?

- Working within the Ministries for Education requires access to decision-makers. However, it is often the case that these individuals are unavailable. Scheduled meetings are frequently delayed for up to an hour, many are cancelled at the last moment because decision-makers have been called off for other tasks. Although the TSC, the MBSSE, and the MTHE have added senior and junior staff as well as new district staff (TSC), it needs to be pointed out that there are many development partners currently supporting the Government of Sierra Leone and often these activities are accorded priority above this programme. The inability to access key decision-makers has caused delays of weeks or more. The evaluation team has tried to address this challenge first by building in significant lead time. The TSC management decided to significantly curtail the in-service training of serving teachers by two thirds (from the initially 8,000 targeted teachers) with a considerable impact on the PE where around EUR 800.000, which were therefore reallocated as per indications by the TSC and others
- The system-strengthening approach does not map onto the Government's strategic vision for the education sector, some of the planning process seems to be influenced by donor-driven priorities by donors focussing on specific niches. Lacking a strategic vision or a conceptual framework for what it wants to accomplish in the long-term, the government counterparts simply look at the initiatives proposed as simply a list of random activities
- Fast-changing strategic vision and conceptual framework for the education sector in the long-term, as an effect of the political changes in 2018, the 'new direction' and the Free Quality School Education flagship programme, Cabinet reshuffle in 2019 and surge of innovation by the current leadership. Limited Government buy-in of results produced under from Development Partners projects in recent years and ineffective mainstream of those outputs at policy level is a main limitation to the real usefulness of accomplishments that however exists and are measurable. It limits the Government's ability to capitalize on these accomplishments or to harness them to further their education improvement strategy. Institutional Counterparts in the Government have had some difficulties organising their capacity and organizational strategies for years, and only very recently the trend seems on a shifted paradigm. However, this has been causing inefficiencies and delay in the EU programme and in other development partners projects
- The Imprest Team and the PCCU face sometimes difficulties to anticipate and act timely on plans for implementation, also partly due to a need for increased awareness on EU policies and procedures for replenishing funds
- Sometimes counterparts face lack organizational strategies, what is causing inefficiencies and delay. Extensive meetings that fail to produce action, poor communication (both internal and external), and an apparent inability to delegate responsibilities are some of the typical issues that have led to inefficient implementation and monitoring
- DTSC's depend on directives coming from the national level. Requests send from the District to the national level sometimes get lost in the communication chain back and forth. The 'Diagnostic study of the TVET sector in Sierra Leone' was carried out to provide adequate data on TVET as the basis for supporting the development of a legal and institutional framework for TVET and to provide information required for driving forward multi-sector coordination in TVET. The mandate for certification of TVET graduates at tertiary level is held by the NCTVA. Certain challenges led to the fact that the NCTVA has not entirely fulfilled its certification mandate since its establishment in 2002. The fact of the matter is that TVET graduates at tertiary level do not receive a leaving certificate after their graduation.

d. Recruitment of staff / teachers, with their contracts organised?

- Recruitment of staff and teachers with their contracts is not yet properly organised and the gap between recruitment of teachers in urban and rural schools is still large.
- The TSC District Offices are understaffed (two officers to cover teacher issues in about 900 school in for example in Kenema)
- Schools are understaffed especially in remote schools where the bulk of teachers are. The recruitment system is not working, and teachers are not appointed where they are needed.

e. Relevant training of staff / teachers is taking place?

- The TA introduced an innovation to the professional development of teachers by introducing the concept of mentors. These mentors are attached to the schools, and their role is critical in the important transition from the pre- service training to practice teaching at the school (often labelled as the reality shock). A valuable pool of mentors (app. 400) was created with the assistance of the Project, and this will improve the induction of the novice teachers to the seconded schools.
- Training of staff and teachers is taking place but is still ad hoc, no in-service strategy exists as well as a Continuous Professional Development (CPD) framework for teachers and trainers does not exist.
- In-service trainings for teachers and school principals by TTCs. Focus on subjects like math, literacy, science, etc. Manuals are under development.
- Contributes to portfolio development
- The actual system of portfolios is not creating a system of school based in-service. Many trainings are ad hoc and not coordinated.
- Training of TSC school supervisors, for enhancing quality of teaching, enhancing ethics, support to portfolio development, support to school leadership, support to recruitment, support to EMIS-activities, but understaffed as well.
- Development of school leadership by the Teacher Management Performance Plan (TMPP) for the TSC, developed with support by EU, World Bank and DfID
- To conclude training is taking place at different levels but for example the Saturday competency classes will train 8000 teachers, but each teacher went maybe once to that class. Such a short or one-day training is not enough to get quality in the classroom. These trainings also don't fit in a teacher and trainer training National, District or School strategy.
- Teachers in TVET institutions are not aware of the teacher competencies framework and the system of portfolios
- Many (unqualified) teachers had not the basic standards of teaching and learning some of them cannot read or write so it was difficult to train teachers on portfolio management!!
- The TTC trained school leaders to train teachers, but the resources were not there to do this cascade. As a result, many teachers still stick to highly inefficient rote learning practices.
- The cascade model of TT stops at the schools and the idea of school-based in-service is not integrated, certainly not in remote schools.
- Teachers that are trained in the programme are not monitored or followed up after the training. The school heads have also not the time and capacity to do this follow up.
- Remote schools (that have the most untrained teachers) leaders don't motivate teachers to develop portfolios.
- New competence-based, high quality skills TVET certification programme for at least three occupational areas to attract young people is created and implemented.

Master Trainer Training in the field of principles of teaching: The TVET MT training in the field of principles of teaching has been carried out within a 20-week training activity. Six master trainers from the two partner institutions (see table above) have been trained during this training period by a consultant.

f. Is there a fair balance between overhead costs and project output: numbers of benefiting learners, teachers and schools, jobs (to be) created, (types of)

- Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs. If efficient, the programme uses the least costly resources possible in order to achieve the desired results. The Value for Money (VfM) will be reached once the implementation is on track, both projects should make sure to elaborate in each progress report till the end of the project, the expenses against the sub-activities. Nevertheless, and considering the stages of implementation (also see “Early signs of impact”, par. 3.4.4 below), and the good quality of outputs produced so far by the two TA-teams, it seems that the costs associated with the Action are proportionate to the benefits it is generating.

g. Are anti-corruption policies / accountability mechanisms in place?

- Anti-corruption policies / accountability mechanisms are not in place, within the TA Proman-project
- NCTVA with assistance of Support to TVET in Sierra Leone and in close collaboration with its partners will address these issues by establishing a robust registration and certification system. To ensure participation of all relevant stakeholders, a Certification Expert Panel (CEP) has been formed in 2017. It consists of eighteen representatives from sixteen different public, private and training institutions covering all four administrative regions of Sierra Leone – among others the MTHE, NCTVA, six TVIs, the West African Examination Council (WAEC), the Anti-Corruption Commission (ACC), Sierra Rutile Ltd. (SRL), the Tertiary Education Commission (TEC), the Sierra Leone Chamber of Commerce, Industry and Agriculture (SLCCIA), etc.

h. Has duplication been avoided?

- It is difficult to assess if duplication has been avoided in the TA Proman-project as some partners intervene directly in schools, others work directly with Districts or the national level. The Ministry of Education is not coordinating all these interventions. Lacking coordination capacities in the Ministry, also due to changes in the political leadership, coordination happens mainly informally among main donors/development partners and between them bilaterally or jointly with the institutional counterparts. Steering Committees and Technica management meeting of the EU programme have been happening, but only when strongly solicited by the EU Delegation or by the NAO. Line counterparts have been traditionally passive on this.
- There is a regular exchange with other GIZ interventions related to TVET in Sierra Leone like the ‘Employment Promotion Programme’ (EPP), ‘From Mines to Minds 2’ (M2M2), ‘Energizing Development’ (EnDev) and ‘Supporting agricultural technical vocational education and training in Africa’ (ATVET) through ‘New Partnership for Africa’s Development’ (NEPAD)/ ‘Comprehensive Africa Agriculture Development Programme’ (CAADP). The Support to TVET in Sierra Leone as well as the M2M2 projects are part of the BMZ funded and GIZ implemented ‘PPP Fund for Mano River Union Countries’.

3.4.4 Early Signs of Impact

a. Is it likely that the objectives of the Action will be achieved? In particular with regard to improving capacities of concerned national beneficiaries and to improving access, retention and completion rights of end beneficiaries (disaggregated by gender)?

The EU-funded Action is established in Sierra Leone for children to have equitable access to high quality learning, in line with national education policies and targets.

Specific objectives of the Action are:

1. To strengthen the management of education system, in order to improve equity and quality.

This specific objective to be achieved by the following activities:

- a. Trainings on school leadership, management, mentoring and supervision:
- b. Development of HR-manual for improved HR management at all levels
- c. Development and implementation of sound and effective M&E logframes for monitoring the Action, and for coherent and comprehensive reporting
- d. Development and implementation of EMIS

2. To improve primary school teaching and learning.

This specific objective to be achieved by the following activities:

- a. Development of trainings and materials for improved teaching and learning approaches in class
- b. The curriculums and tests and exams being tuned towards those improved teaching and learning practices
- c. Trainings for portfolio development for upgrading of teachers (also by supervisors and mentors), including unqualified teachers, by Saturday classes (and other means) and online distance education
- d. Availability of teaching aids.

3. To improve management and delivery of technical and vocational education.

This specific objective to be achieved by the following activities:

- a. Trainings on school leadership, management, mentoring and supervision
- b. Development of trainings and materials for improved teaching and learning approaches in class
- c. The curriculums and tests and exams being tuned towards those improved teaching and learning practices
- d. Trainings for portfolio development for upgrading of teachers (also by supervisors and mentors), including unqualified teachers, by Saturday classes (and other means) and online distance education
- e. PPPs with the private sector for enhancing the relevance of TVET-trainings, thus enhancing employability of graduates
- f. Availability of teaching aids, including tools and equipment

4. To improve equitable access to secondary education.

This specific objective to be achieved by the following activities:

- a. Measures to enhance inclusion, notably on gender equality (in terms of access, retention and completion), also for avoiding SRGBV, and on care for learners with special needs
- b. Availability of WASH facilities.

Status of the activities (by March 16, 2020):

- Activities 1a and 2a, and 3a and 3b will be completed to a limited extent at the levels of the two TA teams separately (they developed sound materials and training guidelines of good quality), but neither fully implemented at the national level, nor in the respective Districts, within the life span of the Action
- Activity 1b will be completed at MBSSE level (effective HR manual is ready), with MTHE to be involved
- Activity 1c is very necessary for better coordination and reporting, but will demand extra efforts by the TA-teams and the relevant ministries, and will most probably not be completed in the actual life span of the Action
- Activity 1d has just started its implementation, with TVET still to join
- Activities 2b and 3c are not foreseen in the Action but very necessary for its effectiveness and impact
- Activities 2c and 3d will start later in 2020 and will take more time than the life span of the Action
- Activities 2d and 3f will most probably be completed
- Activity 3e is not yet undertaken and will take a considerable amount of time and efforts
- Activity 4a is not yet fully developed and will need further elaborations, esp. on the prevention of SRGBV. Then its implementation will also take a considerable amount of time and efforts
- Activity 4b is in process of implementation and will take more time.
- In the primary schools visited no significant impact could be observed by the evaluators yet, on the quality of teaching and learning (still based on ineffective teacher centred rote learning). Most probably due to the fact that school supervision and mentoring have not yet developed to their full potential (also: lack of sufficient supervisors and mentors). It is expected that 8000 teachers will attend those classes, but the rather limited number of classes made available per teacher will not create significant impact

- Consider that adequate staffing at government levels (both National and in Districts) is indispensable for an effective implementation of the Action and for its sustainability. If not enough staff is made available (like for instance on supervision and mentoring in schools) within the time span of the Action, it will be likely that the Action cannot develop itself to its full potential, notwithstanding the good quality of work by TA-teams and governmental staff available. More intensive donor coordination and an extended life span of the Action (or other ways for its continuation under other programmes from the EU or other DPs) for filling gaps could be considered to mitigate for staff shortages
- The careful implementation of educational projects takes a considerable amount of time, in general three to five years at least, most probably even longer if the education sector is not well-prepared in terms of capacity for effectively absorbing innovations (also see the EVC, Annex 2). Especially the Proman TA-team suffered from unforeseen delays, mostly due to staff turnover, but also the GIZ-component is in need for more time (for instance: no PPPs developed yet).

b. Are mitigating measures on bottlenecks / obstacles well-considered (which measures?).

- Different line ministries (with TVET completely separated until recently), and therefore the absence of a holistic baseline survey and a comprehensive logical framework including all SOs, and the absence of a coordinating entity, are most probably due a limited synergy between the TA-teams. It should also be considered that leadership issues and staff turnover (esp. in the Proman-team) make it very understandable that the other TA-staff in both teams focussed foremost on the very challenging tasks assigned to them respectively. All in one: the actual conditions and circumstances resulted into delays and less synergy than would have been desirable, making it very difficult, if not impossible, to undertake effective mitigating measures.

3.4.5 Sustainability

a. To what extent has the Action succeeded to introducing sustainable actions which could continue after the elapse of their implementation period (exit strategy)?

- The following actions are likely to continue after EU-funding has been withdrawn:
 1. Trainings for portfolio development for upgrading of teachers, incl. in-service classes, and more specific on (online) distance education (if other funding will be guaranteed)
 2. Use of tools and machinery for TVET, as well as enhanced teaching methods for theoretical and practical training
 3. Use of the HR-manual in MBSSE and TSC (not in MTHE)
 4. Use of improved learning environments in schools and safe and hygienic WASH facilities, if / when implemented in the target JSSs in rural areas
 5. EMIS, but without governmental funding concerns about its maintenance and upgrading
 6. Use of Standards for Professional Development of Teachers and School Leaders (probably within a comprehensive strategic framework for CPD).

3.4.6 EU added value

a. Does the EU contribution to the Action bring significant additional benefits?

- Through the TA, PE and DA programmes the EU has added value in the education system in Sierra Leone, effecting positive changes that are greater than what could reasonably have been expected from national actions by the Member States.
- The Financing Agreement is aligned with the strategic objectives of the Sierra Leonean Education Sector Plan (ESP) 2014-2018 that was in place at the time of the project-design, and – although elaborated earlier – it remains perfectly coherent with the successor ESP 2018-20 (which was endorsed in 2017 with support from the Global Partnership for Education - GPE as an updated extension of the previous one after the substantial disruptions by the Ebola crises).
- Also, the EU project is coherent with the objectives of the Free Quality School Education (FQSE), flagship programme of the Sierra Leonean Government elected in 2018, and the National Development Plan 2019-23 'Education for Development'.

b. What would be the most likely consequences of terminating the Action by the EU?

Also see above: 3.4.4 a: if the EU would terminate its support to the Action after the actual life time (in 2021) the following activities will be at risk:

1. Ongoing improvement of teaching and learning approaches in class
2. Trainings on school leadership, management, mentoring and supervision
3. The curriculums and tests and exams to be tuned towards those improved teaching and learning practices
4. Trainings for portfolio development for upgrading of teachers, including unqualified teachers, by Saturday classes and (online) distance education
5. PPPs with the private sector for enhancing the relevance of TVET-trainings
6. Measures to enhance inclusion, notably on gender equality (in terms of access, retention and completion), also for avoiding SRGBV, and on care for learners with special needs
7. Full implementation of EMIS
8. Development and implementation of coordinated, sound and effective M&E logframe(s) for monitoring the Action, and for coherent and comprehensive reporting
9. Availability of teaching aids, including tools, equipment and machinery (esp. in TVET)
10. HR manual available: improved HR management at all levels
11. Availability of WASH facilities

It is likely that 1, 2, 4, and probably 9 will be achieved at the levels of the two TA teams separately, but neither fully implemented at the national level, nor in the respective Districts, within this life span of the Action. No. 7 and 10 at the level of the Proman team only (with MBSSE and TSC), but these are just at about to start. No. 3, 5, 6, 8 and 11 will not be achieved within this life span of the Action. Also see par. 3.4.4: "Early signs of impact".

3.4.7 Gender equality and prevention of SRGBV

a. Are inclusion and equality (ethnic, gender, special needs) guaranteed (Leave no-one behind, Rights based approach), also avoiding SRGBV?

- Establishment of a study on gender mainstreaming + action plan (draft), by MBSSE has been carried out, but so far without a follow up
- The TOR guiding the study establishes the need to develop a costed National Gender Mainstreaming Action Plan in close cooperation with National partners. This Action plan is now due for implementation through the National Partner, financed from the budget of the EU funded Programme Estimate. According to the amendments of the Financing Agreement, the time for implementation is limited to 29 December 2020. The plan should be implemented by the gender UNIT of the Ministry of Education, but the UNIT has only one officer. Due to lack of interest of the Ministry and the lack of funds it will be very difficult to implement the macro, meso and micro level activities
- There has been a lack of commitment to fund many of the policies, initiatives and interventions that government has designed. Presently, gender equality is assigned the least priority. Practically this is evidenced by the lack of funding and capacity building commitment when it comes to capabilities of the institutions charged with ensuring a gender lens in all policies, plans and programmes
- The issue of School Related Gender Based Violence is not yet addressed. Students experiencing gender-based violence have been found to have lower academic achievement, with both girls and boys who have been victimised being less likely to do well in school. Many adolescent girls are forced to withdraw from school due to child marriage and school-related violence, with sexual harassment and violence significantly contributing to their drop out and lower re-enrolment rates at the secondary level (Fergus, Laura, and Rood, Rogier van 't: SIDA, 2013)².

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https://www.researchgate.net/publication/269571845_UNLOCKING_THE_POTENTIAL_FOR_CHANGE_EDUCATION_AND_PREVENTION_OF_GENDER_BASED_VIOLENCE

b. Are safe and accessible WASH facilities in place?

- Works contracts signed in February 2020 for rehabilitation of 100 JSSs in rural areas of 4 districts, including improved WASH facilities. Works due to start in March 2020
- Improve equitable access to secondary education is very slow and from field visits we learned that budgets are not available, arrive late or do not to do simple WASH reparations.

For more extensive elaborations on gender: see Annex 9.

3.4.8 Coherence

a. Is the Action in alignment with relevant policies of the 11th EDF and of the Government?

- Yes, the Action is in alignment with the 11th EDF, and with the relevant policies of the Government of Sierra Leone. The TA-teams work in close cooperation with government officials at the national level. Also see “Relevance c”.
- However, an important aspect neglected so far are curriculums (incl. syllabi and most textbooks), and (national) examinations: those are not aligned with the initiatives on improving teaching approaches. Also see “Effectiveness c and f”, and Annex 8.
- And the Action is in fact not in alignment with itself: the respective four SOs are not implemented in a coherent manner, due to a lack of overall coordination and M&E structure, and the absence of a more holistic baseline survey including all SOs together, also considering all aspects for improving the education sector.

b. Is the Action in alignment with SDGs 4, 5 and 8?

