

# **TVET Scoping and Advisory Mission to Sierra Leone 2012**

## **Diagnostic Report**

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**December 2012**

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## List of Acronyms and Abbreviations

AU	African Union
BECE	Basic Education Certificate Examination
CBO	Community Based Organisation
CEC	Community Education Centre
DHS	Demographic and Health Survey
DWCP	Decent Work Country Programme
EFA	Education for All
EMIS	Education Management Information System
ESP	Education Sector Plan
EU	European Union
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GOSL	Government of Sierra Leone
GON	Government of Namibia
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IFC	International Finance Corporation
JSS	Junior Secondary School
KILM	Key Indicators of the Labour Market
LMIAS	Labour Market Information Analysis System
LMO	Labour Market Observatory
LMIS	Labour Market Information System
MDGs	Millennium Development Goals
MEST	Ministry of Education, Science and Technology
MESY	Ministry of Education, Sport and Youth
MLSW	Ministry of Labour and Social Welfare
MNEs	Multinational Enterprises
MoELSS	Ministry of Employment, Labour and Social Security
MSMEs	Micro, Small and Medium Sized Enterprises
NCTVA	National Council for Technical, Vocational and other Academic Awards
NER	Net Enrolment Rate
NFE	Non-Formal Education
NFPE	Non-Formal Primary Education
NGO	Non-Governmental Organization
NLFS	Namibia Labour Force Survey
NSDS	National Strategy for the Development of Statistics in Sierra Leone
NVQ	National Vocational Qualification
PES	Public Employment Service
PRSP	Poverty Reduction Strategy Paper
RCT	Randomised Control Trials
SLBF	Sierra Leone Business Forum
SLEF	Sierra Leone Employers Federation
SLIHS	Sierra Leone Integrated Household Survey
SSL	Statistics Sierra Leone
SLLC	Sierra Leone Labour Congress
SSS	Senior Secondary School
SSS-TV	Senior Secondary School – Technical/Vocational
TVET	Technical and Vocational Education and Training
TVSD/SD	Technical and Vocational Skills Development

WAEC	West African Examinations Council
WASSCE	West African Senior School Certificate Examination
WB	World Bank

## 1. Introduction

As well as background preparatory work, this report is based on a short scoping and advisory mission carried out in Sierra Leone in late March of 2012.

The report is based on the following sources of information:

- Interviews with key informants from the international donors in Sierra Leone (Table A2.1, Annex 2);
- Interviews with key informants from the national stakeholders (Table A2.2, Annex 2);
- Interviews with key informants in Geneva; London; Oxford and Dakar (Annex 1);
- Preparatory work during the Association for the Development of Education in Africa (ADEA) Triennial (Education and Training in Africa) in Burkina Faso;
- Review of studies, papers and Government of Sierra Leone (GOSL) Reports (see reference list).

Sierra Leone still lacks a comprehensive TVET programme. In order to arrive at such a programme, it is important that all those involved—foreign experts and national stakeholders—cooperate in a coherent and organized way. The national stakeholders will include: relevant ministries, commissions and councils at the central and local governmental levels; private sector representatives; representatives from TVET centres/secondary schools; local NGOs etc. (see **Annex 7**). The next paragraphs reflect our impressions obtained from consultations with the key informants interviewed (see **Annex 2**).

The first meeting of the mission was held with Mr. Godwin Samba, the Director of TVET in the Ministry of Education, Youth and Sports (MEYS), which has the overall responsibility for TVET in Sierra Leone. Mr. Samba provided an overview of the situation of TVET in Sierra Leone. The draft National TVET Policy (2010) is part of the process that the country is going through to reform its whole educational system.

The Education Sector Reviews (ESR) which have been taking place on an annual basis since 2008 were proposed in the Education Sector Plan (ESP). The Plan focuses primarily on the policies, strategies and activities needed to provide basic education of quality and marketable skills for all Sierra Leoneans. It also highlights the importance of relevant tertiary education to ensure the long term advancement of society and poverty reduction. The document lays out nine critical strategic goals / sub-goals for the achievement of these overall objectives, including the following strategic goals:

2. Expanding and Improving Post-Primary Schooling
3. Providing More and Improved Literacy and Skills Training Possibilities
4. Meeting the Teacher Needs of an Expanding Schooling System
6. Providing Improved Governance, Planning and Management (GOSL, 2011b).

The ESR provide all stakeholders with an opportunity to critically look at the sector and agree on what needs to be done to address issues that are observed that may hinder the achievement of targets and goals. The key recommendations coming from the second review in 2009 were specific to the sub-sectors of the ESP. Some of the key recommendations include the following:

- Increase of national budget allocated to education to 20%;
- An efficient Education Management System should be developed, with statistics collected and analyzed to determine progress on a number of fronts;
- The TVET sector should be coordinated and a policy developed with subsequent strategic plan and budget;
- Non-formal schools should be recognized and registered across the country;

- The Non-Formal Education (NFE) budgetary allocation should be increased from 0.7% to 6% of the growing education budget;
- A situational analysis should be carried out to capture all work done on literacy;
- Teachers conditions of service should be improved (incl. incentives);
- The teacher training policy finalization process should be speeded up;
- 200 Ministry of Education, Youth and Sports (MEYS) vacancies should be filled as soon as possible particularly those that are strategic;
- More attention should be given to monitoring for quality improvement and accountability [...] (GOSL, 2011b).

Some of these recommendations have yet to be followed up and completed; but progress can be seen in many of them.

- The education budget in 2010 was a total of 21.7 % (divided between MEYS (14.4%) and devolved education services (7.3%)) of the overall non-salary recurrent budget;<sup>2</sup>
- The Education Management Information System (EMIS) is finally in place and the third 2010/11 school census has been conducted;
- Policies, e.g. on TVET and teacher training, have been drafted (see section 3 below);
- The NFE sector has conducted a full situational analysis and the division budget has increased etc. (ibid.).

The 2011 review of the Education Sector Plan (ESP) takes into account both the recommendations from the Gbamanja 2008 Report<sup>3</sup> and the subsequent 2010 National Education Policy.

#### Concerning '*Strategy 2: Expanding and Improving Post Primary Schooling*'<sup>4</sup>

The 2010 Education Policy refocuses the efforts to improve the quality of education in the country. After the end of the rebel war,<sup>5</sup> the immediate focus in education was at the primary level since the education of

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<sup>2</sup> Spending performance at MEST is relatively good on average. In 2009, actual expenditure was 103% of budget and in FY10, actual expenditure was 93% of FY10 budget. However, there are some expenditure categories that are always under-spent. These include, e.g., TVET (which might explain why their budgetary allocation is being decreased), although it increased from 49% in 2009 to 92%. However, contrary to the other sub-sectors—primary education (+8%), secondary education (+104%), and tertiary education (+57%)—TVET had seen its budgetary allocation decrease 34% from 2008-11 (GoSL, 2011b).

<sup>3</sup> A six man Commission headed by Prof. S. P.T. Gbamanja, Njala University, in 2010, published the report of the Commission of Inquiry into the Poor Performance of Pupils in the 2008 Basic Education Certificate Examination (BECE) and West African Senior School Certificate Examination (WASSCE) (the Gbamanja Report) with some recommendations for improvements to the education sector, focusing on the role played by school environments, home environments, the curriculum, teachers and their attitudes and methodologies towards their job, teachers' motivation, pupils' preparedness, class sizes, the two-shift system, and tertiary institutions (University of Sierra Leone, Njala University, Milton Margai College of Education and Technology, Northern Polytechnic, Eastern Polytechnic, Freetown Teachers College, Port Loko Teachers College etc.).

<sup>4</sup> Post primary incorporates junior secondary school (JSS) and senior secondary school (SSS). Junior secondary school completion is compulsory, being a part of the basic education system, whereas senior secondary level is an option for those who meet the entry requirements.

a huge fraction of the young people had been disrupted at that level. Given the success in addressing that problem, there is now a clear need for rebalancing the allocation of resources and to give increased attention to improving secondary level education and cater to the needs of the increasing numbers at that level (GoSL, 2011b).

Still, there are no plans in place at this time to make secondary school level education free and/or compulsory. However, access still needs to improve. Hence, for example, the government is committed to ensuring there is an Senior Secondary School (SSS) or Senior Secondary School – Technical/Vocational (SSS-TV) in each chiefdom as resources, not only financial, become available. Partly as a result of recommendations in the Gbamanja Report, the 2010 Education Policy commits to encouraging the private provision of SSS and SSTV schools alongside the additional provisions of the GOSL and its traditional partners. According to estimates in the ESP, only 53% of students transit from Junior Secondary School (JSS) level to SSS (GoSL, 2011b).

The growth in SSS enrolment from 2004 to 2010/11 has been much higher than had been anticipated. Unfortunately the production and availability of teachers for the level has not kept pace with the expansion in enrolment and one consequence has been the employment of teachers not able to teach at the level and large scale failures in the WASSCE (GoSL, 2011b).

The ESP notes that the number of secondary schools at the time was deemed to be insufficient to serve the potential school aged population and that distances from schools was quoted as being the second highest reason for not sending children on to secondary level. The most critical element in all of this however will not be the structures but the teachers and teaching/learning materials. Teachers for the SSS level are not being produced at the needed rate. Trainees for some subject areas like the sciences, mathematics, foreign languages and literature are extremely few (ibid.).

Concerning ***‘Strategy 3: Providing more and Improved Literacy and Skills Training’***:

The goal of Strategy 3 is to provide more and improved literacy and skills training in TVET institutions below the polytechnic level. This strategy combines both literacy courses conducted through adult literacy classes and Community Education Centres (CEC) and TVET training offered through the various levels of technical training institutions available below tertiary level (GoSL, 2011b).

*The Agenda for Change* stresses the need to take action on youth unemployment (estimated to stand at 70%) and a focused TVET sector is one of the most strategically important instruments for addressing the situation (ibid.).

The ESR (2011) further argues that literacy and vocational skills training falls across the non-formal and formal sectors and continued commitment is needed at both levels to ensure that the people who have not accessed the traditional academic route in their general education have an equal chance to gain the skills that will enable them to support themselves and contribute to the development of the country (GoLS, 2011b).

In skills training, there are also Community Education Centres (CECs), and it is important to distinguish their roles from those of TVET institutions. CECs offer basic skills training for income generation. All

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<sup>5</sup> Sierra Leone, whose civil war ended in 2002, was the first country, together with Burundi, to be put on the agenda of the UN Peacebuilding Commission when it was set up in 2006 to prevent post-conflict countries from relapsing back into bloodshed (see UNICEF, 2011).



CECs, of whatever category, are supervised by the Non-Formal Education Directorate in coordination with the Inspectorate at District Education Office (DEO) and Local Council. This requires institutional capacity building for the directorate at all levels. CECs are not designed for the delivery of formal schooling even though many of the skills, knowledge and behaviours learned there are similar to those in some technical/vocational schools and institutes. There are linkages between the formal and non-formal streams. It is normal and possible for learners who wish to do so to move from CECs to formal schools after fulfilling established enrolment criteria. Similarly, it is possible and normal for CECs to transform to formal primary and technical/vocational schools and institutes at a later stage of their existence if they so wish. Once standards and criteria are agreed and enforced there will be no duplication of efforts between formal TVET schools and NFE CECs (op.cit., p.36f).

The need for a strong TVET system was stressed by the government in its Agenda for Change, which recognizes the associated risks of an un-educated and under employed youth. 35% of the population are classified as youth and 70% of this group are currently without formal work. The provision of an accessible and labour market driven TVET policy is the most strategic instrument for addressing this. Surveys by the MEYS have shown that there is currently a proliferation of institutions offering TVET training throughout the country and yet most of these are unregistered. There are limited guidelines and coordination and almost all of the programs offered are not aligned to national development priorities. On top of this, many of the institutions are ill equipped, poorly organized and lack qualified staff. The current situation is discouraging and requires a coordinated and focused effort to pull together the various streams of activities to provide equal access across the country to credible TVET education (GoSL, 2011b).

TVET is offered by government and private (commercial, NGO and faith based organizations) institutions. Currently there are 380 TVET institutions under tertiary level registered with MEST of which 154 receive support for salaries and 25 of these additionally receive government grants.<sup>6</sup> The non-governmental provision of TVET is on the increase and is unregulated by MEST, although it is estimated that if all centres were registered the number would more than double (GoSL, 2011b, 2010).

Our meetings with the relevant heads of divisions in the MEST also made the mission aware of some of the important realities of the situation in Sierra Leone that affect policymaking in the TVET area: an un-appropriate way to re-training the ex-combatants;<sup>7</sup> the indicators relating to health and education, while improving in recent years, remain amongst the lowest in the world (Standard Times, 2011; see Demographic and Health Survey, 2008); the presence of dedicated civil servants and the scarceness of the resources and capacities these persons have to cope with.

Generally the quality of teaching staff and the low entry qualifications of the majority of the students, in addition to the fact that the NCTVA currently only accredits formal post basic TVET – i.e. excluding all

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<sup>6</sup> Enrolment within registered institutions currently stands at approximately 27,000 of which 64% are Females (GoSL, 2010).

<sup>7</sup> A 'City and Guilds Centre for Skills Development' report by Gareth McKibben (2011) documents a mismatch between vocational training and jobs for ex-combatants in Afghanistan, Angola, Colombia, Haiti, the Philippines, Sierra Leone, South Sudan and Uganda. These vocational training-jobs mismatches are pressing concerns because there is evidence to indicate that unemployed ex-combatants can increase the likelihood of a return to violence in post-conflict settings. In the case of Sierra Leone too many [ex-combatants] have been trained for tailoring, tie-dying [sic], and soap-making, when there is not a sufficient market [for these skills], observed Hanlon (2005, p. 8). [So why does the disequilibrium persist? In economics prices and rentals adjust unless something is wrong with the market.]

the training activities taking place in enterprises and informal sector activities—are all obstacles to graduates attaining employment or starting their own businesses. To make the sector more credible, there is a great deal of work to be done by MEYS in standardizing training modules: introducing apprenticeship programs; establishing training based on market demand and standardizing testing and certification at every level (GoSL, 2011b).

The agricultural sector dominates employment and economic activity in the country. The modernisation and increased commercialisation of the agricultural sector is a major challenge for TVET policymaking. So also is the urgency to provide skills for the booming mining industry and some other multinational enterprises.

The draft 2010 TVET policy proposes reviewing all the existing Acts associated with TVET. The NCTVA is to co-ordinate TVET in order to ensure cohesion between the formal and non-formal elements of the sector as well as to ensure that the curricula at every level are responsive to national development and manpower priorities. The draft recognizes the need to consult with all stakeholders and particularly the private sector, in putting together a viable system. One of the key aspects will be to strengthen the existing regulatory bodies to ensure that staff members have the skills to properly monitor the work of technical vocational institutions. Currently the inspectorate is responsible for monitoring TVET institutions below tertiary level, but supervision requires particular skills in this sector which the current inspectors do not possess. Critically, the management structure needs to be strengthened through the expansion of the National Council for Technical Vocational Education and by creating a TVET directorate rather than a division within MoEST (GoSL, 2011b).<sup>8</sup>

According to the GoSL(2011b:38) key in the implementation plan will be the development of a national syllabus for all levels of TVET training, in consultation with the various partners and a review of the accreditation system to accompany a harmonized curriculum. Curriculum development in the field of technical and vocational training is a constantly moving target as technology advances. To ensure that Sierra Leone keeps a competitive edge over regional neighbours and that companies chose Sierra Leoneans over workers from across the borders, the sector needs to attract and retain qualified technical experts. Another essential input which will require adequate funding, is the development of professional centres which provide a conducive working environment, with fully equipped workshops and laboratories and, where possible, boarding facilities to ensure that those from the most remote areas access the best quality training.

Through a comprehensive study and wide consultation a large number of recommendations relating to this Strategy were made in the 2011 Education Sector Review, which e.g. include:

- Establish clear guidelines for movement between the formal and non-formal sectors;
- Embark on the registration of all TVET institutions nation-wide;
- Approve and implement the 2010 Draft TVET Policy (approval of this policy is still pending, and a thorough revision of the Policy is scheduled to build on this IGC report's diagnosis);

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<sup>8</sup> Budgetary allocation for TVET sector has declined by 34% since 2008 - it is the only sector that has seen a drop in its budgetary allocations. A discussion of the funding for TVET, which according to GoSL(2011b) needs to be reprioritized to ensure the existence of quality institutions with appropriate equipment for practical training, is beyond the scope of this mission.

- Standardise training modules, testing and certification at all levels;
- Introduce a national apprenticeship scheme;
- Establish a TVET directorate in MEYS;
- Develop national syllabuses for all levels of TVET training;
- Establish professional centres for the development of technical experts;
- Develop strategies to make TVET institutions more self-sustaining<sup>9</sup> (GoSL, 2011b).

Based on our desk literature review and the short one week field visit, the mission believes that there is a great need for capacity development in the country both within the MEYS and the numerous other ministries with competency in the area of TVET as well as for-profit and not-for-profit providers focused on the development of specific skills. These considerations justify the focus selected for the study.

## 1.1 Scope of the study

We seek to identify whether there are any gaps with regard to the objectives of **a national TVET policy**. Consequently:

- We explore to what extent **youth employment and inclusion concerns** are integrated within the overall national development framework, via the skill development objectives of the National Youth Employment Strategy, of the National Youth Commission, and how these concerns could be better covered through the launching of an Employment Observatory as proposed by the mission.
- We elaborate on our view that the overall **public institutional framework for the management and organization of TVET** is characterized by too many functional administrative authorities with lack of clarity and specificity of roles and responsibilities.
- Based upon insights from our review of the most recent and relevant policy documents and our consultations and interviews, we propose some ideas for **a revision of the Draft National TVET Policy (DNTP) in the context of a comprehensive reform plan for TVET**, with a **special focus on the governance issues**.

Following this Introduction (section 1), the Report comprises:

- An Executive Summary (section 2);
- A Section 3 on Review of the Draft National TVET Policy and Steps for its Finalization;
- A Section 4 on Overall TVET Governance Arrangements in the Broader Perspective of TVSD;

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<sup>9</sup> Government grants and salaries are provided currently to support sustainability. The unregistered institutions are generally funded at least partially by donors but there is a huge risk that when the supporting agency withdraws, the centre will be unable to sustain itself.

A Section 5 on Issues Relating to the Labour Market;

A Section 6 on TVET Policy Oriented Research and Monitoring.

## **2. Executive Summary**

This Executive Summary is organised around the trade-offs and the policy and action oriented recommendations the mission is proposing to the Government.

### **2.1. General education policy trade offs**

There are education and training policies trade-offs that have to be tackled. The government has to decide whether it wants a compromise between the two terms of each trade off, or favour one or the other of these terms:

- The necessity to improve the quality of basic education, responding to the social demand for secondary general education, and responding to the skills demand depending on the structural changes desired or required for rapid economic growth and transformation of the economy over the next several decades.
- The potential short-term solution consisting in reinforcing the credibility and efficiency of TVET as offered by the Ministry of Education, and the mid-term solution to change paradigm and discourse in favour of Technical and Vocational Skills Development (TVSD).

### **2.2. Some basic factors affecting education and Technical and Vocational Skills Development (TVSD) policy framework**

Once some clear fundamental choices have been agreed, the following ones could be decided:

- The immediate skills demands of the mining industry.
- The population of unskilled youth that require training.
- The need to put in place instruments to monitor the employment and labour markets situation through e.g. a Labour Market Observatory, and the nature of the activities of the latter, in light of the current weak quantitative and qualitative knowledge of the informal sector.
- The need to put in place a multi-stakeholders TVSD governance system, which implies developing the appropriate set of planning, monitoring and evaluation institutions and organizational framework.
- The urgency of creating a robust multidisciplinary research base on training, human resources and “informal sector” development issues, and the capacity development requirements.
- The identification and willingness of “donors” that could support, including via technical assistance, the country’s TVSD.

### **2.3. Policy Recommendations**

We recommend eight priority-action themes primarily addressed to the Government to help mainstream TVET /TVSD and achieve positive impacts on sustainable and equitable growth, poverty reduction and employment. These are:

1. Build awareness and understanding of TVET and more generally of skills development contribution to development on an on-going basis.
2. Mainstream TVET, i.e. integrating TVET into national and sectorial policies, development planning, policymaking, implementation and review in a coherent manner.
3. Institute structured engagement of stakeholders to facilitate policy and programme coherence, relevance and ownership through enterprises-based sustainable training programmes.
4. Modernise the TVET public system and the regulation of the private training institutions by the concerned public agencies.
5. Support the various stakeholders of civil society (e.g. Community Based Organisations (CBOs) that work to organise and to have recognised a full range of informal and non-formal education and training activities. Furthermore, develop an action plan for NFE sector.<sup>10</sup>
6. Study the relevance and feasibility of putting in place a full-fledged Labour Market Observatory, which fulfils as much as possible the requirements of the economy.
7. Collaborate on all these issues with other countries at the sub-regional and ECOWAS levels.

We propose a complete rewriting of the 2010 Draft National TVET Policy in order to provide a proper analytical underpinning for mainstreaming TVSD within the national development strategy. The final policy should be named National Technical and Vocational Skills Development Policy.

The following points illustrate some ways by which the policy recommendations could be implemented in the context of the different areas the report is covering.

### **2.4. Action oriented recommendations in the context of the country's socio economic situation**

The review of the national policy instruments indicates that, in spite of some constructive attempts in the fields of employment and youth, the mainstreaming of TVET as a component of TVSD is far from being achieved, despite a number of initiatives by government and various donors.

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<sup>10</sup> By emphasizing local participation in and control over project implementation, Community Driven Development (CDD) has come to be seen as an efficient and accountable mechanism to deliver local public goods. But CDD aims to do much more than this. Through intensive, long term facilitation, CDD aims to strengthen local institutions, make them more democratic and inclusive of marginalized groups, and enhance the capacity of communities to engage in collective action (Casey et al., 2011).

The need for coherent action in skills development in the country is critical. The Government has realised that skills shortages in “traditional” agricultural sector as well as in the multinational enterprises (MNEs) risk blocking further development. A few agro-food and bio-energy MNEs have agreed to invest in some training activities for their own benefit but also for supporting the education development of the surrounding communities constrained by low level of education and experience, having understood that quality training benefits from quality basic education (for details see tables 2-3, section 3.B in Annex 4). Finally, the shortage of skills in the mining sector is already forcing the latter to develop its own training activities. Such sectorial training initiatives would need some supplementing in the light of the employment and skills development requirements of the economy as a whole. Developing appropriate governance instruments for national TVET policies would also help, particularly in ensuring standards and enabling evaluations of different programmes and a possible national certification system.

## **2.5. Action oriented recommendations in relation to the finalization of the DNTP**

Using, as we propose, the four stages of any policy cycle (diagnostic; vision, policy formulation and planning; implementation and monitoring; evaluation and feedback) is an ideal that even in the low capacity context of Sierra Leone is a good way to organize thinking and policy formulation.<sup>11</sup> TVET was also not sufficiently integrated with the other elements of the Agenda for Change 2008-2012 (PRSP-II) during its implementation. Hence, there were shortcomings in the DNTP.

We were told that the MEYS foresees the rewriting of the Draft and the writing of an Action Plan to ensure that the analysis and recommendations remain relevant to Sierra Leone’s particular circumstances. In that context, we recommend that the new version of the National TVET Policy be drafted by MoEYS following a nation-wide consultation with all the relevant stakeholders, MoEYS is also advised to draw on the insights from Jacob Engel’s background paper for the UNESCO Global Monitoring Report 2012.

## **2.6. Action oriented recommendations with regard to the governance of TVSD**

Embarking on more capacity building programmes for Non-formal Education (NFE) Directorate staff, combined with capacity development efforts within the TVET Directorate of the MEYS,<sup>12</sup> will not have much impact, unless the institutional conditions (i.e. the active leadership of the TVET Directorate responsible for the implementation of the new DNTP) are not changed. This is vital in mainstreaming TVET within the new PRSP-III (widely referred to as the Agenda for Prosperity (A4P)) under which the conception and implementation of a Skills Development Policy will be positioned. Considering the limited capacities of the TVET Directorate within the Ministry of Education and the key role exerted on the NCTVA at the forefront of the booming private training market in the country, a reflexion has to start very quickly to: (a) reinforce the position of the TVET Directorate in close connexion with the NCTVA; (b)

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<sup>11</sup> See Lisa Chauvet, Paul Collier, and Anke Hoeffler: *The Cost of Failing States and the Limits to Sovereignty* in Wim Naudé, Amelia U. Santos-Paulino, and Mark McGillivray, eds.) 2012. *Fragile States: Causes, Costs, and Responses*. UNU-WIDER. See also latest Security Council Report, 2012 as well as The 2012 Failed States Index - Interactive Map and Rankings | Foreign Policy.

<sup>12</sup> See organogram of TVET Directorate of the MoESY in GoSL, 2010:37.



decide, in a pragmatic way, how to secure a minimum inter-ministerial coordination to ensure TVSD mainstreaming. Three scenarios exist:

- The Government could either combine all relevant TVET functions (e.g., TVET policy analysis and formulation; vocational skills development and promotion; etc.) in a single entity.
- Or alternatively, given the cross-cutting nature of TVET issues, it would be advisable to give more autonomy to specialized agencies with TVET functions within the Government: [Ministry of Foreign Affairs and International Cooperation](#); [Development Assistance Coordination Office](#); Ministry of Trade and Industry; [Ministry of Mineral Resources](#); Ministry of Agriculture, Food Security & Forestry; Ministry of Works, Housing and Infrastructural Development; [Office of the Diaspora](#);<sup>13</sup> Ministry of Youth Employment and Sports; [Ministry of Education Science and Technology](#); [National ICT Task Force](#) etc.;
- Any in-between solution should include a “coordination body,” under the responsibility of a technical or strategic unit (see **Annex 5b**).

In any case, of necessity will be an assessment of the capacities of all the above mentioned specialized agencies with TVET functions within the Government in order to secure the feasibility, evolving potential and sustainability of the scenario agreed.<sup>14</sup> One another issue to be tackled concerns the decentralization process. It aimed at clarifying and improving the management of all sectors. Unfortunately in the case of education there were ambiguities between the 2004 Education Act and the Local Government Act which resulted in confusion about roles and responsibilities between the national and local government. Discrepancies seem to centre on monitoring, supervision and inspection, procurement and curriculum responsibility. Further aggravating the situation is the continuing weak management capacity and severe staff shortages at both MoEST and local council level.<sup>15</sup> For example, at school level, head teachers require management support and accountability structures such as School Management Committees, and Boards of Governors lack appropriate training to undertake their role effectively (GoSL, 2011b).

Also of importance in TVET/SD governance is civil society stakeholder’s participation in the mainstreaming of the field. Alongside the private business sector, NGOs, CSOs (e.g. through literacy courses conducted through Community Education Centres (CECs),<sup>16</sup> professional associations (Chambers of Commerce...), MNEs, representatives of the small and medium enterprises (SMEs), and churches will each have their own perspectives and interests in TVET and SD. Their consultation and – in some cases – participation in the strategic reflexions and decisions is a way for the Government to get a full picture of

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<sup>13</sup> See: <http://www.sierra-leone.org/government-websites.html> and/or <http://www.sierra-leone.org/cabinet.html>

<sup>14</sup> In 2010 MoEST obtained the assistance of a consultancy firm to conduct a comprehensive review and identify the capacity gaps within the sector structure and to propose how these can be overcome. The first phase of the review was completed at the end of 2010 and the final recommendations and an implementation plan was presented mid-2011. The initial recommendations for a full strategy propose addressing capacity at three levels – the enabling environment, organizational and individual in relation to planning, M&E and management and communication capacities. It recommends actions to amend capacity gaps at national and local level (GoSL, 2011b).

<sup>15</sup> Both the TVET Directorate within the MESY and NCTVE will require increased funding, staffing and training to function at an acceptable level.

<sup>16</sup> In 2010, 143 classes were supported in nine districts and 8 new CECs were opened, making a total of 10 NFE CECs country wide (Bombali 6; Bonthe 1; Tonkolili 1; Kambia 1; Port Loko 1). The CECs are established at chiefdom level and operate both classes within the centre structure and on an outreach basis. Where there are no CECs in place, classes are conducted through outreach only. The CECs offer a variety of classes including literacy, life skills, income generation and skills training using flexible hours to reach the most vulnerable (GoSL, 2011b).



the TVET/SD situation, as well as demonstrating to these stakeholders that their involvement is a condition to ensure that their interests would be taken into consideration. Consequently, the systemic regulatory capacities of the public authorities are becoming crucial and in need some human and technical investment, as noted above. Furthermore, the stakeholders' participation is a potential guarantee that they will help in the implementation of the policies.

The development partners can play a useful role in that perspective. In spite of their difficulty in implementing the coordination and national ownership objectives of the Paris Declaration, some of them, do see the importance to have a holistic approach to the different paths to skills development—formal, non-formal, informal learning, e-learning—and realize that this will take time. Such an approach should be encouraged from the national side with some other development partners, under the condition that their capacities to use an induced participatory perspective is not undermining the local “organic” one.<sup>17</sup>

## **2.7. Action oriented recommendations in relation with the establishment of a Labour Market Observatory**

The creation of a Labour Market Observatory would be both a political signal and a technical instrument indicating that TVSD mainstreaming has become a priority.

According to the ILO, well-functioning labour market information and analysis systems (LMIASs) consist of three main components: collection and compilation of data and information; analytical capacity and tools; institutional arrangements and networks. This means monitoring or tracking a set of indicators, such as those in the ILO's Key Labour Market Information (KLMI) or a selection thereof. Compilation of sets of indicators should draw on all sources of labour statistics, including: household surveys (HSs); administrative data; establishment surveys.

In Sierra Leone the National Strategy for the Development of Statistics (NSDS) has been implemented for the last 5 years (2008-12). The NSDS includes both the Household Survey (HS) and Labour Force Survey (LFS). In order to carry out the NSDS, national capacities of Statistics Sierra Leone (SSL) and the Labour Market Information (LMI) department in the Ministry of Employment, Labour and Social Security (MoELSS) would need to be further strengthened to collect and analyse data. However, the frequency of HS that specifically target labour market information is too low to allow for regular (e.g. annual) monitoring of labour market indicators. Consequently, it would be necessary to compile statistics from across a range of HSs and other sources (e.g. Demographic and Health Surveys (DHSs)) to analyse labour market trends.<sup>18</sup>

It turns out that already in 2009 the Government made a request to undertake a LFS with UNDP funding. However, the project proposal didn't go ahead due to lack of resources. Instead, the Government then asked the ILO's Integrated Programme for the Elimination of Child Labour (IPEC) to carry out a Child

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<sup>17</sup> World Bank, Can Participation be Induced? Policy Research WP 6139, June 2012.

<sup>18</sup> For example, the 2008 Demographic and Health survey (DHS) found that 55% of men and 74% of women were illiterate. The urban-rural differential follows the expected pattern; rural respondents are more likely to be illiterate than their urban counterparts. The proportion of illiterate rural men is almost three times that of urban men (73% and 26 %, respectively). For women, the proportion is 89% and 47 %, respectively. GoSL(2011b) argues that contradicting statistics do exist from other sources on the literacy rates and, in order to properly assess the scale of the problem, there is a need to conduct a comprehensive literacy survey to provide an accurate baseline for the development of a cohesive literacy program.

Labour Survey (CLS) in 2010. Thus, with regards to introducing a Labour Market Observatory (LMO) it could in the first instance be based on the 2011 CLS until the Government finds the necessary domestic resources to provide the indispensable counterpart financing to carry out a proper LFS or at least a HS with a sufficiently extensive employment/education/skills module. This would provide clear key indicators directly comparable across countries to monitor and measure progress and performance at various stages of specific TVET strategies, activities and projects.

As far as LMI is concerned, it can be provided via data collection, data analysis, and the presentation of results. This is usually done through Public (and private) Employment Services (PESs) which are both suppliers and users of LMI (for details see sub-section 5.2.1 below).<sup>19</sup> As a result, supply and demand of skills are likely to reach a better match, if a framework exists, providing transparent information regarding qualification contents and levels. In turn, this mechanism is likely to impact back on the infrastructure of TVET, which will have to adjust to meet the needs of a better informed demand (M. Coles, P. Werquin in MacCleaen and Wilson (eds.), 2009). In Sierra Leone, the challenge remains to develop and reform PES while using only the resources currently allocated to the PESs. In the short-to medium term the Government is facing budgetary problems and is not likely to be responsive to any proposals involving increased human and financial resources in this area. However, it needs to address the problem of the PES being marginalised in the Ministry of Employment, Labour and Social Security (MoELSS). Despite the fact that employment now has centre stage in the PRSP-II both labour and TVET are still effectively given low priority by the national authorities.

The experience of countries that have put in place monitoring systems shows that too much emphasis is often placed on organizing the production of information and analysis rather than on using results (e.g. with regards to expanding and improving post-primary TVET schooling at the Junior Secondary level (JSS) and Senior Secondary level (SSS); providing more and improved vocational skills training possibilities etc.) with a focus on progress towards achieving goals and targets that had been set for the year to monitor and improve employment policies and programmes. It is essential for the LMIA system to be linked to the national statistical (monitoring) system in line with the development agenda of the GoSL and in particular the government's PRSP-II/III (SSL & WB, 2008). That is why, the establishment of some Employment Information Centres (EIC) fulfilling the major tasks of employment services i.e. placement,<sup>20</sup> vocational information and guidance and LMI should be considered a priority for each of the country's district and be based on principles of devolution and collaborative decision-making so that service delivery meets local and district needs.

If general information on economic sector and occupational trends could become available either through a new labour force survey (LFS) and/or a household survey (HS) at the national and regional level or

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<sup>19</sup> Public employment services are usually the dominant government institution responsible for providing a variety of active labour-market programmes, but their capacity often needs strengthening. In addition, recent international trends in the growth of private employment agencies and the outsourcing of public services provide new ways for public and private agencies to work together (Maclean and Wilson, 2009).

<sup>20</sup> Placement services are offered to help job seekers find employment and to help employers fill their vacancies under the specific and individual conditions prevalent. In order to fulfill this function, registration and matching procedures are undertaken. Both job seekers and vacancies have to be registered to obtain comparable and comprehensive data. The registration process, though, should always be directed to the overall objective of matching job seekers and vacancies successfully (Schultz and Klemmer, 1998).

alternatively through a new ICT-based<sup>21</sup> PES, it could be used to gain an insight both into the immediate short-term (real-time on a monthly basis) as well as medium- and long-term trends in the labour market (yearly or biannually). Services based on ubiquitous computing, telecommunications and information retrieval are developing very rapidly. The key-words are real-time information, multilingualism, location awareness, targeting and personalization. Government functions and services are increasingly moving on-line (Zarini et al., 2009 in Maclean and Wilson (eds.)).

Thus, while ICT infrastructure is still very limited in ECOWAS, and in Sierra Leone in particular, the employment services information could still be made broadly available both on the Internet (e.g. through cybercafés) but most importantly through a mobile SMS services (through PES within the MoELSS), which would improve the availability of LMI and facilitate better coordination among data providers and between providers and users.

The PESs roles within a Labour Market Information System (LMIS) are a determinant for its success. But a more realistic possibility might be that the MoELSS takes the lead role to translate, record and electronically lodge different aspects of a person's human capital where they can be accessed by employers across Sierra Leone. A substantial part of the work might then be assigned to the PES with the assistance of SSL. This option appears to be more realistic, since the employment services won't have in the near future the staff or the resources necessary to cope with such a task on their own.

The informal sector of Sub-Saharan Africa has become a growing source of employment for large numbers of youth, but also for older workers pursuing entrepreneurial goals and others adjusting to structural changes in the region's employment. Initially viewed as a safety net for those unable to find employment in the modern sector, the image of the informal sector has been changing with time and the education of those entering it. More workers have begun to view it not as a temporary stop while searching for employment in the formal wage economy, but as a preferred destination offering opportunities to those wanting to become entrepreneurs (Arvil van Adams in Maclean and Wilson (eds.), 2009:cxiii; see Chen et al., 2004).

Thus, the informal sector plays an important role in labour markets. However, its structure and employment effects, in terms of absorbing rising numbers of new entrants to the labour force through self-employment opportunities (cf. the concept of employer of last resort), are virtually unknown in statistical terms. The new revised National TVET Policy should decide whether employment services should start getting active in this huge market place for jobs and job seekers, but this decision should be based on both quantitative and qualitative data as well as on a clear vision on the type of development Sierra Leone is aiming at (see GoSL, 2012a-c). Equipped as they are with minimal resources, the PES would not be in a position to produce an informal sector labour market analysis.

As far as the financing of a Labour Market Observatory (LMO) is concerned, it is worth looking at the approach pursued in Ghana and in neighbouring Liberia. In the case of Ghana, the methodology of the labour force survey is such that it required substantial human and material resources and financial support.

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<sup>21</sup> Although there is no comprehensive, universally-accepted definition, ICTs can be described as the integration of a variety of electronic tools that deliver and exchange information to enhance the quality of life, unconstrained by location, time and distance. The delivery and/or information exchange mechanisms of ICTs include hardware: televisions, computers, cellular telephones (and related devices), radios, video-discs (both analogue and digital), the Internet, personal digital assistants (PDAs), CD-ROMs, etc.; and software: Internet browsers, word-processing, spreadsheets, desk-top publishing programmes, simulation and presentation packages, etc. (M. Zarini et al. in R. Maclean, D. Wilson (eds.), 2009:1836),

Financial contribution and support were provided from the Government of Ghana and technical assistance from the World Bank and the European Union. The Director of the Bureau of Statistics, ILO, the University of Philippines School of Statistics and the Philippines Institute for Development Studies also provided diverse contributions (GSS, 2008). Such a pooling of resources might be feasible in Sierra Leone. Hence, we would advocate sending key representatives of SSL, MoELSS and MEST on a study tour to Ghana to extract the lessons learned from Ghanaian experience.

In order to secure the same necessary political support as in Ghana and eventually additional counterpart funds for a new Labour Market Observatory (LMO), where the PES plays the leading role, the crucial point is to obtain the Government's political will to establish such a LMO as expressed through both the National Employment Policy and the Draft National TVET Policy. But, as a precondition in order to be able to even meet the minimum requirements, the employment services would need additional resources from the National Budget as well as increased commitments for the realisation of the necessary periodic surveys (HS/LFS) from the international donors. To that effect, the NSDP has already proposed a strategy of gradual increase in the percentage funded from the Government budget, which could be followed to achieve the aim of establishing a LMO in Sierra Leone (see section 5.2 below for details).

## **2.8. Action oriented recommendations as regards development of policy-oriented research**

The development of a Labour Market Observatory follows the same perspective as the reinforcement of TVET related research and monitoring. Despite the importance of youth unemployment in Sierra Leone, little is known about how best to smooth the school-to-work transition or how to boost human capital for those not on the academic schooling track. We therefore propose that, once the National TVET Policy has been approved and various recommendations in the action matrix are being implemented, the impacts of the associated TVET programmes and projects will be evaluated using a randomized evaluation design together with an innovative panel dataset collected via the LFS/HS. The impact evaluation could examine effect of vocational training on both formal and informal sector employment, labour market earnings etc.

## **3. Review of the Draft National TVET Policy and Steps for its Finalization**

This section will articulate the components of the country's situation (see Annex 4) and the TVET-related objectives and activities in place during the period preceding the Draft, with the content of the DNTP under review<sup>22</sup>. This articulation aims at proposing some change scenarios that will relate as much to the issues that should ideally be covered by the final document as to the practical process that could be followed to secure a relevant and sustainable TVET Policy and implementation. A special emphasis will be put on the participatory processes to be used, which are of the utmost importance to involve in concrete terms all the concerned stakeholders in the policy finalization as well as in its implementation. These

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<sup>22</sup> The pending DNTP was submitted in August 2010 by a national consultant, in collaboration with UNESCO. It is worth noting that a much detailed and comprehensive draft 0 was prepared in October 2009. A validation workshop was organised soon after, with 40 participants.

scenarios could contribute to mainstreaming TVET in the broader context of TVSD, i.e. promoting policy coherence between the different components of TVSD<sup>23</sup> and making it best understood as part of national policy cycles.<sup>24</sup>

According to Chen et al., (2004) the policy process should be:

- based on an informed understanding of the *economic* importance of TVET. This requires improved official statistics on the size, composition and contribution of TVET especially in the informal economy;
- aimed at *mainstreaming* the concerns of the TVET stakeholders in those institutions that deal with economic planning and development;
- *context-specific*, based on the reality of different categories of formal and informal workers in specific locales and industries and recognising and supporting both the self-employed and paid workers in the formal and the informal economy; and
- *participatory and inclusive*, allowing the TVET policy to be developed through consultation with all TVET stakeholders. In order to have voice, those who deliver the TVET services formally or informally (i.e. non-registered) must be organised and their efforts to organise into trade unions and co-operatives must be encouraged and supported.

Thus, this is why leadership and engagement of stakeholders are key factors for success. Nearly every Government entity at national and sub-national levels should be involved at some stage. Similarly, the private productive sector, civil society, academia and other stakeholders can enrich analysis and contribute to a more sustainable policy and implementation.

### 3.1 Present TVET Sector related Objectives

In general, for many years, the Government's overall strategy was to ensure that all Poverty Reduction Programmes (PRPs) give priority to the employment and income needs of youths in both urban and rural areas by:

- Setting up a framework for effective youth development and employment and its implementation, involving all stakeholders including the youth themselves at district and national levels (GoSL, 2011a).
- Promoting the structures for effective social integration of young men and women into mainstream society (Section 1.2 in GoSL, 2010:5).
- Capacity-building and training for unskilled or semi-skilled and unemployed youths, including former demobilized combatants, in the informal sector system and linking them to job opportunities in the private and public sectors.

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<sup>23</sup> TVET policies and strategies should be designed in coherence with, and as an integral part of, other socioeconomic policies such as the PRSP-II/III; (post-)MDG initiatives etc. Given that the MoESY's own capacity for cross-sectoral coordination is very limited, the effectiveness of institutional mechanisms to foster greater coherence in TVET policy and implementation assumes some importance.

<sup>24</sup> National policy cycles generally follow a logical sequence, as in the development planning cycle: Situation analysis and diagnostics; Setting the vision, strategic goals, and priorities; Defining an action plan (including capacity needs); Allocating resources; Implementing and monitoring the programme; and Managing and using evaluation.

### **3.2 From TVET as a Sector to TVSD as a Vector: Critical Analysis of the DNTF**

Translating rising Government's awareness into prioritization and action remains a challenge. While the idea that TVET can contribute to economic growth and development is widely accepted (Kingombe, 2011), understanding how to actually use TVET to achieve these objectives can be limited. This is attributed to a paucity of data and analysis on the impact of TVET policies/projects to date and limited local experience in strategically using TVET as a 'driver', at sector and national levels. *"TVET policies should be shaped into a framework that is more conducive to meaningful economic growth. In short, it is believed that with the right combination of internal and external factors, it will be possible to ensure that those most affected by poverty are assisted to transform their lives and communities"* (ibid. ).

A multi-sectorial effort should be launched involving trade and industry, natural resources, tourism and agriculture with the aim of mainstreaming Technical and Vocational Skills Development (TVSD), including TVET consequently.<sup>25</sup> Once the role of TVSD is established within a coherent national policy context, skills-related needs can be better defined, prioritized and sequenced. In practical terms, this means incorporating TVET and more largely TVSD issues into every stage of the development planning cycle. It also means enhancing understanding and awareness of how TVSD can contribute to the broader good, and raising the profile of TVET in national policy discussions including through engagement of stakeholders.

### **3.3 The Policy Cycle: a useful Instrument for the Finalization of the National TVET Policy**

Policy cycles generally follow a logical sequence. As TVSD is a crosscutting issue, integrating it into the development policy cycle requires interaction with nearly every government and administration entities at national and sub-national levels as well as other concerned stakeholders. That is why we recommend changing the name of the Policy to TVSD policy - that has consequences for the next phases of its finalization, as we shall explain at the end of this section. Integrating TVSD into a policy cycle therefore requires a conscious and continuous effort by the Government and the national and international stakeholders on the three levels: policy-making, institutional development and international cooperation.

The following points illustrate what could be the content of each of the stages in the policy cycle.

#### **3.3.1. Stage 1: Situation Analysis and Diagnostic**

This stage involves an analysis of the development situation, where priorities are identified and objectives, targets and timeframes set (including those related to poverty reduction, skills development and MDG attainment). The following aspects, among others, could be reviewed. Depending on a drastic

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<sup>25</sup> This is part of the on-going paradigm shift from TVET to TVSD as proposed at the ADEA Triennial



reinforcement of its capacities, the review could be part of the situation analysis to be carried out by the TVET Directorate:

- Key TVET-related variables (e.g., school-age population; total enrolment in TVET; TVET's percentage share of total secondary enrolment; etc.)
- TVET performance (e.g. Test scores)
- Indicators of the business environment (formal and informal sectors) and logistics (transportation, distribution)
- Growth potential of particular sectors (infrastructure; agro-business; mining; and tourism, etc.)
- International (AUC/NEPAD) / regional (ECOWAS) context, opportunities and constraints (e.g. missing regional qualification framework).<sup>26</sup>

This allows identification of constraints that can deter skills expansion, and gaps in institutional and other capacities that might hinder advancement of the TVSD policy, strategy and implementation.

It is important to have reliable data and analytical capacity. Capacity is also needed to set baselines and evaluate potential cost-benefit impacts on specific groups, sectors and the economy as a whole.

### **3.3.2. Stage 2: Setting the Vision, Policy Formulation and Planning**

In this stage the objective is to achieve coherent, targeted and well-sequenced policies and actions. This involves two phases:

- Phase 1

Consult broadly in order to:

- (1) Identify national and sectorial priorities, interests, needs, policy inconsistencies and gaps and options
- (2) Build awareness and understanding of the TVSD issues and options at stake.

This can be a shared role between the MEYS-TVET entities and other planning entities. Good practice in consultation means providing useful information and seeking constructive input from all parties with a stake.

Among stakeholders that need to be involved are: Ministry of Trade & Industry; Ministry of Finance and Economic Development; Strategy and Policy Unit; Statistics Sierra Leone; line ministries such as Agriculture and Mineral Resources, private sector bodies (Business Forum, Chamber of Commerce, etc.), farmers (both commercial large scale, national and international, farmers as well as small and medium-scale), labour, civil society organisations; Youth Commission, international donors, etc.

These stakeholders could be consulted through a joint public-private sectors committee (including representatives of the mining, hotel, agro-business main industries but also of the associations-NGOs working in/for the informal sector) to provide general guidance. A coordination committee would be

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<sup>26</sup> If Sierra Leone decides to establish some form of vocational qualifications framework, which will be used as a basis for setting national standards for occupational skills and for assessing and recognizing prior learning. ECOWAS still hasn't attempted to introduce a regional qualifications framework for the regional member countries. It is assumed that such a framework will enable workers from to migrate to wealthier ECOWAS member countries. This can be an important source of income for countries such as Sierra Leone, which rely heavily on remittances.

useful, comprising technical sub-committees for specific issues (e.g. the importance of general education for TVSD; the role of formal schools versus enterprises in TVSD; policies for ensuring good quality; strategies and structure for non-formal TVSD; policy and practice in the informal sector; linkage of TVSD with labour market; training of TVET teachers and instructors; how to address public perception problems and inequities in access to TVET; public finance for TVET; other financing mechanisms and instruments; and cooperation with development partners (see Kingombe, 2011)). The outcomes of these technical discussions would be submitted to the coordination committee which, after consideration and fine-tuning, then would have been referred to the above mentioned joint public-private sectors committee (see Annex 5b).

## Phase 2

The second, and critical, phase of policy formulation is converting the information from analyses and consultations into coherent policy and action plans. This phase also requires close inter- and intra-departmental coordination.

The next two stages will only be briefly described, as the policy is not yet finalized. We shall come back to these stages in Section 4 below when looking at the conditions for reforming TVET and including it in a TVSD perspective.

### **3.3.3. Stage 3: Implementation and Monitoring**

The TVSD mainstreaming objective at this stage is to ensure that national and sectorial policies, strategies and measures are on track to deliver the desired development benefits. This stage is also useful for refining complementary policies (e.g. National Employment Policy; Investment Policy; Export Strategy, etc.) that may be blocking progress toward the goals.

This phase requires strong leadership and management capacities to ensure timely and well-sequenced action, resource mobilization for programmes and steady progress toward milestones, targets and overall development objectives. A crucial element is systematic monitoring of progress and flexibility to refine approaches as necessary.

### **3.3.4. Stage 4: Evaluation, Review and Feeding back into the Policy Cycle**

Evaluating the achievements and impacts of TVET policies, strategies and programmes requires rigorous analysis,<sup>27</sup> substantial input from business and civil society, and coordination among a wide range of agencies. This is the time to share experiences and lessons learned (see Kingombe, 2011) and to make

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<sup>27</sup> The on-going IGC research in western Kenya is the first randomised impact evaluation of a vocational education intervention in Africa. It seeks to estimate individual labour market returns to vocational schooling, demand for vocational schooling, responsiveness to demand for better information about labour market returns and the relative performance of vocational education through public versus private sector institutions. The study seeks to shed light on important policy issues related to information gaps, the demand for vocational schooling, access to private vocational schooling, and institution-level determinants of quality through a factorial design featuring an information intervention and innovative voucher delivery.

For more details see: <http://www.3ieimpact.org/en/evidence/impact-evaluations/details/183/>



recommendations for modifying approaches to intensify cohesiveness and development impact. This, in turn, feeds back into the policy cycle at the appropriate stage (e.g. refinements and adjustments might be made during implementation).

## **4. Overall TVET Governance Arrangements in the Broader Perspective of TVSD**

This section reflects on the overall arrangements for TVET governance in the broader perspective of TVSD. We shall attempt to identify the main institutional challenges for TVSD mainstreaming in relation to: a) civil service situation b) institutional leadership; c) organization and structure; d) consultation mechanisms; e) communication; f) development partners' roles.

### **4.1. Civil Service: Constraints, Limits and Capacity Development Needs**

Implementation of reform policies depends on the commitment and effectiveness of a competent, honest and motivated cadre of civil servants.

Management capacities are major challenges in Sierra Leone as elsewhere. Good management requires solid systems and skills. Such systems and experience are built up over time. Nurturing and retaining talent in Government and building a culture of knowledge sharing are important, but are particularly challenging in a fragile society and weak state such as in Sierra Leone.

While donors can assist by providing funding for the initial investment in required systems and capacity development of staff, sustainability would require adequate funding from national resources and strategies within larger public reform processes to be able to retain staff capacities. Furthermore, quick turnover of staff leads to a loss of institutional memory of policy, skills and knowledge. Hence the necessity of a permanent core TVET expertise to be built in the lead public agency (MEYS), which is responsible for the organisation, management and control of TVET (Draft NPTVET, 2010)

One measure to alleviate capacity constraints within the Government would be to outsource specific functions to the private sector, academic community and civil society.

A stronger focus on implementation and management for results (namely, skills) at all levels is also necessary. Some donors such as GIZ-GOPA are redressing this weakness by increasing the length of their programme cycles to include the implementation phase and do not limit their intervention to technical assistance or policy advice. This does not mean that they are substituting the national responsibilities but that they have realised that short term punctual actions do not take into account the importance of time for any sustainable change. This is an important step in the right direction, as long as it focuses on helping people to help themselves, i.e., inculcating the necessary skills and systems in a sustainable fashion. Strategic management capacity is also needed in the lead TVET agency to conduct the necessary analyses (e.g. on the skills needed to achieve the objectives of the PRSP-II), facilitate coordination (e.g. between Ministries of Education, Labour and Social Security, and Industry & Trade), implementation and review of the TVET Policy and in a mainstreaming perspective.

## 4.2. Leadership at the Governmental Level

At the institutional level, the active leadership of the main public entity responsible for TVET (i.e. TVET Division at the MESY) is vital in mainstreaming TVET in a broader TVSD perspective. The strength of the institutional set-up is particularly important for ensuring that the vision and priorities defined at the policy level are effectively resourced, implemented and monitored.

As mentioned above, the status and influence of the lead entity for TVET (i.e. the TVET Division consisting of the Director and the Deputy director) is very weak when it comes to human resources and capabilities, thus negatively affecting the prospect of TVET mainstreaming..

Another difficulty is the crosscutting nature of TVET. The lead public agency is the MEYS, but several ministries' activities have major 'skills' dimensions.. Ministry of Trade and Industry handles the Export Strategy, which relies on skills as a determinant for the inflow of export-oriented investment. Ministry of Labour is in charge of the relations between labour market and skills. The line ministries (Infrastructure; Agriculture; Mining; and Tourism) have their own vocational skills training programmes, such as the Visit and Training Agricultural Extension System handled by the Ministry of Agriculture. While in some cases such an approach may be efficient, in others it may promote 'work in silos', i.e to reinforce the segmentation between sub-sectors of the national development policies.

We propose that mainstreaming TVET could be improved by statutorily elevating the standing of the TVET lead agency. For instance, the lower-level Education Deputy Minister II (see Annex 5a) position could move up the hierarchy to State Secretary level, meaning a senior official with ministerial status, who is appointed by and reports to the Head of Government. Or alternatively the Government could commit to giving the senior TVET official cabinet status and sufficient resources and mandate to effectively manage the TVET leadership position. This has implications for the ability of the TVET lead agency to participate and influence key policy decisions regarding the formulation and implementation of major national priorities on TVET/skills development. When the TVET lead agency is extremely weak and outside of policy circles in which key decisions are made, as is the current situation, well placed 'champions' beyond the TVET agency are necessary in both the public and private sectors, for effective TVSD-mainstreaming efforts. This is already the case in the Government with the strong influence of the Ministry of Trade and Industry in the skills formation field, because of the importance of TVSD in the key agro-food and mining sectors. This situation, further detailed in sub-section 4.5, opens the debate about the trade-off between policy efficiency and coherence.

The National Council for Technical, Vocational and other Academic Awards (NCTVA) has a specific place in this debate. Established to provide examination and accreditation systems for TVET, it is today facing a growing demand for its services as a consequence of the booming expansion and diversification of training institutions and programmes.<sup>28</sup> This situation is also linked with the international and regional

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<sup>28</sup> The 2010 National Education Policy stipulates the merging of the Research and Curriculum Division and the NCTVA (accreditation body) to create the National Institute of Education, Training and Research (NIETAR) as a semi-autonomous specialized agency for Curriculum Development, Teacher Development and Educational Research, along with a specific focus on Special Needs Education. The decision to combine the two institutions rooted in the Gbamanja Report which recommends improvements in curriculum development and monitoring and the stronger coordination between these key bodies can increase efficiency and coordination (GoSL, 2011b).

pressure for defining some quality assurance frameworks allowing qualification recognition and labour mobility, as nothing exists today. Consequently NCTVA is today a key component of the TVET change process that the DNTP is considering, in relation with the inter-ministerial coordination issues as well as with the stakeholders participation.

### **4.3. Organization and Structure: Inter-ministerial Relations and Coordination**

The need for a more structured approach to TVET/TVSD-related issues is a very important theme. One issue is the lack of clear linkages between the mechanisms for TVET coordination and those for implementation of national development plans. In practical terms it means that TVET issues are treated in isolation or excluded from the national development policy cycle, while recognizing that weaknesses in the latter can make it difficult for TVET mainstreaming to proceed. This confirms the importance of reinforcing leadership in the MEYS-TVET entity.

Such a perspective opens two complementary issues in terms of governance:

- Which type of inter-ministerial relations has to be put in place to secure TVET mainstreaming?
- Which type of consultative processes has to be launched with the numerous stakeholders in the field of SD to secure relevance and sustainability?

We shall first address the intra governmental present disconnect. The necessary stakeholder's involvement to be further developed in the country will be covered in the following sub-section.

The following options do exist:

- The Government could either combine all relevant TVET functions (e.g., TVET policy analysis and formulation; vocational skills development and promotion; etc.) in a single entity.
- Or alternatively, given the crosscutting nature of TVET issues, it would be advisable to give more autonomy to specialized agencies within the Government (The Ministry of Trade and Industry is following that path, as developed below).
- The in-between solution consists of a “coordination body”, under the responsibility of a technical or strategic body.

As there is no right “model” – the Government should organize its TVET functions to respond to its specific needs and capabilities. According to us, the best way to reach a relevant and sustainable decision relies then on the consultation with the TVSD-related stakeholders, as a way to secure their involvement in the implementation of the Policy. The mechanisms for organising such a participatory process will be detailed in the following sub-section.

The co-ordination scenario, which we encourage to put in place, could consist of the establishment of an Inter -sectorial Committee to address TVET, Trade and Industry, Private Sector, Regional Integration and Employment issues to be headed by the State Planning Unit with the support of the Ministers for Education, Sports and Youth as well as Labour and Social Security. Members of the Committee could include the Ministers of Tourism, Transport, Agriculture, Mining, Finance and other TVET concerned public agencies. Representatives of the implementation entities could be present with a consultative position.