- SDG 4 - *Quality Education*: yes. Both TA teams (Proman and GIZ) developed well-elaborated and sound initiatives for improving teaching and learning, in cooperation with the government
- SDG 5 - *Gender Equality*: Partially, but there is room for improvement. At the moment initiatives are still under development, and neither addressing SRGBV, nor inclusion of vulnerable groups / learners with special needs (“No-one leaves behind”, “Rights based approach”)
- SDG 8 - *Decent work and economic growth*: yes, to a certain extent by the TVET-related initiatives, but functional linkages to the “world of work” / private sector have not been established, nor have PPPs been developed.

c. Does the Action take environment and climate related issues into account?

- Not applicable. But for future action in the education sector some kind of support to environmental education could be advisable to match RIO markers.

4 ANALYSIS

4.1 Theory of Change

Conditions: missing middle	Status
<p>1. Baseline study on enhancing social protection and education quality (context of learners, schools and teachers)</p> <p>2. Development of SMART and gender-disaggregated indicators on output and outcome for results oriented logical framework</p> <p>3. Implementation of anti-corruption policies / accountability mechanisms</p> <p>4. Maintenance and use of physical infrastructure, transport facilities, equipment, and teaching materials and aids.</p>	<p>Situation Analysis of teachers and teaching profession, by the World Bank. Study on social protection could not be identified (UNICEF). No holistic baseline on all four SOs together, considering all relevant aspects for improving the quality of education (also see Annex 8).</p> <p>Indicators are neither disaggregated for gender, nor for special needs (inclusion), and outcome indicators are not yet developed.</p> <p>Development of body on Ethics and Standards, no further mechanisms identified.</p> <p>Budgets for maintenance, insurances, and vehicle logbooks are available.</p>
<p>Applying to SOs 2, 3 and 4:</p> <p>1. Implementation of effective teaching and learning approaches, based on training needs analysis: well-balanced direct instruction and inquiry or competency-based approaches</p> <p>2. Implementation of effective approaches for testing / examination: both summative and formative</p> <p>3. Implementation of strategies and approaches for enhancing gender equality, prevention of SRGBV, and for enhancing inclusion.</p>	<p>Effective teaching and learning approaches, based on training needs analysis, are implemented: competence-based learner centred pedagogies, at levels of Basic Education, Senior Secondary and TVET, but the curricula (incl. examinations) are not yet improved accordingly.</p> <p>Effort to emphasise formative testing, next to summative testing, but not implemented at the national level for national examinations</p> <p>Establishment of study on gender mainstreaming + action plan (draft), by MBSSE (not with MTHE), but neither on prevention of SRGBV, nor on enhancing inclusion for the most vulnerable. Not yet implemented.</p>

4.2 Conclusions

On Relevance

1. The preliminary outputs and outcomes of the project are addressing the objectives of the Action, the project is also relevant to the needs of the end-beneficiaries.
2. The Action is aligned with and contributing to national policies and plans for the education sector, with a fruitful synergy between both.
3. The Action is aligned with EU-policies and with the Financing Agreement.
4. The context of the learners, teachers and schools and labour market is not well-enough elaborated for implementing the Action and ensuring the sustainability of its results over time.
5. The project has a high relevance for the Government of Sierra Leone and in particular the main beneficiaries: the MBSSE, the MTHE and the TSC.

6. The MBSSE and the TSC profits through the project of the development of a stronger and more transparent personnel management and Human Resources. But the capacity of the MBSSE especially at national level is still lacking and it is not clear where the priorities are.
7. The project is also relevant for schools, teachers and trainers through the development of an expanded, more results-focused distance education programme, the implementation of regular in-service teacher training.
8. The outputs and outcomes of the Action are acknowledged by the partner institutions but are not mainstreamed in policy making and strategic elaboration.
9. The intervention logic provides a comprehensive remit to assist both the institutional beneficiaries – comprising policy inputs, capacity building, awareness-raising and material support. There is an explicit and intended "holistic" approach in the intervention logic of the Action. Its structure is well-elaborated and explicitly targeting many of the relevant issues.
10. The logical framework is to a large extent output oriented (quantitative) and Indicators are not yet gender disaggregated. For the purpose of assessing efficiency and effectiveness, and impact, the logical framework is in need for SMART outcome indicators (qualitative) on the effectiveness of teaching and learning, considering effective teaching and learning approaches (well-balanced direct instruction and inquiry or competency-based approaches) and testing / examination (summative and formative); For the purpose of assessing efficiency and effectiveness, and impact, the logical framework is in need for SMART output (quantitative) and outcome (qualitative) indicators, on gender equality (access, retention, completion) and on the prevention of SRGBV, and on inclusion (no-one leaves behind, rights based approach).
11. The institutional setting constrains the project potential, like insufficient data and information were major challenges at the time of project design, and still are to some extent (although quantity and quality of data from national statistics and annual school census has improved tremendously in the last couple of years), as well as poor governance and inefficient management of the education system. On enhancing social protection for vulnerable population groups (gender, special needs, disadvantaged people) it appears that a comprehensive baseline is not available.
12. The pedagogical aspects, crucial for effective teaching and learning, as well as testing / examination procedures, are not yet made enough explicit in reporting by the two TA-teams. The same applies, among other issues, to enhancing gender equality / prevention of SRGBV, and inclusion of vulnerable groups.

On Effectiveness

1. There is no agreement yet on a harmonised coordination among MBSSE, MTHE and TSC, and between the Proman and GIZ-team (both working separated from each other, in different silos).
2. The logical frameworks of the Action (both by the Proman and the GIZ-team) are to a large extent output oriented (quantitative), not providing for the necessary results-oriented information against targets set under the strategy of the Action. Therefore effectiveness, efficiency and potential impact of the Action cannot be assessed to their real extent, and thus not yet be reported on in a coherent and comprehensive manner, for facilitating informed policy dialogue between the different stakeholders and for evidence-based decision making.
3. The actual indicators are not yet gender disaggregated (neither on special needs).
4. Both the Proman and GIZ team are producing outputs of good quality, in full accordance with the expectations set at the start of the Action. Thus, showing that those teams are highly competent to fulfil the tasks assigned to them.
5. However, it is observed that there is limited synergy between the two teams (Proman and GIZ), with a limited flow of information back and forth. All this despite regular meetings and briefings (as well by the EUD). Different line ministries (with TVET completely separated until recently), and therefore the absence of a holistic baseline survey and a comprehensive logical framework including all SOs, and the absence of a coordinating entity, is most probably due to this limited synergy between the TA-teams. It should also be considered that leadership issues and staff turnover (esp. in the Proman-team) make it very understandable that the other TA-staff in both teams focussed foremost on the very challenging tasks assigned to them respectively. All in one: the actual conditions and circumstances resulted into less synergy than would have been desirable.
6. SO1 and SO2 at one side, and SO3 at the other, have no interlinkages. SO4 is not yet fully developed (also see Effectiveness 5, above).
7. At the levels of the government (national and districts) it is observed that leadership and management are in many cases highly hierarchical, thus hampering smooth, timely, well-informed

and effective decision making, and an effective and efficient flow of information back and forth, both horizontal and vertical.

8. The common practice of teacher centred approaches is less likely to create a safe and conducive learning environment than an emphatically learner centred approach, being of special importance for girls and vulnerable learners. As long as curriculums and examinations are not tuned to learner centred / competence based approaches (CBAs) this undesired practice will continue, and all efforts by Proman and GIZ, by MBSSE, TSC and MTHE, and by the TTCs, to train teachers on effective learner centred approaches / CBAs will be practically useless, since teachers still feel the need to adapt to the existing examination requirements. Also see Annex 8: "Education is a coconut".
9. Enhancing mother tongue teaching is not a priority of the government.
10. In TVET no effective PPPs have been established yet.
11. Girls enrolment and retention in higher grades are increasing significantly (see ASC report, 2019), but they are still coping with early marriage, pregnancy and a constant feeling of vulnerability / unsafety.
12. On access, retention and completion with regards to learners with special needs no significant improvements could be reported yet (ASC report, 2019).
13. The pedagogical aspects, crucial for effective teaching and learning, as well as testing / examination procedures, are not yet made enough explicit in reporting by the two TA-teams. The same applies, among other issues, to enhancing gender equality / prevention of SRGBV, and inclusion of vulnerable groups.

On Efficiency

1. For the TA and TVET component sufficient physical and financial resources are made available but the implementation status is not clear.
2. The last TA and TVET progress report has a financial report but does not mention the expenses against each activity so it is difficult to measure the efficiency (Value for Money).
3. For the TVET component sufficient physical and financial resources are made available but the implementation status is not clear.
4. The institutional capacity is well-considered at project level, competent leadership & management is available, for example at TSC level, but communication within the District and with the national level is inefficient. Respective roles and responsibilities of TSC and MTHE with regards to TVET are not yet well-enough elaborated.
5. The institutional capacity at the central level is low.
6. The project achievements came with delays, often requiring additional inputs what makes the project less efficient.
7. Although the TSC, the MBSSE, and the MTHE have added senior and junior staff as well as new district staff (TSC), it needs to be pointed out that there are many development partners currently supporting the Government of Sierra Leone and often these activities are accorded priority above this programme.
8. The system-strengthening approach does not map onto the Government's strategic vision for the education sector, much of the planning process appears to be influenced by donor-driven priorities
9. Lacking a strategic vision or a conceptual framework for what it wants to accomplish in the long-term, the government counterparts simply look at the initiatives proposed as simply a list of random activities
10. There has a significant delay in implementation of activities, a number of activities were delayed because it appeared to be difficult for the PCCU to timely anticipate and act on plans for implementation.
11. PCCU managers are not fully aware of EU policies and procedures for replenishing funds.
12. Need for improved communication (both internal and external) within the MBSSE.
13. DTSC's have no space to take initiatives on improving their support to schools as all directives are coming from the national level
14. Recruitment of staff and teachers with their contracts is not yet properly organised and the gap between recruitment of teachers in urban and rural schools is still big.
15. TSC's are understaffed
16. Schools are understaffed especially in remote schools where the bulk of teachers are. The recruitment system is not working well-enough, and teachers are not always appointed where they are needed.
17. Training of staff and teachers is taking place but is still at hoc: no in-service strategy exists, and a Continuous Professional Development (CDP) framework for teachers and trainers does not exist.

18. The actual system of portfolios is not creating a system of school-based in-service. Many trainings are ad hoc and not coordinated.
19. Teachers in TVET institutions are not aware of the teacher competencies framework and the system of portfolios
20. Many (unqualified) teachers had not the basic standards of teaching and learning some of them cannot read or write so it was difficult to train teachers on portfolio management
21. Teachers that are trained in the programme are not monitored or followed up after the training. The school heads have also not the time and capacity to do this follow up.
22. Remote schools (that have the most untrained teachers) leaders don't motivate teachers to develop portfolios because the lack of capacity.
23. Anti-corruption policies / accountability mechanisms are not in place., within the TA project
24. It is difficult to assess if duplication has been avoided in the TA project as some partners intervene directly in schools, others work directly with Districts or the national level. The Ministry of Education is not coordinating all these interventions

On Early Signs of Impact

1. Both the Proman and GIZ teams developed and implemented sound trainings of good quality for improving the quality of teaching and learning, which are highly appreciated by the teachers being trained
2. Initiatives and trainings for enhancing school leadership, management, mentoring and supervision are implemented by the teams, and are also highly appreciated by the trainees. But the capacity with regards to school supervisors and mentors is far too low to serve all schools involved, thus the impact so far is very limited
3. In the primary schools visited no significant impact could be observed by the evaluators yet, on the quality of teaching and learning (still based on ineffective teacher centred rote learning). Most probably due to the fact that school supervision and mentoring have not yet developed to their full potential (also: lack of sufficient supervisors and mentors). Also: the rather limited number of in-service teacher training classes made available per teacher, for upgrading their competences (one or two classes only), will not create significant impact
4. Neither the curriculums nor the tests and exams are tuned towards the improved teaching and learning practices. This fact will jeopardise all efforts on improving the quality of teaching and learning and thus reduce the impact on the quality of teaching and learning to almost zero
5. Trainings for portfolio development for upgrading of teachers, including unqualified teachers, incl. Saturday classes have started, and will start soon on (online) distance education. Serious impact might be expected, if the facilities will be in place and if enough classes and support will be made available to the teachers
6. PPPs with the private sector for enhancing the relevance of TVET-trainings have not yet been established. No impact.
7. Measures to enhance inclusion, notably on gender equality (in terms of access, retention and completion), also for avoiding SRGBV, and on care for learners with special needs, have not been observed. The study on gender mainstreaming is not yet approved: no impact so far.
8. Tools, equipment and machinery for TVET have been delivered, are of good quality and are highly appreciated. Will soon have a significant impact on the TVET-trainings.
9. HR-manual of good quality is developed and will be implemented soon, incl. trainings. Positive impact might be expected, but for MBSSE only, since MTHE is not yet involved.
10. Availability of safe and hygienic WASH facilities is still a matter of concern, but when implemented it will have an important impact on girls' retention in schools.
11. EMIS is still in implementation phase. Will have positive impact on the development of sound policies and on the monitoring of schools by the inspectorate.
12. Sound and effective M&E logframes for monitoring the Action, and for coherent and comprehensive reporting, cannot be reported. As a result, the M&E structures have no positive impact on monitoring and reporting
13. The life span of the Action is too short to identify early signs of impact.

On Sustainability

1. Some products of the Action will sustain, but there is still a need for a guarantee on funding, by the government and / or donors, for mainstreaming and maintaining the products of the Action.

2. The improved quality of teacher training will sustain only if the curriculums and tests / exams will be improved accordingly.

On EU added value

1. Through the TA, PE and DA programmes the EU has added value in the education system in Sierra Leone, effecting positive changes that are greater than what could reasonably have been expected from national actions by the Member States.
2. The Financing Agreement is aligned with the strategic objectives of the Sierra Leonean Education Sector Plan (ESP) 2014-2018 that was in place at the time of the project-design, and – although elaborated earlier – it remains perfectly coherent with the successor ESP 2018-20 (which was endorsed in 2017 with support from the Global Partnership for Education - GPE as an updated extension of the previous one after the substantial disruptions by the Ebola crises).
3. Also, the EU project is coherent with the objectives of the Free Quality School Education (FQSE), flagship programme of the Sierra Leonean Government elected in 2018, and the National Development Plan 2019-23 'Education for Development'.

On gender equality and prevention of SRGBV

1. The study on gender mainstreaming and action plan was developed but not yet presented to the partners.
2. The TOR guiding the study establishes the need to develop a costed National Gender Mainstreaming Action Plan in close cooperation with National partners. This Action plan is now due for implementation through the National Partner, financed from the budget of the EU funded Programme Estimate. According to the amendments of the Financing Agreement, the time for implementation is limited to 29 December 2020. The budget is a nutshell compared to the total budget of the TA.
3. The gender plan should be implemented by the gender UNIT of the Ministry of Education, but the UNIT has only one officer. Due to lack of interest of the Ministry and the lack of funds it will be very difficult to implement the macro, meso and micro level activities.
4. Works contracts signed in February 2020 for rehabilitation of 100 JSSs in rural areas of 4 districts, including improved WASH facilities. Works due to start in March 2020
5. Improve equitable access to secondary education is very slow and from field visits we learned that budgets are not available, arrive late or do not to do simple WASH reparations.
6. The issue of SRGBV is neither identified nor addressed yet (also see Annex 9).

On Coherence

1. The Action is in alignment with relevant policies of the 11th EDF and of the Government of Sierra Leone
2. The Action is in alignment with SDG 4, but not with SDG 5. To a certain extent to SDG 8 (no links to private sector, no PPPs)
3. The Action is in fact not in alignment with itself: the respective four SOs are not implemented in a coherent manner.
4. Curriculums (incl. syllabi and most textbooks), and (national) examinations are not aligned with the initiatives on improving teaching approaches.

4.3. Recommendations

Also see specific recommendations per SO (par. 3.1 – 3.3).

On relevance

1. Both TA teams with the MBSSE and the MTHE, with the GIZ-team in the lead, to develop and implement an action plan to align learners, teachers, schools and the labour market and contribute to national policies and plans for the education sector, with a fruitful synergy between both.
2. The Proman team to increase the on the job training of the concerned officers of the HR and gender Departments in the MBSSE to increase the capacity over short term and assist in long term planning.

3. The project should be more relevant for teachers, trainers and schools if it contributes to a national discussion initiated by the MBSSE and MTHE on a continuous professional development framework.
4. The outputs and outcomes of the Action should be acknowledged and mainstreamed in policy making and strategic elaboration by the partner institutions. For that purpose the Government should also look for budget allocations and support by (other) development partners.
5. The TA to assist the MBSSE in the development of a “baseline strategy” to assess and analyse the institutional setting constraints, systematic data collection, on enhancing social protection for vulnerable population groups (gender, special needs, disadvantaged people), etc.
6. The pedagogical aspects, crucial for effective teaching and learning, as well as testing / examination procedures or other issues like to enhance gender equality / prevention of SRGBV, and inclusion of vulnerable groups should be mentioned explicit in all reporting.

On effectiveness

1. Both TA-teams to initiate, in cooperation with the MBSSE and the MTHE, the development of SMART output (quantitative) and foremost outcome indicators (qualitative) on the effectiveness of teaching and learning, considering effective teaching and learning approaches (well-balanced learner centred direct instruction and inquiry or competency-based approaches) and testing / examination (summative and formative), and report accordingly.
2. Both TA-teams to initiate, in cooperation with the MBSSE and the MTHE, the development of SMART output (quantitative) and outcome (qualitative) indicators on gender equality (access, retention, completion), on the prevention of SRGBV, and on inclusion (no-one leaves behind, rights-based approach), and report accordingly.
3. Integrate results-oriented monitoring & evaluation (M&E) with MBSSE and TSC, and with Proman and GIZ, and thus to develop a sector wide framework, also for better coordination and coherent reporting.
4. Enhance synergy and cooperation between the Proman and GIZ teams, by establishing a coordinating body and a mutual results-oriented M&E framework. That body should also enhance cooperation between MTHE and MBSSE, and TSC.
5. Train and support government bodies on effective leadership and management.
6. **Both TA-teams in cooperation with the MBSSE and the MTHE: Urgent and imperative need to tune curriculums (and textbooks, syllabuses) and tests / examinations to learner centred / competence based approaches (CBAs), to avoid that the undesired practice of ineffective teacher centred rote learning will continue, making all efforts to train teachers on effective learner centred approaches / CBAs practically useless, since teachers still feel the need to adapt to the existing examination requirements (also see Annex 8: “Education is a coconut”)**
7. Survey options for mother tongue teaching as language of instruction, esp. at the primary levels, with a gradual shift towards English.
8. Establish functional and effective PPPs in TVET, for developing synergy between learning and labour market demands
9. Survey all relevant aspects for improving the quality of education and develop an action plan accordingly, incl. M&E logframe (also see Annex 8).