The Committee could e.g. institute TVET Focal Points in these above-listed specific ministries to coordinate information and data flows to support its work.<sup>29</sup> This could also facilitate the formulation and validation of the sectorial strategy in a mainstreaming perspective, the organization of specific sectorial roundtables and the monitoring of sectorial programmes and projects particularly in the key productive areas of mining, agriculture and tourism.

#### **4.4. TVET Stakeholders Consultation Mechanisms**

Mainstreaming TVET within the Government and administration, thanks to the above proposed TVSD Inter-sectorial Committee, is necessary but not sufficient to secure full relevance and sustainability of the Policy and its implementation. That is why the dynamic and structured engagement by the lead Government TVET entity, (however it is composed, organized and named), of the main public and private stakeholders having a stake (strategic or functional) in TVSD-related issues is essential. These stakeholders could belong to the following categories: local authorities, formal public and private TVET centres, formal private productive sectors (e.g. mining companies, agro-industry and hotels), professional associations/cooperatives in the modern and MSMEs, NGOs, academia, trade unions, youth/women associations.

We would also highlight the urgent need to address the ‘inclusiveness gap’, i.e. the lack of meaningful participation of the informal sector in the DNTP (for example, there was only a representative from the Non-formal Education Council at the 2010 validation workshop), especially when it comes to training needs assessments taking into account the quantitative importance of on-the-job training/apprenticeship that the informal sector is providing at a very low unit cost.

While consultations with the private sector are more systematic than in the past, they still tend to be largely ad hoc and not results-oriented, which undermines the incentive for participation by the private sector, particularly self-employed and micro and small enterprises operating in the huge informal sector. While the Government through the MEYS should take the lead on TVET mainstreaming, the private sector has a key role to play in terms of analysing the obstacles to TVET/TVSD and advocating appropriate solutions. Its ability to develop a common understanding of the issues and ‘speak with one voice,’ at least on specific sectorial issues, would facilitate dialogue with the Government. That is why we recommend that the private sector should do much more to improve its leadership (e.g. through the Chamber of Commerce as well as professional associations) in advocating for better public training facilities and improved support for business providing on the job training in enterprise. To achieve that, private sector firms and associations could better formulate and publicize their training needs as well as the training activities that they are already running.

The Sierra Leone Business Forum (SLBF), funded by IFC, has helped to improve government engagement with the private sector (UNDP, 2011). The SLBF was launched in 2007 when the Government and private sector endorsed the creation of a new mechanism to facilitate dialogue on investment climate issues with the objective of achieving a measurable improvement in the environment for private sector activity that would lead to the improved employment, poverty alleviation and economic growth in the country. The mandate of the SLBF is to support private sector development by helping to

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<sup>29</sup> An example is Statistics Sierra Leone (SSL) which has placed 8 statisticians within relevant ministries to improve the flow of statistics from the ministries to SSL.

create a better investment climate and business environment and by providing a mechanism for consistent and productive dialogue among stakeholders (Williams, 2010).

SLBF is a platform for:

- Consensus building
- Advocacy and consultation on private sector development
- Supporting advocacy for reform within government
- Supporting the private sector's ability to engage with government on the development of economic policy
- Outreach, public awareness and communication (Williams, 2010).

SLBF is playing a brokerage role between the state and business by organizing some round tables with key stakeholders on topics like youth employment and training (with the support of GIZ). It is very much concerned about the situation of the informal sector and the necessity to find some ways to take their economic, training and social roles into account. As mentioned above, the empowerment of as much of the population as possible, via different kinds of social organisations (associations, networks, artisans guilds...), is becoming a key issue for breaking the vicious circle of the dependency from the Government's impossible task to answer all the needs of the population, as well as from the foreign aid supported short term uncoordinated projects.

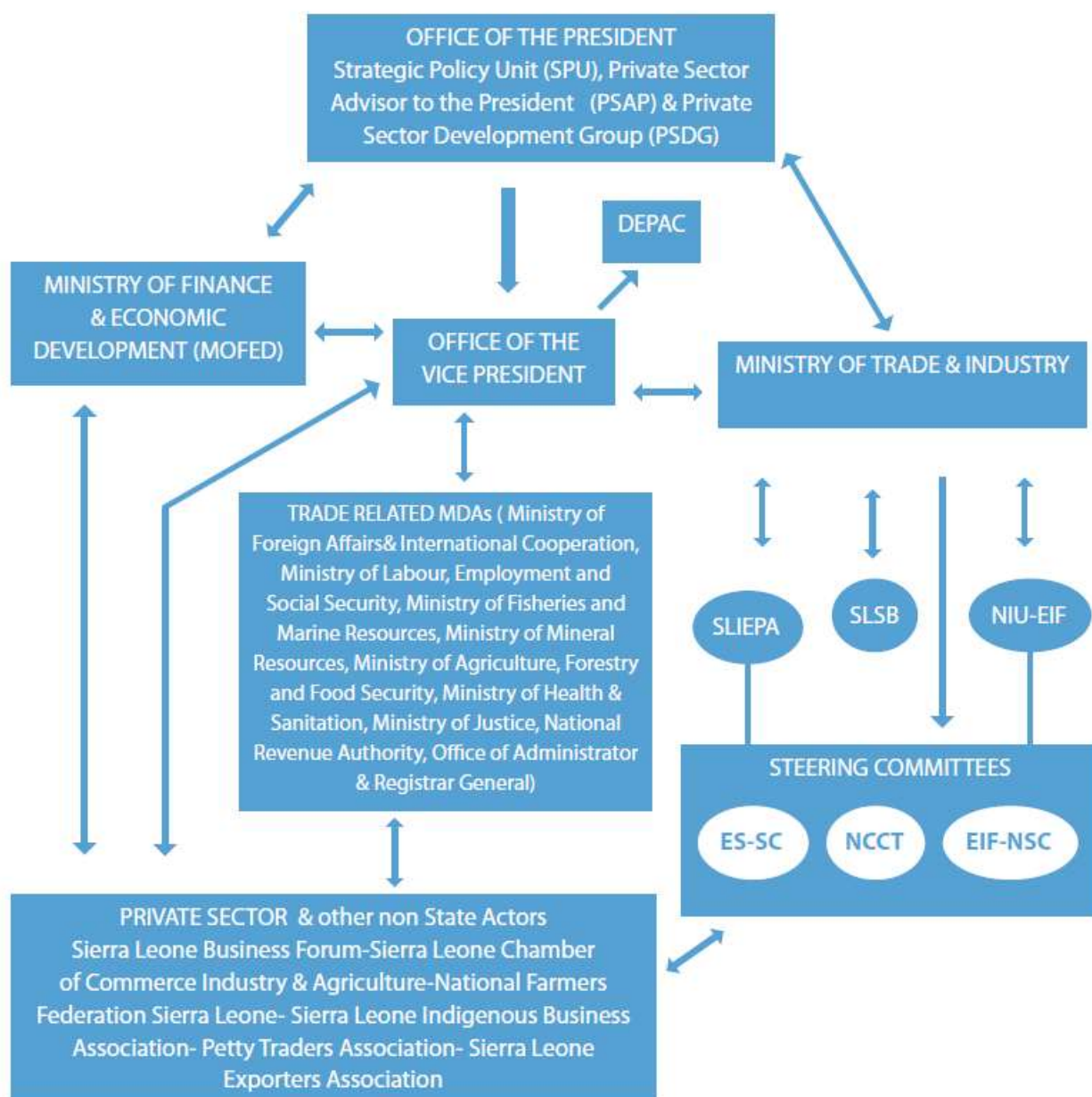
#### **4.5. Linking Inter-ministerial Coordination and Stakeholders Consultation**

How does one connect the necessary inter-ministerial coordination with the stakeholders' consultation/participation? This question is at stake in many countries where a paradigm change is at work in favour of a multi stakeholders and multifaceted TVSD policy, in terms of policy making, provision, financing, and monitoring. Kingombe (2011) offers an extensive review of answers to this question. The Sierra Leonean answer might be positioned in between the two following ends of a continuum:

- The DNTP refers to the 2004 Education Act that includes a "*provision for the establishment of the National Council for TVE, to assist Government to run and coordinate TVE in the country. The Council as provided has serious limitations in capturing the representation of stakeholders involved in TVET development in the country. This has to be reviewed to meet the demand*". One can wonder whether these problems are not directly linked with the leadership and capacities issues raised above, explaining the difficulties for the MEYS to be recognized as the leading entity for an inter-ministerial coordination as well as for stakeholder's participation.

At the other end of the continuum, The Ministry of Trade and Industry has recently developed its own TVSD policy and implementation system that combines inter-ministerial coordination and stakeholders' involvement concerning the trade and industry skills formation issues (see Diagram 4.1).

Diagram 4.1: Ministry of Trade and Industry inter-ministerial coordination and stakeholders' participation system



Source: UNDP, 2011:139.



- Furthermore a roadmap for aligning education and TVET with exporters' need has been developed (see Annex 6)

These two situations reflect the urgent need for the Government and the stakeholders to define a minimum compromise allowing putting in place the trust building process that will counterbalance the centrifugal trends which threaten to undermine the change potentials of the country. Under certain conditions, the development partners could play a facilitating role in that respect.

## 4.6. Communication

Success stories show that a combination of targeted analysis, strategic communication and advocacy can play a vital role in building a constituency for action inside and outside of government. Recognizing this, we suggest that the Government design targeted communication strategies to build awareness of TVET mainstreaming issues such as the socio-economic factors that influence the public perception of problems and inequities in access to TVET (Kingombe, 2011). In addition, we acknowledge that strategically placed TVET focal points, as mentioned above, can greatly facilitate communication and information gathering and dissemination for the sake of intra-governmental efficiency as well as involvement of TVSD-related stakeholders.

## 5. Issues Related to the Labour Market

- The objective of a **labour Market Observatory (LMO)** is to identify and analyse labour market trends and challenges.<sup>30</sup>
- A **labour market information system (LMIS)** is the network of labour market related institutions and persons that are producing labour market information (LMI) with its entities relying on each other (Schultz & Klemmer, 1998).

The above-mentioned African Union (AU) Extraordinary Summit (2004) agreed that in order to be able to measure progress it was necessary to promote research, data collection and analysis of statistics on employment and poverty alleviation. The 39th Session of the Conference of African Ministers of Finance, Planning and Economic Development (Ouagadougou May, 2006)<sup>31</sup> underscored once more the importance of the development and coordination of statistical activities in the region. It recommended that “UNECA, in collaboration with ILO and African regional institutions (AU, AfDB, and the RECs), establish a regional employment forum of technical experts and policy facilitators to assist Member States in developing capacity and facilitating learning and sharing of country-specific experiences” (ILO, 2007; AU, 2008).

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<sup>30</sup> A LMO could include in its analysis: Observing labour market challenges and trends; collecting examples of best practices; stimulating discussion by organising hearings with institutional, socio-professional stakeholders, civil society organisations and academia; producing pro-active investigating reports or studies on selected topics; and analysing cross-cutting issues. Source: <http://www.eesc.europa.eu/?i=portal.en.lmo-observatory>

<sup>31</sup> Ministerial Statement: Thirty-ninth session of the Commission/Conference of African Ministers of Finance, Planning and Economic Development. Ouagadougou. 14 - 15 May 2006.  
[http://www.uneca.org/cfm/2006/ministerial\\_statement.htm](http://www.uneca.org/cfm/2006/ministerial_statement.htm)

According to the National Strategy for the Development of Statistics in Sierra Leone (NSDS) the indicators that would be produced by implementing the Labour Statistics Programme are intended to meet the requirement of the ILO and provide data for monitoring the progress made towards the achievements of the MDGs related to employment (SSL and World Bank, 2008). However, regularly available data on employment and unemployment, as well as other labour market measures cannot solve the problems of decent work deficit and poverty. In other words, the mere existence of data for a country does not facilitate either economic development or decent and productive employment per se. However, with regular access to data, it is often possible for governments, the private sector and the international community to devise positive strategies to create decent, well-paid jobs, train people to fill them and, therefore, greatly improve the employment situation of the country (ILO, 2007).

An example of good practice is that of **the Government of Namibia**, which believes that the immediate prospect of raising income levels of the majority of the population depends on its capacity and ability to execute sound employment planning within the overall framework of a national development programme. Namibia conducted its 5th post-Independence national labour force survey in 2008 (NLFS 2008). This Namibian Labour Force survey provides a wealth of information on the state of the labour force in the country; in particular it incorporates a detailed module on informal sector and informal employment.<sup>32</sup> The NLFS 2008 was conducted to generate all the necessary information that would provide the Government of Namibia (GoN) with the statistical data for analysis of employment, unemployment and underemployment and hence assist in formulating well-conceived policies designed to achieve full employment and promote socio-economic development in general. The findings of the NLFS 2008 provide important statistical base for strategic policy formulation. The results are also essential in the design and evaluation of overall government policies aimed at promoting and creating employment (RoN, 2010).

Another justification for carrying out a new labour force survey in Sierra Leone as the basis of both the LMO and the complementary LMIS is found in one of its neighbouring countries, where the **Government of Liberia** also considers that concrete and reliable data on the labour market as necessary tools for policy formulation and development of the labour force. The data will assist government, development partners and data users in planning, decision making and developing policies intended to improve the welfare of the labour force. Productive and decent employment for all segments of the labour force is perceived as a national agenda. It is enshrined in the Economic Revitalization Pillar of the Poverty Reduction Strategy (*Lift Liberia*) as well as in the National Employment Policy (RoL, 2011).

This section aims to provide a summary of the main issues associated with the setting-up, the funding and the financial organisation of employment information centres/labour market observatory. In other words, this section advises on the case for a labour market observatory in Sierra Leone (section 5.1), provides a proposal on how it could be set up (section 5.2) and discusses how to finance it (section 5.3).

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<sup>32</sup> Namibia's Ministry of Labour has conducted a number of surveys in the field of employment and labour. These are the 1991 Labour Force Survey, the 1992/93 Establishment Survey, the 1993 Informal Sector Survey, the 1997 Labour Force Survey, the 1998 Establishment Survey, the 1999 Namibia Child Activities Survey, the 2000 Namibia Labour Force Survey, the 2001 Namibia Informal Economy Survey and the 2002 Namibia Occupational Wages Survey. Information from these and other surveys fed into the country's Labour Market Information System (RoN, 2010).



## 5.1. The Case for a possible Labour Market Observatory in Sierra Leone

There are different types of labour market information, largely determined by the number and nature of actors in the system and with regard to content and detail demanded. Nevertheless, the following categories represent the most important types of labour market information (LMI):

- Employment, unemployment and underemployment - current levels, composition and trends both in the formal and informal sector
- Manpower - surpluses and shortages;<sup>33</sup>
- Skills - supply and demand;
- Wage levels and working conditions;<sup>34</sup>
- Vacancies and professional/educational qualifications of job-seekers e.g. measured as skilled (1), semiskilled (2), and unskilled(3);
- Occupational information (Schultz and Klemmer, 1998)..

In Sierra Leone the main providers of LMI are government ministries, especially those dealing with labour and social affairs [Ministry of Employment, Labour and Social Security (MoELSS)], education [Ministry of Education, Science and Technology (MoEST)], planning, and economic and development [Ministry of Finance and Development] matters.<sup>35</sup> Other providers are, for example, the Statistics Sierra Leone (SSL),<sup>36</sup> employers' and workers' organisations [Sierra Leone Employers Federation (SLEF), and Sierra Leone Labour Congress (SLLC)] as well as the domestic private employment agencies, of which the latter currently are virtually non-existent.<sup>37</sup>

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<sup>33</sup> If there is shortage of manpower, plans are prepared for recruitment and selection of the new employees. For this the sources of recruitment are decided and information about available prospective employees is obtained. If instead of shortage of manpower it is found that there is excess manpower available, arrangement is made to redeploy the surplus employees by providing training to them so that they can perform the new jobs satisfactorily and equilibrium between demand for and supply of manpower is achieved.

<sup>34</sup> Selection of International labour standard instruments on *working conditions*: Domestic Workers Convention, 2011 (No. 189); Domestic Workers Recommendation, 2011 (No. 201); [Hours of Work Industry Convention, 1919 \(No. 1\)](#); [Holidays with Pay Convention \(Revised\), 1970 \(No. 132\)](#); [Part-Time Work Convention, 1994 \(No. 175\)](#); [Minimum Wage Fixing Convention, 1970 \(No.131\)](#); [Maternity Protection Convention, 1919 \(No. 3\)](#) etc. Source: [http://www.ilo.org/travail/areasofwork/WCMS\\_145675/lang--en/index.htm](http://www.ilo.org/travail/areasofwork/WCMS_145675/lang--en/index.htm)

<sup>35</sup> President Koroma's Cabinet 3 December 2010 to present. <http://www.sierra-leone.org/cabinet.html>

<sup>36</sup> <http://www.statistics.sl/>

<sup>37</sup> See e.g. Sierra Leone recruitment jobs at [http://www.oilcareers.com/regions/736/SIERRALEONE\\_recruitment.asp](http://www.oilcareers.com/regions/736/SIERRALEONE_recruitment.asp)

**Diagram 5.1: Providers of Labour Market Information**



Note: Immigration offices (Data on migrant workers); Schools and Training institutions (Data on graduates and curricula); Other ministries (Data from administrative records); Insurance schemes (Population figures; data on occupational safety and health); Employers organizations (Numbers, details of establishment); Workers organizations (Data on the workforce, retrenchment figures etc.); Private employment agencies (Different administrative data); Public employment services (Situations / trends on labour market).

Source: Schutlz and Klemmer, 1998.

Given the imperfection of the market of labour market information as known in the OECD countries,<sup>38</sup> the government in developing countries has an important role to play to ensure availability of reliable and relevant information and that LMI is disseminated in user-friendly ways to increase the likelihood of improving the efficiency of the labour market (see **Annex 12**). In addition to collecting relevant data, public agencies have a key role in transforming facts about economic activity into useful labour market intelligence essential for companies to enhance their competitiveness. The complexities of the current labour market require large-scale activities and partnerships to develop and operate an optimal LMI system. Therefore, Government investment in LMI could improve labour market performance through a better matching of skills and employment opportunities. Improved matches can yield spill-over benefits. With an increase in the speed and quality of job matches, output will increase and hence economic growth, and additional job opportunities will be created. In contrast, lack of access to quality LMI leads to inefficiencies in job search and matching, as well as in longer term career planning and preparation, and hence aggravates unemployment.

According to Richter (1989)<sup>39</sup> the main users and their purposes of LMI are:

- National policy makers and planners
- Employers' and workers' organisations

<sup>38</sup> The intensive use of large online job sites by firms suggests that firms find the internet useful as a tool for finding workers. The ease of reaching a large number of potential workers through one channel is probably part of the explanation, and the fact that job sites often contain contact information for already-employed (and therefore highly desirable) workers is another benefit for firms. Moreover, it is very likely that the internet is beneficial to jobseekers, but it has not been demonstrated empirically. The absence of statistical evidence for this is mainly due to self-selection bias in the population samples used. Controlled experiments could solve this problem (Murray, 2010).

<sup>39</sup> Richter, L., "Upgrading labour market information in developing countries: Problems, progress and prospects. A synthesis of the results of an ILO/DANIDA inter-regional seminar." ILO, Geneva, 1989.

- Educational and vocational training planners
- Vocational guidance and orientation services
- Employment services
- The wider public (individuals, teachers, parents) (Schultz and Klemmer, 1998; Hansen, 2006)
- Researchers and evaluators: these are prime users of LMI. For example, studies evaluating the effectiveness of employment programmes must control for labour market conditions using LMI data to yield estimates that can be compared across time periods and geographic regions.<sup>40</sup>

Problems of LMIS are similar in most countries of English-speaking Africa, including Sierra Leone:

- Delays in processing and publication of data
- Lack of coordination among the producers of LMI
- Lack of information about the informal sector and sometimes about the rural areas
- Incomplete, unreliable data
- Shortage of funds, equipment and qualified personnel
- Absence of political support, e.g. as expressed by the lack of counter-part funding by the GoSL considered by potential donors as a precondition for co-funding the LFS.<sup>41</sup>

The last two points largely explain the three first ones.

Some of the above mentioned problems arise from certain features of the African labour markets, including ECOWAS in general and Sierra Leone in particular, such as:

- The high incidence of subsistence activities and own-account, casual and unpaid household labour
- Seasonal nature of work, especially in the agricultural sector
- High incidence of multiple activities and underemployment
- Labour market fragmentation (Schultz & Klemmer, 1998).<sup>42</sup>

The interesting experience of Burkina Faso is detailed in **Annex 8**.

In order to respond to country needs to strengthen the LMIS the ILO has central responsibility for promoting the use of new employment indicators in international labour market monitoring systems. That is why embedding these indicators in national development strategies and in national monitoring systems is also a foundation stone of the ILO's country-level support through Decent Work Country Programmes (DWCPs) (Sparreboom and Albee, 2011).

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<sup>40</sup> Source: <http://www.mlss.gov.zm/lmis.html>

<sup>41</sup> While the share of actual vs budget expenditure for MoEST Central has increased from 33% in 2008 to 92% in 2010. However, TVET's share of total actual MoEST expenditures fell from 1.66% in 2008 to 1.57% in 2010, and the fall was even higher when looking at the budget figures, which fell from 4.22% to 1.70% during the same period.

<sup>42</sup> Basu (1997, pp. 151–152) put it well: The dual economy model of LDCs has had its demurrers. It has been pointed out that labor markets are often fragmented into more than two parts and also that dualism is not the distinguishing feature of underdevelopment because there are traits of it even in developed economies. These are not disturbing criticisms. It is unlikely that any of the initiators of the dual economy model would deny that the labor market may in reality be fragmented into more than two sectors. The assumption of duality is merely for analytical convenience. If fragmentation—irrespective of the number of parts—in itself causes some problems and we wish to examine these, then the simplest assumption to make is that of dualism (Quoted in Field, 2004:725).

The proposed Sierra Leone Decent Work Country Programme (DWCP) Strategy for Outcome 1.III is to provide technical assistance to SSL and Ministry of Employment, Labour and Social Security (MoELSS) in the upgrading of the LMI database system so that it could effectively support the expanding employment programme. National capacities of SSL and the LMI department in the MoELSS is intended to be strengthened to collect and analyse data and to conduct Sierra Leone's first National Labour Force Survey (NLFS)<sup>43</sup> and other employment-related studies for policy development. Partnerships with other international organizations are foreseen.

In general, the new employment target and indicators form part of MDG1, which is to eradicate extreme poverty and hunger. MDG1 now contains three targets, the second of which, Target 1B, focuses on achieving "full and productive employment and decent work for all, including women and young people." This target recognizes that labour markets play an essential role in the achievement of MDG1, and as such, assessing progress towards this goal necessitates rigorous monitoring of labour markets (Sparreboom and Albee, 2011). Specifically, when it comes to Sierra Leone the ILO's DWCP proposes a number of indicators (see Box 5.2).

#### **Box 5.2: ILO Key Labour Market Indicators**

- LMI units linked to national monitoring systems by 2012
- LMI database repository in place by 2012
- Integrated Labour Force survey data and Child Labour Surveys data available and accessible by 2012
- Key Labour Market Information (KILM) bulletins issued by SSL available by 2012
- Number of users accessing the LFS and LMI database by 2012
- LMIS utilized for policy formulation and programming by 2012.

Source: ILO, 2010.

## **5.2. How a Labour Market Observatory could be set up in Sierra Leone**

The lack of regularly collected and comparable labour statistics with representative coverage of the labour market hampers the development of analytical capacity and advancement in LMIA systems. Ideally, LMIA systems ensure a regular interaction among statistical agencies, analytical units in government departments, research institutions and policy analysts. But both data limitation and resource constraints in funding and staffing in the civil service, including in SSL, MoELSS and MoEST, hampers the effectiveness of these arrangements in SSA in general and in Sierra Leone in particular (Sparreboom and Albee, 2011).

### **Data Collection and Analysis**

Data collection and analysis are the first steps in providing Labour Market Information (LMI). But before the collection of information itself can start, Schultz & Klemmer (1998) propose that some questions have to be answered:

- What is the purpose of this particular data collection?

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<sup>43</sup> Sierra Leone hasn't carried out a proper LFS since 1977.

- Which sources are available to generate information?
- What are the procedures of data collection and analysis?

### **What is the Purpose of the Specific Data Collection Exercise?**

For the collection of labour market data it is essential to define a clear purpose in order to avoid unnecessary work and expenditures (e.g. the National Employment Policy; the National TVET policy; the PRSP-III). Depending on the user, the interest might be focused on a specific sector of the economy, on a particular industry, or on a population group (e.g. youth).

In general, the effectiveness of a Labour Market Information Analysis System (LMIAS) depends on data availability and quality across sources of labour statistics, and capacity to contextualize the analysis of the data such that it informs policy-makers and stakeholders. In Sierra Leone, national development strategies (PRSPs) and NEPs are strongest when effective LMIAS are available to inform strategic choices. Experience has shown that policies and strategies that have a limited statistical basis often remain mere statements of principles (see GoSL, 2011a, 2010a), suffer from policy evaluation over time, and cannot be monitored effectively for their impact (Sparreboom and Albee, 2011; see GoSL, 2011e). Furthermore, central to a well-functioning labour market are employment services, which match job seekers with job opportunities<sup>44</sup> (Koeltz, 2012).

In fact, recent years leading up to the 3<sup>rd</sup> International Congress on TVET have seen an increased interest in evidence-based policy making in TVET and use of valid and robust evaluation and monitoring instruments and indicators. However, there are several longstanding problems related to monitoring and evaluating TVET. These include, among others, the fragmented provision of TVET in many countries, the various methodological challenges related to definition of TVET programmes and generation of relevant indicators and the absence of adequate mechanisms to collect, process and aggregate data available.

It is against this background that the Inter-agency Group on TVET (IAG-TVET), which was established in 2009 with the aim to coordinate activities of the agencies active in the field of TVET particularly in developing countries,<sup>45</sup> established a Working Group on TVET Indicators (WGI) in 2010. The WGI aims to make recommendations on a set of TVET indicators that can support countries assess the efficiency and effectiveness of national TVET systems, with a particular focus on low-income countries. The primary purpose of the Working Group is to strengthen the ability of national governments of developing countries to design, monitor and evaluate their TVET sectors (EFT et al., 2012).

The WGI mapped the indicators commonly collected or used by the international organizations in an initial phase and then identified five pertinent policy areas: Access and participation; Relevance; Quality

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<sup>44</sup> The basic functions of employment services are stated in Article 6 of the ILO Convention Nr. 88 (1948) on the Organisation of Employment Services: Placement; Vocational Information and Guidance; and Labour Market Information.

<sup>45</sup> It comprises the United Nations Educational, Scientific and Cultural Organisation (UNESCO), the Organisation for Economic Co-operation and Development (OECD), the World Bank (WB), the International Labour Organisation (ILO), the European Commission (EC), the European Training Foundation (ETF) and the Asian Development Bank (ADB).

and innovation in TVET; Governance and TVET Financing.<sup>46</sup> Each inter-locking component can add substance to on-going policy dialogue and help define indicators on TVET performance (ibid.)

According to EFT et al., (2012) the WGI's proposed indicators help benchmarking in the TVET sector. Benchmarking, in turn, helps in linking the internal processes to external expectations, to develop appropriate internal mechanisms for the enhancement of TVET quality and effectiveness, enabling comparison of results with good practices elsewhere or with national goals.

Three categories of indicators are proposed. The categories reflect the expected feasibility and availability of indicators:

- the first cover indicators that are most likely to be readily available and
- the next two columns contain indicators, which would be desirable as they complement the information provided by the first category, but which are not expected to be as readily available in developing countries (see Annex 10).<sup>47</sup>

More specifically, there is a need for TVET indicators in Sierra Leone, which will measure the direct impact of the future National TVET Policy on (youth) employment, poverty, etc. There is also a need to develop quantifiable, measurable indicators of results, not processes like 'number of (relevant TVET) policies passed'. TVET indicators should be substantive, and adapted to the SSL's financial ability to regularly collect key TVET indicators (Annexes 3 and 10). Technical assistance could help to develop appropriate baselines. As an example, this report describes how the National Employment and Vocational Training Observatory was set up in Burkina Faso, which plays a key role in monitoring labour market indicators in that country (see Annex 8).

### **Which Sources are Available to Generate Information?**

A basic LMIA consists of monitoring or tracking a set of indicators such as the ILO's Key Indicators of the Labour Market (KILM) or a selection thereof. The most important sources of labour statistics to generate data/sets of indicators for the analysis of the labour market include:

- Censuses (e.g. Sierra Leone Population and Housing Census 2004, (with Agricultural Module))<sup>48</sup>
- (Labour Force; Households; Living Standards; Establishment; Industry) Surveys<sup>49</sup>
- Administrative records.