On efficiency

1. More efficient activities should be developed to improve the capacity and the efficiency of the MBSSE. Non-Key Experts with quality improvement capacities at all levels should be recruited.
2. Progress reports the by TA-teams should have chapters on quality improvement at all levels and the progress between activities and expenses (TA, PE and DA) should be shown.
3. Communication between the District Education Office, the District Teaching Service Commission, the District Council and the national central authorities should be a priority.
4. The Proman TA and the GIZ TA on TVET also to communicate more and motivate, in a joint venture, the Central and the District levels to map all education stakeholders’ activities in the different sub-sectors. This mapping will assist the MBSSE to develop a better vision on a strategy for the education sector and particularly for an in-service and pre-service teacher training strategy at all levels.
5. After the mapping clear task descriptions for the District and the National to be developed in a nation-wide conference with all stakeholders involved.

6. The CPD should contain: a comprehensive professional teacher recruitment strategy, an effective and relevant initial teacher preparation strategy, a career-long continual professional development for all teachers strategy, a monitoring and support, including teacher induction and mentoring strategy, remuneration incentives to attract, deploy and retain effective teachers package, a career progression, including transfers and promotions strategy, supporting decent teaching and learning conditions, professional standards and competencies accountability, rights and responsibilities, formative teacher assessment linked to learning objectives and outcomes, social dialogue, giving teachers a voice in decision making, school governance and leadership for teacher management and support and a linked in-service and pre-service teacher training strategy. The CPD should be implemented step by step taking into account the different components. A national conference should be organised to develop the different components with the different stakeholders.
7. The TSC's should take the lead in the CPD development and implementation, but therefore TSC staff should increase.
8. Coordinate and tune MTHE and TSC-activities in such a way that those activities are complementary and supportive to each other, by developing a mutually shared MoU on respective roles and responsibilities, thus avoiding role conflation.
9. A special attention should go to the remote schools where teachers drop out all the time and here there is an enormous teacher shortage. Teacher training should be a priority in remote schools. Saturday Competency classes should be prior organised in remote schools.
10. The teacher portfolio system should be extended to education officers.
11. The monitoring reports of the inspector of school should be integrated in the teacher's portfolio.
12. Teachers should have proof of implementation of what they learned in workshops.
13. The Action should promote school improvement programmes, for example school based in-service strategy to improve the quality of teaching and to make the teacher, head teacher and the school (with emphasis on remote schools) more efficient.
14. Teachers in TVET institutions should be made aware and informed on the teacher competencies framework and the system of portfolios
15. Saturday classes and school based in-service classes should be organised to teach basic standards of teaching and learning to remote and unqualified teachers to make them more efficient and manage their portfolio.
16. Anti-corruption policies and accountability mechanism should be discussed by the Action at all levels.

On Early Signs of Impact

1. Mainstream the Proman and GIZ trainings on improving the quality of teaching and learning
2. Train far more school supervisors and mentors
3. For developing any impact on the quality of teaching and learning, invite far more teachers (than the 8000 foreseen) to portfolio development classes / Saturday classes / distance education, and allow for far more classes per teacher
4. Urgently improve curriculums and tests / examinations by tuning those to the improved training of teachers
5. Establish functional and effective PPPs with the private sector (TVET)
6. Implement initiatives for enhancing inclusion, notably on gender equality (in terms of access, retention and completion), also for avoiding SRGBV, and on care for learners with special needs
7. Involve and include MTHE in HR-manual
8. Develop a sound and effective M&E logframe for monitoring the Action, and for coherent and comprehensive reporting, also by merging Proman and GIZ actions together.
9. Extend the life span of the Action with three years at least (also see the EVC in Annex 2), for addressing the recommendations in this report. With a strong focus on training more competent staff at all levels (government levels and schools, foremost supervisors and mentors), for improving the competences of teachers (by sufficient trainings / distance education), for tuning the curriculums (incl. textbooks, etc.) and tests / examinations to the improved teaching practices, for implementing a sound inclusion strategy (gender, special needs), for developing effective PPPs in the TVET-sector, for better monitoring and reporting, etc. Then it will probably be possible to identify early signs of impact.

On Sustainability

1. Guarantee further and ongoing funding, by the government and / or donors, for mainstreaming and maintaining the products of the Action
2. For sustaining the improved quality of teacher training it will be of utmost importance to improve the curriculums and tests / exams accordingly.

On EU added value

1. To increase the EU added value, more attention should be paid (and make it public in the education sector) to the enormous amounts of money that are spent to make education better in Sierra Leone. It is important that summaries of the project reports are sent to the MBSSE and the MTHE, and the partners with a transparent budget progress report (transparency)
2. Districts should be visited more to explain the value of these EU projects and programmes, even if the TA and the TVET projects are not working in the same Districts these visits can be done together.

On Gender equality and prevention of SRGBV

1. The study on gender mainstreaming and action plan developed should be presented to the partners and the action plan should be mapped to find out which partners are implementing which components.
2. The budget for this action plan should be included in the budget of the other partners after mapping.
3. The Action should train the existing gender officer in coordinating and integrating all partner's gender programmes and budgets.
4. Start discussion with the MBSSE at all levels and the MoF on the need of budgets to do simple WASH reparations, yet again map (in collaboration with the service within the MBSSE) all partners intervening in WASH.
5. Include the prevention of SRGBV in the gender mainstreaming and action plan.

On coherence

1. The Action to put far more emphasis and energy on improving its activities related to SDGs 5 and 8.
2. The Action to align better to itself by a coherent integration and coordination of the four SOs (incl. M&E), and by considering all aspects for improving the education sector (also see Annex 8).

5.4 Lessons learnt

1. Implementing an Action with two TA-teams (notwithstanding their undeniable high level of competences and good quality of deliverables / outputs) requires central coordination and a comprehensive M&E system, for better aligning the respective Specific Objectives (SOs), also creating synergy between the teams for more efficiency on similar subjects (like improving teaching approaches), and facilitating more coherent and comprehensive reporting.
2. For the purpose of assessing efficiency and effectiveness, and impact, the logical framework for M&E needs SMART outcome indicators (qualitative) on the effectiveness of teaching and learning, considering effective teaching and learning approaches (well-balanced direct instruction and inquiry or competency-based approaches) and testing / examination (summative and formative).
3. For the purpose of assessing efficiency and effectiveness, and impact, the logical framework for M&E needs SMART output (quantitative) and outcome (qualitative) indicators, on gender equality (access, retention, completion) and on the prevention of SRGBV, and on inclusion (no-one leaves behind, rights based approach).
4. Always tune curriculums (and textbooks, syllabuses) and tests / examinations to the learner centred / competence based approaches (CBAs) developed and implemented by the Action, to avoid that the undesirable practice of ineffective teacher centred rote learning will continue, making all efforts to train teachers on effective learner centred approaches / CBAs practically useless, since teachers still feel the need to adapt to the existing examination requirements (also see Annex 8: "Education is a coconut").
5. Consider that enough qualified personnel at government levels (both National and in Districts) is indispensable for an effective implementation of the Action. If not enough qualified (competent)

staff can be made available on time within the life span of the Action (like for instance on supervision and mentoring in schools), and if not enough distance education trainings could be provided for yet, it will be very likely that the Action cannot develop itself to its full potential, notwithstanding the good quality of work by TA-teams and governmental staff available. More intensive donor coordination and an extended life span of the Action for filling the gaps could be considered to mitigate for staff shortages, the need for further (distance) trainings, for the imperative improvements on curriculums and exams (see Lesson learnt 4, above), and for the other challenges identified in this report (not the least the gender and inclusion-component).

6. Some overarching policy issues are identified by the evaluation team and are hereby brought to the attention of national policy makers:
 - Need of a more efficient policy of school approval to resolve the current dichotomy between approved and non-approved schools, which is undermining the entire sector.
 - Need of a system and resources to expand the teacher payroll, to include progressively all the qualified teaching workforce of the country, and in the medium-long term to establish a qualified workforce only
 - More synergy and coordination in a number of policy areas which are crosscutting the MBSSE, MTHE, TSC and other entities of the education sector and beyond it. This entails clear definition of roles and responsibilities, but also simplified administrative procedures, which sometimes require the involvement of an unsustainable number of actors and signatures.

ANNEXES

ANNEX 1: TERMS OF REFERENCE

ANNEX 2: METHODOLOGY

2.1. General features

The main tools of the evaluators were **semi-structured open interviews** (in focus group debates / individually), observations, and the project documentation made available, including the M&E logframes.

The Evaluation Team worked in close coordination with the EU Delegation (EUD). The Evaluation Team used a **participatory evaluation** methodology with different stakeholders combining participatory and consultative qualitative methods.

Indicators and an **evaluation matrix** have been developed to conduct interviews with key informants, stakeholders and staff who were involved in the Action planning and implementation processes (Proman, GIZ, EUD, Reference Group, Ministries, other agencies, etc.), with school directors, teachers and students, also including classroom observations, and with representatives of training institutes, etc. (see par. 3.3).

Triangulation of data took place during the evaluation study process and during a restitution meeting (on provisional findings) with key-stakeholders.

The evaluation study assessed the Action using the five standard OECD/DAC evaluation criteria, namely: **Relevance, Effectiveness, Efficiency, Sustainability and Impact**, with additionally two specific criteria:

- The **EU added value** (the extent to which an Action brings additional benefits to what would have resulted from other stakeholder's interventions only);
- The **Coherence** of the Action itself, with the EU strategy in Sierra Leone under the 11th European Development Fund (EDF) for the Action.

In addition to the above, the team assessed whether the cross-cutting issues were taken into account in the identification/formulation documents, and the extent to which they have been reflected in the implementation of the Action and the monitoring. Special attention was paid to the following cross-cutting aspects:

- Whether gender / inclusion issues are effectively developed and mainstreamed;
- Governance and monitoring of the Action.

Distribution of Tasks / field visits work plan:

- The kick-off meeting was on 2nd March 2020, the debriefing meeting was foreseen for the 23rd March 2020
- TL and E2 travelled together to the respective districts and meeting places. The draft agenda, meetings and itinerary proposed by the EUD for the field phase, was accepted by the evaluation team and organised in coordination with the Proman and GIZ Technical Assistance teams
- The Work Plan (Annex 2) follows the kick-off discussions, and with high priority to optimal efficiency of time and resources. A considerable portion of the preparation was carried out home-based. The team then arrived well-informed to conduct stakeholders' consultations with sharpened precision and accuracy. The proposed plan was based on 7-day working weeks in the field. The TL was operational in the field from the 1st of March, with the E2 operational from 10th of March.
- But the Corona-crisis forced the team to leave the country on the evening of March 17: the evaluation team, while in Bo, was advised by the EUD on the afternoon of March 16 to leave the country as early as possible. The experts decided to travel back to Freetown on the next day and were able to catch their flights back home on the evening of March 17. Therefore, the scheduled meetings remaining (second day in Bo and all meetings in Kenema) were cancelled, as well as the debriefing meeting in Freetown on March 23. The slide presentation foreseen for the meeting of

SPECIFIC TERMS OF REFERENCE

Mid-term evaluation of the project 'Support to the Education Sector in Sierra Leone' - SL/FED/37417

FWC SIEA 2018 - LOT 4 Human Development and safety nets

EuropeAid/138778/DH/SER/multi

CRIS reference number 2019/412424 Version 1

Contracting Authority: The European Union Delegation to Sierra Leone

1	BACKGROUND	3
1.1	RELEVANT COUNTRY / REGION / SECTOR BACKGROUND.....	3
1.2	THE ACTION TO BE EVALUATED	6
1.3	STAKEHOLDERS OF THE ACTION.....	11
2	DESCRIPTION OF THE EVALUATION ASSIGNMENT	12
2.1	OBJECTIVES OF THE EVALUATION	12
2.2	REQUESTED SERVICES.....	14
2.3	PHASES OF THE EVALUATION AND REQUIRED OUTPUTS.....	15
2.4	SPECIFIC CONTRACT ORGANISATION AND METHODOLOGY (TECHNICAL OFFER)	18
2.5	MANAGEMENT AND STEERING OF THE EVALUATION	19
2.6	LANGUAGE OF THE SPECIFIC CONTRACT	19
3	EXPERTISE REQUIRED	20
3.1	NUMBER OF EXPERTS AND OF WORKING DAYS PER CATEGORY	20
3.2	EXPERTISE REQUIRED	20
3.3	PRESENCE OF MANAGEMENT TEAM FOR BRIEFING AND/OR DEBRIEFING.....	21
4	LOCATION AND DURATION	21
4.1	STARTING PERIOD.....	21
4.2	FORESEEN DURATION OF THE ASSIGNMENT IN CALENDAR DAYS.....	21
4.3	PLANNING, INCLUDING THE PERIOD FOR NOTIFICATION FOR PLACEMENT OF THE STAFF	21
4.4	LOCATION(S) OF ASSIGNMENT	21
5	REPORTING	22
5.1	CONTENT, TIMING AND SUBMISSION	22
5.2	USE OF THE EVAL MODULE BY THE EVALUATORS.....	23
5.3	COMMENTS ON THE OUTPUTS	23
5.4	ASSESSMENT OF THE QUALITY OF THE FINAL REPORT AND OF THE EXECUTIVE SUMMARY.....	23
5.5	LANGUAGE	23
5.6	NUMBER OF REPORT COPIES.....	24
5.7	FORMATTING OF REPORTS.....	24
	ANNEX I: SPECIFIC TECHNICAL EVALUATION CRITERIA.....	25
	ANNEX II: INFORMATION THAT WILL BE PROVIDED TO THE EVALUATION TEAM.....	26
	ANNEX III: STRUCTURE OF THE FINAL REPORT AND OF THE EXECUTIVE SUMMARY.....	27
	ANNEX IV: PLANNING SCHEDULE	29
	ANNEX V: QUALITY ASSESSMENT GRID.....	30
	ANNEX VI: LOGICAL FRAMEWORK MATRIX (LOGFRAME) OF THE EVALUATED ACTION(S)	34

1 BACKGROUND

1.1 Relevant country / region / sector background

Sierra Leone is a low-income country of West Africa with a population of approximately 7.5 million people on rapid demographic growth at a yearly rate of 3.2%. The population is young, with around 45.8% below age 15 and 74.8 % below age 25.

Administratively the country is divided into 16 districts, governed locally by 22 local councils (LCs), including District councils and City councils in the main urban centres.

Poverty, although decreased from 66.4% (2003) remains high at 52% (2018) with more than 10% living in abject poverty, affecting particularly rural area, home to 75% of the poor.

Despite progress since the end of the civil war in 2002, the Human Development Index ranks Sierra Leone 184th on 189 considered countries, placing the country amongst the 10 least developed in the world¹.

Child mortality is amongst the highest in the world and life expectancy is low (52.2 years). Malnutrition remains a serious concern in many areas of the country², and one in four children under age 5 is suffering from stunted cognitive development and physical growth. Sierra Leone's ranking on the Human Capital Index (HCI) among the lowest in the world at 151 out of 157 countries, with a value lower than the region's average³. This index, as a composite measure of human capital, confirms that only around two-thirds (61%) of today's 15-year-olds can be expected to survive to the age of 60 and about one-quarter of the country's children are stunted, a condition resulting from chronic malnutrition. Moreover, the HCI measure predicts that a child born today in Sierra Leone is expected to be only 35% as productive when he or she grows up as the child could have been if he or she had enjoyed complete education and full health.

The Ebola Virus Disease (EVD) crisis in 2014–2015 had a devastating impact on human development outcomes and the country's economy. It resulted in the loss of more than 3,900 lives and the infection of a total of estimated about 12,000 people. The epidemic resulted in a total shutdown of services and social activity—with the Government declaring a state of emergency imposing curfews throughout the country and putting entire districts under quarantine. During the crisis, the majority of the country's population was unable to access basic health care and education services (schools were closed for a year), and economic activity came to a standstill.

In addition to a decline in the country's macroeconomic indicators resulting from the EVD crisis, the precarious economic situation was further compounded by a downturn in iron ore prices, upon which the country was reliant. By 2015, the economy had contracted by 21% and the decline in iron ore prices caused also the domestic revenue to deteriorate. Further, the inflation rate has slowly but constantly increased since 2014-15. Economic growth was 3.8% in 2017 reflecting the weak recovery of mineral production, particularly iron ore, remaining roughly stagnant at 3.7% in 2018. The overall budget deficit, including grants, rose to 8.4% of the GDP in 2017 (compared to 7.3% in 2016), largely due to a shortfall in revenue mobilization and spending overruns in all the major expenditure categories.⁴

Education sector context

The education sector in Sierra Leone is managed by the Ministry of Basic and Senior Secondary Education (MBSSE) and the Ministry of Technical and Higher Education (MTHE), being respectively responsible for basic (primary school and junior secondary school - JSS) and senior secondary school (SSS), and for technical/vocational tertiary and higher education including pre-service teacher training.

¹ UNDP Human Development Report (2018)

² Sierra Leone National Health Survey 2017

³ World Bank Human Capital Project (2018)

⁴ Data from World Bank reports.

In 2019 there are approximately 2 million students in education below the tertiary level in Sierra Leone distributed in about 10,750 schools⁵: 6 years primary and 3 years junior secondary (JSS) - together constituting the 'basic education' - and 3 years senior secondary (SSS)⁶, followed by the tertiary level. Despite substantial progress since the end of the civil war in 2002, access to education remains widely inequitable, with significant variation in school participation by gender, socioeconomic status, and location. While most children begin primary school, the majority of them drop out of school before completing the cycle. The gross enrolment rate is only 55% for JSS and 30% in SSS in 2018 compared to primary education of 108%⁷. Although participation in education is overall on a positive trend⁸, quality of education remains extremely low, with poor learning outcomes and Human Capital Index below regional levels.⁹ The last Early Grade Reading Assessment conducted in Sierra Leone in 2014¹⁰ found that 87 % of Grade 2 students could not read a single word, while 97 % received zero marks on reading and comprehension.

Education services are provided by a mix of government and non-government providers. It is estimated that the majority of schools delivering basic and senior secondary education lie outside government ownership (missions, communities, private entities). The Government has in place a school approval process that can, by time, qualify community/mission schools for government assistance (funding of teachers and learning materials). Government approval thus implies the payment of subsidies, textbooks, teacher salaries, and examination fees, adding substantial fiscal outlay to the Government. However, while schools may be government-approved, only about half of the schools under the MBSSE are approved for financial assistance, although the approval process has received a renewed impulse in 2019.

Female enrolment has increased sharply since 2004, closing the gender gap at the primary and junior secondary levels in 2018-19. In pre-primary, there are slightly more girls (52.5%) attending pre-primary school compared to boys. There are only small differences between female and male enrolment in primary and junior secondary levels. However gender disparities persist in the upper levels of schooling in terms of low access, retention and completion rates for girls. Reasons for girls to drop out of school are related to teenage pregnancy, early forced marriages, and school-related gender based violence (GBV) and sexual exploitation and abuse (SEA) in schools. Poor sanitation and menstrual hygiene management also hinder girls' participation and retention in school. Low female enrolment and high drop-out at SSS and tertiary levels, in turn, result in very low levels of female participation in the teaching workforce with only 30 % of primary school, 15 % of JSS, and 8 % of SSS teachers being women.