Although surveys can be costly and may have sampling errors, they are the main tools to generate frequent and relatively reliable data (Schultz and Klemmer, 1998). The Namibia case illustrates the necessary steps to be undertaken. They are presented in the following paragraphs (see Box 5.1).

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<sup>46</sup> It is important to underscore that the preliminary list of indicators presented in this report is a work in progress and that, after further consultation and piloting in different countries, it will likely be refined based on data availability, country priorities, and other considerations (EFT et al., 2012).

<sup>47</sup> References to formal education and training should not be seen as minimising the role and importance of non-formal and informal education and training. These references merely demonstrate the difficulties of getting reliable data on non-formal and informal education and training (EFT et al., 2012).

<sup>48</sup> See <http://www.statistics.sl/nada/index.php/catalog>

<sup>49</sup> Tracer surveys are conducted in the 16 TVET centres in Sierra Leone and could be used to see what the output would be like where the TVET programme has worked well.



### **Box 5.1: The Namibia Case: Implementation of the Namibian Labour Force Survey 2008**

#### **Planning and Questionnaire Design**

The Ministry of Labour and Social Welfare (MLSW) conducted the NLFS 2008 in close collaboration with Central Bureau of Statistics (CBS) of the National Planning Commission (NPC). A technical committee consisting of members from the CBS, other line ministries and stakeholders was established to guide its planning and implementation. An Inter-Agency Committee and officers from the MLSW handled the technical issues of the survey. Officers from the MLSW handled field logistics. The management of the MLSW was kept fully informed of developments on a regular basis.

The questionnaire was designed by the Technical Committee of the MLSW in consultation with various users and producers of labour statistics. The definitions, concepts and phrasing of questions were discussed in detail using international, regional as well as country documentation and experiences. Draft manuals were developed concurrently with the design of the questionnaire. A pre-test of the questionnaire was carried out in one region of the country. Based on the lessons of this exercise the questionnaire and draft manuals were revised. Fieldwork plans were drawn up and all other logistical aspects were examined in detail as time permitted. From a LMO perspective, the NLFS enable the users - policymakers, employers and analysts - to know which sectors are the biggest employers in both the urban and rural areas (that is to what extent the unemployment is geographical) as well as the industries employing the least number of people. This LMI will enable the users to identify whether there is a need for increased promotion and deliberate interventions to achieve 'even higher' growth of a particular sector. The LMI provide the Government, private sector players and all relevant agencies with an instrument, which should allow them to address short-, medium- and long-term challenges posed by potentially reported skills shortages in the country.

#### **Sample Design**

In Namibia the survey intended to collect data pertaining to individuals and households of the target population consisting of private households. The sample design for the survey was a stratified two-stage probability sample where the first stage units were geographical areas designated as the Primary Sampling Units (PSUs) and the second stage units were the households. The first stage units were selected from the national sampling frame of PSUs based on the enumeration areas (EAs) of the 2001 Census and the households within the EAs and the second stage units were selected from a current list of households within the PSU (RoN, 2010). In Sierra Leone, in order to produce district-level estimates of moderate precision, a minimum of 30 enumeration areas (EAs) should be selected in each of the 14 districts within the 4 provinces.

#### **Sample Size**

In Namibia, the sample size was determined in order to make reliable estimates at the National urban/ rural and region level. The number of households per PSU was fixed at 25 as in Sierra Leone. The final sample consisted of 5,975 households in 239 PSUs compared with 3,720 households and 226 PSUs in the latest national representative household survey conducted in Sierra Leone (table 5.2 below).<sup>50</sup>

#### **Fieldwork**

With 25 sample households in each Namibia's PSU, it was decided to establish teams consisting of four interviewers and a supervisor to handle the workload. As a rule, five PSUs were allocated to each team. In total 52 teams were established. There were thus 52 supervisors and 208 interviewers required. Substantial coding inconsistencies were nevertheless detected in the analysis stage primarily due to the insufficient time allocated for the training of coders, and perhaps also to inadequate time for coding itself (ibid.). It is evidently important to bear in mind that the size of

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<sup>50</sup> The PSUs were first allocated to the major domains of estimation (regions) proportional to their population sizes (Number of households). At the first stage PSUs were selected using probability proportional to size where the size measure is the number of households as at the 2001 Population and Housing Census, coupled with the systematic sampling procedure. At the second stage households were selected using the systematic sampling procedure from a current list of households within the PSU, which was compiled just before the interviews for the survey (RoN, 2010).

Namibia is more than 10 times larger than that of Sierra Leone, which makes this experience less immediately transferable to the Sierra Leonean context, especially when the population density is taken into account (**table 5.2**).

### Coverage and the Quality of Data

The quality of results from a sample survey depends on careful and thorough planning before the implementation of the survey, the correct implementation of the plan, and appropriate adjustment of the plan if unforeseen circumstances arise. The question of coverage concerns the extent to which the sampling frame coincides with the target population, as well as the extent to which the units sampled provide the required information. The latter aspect of the coverage question is often referred to as the non-response problem.

Source: RoN(2010).

**Table 5.2: Survey Design Characteristics**

	<b>Sierra Leone (SLIHS, 2003/04)</b>	<b>Namibia (NLFS, 2008)</b>	<b>Uganda (UNPS, 2009/10)*</b>	<b>Liberia (NLFS, 2010)</b>
<b>Execution</b>	April 2003-March 2004 (Nov 2002 – Oct 2003)		12 months p.a. (two visits p.a.)	Feb-May 2010
<b>PSUs (EAs)</b>	226	239	322	526
<b>Sample Size (HHs)</b>	3,720	5,975	3,123	6,312
<b>HH / PSU</b>	20 <sup>U</sup> (15 <sup>R</sup> )	25	n.a.	12
<b>Estimations</b>	District		Rural portion of each region + urban areas.	County level
<b>Population</b>	6,126,000 <sup>i</sup>	2,104,900 <sup>ii</sup>	32,939,800 <sup>iii</sup>	4,245,000 <sup>iv</sup>
<b>Area (km<sup>2</sup>)</b>	71,740	825,118	241,551	97,036
<b>Density (pop/km<sup>2</sup>)</b>	85	3	136	36
<b>Sample Frame</b>	1985 Census	2001 Census	Tracked baseline individuals	2008 Census
<b>Financial Support</b>	DFID		Govt of Netherlands; World Bank (LSMS)	ILO, USAID, UNDP, UNICEF and GoL
<b>Technical Assistance(**)</b>	World Bank	Central Bureau of Statistics		ILO and UNDP

Notes: (i) UN estimate July 2012; (ii) 2011 Census; (iii) Official estimate July 2011; (iv) UN estimate July 2012. U=Urban; R=Rural; EA = Enumeration Areas; PSU = Primary Sampling Unit; (\*) Multi-topic panel household survey; (\*\*) Including design, staff training, results analysis and report writing.

Source: Authors.

In Sierra Leone a Strategy for the Development of Statistics (NSDS) has been implemented for the last 5 years (2008-12). The NSDS aims to capture both the:

- Household Survey (HS) [e.g. latest 2003 - Sierra Leone Integrated Household Survey (SLIHS)]<sup>51</sup>
- Labour Force Survey (LFS) [the last labour market related survey (Demographic and Social Monitoring Survey of 1992)].<sup>52</sup>

<sup>51</sup> <http://surveynetwork.org/home/index.php?q=activities/catalog/surveys/ihsn/694-2003-001>

According to the International Household Survey Network (IHSN), contrary to what we were told at SSL that a second Sierra Leone Integrated Household Survey is intended to be conducted in 2011-2012, no HS is recorded as either on-going or planned for the period 2011-17.

[http://www.surveynetwork.org/home/index.php?q=planned\\_surveys](http://www.surveynetwork.org/home/index.php?q=planned_surveys)

<sup>52</sup> Year when the survey was conducted for the first time: 1988-1989. Source:

javascript:openImage2('http://laborsta.ilo.org/applv8/data/SSM3\_NEW/E/Sierra%20Leone.doc');



**Household surveys** have advantages for obtaining comprehensive information on the labour market and its structure as a whole, especially if the coverage of the labour force by other sources is limited, which is the case in Sierra Leone (Sparreboom and Albee, 2011).<sup>53</sup> However, the frequency of household-based surveys that specifically target the labour force (i.e. labour force surveys (LFSs)) is too low to allow for regular (e.g. annual) monitoring of labour market indicators. Consequently, it would be necessary to compile statistics from across a range of HSs and other sources to analyse labour market trends.

GoSL provides a phased approach processing of the HS data, which has been completed by SSL. Now SSL wants to undertake a LFS in 2012. There have been delays in undertaking the LFS. It turns out that already in 2009 the GoSL made a request to undertake a LFS with UNDP funding. However, the project proposal didn't go ahead due to lack of resources. Instead, the GoSL then asked the ILO/IPEC to carry out a CLS in Sierra Leone in 2010, which was implemented in 2011 because the ILO managed to mobilize the necessary funds.

- The actual CLS cross-sectional data collection using the 2004 Population Census as the Survey Frame took place from July to August 2011, which amounted to a sample size of 6,000 households, which is smaller than the typical sample size of a LFS of between 8,000-10,000 households
- It was preceded by training of enumerators and supervisors in May 2011<sup>54</sup>
- From November to December 2011 the data covering household members in the ages from 5-17 years, was entered into the database<sup>55</sup>
- From January 2012 ILO/IPEC went to Sierra Leone to check whether the data cleaning was ready, i.e. cross-checked the questionnaire
- In March 2012 ILO/IPEC produced the CLS-KILM
- In November 2012 the Statistical Unit of ILO/IPEC will publish the final CLS report with the involvement of UNICEF and World Bank and national consultation. This includes the following outputs:
  - A descriptive report focusing on the key findings
  - A policy oriented report to advice the policy makers.

Thus, with regards to introducing a LMIS/LMO it could in the first instance be based on the 2011 CLS until the GoSL finds the necessary domestic resources to provide the indispensable counterpart financing to carry out a proper LFS<sup>56</sup> or at least a multi-module HS with a sufficiently extensive employment/education/skills module, which would provide clear key indicators directly comparable

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<sup>53</sup> The SLIHS 2003/2004 covered the following *main labour related characteristics*: Employment, unemployment, underemployment, hours of work, wages, employment related benefits, employment in informal sector, informal employment, social security coverage, trade union affiliations, training received, usual activity, production for own final use by the household. Source:

[http://laborsta.ilo.org/applv8/data/SSM3\\_NEW/E/Sierra%20Leone.doc](http://laborsta.ilo.org/applv8/data/SSM3_NEW/E/Sierra%20Leone.doc);

<sup>54</sup> There is SSL staff in each of the 12-14 districts (none in Rural Western) who prepares the survey instrument and recruits enumerators from a database of enumerators, which can be called upon by SSL. 100-120 HHs are surveyed per enumerator. CSA and SEA maps are available, including administrative sections equivalent to 10-15 SEA. Some of the SEA areas are large. Many of the enumerators are students from the University of Sierra Leone and part-time workers of SSL.

<sup>55</sup> However the parents of the children are also interviewed during the CLS.

<sup>56</sup> The CLS takes on average 60 minutes, whereas a LFS takes on average 90 minutes.

across countries to monitor and measure progress and performance at various stages of specific TVET strategies, activities and projects. These can easily be related to explicit government and/or donor TVET-related interventions. Relying on a CLS is useful because nearly 250 million children (below the age of 15) are engaged in child labour around the world, including Sierra Leone,<sup>57</sup> the vast majority 70 percent, or some 170 million are working in agriculture. According to the International Labour Organization's report on child labour, the number of children working in agriculture is nearly ten times that of children involved in factory work. Skills training strategies can be used to combat the worst forms of child labour.

We suggest that the Statistics Sierra Leone (SSL) and/or MoELSS staff<sup>58</sup> perhaps also could consider collecting genuine micro panel data on the same households, including pre-intervention baseline data, as part of the survey design of the forthcoming Sierra Leone Integrated Household Survey (SLIHS). This will need to be available for both TVET project and non-project areas that resemble the project areas to enable creation of an appropriate counterfactual. Although such a data collection approach is more expensive than a repeated independent cross section of households, the latter household survey approach makes it impossible to track the same household over time as required in a genuine panel, because the sample design does not attempt to retain the same units in the sample (Baltagi, 2001). Thus, in order to rigorously evaluate the impact on employment through the 'employment and time use' module or income through the 'Average Monthly Income and Income Transfer' module of the SLIHS at the household level of improved/increased TVET provision in the formal training centres, as measured through an extended 'Education' module, the key is to look at minimum three waves of a panel to be able to use a dynamic panel data approach adequately (for a guide to micro data methods and practice, see Bond, 2002).<sup>59</sup>

Hitherto, only three African countries have carried out Living Standards Measurement Survey (LSMS) panel surveys.<sup>60</sup>

- Cote d'Ivoire: 1985, 1986, 1987, 1988;
- Tanzania, Kagera: 1991-1994 and 2004;
- Uganda 2009-10 (panel with 2005-06).

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<sup>57</sup> Apart from this, child labour is a problem in Sierra Leone. Many are engaged in street trading and noneconomic housekeeping activities, with half of them not attending school. Many work long and hazardous hours, often in harsh and exploitative conditions. While precise and reliable data are lacking, large numbers of children are thought to be engaged in the worst forms of labour and exploitative domestic work (ILO, 2010b).

<sup>58</sup> In Namibia the Ministry of Labour staff were involved in all the activities associated with the implementation of the 2008 Namibian labour force survey (NLFS 2008).

<sup>59</sup> The 2003/04 SLIHS collected detailed information on Household Expenditure, Income and Transfers, Non-farm enterprises, Credit, Savings, and Assets. Migration, Agricultural activities, Housing conditions, some aspects of Health, and Anthropometry, Education (GoSL, 2007b).

<sup>60</sup> There are the upcoming LSMS-ISA project panel surveys in Ethiopia, Malawi, Mali, Niger, Nigeria, Tanzania and Uganda. The schedule of when those surveys will be in the field can be found here: <http://siteresources.worldbank.org/INTLSMS/Resources/3358986-1233781970982/Overview.of.LSMS-ISA.Activities.06242011.pdf>

### Box 5.2: The Uganda National Panel Survey

In the case of Uganda, its Government recognized the need for adequate data collection to effectively monitor outcomes of the National Development Strategy (NDS). For this purpose, the Uganda Bureau of Statistics (UBOS) is implementing the Uganda National Panel Survey (UNPS) program, with financial and technical support from the Government of Netherlands as well as the World Bank Living Standards Measurement Study – Integrated Surveys on Agriculture (LSMS-ISA) project. The UNPS is a multi-topic panel household survey that commenced in 2009/10. One of the primary uses of the UNPS is to inform policymaking in advance of the Budget, through descriptive reports that are made ready in time for the initial work on sector budget framework papers (UBS, 2011).

The UNPS aims at producing annual estimates in key policy areas and at providing a platform for experimenting with and assessing national policies and programs. Explicitly, the objectives of the UNPS include:

1. To provide information required for monitoring the National Development Strategy, of major programs;
2. To provide high quality nationally representative information on income dynamics at the household level and provide annual information on service delivery and consumption expenditure estimates to monitor poverty and service outcomes in interim years of other national survey efforts;
3. To provide a framework for low-cost experimentation with different policy interventions to e.g. reduce teacher absenteeism;
4. To provide a framework for policy oriented analysis and capacity building;
5. To facilitate randomized impact evaluations of interventions whose effects cannot currently be readily assessed through the existing system of national household surveys.

Starting in 2009/10, the UNPS has been set out to track and re-interview 3,123 households that were distributed over 322 enumeration areas (EAs), selected out of the 783 EAs that had been visited by the Uganda National Household Survey (UNHS) in 2005/06. Prior to the start of the 2009/10 field work, 2 UNPS households were also randomly selected in each EA for the purposes of tracking baseline individuals that moved away from original locations since the UNHS 2005/06. The initial UNPS sample will be subject to three consecutive waves of data collection, after which parts of the sample will start to be replaced by new households extracted from the updated sample frames developed by the UBOS as part of the 2012 Uganda Population and Housing Census. In addition, the UNPS will fit within the Long Term Census and Household Survey Program and therefore both the questionnaires and the timing of data collection will be coordinated with the current surveys and census implemented by UBOS.

Source: UBS, 2011.

In addition to relying on the inter-censal household surveys, in 2014 the SSL will carry out the next National Population Census<sup>61</sup> and perhaps a proper LFS. These two data collection exercises would lay the foundation for a Labour Market Observatory (LMO) in Sierra Leone.

There is a good case for establishing a small number of TVET indicators (see Annex 10) to enable practitioners to systematically aggregate results data across programmes and projects at the country, regional and global levels. Such enhanced transparency, in turn, will contribute to a broader effort of making TVET interventions more effective.

SSL needs to improve its relationship with the Ministry of Education, Sports and Youth (MEST) through closer collaboration e.g. through the SSL statistician based within the MEST, particularly because the latter possesses both:

- Employment data and
- Qualification of skills data financed by the GoSL.<sup>62</sup>

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<sup>61</sup> A Population Census project proposal was prepared in 2011 with a concept paper and committees meetings. However, the GoSL needs to make an announcement before the donors can help improve on the questionnaire design and add more questions and before the SSL can go ahead.

Hence it's important that the MEST consults the SSL on the National TVET Policy. Drafting a Household Survey questionnaire instrument that includes a TVET module should include at most 5 questions agreed between SSL and the MEST with the objective to measure the level of either formal or informal TVET education of all household members aged 5 and above in addition to the standard information about literacy status and general educational attainment.<sup>63</sup> By April 2012 the intention was to inform all the stakeholders invited to a workshop to finalise the LFS design. Subsequently, the idea is that every 1-2-3 year to carry out a LFS in Sierra Leone. Carrying out a HS, which subject to staff and time use, is intended to be carried out every 5 year, could complement this activity. This HS project has been delayed. So far, SSL has only been able to collect data on Core Welfare Indicators in 2007, but the activity was not as intended carried out biannually respectively in 2009, 2011 and 2013.<sup>64</sup> Based on the Living Standard Measurement Survey (LSMS) a number of modules were added, including an integrated module covering agricultural TVET.

Finally, **Administrative Records** are provided at low cost by different institutions like employment services, immigration offices, insurance schemes, schools and training institutes, workers' and employers' organisations or public service commissions (see Diagram 5.1 above). However, data from these institutions are often not comparable and seldom collected in a systematic and regular manner. Bearing in mind the question of reliability, these records can nevertheless give at least an indication of certain developments.

LMI can be provided on the basis of data collection, data analysis, and the presentation of results. Following this order, the different steps are described in the following sub-sections.

### 5.2.1. Employment Services

With regards to 'Adapting qualifications and developing pathways' action, the 3<sup>rd</sup> International Congress on TVET in Shanghai e.g. made a recommendation to:

- Develop career guidance systems to assist learners in choosing appropriate pathways, including by provision of up-to-date labour market information and self-assessment tools to identify aptitudes and interests, and promote the acquisition of career management skills (UNESCO, 2012).

The basic purpose of employment services is to expedite the exchange of labour between employers and job seekers. The goal of these services is to promote labour mobility, productivity, and improvements in social welfare. Public Employment Services (PES) plan and execute labour market policies.<sup>65</sup> Their major role is to cushion labour market transitions for workers and enterprises e.g. by:

- Providing good information about the labour market
- Assisting with job search and providing placement services (Koeltz, 2012).

Currently, there doesn't seem to be any private employment services in Sierra Leone.<sup>66</sup> Fretwell and Goldberg (1993) push for the opening of markets to private employment services to lower pressure on public budgets and provide an array of options for a diverse range of clients. Private employment agencies

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<sup>62</sup> School centres take note of entrants and qualifications of teachers.

<sup>63</sup> The MoESY can ask for additional funding for more questions to be included in a separate module, and there is still time to contribute.

<sup>64</sup> The Core welfare survey has a sample of 10,000 household Holds (HHs). The Government is funded through Technical Assistance from the World Bank

<sup>65</sup> See Employment Service Convention, 1948 (No. 88).

<sup>66</sup> Browsing the internet it's possible to come across a few recruitment web-sites, but their content is empty.

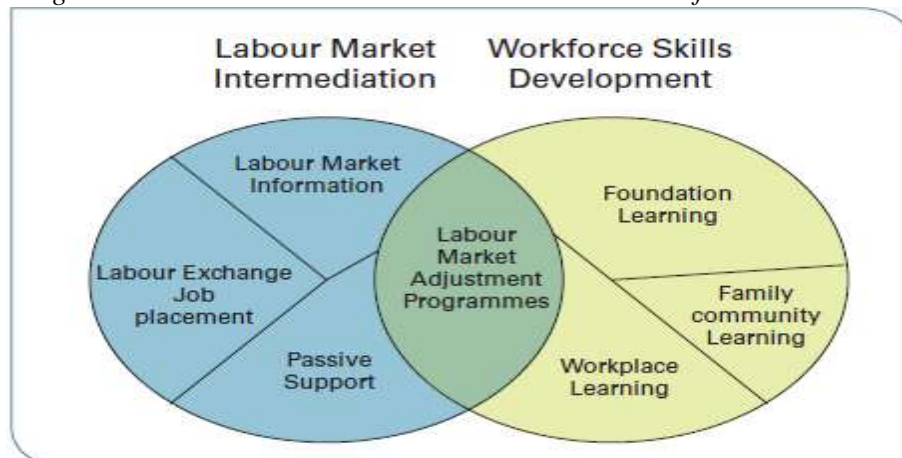
also play an important role in the labour market.<sup>67</sup> They provide an alternative means of job matching as their core service; they can also offer training and up-skilling to meet employers' needs. Fretwell and Goldberg (1993) defend the public sector's role in delivery of core services based on evidence that these services are cost effective and help ensure that services are provided to unemployed, low income, and semi-skilled clients who often fall outside the interests of the private sector..<sup>68</sup>

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<sup>67</sup> See the ILO Private Employment Agencies Convention, 1997 (No. 181) and its accompanying Recommendation (No.188).

<sup>68</sup> A local private recruitment agency based in Sierra Leone would be a complementary activity to that of **AfricSearch**, the first recruitment agency and human resources advisory consultancy in Africa and the leading specialist recruitment provider to multinationals located in Africa. The same is true with **Michael Page Africa**, an entity of Michael Page International that specializes in the recruitment of managers and executives in Africa.

*Diagram 5.2: Labour Market Intermediation and Workforce Skills Development*



Source: Koeltz, 2012.

PES as users of LMI need all the above-mentioned sources to complete and update their information base. This is especially the case for vocational guidance and counselling services where employment services heavily depend on outside information. Records from schools, training institutes and workers' and employers' organisations need to be complemented by regular personal contacts between the employment officer and the relevant staff in these institutions. Only then is it possible:

- To obtain a current and comprehensive picture of the situation and
- To advice job seekers competently in turn.

As suppliers of **LMI**, employment services use their own administrative records mainly from

- Placement activities and
- Based on the register of:
  - Job seekers
  - Vacancies
  - Matching results.

The reliability depends on the attention with which the register has been organised and looked after. Schultz and Klemmer (1998) underline that the use of a standardised occupational classification system plays a key role in this regard. It increases the reliability of data and allows comparisons based on fixed categories instead of approximations. If the register is also checked and updated regularly, automatically employment services are in a position where they can be a major source of detailed, frequent data on the employment and unemployment situation in a country (Schultz and Klemmer, 1998).

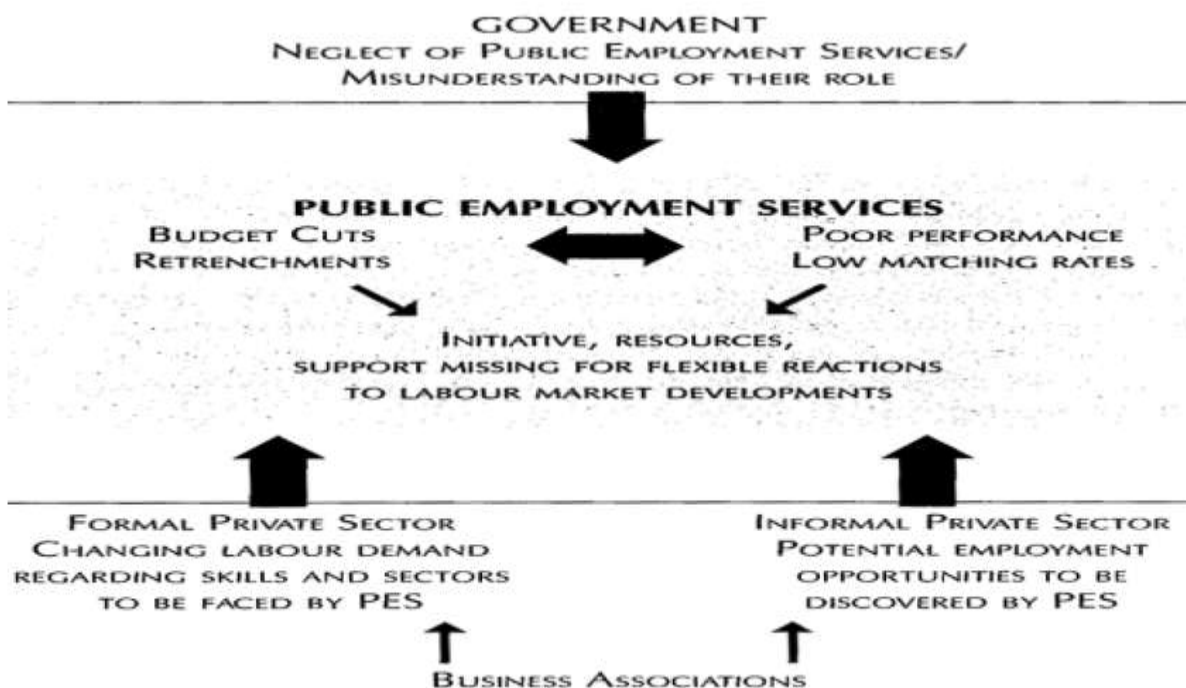
Schulz and Klemmer (1998) observed that many of the PES in English-speaking Africa have always been operating on a very low level of human and financial resources, which is still the case in Sierra Leone today. The challenge remains to develop and reform PES by using only the resources currently allocated to them. Under this condition, organisational changes play an important role. A modern set up concentrating on tasks like information dissemination on:

- Occupations
- Training institutions
- Self-employment opportunities
- The labour market,



as such does not necessarily need a large increase in personnel or finances. As a result, PES could improve both their position in the administration as well as their relationship with the private sector.

*Diagram 5.3: Public Employment Services*



Source: Schultz and Klemmer, 1998:5.

The analysis of the problems of PES in English-speaking African countries is a rather complex issue involving both the government and the private sector (see Diagram 5.3). In the short-to medium term it should be taken into account that the GoSL is facing budgetary problems and is not likely to be responsive to any proposals involving increased human and financial resources until the expected mining boom really has taken off and is used properly. However, the GoSL needs to address that the PES are marginalised in the Ministry of Employment, Labour and Social Security (MoELSS)<sup>69</sup> This affects the budget and poses constraints that often keep the services minimal.

In Sierra Leone, government PES are still operating under poor conditions. They are seriously understaffed and necessary equipment is often scarce. Facilities for communication and transportation are inadequate and often not operational. It does not come as a surprise that under these circumstances and regarding the results of the traditional placement function, PES are, in such circumstances, generally perceived as performing poorly often because the staff lack the tools to work efficiently (Schultz and Klemmer, 1998).

Looking at the low matching rates of PES, the reasons are once again to be found at different levels, starting with the overall economic situation in most of the countries. However, practical experience has shown that even compulsory systems do not attract more vacancies to the PES as long as they do not

<sup>69</sup> Source: <http://www.sierra-leone.org/cabinet.html>



provide a qualified and efficient service that employers can value.<sup>70</sup> At the micro-level of PES, there are further reasons for their poor performance. The organisational set-up often requires employment officers to deal with labour inspection, industrial relations and other aspects of labour administration at the same time. If the officers are in a position to concentrate on the employment services, most of their time is spent with the registration of job seekers. Lacking basic transportation and communication equipment as in Sierra Leone,<sup>71</sup> it then depends on the individual initiative of the employment officer whether or not job canvassing (i.e. reaching out to job seekers, e.g., by going door-to-door or via phone in a specific area or neighbourhood to get more information about the job-seekers and their skills/educational attainment/preferences) is made part of the daily activities (Schultz and Klemmer, 1998). A district-based Opportunity Map (i.e. an easy-access data-base of potential employment/livelihood in a particular district) will be the responsibility of the District Council Planning Officer and the District Youth Officer. With this information, the National Youth Commission will be able to produce an annual report on employment opportunities. The information will be disseminated to the youth employment sector including line Ministries, Development Partners, NGO's, businesses and entrepreneurs (UNDP, 2010).<sup>72</sup>

If regular contacts with employers were maintained, PES would be in a position to follow the changes in labour demand both in general and in the specific needs of their individual clients. New and changing qualifications will be needed in the long run including:

- High educational standards
- Skills acquired through high-quality vocational training
- Occupational flexibility
- Geographical mobility.