Education and Human Capital development are at the heart of the Government's Medium-Term National Development Plan (NDP) 2019–2023. Specifically, the NDP highlights the importance of education to enhance human capital development and facilitate the transformation of the country. Many measures are being developed and are currently under way to address each of these priority areas. Notably a Free Quality School Education programme (FQSE) was launched by the Government in 2018 and is currently in

⁵ Annual School Census (ASC) 2018, Ministry of Basic and Senior Secondary Education (MBSSE)

⁶ The system 6-3-3 has been introduced in 2018, reforming the previous 6-3-4 in place for a decade.

⁷ ASC 2018

⁸ In addition to the ASC, data are confirmed by MICS-EAGLE findings (UNICEF, 2019)

⁹ World Bank, Human Capital Index and Components, 2018. A child born in Sierra Leone today can expect to complete 8.9 years of schooling by age 18 (out of a total of 12 years). However, the learning-adjusted years (when the figure is adjusted for the quality of learning) is equivalent to 4.5 years.

¹⁰ Another EGRA and EGMA is currently being planned under the GPE ESP Implementation Grant, managed by UNICEF as Grant Agent.

implementation, mainly as a tuition-fee-free policy for all Government and Government-assisted schools from primary to senior secondary level.

Key Challenges Facing the Education Sector

While in recent years there have been significant gains in enrolment, learning outcomes are low and skills acquisition is limited. Additionally there are major inequities in access, weak sector governance, ineffective management, and low and inefficient public spending.

The education system is characterized by a deficit in evidence-driven, criterion-based policy which impedes rational planning and budgeting.

Education outcomes in Sierra Leone are among the lowest in the region, at all levels and in all public examinations. Key factors driving poor education outcomes are:

- (a) Low and inequitable access. While most children begin primary school, most of them drop out of school before completing the cycle. There is significant variation in school participation by gender, socioeconomic status, and location.
- (b) Gender issues. In recent years female enrolment has increased sharply, closing the gender gap at the primary and junior secondary levels. However there are important gender disparities in terms of both access to schooling, retention and completion rates from the JSS upwards.
- (c) Low quality and motivation of the teaching workforce. In general, Sierra Leone's teachers are poorly trained, poorly remunerated, and receives little support by way of continuous professional development (CPD). Around 60% of the total population of teachers are not government approved and hence not paid with government funds.
- (d) Inadequate teaching and learning environment, with poor infrastructure and absence of functioning WASH facilities.
- (e) Absence of updated curriculum policies. Currently, there is no unit in the MBSSE in charge of curriculum. Students sitting for the WASSCE administered by the West African Examinations Council (WAEC) use WAEC syllabi. At primary and JSS levels, the accelerated curriculum developed as part of post-Ebola recovery is being used.
- (f) Inadequate assessment system and widespread examination malpractices, particularly at SSS level.
- (g) Poor governance/regulatory framework and inefficient management of the system.
- (h) Weak teacher management, deployment, and policy development. The TSC has only recently become operational and is struggling to assert its mandate in the face of major institutional and human capacity weaknesses.
- (i) Low and inefficient public spending. The Government has made a strong commitment to education, raising the education sector budget to 21% of GDP (in 2018 and 2019) against an average of 12-13% in previous years. However, public spending remains inefficient and almost exclusively used to cover recurrent costs.

1.2 The Action to be evaluated¹¹

Title of the Action to be evaluated	Support to the Education Sector in Sierra Leone
Budget of the Action to be evaluated	29,000,000 EURO
CRIS number of the Action to be evaluated	SL/FED/037-417
Dates of the Action to be evaluated	<ul style="list-style-type: none">• Start: 13/12/2016• End: 13/12/2023

The Action to be evaluated is the 'Support to the Education Sector in Sierra Leone' programme (Financing Agreement SL/FED/37417), comprehensive of the key modalities (contracts and other types of individual commitments) utilised for its implementation, all currently ongoing:

- Service Contract FED/2017/382821 'Technical Assistance in Support of the Education Sector' (hereafter also called simply TA)
- Delegation Agreement FED/2017/382830 'Support to TVET in Sierra Leone' (hereafter also called simply DA)
- Programme Estimate FED/2018/395954 'Support to the Education Sector in Sierra Leone' (hereafter also called simply PE)

The **general objective** of the project is for children to have equitable access to high quality learning in Sierra Leone, in line with national education policies and targets.

Specific objectives:

- S.O.1: To strengthen education system management in order to improve equity and quality.
- S.O.2: To improve primary school teaching and learning.
- S.O.3: To improve management and delivery of technical and vocational education.
- S.O.4: To improve equitable access to secondary education.

The above mentioned three implementation tools (TA, PE and DA) are complementary with each-other and – particularly the Technical Assistance and Programme Estimate Component – precede hand-in-hand for the achievement of the specific objectives 1, 2 and 4 of the project. The Delegation Agreement with GIZ is instrumental for the achievement of the S.O. 3 on TVET.

The project was designed in the course of 2015 and signed between the European Commission and the Government of Sierra Leone in December 2016 with a total budget of 29 Million Euro. As a combined result of different addenda, the project has now an implementation phase of 60 months (13th December 2016 – 13th December 2021), within an overall execution period of 84 months (13th December 2016 – 13th December 2023), and deadline for contracting on 13th December 2020 (D+4).

The Financing Agreement is aligned with the strategic objectives of the Sierra Leonean Education Sector Plan (ESP) 2014-2018 that was in place at the time of the project-design, and – although elaborated earlier – it remains perfectly coherent with the successor ESP 2018-20 (which was endorsed in 2017 with support from the Global Partnership for Education - GPE as an updated extension of the previous one

¹¹ The term 'Action' is used throughout the report as a synonym of 'project and programme'.

after the substantial disruptions by the Ebola crises). Also the EU project is coherent with the objectives of the Free Quality School Education (FQSE), flagship programme of the Sierra Leonean Government elected in 2018, and the National Development Plan 2019-23 'Education for Development'.

The Financing Agreement budget is articulated as follows:

	EURO
Indirect Management with GIZ (Delegation Agreement)	3,000,000
Indirect management of the Programme Estimate to meet costs inherent in the fulfilment of S.O. 1, 2 & 4, including the rehabilitation of schools	18,237,552
Direct management of technical assistance, including to provide expert advice to the Ministry Programme Estimate	5,762,448
Evaluation and Audit	400,000
Communication and visibility	100,000
Contingencies	1,500,000
Total	29,000,000

Although the project has not received yet a ROM (Result Oriented Monitoring), an internal monitoring framework is in place, supported by the TA, for the three main contractual instruments TA, PE and DA, and the most recent observations on the state of progress are attached in the tables in Annex VI.1.1, VI.2.1 and VI.3.1.

After signature of the Financing Agreement in December 2016, a Memorandum of Understanding (MoU) was signed at State House in March 2017 at the presence of the President of the Republic of Sierra Leone to set up the governance and coordination structure of the action.

Among others, the MoU foresaw establishment and regular meetings of a Steering Committee and a Technical Management Team. After a promising start the frequency of these meetings got significantly reduced with the advent of the electoral period and almost disappeared. The practice was resumed after the duty take up of the new Government, adapting in practice to the revised institutional architecture (two education ministries instead of one and a TSC fully established). However these changes have not been formally reflected in a revised MoU.

Intervention Logic and Logical Framework(s) of the action

The intervention logic is presented in Paragraph 4 of the Technical and Administrative Provisions (TAP) of the Financing Agreement 37417 'Support to the Education Sector', and accompanies the following description of the action (quoted from in the original TAP)¹²:

Expected results:

S.O. 1: To strengthen education system management in order to improve equity and quality

E.R. 1: Stronger and more transparent personnel management and Human Resources functions in the Ministry of Education, Science and Technology (MEST)

- a. Improved recruitment processes for teachers through Teaching Service Commission (TSC), including clear rules for inclusion on payrolls
- b. Accurate personnel records-keeping

¹² The locution 'expected results' in the table do not perfectly reflect the DEVCO official consolidated terminology for the logframe approach, where the term 'results' is now meant to identify the entire results chain, which is composed of Outputs, Outcomes and Overall Objective (or impact). However, for the purpose of these TOR a choice is taken to quote exactly the contents of the TAP, without editing. It has to be considered that the text of the TAP was written in 2015-16.

- c. Generalized use of job descriptions, performance evaluation mechanisms and career development paths for MEST personnel, in cooperation with the Human Resource Management Office (HRMO)
- d. Clear division of labour between centralized and decentralized entities
- E.R. 2: Improved capacity of MEST to collect and use data to inform decision-making
 - a. Consistent use of evidence-based planning processes
 - b. Expansion of Education Management Information System (EMIS) to include learning outcomes, as well as Technical and vocational education and training (TVET), non-formal education (NFE) and higher education
 - c. Accurate and reliable data and records management
- E.R. 3: Enhanced financial and operational planning of Local Councils (LC) for education
 - a. Strengthen activity planning at LC level
 - b. Supervisory visits included in LC budget planning
 - c. In-service training budgets agreed between LC and MEST, and implemented
- E.R. 4: Stronger policy dialogue and donor coordination functions
 - a. Government convenes education partners technical meetings at least quarterly
 - b. Policy discussed and clarified at annual Joint Education Sector Review

S.O. 2: To improve primary school teaching and learning

- E.R. 1: An expanded, more results-focused distance education programme
 - a. Updating of training methodologies especially that of subject matter for reading, maths, and science
 - b. Introduction of code of conduct training into pre-service curriculum
 - c. Strengthening the results focus, in part through support for classroom-level assessments
 - d. Improve follow-up and supervision
- E.R. 2: Implementation of regular in-service teacher training
 - a. Core set of at least 14 trainers in 2 districts trained to provide in-service training
 - b. Preparation of training modules for reading, mathematics, science at all 6 primary grades levels
 - c. All teachers in government and government assisted schools in at least 2 districts, including community teachers, receiving in-service training at two yearly intervals, including use of teaching notes
- E.R. 3: Provision of direct instructional support to teachers
 - a. Preparation of detailed teaching notes, backed by needed teaching and learning materials, for grades 1-3 reading and mathematics
 - b. Support to cluster monitors
 - c. Randomized control trial (RCT) conducted around implementation in a set of approximately 100 schools in mother tongue instruction for grades 1-3
- E.R. 4: Improved capacity for instructional supervision
 - a. Consensus around norms/markers for measuring progress, metrics
 - b. Deputy Directors at LC level trained, mentored on
 - c. Preparation of school visit protocols and checklists for instructional and administrative support

S.O. 3: To improve management and delivery of technical and vocational education

- E.R. 1: Diagnostic Study of TVET in Sierra Leone, which would involve mapping of TVET institutions and provide the basis for development of a legal and institutional framework for TVET and information required for driving forward the ongoing work on establishing a multi-sector coordinating structure
- E.R. 2: Creation of a skills certification programme
 - a. Development of certification requirements in core skills areas to be identified based on labour market needs
 - b. Implementation of skills certification programme
- E.R. 3: Implement in-service teacher training, including curriculum development and training of trainers
 - a. Develop teacher training curriculum
 - b. Training of trainers completed—at least 15 trainers
 - c. In-service TVET teacher training scheme rolled out in at least 2 districts
- E.R.4: Establish a communication platform (website) to support the work of a multisector coordinating structure

S.O. 4: To improve equitable access to secondary education

- E.R. 1: Rehabilitation/renovation & upgrading of targeted junior secondary schools in rural areas

<ul style="list-style-type: none"> a. agreement on criteria of eligibility for rehabilitation/renovation/upgrading b. WASH facilities created and maintained in eligible schools c. Other upgrades (extra classrooms, science labs, new furniture and learning materials, etc) carried out in eligible schools if appropriate d. teacher housing built if appropriate in eligible schools <p>E.R. 2: Implementation of norm-based teacher deployment</p> <ul style="list-style-type: none"> a. TSC develops teacher deployment norms for secondary schools b. Secondary school boards review teaching deployment against new norms c. Implementation of norms; incentive scheme to secondary schools for non-salary budgets
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An initial logframe matrix for the Action was enclosed as Annex of the TAP (of the Financing Agreement (and is enclosed as attachment VI to these ToR - Financing Agreement Original Logframe).

However, the initial logframe of the FA was incomplete and vague in many areas, including lack of indicators, baseline or target values. Furthermore, the initial logframe contained inaccuracies in definition of the expected Outputs and Outcomes, as well as the Overall Objective the Action should contribute to. Acknowledging these deficiencies, each of the main implementing partners of the FA (TA 382821, PE 395954 and DA 382830) fine-tuned and customised that initial logframe in the respective contractual documents, adapting as necessary.

Hence, enclosed in these ToR there are:

- Annex VI: Financing Agreement Original Logframe
- Annex VI.1: Technical Assistance Specific Logframe
- Annex VI.2: Programme Estimate Specific Logframe
- Annex VI.3: Delegation Agreement TVET Specific Logframe

Notably, the Programme Estimate Logframe (Annex VI.2) could be considered also as the updated overall logframe of the entire project as per Financing Agreement (excluded the S.O.3 which is not part of the PE and is treated separately in the DA logframe – Annex VI.3).

Additionally, subsequent fine-tuning (for instance identification of missing baseline or target data) was done by the various implementing partner at project inception or in due course. These updated versions are integral part of the interim reports of the various contracts, which will be made available to the evaluators.

Finally, the most recent M&E tables, tracking the progress against indicators of the LFW are enclosed for the TA, PE and DA components, respectively named annex VI.1.1, VI.2.1¹³ and VI.3.1¹⁴.

Because of the above described logframe situation, the evaluators are requested to carry out an accurate reconstruction/consolidation of the Intervention Logic of the Action during the Inception phase of the evaluation, as a preliminary step towards the definition of the methodology and the finalisation of the Evaluation Questions.

Here below a brief analysis of the main implementation modalities of the project is outlined.

Technical Assistance

(Service Contract FED/2017/382821 'Technical Assistance in Support of the Education Sector')

Key facts	
Management modality:	Direct Management (EU Delegation Contracting Authority)
Contractor/Implementing partner:	PROMAN S.A.

¹³ Dr Joachim Pfaffe, PROMAN S.A M&E Specialist, October 2019, Annex of the TA5th six-monthly report.

¹⁴ Dr Siegfried Berg, GIZ Project Manager, June 2019, Annex of the 2nd DA Progress Report.

Budget:	EURO 5,762,448
Duration:	54 months from 07/02/2017 to 06/08/2021

The Technical Assistance (TA) was contracted straight after the signature of the FA via a Service Contract signed in February 2017 with a consortium led by PROMAN S.A. (FED/2017/382821).

The initial duration of 30 months of this contract has been extended by 24 months (ending implementation in August 2021), acknowledging the need to address implementation delays due to external factors, notably a substantial standstill period across the general election 2018, and the radical restructuring of the education sector subsequent to the take up of power by the new Government, notably the replacement of the former Ministry of Education Science and Technology – MEST by two separate ministries: i) Ministry of Basic and Senior Secondary Education (MBSSE), and ii) Ministry of Technical and Higher Education (MTHE).

The TA is mostly capacity building / transfer of technical competencies to counterparts in the MBSSE (inclusive of District Education Offices, which are basically local branches of the central Ministry), MTHE, TSC and Teacher Training Colleges and decentralised entities.

The TA team operates in 5 core areas:

1. Improved personnel management and human resources functions at MBSSE, MTHE and TSC.
2. Strengthening and expansion of EMIS (Education Management Information System) to include regular data collection and analysis of TVET, non-formal education, higher education and learning outcomes.
3. Improved organisation, planning, budgeting, procurement and management functions at central and decentralised entities (pending an effective decentralisation/devolution process).
4. Support the establishment of a systemic approach to teacher professional development.
5. Support timely preparation and execution of the programme estimate, which however remains under the responsibility of the Imprest Team embedded in the Ministry of Education and with the NAO.

Programme Estimate

(Programme Estimate FED/2018/395954 "Support to the Education Sector in Sierra Leone")

Key facts	
Management modality:	Indirect Management (Government of Sierra Leone Contracting Authority)
Contractor/Implementing partner:	Various
Budget:	EURO 18,237,552 of which EURO 4,891,081 as Imprest Component and EURO 13,346,471 as Specific Commitments
Duration:	41 months from 29/03/2018 to 28/08/2021, of which 33 months implementation and 8 months closure

The Programme Estimate (FED/2018/395954), was signed with substantial delay on the ideal timetable due to a design phase affected by a) widespread lack of capacities in the line Ministry (that at the time was the MEST), b) prolonged stand-still electoral period and post-electoral transition in 2018. The PE inception phase turned out challenging, in a vacuum of decision making in the line-MDAs and with an appointed Imprest Team without experience of EU-EDF procedures. Scarcity of specialised human resources in Sierra Leone with sound expertise in managing major complex programmes entailed lengthy recruitment processes for some support staff under a Programme Coordination and Compliance Unit (PCCU), followed by ad-hoc training to enable the recruited personnel to perform. This happened at a time of radical restructuring of the education sector, with splitting of the previous unique MEST into two separate Ministries (MBSSE and MTHE) and different distribution of mandates across the existing MDAs, with a substantial increase of responsibilities for the TSC.

The PE relates mainly to the 'hardware' component of the overall programme, for the material capacitation of the various entities of the sector in relation to the project objective, notably as:

1. Supply of furniture, equipment, vehicles, teaching and learning materials for the education sector (schools or MDAs offices) that are foreseen under the programme
2. Rehabilitation/refurbishment of junior secondary schools in rural areas, including WASH facilities and teacher facilities, with the purpose to increase equitable access to junior secondary education (as per S.O. 4 of the overall programme)
3. Operational costs that are necessary for the implementation of the programme activities such as travel allowances of participants to training/workshops activities, labour costs and other items.

Delegation Agreement with GIZ

(Delegation Agreement FED/2017/382830 'Support to TVET in Sierra Leone')

Key facts	
Management modality:	Indirect Management with a Member State Agency
Contractor/Implementing partner:	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)
Budget:	EURO 3,000,000 EC contribution, plus EURO 450,000 contribution from the German Government
Duration:	36 months from 15/04/2017 to 15/04/2020 (now in the process of being extended with no additional costs to 30/09/2020)

The TVET component of the programme, delegated to the Pillar Assessed Organisation Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) as, has been signed in April 2017. The project had a comparatively difficult inception phase, due to the prolonged inexistence (at that time) of a TVET Department, which is clearly a pre-requisite for a sustainable approach to the strategic development of the sector. However, particularly after the phasing in of the Government, with a devoted MTHE which is progressively gaining capacities, the project has been delivering quality outputs and has a potential for system reform, highly appreciated by the countries authorities.

The main outputs so far (some still to be completed) are:

1. Diagnostic study of TVET in Sierra Leone, including identification of most demanded core skills areas in the labour market
2. Creation of skills certification programmes to be implemented in cooperation with the National Council for Technical and Vocational Education and other Academic Awards (NCTVA)).
3. Implementation of in-service teacher training (training of master trainers) including curriculum development in the same skill areas and roll out in selected TVET institutes.
4. Creation of a communication platform (website) to share TVET-related information and support the development of a multi-sector coordinating structure.