The labour market obviously demands the opposite of what employment services provide. Namely, efficient, client-oriented, pro-active and resourceful PES, that is, institution that organize training and retraining for the unemployed aiming at improvement of employability and fast (re-)entry into the labour market, are needed. PESs mainly provide unskilled workers and are not able to fill vacancies requiring good skills and high qualifications, which often is provided by international recruitment agencies in Africa. It is impossible for employment services to follow closely the developments in labour demand and what they provide on the supply side is not what is needed either by a modernising private sector (Schultz and Klemmer, 1998) driven by the foreign MNEs, or by the vast and growing informal sector in Sierra Leone.

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<sup>70</sup> For example, under Luxembourg law, employers are required to send notification to the Employment Service in the following circumstances: 1) on hiring any new employee (within eight days from commencement of the employment); 2) on dismissing one or more employees (written notification of the date on which the employment relationship will end must be sent to the Employment Service when the employee is given notice of dismissal); 3) availability of apprenticeship places (see apprentice); 4) all job vacancies, with designation of those to be filled by disabled workers under the quota regulations. In cases 1) and 2), failure to comply is punishable by a fine. Source: <http://www.eurofound.europa.eu/emire/LUXEMBOURG/COMPULSORYNOTIFICATIONOFTHEEMPLOYMENTSERVICE-LX.htm>

<sup>71</sup> The MoELSS only has one official vehicle to carry out e.g. labour inspection at the mining fields, which currently exclusively is used by the Minister and the Deputy Minister for other activities.

<sup>72</sup> The first three district opportunity mapping surveys will be piloted in Kenema, Bombali and Bo Districts. The mapping will be carried out through stakeholder consultations with business owners, key-informants, youth (male and female), women groups, NGOs, local Government representatives and economic support service providers including training, BDS and microfinance providers. Consultations will be carried out with donors and large national and foreign firms (UNDP, 2010).

One way to avoid that the PES under the Ministry of Employment, Labour and Social Security (MoELSS) lose its relevance and taking into account the cross-border flow of labour force from the adjacent countries is to establish a Regional (either at the ECOWAS level and/or the Mano-River Union (MRU) level) TVET systems, which also are involved in maximizing the regional element in TVET standards so as to improve the labour-market relevance of education and training. To this end, various forms of councils could be set up with the participation of social partners. The TVET schools' licenses could e.g. be reconfirmed only if their training profiles address the regional labour market needs, especially those of the informal sector. Employers, (regional) employment service agencies and students must also speak out positively about these compliant TVET schools.

Another constraint for effective placement is that PESs in their traditional way of operating are disconnected from the often fastest growing sector of the economy, the informal sector. For PESs this has far-reaching implications. Contacts with the employers in this sector are not established and potential job opportunities are ignored as a consequence. While in the past, PESs in Sierra Leone helped many workers move from the informal to the formal sector, today for job seekers in the informal sector, PESs are hardly known, accessible and trusted and the services offered are not very attractive (*ibid.*).

One of UNDP's (2010) major observations of the previous employment strategies in Sierra Leone is that they have predominantly been supply focused – training and building capacity for employment.<sup>73</sup> However, very little has been done to create direct employment and to develop the absorptive capacity of the labour market. Hence, although many people have undertaken vocational training and other forms of employment training, this has not led to them finding employment.

The general diagnosis that relations between PESs and the small formal sector have been deteriorating and that PESs are still disconnected from the informal sector is not only valid at the level of the enterprises but also for their business associations. Today, Sierra Leone is characterised by a limited access to information on employment opportunities or different career pathways (such as self-employment). There is little or no information or analysis on employment and livelihood opportunities. Youth have few ideas of where to start looking and the GoLS and NGOs have no formal information on which to base advice (UNDP, 2010). On the one hand, PESs do not provide services that seem to be relevant for business associations in most countries, including Sierra Leone Business Forum (SLBF). On the other hand, Schultz and Klemmer (1998) find that often the associations are not very confident regarding the ability of public services to develop into modern and client-oriented institutions that could fulfil important business support activities.

Hence, it is very surprising is that the important role of public and private employment services (PESs) is not mentioned once in Sierra Leone's new National Employment Policy 'Combining Employment Creation with Economic Growth, Structural Transformation and Social Development' (see GoSL, 2011a). This important omission needs to be addressed in the rewriting of the draft National TVET Policy.

Most of the youth employment and empowerment interventions in Sierra Leone have concentrated on the mainly illiterate and unskilled youth. However, GoSL, GTZ et al.,(2010) argue that it is equally important to focus on the needs of the educated youth. The UN has established a Career Advising and Placement

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<sup>73</sup> Ministry of Education, Youth and Sports. Youth Employment Scheme (YES). Mid-Term Review of 2009 Projects: Commonalities, Innovation and Employment Potential. 2009.

Services (CAPS) at Fourah Bay College (University of Sierra Leone) and at Njala University in Freetown, for highly skilled and educated youth based on successful experiences in Liberia, Senegal and Ghana. CAPS facilitate job internships and shadowing; employability workshops; recruitment and job placement; and job and career fairs. Essential ‘soft skills’ in the workplace such as teamwork, communications, conflict resolution and good work ethics are also taught. A social and interactive environment for students to explore the world-of-work and to collaborate on educational and career topics will also be provided. The CAPS will provide increased employment opportunities by matching jobseeker skills to employer needs. The CAPS will establish a productive relationship between the university and employers, and will involve employers in career-related workshops and seminars (GoSL, GTZ et al., 2010; UNDP, 2010).<sup>74</sup>

In addition to the ‘Establishment of Career Advisory & Placement Services Centre’ activity, the UNDP also implements the following activities under the Delivery as One scheme:

- i. Establish District-based Opportunity Mapping Service;
- ii. Support to the National Youth Commission to establish three Regional Offices;
- iii. Research on youth employment approaches and initiatives;
- iv. Extension of Training Period of TECVOC Skills Development Programme (UNDP, 2010).

### 5.2.2. The Set-Up of Employment Information Centres

The experience of countries that have put in place monitoring systems shows that too much emphasis is often placed on organizing the production of information and analysis rather than on using results to monitor and improve employment policies and programmes. In this regard, Burkina Faso’s experience (see Annex 8) highlights the importance of monitoring systems that combine all the activities in a coherent framework with well-defined roles and responsibilities (Sparreboom and Albee, 2011).

In terms of developing LMIA, Sparreboom and Albee (2011) propose that existing structures should be strengthened rather than creating ad hoc institutions, such as a parallel (i.e. not integrated within the SSL or MoELSS) Project Implementation Unit externally staffed and financed by EC or World Bank grants, whose prerogatives and means are not clear. Ad hoc institutions run the risk of treading on the toes of established institutions, which may result in confusion and demotivation. A special evaluation study by the Asian Development Bank (ADB, 2005) confirmed the existence of a trade-off between short-term project implementation efficiency and long-term agency capacity development.<sup>75</sup> Furthermore, in order to

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<sup>74</sup> The UN will foster an environment that links all skills training directly to labour market demands and initiate programmes for work with public works schemes that provide the transition from vocational training and university studies to work, through placements, internships and apprenticeships in the public and private sectors as well as in the UN and NGOs. *Deliverables:* Establishment of National Youth Commission; Strengthening of Strategies and policy development capacities through technical assistance in the following areas: public-private partnership, small and medium size youth-led businesses, Business development services, TVET institutions, standardized skills training and certification; Reinforcement of the roles of Youth District Officers; and Establishment of Career Advising Services (UNDP, 2010).

<sup>75</sup> Drawbacks include: (i) there is some capacity substitution by consultants and contractual staff members, meaning that project staff substitute for, rather than fill gaps in, agency staff, which may slightly hinder capacity development of parent agencies; (ii) project management expertise in the public sector in poor countries was lost when agency staff left for consulting positions; (iii) projects focused on regular tasks of agencies such as service delivery often had more separate PIUs; (iv) 20% of the respondents felt that the work of the PIU overlapped with that of the parent agency; (v) some respondents perceived competition for staff between the PIU and the agency; and (vi) respondents

ensure that information and analysis are relevant, available and accessible in a timely manner, and actually used in the decision-making process, ADB argues that it is essential for the LMIA system to be linked to the national monitoring system. This link is especially vital in improving the quality of household surveys to allow for the production of essential LMI that will ensure a better understanding of the nature of employment in the country, according to Sparreboom and Albee (2011).

Within this context, Schultz and Klemmer (1998) propose the establishment of an effective employment service, comprising at least three professional and three clerical staff, which should perform the three major tasks of employment services according to Article 6 of the ILO Convention Nr. 88 (1948) on the Organisation of Employment Services, namely:

- Placement
- Vocational information and guidance
- LMI,

in each Employment Information Centre (EIC).

Another model is the CAPS Centres, which could have six paid staff organised in the following manner:

- CAPS Centre Manager;
- Career Guidance Counsellor - (One member of staff);
- Recruitment and Job Placement - (One member of staff and two interns from the University);
- Human Resources Employment Liaison - (One member of staff and two interns from the University);
- I.C.T. and Technical support - (One member of staff and two interns from the University);
- Finance and Administration Officer (UNDP, 2010).

Ideally, at least one such EIC would be established in each of Sierra Leone's 14 district centres (or at least in each of the regional headquarter towns) and need to be provided with basic communication and transport facilities. Keeping the scarce resources in mind, any change in the organisation of PESs has to be first of all considered within the existing resources and has to exhaust the present potential. They further suggest that it will have to be proven that changes have a considerable positive impact before any additional resources will be released.

A specialisation of officers on certain industries of great importance within a district covered by a PES, especially in the mining districts and districts with great tourism potential, should be considered at a fairly early stage. Having the employment officers concentrating on employment services and not on other labour administration matters at the same time would be the major improvement. In this case, the present structures would be reorganised into a net of EICs throughout the country's 3 provinces and the Western Area and 14 districts. They would fulfil the three main functions/tasks in order to gain necessary experience in all the activities. The number of EICs depends on the availability of staff, which might result in a relatively low number of offices in the beginning, e.g. concentrated in the mining districts and the Western Area Urban district. At a later stage, when the revenues from the expected mining boom kicks in additional EICs might be introduced. An inter-ministerial approach for certain functions might also be considered. For vocational information this could mean that officers from the Ministry of Education complement the staff of the centres.

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overwhelmingly believed that agency staff outside the PIU would be more inclined to do project work if given special incentives (ADB, 2005).

Finally, the LMI function needs a chief statistician and two or three staff who will have to communicate a lot with other public institutions to collect the necessary LMI.

The expected outputs are:

- Improved information services
- Greater flexibility to react to local needs and problems
- Increased responsibilities of the EIC within the given framework
- Increased motivation to produce measurable outputs and in time
- Transparency through tripartite supervision and external audits
- High interest of social partners in the success due to financial commitments (Schultz and Klemmer, 1998).

Based on the assumption that this set-up is nevertheless necessary to provide quality services and to produce measurable outputs, resources should be concentrated to start with possibly just one EIC. This would provide the chance to demonstrate efficiency and to raise the interest necessary to induce and justify the allocation of additional resources for the gradual expansion of the EIC network, according to Schultz and Klemmer (1998). The EICs should also offer specialised services to meet the naturally different needs and expectations of unskilled and highly educated clients. However, local standards and needs should be the guiding factor to shape the specifics of each EIC and not an academic approach.

### **5.2.3. A Proposal for a Re-organization of Employment Centres through ICT**

This sub-section discusses the possibility of a re-orientation and modernisation of Labour Market Observatory (LMO)/Employment services with regard to the specific functions through the use of information and communication technology (ICT).

Line ministries/departments/units generate a lot of data as a by-product of their operations. For instance, information collected by the National Social Security and Insurance Trust (NASSIT) and the National Revenue Authority (NRA) play a very vital role in updating the Business Register in Sierra Leone (SSL and World Bank, 2008).

Accurately targeted and objective-driven use of ICT is increasingly essential to the capability of social security institutions to deliver better client services and improve organizational efficiency. Social security organizations (SSOs) are now among those at the forefront of innovative use of web, mobile phone and electronic banking technology in Africa. Such technologies can help overcome or minimize problems related to managing and reaching clients who are geographically widespread. Social Security Organizations (SSOs) are increasingly and successfully deploying alternative means to collect and record contributions, pay benefits, reduce administrative costs and minimize fraud and abuse of social security schemes. For example,

- Since December 2009, employers in Cameroon can make declarations electronically to the National Social Insurance Fund.
- The Swaziland National Provident Fund introduced a web system in July of 2010 to collect contributions electronically from employers and to provide members with an easy way of accessing information regarding their contributions.
- In March last year, the National Pension and Social Insurance Fund of Tunisia replaced its previous system of managing revenue from employers with a new system based on maintaining and monitoring an individual account for each insured person. This system has allowed the Fund to obtain payroll data monthly for 70 per cent of all active insured persons.

- The Ministry of Social Security, National Solidarity and Reform Institutions of Mauritius made it mandatory in 2001 for employers with more than 50 employees to file contribution returns and make payments electronically each month (ISSA, 2012).

SSOs must provide services to members in rural as well as urban locations. Mobile telephone, which is already widely used and increasing rapidly in Africa,<sup>76</sup> as well as other electronic technology and social media, offer alternative methods of delivery that can help overcome geographical and infrastructure constraints.

- In the last two years, for example the Parastatal Pensions Fund of the United Republic of Tanzania introduced the possibility for members to access their contribution balances online and by SMS.
- The National Health Insurance Fund of Mauritania has, in partnership with the Mauritanian Postal System, telecommunication operators and the University of Aix-Marseille, used SMS since September 2011 to reimburse its members (ISSA, 2012).

Thus, if general information on economic sector and occupational trends become available either through a new labour force survey (LFS) or household survey (HS) (e.g. following the World Bank's Living Standards Measuring Study multi-topic (panel data survey) format) at the national and regional level or through a new ICT-based PES as mentioned above, it can be used to gain an insight both into the immediate short-term (real-time on a monthly basis) as well as medium- and long-term trends in the labour market (yearly or biannually). This information could be made broadly available both on the Internet (e.g. through cybercafés) but most importantly through free mobile SMS services (through PES within the Ministry of Employment, Labour and Social Security (MoELSS)) or through a small SMS charge which in turn will improve the availability of LMI and facilitate better coordination among data providers and between providers<sup>77</sup> and users in Sierra Leone.<sup>78</sup>

According to Schultz and Klemmer (1998) for English-speaking Africa, there are basically two scenarios from which the development of PES starts.

- The first scenario might be a country that has a countrywide system of Public Employment Services. Headquarters, offices in the capital and in regional centres have a relatively good number of staff whereas the remaining offices are usually understaffed with an average of one or two professionals each, providing only basic services. In some countries, the decentralisation of the service is combined with a lack of common policy and control, and this hampers the implementation of organisational changes.

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<sup>76</sup> Today, Kenya has more cell-phone subscriptions than adult citizens and more than 80 percent of those with a cell phone also use "mobile money". Within the next two years, Kenya could become one of the most connected, and modern economies in the developing world, and a unique case among the world's poorer countries, which have an average annual income of below US\$ 1000 per capita. Source: How Kenya became a world leader for mobile money. World Bank Blog submitted by Wolfgang Fengler on Mon, 2012-07-16 14:37.

[HTTP://BLOGS.WORLDBANK.ORG/AFRICACAN/HOW-KENYA-BECAME-A-WORLD-LEADER-FOR-MOBILE-MONEY](http://blogs.worldbank.org/afRICACAN/how-kenya-became-a-world-leader-for-mobile-money)

<sup>77</sup> Data providers include: the Statistics Sierra Leone, the Ministry of Labour and Social Security, NCTVA, Strategic Planning Unit, the Ministry of Education, Sports and Youth; public and private training and educational institutions, employment agencies, trainers, educators, employers and jobseekers.

<sup>78</sup> Beneficiaries include policy-makers, employment and education programme planners, prospective investors, employers, jobseekers, career counsellors and students.



- The second scenario might be a country that has very little resources for Public Employment Services. The few professionals are mainly occupied with registration work. At the same time, they are involved in related tasks like inspection and arbitration. Even basic facilities are missing in the offices.

In the case of Sierra Leone, the development could start more or less with the establishment of a single office as a model with proper job definitions and additional resources for transport and basic (tele-) communication facilities. Thus, the use of an Electronic / Mobile Labour Exchange (ELE) relying on innovative use of web, mobile phone could ensure the system's effectiveness through the timely availability of up-to-date LMI and the willingness and ability of LMI-providers to contribute.<sup>79</sup>

If the Public Employment Services manage to adopt this innovative approach then they can play a crucial role within the labour market. As a provider of regularly collected, comprehensive and up-to-date LMI they could be the focal point for the shaping of Employment and TVET policies and programmes. With services like information dissemination on occupations, training institutions and self-employment opportunities they could attract a broad range of interested job seekers in both the formal and informal sectors. Other government institutions might also have a strong interest in this information. Close contacts with employers and their business associations would not only increase the number of notified vacancies but it would also enable the employment service to become a major partner in personnel planning and development. Employment services could thereby build a strong link with the private sector from which both sides would profit. Vocational guidance and individual counselling activities would complete the picture of the modern Public Employment Service, according to Schultz and Klemmer (1998) (see Hansen, 2006).

#### **5.2.4. What is the Role of Public Employment Services within a Labour Market Information System?**

In order to ensure that information and analysis are relevant, available and accessible in a timely manner, and actually used in the decision-making process, it is essential for the Labour Market Information and Analysis System (LMIAS) to be linked to the national monitoring system. This link is especially vital in improving the quality of household surveys to allow for the production of essential LMI that will ensure a better understanding of the nature of employment in the country (Sparreboom and Albee, 2011).

The role of PESs within a LMIS is twofold. They are both users and providers of LMI. It is mainly the data from placement activities but also from vocational guidance and counselling activities that are collected and presented by the PES. Schultz & Klemmer (1998) raise the question to what extent the employment services are able and willing to take a leading role in the system of institutions providing LMI.

Public Employment Services are both users and providers within a LMIS:

- As users, they need information on labour demand and supply for efficient placement services. They also need information on skill needs and supply in order to provide meaningful vocational guidance and counselling services.

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<sup>79</sup> For example, the Barbados LMIS is an online information system comprising an electronic labour and a labour market information resource (Hansen, 2006).



- Their role as provider of LMI is described in Article 6c of the ILO Convention Nr. 88 on Employment Services. Public Employment Services shall thereafter "...collect and analyse, in co-operation where appropriate with other authorities and with management and trade unions, the fullest available information on the situation of the employment market and its probable evolution [...] and make such information available systematically and promptly to the public authorities, the employers' and workers' organisations concerned, and the general public..."

To sum it up, employment services are supposed to collect, analyse and supply data on the status of the labour market and its trends in cooperation with other authorities. Schultz & Klemmer (1998) underline the cooperation aspect mentioned in the convention since quite often PESs are not in a position to provide all the necessary information. In that case, they could rather act as a focal point,

- Motivating other organisations to collect and provide additional information (e.g. the 12 KILM)
- Combining it with the data they can provide themselves.

It is mainly the data from placement activities, i.e. about job seekers, vacancies and matching results that are collected and presented by the PESs. The usual breakdown for registered unemployed is by:

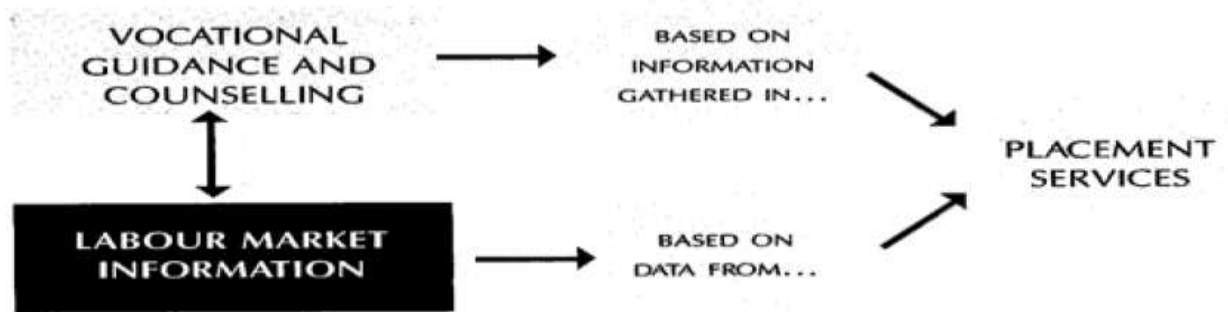
- Region
- Profession
- Age
- Sex
- Foreign/migrant workers.

The employment services are, furthermore, able to provide stock as well as flow figures for either a point of time, e.g. at the end of each month, or a period of time for the effective analysis of trends. Vocational guidance and counselling activities reveal some information, e.g. on training activities and occupational preferences of job seekers although they cannot always be quantified. Additional information could comprise data on:

- Overall employment
- Working force (potential)
- Seasonal influences
- Training activities
- Number of graduates.

The LMI function is not separated from the other functions of PESs. On the contrary, it is closely linked to the guidance function and depends also on data from the placement services as shown in the 5.4 Diagram below:

Diagram 5.4: Labour Market Information Function



Source: Schultz and Klemmer, 1998:34.

Schultz and Klemmer (1998) raise the question to what extent are the employment services able and willing to take a leading role in a LMIS. At the International Symposium on the Role and Organisation of Employment Services (Nuremberg, 1986), two typical scenarios were identified:

- In the first scenario, the PESs restrict themselves to the collection and analysis of data from their placement, guidance and other activities and hand them over to "outside bodies." These bodies then combine the data with information from other institutions and "provide as global an overall picture as possible of the functioning of the labour market" (ILO 1987: 56).<sup>80</sup>
- In the second scenario, employment services go one step further and collect and analyse additional data from other sources: "In such case, they can claim to be the lead interpreters of the national labour situation and establish a predominant position [...] in their knowledge of job and labour market phenomena" (ibid).

Alternatively, a more realistic possibility in Sierra Leone's context might be that the Ministry of Employment, Labour and Social Security (MoELSS) takes the lead role. A substantial part of the work might then be assigned to the PESs with the assistance of SSL. This option appears to be more realistic, since the employment services won't have the staff or the resources necessary to cope with such a task on their own at least until the mining boom has increased the Government's budgetary resources. Nevertheless, the second scenario offers a way of improving the image of PESs inside the MoELSS and towards the public, especially the social partners. It might be the starting point to escape the vicious circle of dwindling resources and lack of support according to Schultz & Klemmer (1998).

The informal sector plays an important role for African labour markets but its structure and employment effects are virtually unknown in statistical terms, even though many social-sciences-based studies have been made since the mid 70's. It is a political decision whether employment services start getting active in

<sup>80</sup> ILO/Federal Institute of Labour, Germany, "Record of Proceedings of the International Symposium on the Role and Organisation of Employment Services, Nuremberg, Germany, 14-17 October 1986." Document D.3/ 1986, Geneva, 1987.

this huge market place for jobs and job seekers, but this political decision should be based on both quantitative and qualitative data as well as on a clear vision on the type of development Sierra Leone is aiming at: accelerated economic growth and/or pro-poor growth and/or sustainable (social, economic, ecological) development. Presently, the Public Employment Services (PESs) only deal with the formal sector. Equipped as they are with minimal resources, they would not be in a position to produce an informal sector analysis. At the same time there are methodological problems of data collection, mainly problems of applying standard analysis patterns given the complex and heterogeneous nature of economic activities (Schultz & Klemmer, 1998) .

### **5.3. How to Finance a Labour Market Observatory**

The GoSL has had a pending request to assist with the development of an ‘Employment Office’ in the Diamond district for the last 2 years. This request is derived from the existing ‘labour office’, which is characterised by a dilapidated structure with no support from the GoSL or the local (mining) industry, despite the latter’s intense search for appropriate skills to fill the many mining vacancies. Nor has the ‘labour office’ received any funding or Public Relations (PR) material from either the public or the private sector to help it pursue its mission of matching skilled labour supply with demand for skilled labour.

The ILO has introduced a framework for action in Sierra Leone, , in preparing a coherent and focused programme that will contribute to the promotion of Decent Work throughout the country. This results-based Decent Work Country Programme (DWCP), 2010-12 was formulated based on priorities identified in a country assessment study conducted in 2008 and series of consultations between the Government, employers’ and workers’ associations on one hand and the ILO on the other (ILO, 2010).

The results-based DWCP aims to both support and inform the PRSP-II and the UN Joint Vision. To implement the DWCP, considerable emphasis will be given to mobilizing resources and this will be done through a number of channels:

- -Applying and aligning existing and pipeline technical cooperation project resources
- -ILO’s own regular budget technical cooperation resources
- -New partnerships with other UN agencies in Sierra Leone
- -Cost-sharing with MoELSS and other key government ministries/units with respect to their budgetary allocations
- -Development of bankable programmes with other development partners (ILO, 2010).<sup>81</sup>

Concerning the implementation of Sierra Leone’s Labour Force Survey (LFS) only preliminary work has been undertaken with the ILO, which is still waiting for the GoSL to provide the necessary counterpart funding. In this context, it is worth looking at the approach pursued in Ghana and Liberia.

In the case of Ghana, the methodology of the GLSS5 is such that it required substantial human and material resources and financial support. Financial contribution and support were provided from the Government of Ghana (GoG), the technical assistance from the World Bank and the European Union. The Director of the Bureau of Statistics, ILO, the University of Philippines, School of Statistics, and the Philippines Institute for Development Studies also provided diverse contributions (GSS, 2008).

In preparation for the LFS in Liberia, the Government of Liberia (GoL) had acquired knowledge and expertise about best practice from other nations and from international organizations. The ILO, in

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<sup>81</sup> That is lenders are willing to finance the programme.

collaboration with UNDP, provided overall technical support for the project, which included LFS design, staff training, results analysis and report writing. ILO, USAID, UNDP, UNICEF and GOL provided financial support for the conduct of the survey. In addition, Statistics South Africa and the World Bank General Data Dissemination System (GDDS) provided training to a team of technicians as well as documentation. The results could not have been achieved without the inputs of these actors. The GoL exhibited a very high commitment of political will and made available considerable resources, along with development partners, to achieve the desired results (GoL, 2011).

In order to secure the same necessary political support in Sierra Leone and eventually additional counterpart funds for a new LMO/LMIS where the Public Employment Services (PES) plays the leading role, crucial point is the Government of Sierra Leone's political will to start this LMIS/LMO as expressed through both the National Employment Policy and the Draft National TVET Policy and to believe that employment services could have a positive impact on the labour market functioning. As a precondition in order to be able to even meet the minimum requirements, the employment services would need additional resources from the National Budget as well as increased commitments for the realisation of the necessary periodic surveys (HS/LFS) from the international donors. The other relevant donors are: World Bank; UNICEF, WHO; AfDB; DFID and GIZ. But so far only the World Bank and GIZ are committed, whereas the others haven't taken a decision yet. Since, GIZ is leading the LFS working group and it would be most natural that GIZ should facilitate the donor involvement in the establishment of a LMO/LMIS.

The LMI is produced by different public institutions. Amongst the major producers of LMI in Sierra Leone is Statistics Sierra Leone (SSL). Since, the SSL is responsible for coordinating all statistical activities in the country and is a major source of official statistics, the SSL should also play a key role in terms of coordinating the LMO activities in close collaboration with the MEYS and the Ministry of Trade and Industry and the other relevant line ministries.

The National Strategy for the Development of Statistics in Sierra Leone (NSDS) 2008-2012 was prepared by the NDSD team at SSL with funding provided via the World Bank's Trust Fund for Statistical Capacity Building and the GoSL. It is the desire of the GoSL and the international funding agencies that all countries should have in place a national strategy for the development of statistics. This should serve as a foundation on which the National Statistical System can be developed, in line with the development agenda of the GoSL and in particular the GoSL's PRSP-II/III. The NSDS also serve as a guide for the implementation of the annual statistics work plan. The NSDS includes a 5-year statistical work programme from 2008 to 2012, which prioritises statistical activities towards monitoring the implementation and outcome of the development strategies. The NSDS plan is to be financed by the GoSL and its development partners. The NSDS officially covers the required staffing and management initiatives and funds needed to implement its programme of work, including the Integrated Household Survey (SLIHS); CWIQ; LFS; DHS; Informal sector Business Survey etc. (SSL and World Bank, 2008).