1.3 Stakeholders of the Action

Key Sierra Leonean institutional stakeholders involved in the action are:

- a. At national level: the Ministry of Basic and Senior Secondary Education (MBSSE), the Ministry of Technical and Higher Education (MTHE), the Teaching Service Commission (TSC);
- b. At local level: the branches/offices of the above mentioned MDAs (District Education Offices of the MBSSE, TSC District Offices), the Local Councils (LCs) and the Teacher Training Colleges (TTCs) in 2 focal geographical areas (for a total of 4 districts: Port Loko, Bombali, Bo, Kenema).
- c. For the TVET-related specific objective: the Ministry of Technical and Higher Education (MTHE) and the National Council for Technical, Vocational and other Academic Awards (NCTVA) at central level, 4 Polytechnics or other type of tertiary level TVET institutions in Freetown and in the districts and 2 TTCs.

It has to be highlighted that the Institutional framework of the Education Sector has gone through significant restructuring during the period implementation of the action:

- The Ministry of Education, Science and Technology (MEST), that was the solely national ministry with overall responsibility for education at the time of project inception, has been replaced after the general election 2018 by two separate ministries, MBSSE (Ministry of Basic and Senior Secondary Education) and MTHE (Ministry of Technical and Higher Education). However, as of now, roles and coordination mechanisms between them and with other MDAs are still not completely fine-tuned, and both Ministries struggle to cooperate efficiently.
- The Teaching Service Commission (TSC) had a lengthy and adverse gestation under the previous Government, but suddenly received a full empowerment and wide mandate under the new one for all matters pertaining to teachers, including teacher licensing, deployment, payroll management, professional development, even creating some overlaps – to be clarified - with other existing MDAs.

2 DESCRIPTION OF THE EVALUATION ASSIGNMENT

Type of evaluation	Mid-term evaluation
Coverage	The 'Support to the Education Sector in Sierra Leone' programme in its entirety (Financing Agreement SL/FED/37417), which entails: <ul style="list-style-type: none"> - Service Contract FED/2017/382821 'Technical Assistance in Support of the Education Sector' - Programme Estimate FED/2018/395954 'Support to the Education Sector in Sierra Leone' - Delegation Agreement FED/2017/382830 'Support to TVET in Sierra Leone'
Geographic scope	The Action has nation-wide scope, with main activities in Freetown and in some districts as follows: <ul style="list-style-type: none"> - Technical Assistance and Programme Estimate components, which are complementary for the achievements of SO 1, SO 2 and SO 4 of the project, are implemented at central level in Freetown and in two geographical areas in the North and South-East of the country, for a total of 4 districts (Port Loko and Bombali in the North; Bo in the South and Kenema in the East) - Delegation Agreement with GIZ, for the purpose of the SO 3 only, is implemented mainly in Freetown, with some specific activities implemented with partner institutions in Lunsar (Port Loko), Kenema and in the East part of Freetown.
Period to be evaluated	From 13/12/2016 to 31/12/2019

2.1 Objectives of the evaluation

Systematic and timely evaluation of its programmes and activities is an established priority¹⁵ of the European Commission¹⁶. The focus of evaluations is on the assessment of achievements, the **quality** and

¹⁵ COM(2013) 686 final "Strengthening the foundations of Smart Regulation – improving evaluation" - http://ec.europa.eu/smart-regulation/docs/com_2013_686_en.pdf; EU Financial regulation (art 27); Regulation (EC) No 1905/200; Regulation (EC) No 1889/2006; Regulation (EC) No 1638/2006; Regulation (EC) No 1717/2006; Council Regulation (EC) No 215/2008

¹⁶ SEC (2007)213 "Responding to Strategic Needs: Reinforcing the use of evaluation", http://ec.europa.eu/smart-regulation/evaluation/docs/eval_comm_sec_2007_213_en.pdf; SWD (2015)111 "Better Regulation Guidelines", http://ec.europa.eu/smart-regulation/guidelines/docs/swd_br_guidelines_en.pdf; COM(2017) 651 final 'Completing the Better

the **results**¹⁷ of Actions in the context of an evolving cooperation policy with an increasing emphasis on **result-oriented approaches and the contribution towards the implementation of the SDGs**.¹⁸

From this perspective, evaluations should **look for evidence of why, whether or how these results are linked to the EU intervention** and seek **to identify the factors driving or hindering progress**.

Evaluations should provide an understanding of the **cause and effect links** between: inputs and activities, and outputs, outcomes and impacts. Evaluations should serve accountability, decision making, learning and management purposes.

The main objectives of this evaluation are to provide the relevant services of the European Union, the interested stakeholders and the wider public with:

- an overall independent assessment of the past performance of the Support to Education Sector in Sierra Leone programme (Financing Agreement SL/FED/37417), paying particular attention to its intermediate results measured against its expected objectives; and the reasons underpinning such results;
- key lessons learned, conclusions and related recommendations in order to improve implementation of the remaining operation period of current programme and inform future Actions and programming.

In particular, this evaluation will serve the following purposes:

- assess the performance of the Action and each of its main implementation modalities, its enabling factors and those hampering a proper delivery of results in order to adjust activities in the remainder of the implementation phase
- assess the intermediate outputs and outcomes of the Actions against the four specific objectives
- assess the intermediate impact of the action against the overall objective

The mid-term evaluation report will identify key lessons and provide practical recommendations to central government institutions (MBSSE, MTHE, TSC and others), and to decentralised entities (District Education Offices, TSC District Offices, Local Councils, Teacher Training Institutions) at to civil society organisations.

The mid-term evaluation report will also provide recommendations that can be readily taken into account for the implementation of future EU-funded initiatives in the Education and TVET sectors (e.g. Jobs and Growth programme (SL/FED/41801), recently approved and yet to start implementation), as well as for the preparation of future programming after 2020.

The main users of this evaluation will be the Delegation of the European Union to Sierra Leone, the National Authorising Officer, the Ministry of Basic and Senior Secondary Education, the Ministry of Technical and Higher Education, the Teaching Service Commission, other MDAs and national and local stakeholders that are involved in the implementation of the action.

Regulation Agenda: Better solutions for better results', https://ec.europa.eu/info/sites/info/files/completing-the-better-regulation-agenda-better-solutions-for-better-results_en.pdf

¹⁷ Reference is made to the entire results chain, covering outputs, outcomes and impacts. Cfr. Regulation (EU) No 236/2014 "Laying down common rules and procedures for the implementation of the Union's instruments for financing external action" - https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/finacial_assistance/ipa/2014/236-2014_cir.pdf.

¹⁸ The New European Consensus on Development 'Our World, Our Dignity, Our Future', Official Journal 30th of June 2017. <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=OJ:C:2017:210:TOC>

2.2 Requested services

2.2.1 Scope of the evaluation

The evaluation will assess the Action using the five standard DAC evaluation criteria, namely: relevance, effectiveness, efficiency, sustainability and early signs of impact. In addition, the evaluation will assess two EU specific evaluation criteria:

- the EU added value (the extent to which the Action brings additional benefits to what would have resulted from Member States' interventions only);
- the coherence of the Action itself, with the EU strategy in Sierra Leone and with other EU policies and Member State Actions, and other key development partners of the education sector in Sierra Leone, notably DfID, the World Bank, UNICEF, the GPE and IrishAid.

The evaluation team shall furthermore consider whether gender, environment and climate change were mainstreamed; the relevant SDGs and their interlinkages were identified; the principle of Leave No-One Behind and the rights-based approach methodology was followed in the identification/formulation documents and the extent to which they have been reflected in the implementation of the Action, its governance and monitoring.

2.2.2 Indicative Evaluation Questions

The specific Evaluation Questions as formulated below are indicative. Based on the latter and following initial consultations and document analysis, the evaluation team will discuss them with the Evaluation Manager¹⁹ and propose in their Inception Report a complete and finalised set of Evaluation Questions with indication of specific Judgement Criteria and Indicators, as well as the relevant data collection sources and tools.

Once agreed through the approval of the Inception Report, the Evaluation Questions will become contractually binding.

A. Relevance

- A1. In the light of the evolutions of the political and institutional framework of Sierra Leone after the beginning of the project, to what extent is the Action still aligned with and contributing to national policies and plans for the education sector? Also is the Action consistent with national policies or international instruments on gender equality and relevant international human rights obligations? How?
- A2. What is the level of national ownership of the results of the project look like? Are outputs and outcomes of the project acknowledged by the partner institutions and mainstreamed in policy making and strategic elaboration?
- A3. What is currently the perception/satisfaction of about this EU action to support to the education sector by:
 - the national Government at large (political level)
 - the sector institutional stakeholders directly involved in the implementation of the Action, for Instance the departments and offices of the MBSSE, MTHE and TSC that have been working more actively within the project (policy/technical level)
 - the target groups that have so far directly benefitted from project activities at grassroots level (for instance the lecturers of the teacher training colleges involved, the teachers and

¹⁹ The Evaluation Manager is the staff of the Contracting Authority managing the evaluation contract. In most cases this person will be the Operational manager of the Action(s) under evaluation.

school leaders attending trainings, or other staff benefitting from capacity building or other type of support)

B. Effectiveness

- B1. What are the main outcomes produced so far in relation with each of the four specific objectives (1. Strengthen Education System Management to improve equity and quality, 2. Improve primary teaching and learning, 3. Improve management and delivery of TVET, 4. Improve access to secondary education)?
- B2. To what extent have the implementation modalities (TA, PE and DA) been effective to deliver on the expected results? To answer this question the consultancy will assess the performance of each implementing component.
- B3. What have been the main factors for achievement/success and for delays/failure so far (internal and external)?

C. Efficiency

- C1. Are the institutional, organisational and managerial arrangements appropriate to achieve the project objectives? The assessment will include coordination structures, internal implementation procedures, allocation of staff and reporting relations and tools.
- C2. At the time of the evaluation, to what extent were inputs and means converted into outputs? Does the action show good value for money (cost-effectiveness analysis, cost-benefit or other VfM methodology to be agreed at inception)?

D. Sustainability

- D1. What measures has the project undertaken to ensure sustainability after the end of its lifetime? Are they sufficient and what further measures can be suggested – if any – to be promoted by relevant stakeholders?

E. Early signs of impact.

- E1. To what extent are early signs of impact visible, at the time of the evaluation, at the level of contribution to the Overall Objective of the project?

2.3 Phases of the evaluation and required outputs

The evaluation process will be carried out in three phases: an inception phase, a field phase and a synthesis phase.

- Inception (including desk review/analysis)
- Field
- Synthesis

The outputs of each phase are to be submitted at the end of the corresponding phases as specified in the synoptic table in section 2.3.1.

2.3.1 Synoptic table

The following table presents an overview of the key activities to be conducted within each phase and lists the outputs to be produced by the team as well as the key meetings with the Contracting Authority and the Reference Group. The main content of each output is described in Chapter 5.

Phases of the evaluation	Key activities	Outputs and meetings
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Phases of the evaluation	Key activities	Outputs and meetings
<u>Inception Phase (including desk analysis/review)</u>	<ul style="list-style-type: none"> • Initial document/data collection • In-depth background document analysis (focused on the Evaluation Questions) • Reconstruction of the Intervention Logic, and / or description of the Theory of Change (based upon available documentation) • Methodological design of the evaluation (Evaluation Questions with judgement criteria, indicators and methods of data collection and analysis) and evaluation matrix 	<ul style="list-style-type: none"> • <i>Kick-off meeting with the Contracting Authority and the Reference Group</i> via remote conference • Inception Report, including key findings of the desk phase • Slide presentation of the Inception Report in a remote debriefing with the Reference Group
<u>Field Phase</u>	<ul style="list-style-type: none"> • Gathering of primary evidence with the use of interviews, focus groups, storytelling sessions, surveys etc. • Data collection and analysis (linked to the hypotheses to be tested in the field and in view of filling the gaps, if defined during a desk phase) 	<ul style="list-style-type: none"> • Initial meetings at country level with the Reference Group and the key stakeholders of the education sector in SL (face-to-face in plenary meeting at the EUD in Freetown) • Intermediary Note • <i>Debriefing with the Reference Group</i> including slide presentation of key findings of the field phase (face-to-face in plenary meeting at the EUD in Freetown)
<u>Synthesis phase</u>	<ul style="list-style-type: none"> • Final analysis of findings (with focus on the Evaluation Questions) • Formulation of the overall assessment, conclusions and recommendations • Reporting 	<ul style="list-style-type: none"> • Draft Final Report • Executive Summary according to the standard template published in the EVAL module • Final Report • Meeting with Reference Group including slide presentation (face-to-face in plenary meeting in Freetown, possibly at the Conference room of the MBSSE). Eternal guests can be invited on request of the Reference Group.

2.3.2 Inception Phase

This phase aims at structuring the evaluation and clarifying the key issues to be addressed.

The phase will start with initial background study, to be conducted by the evaluators from home. It will then continue with a kick-off session in remote via video conference between the Reference Group and the evaluators. Participation of all the evaluators is required. The meeting aims at arriving at a clear and shared understanding of the scope of the evaluation, its limitations and feasibility. It also serves to clarify expectations regarding evaluation outputs, the methodology to be used and, where necessary, to pass on additional or latest relevant information.

In the Inception phase, the relevant documents will be reviewed (see annex II).

Further to a first desk review of the political, institutional and/or technical/cooperation framework of EU support to the education sector in Sierra Leone, the evaluation team, in consultation with the Evaluation Manager, will reconstruct or as necessary construct, the Intervention Logic of the Action to be evaluated.

Furthermore, based on the Intervention Logic, the evaluators will develop a narrative explanation of the logic of the Action that describes how change is expected to happen within the Action, all along its results chain, i.e. Theory of Change. This explanation includes an assessment of the evidence underpinning this logic (especially between outputs and outcomes, and between outcomes and impact), and articulates the assumptions that must hold for the Action to work, as well as identification of the factors most likely to inhibit the change from happening.

Based on the Intervention Logic and the Theory of Change the evaluators will finalise i) the Evaluation Questions with the definition of judgement criteria and indicators, the selection of data collection tools and sources, ii) the evaluation methodology, and iii) the planning of the following phases.

The methodological approach will be represented in an Evaluation Design Matrix²⁰, which will be included in the Inception Report. The **methodology of the evaluation should be gender sensitive, contemplate the use of sex- and age-disaggregated data and demonstrate how actions have contributed to progress on gender equality.**

The limitations faced or to be faced during the evaluation exercise will be discussed and mitigation measures described in the Inception Note. Finally, the work plan for the overall evaluation process will be presented and agreed in this phase; this work plan shall be in line with that proposed in the present ToR. Any modifications shall be justified and agreed with the Evaluation Manager.

On the basis of the information collected, the evaluation team should prepare an **Inception Report**; its content is described in Chapter 5.

The evaluation team will then, present in a remote debriefing in video conference the **Inception Report** to the Reference Group. The slide presentation that will be prepared for this debriefing will also be sent in email to the reference group. The entire evaluation team shall participate to the debriefing and be ready to address potential questions from the Reference Group.

2.3.3 Field Phase

The Field Phase starts after approval of the Inception Report by the Evaluation Manager.

The Field Phase aims at validating / changing the preliminary answers formulated during the Desk review carried out at Inception phase and further completing information through primary or secondary research. Selected face-to-face interviews with the project management, the relevant EU Delegation and key partners in Sierra Leone may be conducted during this phase to support the preliminary analysis carried out at inception.

If any significant deviation from the agreed work plan or schedule is perceived as creating a risk for the quality of the evaluation or not respecting the end of the validity of the specific contract, these elements are to be immediately discussed with the Evaluation Manager and, regarding the validity of the contract, corrective measures undertaken.

In the first days of the field phase, the evaluation team shall hold a briefing meeting with the project management, the EU Delegation, local authorities and other relevant stakeholders.

²⁰ *The Evaluation Matrix is a tool to structure the evaluation analysis (by defining judgement criteria and indicators for each evaluation question). It helps also to consider the most appropriate and feasible data collection method for each of the questions,*

During the field phase, the evaluation team shall ensure adequate contact and consultation with, and involvement of the different stakeholders; with the relevant government authorities and agencies (NAO, MBSSE, MTHE, TSC in particular). Throughout the mission the evaluation team will use the most reliable and appropriate sources of information, respect the rights of individuals to provide information in confidence, and be sensitive to the beliefs and customs of local social and cultural environments.

At the end of the field phase, the evaluation team will summarise its work, analyse the reliability and coverage of data collection, and present preliminary findings in a meeting with the Reference Group.

At the end of the Field Phase a **Slide Presentation** will be prepared; its content is described in Chapter 5.

2.3.4 Synthesis Phase

This phase is devoted to the preparation by the contractor of **two distinct documents**: the **Executive Summary** and the **Final Report**, whose structures are described in the Annex III; it entails the analysis of the data collected during the desk and field phases to answer the Evaluation Questions and preparation of the overall assessment, conclusions and recommendations of the evaluation.

The evaluation team will present, in a single Report with Annexes, their findings, conclusions and recommendations in accordance with the structure in Annex III; a separate Executive Summary will be produced as well, following the compulsory format given in the EVAL module (see Annex III).

The evaluation team will make sure that:

- Their assessments are objective and balanced, statements are accurate and evidence-based, and recommendations realistic and clearly targeted.
- When drafting the report, they will acknowledge clearly where changes in the desired direction are known to be already taking place.
- The wording, inclusive of the abbreviations used, takes into account the audience as identified in art. 2.1 above.

The evaluation team will deliver the **Draft Final Report** to the Evaluation Manager and to the Reference Group, and then present to discuss the draft findings, conclusions and recommendations in Freetown. One day of presence is required of – as minimum – the Team Leader.

The Evaluation Manager consolidates the comments expressed by the Reference Group members and sends them to the evaluation team for the report revision, together with a first version of the Quality Assessment Grid (QAG) assessing the quality of the Draft Final Report. The content of the QAG will be discussed with the evaluation team to verify if further improvements are required, and the evaluation team will be invited to comment on the conclusions formulated in the QAG (through the EVAL Module).

The evaluation team will then finalise the **Final Report** and the **Executive Summary** by addressing the relevant comments. While potential quality issues, factual errors or methodological problems should be corrected, comments linked to diverging judgements may be either accepted or rejected. In the latter instance, the evaluation team must explain the reasons in writing. After approval of the final report, the QAG will be updated and sent to the evaluators via EVAL Module.

2.4 Specific Contract Organisation and Methodology (Technical offer)

The invited Framework Contractors will submit their specific Contract Organisation and Methodology by using the standard SIEA template B-VII-d-i and its annexes 1 and 2 (B-VII-d-ii).

The evaluation methodology proposed to undertake the assignment will be described in the Chapter 3 (Strategy and timetable of work) of the template B-VII-d-i. Contractors will describe how their proposed

methodology will address the cross-cutting issues mentioned in these Terms of Reference and notably gender equality and the empowerment of women. This will include (if applicable) the communication action messages, materials and management structures.

By derogation of what is specified in the standard SIEA template B-VII-d-i, the maximum length of the specific Contract Organisation and Methodology is 7 pages, written in Times New Roman 12 or Arial size 11, single interline, excluding the framework contractor's own annexes (maximum length of such annexes: 3 pages), additional to the Annexes foreseen as part of the present Specific ToRs. The timetable is not accounted and may be presented on an A3 page

2.5 Management and Steering of the evaluation

2.5.1 At the EU level

The evaluation is managed by the Evaluation Manager of the EUD in Freetown; the progress of the evaluation will be followed closely with the assistance of a Reference Group consisting of 1 member of the EU Delegation to Sierra Leone (in addition to the Evaluation Manager), 1 representative of MBSSE, 1 representative of MTHE, 1 representative of TSC (1 member), 1 representative of NAO.

The main functions of the Reference Group are:

- To define and validate the Evaluation Questions.
- To facilitate contacts between the evaluation team and the EU services and external stakeholders.
- To ensure that the evaluation team has access to and has consulted all relevant information sources and documents related to the Action.
- To discuss and comment on notes and reports delivered by the evaluation team. Comments by individual group members are compiled into a single document by the Evaluation Manager and subsequently transmitted to the evaluation team.
- To assist in feedback on the findings, conclusions, lessons and recommendations from the evaluation.
- To support the development of a proper follow-up action plan after completion of the evaluation.

2.5.2 At the Contractor level

Further to the Requirements set in the art. 6 of the Global Terms of Reference and in the Global Organisation and Methodology, respectively annexes II and III of the Framework contract SIEA 2018, the contractor is responsible for the quality of: the process; the evaluation design; the inputs and the outputs of the evaluation. In particular, it will:

- Support the Team Leader in its role, mainly from a team management perspective. In this regard, the contractor should make sure that, for each evaluation phase, specific tasks and outputs for each team member are clearly defined and understood.
- Provide backstopping and quality control of the evaluation team's work throughout the assignment.
- Ensure that the evaluators are adequately resourced to perform all required tasks within the time framework of the contract.

2.6 Language of the Specific contract

The language of the specific contract is to be English.

3 EXPERTISE REQUIRED

3.1 Number of experts and of working days per category

The table below indicates the minimum number of evaluators and the minimum number of working days (overall and in the field), per category of experts to be foreseen by the Contractor.

Category of experts	Minimum number of evaluators	Total minimum number of working days (total)	(Out of which) minimum number of working days on mission
Cat I	1	50	25
Cat II	1	25	15

In particular, the Team Leader (to be identified in the Organisation and Methodology and in the Financial Offer) is expected to be a Cat I expert, possess a demonstrable senior evaluation expertise coherent with the requirements of this assignment and not provide less than 50 working days, out of which 25 in the field.

3.2 Expertise required

Minimum requirements for Expert I (Cat. I expert)

Qualifications and skills:

- At least a University Master's degree (or at least 15 years of equivalent working experience) in political and/or social sciences, development studies, economics, management, or other related fields.

Specific professional experience:

- Minimum of 12 years of international experience in evaluating complex development projects, similar to the one to be evaluated.
- Minimum 10 evaluations completed over the last 12 years, of which at least 4 as TL.
- Proven expertise in evaluating EU/EDF-funded projects and individual contracts, including at a minimum Programme Estimates, Service Contracts and Pillar Assessed Grants or Delegation Agreement (PAGODA).
- Command of Project Cycle Management, Logical Framework and Theory of Change methodologies.
- Proven expertise in VfM (Value for Money) evaluation methods and instruments.
- Previous experience in evaluation in African countries, particularly in West Africa is an added advantage.

Minimum requirements for the Expert II (Cat II)

Qualifications and skills:

- At least a University Master's degree (or at least 10 years of equivalent working experience) in education and TVET, or other related fields.

Specific professional experience:

- Minimum of 6 years of international experience in education and TVET in developing countries.
- Proven expertise in evaluating EU/EDF-funded projects in the area of education and TVET.

- Good understanding of EU-EDF regulations and procedures.
- Command of Project Cycle Management, Logical Framework and Theory of Change methodologies.
- Previous experience in African countries, particularly in West Africa is an added advantage.

Language skills of the team:

- Excellent command of English , both written and oral skills (at least level C1 of the CEFR)

Languages levels are defined for understanding, speaking and writing skills by the Common European Framework of Reference for Languages available at <https://europass.cedefop.europa.eu/en/resources/european-language-levels-cefr> and shall be demonstrated by certificates or by past relevant experience.

The European Union pursues an equal opportunities policy. Gender balance in the proposed team, at all levels, is highly recommended.

3.3 Presence of management team for briefing and/or debriefing

The presence of member(s) of the management team is not required for briefing or debriefing purposes.

4 LOCATION AND DURATION

4.1 Starting period

Provisional start of the assignment is February 2020.

4.2 Foreseen duration of the assignment in calendar days

Maximum duration of the assignment: 120 calendar days.

This overall duration includes working days, week-ends, periods foreseen for comments, for review of draft versions, debriefing sessions, and distribution of outputs.

4.3 Planning, including the period for notification for placement of the staff²¹

As part of the technical offer, the framework contractor must fill in the timetable in the Annex IV. The 'Indicative dates' are not to be formulated as fixed dates but rather as days (or weeks, or months) from the beginning of the assignment (to be referenced as '0').

Sufficient forward planning is to be taken into account in order to ensure the active participation and consultation with government representatives, national / local or other stakeholders.

4.4 Location(s) of assignment

The assignment will take place both in remote at home-country of the contractor or of the evaluators, and in Sierra Leone.

- The Inception Phase will take place in home-country of the evaluators.
- The Field Phase will be in Sierra Leone. The precise list of sites and calendar of the visits will be defined by the evaluation team during the Inception Phase. However it will include visits/meetings in Freetown and in the Districts of Port Loko, Bombali, Bo and Kenema:

²¹ As per art 16.4 a) of the General Conditions of the Framework Contract SIEA

- The Synthesis Phase can take place at home country of the contractor or of the evaluators or in Sierra Leone. However, at least an in-person final restitution meeting has to be scheduled in Freetown, at the presence of the Reference Group and other external invitees.

5 REPORTING

5.1 Content, timing and submission

The outputs must match quality standards. The text of the reports should be illustrated, as appropriate, with maps, graphs and tables; a map of the area(s) of Action is required (to be attached as Annex).

List of outputs:

	Number of Pages (excluding annexes)	Main Content	Timing for submission
Inception Report (including key findings of the desk phase)	20-25 pages	<ul style="list-style-type: none"> • Intervention logic • Stakeholder map • Methodology for the evaluation, incl.: <ul style="list-style-type: none"> ○ Evaluation Matrix: Evaluation Questions, with judgement criteria and indicators, and data analysis and collection methods ○ Consultation strategy ○ Field visit approach [including the criteria to select the field visits] • Preliminary answers to each Evaluation Question, with indication of the limitations of the available information • Data gaps to be addressed, issues still to be covered and hypotheses to be tested during the field visit • Analysis of risks related to the evaluation methodology and mitigation measures • Work plan 	End of Inception Phase
Inception slide presentation	5-10 slides	<ul style="list-style-type: none"> • Same contents of the Inception Report in a slide summarised format 	End of the Inception Phase (together with the Inception Report)
Intermediary slide presentation	10-12 slides	<ul style="list-style-type: none"> • Activities conducted during the field phase • Difficulties encountered during the field phase and mitigation measures adopted • Key preliminary findings (combining desk and field ones) 	End of the Field Phase
Draft Final Report	30-40 pages	<ul style="list-style-type: none"> • <u>Cf. detailed structure in Annex III</u> 	End of Synthesis Phase
Draft Executive Summary – by using the EVAL	N/A	<ul style="list-style-type: none"> • <u>Cf. detailed structure in Annex III</u> 	End of Synthesis Phase

	Number of Pages (excluding annexes)	Main Content	Timing for submission
online template			
Final slide presentation	10 – 15 slides	<ul style="list-style-type: none"> • Same contents of the Final Report in a slide summarised format 	End of Synthesis Phase (together with the draft final report). To be presented in a meeting in Freetown
Final report	35-45 pages	<ul style="list-style-type: none"> • Same specifications as of the Draft Final Report, incorporating any comments received from the concerned parties on the draft report that have been accepted 	Two weeks after having received comments to the Draft Final Report.
Executive Summary – by using the EVAL online template	N/A	<ul style="list-style-type: none"> • Same specifications as for the Draft Executive Summary, incorporating any comments received from the concerned parties on the draft report that have been accepted 	Together with the final version of the Final Report

5.2 Use of the EVAL module by the evaluators

It is strongly recommended that the **submission of deliverables** by the selected contractor **be performed through their uploading in the EVAL Module**, an evaluation process management tool and repository of the European Commission. The selected contractor will receive access to online and offline guidance in order to operate with the module during the related Specific contract validity.

5.3 Comments on the outputs

For each report, the Evaluation Manager will send to the Contractor consolidated comments received from the Reference Group or the approval of the report within 15 calendar days. The revised reports addressing the comments shall be submitted within 10 calendar days from the date of receipt of the comments. The evaluation team should provide a separate document explaining how and where comments have been integrated or the reason for not integrating certain comments, if this is the case.

5.4 Assessment of the quality of the Final Report and of the Executive Summary

The quality of the draft versions of the Final Report and of the Executive Summary will be assessed by the Evaluation Manager using the online Quality Assessment Grid (QAG) in the EVAL Module (text provided in Annex V). The Contractor is given – through the EVAL module - the possibility to comment on the assessments formulated by the Evaluation Manager. The QAG will then be reviewed following the submission of the final version of the Final Report and of the Executive Summary.

The compilation of the QAG will support/inform the compilation by the Evaluation Manager of the FWC SIEA's Specific Contract Performance Evaluation.

5.5 Language

All reports shall be submitted in English.

5.6 Number of report copies

Apart from their submission -preferably via the EVAL Module-, the approved version of the Final Report will be also provided in 8 paper copies and in electronic version at no extra cost.

5.7 Formatting of reports

All reports will be produced using Font Arial or Times New Roman minimum letter size 11 and 12 respectively, single spacing, double sided. They will be sent in Word and PDF formats.

March 23 was replaced by an Interim Report providing for the preliminary findings on each of the four Specific Objectives (SOs) of the Action and on the Theory of Change, also including clarifications / further elaborations on each of those findings, challenges the Action is facing, and tentative recommendations as per each SO. Further see Foreword (Chapter 1) and Annex 2.

- Comments and remarks on the Interim Report were provided for by the EUD, and carefully processed. Other stakeholders did not send their comments, despite a significant extension of reaction time (also causing a delay in delivering this draft Final Report), probably due to staying at home without reliable internet.

2.2 Evaluation questions

The key-evaluation questions are the following (ToR, p. 14 – 15):

A. Relevance:

- A1, In the light of the evolutions of the political and institutional framework of Sierra Leone after the beginning of the project, to what extent is the Action still aligned with and contributing to national policies and plans for the education sector? Also is the Action consistent with national policies or international instruments on gender equality and relevant international human rights obligations? How?
- A2. What is the level of national ownership of the results of the Action look like? Are outputs and outcomes of the project acknowledged by the partner institutions and mainstreamed in policy making and strategic elaboration?
- A3. What is currently the perception/satisfaction of about this EU action to support to the education sector by: - the national Government at large (political level) - the sector institutional stakeholders directly involved in the implementation of the Action, for Instance the departments and offices of the MBSSE, MTHE and TSC that have been working more actively within the project (policy/technical level) - the target groups that have so far directly benefitted from project activities at grassroots level (for instance the lecturers of the teacher training colleges involved, the teachers and school leaders attending trainings, or other staff benefitting from capacity building or other type of support)

B. Effectiveness:

- B1. What are the main outcomes produced so far in relation with each of the four specific objectives?
- B2. To what extent have the implementation modalities (TA, PE and DA) been effective to deliver on the expected results? To answer this question the consultancy will assess the performance of each implementing component.
- B3. What have been the main factors for achievement/success and for delays/failure so far (internal and external)?

C. Efficiency:

- C1. Are the institutional, organisational and managerial arrangements appropriate to achieve the project objectives? The assessment will include coordination structures, internal implementation procedures, allocation of staff and reporting relations and tools.
- C2. At the time of the evaluation, to what extent were inputs and means converted into outputs? Does the action show good value for money (VfM)?

D. Sustainability:

- D1. What measures has the project undertaken to ensure sustainability after the end of its lifetime? Are they sufficient and what further measures can be suggested – if any – to be promoted by relevant stakeholders?

E. Early signs of impact:

- E1. To what extent are early signs of impact visible, at the time of the evaluation, at the level of contribution to the Overall Objective of the Action?

Those questions had a leading role during the evaluation process. For developing and introducing educational projects or programmes, and for the purpose of relevance, efficiency, effectiveness, sustainability, and impact (OECD/DAC criteria), the full Educational Value Chain (EVC) was covered from beginning to end³. The EVC has been used as a lens to look at the Action, integrated the evaluation questions:

1. Thorough elaboration of the context: Baseline study for building a sound knowledge and understanding about the psycho-social, cultural and economic conditions of the potential learners and teachers / schools, for identification of the major pedagogical and educational needs (teaching approach, contents of curriculums and textbooks, and of tests and exams) – also related to the needs and opportunities of the “world of work”;
2. Development of a results oriented logical framework for monitoring and evaluation, including SMART indicators on output and outcome;
3. Identification and linking of partner organisations;
4. Development of an appropriate teaching approach (pedagogical, contents, assessments), and of a well-adapted implementation strategy;
5. Tuning towards each other of teaching approach, curriculums and textbooks, and tests and exams;
6. Training of stakeholders (management, leadership, teachers, inspectors), creating ownership by awareness raising;
7. Identification of, and linking with, relevant government strategies and programmes;
8. Careful piloting in schools, with appropriate professional and financial support, and a significant emphasis on raising awareness for attitudinal change;
9. Monitoring and evaluation of the piloting process;
10. Adaptations and mainstreaming, with appropriate professional and financial support.

³ This EVC is the result of a PhD-research on monitoring of educational projects / programmes (1996), followed by analysing lessons learnt in evaluating educational programmes and projects (1993 – 2019); see www.vantrood.nl.

ANNEX 3: EVALUATION MATRIX

The evaluation team takes the evaluation questions and the stakeholders / EVC connected (par. 3.2) as a coherent and guiding principle for evaluating progress of the Action. Based on the documentation made available, those questions and the EVC are elaborated upon in more detail, translated into general questions and indicators for evaluating the Action, and linked to the OECD / DAC criteria. This way will and has been used as a tool for meetings with stakeholders and beneficiaries, and for analysing the Action (including lessons learnt).

Evaluation criteria and explanatory notes	Evaluation questions	Judgment criteria and indicators	Data collection and analysis methods
<p>Relevance <u>Definition:</u> The extent to which the Action is suited to the needs, priorities and policies of the target group, recipient and donor.</p> <p><u>Assumption:</u> If an intervention does not address present needs it does not matter how effective or efficient it is in producing its outputs.</p>	<p>Are the preliminary outputs and outcomes of the project addressing the objectives of the Action?</p> <p>Is the context of the learners, teachers and schools and labour market well-elaborated for developing and implementing the Action?</p> <p>Is the Action aligned with and contributing to national policies and plans for the education sector, with a fruitful synergy between both?</p> <p>Are outputs and outcomes of the Action acknowledged by the partner institutions and mainstreamed in policy making and strategic elaborations?</p>	<p><i>Judgment criterion:</i> The Action activities and outputs are appropriate despite any changes in the social, political and economic context.</p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> The original Action objectives have proven to be appropriate, or have been adjusted The needs of national and local partners are being met. 	<p>Analysis of Action documents</p> <p>Analysis of background literature</p> <p>Analysis of fieldwork data</p> <p>Triangulation of data</p>
<p>Effectiveness <u>Definition:</u> A measure of the extent to which a programme attains its objectives.</p> <p><u>Assumption:</u> Alternative more effective approaches to achieving the same objectives might have been adopted.</p>	<p>Are monitoring and self-evaluation well-organised (results oriented logframe)?</p> <p>Is the leadership / management within the Action competent: did they acquire the necessary knowledge and skills (how to act effectively), and attitudes (democratic, motivating, and transparent)?</p>	<p><i>Judgment criterion:</i> The Action delivery methods and mechanisms were appropriate and effective and adapted when necessary.</p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> Implementation of the Action has been in coherence with the Action design, except when adaptations have been required based on sound evidence. 	<p>Analysis of Action documents</p> <p>Analysis of background literature</p> <p>Analysis of fieldwork data</p> <p>Triangulation of data</p>

Evaluation criteria and explanatory notes	Evaluation questions	Judgment criteria and indicators	Data collection and analysis methods
	<p>Are trainings, supervisions and / or meetings for the stakeholders of the Action organised, on the contents, objectives and methodological approaches (awareness, capacity building)?</p> <p>Are stakeholders of the Action motivated to cooperate (ownership)?</p> <p>Do language(s) of instruction take the background of the learners and teachers into consideration?</p> <p>Do the teaching methods implemented fit to the possibilities and limitations of the learners and the teachers?</p> <p>Could the teaching approach be characterised as interactive, learner centred, and / or participatory, with well-balanced direct instruction and inquiry or competency-based approaches, and summative and formative assessments?</p> <p>Have access, retention and completion rates improved (disaggregated by gender, special needs)?</p>	<ul style="list-style-type: none"> • The monitoring and evaluation strategy identifies factors impacting on the achievement of Action objectives and facilitates adaptive programming. • Adaptive programming improves Action effectiveness. • Mitigation strategies and risk management measures are reviewed to ascertain whether they are sufficiently robust to cover the nationwide operation. • Coordination mechanisms in place between the Contractor and various stakeholders in the education sector have ensured an effective exchange to support the complementarity of actions. 	
<p>Efficiency</p> <p><u>Definition:</u> Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. If efficient, the Action uses the least costly resources possible in</p>	<p>Are sufficient physical and financial resources are made available?</p> <p>Is the institutional capacity well-considered:</p> <ul style="list-style-type: none"> - competent leadership & management is in 	<p><i>Judgment criterion:</i> The Action is implemented in the most efficient way compared to possible alternative approaches.</p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> • Action reporting and monitoring is timely and efficient. 	<p>Analysis of Action expenditure</p> <p>Analysis of fieldwork data</p> <p>Triangulation of data</p>