In Higher Income Country (HIC) and Middle Income Country (MIC) it would be usual to see at least 90 per cent of the statistical programme funded from the Government budget. Given the poverty priorities and the general shortage of funds, SSL and World Bank (2008) consider that this would be unrealistic over the medium term. Hence the NSDP proposes a strategy of gradual increase in the percentage funded from the Government budget rising from Le3 billion to Le5 billion by end of the five years (table 5.1). According to the NSDS it is believed that this is affordable within the context of the GoSL's Medium

Term Expenditure Framework (MTEF) and given its commitment to improved statistics. The funding required to cover the total cost of the statistical programme would come from:<sup>82</sup>

- Government funding via Ministries, Departments, and Agencies (MDAs)
- Government Subvention to SSL
- Gap to be financed by donors (i.e. external sources).

The GoSL is committed to achieving sustainability for the statistical system and accept that it should fund a larger proportion of the statistical activities in the future. The aid donors also strongly hold this view. They would like to see all regular work funded from the Government budget and only special surveys or special new developments funded by external funds (SSL and World Bank, 2008).

*Table 5.2: Summary of Selected Costs of the Proposed National Strategy for the Development of Statistics (NSDS) (Le millions)*

Topic	2008	2009	2010	2011	2012	Total
Labour Statistics	215	215	737	235	236	<b>1,638</b>
Business and Industry Statistics	80	449	429	60	429	<b>1,447</b>
Agricultural Statistics	110	610	70	970	70	<b>1,830</b>
Demographic and Social Statistics	30	4,230	30	30	30	<b>4,350</b>
Education Statistics	800	835	835	835	835	<b>4,140</b>
Tourism Statistics	90	90	90	90	90	<b>450</b>
Transport and Communication Statistics	70	70	70	70	70	<b>350</b>
<b>Total NSDS Budget (Le Mn)</b>	<b>12,141</b>	<b>15,974</b>	<b>12,626</b>	<b>13,182</b>	<b>12,768</b>	<b>66,691</b>
<b>SSL only (Le Mn)</b>	<b>10,086</b>	<b>13,087</b>	<b>10,696</b>	<b>10,400</b>	<b>10,896</b>	<b>55,165</b>

Source: SSL and World Bank, 2008:83.

The GoSL had committed itself to release funds for the first LFS on a cost-sharing basis equivalent to US\$5 million. However, because of the GoSL's on-going resource constraint it has been compelled to engage with the World Bank, AfDB; Irish Aid, AusAid to obtain necessary capacity building in order to get funding to carry out the LFS. Capacity building is the first step towards a full-fledged LFS, through which staff within the SSL will be trained to carry out the LFS. Already in 2008 the UNDP provided some payment in this regard to assist the LFS with its NSDS objective of carrying out a 5 year LFS in 2011 with data available in 2012. ILO also wanted to do something about this unsatisfactory situation. The ILO has also sent two consultants for this purpose. However, the ILO doesn't have enough funds to carry out the LFS alone as was the case with the 2011/12 CLS. The World Bank, which is better endowed than the ILO, is not willing to be the first donor to contribute to the funding of the LFS without counter-part funding from the GoSL. Moreover, GIZ's portfolio is not high enough to fund the LFS alone either.

Nevertheless, in 2010 UNPFA, UNICEF and UNDP were collecting data, and continued to provide support in the form of technical assistance to SSL. UNDP considers that the SSL has a fairly good capacity, although there is no regular survey undertaken but hitherto only ad hoc surveys commissioned.

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<sup>82</sup> The total cost of the NSDS statistical programme and its administration is Le67 billion (US\$22 million) over the 5 years of the plan. This covers all SSL costs; all survey costs; and also the statistical costs of MDAs where they can be clearly identified (SSL and World Bank, 2008).

It is proposed to set up a five year pooled fund into which all the funding agencies will be invited to contribute. The objective would be to deliver the full, agreed work programme as set out in the NSDS. The result would be a genuine mutual partnership between the GoSL and the agencies over the development of a long-term sustainable statistical system and the delivery of priority statistics over the 5-year period that is coming to an end.<sup>83</sup>

Applying this pooled funding concept to the total funding requirements of the LMIS/LMO could be considered as a feasible option. One agency, e.g. GIZ, would become the lead agency on behalf of all the other donors, and would be a member of the LMO/LMIS steering committee and would report back to other donor agencies on progress towards the establishment of the LMO.

Hitherto, a Cabinet paper has been prepared which provided an estimated budget for the LFS activity, and which has been approved by Parliament. Nevertheless despite the NSDS objectives, there is still a lack of coordination with the relevant line ministries (see section 4 above; cf. also Kingombe, 2004). While the GoSL does provide money for national statistics, these domestic resources should go to the SSL to improve the coordination of the National Strategy for the Development of Statistics (NSDS) in Sierra Leone, which is aimed at building national statistics system, where all statistics, including labour and education statistics, in the end should be deposited. The SSL has recruited a statistician for this purpose but this is still not enough to cover all the relevant line ministries. Moreover, the World Bank provided funding to support the recruitment of 8 statisticians, which are scattered within the following ministries: Health; Education; Labour; Trade & Industry; Tourism; Transport; and Gender.<sup>84</sup>

The statisticians were recruited as part of a pilot project. They are directed by the SSL and they are supposed to report on the statistical activities within these ministries. Moreover, the UNFPA Integrated Management System was supposed to be linked to national statistical system in April 2012.

## **5.4. How to Finance Public Employment Services**

Efficient and modern PESs are costly. Funds have to come either from taxes, an insurance scheme or, for example, a levy on salaries. Employment services can raise additional funds but they have to develop unconventional ideas. This could include nominal charges for some services or the creation of profit centres providing additional services in non-core functions. In order to secure the commitment of the GoSL and the social partners, the financial organisation of employment information centres (EIC) would at best be based on tripartite cooperation (Schultz and Klemmer, 1998) (that is, e.g. Ministry of Employment, Labour and Social Security on the GoSL's side; The Sierra Leone Labour Congress; and Sierra Leone Employers' Federation, which are the ILO's official constituents).

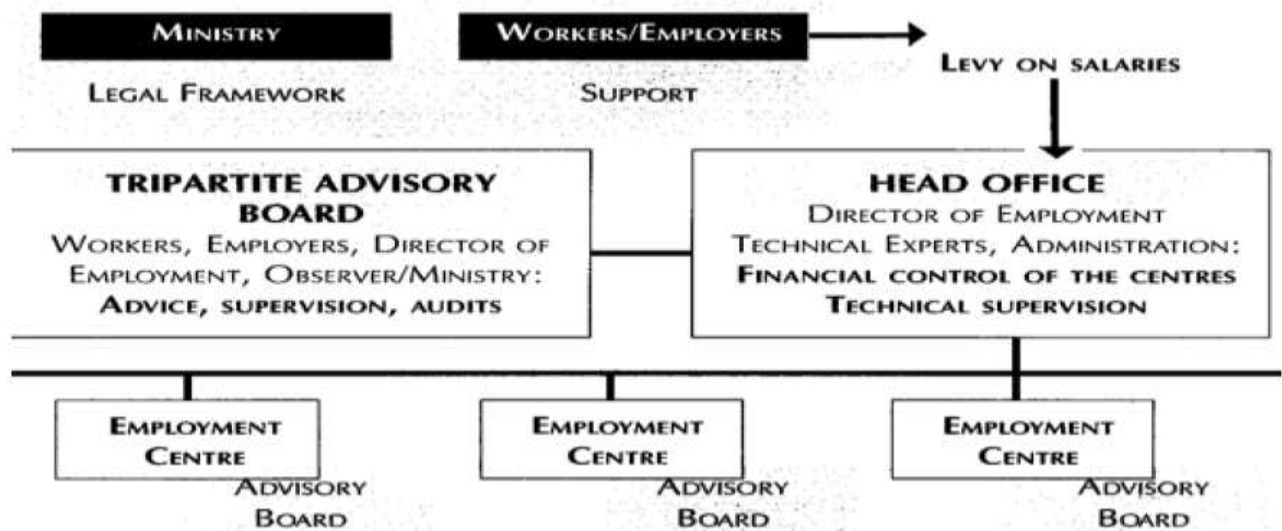
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<sup>83</sup> The funding arrangement of the National Election Commission (NEC) provides a good example of the way such pooled funding for SSL might work (SSL and World Bank, 2008).

<sup>84</sup> The World Bank provides logistics; office space; tables; and chairs.



Diagram 5.5: A Financial Organisation Proposal



Source: Schultz and Klemmer, 1998.

Since the private sector often express that they don't wish the Employment Centre to be under Government control, but rather as a more autonomous entity, following Schultz and Klemmer (1998), we propose that a change towards a commercial government agency would facilitate the search for additional funding sources as for example the introduction of charges for the job-seekers on the employment services (e.g. placement function). Although PESs are supposed to serve their clients free of charge, certain services could be provided on the basis of a nominal charge. Brochures could for example be sold at the price of the printing costs. The expertise in the PES would be free of charge. It might be an instrument to make people appreciate the services provided and would give the offices the chance of gaining revolving funds. They also think of attaching "profit centres" to the employment centres providing secretarial services, e.g. copy services and assistance for state-of-the-art applications. Furthermore, the EIC could introduce the possibility for subscribers of its services to access vacancy announcements as well as vocational guidance and individual counselling activities either online and by SMS to clients in remote areas. The income generating effect would be of great help in maintaining and sustaining the EICs.

Depending on capacity in terms of financial resources, EICs could either play an advisory and coordinating role or fulfil the following additional functions themselves:

- Vocational training
- Labour market interventions
- Disbursement of unemployment benefits (Schultz and Klemmer, 1998)
- Innovative mobile phones service, which offers vacancies announcements to the subscribers by SMS, which will make it easy to disseminate information to both the rural and urban population.



## 6. TVET Policy Oriented Research and Monitoring

### 6.1. Qualitative Data Collection

Combining quantitative methods with qualitative ones fosters reliable and sustainable policy decisions. This supports the use of a “triangular” evaluation approach to ensure that whatever policy actions/recommendations come out of a revised DNTP, the final TVET Policy will actually ensure that the implementation achieves the objectives (adjustment of implementation actions based upon these dual evaluations) and thereby contributing to reaching the long-term objectives of Vision 2035.

### 6.2. Research on the Informal Sector: a must for Sierra Leone

The informal sector plays an important role for African labour markets but its structure and employment effects are virtually unknown in statistical terms, even though many social sciences based studies have been made since the mid 70’s. It is a political decision whether employment services start getting active in this huge market place for jobs and job seekers, but this political decision should be based on both quantitative and qualitative data as well as on a clear vision on the type of development Sierra Leone is aiming at: accelerated economic growth and/or pro-poor growth and/or sustainable (social, economic, ecological) development... Presently, the PESs only deal with the formal sector. Equipped as they are with minimal resources, they would not be in a position to produce a work-intensive informal sector analysis. At the same time there are methodological problems of data collection. (ibid.).

Instead of working according to conventional statistical methods, detailed information on industrial and occupational trends in the informal sector has to be collected from many different sources and put together for analysis. Those involved in career guidance need detailed estimates of industrial and occupational changes, also in the informal sector, in order to recognize evolving labour market opportunities. They need to be able to identify the industries and occupations that are experiencing high rates of growth, occupations where large numbers of jobs were created and industries and occupations that are beginning to decline in size and importance. Informal sector associations and a growing number of *special surveys* are important data sources, although often confined to single branches and differing in data quality. *The key informant approach* can be used especially at local level. This method relies on a network of well-informed persons who are approached to share their knowledge about a range of employment issues. On a national scale,

- Population censuses
- Business establishments censuses
- Household surveys
- Employment surveys
- Informal sector surveys
- Employer forecasts,

might contain some relevant data that can be attributed to the renewed interest in the informal sector (Schultz and Klemmer, 1998; Hansen, 2006). In order to conduct these surveys successfully and ensure

comprehensive coverage and/or soundly based sample design, the maintenance and updating mechanism for the Business Register are to be improved. New enterprises and those ceasing operations are to be identified together with changes in classification (SSL and World Bank, 2008).

When industry, occupational and education and training data are gathered, analysed and interpreted, they are then coded and classified using industry, occupational and field-of-study classification systems. Occupational classification systems are a tool for organizing data on occupations in order to facilitate analysis and decision-making.<sup>85</sup> As a starting point in the development of their own systems Low Income Countries (LICs) and Middle Income Countries (MICs) have used international standard classifications or systems from high-income countries and modified them as necessary. This is usually considered to be a far less expensive and more effective way to proceed during both initial development and subsequent update phases. A significant amount of time and resources can be saved by taking this approach during both the development and updating phases (Hansen, 2006).

In Lower-Middle Income Country (LMIC) such as Sierra Leone with *large informal economies* this needs (where possible) to include information about accessing both the formal and informal labour markets. This information includes:

- Economic sector and occupational trends
- Occupational content and competency demands
- Learning and training opportunities
- *Formal economy jobs*
- Self-employment opportunities
- Information for migrating workers (where appropriate).

However, experience in Sierra Leone is that small and medium sized enterprises (SMEs) (below 10 employees) tend to be missing from the administrative sources (e.g. SSOs/NASSIT/NRA). Hence the need for a census of establishments every 5 years to ensure that the business registers is kept reasonably comprehensive (SSL and World Bank, 2008).

When information is gathered, serious consideration must be given to the format that is used to present this information. It needs to be recognized that many potential users may have limited reading skills. The format used in the formal economy for this type of information is not likely to be as effective as information presented in a *graphical format* which is easy to understand; and lends itself well to a range of print formats, ICT and group presentations (Hansen, 2006; Schultz and Klemmer, 1998).

### 6.3. Monitoring TVET Development

In Sierra Leone there is a need for more effective and structured monitoring and evaluation (M&E) of the proposed TVET interventions in the DNTP. This includes the use of more meaningful indicators for TVET-related policies and strategies, as well as for donor-assisted TVET activities. The potential international adoption of a new target on the achievement of full and productive employment and decent work for all under the first MDG brings new challenges and opportunities for countries to strengthen LMIA systems and improve evidence-based TVET policy-making. Both at the national and international

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<sup>85</sup> The International Standard Classification of Occupations (ISCO) is one of the main international statistical classifications for which the ILO is responsible.

level a new set of employment indicators would provide a solid starting point for the analysis of the labour markets, monitoring and improvement of labour market policies (e.g. the NEP and TVET policies) (Sparreboom & Albee, 2011).

### **6.3.1. Monitoring and Evaluation in the National TVET Policy Cycle**

The Labour Market Information and Analysis System (LMIAS) needs to be reinforced. Reinforcement should not be limited to data collection, although the frequency of data collection clearly needs to be raised to allow for better monitoring of trends. A comprehensive quantitative assessment of the labour market is hampered by lack of data. But equally important are analyses of available data by national labour market stakeholders and capacity building in labour market analysis. As already mentioned, better institutional arrangements are needed to ensure that results of monitoring and analytical work are routinely reaching decision-makers.

Sparreboom and Albee (2011) find that an analysis of labour market trends can only be undertaken over a multi-year period based on surveys that are often different in terms of purpose and/or content, making a quantification of the impact of the current economic crisis on labour markets much more difficult. Apart from the need for conducting household surveys with a higher frequency, this situation also calls for harmonization of data collection across surveys (e.g. LSMS; LFS etc.). This means that questionnaires should be designed to allow for the production of comparable labour market indicators that can be analysed over time.

The importance of incorporating Management and Evaluation (M&E) criteria, indicators and processes in the early stages of TVET plan, programme and project design cannot be stressed enough. Since a number of the problems of aid effectiveness can be traced back to poor programme design, incorporating M&E into the DNTP and development planning and programming is a high-priority issue.

An efficient M&E system relies on appropriate indicators. The most useful indicators are measurable against baselines and implementation milestones that are clearly linked to the desired impact. Indicators should be specific rather than generic (e.g., number of enrolled at the secondary and tertiary level, etc.). More appropriate indicators should be directly tied to flow-on effects:

- ‘Number of people trained who are still working in a relevant area three years hence’;
- ‘Number of jobs created in specific sectors over 3-5 years’; etc.

We recommend setting up a formal M&E structure. We suggest that M&E should be an integral part of both the National TVET policy process and aid programmes and that joint evaluations should take place on a regular basis. There is a general need for well-trained staff both at the national stakeholders and “donors” levels as well as for appropriate resources, including access to reliable LMI statistics and analysis.

During the implementation stage, regular monitoring of progress helps to pinpoint and deal with problems as they arise. The evaluation stage is dedicated to determining the degree of achievement of results, lessons learned and the extent to which good practices were followed. Many TVET projects and plans have both mid-term and final evaluations. Mid-term assessments allow designers and implementers to refine their approaches during implementation. It is important for plans and programmes to be flexible enough to allow for such refinements.

### 6.3.2. Impact Assessment

Impact assessments should be undertaken as a matter of course: both ex-ante and ex-post. An ex-ante impact assessment evaluates the potential effects that a particular policy, measure or agreement might have, in order to guide policy and negotiating decisions. Ex-post impact assessments determine the extent to which desired impacts were achieved; they also identify any unintended impacts—desirable or not (UNDP, 2011).

Good practices in TVET mainstreaming include analysing the potential effects of various policy options to determine which ones can achieve the objectives in the least restrictive manner. Understanding potential longer-term impacts of policy options on TVET, the economy, youth and other socioeconomic factors should greatly inform policymakers. Furthermore, evaluating the ex-post developmental impacts of TVET-related activities is particularly valuable in terms of understanding what works and what doesn't and why. This knowledge can be applied in subsequent policy and TVET-related work.

A promising avenue has been paved by the Youth Employment Scheme (YES) with regards to its announced research on youth employment approaches and initiatives. The YES will support field-level research of the employment-impact of three of the main youth employment approaches used in projects in the last three years. This will provide valuable information as part of UNDP's support to the identification of best practices. The exact nature of the research areas are yet to be identified, possible topics include:

- Labour intensive public works;
- **Comparison of skills training interventions;**
- Capacity of SMEs;
- **Apprenticeship initiatives;**
- Value chain development initiatives;
- Business development training and start-up support;
- Micro finance on micro business development.

**Expected Outcome:** Availability of reliable qualitative data on the situation of youth in Sierra Leone. Research papers will be produced on the situation of youth to monitor developments in the area of youth over the next three years. The research will be both policy-orientated, so as to contribute to guiding the development of youth, and action-orientated research so that it can be directly and practically useful (GoSL, GTZ et al., 2010).

It is proposed that such research be carried out by independent researchers (UNDP, 2010).

The results of impact analyses can be very useful in communicating with national and international stakeholders. Clarifying the potential or realized impacts is crucial in raising the profile of TVET and ensuring that policymakers and international partners 'think TVET' when they are devising national and sectoral development plans and strategies (e.g. the forthcoming PRSP-III, 2013-2015).

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## **Annex 1: Information and Data Collection (Geneva, London)**

### **1.1 Key Informants Interviewed for the Report**

#### **Informants Interviewed during Preparatory phase:**

- **22<sup>nd</sup> of February 2012, Geneva**

- Interview with Mr. Donato Kiniger-Passigli. ILO Crisis Response and Reconstruction Programme. ILO.
- Interview with Mr. Mohamed Gassama. Senior Employment Specialist. ILO Employment Policy (EMP/CEPOL). [Former Minister in Government of Sierra Leone].
- Interview with Dr. Yacouba Dialla. Senior Adviser for Capacity Building. International Programme on the Elimination of Child Labour (IPEC). International Labour Office.
- Interview with Professor Franklyn Lisk. University of Warwick.

- **27<sup>th</sup> of February 2012, Geneva**

- Interview with David Luke. Senior Adviser and Coordinator. Trade and Human Development Unit. UNDP Office in Geneva.

- **Week 11, 2012, Geneva**

- Representative from the ILO's Employment Trends Unit responsible for Labour Market Information Systems in Africa; and Key Indicators of the Labour Market (KILM).

- **Week 12, 2012, Oxford**

- Interview with Dr. Nathalie Quinn, former ODI fellow in the Ministry of Health in Sierra Leone.

#### **Informants Interviewed after the field mission:**

- **7<sup>th</sup> of May 2012, Geneva**

- Interview with Jörgen Sandström, Sierra Leone Deputy Project Managing Director, Addax Bioenergy - Geneva

- **15<sup>th</sup> of May 2012, London**

- Interview with Rebecca Simson, ODI Research Officer and former staff member of IGC-SL country programme in Sierra Leone.

- **28<sup>th</sup> of May 2012, Geneva**

- Interview with Theodoor Sparreboom, ILO, Employment Trends Unit, responsible for Labour Market Information Systems.

- **8<sup>th</sup> of June 2012, Geneva/Dakar**

- Interview with Honoré Toro DJERMA, BIT, Spécialiste Statistiques du Travail
- Equipe d'Appui au Travail Décent à Dakar

### **1.2 Other preparatory work carried out in Geneva and Burkina Faso (ADEA)**

Our preparatory work has included participation in the ADEA-III in Burkina Faso; a series of interviews with knowledgeable stakeholders from international organisations (ILO and UNDP) as well as meeting with a leading academic who also is member of the Sierra Leonean Diaspora and author of the new Employment Policy of Sierra Leone.<sup>86</sup>

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<sup>86</sup>A full transcript of the interviews carried out during the preparatory phase is available upon request.

### **ADEA Triennial (Education and Training in Africa)<sup>87</sup>**

The results of the Triennale will be presented to the African Union's next summit in July 2012.

During the Triennale closing ceremony, Prime Minister Luc Adolphe Tiao of Burkina Faso reaffirmed the pledge given by Mr. Compaoré, adding that the president "will communicate the conclusions of the Triennale to the African Union, so that a special summit dedicated to education and training can examine them, adopt them and consider ways and means of implementing them".

Kenyan Minister of Education Sam Ogeri, who is also Chair of the ADEA Bureau of Ministers emphasized the vital role of the Regional Economic Communities and invited them to become active supporters of the acquisition of critical knowledge, skills and qualifications in order to support the program of sustainable development in Africa.

Participants at the Triennial also agreed that the follow-up should involve all interested parties: governments, the Regional Economic Communities, youth, development agencies, ADEA working groups, the private sector, FAWE, UNESCO, Korea and the inter-country quality nodes.

Young people, for their part, also expressed a desire to be involved in the follow-up activities,<sup>88</sup> while at the same time stressing the need to measure the impact of the Triennale deliberations.

Several African leaders – including four Heads of State – publicly committed their governments to education, saying they believed it was a lever for development and economic growth.

"We have to match skills and the world of work either formal or informal," was the call by more than one speaker, highlighting the relevance of the chosen theme.<sup>89</sup>

#### ***Key Relevant Messages from the ADEA Triennial***

- Education and training in Africa as elsewhere goes closely together. For the first time it was agreed that successful TVSD depends on good quality basic education.
- A more cost effective approach to ensure the inter-connectivity between Basic Education and TVSD / Post-Basic education.
- The education discourse is moving in the right direction (in line with the forthcoming UNESCO EFA-Global Monitoring 2012 Report's focus on the importance on Skills Development).

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<sup>87</sup> The Triennial (formerly Biennial) on Education and Training in Africa is the most important educational event in the region, in terms of both participation and content of the discussions, bringing together in a single venue all the stakeholders working on behalf of education in Africa.

<sup>88</sup> Mr. Byll-Cataria also indicated that "60 percent of the ADEA Secretariat's activities for 2012 will be devoted to follow-up to the Triennale". The outcomes and recommendations of the meeting will also be disseminated through regular newsletters.

<sup>89</sup> Source: <http://www.adeanet.org/triennale/press/acceuil.html>

## **ILO In-focus Programme on CRISIS Response and Reconstruction**

By 2008 the ILO's Programme on Crisis Response and Reconstruction had been established to spearhead the ILO's response to natural disasters and post-conflict environments.<sup>90</sup>

*Key elements of the ILO Crisis strategy.* Development of intervention packages , including: Employment intensive reconstruction; local economic development); promotion of social dialogue; and social safety nets. Crisis interventions undertaken: East Timor, Mozambique, Venezuela, D.R. Congo, **Sierra Leone**, etc.<sup>91</sup>

### *Threats to Decent Work in Sierra Leone:*

- Massive displacement of populations and destruction of villages and rural towns
- 70% unemployment; 80% of population living below the poverty line
- Vulnerable groups hardest hit: disabled, widows with children; displaced elderly; separated and orphaned children
- Collapse of social protection mechanisms
- Child labour, child soldiers and child prostitution
- Situation of ex-combatants capable of undermining peace process.<sup>92</sup>

### *ILO Decent Work Response: How the ILO might respond to the Sierra Leone Context*

- Advocate for a labour market that maximizes labour absorption, reintegration and social inclusion
- Promote development of private sector, especially small and micro-entreprises
- Advise on policies to improve the information base of the labour market (cf. LMO below).
- Advocate for employment-intensive infrastructure reconstruction (cf. ILO Employment Intensive Investment (EII) project in Sierra Leone).
- Support training and retraining, and vocational rehabilitation of the disabled.

### **Key Advice / Issues:**

**Donato Kiniger-Passigli [ILO/Skills]** informed us that the GIZ had financed Sierra Leone's new Employment Policy with inputs from the ILO, which currently is being rolled-out.

Following the UN Secretary General's 2009 Charter, all the UN agencies operating in Sierra Leone has taken a synergetic approach.

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<sup>90</sup> Source: [http://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/documents/publication/wcms\\_140959.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_140959.pdf)

<sup>91</sup> Source: [http://www.ilo.org/wcmsp5/groups/public/@ed\\_emp/@emp\\_ent/@ifp\\_crisis/documents/presentation/wcms\\_116742.pdf](http://www.ilo.org/wcmsp5/groups/public/@ed_emp/@emp_ent/@ifp_crisis/documents/presentation/wcms_116742.pdf)

<sup>92</sup> Source: [http://www.ilo.org/wcmsp5/groups/public/@ed\\_emp/@emp\\_ent/@ifp\\_crisis/documents/presentation/wcms\\_116760.pdf](http://www.ilo.org/wcmsp5/groups/public/@ed_emp/@emp_ent/@ifp_crisis/documents/presentation/wcms_116760.pdf)



He outlined the Process: 2009 and 2010 Employment policy → Vision Document of the Government of Sierra Leone → Employment Policy → Strategic paper → UN Residential Representative.

Concerning TVET – the problem is related to demand of skilled labour given the missing critical mass in Sierra Leone: Is there a market for skilled labour? [see ILO's Report on Sierra Leone 'Employment Policy']

He highlighted the ILO's LED Approach and talked about the important role of TVET centres.

He underlined the lack of contribution from the Multinational Enterprises (MNEs) operating in the Natural resource sector, which currently are extracting a lot of natural resources in Sierra Leone but only bring very little back to the local communities. For example, London Mining Company has a mineral exploitation policy, which doesn't match the 'Extractive Industrial Transparency Initiative (EITI).

He also deplored the approach of the Chinese companies, particularly the fact that the Chinese companies bring in their own workers.

He drew our attention towards ILO's relative small '*feeder road project*' [through the ILO's EIIP], which aims to rebuild basic infrastructure using labour based technology by recruiting local workers living in the catchment areas of these public works programmes (PWPs) as a social protection instrument to address the high youth underemployment in the rural areas.

He mentioned **a number of risk factors and key issues:**

- The upcoming General / Presidential election later in 2012;<sup>93</sup>
- The danger that the people, especially the youth, could start to lose their patience due to the slow social-and economic progress, which already is illustrated by the many young people who want to migrate abroad, e.g. as security officers in Iraq or Dubai.
- It is difficult to manage Sierra Leone and progress has been slow.
- The major constraints are lack of implementation of policy and the missing capacity within the government administration (centrally as well as locally), which the ILO e.g. is trying to address through technical support.
- Within the Agro-business the stakeholders are weak and disorganized;
- Widespread corruption.

### **ILO Employment Policy**

We were informed by **Mr. Mohammed Gassame** (ILO/EMP) [Former Minister of Employment in Sierra Leone] that the ILO regional office in Senegal provides backstopping and technical cooperation, however ILO in Abuja is responsible for technical advice.

He mentioned that the Draft national Employment Policy has been drafted by professor Franklyn Lisk (see below) with ILO contribution and financial support from GIZ.

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<sup>93</sup> The West African nation is scheduled to hold four elections, namely presidential, parliamentary, local council and mayoral, on 17 November.

He also drew our attention towards the Mano River programme, which has a TVET component. This programme was an ILO-UNIDO project with a focus on TVET, and it was action oriented.

He mentioned that in December 2011 the South Korean Labour Institute arrived in Sierra Leone to identify potential areas for support, and that TVET has been identified as one of those.

He talked about the New Special Economic Zone outside Freetown with a processing plant, which is processing pineapple and mango uniquely intended for export to Germany and Italy.

National TVET interacts with microfinance) in order to address youth unemployment to effectively address demand for resources.

In Sierra Leone there has also been cases of land-grabbing intended for the cultivation of palm-oil, especially investors from Malaysia and Indonesia have arrived. It is claimed that officially 5,000 youth has been employed in the palm oil plantation, a figure, which has been contested. ILO Occupational and Health inspection is forthcoming.

He mentioned **a number of risk factors and key issues:**

- The issue of software and hardware is a problem in Sierra Leone.
- London Mining Company is not interested in training its staff but instead prefers to provide resources to TVET Centres. In other words certain mining companies rely/depend on the National TVET system, whereas other extractive companies provide in-house training.
- Most workers training in-service, however, there is a lot of employee turnover – the trained workers go to other mining companies, which are paying higher salaries compared to the company providing the training (issue of poaching).
- The Chinese mining companies instead imports all levels of its workforce because the local workers are not considered cost effective.
- Formal sector: Assume all issues are formal not the case!
- Informal sector: Youth with education → master craftsmen are lacking.
- Very little effective action – but a lot of talk.
- National Youth Commission focused on empowerment and employment and on which areas policy has addressed or not addressed? Not very developed to assist the youth!
- Currently the National Youth Commission is centralised in Freetown.
- The effective Employment Policy needs to be aligned with the National TVET Policy.

## Annex 2: Key Informants Interviewed

### 2.1: International Donors

Name	Designation	Organisation	Telephone	Email
Ms. Barbara-Anne Krijgsman	Head, Business Development and Oversight Unit (BDOU)	UNDP	+232-22-233234 / 233190	<a href="mailto:Barbara-anne.krijgsman@undp.org">Barbara-anne.krijgsman@undp.org</a>
Mr. Diego Rai	Youth Employment Advisor	Id.		
Mr. David Mwesigwa	Prog. Implementation Support Officer	Id.	+232-(0) 78-587955	<a href="mailto:David.Mwesigwa@fao.org">David.Mwesigwa@fao.org</a>
Mr. Austin Odia	ICT Officer	Id.	+232-(0) 78-601605	<a href="mailto:Austin.Odia@fao.org">Austin.Odia@fao.org</a>
Ms. Julia Roberts		Id.		<a href="mailto:Julia.Roberts@fao.org">Julia.Roberts@fao.org</a>
Mr. Gabriel Rugalema		FAO of the UN		<a href="mailto:Gabriel.Rugalema@fao.org">Gabriel.Rugalema@fao.org</a>
Mr. Siegfried J. Gross	Team leader GOPA	Government of Germany (GIZ)	+232 78 882113	<a href="mailto:Siefgried-gross@t-online.de">Siefgried-gross@t-online.de</a>
Ms. Nadine Zug	Education Advisor GOPA	Id.	+232 78 88 2113	<a href="mailto:nadinezug@gmx.de">nadinezug@gmx.de</a>
Mr. Yusuf Jalloh	Liaison Officer GOPA	Id.	+232 88 640 336	<a href="mailto:Y_yalloh@yahoo.com">Y_yalloh@yahoo.com</a>
Mr. Keith Thompson	Private Sector Development Advisor	Government of UK (DFID)	+232 22 2336 20	<a href="mailto:k-thompson@dfid.gov.uk">k-thompson@dfid.gov.uk</a>
Mr. David	Education Advisor	Id.		
John Paul	Wealth Creation Advisor	Id.		
S. Kabu		UNIDO		<a href="mailto:S.Kabu@unido.org">S.Kabu@unido.org</a>
Mr. Kelleh	National Energy project / GEF			
Mr. Munyanadzi Hove	Child Labour Unit, TACKLE	ILO/TACKLE		
	CTA, Feeder Road project	ILO		
Mr.Dejene Sahle	Sr. Technical Expert/ Employment Intensive Investment	Id.		<a href="mailto:sahle@ilo.org">sahle@ilo.org</a>

	Programme			
Sia Lajaku- Williams	TACKLE	Id.		
Dupigny	Human Development Advisor	World Bank	078820050	<a href="mailto:Dupigny101@yahoo.com">Dupigny101@yahoo.com</a>
mr. Abdul Kamara	Manager, Research Division	African Development Bank	Tel: +216-71103235	<a href="mailto:A.B.KAMARA@AFDB.ORG">A.B.KAMARA@AFDB.ORG</a>
mr. Victor Davis		IMF (previously AfDB) / IGC-SL		

<http://www.ilo.org/public/english/region/afpro/abuja/about/staff.htm>

## 2.2 National Stakeholders

Name	Designation	Organisation	Telephone	Email
PUBLIC STAKEHOLDERS				
Mr. Godwin Samba.	TVET Director	Ministry of Education, Youth and Sports.		
Mr. Richard Konteh	Minister of Trade and Industry	Ministry of Trade and Industry	+232 22 235758	<a href="mailto:rkonteh@yahoo.com">rkonteh@yahoo.com</a>
Mr. Mohamed A. Jalloh	Director (principal)	NCTVA (Technical Institute in Freetown)	+232 76 686983	<a href="mailto:kortorma@yahoo.fr">kortorma@yahoo.fr</a>
Mr. Mohammed Kroma	Director	Statistics Sierra Leone		
Sahr Entua Yambasu	Senior Statistician, Section Head, Census	Id.	+232 76 45 6488	<a href="mailto:sahryambay@yahoo.com">sahryambay@yahoo.com</a>
	Director of Economic and social Statistics	Id.		
Mr. Andrew Amadu Kamara	Senior Statistician	Id.	+232 76 680228	<a href="mailto:a.kamara@statistics.sl">a.kamara@statistics.sl</a>
Ibrahim	Director of Data processing	Id.		
Peter	Demographer Statistician	Id.		
Johnny	Director of	Id.		

	Census			
Boubaka	Director of Economic Statistics	Id.		
Lasana	Finance Manager			
Samuel	HRM			
Mr. Samuel Bangura	Deputy Permanent Secretary	MEST		
Mr. Albert Lamine	Assistant Director of Tech-Voc	MEST		
Sorie Habibson Kamara	Coordinator and Senior Lecturer, Port Loko Teacher College	Provides TVET courses	077 830 776 076 538338	
Mr. V.E.H. Strasser-King	Director	Strategy and Policy Unit, Office of the President	+232 76 616 353/33	<a href="mailto:strasserking@yahoo.com">strasserking@yahoo.com</a>
Mr. Amara Idara Sheriff	Deputy Director General	Ministry of Agriculture, Forestry and Food Security	242143 / 076 61120	<a href="mailto:hajamatifa@yahoo.com">hajamatifa@yahoo.com</a>
Ms.Kamara	Deputy Permanent Secretary	Ministry of Labour and Social Security		
	Minister of Labour	Id.		
	Permanent Secretary	Id.		
PRIVATE STAKEHOLDERS				
Ms. Doris Bangura	Specialist in Gara Materials, Bamaco Basic Wax Coston & African Costume	Business Place – Big Market, Wallace Johnson Street, Freetown	076 791670	
Tigidankay Swaray	Specialist in Gara Materials, African Costume Wax Cotton	Business Place – Big Market, Wallace Johnson Street, Freetown	076 808876	
Ms. Leslie Roberts	Registrar	Institute of		

		Hotel Catering, Technology and Management, Freetown		
Mr. Ralph E. Cole	Food & Beverage Instructor	Institute of Hotel Catering, Technology and Management, Freetown		
Ms. Hickson	Vice-Principal	St. Peters Women Vocational Institute	076-669010	
Giorgio	Factory Manager, Economic Opportunity Zone (SEZ)	Manufacturing Portal to the Global Economy	076-270112	
Emmanuel Davis Edward J. Davis	Two trainees from the Piggery & Fresh Pepper programme funded by UNDP and COOPI	Youth Employment Scheme, Newtown Youth Development Organisation	076-72 52 86 088-72 31 25	
	Barefoot Women	Solar Panel Training Centre	076 308046 / 077 909 688	<a href="mailto:Bwseaslorq2010@yahoo.com">Bwseaslorq2010@yahoo.com</a>
Mr. Michael A. Renner	Director	REAPS – Technical & Education & Vocational Training School in Freetown	033 37 22 57 / 076 43 01 77 / 078 26 26 94 / 076 85 7196	<a href="mailto:Efsl_reaps209@yahoo.com">Efsl_reaps209@yahoo.com</a>
Mr. Michael Karteh	Exam Officer	REAPS	078 15 47 21	
Mr. Franklyn Williams	Deputy Director	Business Forum Ltd	232 22 220480 / 224660 / 76 600830	<a href="mailto:Franklyng2@yahoo.com">Franklyng2@yahoo.com</a> <a href="mailto:franklynwilliams@slbf.sl">franklynwilliams@slbf.sl</a>



## **Annexe 3: Check List for information and data collection**

### **3.1 TVET Institutional/strategic framework**

- What are the national TVET objectives and priorities?
- Was TVET considered as a priority area in the PRSP document?
- Was TVET considered or addressed as a crosscutting issue?
- If addressed: does it include a call for specific initiatives (e.g. use of appropriate technology, business development services, use of Information and Communication Technologies, enhancing technological innovation, advancing biotechnology, etc)?
- Elaboration's status of the country's competency framework for both National Vocational Qualifications and Regional (ECOWAS) Vocational Qualifications (where they exist).
- What is the leading agency in the formulation and implementation of TVET policy?
- Is it possible for the leading agency to clearly identify the expected groups of people that will be affected by TVET policy changes?
- How successful is the leading agency in identifying the relevant stakeholders for TVET related policies?
- Did the leading agency set up a formal coordination system in order to involve TVET and related development institutions?
- Are there institutional mechanisms for specific TVET agreements?
- Does the leading TVET agency have the capacity and resources for coordinating TVET policy through a participatory process?
- Is the entity responsible for the formulation and implementation of the national development strategy involved and consulted in the definition of TVET-related priorities? Are consultations regular and sustainable?
- Are there institutional mechanisms that ensure the consistency of the TVET and related development policy vision with other economic and social policies at macro, meso and micro levels?
- Are stakeholders involved in policy formulation and identification of TVET needs/ implementation of projects and programmes?
- How efficient is the coordination mechanism in involving line ministries and sectoral stakeholders in TVET decision making? What departments are involved? Are consultations regular? Is the finance ministry involved?
- How involved is private sector representational bodies in TVET policy making? How well is private sector represented? How consultations are organized?
- How involved is academic institutions and civil society organisations in TVET policy making?
- How openly is information shared with the stakeholders?

- How did the engagement of stakeholders change over time? Since the launching of the PRSP-II?
- What specific needs and gaps affect making TVET policy more participatory? Which practices worked well in the past?
- How open and receptive is the existing system to the changes in the institutional, legal and regulatory framework?
- How strong and effective is the accountability mechanism?
- Is monitoring and evaluation taking place in a coordinated manner among institutions related to TVET?
- Have consultations had discernible effects (e.g., specific reforms, projects, programmes, initiatives undertaken)? Do stakeholders, government value the process? Why?

### **3.2 TVET Policy: Demand for skills / Mainstreaming TVET at the Policy Level**

- Which skill-levels is Sierra Leone's TVET system largely focused on?
- What is known about the supply of skills in the labour market, including demographic trends, migration, and the contributions of firms?
- Is the Diaspora contributing to skills development, by size and sector?
- Are there data on imported skills?
- Are there identified important skill shortages? What are the factors behind them?
- What are Sierra Leone's main national development strategies, including sectoral strategies? Please briefly describe objectives and timeframe.
- Is there an identifiable section in the national development strategy(s) relating to TVET?
  - If yes, is there an understanding of how they might differ from sector to sector?
  - If yes, Is there an understanding of how they might differ in their impact on vulnerable groups?
  - Is there an explicit discussion of trade/Employment/Poverty Reduction and TVET/ linkages?
- Is any of the TVET discussion related back to and informed by the description and analysis of poverty in the national development strategy?
- Since Sierra Leone is member of EIF and has undertaken a Diagnostic Trade Integration Study (DTIS), in July 2005, is there a reference in these national development strategies to the DTIS action matrix and priorities?
  - If yes, do national development strategies include action plans, timelines and targets?

- If yes, does the national plan(s) include budgetary allocation? How has it changed over time?
- National monitoring and evaluation frameworks (such as those for the national development plan) do include monitoring and evaluation of TVET-related priorities?
- Do institutional mechanisms exist to ensure the consistency of TVET and related development policy/vision with other economic and social policies at macro, meso and micro levels?
- Do national development strategies reflect cross-border TVET (trade in services) priorities?
- Are there priorities by ECOWAS / Mano-River sub-regional community known and integrated at the national level?
- How can the integration of national and ECOWAS (MANU-River) priorities be improved?

Description of the TVET system's responsiveness to the skills training needs of the informal economy (e.g. Apprenticeship in villages, artisanal activities in urban areas, or entrepreneurial training for self-employment).

### **3.3. National TVET Policy Gaps: key challenges**

- Are the existing skills levels the right ones to target for taking into account the country's level of economic growth and social development?
- Has there been an assessment of the existing TVET system, if so, what were the key lessons and recommendations?

Identify the main factors driving the need for a change in the TVET system.

- Are current education and training policies able to adjust training supply to a changing economic context?
- Identify whether the National TVET Policy sufficiently addresses the needs for skills training and enhanced employability?
- Are the objectives of the new National TVET Policy in line with Vision 2025 and PRSP-2?
- Do mechanisms for consultation and dialogue with donors in TVET and private sector development exist? How regular and effective is this dialogue?
- What has been the response of donors to TVET priorities of the partner country?
- Has the partner country raised TVET-related issues as priority in dialogue with donors, e.g., donor round tables?
- How has the donor response changed over time? What are the prospects for the future?
- What is the extent of donor coordination in responding to TVET-related priorities?
- Have joint evaluations being conducted? What is the extent and quality of joint evaluations? What are the plans for the future? To what extent were the results fed back into policy/programme design?

- What have been the key challenges and successes in maximizing local ownership of the TVET mainstreaming agenda? What level of technical assistance was required to support leadership?
  - How much technical assistance was required to assess the TVET and development context and formulate pro-poor National TVET strategy/policy?
  - How much technical assistance was required to develop appropriate institutional arrangements and working mechanisms to manage TVET mainstreaming?
  - How much technical assistance is required to budget, manage and implement TVET mainstreaming policy?
  - How much technical assistance is required to establish and carry out monitoring and evaluation?

## Annex 4: The Sierra Leonean Society: Development Constraints and Challenges

In this section we briefly present the background and the socio-economic context of Sierra Leone in order to gain a better understanding of some of the challenges which the forthcoming National TVET Policy is seeking to address to ensure a coherent and well-coordinated policy approach, within the overall medium-to long-term national development strategy as reflected in the Poverty Reduction Strategy Papers (PRSP). These agendas are related to the overall objective expressed in Vision 2035 of transforming the country to middle income country (MIC) status in 25 years (Vision 2035<sup>94</sup>).

### 1. State of the Economy

The real GDP growth rose from 5 per cent in 2010 to 5.7 per cent in 2011 and is expected to rise to 6.2 per cent in 2012 and 2013, driven by the extractive industries. GDP growth (including iron ore) is expected to reach 51.4 per cent in 2012 to stabilise around a more sustainable rate of 10.2 per cent in 2013. The robust economic activity in 2011 was enhanced by continued expansion in agriculture and mining (Table 1). Domestic output has been supported by bank credit to the private sector, which in turn, along with foreign direct investment (FDI) inflows, enhanced investment in the mining sector (AfDB et al., 2012).

Public spending on infrastructure and the improved electricity supply from the Bumbuna hydroelectric plant, launched in November 2009, helped to ease power shortage problems and enhanced output. High prices for diamonds and aluminium, Sierra Leone's major exports, and the commencement of an iron ore megaproject in 2012 are expected to boost substantially GDP and exports according to AfDB et al., (2012).

*Table 1: GDP by Sector (percentage of GDP)*

	2006	2010
Agriculture, forestry, fishing & hunting	54.2	61.5
Mining and quarrying	4.1	1.8
Manufacturing	2.3	2
Electricity, gas and water	0.3	0.3
Construction	1.9	1.5
Wholesale and retail trade, hotels and restaurants	10.1	8.5
Transport, storage and communication	7.5	7
Finance, real estate and business services	4.5	3
General government services	4.9	3.5
Public adm. & defence; social security, education, health & social work	-	-
Other community, social & personal service activities	-	-

<sup>94</sup> Sierra Leone's Vision 2035 - Middle Income Indicators – ABK, available at: <http://www.sierraleonetransformation.org/?q=node/84>

Other services	10	10.8
Gross domestic product at basic prices / factor cost	100	100

Figures for 2010 are estimates; for 2011 and later are projections  
Source: AfDB et al., 2012

Sierra Leone has enjoyed peace and steady economic development in terms of GDP growth rate after the previous 10-year conflict. The high demand for the country's natural resources has raised enormous hopes of the possibility of rapid progress and transformation. This transformation could take place in education and training, as in any other sector, thanks to the explosion of the tax revenues under the condition that they are properly collected and managed. The Government is aware of that, as was expressed by a President's spokesman: *"We are making a genuine effort to make sure we don't make mistakes that others have made. We are not waiting for the problems to happen before we start addressing them"*. Supposing that this objective is fulfilled, the use of the new state revenues for the benefit of education, training and employment will depend on the priorities that will emerge from the discussions within the Government and amongst the TVET-related stakeholders – under the condition that the latter are strong enough to secure their participation in fixing the priorities.

In the short term, and despite the apparent improvements in growth rates and certain indicators, the living conditions of the vast majority of the population continue to be dire with high rates of unemployment, illiteracy, high inflation and increasing inequality. Women and vulnerable groups continue to bear the yoke of the poverty burden (GoSL, 2012a). The situation of the so-called "informal sector"<sup>95</sup> is an illustration of this situation. According to the Census of Business Establishments (2005) 66 per cent of business establishments were 'Not Registered' establishments. This category of establishments (i.e. 'Not Registered') constitutes the informal sector of the economy. Only about five per cent of the labour force belongs to the formal wage employment when one includes all public employment, mining and quarrying, manufacturing, and wholesale and retail trade, though the 2004 household survey suggested slightly over ten per cent (reported in Peeters et. al. 2009). At present the vast majority of youth, as for all other parts of the labour force, must find work outside the formal sector (Weeks, 2011).

Because of the shortness of the mission, we had no time to cover this dominant part of the economic and social life of the country, which is so relevant to our concerns for youth unemployment and training. Nevertheless, we shall return to this issue in the recommendation, as the country is now at a cross road between a priority to be given to the economic and financial opportunities that are going to very quickly open thanks to the mining and agro-food industries, and the urgency to cope with the poverty and unemployment of a large part of the population for whom the informal sector is the only survival possibility. In other terms, is there a trickle-down effect to be waited for before supporting the transformation of at least a share of the entrepreneurial informal sector – via training amongst other interventions –, or is there a way to prevent the announced bursting of the urban youth unemployment social bomb without harming the rapid development of new fiscal revenue streams?

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<sup>95</sup> We shall not detail, at that stage, why we take some distance vis à vis the expression "informal sector": this will be developed in Section 6.3. In brief, we are surprised by the fact that four decades have passed since the first ILO studies in Kenya and that the term is still in use in spite of the numerous research, studies, projects providing an immense detailed knowledge base on this field.



## **2. Key National Policy Instruments**

The African Union (AU) Extraordinary Summit on Employment and Poverty Alleviation in Africa (September 2004) adopted a Declaration, Plan of Action (consisting of 11 priorities areas) and Follow-up Mechanisms calling on Member States to place employment at the centre of economic and social policies. At the Summit participants committed themselves to the development of integrated economic and social policies and to implementing reforms at national, regional and continental levels to eliminate the structural constraints to investment and entrepreneurship (ILO, 2007). The implementation of the AU Declaration is crucial for countries like Sierra Leone, because the employment challenges in the years to come are very daunting. Responding to these challenges necessitates re-orientating national strategic priorities in such a way that the current economic growth agendas become pro-employment. We will highlight in this section some of the key national policy instruments introduced by the Government in line with its AU commitment.

### **A. PRSP-II (2009-2012)**

National growth strategies are being called on to generate more high-quality productive jobs based on accelerated productive transformation and upgrading (Sparreboom and Albee, 2011). How this is done in Sierra Leone is specific to the country's circumstances, the analysis of which should be strengthened by rigorous employment diagnostics. Poverty is widespread with some 70 per cent of the population living below the poverty line and rural areas account for the largest proportion of the poor (73 per cent in rural areas, versus 61 per cent in urban districts) (AfDB et al., 2012).

The process of re-orientating national strategic priorities included joining the Integrated Framework (IF) in 2005 and undertaking a Diagnostic Trade Integration Study (DTIS) that was endorsed by Cabinet in November 2006 (UNDP, 2006). The DTIS results guided the formulation in 2008 of the overarching development strategy, namely the 2nd generation PRSP-II - An Agenda for Change for 2009-2012, which mandated the Ministry of Trade and Industry (MTI) to invest in private sector development.

PRSP-II moved away from the recovery agenda of the first PRSP to a development strategy focused on broad-based economic growth. In preparing PRSP-II, the Government undertook a growth diagnostic study. The outcome of the study, as well as the results of nationwide consultations became the Agenda for Change. It led the Government to set the following strategic priorities to be the central theme of the PRSP-II:

- Improving infrastructure with a focus on energy and transport development
- Developing the productive sectors that would generate private-sector-led growth from the key resource-based industry and agriculture
- Improving human development through investment in public services such as health and education.

The five year national Agenda for Prosperity (2013-2017) will succeed the Agenda for Change and will provide a development strategy for the coming years (AfDB et al., 2012) and refocus policy efforts by increasingly emphasizing the need for job creation and increased labour productivity. Integrating TVET into national planning, policymaking and implementation could do this. The first PRSP-I didn't include a section devoted to TVET. Hence, as the PRSP-III represents the choices and priorities of Sierra Leone, TVET should be

featured in this national development plan in a way that emphasizes its potential impacts if properly coordinated with other policies (general education, trade, investment, employment, youth, migration,).

Using such an approach means mainstreaming TVET in the broader context of Technical and Vocational Skills Development (TVSD), as it is the only way to reach the ambitious objective of coordination between ministries. Putting TVET in a TVSD perspective is a reflection of today's evolution that proposes to have a broader vision of skills development than the one which is since long translated in the supply driven-state run institutions. Taking into account the full range of technical and vocational skills providers (public, subsidised, private for - profit and non-for profit), favouring a more labour market demand oriented perspective and involving the productive sectors in the governance and financing of TVSD, is now considered as a more efficient and sustainable way to contribute to the socio-economic development of a country.

## **B. Employment Policy 2011**

As a result of the destabilizing effect of unemployment (>30%) and youth unemployment (>55%) in particular, addressing the employment challenge has become a critical component of the peace-building programmes and of the attraction of foreign investors (UNCTAD, 2010).

National employment policies (NEPs) are built from diagnostic studies of trends and issues in the labour market and represent the consensus priorities for generating productive employment as negotiated between the government and social partners (Sparreboom and Albee, 2011). The process of formulating NEPs is an opportunity to promote inter-ministerial working and dialogue with workers and employers in identifying constraints, opportunities and key strategic actions. In theory, the role of a ministry of labour is to centralize Labour Market Information and Analysis (LMIA) data produced in the context of a NEP.

The weak state of the LMIA systems is an important reason why Sierra Leone for a long time failed to formulate a proactive employment and labour policy. Such policies, including ambitious but realistic targets that are consistently monitored and evaluated, require effective LMIA systems based on regular data collection and analysis. Strengthening LMIA systems and improving the availability of labour market indicators is therefore essential to ensure better labour market outcomes (see section 5).

Basic labour standards do exist, but are not well implemented. The country is a signatory to a number of international conventions on labour including freedom of association, elimination of compulsory labour and elimination of discrimination. The country is signatory to the Convention of the Rights of the Child, but much more needs to be done to eradicate child labour, especially in the diamond mines. In that connection, ILO and Statistics Sierra Leone (SSL) have organised in 2011 a National Child Labour Survey, the results of which are expected in November 2012. In addition, a number of labour-market regulations that seek to balance job creation with social protection exist but are not enforced well due to the lack of capacity. Such regulations include those governing the minimum wage, holidays and paid leave. (AfDB et al., 2012).

### **C. Youth Unemployment and the National Youth Commission**

Sierra Leone has a very young population with 60 per cent of its people between the ages of 15 and 34, of whom 65 per cent are of working age. This further creates a shortage of secure jobs and has numerous socio-economic and security implications for the country. Youth unemployment is a potential trigger for social instability, underdevelopment and economic stagnation. According to the post-war Truth and Reconciliation Report, the problem of youth unemployment was a leading factor in the prolongation of the brutal ten-year conflict. In the early 1990s, young people with few job prospects and little hope of future progress joined rebel groups and engaged in criminal activities and armed conflict. It is hoped that this situation will not develop again.

Youth unemployment continues to be a crucial social problem. The youth unemployment level is amongst the highest in the West African sub-region, standing at 45.8 per cent of the total unemployment figure in 2008 (MLSS, 2008). This high unemployment figure for youth reveals only part of the challenge as youth in the sub-region face high rates of inactivity, underemployment and poor working conditions with long working hours and low pay; the vast majority have little chance of finding a secure job (AfDB et al., 2012). In recent developments, youths looking for jobs in the government's overseas-employment programme have been recruited to serve in the Iraq war. This clearly reveals the precarious nature of the Sierra Leonean labour market (AfDB et al., 2012).

In 2006 the Government developed a National Action Plan for Youth (cited in Peeters et al 2009:97), with the aim of providing immediate jobs for young people and to develop a medium- and long-term strategy aiming to:

- Integrate youth employment concerns within the overall national development framework
- Increase employment and self-employment of young people in key sectors
- Enhance the skill level, confidence, and employability of youths, in order to enhance their capacity to contribute socially and economically.

However, these policies have, in many ways, been inadequate to address causes and consequences of marginalisation in the labour market and exclusion from training (UNESCO 2008 quoted in Engel, to be published in 2012).

That is why the PRSP-II argues for the development of a single strategic framework on youth employment programmes through a National Employment Policy and calls for a more active Government role in devising labour market policies. It also calls for the development of the Sierra Leone Enterprise and Training Fund (SLETFUND) to promote decent employability, greater equity in access to financial resources, as well as to support Micro-, Small and Medium-Size Enterprises (MSMEs).

The recently published Youth Employment Strategy 2009-11 (YES) represents the most concerted effort to date, to strategically address youth unemployment, setting a target of facilitating gainful employment for 300,000 youths over two years. The YES shifts the strategic focus from a supply-oriented emphasis on training, towards also stimulating demand among potential employers. It is closely linked to broader development objectives, particularly around fostering private sector growth, infrastructure, and local development. Central to the strategy is improving the linkages between demand-driven initiatives (e.g. through improved quality of training, and apprenticeships) and supply-side initiatives (e.g. improving access to finance, public works, reintegration of youth in rural economies) (ibid.).

Following YES, a National Youth Employment Action Plan is under preparation with the following overall objectives:

<b>Intervention Area: BDS</b>
To develop labour market ready youth with appropriate skills capable of securing decent jobs in micro and small businesses and the formal sector.
To make accessible innovative micro-finance services, including rural credit and strengthen savings capacity of the youth.
Youth with appropriate skills and capacity in value chains identified.
<b>Intervention Area: Public Works</b>
To stimulate and increase in decent employment opportunities for young women and men through public works.
<b>Intervention Area: Youth Participation (I)</b>
To strengthen the capacity of youth to participate in development processes that contributes to improved employment prospects and socio-economic well-being.
<b>Intervention Area: Youth Participation (II)</b>
To establish a cost-effective way of placing inexperienced youth into the labour market.
<b>Intervention Area: Policies, Legislation &amp; Regulations</b>
To stimulate increase in decent employment opportunities for young women and men through an enabling national framework.

The final decision about this Action Plan will depend on its integration in the forthcoming overall Employment Action Plan. As it seems that the later will not be published before 2013, the youth employment problems risk waiting quite some time before being tackled with by the public authorities.