Evaluation criteria and explanatory notes	Evaluation questions	Judgment criteria and indicators	Data collection and analysis methods
<p>order to achieve the desired results.</p> <p><u>Assumption:</u> Alternative more efficient approaches to achieving the same outputs might have been adopted.</p>	<p>place</p> <ul style="list-style-type: none"> - recruitment of staff / teachers, with their contracts organised - relevant training of staff / teachers is taking place? <p>Are anti-corruption policies / accountability mechanisms in place?</p> <p>Is there a fair balance between overhead costs and project output: numbers of benefitting learners, teachers and schools, jobs (to be) created, and of (types of) physical resources made available (VfM)?</p> <p>Has duplication been avoided?</p>	<ul style="list-style-type: none"> • Objectives are attained on time. • The costs associated with the Action are proportionate to the benefits it generates (VfM). 	
<p>Early signs of Impact</p> <p><u>Definition:</u> The positive and negative changes produced in the local social, economic or environmental situation by the Action, whether directly or indirectly and whether intended or unintended.</p> <p><u>Assumption:</u> In the education sector there are many factors impacting on objectives such as improved teacher attendance, including factors beyond the control of any development Action, and it is therefore necessary to ascertain the contributing factors rather than attributing achievements to the Action – unless there is strong evidence for such attribution.</p>	<p>Is it likely that the objectives of the Action will be achieved? In particular with regard to improving capacities of concerned national beneficiaries and to improving access, retention and completion rights of end beneficiaries (disaggregated by gender)?</p> <p>Are mitigating measures on bottlenecks / obstacles well-considered (which measures?).</p>	<p><i>Judgment criterion:</i> The observed effects link to the Action or can be credited to the Action.</p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> • Factors influencing the observed achievements can be linked to the Action. • Factors influencing the observed achievements can be attributed partially or wholly to the Action. 	<p>Analysis of Action documents</p> <p>Analysis of background literature</p> <p>Analysis of fieldwork data</p> <p>Triangulation of data</p>

Evaluation criteria and explanatory notes	Evaluation questions	Judgment criteria and indicators	Data collection and analysis methods
<p>Sustainability</p> <p><u>Definition:</u> Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.</p> <p><u>Assumption:</u> The benefits of the Action will continue after donor funding ceases.</p>	<p>To what extent has the Action succeeded to introducing sustainable actions which could continue after the elapse of their implementation period (exit strategy)?</p>	<p><i>Judgment criterion:</i> The effects are likely to last after the Action ends.</p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> • Counterparts are actively involved in the different interventions at the levels of planning, implementation, and M&E • long plan for continuation of the project is drafted. • A handover / exit plan is developed to turn the Action to concerned counterparts. 	<p>Analysis of Action documents Analysis of background literature Analysis of fieldwork data Triangulation of data</p>
<p>EU added value</p> <p><u>Definition:</u> Through the Action the EU has added value in the education system in Sierra Leone.</p> <p><u>Assumption:</u> The evaluation of EU added value brings together the findings against the other criteria, presenting the arguments on causality and drawing conclusions.</p>	<p>Does the EU contribution to the Action bring significant additional benefits?</p> <p>What would be the most likely consequences of terminating the Action by the EU?</p>	<p><i>Judgment criterion</i> The Action has added benefits.</p> <p><i>Indicators</i></p> <ul style="list-style-type: none"> • The Action is coherent with the EU strategy in Sierra Leone and with other EU policies. • The Action caused or contributed to added value by EU. 	<p>Analysis of Action documents Analysis of background literature Analysis of fieldwork data Triangulation of data</p>
<p>Gender equality and prevention of SRGBV</p> <p><u>Definition:</u> The different effects of the Action are distributed equitably by gender, and prevention of SRGBV is an intrinsic aspect of the Action</p> <p><u>Assumptions:</u> Gender analysis and prevention of SRGBV are mainstreamed in the Action activities.</p>	<p>Are inclusion and equality (ethnic, gender, special needs) guaranteed (<i>Leave no-one behind, Rights based approach</i>), also avoiding SRGBV?</p> <p>Are safe and accessible WASH facilities in place?</p>	<p><i>Judgment criterion</i> Analysis and adequate mainstreaming in place</p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> • Documented gender analysis and inclusion procedures • Gender sensitive / inclusion indicators are regularly monitored • WASH facilities are in place. 	<p>Analysis of Action documents Analysis of fieldwork data Triangulation of data</p>
<p>Coherence</p> <p><u>Definition:</u> The Action is in alignment with relevant national and</p>	<p>Is the Action in alignment with relevant policies of the 11th EDF and of the Government?</p>	<p><i>Judgment criterion:</i> The Action is implemented in full accordance with the relevant policies.</p>	<p>Analysis of Action documents Analysis of fieldwork data</p>

Evaluation criteria and explanatory notes	Evaluation questions	Judgment criteria and indicators	Data collection and analysis methods
<p>donor policies.</p> <p><u>Assumptions:</u></p> <p>Relevant national and donor policies are reflected in the Action programming.</p>	<p>Is the Action in alignment with SDGs 4, 5 and 8?</p> <p>Does the Action take environment and climate related issues into account?</p>	<p><i>Indicator:</i></p> <ul style="list-style-type: none"> Action programming and implementation are aligned to relevant policies and SDGs (thus including gender / inclusion, and environment / climate). 	<p>Triangulation of data</p>

ANNEX 4: INTERVENTION LOGIC

There is an explicit and intended "holistic" approach in the intervention logic of the Action. Its structure is well-elaborated and explicitly targeting many of the relevant issues. But bottlenecks like insufficient data and information were major challenges at the time of project design, and still are to some extent (although quantity and quality of data from national statistics and annual school census has improved tremendously in the last couple of years), as well as poor governance and inefficient management of the education system. Other observations:

- On enhancing social protection for vulnerable population groups (gender, special needs, disadvantaged people) it appears that a comprehensive baseline is not available
- The logical framework is to a large extent output oriented (quantitative)
- Indicators are not yet gender disaggregated
- For the purpose of assessing efficiency and effectiveness, and impact, the logical framework is in need for SMART outcome indicators (qualitative) on the effectiveness of teaching and learning, considering effective teaching and learning approaches (well-balanced direct instruction and inquiry or competency-based approaches) and testing / examination (summative and formative)
- For the purpose of assessing efficiency and effectiveness, and impact, the logical framework is in need for SMART output (quantitative) and outcome (qualitative) indicators, on gender equality (access, retention, completion) and on the prevention of SRGBV, and on inclusion (no-one leaves behind, rights based approach)
- Period of implementation is too short for acquiring early signs of impact.

The pedagogical aspects, crucial for effective teaching and learning, as well as testing / examination procedures, are not yet made enough explicit in reporting by the two TA-teams. The same applies, among other issues, to enhancing gender equality / prevention of SRGBV, and inclusion of vulnerable groups.

ANNEX 5: MAP OF SIERRA LEONE

The 'Support to the Education Sector in Sierra Leone' programme in its entirety (Financing Agreement SL/FED/37417), which entails:

- Service Contract FED/2017/382821 'Technical Assistance in Support of the Education Sector'
- Programme Estimate FED/2018/395954 'Support to the Education Sector in Sierra Leone' –
- Delegation Agreement FED/2017/382830 'Support to TVET in Sierra Leone'



The Action has nation-wide scope, with main activities in Freetown and in some districts as follows:

- Technical Assistance and Programme Estimate components, which are complementary for the achievements of SO 1, SO 2 and SO 4 of the project, are implemented at central level in Freetown and in two geographical areas in the North and South-East of the country, for a total of 4 districts (**Port Loko** and **Bombali** in the North; **Bo** in the South and **Kenema** in the East)
- Delegation Agreement with GIZ, for the purpose of the SO 3 only, is implemented mainly in Freetown, with some specific activities implemented with partner institutions in Lunsar (Port Loko), Kenema and in the East part of Freetown.

ANNEX 6A: INITIAL WORKPLAN

Activity	Location	Indicative Duration in working days		Indicative Dates
		TL	KE2	
Inception/Desk phase: total days		12	5	
• Initial remote conference or face-to face discussion EUD and other stakeholders	Home-based	0,5		06 February 2020
• Initial document/data collection and definition of methods of analysis	Home-based	3	1	Week 1
• Background and stakeholder analysis	Home-based	3	2	Week 1-2
• Reconstruction of Intervention Logic, incl. analysis of conditions, risks and assumptions	Home-based	3	0,5	Week 2
• Inception Report submitted (including Slide presentation)		2	1	17 Feb 2020 (W3)
• Remote debriefing with EUD and reference group	Home-based	0,5	0,5	Week 2
Field phase: total days		23	15	
• Meetings at country level with the EU Delegation and Reference Group; Interviews/meetings with key stakeholders, and summing with EUD; Identification of preliminary answers to the EQs, information gaps	Freetown	7		2 March (Week 5)
• Regional visits to Port Loko, Bombali, Bo and Kenema districts for data collection and consultation with the stakeholders; Data aggregation, summary and analysis.	Field visits	12	12	Week 6-7
• Debriefing-Preparation and present preliminary findings in a meeting with the EU Delegation. (Intermediary slide presentation) – replaced by an Interim Report	Freetown	4	3	23 March (W8)
Synthesis phase: total days		15	5	
• Formulation of the overall assessment, conclusions and recommendations.	Home-based	8	4	Week 8-9
• Draft final report.	Home-based			31 March
• Preparation, Organisation and conducting the workshop, replaced by a video-PPT due COVID-19 situation	Home-based (1) - Freetown (2)	1+2		Week 10-1 April 9 and 10th
• Addressing comments and finalisation of the Evaluation Report	Home-based	2	1	Week 12
• Elaboration of the Executive Summary	Home-based	2		Week 12
• Final Report submitted & Executive Summary (including final slide presentation)				22 April 2020
TOTAL working days (maximum)		50	25	

ANNEX 6B: SCHEDULE OF MEETINGS / PEOPLE CONSULTED

MID-TERM EVALUATION

Field Phase 02-24 March 2020 - Agenda

Visiting experts:

Rogier Van 'T Rood (KE1 Team Leader)

Peter Merckx (KE2 Education Specialist)

DAY	PROGRAMME	PARTICIPANTS and support
01 March Sunday	<i>K1 arrival and lodging</i>	
02 March Monday	<p>9:30 – 10:30 EUD, Leicester Peak - Conference Room: Kick-off / opening meeting with the Reference Group and TL</p>	<p>Evaluation manager EUD Team Leader Representative from NAO (absent) Representative from MBSSE Representative from MTHE Representative from TSC</p>
	<p>10:30 – 12:00 EUD, Leicester Peak - Conference Room: Bilateral meeting with the EU Evaluation Manager</p>	<p>EU Education Programme Manager</p>
	<p><i>Lunch break</i></p>	
	<p>14:00-15:00 NAO, Tower Hill: Courtesy call to NAO (Ambrose James - director)</p>	<p>NAO Director NAO Head of Education and Infrastructure NAO Education Officer</p>
	<p>15:30 – 17:00 MBSSE: briefing with key institutional partners of the project (MBSSE, MTHE, TSC and NCTVA) and key implementers (PROMAN TA, PCCU, GIZ TA): Introductory meeting to present the overall evaluation exercise, mission objectives, schedules</p>	<p>MBSSE Permanent Secretary, CEO, Directors, Senior officials, and relevant staff mainly involved in the project MTHE CEO, Permanent Secretary, Directors, Senior officials, and relevant staff mainly involved in the project TSC Chairperson, Secretary and Directors, Senior officials, and relevant</p>

		staff mainly involved in the project NCTVA Director TA Team key-experts PCCU staff GIZ key-members of the team
03 March Tuesday	9:30 – 12:30 MBSSE, TA project office(s): bilateral meetings with the TA Team members (individually) <ul style="list-style-type: none"> - Jens Gnaur - Cream Wright - Lameuk Siage - Jim Wile - Batilloi Warritay - Stephen Musa 	PROMAN TA Team Key-experts and relevant non-key experts
	<i>Lunch break</i>	
	14:00 – 17:00 MBSSE/MTHE, Planning Building: bilateral meeting with Imprest Team and PCCU It is advisable a one-hour brief with KE 4 followed by more intense discussions with members of the PCCU in particular the Imprest Account Officer, donor coordination and M&E.	Imprest Administrator and Imprest Accounting Officer Staff of the PCCU (Session facilitated by the Proman TA team as necessary)
04 March Wednesday	9:00 – 11:30 MBSSE: bilateral meetings with MBSSE senior officials / heads of departments: <ul style="list-style-type: none"> - EMIS Department - Unfortunately Mrs. Adama Momoh (director) is not in-country. May I suggest a skype with expert Angela Arnott in addition to Deputy Director John Ansumana)? - Directorate Inspectorate and Quality Assurance – Mohamed Sesay (director) 	(Session facilitated by the Proman TA team as necessary)
	11:30 – 12:30 MTHE: bilateral meeting with MTHE senior officials / heads of departments: <ul style="list-style-type: none"> - Directorate Higher Education / Teacher education: Christiana Samu – director M&E - Department of Technology and Innovation (DLE – EMIS): Mr. Ansumana 	
	<i>Lunch break</i>	
	14:00 – 17:00 TSC: bilateral meetings with senior officials / heads of departments: 1, Professional standards – communication – portfolio audits – in-service (Batilloi) 2 Victor Sesay – director technology and innovation 3 Payroll and records 2 nd meeting with Jim Wile – TA Proman <ul style="list-style-type: none"> - TSC Chairperson and Secretary: Mrs. Escott - commissioner - Directorate Teacher professional development – Denis Luseni – deputy director 	(Session facilitated by the Proman TA team as necessary)
05 March Thursday	09:00 – 12:30 GIZ Support to TVET Project Office, Freetown rd: bilateral meeting with GIZ team	GIZ Project Manager Dr. Siegfried Berg - TA
	<i>Lunch break</i>	
	14:00 – 15:30 NCTVA, Tower Hill: meeting with NCTVA senior management: M. Jalloh – director, and staff	(Sessions facilitated by the Proman TA team as necessary)

	15:30 - 17:00 MTHE: bilateral meeting with TVET senior official: Abdul Senesie – deputy director	
06 March Friday	09:30 – 12:30 GTI and/or Murialdo Institute in Kissy: field visit with GIZ team	
	<i>Lunch break</i>	
	Afternoon: 5 th RBM Workshop, 6 th of March, at 2 pm, 39 Freetown Rd. TVET Project Office (this is a regular monitoring in the context of GIZ led component, which by fortunate coincidence happens exactly during the visit of the evaluators – although when only Rogier is in country. Anyway, it could be interesting for him and for the purpose of the evaluation.	MTHE NAO NCTVA TA
07 March Saturday	TL deskwork	
08 March Sunday	TL deskwork	
09 March Monday	TL deskwork Arrival of KE2 Travel from Freetown to Port Loko Overnight stay in Port Loko	
10 March Tuesday	Meetings/consultation/visits with: - Port Loko District Education Office (DD) - Port Loko District Council - Port Loko TSC District Office - Port Loko Teachers Training College - RC Primary school Sendugu (standards, competency classes, and/or others) Transfer from Port Loko to Makeni	
11 March Wednesday	Meetings/consultation/visits with: - Bombali District Education Office (DD) - Bombali District Council - Bombali TSC District Office Overnight stay in Makeni	
12 March Thursday	Continue visit to Makeni District Meeting/consultation/visit with: - Makeni Teachers Training College - RC Primary school, Masongbo (standards, competency classes, and/or others) Overnight stay in Makeni	
13 March Friday	On the way back to Freetown: visit to Saint Joseph Institute, Lunsar (partner TVET Institute of GIZ-led action) Desk work Overnight stay in Freetown	
14 March Saturday	Desk work Overnight stay in Freetown	
15 March Sunday	Desk work Transfer to Bo	
16 March Monday	Meetings/consultation/visits with: - Bo District Education Office (DD): inspector Peter Abdulai and staff - Bo District Council - Bo TSC District Office Overnight stay in Bo	

<p>17 March Tuesday</p>	<p><u>Due to coronacrisis both experts travelled back from Bo to Freetown and flown back home in the evening – on urgent advice by the EUD in Freetown – activities / meetings below in green are cancelled.</u> Desk work</p> <p>Meeting/consultation/visit with: - Bo Teachers Training College (Njala University, Bo Campus) - one or two schools where there are School leaders and teachers benefitting from our training activities (standards, competency classes, and/or others)</p> <p>Transfer from Bo to Kenema</p>	
<p>18 March Wednesday</p>	<p>Desk work from home</p> <p>Meetings/consultation/visits with: - Kenema District Education Office (DD) - Kenema District Council - Kenema TSC District Office</p> <p>Overnight stay in Kenema</p>	
<p>19 March Thursday</p>	<p>Desk work from home</p> <p>Meeting/consultation/visit with: - Kenema Teachers Training College (Eastern Polytechnic) - one or two schools where there are School leaders and teachers benefitting from our training activities (standards, competency classes, and/or others)</p> <p>Overnight stay in Kenema</p>	
<p>20 March Friday</p>	<p>Desk work from home</p> <p>Visit/meetings to the TVET component activities in the Eastern Polytechnic, with GIZ. Additional visits/meetings in Kenema and/or Bo (if not completed in the previous days) Desk work Travel back to Freetown</p>	
<p>21 March Saturday</p>	<p>Desk work from home</p>	
<p>22 March Sunday</p>	<p>Desk work from home</p>	
<p>23 March Monday</p>	<p>Desk work from home Interim Report sent to EUD for consideration by EUD and key-stakeholders Final debriefing in plenary (Reference Group and implementers): Presentation of main findings</p> <p>Departure of KE2 in the afternoon Deskwork for TL</p>	
<p>24 March Tuesday</p>	<p>Experts work from home Desk work</p> <p>Meeting TL – Evaluation manager Planning the next steps - Departure TL</p>	

****Green:** cancelled meetings due to coronacrisis

ANNEX 7: DOCUMENTS CONSULTED

- Action Document/ Financing Agreement TAPs for the programme 'Support to the Education Sector in Sierra Leone SL/FED/37417 (signed in December 2016)
- Annual Schools Census Report 2019 (ASC)
- Budget PE – Detailed budget addendum 1
- Delegation Agreement FED/2017/382830 'Support to Technical vocational Education and Training in Sierra Leone', and addendum
- Electrical, mechanical and plumbing items donated to polytechnics
- EU-Sierra Leone National Indicative Programme Sierra Leone 2014-2020
- Fergus, Laura, and Rood, Rogier van 't: "Unlocking the potential for change: Education and prevention of Gender Based Violence" (report); SIDA – Stockholm: 2013
- Finanzbericht GIZ (2018)
- Financing Agreement SL/FED/037417
- GEM report 2019
- Inception Report - Proman (2017)
- Interim reports – TVET / GIZ (2018 / 19)
- Logframes – Proman TA, and GIZ / TVET (incl. updates)
- Mainstreaming gender in the education sector / Sierra Leone - Proman (2019)
- Memorandum of Understanding (2017) NAO-MEST on the Governance of the Project
- PE Imprest component reports (2018 – 19)
- Programme estimate 395954 (2018 - 2021)
- Results survey TVET partner institutions: Eastern Polytechnic, Murialdo, St. Joseph
- Service contracts 382821 (2017), and addenda
- Sierra Leone National Development Plan 2019 – 2023 'Education for Development'
- Sierra Leone Poverty Reduction Strategy Paper III 2013-2018 'Agenda for Prosperity'
- TA Progress reports 1 to 5 – 382821 Proman (2017 – 19)
- Terms of Reference to this mid-term evaluation (2019)
- TSC Act (2011)

ANNEX 8: EDUCATION IS A COCONUT

Education is a coconut

What do we mean by quality education and how could we measure it?



- The hard shell represents the conditions for (quality) education: infrastructure (buildings, classrooms), furniture and equipment, curriculums, textbooks, tests and exams, teaching aids, budgets and salaries, support structures and teacher training, etc.
- The soft inner and nourishing part represent the core element of education: the teacher – learner interaction in classrooms: the so-called “*Primary Process*” in education.

Quality learning or education implies that the learners achieve the competences to become citizens who contribute to their society and who effectively enter the world of work, for earning a decent living for themselves and for those who are depending on them. Competences contain three elements: knowledge, skills and attitudes:

- Most knowledge is subject related;
- Most skills and attitudes are also subject overarching;
- These subject overarching skills and attitudes include the following: safe cooperation, communication and leadership skills, being pro-active, being able to take initiative, critical self-reflection, accountability and responsibility, being flexible, being able to overcome challenges, etc.

Direct Instruction and Inquiry Based education

For teaching subject related skills and knowledge *Direct Instruction* (DI) is proven to be the best teaching and learning approach. DI teaches by explicit instruction by teachers who are experts on the subject at stake. DI relies on a systematic curriculum design delivered by implementation of a prescribed behavioural script. It includes tutorials, laboratory classes, recitation, seminars, workshops, practical and / or internships.

But for the subject overarching skills and attitudes, or cross cutting issues, so called “Twenty-first century life skills” or “Entrepreneurial skills” are more effective. This *Inquiry Based* (IB) approach of teaching and learning is rooted in validated constructivist approaches. Constructivist teaching and learning takes the mental framework and the context of the learner as its starting point: the already existing views and ideas, experiences, norms and values, opportunities and hindrances, etc. Then the learner is challenged in a safe and conducive environment to expand his / her views to a next level of

development, step by step, to reflect on the achievements, and then to improve him or herself further. Teaching and learning are highly interactive and participatory, with workshops, discussions, role plays, etc., taking real life situations as starting point. The curriculum is not fully pre-described, but a comprehensive set of flexible modules guides the teacher. This is *empowerment*: people acquire the competences to take control over their own lives and resources⁴.

Testing and examination

When it comes to testing and examination (assessments) of the outcomes of teaching and learning, a more *summative* assessment with perhaps some formative elements is recommended for DI, while a more *formative* assessment with perhaps some summative elements is advisable for IB. Summative assessments evaluate student learning at the end of an instructional unit by comparing it against a standard or benchmark, like exams. Formative assessments monitor the student learning by providing ongoing feedback, helping students to identify their strengths and weaknesses and target areas that need work, and where students are still struggling and addressing problems immediately. Examples are portfolio's, presentations of products manufactured / created, interviews and observations.

The same applies to nonformal adult education. Mere (functional) literacy courses are proven to be ineffective, since neo-literates easily loose the capacity of reading and writing if they do not exercise these on a daily basis, being the case in many disadvantaged environments. Participatory approaches on the other hand are far more effective and sustainable. These approaches focus on achieving awareness and competences on the context related issues that matter to the learner (see Paulo Freire). In such approaches acquiring literacy is not a goal in itself but just one of the means for achieving the necessary knowledge, skills and attitudes for active and fruitful participation in society.

Many employers throughout the world complain that many young job seekers lack necessary basic skills and foremost attitudes, and they are therefore rather reserved and hesitated hiring them. This is due to the fact that traditional teacher centred approaches merely focus on the acquisition of knowledge. Testing is foremost on knowledge, often neglecting necessary skills and attitudes. It is even worse: because of rigid testing practices teachers being trained in constructivist teaching feel enforced to fall back on inefficient rote learning, because of the requirements of these tests and exams. As a result, many young people are excluded from the world of work.

Inquiry Based (constructivist, participatory) teaching and learning on its turn, comprehensively focuses on the acquisition of relevant subject overarching skills and attitudes, and related to the context of the learner, next to subject knowledge and skills by Direct Instruction. This is quality education, since education experts and scientist generally consider the interaction between teacher and learner (the "Primary Process") on all aspects of teaching and learning (knowledge, skills and attitudes), as the determining factor for the quality of education, for its effectiveness and (potential) impact.

Coconut consequences

Training teachers on those effective teaching approaches is indispensable for providing quality education within a safe and conducive learning environment. But for being effective the heart of the coconut, the primary process with the teacher at its centre, also needs sufficient and coherent support by the hard shell. Only with an effective support structure in place, it will be possible for the teacher to provide for quality education. Next to a sufficient infrastructure, salaries, support, etc., it will therefore also be of utmost importance to tune curriculums, textbooks and not the least tests and examinations to those effective teaching approaches. Otherwise training teachers on effective approaches will be practically useless, since teachers will still feel the need to adapt to the existing examination

⁴ Rood, Rogier A. van 't (1996/7).

requirements by exercising ineffective teacher centred approaches, to a large extent based on rote learning.

Towards an indicator for quality education and empowerment

Quality education enhances the acquisition of empowerment. Empowered people take control over their own lives and resources⁵. In other words: they are able to organise themselves effectively for facing challenges and solving problems. This problem-solving capacity is the indicator, embedded in constructivism, for quality education. It includes the following sequential elements⁶:

- Identification and analysis of a problem / challenge
- Settling of a problem-solving goal
- Development of a problem-solving strategy
- Mobilisation of resources (human, physical)
- Implementation of the strategy
- Reflection on the achievements (self-evaluation), for developing further improvements and next steps.

EMPOWERMENT INDICATOR			
General goal of this qualitative outcome indicator is to assess effectiveness and (potential) impact of the educational intervention at stake			
Theme Description and Implementation	Output and Indicators	Measuring indicators	Evidence
People (learners / students, teachers, staff) acquire “21 st century skills” / an entrepreneurial attitude: respectful cooperation, communication and leadership skills, being pro-active, being able to take initiative, critical self-reflection, accountability and responsibility, being flexible, being able to overcome challenges, etc.	People take control over their learning processes, by effectively organising themselves for solving challenges / assigned problems.	<ol style="list-style-type: none"> 1. Identification and analysis of a challenge / problem; 2. Settling of a problem-solving goal; 3. Development of a problem-solving strategy; 4. Mobilisation of resources (human, physical); 5. Implementation of the strategy; 6. Reflection on the achievements (self-evaluation) for further improvements and next steps. 	<p>Portfolio's, presentations, interviews and observations (for learners / students)</p> <p>Performance assessments (for teachers, staff).</p>

This quality indicator and its elements can be implemented for formative testing at all levels and types of education, and for every age, but each time geared towards the relevant social, cultural and economic context at stake, also taking the developmental stage of the learner into account.

⁵ Rood, Rogier A. van 't (1996/7).

⁶ Rood, Rogier A. van 't (1999/2010/2015).

Validation instruments will be (a combination of) portfolio's, presentations, interviews and observations.

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ANNEX 9: GENDER CONTRIBUTION

1. ToR Outcome

Over the past five years access to education has improved, but despite relatively high gross enrolment rates at the primary level, significant repetition and drop-out rates at the upper primary levels, secondary and above (in particular among girls and students from low income households) remain a concern.

The country has one of the highest rates of teenage pregnancy with early pregnancies being one of the factors contributing to girls dropping out of the school system especially at secondary school level. This drop-out rate is one of several contributors to the wide gender gap at higher levels of education. It is therefore important to address this issue and facilitate re-entry of these girl into the school system.

The literacy rate has been steadily improving over the years. The 2015 Population and Housing Census results indicate that the literacy rate for those aged 10 years and above is approximately 51.4% but there is an alarming gap between males and females with the literacy rate of males being 59.4% whilst that for females is 43.9%.

While gender parity has been achieved at the pre-school and primary levels, with more girls enrolled than boys and at both the pre-primary and primary school levels, the gap increases at JSS, and becomes conspicuous at SSS, TVET, and tertiary level.

Non-availability of schools in some communities and hence long distances from home to school was also a challenge. At higher levels, the issue of early and sometimes forced marriages, sexual harassment by male teachers and/or male students, early pregnancies etc., affected the retention of girls at JSS and SSS levels, contributing to gender disparities.

Through the GATE project, MEST is building the capacity of school leaders (principals and deputy principals, peer mentors, guidance counsellors and adult school mentors) to monitor and report on violence in schools and ensure schools are safe for girls. At JSS level, a small amount of funding is being provided to support schools to implement actions that promote school safety and retain girls in school.

Enrolments at the senior secondary levels are low, with a GER of 27.6% in 2015 and a GIR of 27.9%. The gender gap widens as students' progress to higher levels of education. At SSS level, the GPI has remained lower than at junior secondary levels, although it has improved greatly from 0.59 in 2010 to 0.77 in 2013 and 0.9 in 2016.

The Gender Parity Index (GPI) at pre-school level is in favour of girls at 1.1, while there is gender parity at primary and almost parity at JSS level. At SSS level, girls are disadvantaged in comparison to boys, with a GPI of 0.9.

2. Outcome Education Sector Report

Issues of inequalities cut across gender, physical status, socio-economic status, geographical locations, rural/urban and ability. From the discussions at district level, and the Country Education Status Report, one of the challenges for most children to access and remain in school is the cost indicating that the greatest inequalities have to do with affordability of education. Children from more wealthy households in urban areas are more likely to attend and complete school than those from poorer families in rural areas. While gender parity has been achieved at the pre-school and primary levels, with more girls enrolled than boys and at both the pre-primary and primary school levels, the gap increases at JSS, and becomes conspicuous at SSS, TVET, and tertiary level. The Gender Parity

Index (GPI) at pre-school level is in favour of girls at 1.1, while there is gender parity at primary and almost parity at JSS level. At SSS level, girls are disadvantaged in comparison to boys, with a GPI of 0.9. This can be seen from the chart below which shows the increasing favourable trend in gender parity from the 2011/12 to the 2015/16 school year.

3. According to the Ministry of Basic and Senior Secondary Education 2019 Annual Schools Census Report and Statistical Abstract:

As a consequence of the increased proportion of approved schools, the number of learners and students benefitting from the government support also increased. In primary for instance, even though 79% of the schools are approved, the enrolment in these schools represent 87.7% of the total population in primary schools.

In Junior Secondary Schools, 90.2% of the total population is enrolled in approved schools, despite the proportion of approved schools being 77%. There are equal number of female learners/students in primary and junior secondary grades. In pre-primary, there are slightly more girls than boys irrespective of the grade – this includes the learners attending day care – while in senior secondary, there are more boys in schools. Access to school is relatively high for the established segments of the system, primary education recording incredible achievements. With more than one generation streaming into primary, GER has increased by 30 and 34 percentage points for boys and girls respectively between 2018 and 2019.

Educational inequality exists all around the globe, and Sierra Leone is no exception:

Literacy rate, adult female (% of females ages 15 and above) in Sierra Leone was reported at 34.85 % in 2018, according to the World Bank collection of development indicators, compiled from officially recognized sources. Sierra Leone - Literacy rate, adult female (% of females ages 15 and above) - actual values, historical data, forecasts and projections were sourced from the World Bank on March of 2020.

Literacy rate, adult female (% of females ages 15 and above)	34.85 %
Labour force, female	1339863
Ratio of female to male youth unemployment rate (% ages 15-24) (modelled ILO estimate)	41.95 %
Proportion of women in ministerial level positions	18.5 %

One of the main barriers to education for girls in Sierra Leone is poverty. Forty percent of school-aged girls reported that poverty caused them to drop out or leave school. With minimal resources, families are focused on providing basic needs such as housing, food, clothing, and care to each family member, and because of this, pursuing an education falls on the back burner. Many of these girls are helping to provide these basic needs.

Other significant barriers is teenage pregnancy, the loss of their primary caregiver to illnesses or accidents (which is typical for these young girls), lack of parental care and encouragement, and overall negative cultural attitudes and beliefs towards girls' education, among others. With the odds stacked against girls trying to obtain an education in Sierra Leone, it's clear why there's such a significant difference in literacy rates between young boys and girls.

Gender outcome after discussions in Freetown:

- Ongoing process of improving sanitation and WASH-facilities in schools.
- Establishment of study on gender mainstreaming + action plan (draft, still under development), by MBSSE. But the Action Plan was not identified.

- Strategies for prevention of SRGBV were not identified
- Strategies for inclusion of the most vulnerable and learners with special needs were not identified.

Review of Mainstreaming gender in the Education sector-Sierra Leone (DRAFT Final Report)

(This draft Final Report on Gender Mainstreaming by TA / MBSSE is neither approved, nor implemented yet).

Key aspects of gender mainstreaming such as:

Awareness campaigning; promotion of female teachers as role models

Targeted female teachers' recruitment policies

The Government of Sierra Leone should reinforce or introduce relevant policies, strategies and interventions, such as:

Action	Outcome field visit
Provision of infrastructure, supplies and quality teachers to enhance teaching and learning	<i>This provision is very slow and from field visits we learned that budgets are not available, arrive late or do not to do simple WASH reparations.</i>
Enforce free compulsory education for all and introduce school feeding and other social protection measures for the poor and marginalized groups, including those with disability and teenage girls to ensure greater education accessibility in the country	<i>Very little or nothing is done on inclusion in the Districts we visited</i>
Include the introduction of a system of apprenticeship and vocational training among school dropouts and non-formal and functional education among adults.	<i>If done in TVET centres dropped out youth and adults receive training to get diploma or certificate</i>
Increase allocation of resources to the educational sector to achieve greater productivity and social well-being for the population.	<i>No allocation of resources was identified</i>

The TOR guiding the study establish the need to develop a costed National Gender Mainstreaming Action Plan in close cooperation with National partners (see Annex 1, TOR 24 A). This Action plan is now due for implementation through the National Partner, financed from the budget of the EU funded Programme Estimate.

According to the amendments of the Financing Agreement, the time for implementation is limited to 29 December 2020

The action plan: The plan should be implemented by the gender UNIT of the Ministry of Education, the UNIT has only one officer.

Macro level	Meso level	Micro level
Objective:	Objective:	Objective:
To develop and enhance mechanisms for legal and political reform that ensure girl	To undertake Education Sector systems restructuring and collaboration that improve	To improve girl-friendly learning and programming environments at institutional and community

friendly environments in the Education Sector	gender focused resources allocation and skills development	levels.
Sub Objective:	Sub Objective:	Sub Objective:
To implement education programmes that ensure gender friendly schooling and learning.	To undertake Education Systems restructuring and policy review that improves gender friendly learning	To implement gender-based education awareness programmes in schools and communities
Activities:	Activities:	Activities:
Legal Reform and Harmonization Legal Empowerment and Enforcement Building Consensus with Public Dialogue Developing Supportive Political Environments	Resource Allocation Planning Systems Restructuring and Collaboration Gender Mainstreaming and Skills Development Online Learning and Innovation	Learning for the Market place Institution Friendly Infrastructure Community Advocacy for Inclusion

Despite these laws and policies, and although women make over 51 percent of the population in Sierra Leone, they continue to be marginalised socially, economically and politically. Sierra Leone ranks 183 in the UNDP Gender Inequality Index, just four spots from the bottom. Statistics show that women own less than 20% of the country's wealth, and their representation in leadership positions is also below 20 percent: at 12.3 percent, Sierra Leone ranks 143 out of 192 in terms of lowest percentage of elected women politicians.

The report is talking about the 2015 or 2016 census while the most recent census is from 2019.

Engineering and Mathematics (STEM) programme that ensures area- related scholarships for girls was introduced, targeting in particular the 1 in 10 girls who start schooling but do not complete it; as well as the most recent upscaling of free education to include secondary education, the flagship policy of the Bio Administration (2018).

The most recent education sector plan of 2018-2020 also identifies similar issues. It assesses the following as key challenges: Affordability, overcrowding of existing facilities, the lack of secondary school facilities in some Districts/Chiefdoms, and lack of basic water and sanitation facilities in many schools." Moreover, concerns about Sexual Gender Based Violence (SGBV) within the school setting endure.

Moreover, concerns about *School Related Gender Based Violence (SRGBV)* endure, while the issue of SRGBV is neither identified nor addressed yet. Students experiencing gender based violence have been found to have lower academic achievement, with both girls and boys who have been victimised being less likely to do well in school. Many adolescent girls are forced to withdraw from school due to child marriage and school-related violence, with sexual harassment and violence significantly contributing to their drop out and lower re-enrolment rates at the secondary level (Fergus, Laura, and Rood, Rogier van 't: SIDA, 2013).

Lack of Funding and Lack of Technical Capacity

Respondents noted that there has been a lack of commitment to fund many of the policies, initiatives and interventions that government has designed. Presently, gender equality is assigned the least priority both in terms of importance and resource allocation. Most funding for gender equality or related projects and programmes is funded by external partners, hence gender is often seen as a

concern and priority of development partners, with national governments simply paying lip- service to appease development partners.

Practically this is evidenced by the lack of funding and capacity building commitment when it comes to capabilities of the institutions charged with ensuring a gender lens in all policies, plans and programs. In national budgets, gender equality and related programmes tend to be allocated the least slice of the national financial pie. For example, only 25,000 Euros of the 18 Million Euro Programme Estimate managed by the government and financed by the EU were allocated to promote gender at all levels of education, and none of the involved government partners in the amended extension period had asked for an increase of the very modest budget.

Similarly, while the Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA), is charged with leading any issues around gender, it is often the least funded. According to the National Policy on Gender Mainstreaming, the Ministry should, "spearhead and coordinate gender responsive development, monitor and review the formulation of gender responsive policies and their implementation ... liaise with actors in identifying and drawing attention to key gender concerns and related needs...[and] play an advocacy role for gender equity with other actors." However, the Ministry is understaffed and underfunded

Another example of a good policy that has failed to yield much in practice is the Teachers Code of Conduct. While the provisions of this code of conduct are extensive and representative of key issues that arise within student-teacher dynamics, in practice, abuse by teachers against students is commonplace as evidenced by the number of reports that highlight this as a concern.

Current government policy on Teenage Pregnancy and Schooling is another example of a problematic policy. For some years now, legislation has been passed for adolescent mothers to continue with formal schooling following the birth of their offspring. However, there is also in-place a ban preventing pregnant mothers from attending school.

The presence of many actors including those outside of government was also cited as a potential barrier to greater success in mainstreaming girls in education. Donors were accused of implementing stand-alone projects, or projects that reflected their own pet concerns and issues. The absence of coordination was also cited as a significant obstacle.

The need for updating the teacher training curricula as well: training in pedagogy and teaching delivery did not keep up with new developments in the field. Despite being in the era of Student Centred Learning, lecturers are still dictating notes to students in classes even in the university. Instead, she advocated that teacher-training curricula be updated systematically to reflect new theories of education and learning. Similarly, advancements in technology were cited as necessary for inclusion, not just for teacher instruction, but also for student engagement as well due to its potential positive role in mainstreaming gender in education.