The newly established National Youth Commission (NYC)<sup>96</sup> focuses on bringing coherence to the fragmented youth sector by coordinating and promoting all youth interventions across line ministries and youth organisations and to act as an interface between the Government, development partners, NGOs and the private sector to increase the visibility of youth issues (Engel, 2012). The NYC is preparing a Status of Youth Report which would allow the Commission to prepare a comprehensive policy that hopefully will take into account the numerous documents, studies, reports produced on the topic since many years.

Due to the undetermined date for the launching of the Youth Employment Action Plan, the civil society will be more and more in charge of dealing by itself with the very difficult youth TVSD situation. That is why the Commission insists on the importance of developing

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<sup>96</sup> Housed in some very nice offices, if compared to the Ministry of Labour's ones!

consultation, on one hand, with the economic producers to anchor its initiatives in the country's realities and, on the other hand, with the National Council for Technical, Vocational and other Academic Awards (NCTVA), which plays an important role in the accreditation and certification for the numerous private training centres which try to answer the social and economic demand for skills.

#### **D. National Conference on Economic Transformation 2012**

According to Vision 2035, Sierra Leoneans would like to attain MIC status by that date or soon thereafter. Hence, they need rapid economic growth (Johnson, 2012). At the request of President Koroma in April 2011, a group of civil society leaders formed to organize a conference to discuss the future of the country and to come to a consensus on the vision for Sierra Leone in 50 years. The purpose of this workshop was to craft the strategy for the main Conference, which took place in mid-January 2012. The five main themes of the workshop were economic governance, natural resources, political governance, private sector development, and social service delivery (IGC, 2011).

Professor Franklyn Lisk underlined the urgent need for reform of the education system to reflect the realities of the labour market, which was mentioned in the Final Conference Declaration<sup>97</sup>.

### **3. Sectorial Policies**

A sectorial approach to policies and strategies can also contribute to mainstreaming TVET into development. Sectorial approaches may do so more quickly and effectively than national programmes, albeit with a more narrow focus.

The effectiveness of Government policies and donor programmes as well as the productivity and competitiveness of producers are hindered by a lack of human resources particularly at the middle skills level (e.g. technicians for maintenance, control etc.). That is why TVET needs a new focus and new direction to strongly respond to the challenges of the Agenda for Change (Nyalley, 2010). These challenges stem from the fact that Sierra Leone's domestic economy remains small and dominated by agriculture and by informal sector activities in towns, and that the secondary and tertiary sectors are underdeveloped and provide little formal employment. It is also important to bear in mind that 66 per cent of the youth population lives in rural areas. Urban youth is more likely to be unemployed or to be engaged in fishing, casual labour, petty trade, entertainment industry and diamond mining, whereas rural youth is more likely to be engaged in farming and commercial activities (Nyalley, 2010).

#### **A. Infrastructure (Public Works Programme)**

In the transport sector, the PRSP-II heavily focuses on rehabilitation of the road network and construction of new roads (World Bank, 2009) through Labour Intensive Public Works

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<sup>97</sup> <http://www.sierraleonetransformation.org/>

Programmes. Improving the country's inadequate infrastructure through labour-intensive public works schemes, self-employed programmes, and private sector development, could both create numerous job opportunities and also remove this impediment to economic growth. Infrastructure projects with social benefits such as maintenance and rehabilitation of roads and culverts, in towns and municipalities, and environmental sanitation: all can be supported to create jobs for the masses of unemployed youths in the urban centres (World Bank, 2009:74).

The ILO is involved in the construction of labour-based feeder roads in Makeni in collaboration with FAO. According to the ILO's Chief Technical Adviser for the Feeder Road project, the Road Authority is interested in using labour based technology, but they are still not using it completely, in fact it is only certain maintenance tasks, where it is applied. In other words, the Roads Authority at the moment doesn't use sufficient amount of labour for improvement and maintenance, which corresponds with our own observation of the road construction between Lungi Airport and Port Lokko district centre relying predominantly on an equipment intensive approach provided by Chinese firms. This is an issue, given the great job creation opportunity that the infrastructure sector could provide as highlighted recently by Paul Collier at the CSAE Conference<sup>98</sup>.

## **B. Agriculture and Agro-industry**

Agriculture was the largest contributor to GDP in 2010 with 61.5 per cent of total output (Table 2.1). However, the sector is mainly subsistence farming and is limited by the small scale of commercial projects. It is the most important sector in terms of employment generation, with almost two-thirds of the population employed as smallholder farmers (Arai et al., 2010). The Government's focus on self-sufficiency in rice production and a major bioethanol programme is expected to improve farmers' conditions.

Agriculture also attracts substantial Foreign Direct Investment (FDI) through concession agreements for oil palm production, sugar, and fisheries. International donors are supporting several projects. For example, in April 2011, the African Development Bank approved a loan of EUR 25 million to finance the Addax Bioenergy Sierra Leone project. In May 2011, the World Bank agreed to provide grants totalling USD 42 million in support of two other projects in the agriculture sector (the West Africa Agricultural Productivity Program [WAPP] worth USD 22 million, and an additional financing of the Rural Private Sector Development Project [RPSDP] worth USD 20 million). The RPSDP, which is seeking to rehabilitate around 1,500 kilometres of feeder roads, is expected to increase household incomes and create local jobs by increasing yields, production and exports (AfDB et al., 2012).

### Skills Development in "traditional" agriculture:

According to the Deputy Director General of the MAFFS, the main issues concerning skills development in the rural parts of the country are the following:

- If the National Agricultural Training Centre, to be upgraded at the university level, provides certificate and diploma holders, the training needs of the rural population are at lower skills levels.

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<sup>98</sup> See new UNU-WIDER book on Fragile States presented at the CSAE 2012 conference in Oxford.



- Some private training centres are being put in place at the secondary level, after accreditation by the Ministry of Education, in order to fulfil the booming demand for better skilled workforce.
- That is why the in service training modules as delivered through GIZ, IFAD and FAO are of a prime importance. Their goal is to transform small holders into commercial farmers, targeting especially youth.
- The goals of these interventions are to regenerate the rural economy, via the modernisation of the agriculture and the development of the skills and crafts necessary for the creation of some agriculture related services (mechanics, transportation means, construction of houses etc.).
- These goals can't be reached without modifying the migration patterns (IFAD is running some projects in the Eastern parts of the country), and by developing the transportation infrastructures.
- Because of decentralisation, the districts are now in charge of implementing many of these goals, but don't all have the management capacities to do so. IFAD is trying to improve the situation in some parts of the country.
- All types of NGOs are active in the rural areas. For quality control reasons, they need to be registered and include a SD component in any project they intend to implement (an NGO mapping is underway).
- The cross-border trade is very important in this part of West Africa. That is why Sierra Leone supports the ECOWAS rural policy, i.e. via the WAPP that allows knowledge sharing between seven countries in the sub-region. The country is also a member of the Manu River Union that is supported by JICA for food security in the member countries.

The segmentation between “traditional” agriculture and “modern” agriculture we are using is obviously over simplistic as farmers, depending on the situation and period in which they find themselves, will demand different skills. While subsistence farmers might ask for training in basic agricultural skills (e.g. how to diversify crops, how to store food, how to deal with environmental risks), organising skills (how to set up an effective farmer group) and basic economic skills (how to run your farm as a business), medium-sized farmers might demand more advanced agricultural and business/management skills (e.g. how to specialise in certain products and find a niche in the market, how to rationalise production and ensure a guaranteed delivery to customers). This diversity of rural conditions has to be taken into account by the different organizations that intervene to support agricultural development, to avoid the drawbacks of a dual vision of a modernisation process.

#### FDI, MNEs and Skills Development in “modern” agriculture and agro-food industry:

Production is mostly for local consumption, in particular flour and beverages. Companies have expressed interest in expanding up the value chain or diversifying their product lines but the investment climate and business environment need to be strengthened to accommodate advanced technologies. Furthermore, the supplier base needs to expand—currently at least 85 per cent of inputs must be imported although many could be produced

locally. Those involved in palm, cocoa, and bio-energy are just beginning their activities and anticipate the Government will attract other FDI to the sector in the coming years, particularly in rubber, as well as rice, coffee, and cassava (Arai et al., 2010). The Government is also looking to expand in other sub-sectors, including sugar plantations for both consumable goods and ethanol; biofuel and biodiesel; and growing rice together with other crops such as cocoa, coffee, and oil palm. FDI in agriculture is expected to grow, but not without adequate infrastructure, including roads, electricity, water, and telecommunications. There are a total of nine Multi National Enterprises (MNEs) operating in agriculture. These companies are headquartered in various countries, including Canada, China, Great Britain, the Netherlands, Portugal and Switzerland. Production ranges from sugar, flour, and beverages to palm oil, cocoa, and bio energy. They also vary a great deal by size. MNEs in this sector are producing mainly primary commodities and raw materials for export, with very little processing done in the country. There are MNEs engaged in light manufacturing; however, ingredients are imported, as companies are unable to find the necessary products in the country, hindering job generation.

The Government thinks that Special Economic “Opportunity” Zones are a potential solution for expanding up the value chain of some industries. It has accepted a public-private partnership named First Step, involving World Hope International (see Box 1). The sustainability of such a project depends of the socio-political stability of the country, as demonstrated in the case of Madagascar.

**Box 1 - The First Special Economic Zone in Sierra Leone**

FIRST STEP is a for-profit subsidiary of the Government and World Hope International (WHI) that manages the new low-tax (industrial) Special Economic “opportunity” Zone (SEZ). This public-private partnership is leveraging the substantial presence and experience of WHI, a US-based Christian non-profit international development agency in Sierra Leone. Its aim is to reduce the risks and costs for international businesses to establish export processing activity, as it is located on a large 54 acres tract of land, 40 km east of Free Town on the main highway leading directly to the farming areas and approximately 20 minutes’ drive from Sierra Leone’s principle international container seaport. It is the first and only American-owned and operated SEZ on the continent.

FIRST STEP is leasing space in the manufacturing SEZ to businesses that wish to export. As the SEZ aims to attract FDI by providing an array of special incentives for businesses that locate in the SEZ, including a 3-year corporate tax holiday, it will leverage the country’s vast natural resources to provide employment opportunities for residents. At the same time that jobs are created, FIRST STEP works to ensure that the people holding those jobs will have the opportunity to develop their personal capacities with work and life skills training that will take place in the SEZ. From its U.S. headquarters, FIRST STEP is actively recruiting firms to locate part of their global production value chains in the SEZ to ensure that value addition will be happening. FIRST STEP is e.g. focusing its recruitment efforts on businesses that are intensive in the use of labour.

Africa Felix Juice (AFJ) successfully began its operations in April 2011 and is FIRST STEP’s anchor tenant. AFJ is a Joint Venture between Africa Felix Ltd (of Sierra Leone), Tropical Food Machinery (of Italy), and FIRST STEP Economic Opportunity Zone, Inc.

Six of the nine MNEs operating in agriculture interviewed by Arai et al. (2010) indicated that 80 per cent of jobs are unskilled, requiring minimal training, especially for light manufacturing. Many of the MNEs interviewed praised the high level of motivation of employees, including youth, but lamented the low level of education and experience hindering recruitment of locals for supervisory, managerial, and senior positions. Table 2 outlines the skills needs within the current categories of jobs.

*Table 2: Positions available and skills needs of MNEs in the agriculture sector*

Position	Nature of Job	Skills needs/ Gaps
<b>Farmers</b>	Clearing and raking of land, sowing, and planting seeds	Literacy, particularly strong English skills; an understanding of plant spacing; experience working on a farm.
<b>Land clearers</b>	Physical endurance, the ability to use a machete to clear land and carry heavy weight	The skills gap for land clearers includes literacy and knowledge of English; ability to calculate the amount of land needed to be cleared; time management.
<b>Manufacturing workers</b>	Predominantly repetitive work: washing, cutting, trimming, and sorting, using equipment to perform these duties	Skills gap include sufficient literacy to operate machinery; English.
<b>Feeders</b>	Predominantly repetitive work: feeding materials into and from machines in a production line	Skills gaps include literacy; time management; and the ability to work with others.
<b>Shift leaders</b>	High level of literacy for tasks such as scheduling employees' hours and shifts	Skills gaps include literacy; soft skills; time management.
<b>Plantation/Factory managers</b>	Several years of experience working on plantations.	The ideal profile for this position includes university or advanced degrees; experience managing plantations/factories and people; understanding of agronomical principles in relation to business objectives. The current skills gap here include finding degreed candidates with several years experience and knowledge of current technologies to maintain equipment.
<b>Supervisory staff</b>	Several years of experience working on plantations	The skills associated with this position include university or advanced degree; experience managing employees; management, including human resources management; soft skills, particularly listening and delegating. The skills gap outlined by MNEs includes soft skills, candidates with university degrees and management skills.
<b>Accounting</b>	Processing of payments and invoices, assistance on all financial aspects of the company including payment of staff and vendors	The skills and requirements for this position include university degree, knowledge of basic accounting principles, bookkeeping, computer skills, and basic mathematics. The skills gap identified by MNEs includes knowledge of basic accounting principles, basic knowledge of math, and computing.

Source: Arai et al., 2010.

MNEs believe that improvements in the quality of education and infrastructure will result in a shift in production in this sector, thus giving rise to vast job opportunities for youth. These

changes will not happen immediately. However, there will be opportunities for those equipped with appropriate skills and a willingness to relocate to rural areas as the sector gradually advances. The potential for specific jobs in the agriculture sector are outlined in Table 3 along with the necessary skills for each of the job categories.

*Table 3: Potential skilled jobs in the agriculture sector as identified by the MNEs interviewed*

Position	Required Skills
<b>Farmers</b>	Literacy; ability to plant, cultivate, and harvest crops; understanding of crop rotation; knowledge of farming equipment.
<b>Plantation supervisors</b>	High school or university degree; experience working on farms or plantations; ability to manage people, schedule, assign, and supervise the work of employees.
<b>Agronomists</b>	Advanced degree in plant genetics, plant physiology, meteorology, or soil science; experience in managing plantations.
<b>Engineers</b>	Electrical, mechanical, and computer engineers with advanced university degrees; experience developing new products and devices; knowledge of more efficient production methods.
<b>Bio-fuel engineer</b>	Advanced university degree, particularly in biochemical engineering or biotechnology; experience designing, assembling, and operating biomass equipment.
<b>Product development specialists</b>	University degree in agriculture; knowledge and skills in crop production, identification of weeds, machinery operation, trial methodology, and insects and crop diseases.
<b>Heavy equipment operators</b>	University degree; experience operating and maintaining heavy equipment such as caterpillars, sprayers, combines, harvesters, planters, seeders, and tractors.
<b>Civil and irrigation engineers</b>	Advanced university degree in engineering; experience and knowledge in planning, designing and overseeing the construction or irrigation projects, particularly for transportation and distribution of clean water to plantations and farms.
<b>Quality control specialists</b>	University degree and understanding of farming principles; experience identifying and auditing products, working on plantations or farms.

Source: Arai et al., 2010:21.

As Table 3 shows, the need for experienced and skilled labour will increase as the sector develops and advances. And it is anticipated that more advanced skills will be needed in research and design, sales, management, and manufacturing, depending on the future development trends in the sector. Each of the companies interviewed stated that they provide training to their employees, particularly in English language skills (Some of them were doing that 50 years ago). Some have tried to motivate employees to go back to school; however, continuing education programs are not widely available. Many believe that the type and quality of training they provide to their employees is better than the local education system primarily because the schools do not have the necessary equipment, trainers, or technology to provide for adequate training.

Some MNEs like ADDAX (Bio-energy, Geneva based) have also created partnerships with authorities at the local level to address these gaps, sometimes with international development partners, to improve the skills of youth and their families in the local labour market. Although MNEs have made investments to address the skills gap and induce youth to relocate, they believe that health and education, provision of training and improvement of infrastructure are the responsibilities of the Government and their role as private entities is



limited to concentrating on their bottom line and ensuring that they are equipped with the necessary elements to run their businesses (Arai et al., 2010).<sup>99</sup>

Nevertheless, they may sign some collaborative agreements with the Government whereby their skills provision is offered in exchange of some facilities. But these agreements are sometimes considered as too short term as they are generally valid for only five years – an insufficient length of time for securing sustainability in the field of human resources supply. In the short term consequently, these firms have to recruit some workers in other African and Asian countries, creating concerns in the Government about their willingness to recruit national workers while, at the same time, the costs of highly skilled experts is becoming a problem for the firms. This situation refers to the crucial, complex and strained situation of TVET in the country and to the difficulty to elaborate a national policy when confronted to a continental/international mobility of skilled labour force imposed by the very nature of the FDI made in agriculture.

That is why the Government has enforced on 1<sup>st</sup> February 2012 a Local Content Law that aims to promote the growth of the domestic private sector by creating linkages with foreign direct investments through increased use of Sierra Leonean local content. This implies:

- Use of local resources – generic for all sectors: mining, agriculture etc.
- Procurement to benefit Sierra Leone SMEs
- Transfer of knowledge and skills from large foreign and domestic investors to local SMEs
- Employment to comply with the following rules:
  - 20 per cent of all management should be occupied by Sierra Leoneans
  - 20 per cent of all middle-level management should be occupied by Sierra Leoneans [that includes the Diaspora with dual citizenship]
- Equity of participation.

The effects of this Law on the skills situation in the sector, as well as in mining are obviously not yet known.

### **C. Mining (Large-scale and Gemstone)**

Sierra Leone is rich with mineral deposits, including diamonds, iron ore, rutile, bauxite, gold, platinum, nickel, and ilmenite. The industry and mining sectors will be the main drivers of GDP growth going forward. Currently, Mining accounts for 20 per cent of GDP (table 2.1 above) and 80 per cent of domestic exports and is the second most important sector for employment and income generation. There are three sub-sectors: (i) large-scale production of non-precious minerals; (ii) large scale production of precious minerals; and (iii) artisanal and small-scale production of precious minerals. Despite the country's efforts in attracting new investment, most mining remains non-capital intensive. Real GDP growth, including iron ore, is projected to reach 51.4 per cent in 2012 and exports will quadruple in 2012. At present, iron ore production is minimal, but following the discovery of 10.5 billion tons of high-grade iron ore deposits at the Tonkolili mine. The completion of phase I of the Tonkolili project in 2012, with a total investment of USD 1.4 billion (63 per cent of 2011 GDP) provided by African Mineral Limited through equity and issuance of debt, will have a

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<sup>99</sup> Confirmed through our interview with ADDAX in Geneva in June 2012.

significant impact on economic activity. It will help to diversify the country's mining sector, which has been based mainly on diamonds, and will significantly enhance its contribution to exports and GDP. This will make Sierra Leone one of Africa's largest iron ore producers in the next five years, as two other large mining projects (Marampa and Bembeye) are also planned.

At present, there are only five mining companies active in the diamond, gold, and mineral sectors that operate fully in Sierra Leone, largely due to the cost of building roads, rail links, port facilities and large-scale electricity generators. And a number of companies have closed since 2008, mainly due to financial mismanagement. While the majority of these five MNEs are British, some are Canadian and South African owned. The companies interviewed by Arai et al., (2010) are highly experienced in working in the Sub-Saharan Africa region and have mine sites all over the continent.<sup>100</sup> Yet, unlike their other mine sites, they have not established value-added manufacturing due to the lack or the instability of existing infrastructure, and thus focus primarily on basic mineral extraction; and some are still in the exploratory stage. These companies range in size from as little as 60 to over 600 full-time employees.

Since mining has had serious implications for the country's political and economic history, the Government has initiated a new Mines Act to ensure the proper use of revenue from minerals, exploration licenses, and guidelines on the '*specific duties, responsibilities, and conduct of those charged with administering the Act*'. It is to be noted that no reference is made to skills development. With such a formal policy in place, the mining sector is expected to be more transparent and better managed, generating revenue and offering employment opportunities, especially for youth (Arai et al., 2010).

#### Skills situation:

Although there are numerous types of positions available within the sector, skills gap continues to be an issue. Careers in mining demand specialized skills that call for a high degree of training and soft skills. MNEs have commented on the skills gap within the current positions in the mining sector. Table 4 outlines the skills still in need by the MNEs interviewed.

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<sup>100</sup> We repeatedly requested to get an interview with London Mining and African Minerals both in Freetown and in London, but received no response from either company.

Table 4: Positions available and skills needs of MNEs in the mining sector

Position	Nature of Job	Skills Needs/Gaps
<b>Truck drivers</b>	Drive trucks	High degree of literacy, training in commercial driving with accreditation and hazardous-material driving certification. Knowledge and experience in maintaining equipment.
<b>Miners</b>	Carry minerals from the depths of the mines; loading trucks	Literacy, English, knowledge and experience in using machinery for excavating minerals.
<b>Heavy machinery operators</b>	Operate heavy machinery such as caterpillars, excavators, and bulldozers.	Minimum requirements for this position is a high school diploma. Operators are provided basic training in maintenance and driving. The missing skills under this position include literacy, experience in operating heavy machinery, and knowledge of how to maintain and repair equipments.
<b>Land Clearers</b>	Clear land and plantations using a machete, carry heavy loads	Requirements for this position are literacy, ability to calculate the amount of land needing to be cleared, to work with others and time management. The primary skills gap identified by MNEs is and literacy.
<b>Pickers/sorters</b>	Pick diamonds from debris; sort them by size and in some cases by colour	The minimum requirements for this position are English and literacy. According to MNEs, English is the largest skills gap.
<b>Geologist</b>	Determine mineral makeup and rock formation in an area.	These positions require trained geologists with university degrees and at least 3 to 5 years of experience in mining and mineral exploration. These positions are usually filled by expatriates as local geologists are difficult to identify.
<b>Accountant</b>	Process payments and invoices; assist with all financial aspects of the company including payment of staff and vendors	The skills and requirements for this position include university degree, basic accounting, bookkeeping, computer skills, basic mathematics. MNEs have noted difficulty in identifying candidates with basic knowledge of math, accounting and computing.
<b>Civil and Electrical Engineers</b>	Examine sites to determine land foundation; design and plan construction sites	These positions require a university degree in engineering; experience designing, planning, and constructing mine sites. The skills gap here includes degreed candidates with experience in engineering and mining.
<b>Operations Managers</b>	Manage daily operations; work closely with engineers, geologists and scientists to ensure business objectives are met	The skills required for this position include having an advanced university degree; experience in administration, financial operations, and knowledge of mining operations. Skills gaps include candidates holding degrees with several years of experience in managing staff and large financial portfolios.
<b>Mine Surveyors</b>	Determine terrestrial or three-dimensional space position of points and the distances and angles between them on the earth's surface	The skills requirements include engineering degrees with specialization in surveying. These positions are usually filled by expatriates as MNEs noted difficulty in identifying Sierra Leoneans with degrees and experience as surveyors.

Source: Arai et al., 2010:26.

Applicants are motivated and ready to learn and take on positions; however they are not equipped with the necessary skill-sets for the sector. There is a huge disconnect between what is being taught in schools and what MNEs need - workers who have received a quality education that combines practical knowledge with theoretical principles. The lack of specialized institutions with up-to-date technology is also preventing the sector from becoming more modernized and from engaging in more value-added production and



services. Companies are compensating by providing in-house training themselves. One company is in the process of re-building an on-site training centre equipped with the necessary technology and staffed with knowledgeable expatriates. Some MNEs have hired away skilled nationals from other firms. Although the skills gap poses challenges in recruitment, the greatest issue, as with agriculture, is that most workers are not willing to live in remote mining areas (Arai et al., 2010).

Companies see some future possibilities of downstream manufacturing in the mining sector along with an increase in the categories of jobs. Table 5 outlines the potential skilled jobs in mining if improvement in the educational system and the advancement in this sector could be realized.

*Table 5: Potential skilled jobs in the mining sector as identified by the MNEs interviewed*

Position	Required Skills
<b>Gemmologists</b>	The specialized skills associated with gemmology include appraising gems and special stones and understanding the scientific makeup of precious stones. Gemmologists also design jewellery, grade gemstones, and own jewellery stores.
<b>Jewellers</b>	The specialized skill associated with jewellery includes the ability to and knowledge in goldsmithing, engraving, stone-setting, and other specialized skilled learned from specialized training institutions and on the job.
<b>Geologists</b>	Geologists play a major role in the mining industry as they are responsible for studying the earth and determining mineral makeup including rock formation and the types of minerals that actually exist in the chosen area. With an increase in students studying this science, more Sierra Leoneans can take over geologist positions.
<b>Heavy Machine Operators</b>	As stated above, operators generally use heavy machinery. Most of these positions are filled by expatriates, but with the right amount of training and education Sierra Leoneans could fill the posts.
<b>Operations Managers</b>	These senior positions require years of experience and advanced degrees in science and business administration; however, for now are they primarily held by expatriates.
<b>Engineers</b>	The necessary skills for this position include advanced degrees in engineering along with practical experience.

Source: Arai et al., 2010:28.

The potential jobs outlined in Table 5 reflect both present and future opportunities within the sector. There are potentials for supply chain development. A new industry requiring specialised skills could also emerge. Like in the agricultural sector MNEs, many of the positions, which are currently available in the country, are those that are held by expatriates and require specialised training and experience. These positions have the potential to be assumed by the local labour force should training institutions reform their programmes accordingly, generating the skilled labour needed in the sector. Gemmologists and jewellers would be in demand should value-added manufacturing take place in the country. However, without the necessary infrastructure and skilled labour to meet the potential demand, such expansion and diversification have yet to be realized (Arai et al., 2010).

## 4. Education and Human Development

Sierra Leone has a web of legislation and policies that are all geared towards providing access and functional quality education. They are as follows:

- The New Education Policy for Sierra Leone (1995)

This is a compendium of all policy matters and practices grafted from most of the legal documents on education existing prior and up to 1995. It is an instant guide to all in education.

- The Tertiary Education Commission Act (2001)
- The Polytechnics Act (2001)

This Act established polytechnic institutions and the Polytechnics Councils. Among its functions are control and supervision of polytechnic institutions; provision of instruction for learning, research and documentation of knowledge. It also grants diplomas and certificates through the NCTVA; it determines the content of instruction, manages student admission and staff employment

- The National Council for Technical, Vocational and other Academic Awards (NCTVA) Act (2001)

This Act establishes an independent body whose main functions are to validate and certify awards in technical and vocational education and teacher training; accrediting technical and vocational institutions and advising the Ministry of Education on TVET and teacher training curriculum areas. It also provides the basis for the conduct of examinations for pupils of the Technical and Vocational Secondary Senior School pursuing the National Vocational Qualification course.

- The Education Act of 2004

This is the key legislation guiding education. It is based on its predecessor the Education Act of 1964. It outlines the structure of the entire education system from pre-primary to tertiary level including education for girls and women as well as special needs education.

- Moving Education Forward – Education Policy 2007

This Policy revises, refines and takes forward the 1995 Policy. It encapsulates the essential elements of the legislations passed into law after 1995 and adds new directions and thinking part of which is captured in this document. It is more comprehensive and forward looking than all past policies (GoSL, 2007a).

Over the last few years, the Government focused on the expansion of access to and improvement in the quality of basic education through several reforms, including: streamlining and re-organising the educational institution network at all levels; implementing teacher-training programmes; and reviewing school programmes. As a result of government action to support free tuition, payment of examination fees, increases in the number of schools and increasing awareness of the importance of education, the primary net

enrolment rate was 101 per cent by the end of 2007, in excess of the 67 per cent target. However, the continued practice of early marriage for girls and commercial activities such as street trading and mining inhibit enrolment past basic education; the junior secondary school net enrolment ratio stood at 21 per cent, reflecting a shortfall of the targeted level by 8 per cent. The primary and secondary pupil-teacher ratios are high and the targets for textbook-to-pupil ratios have also not been achieved. Results on progress related to MDG 2 on Universal Primary Education are inconclusive because of the lack of data to track progress (AfDB et al., 2012).

The consequence is that many children are out of school, too few complete their schooling and fewer get a quality education (AfDB et al., 2011). Traditionally the economics of education focuses upon schools' role in producing skills and behaviours. Their analysis suggests that school systems performance depends upon both schools and students: recognizing that students are like employees does this. Hence school performance depends upon both school value-added and managing expectations regarding future rewards for students. If students have no future, then no matter how good the school, they will not "*drink from the foundation of knowledge*" (Bishop, 2006). This has serious consequences on the willingness and capacities, without even referring to the possibility, of youth to undertake any further education/training activity. This apply obviously to TVET and contributes to the ever declining social status of a field which tends to attract – especially in the public sector –the students who can't receive some kind of general post basic education.

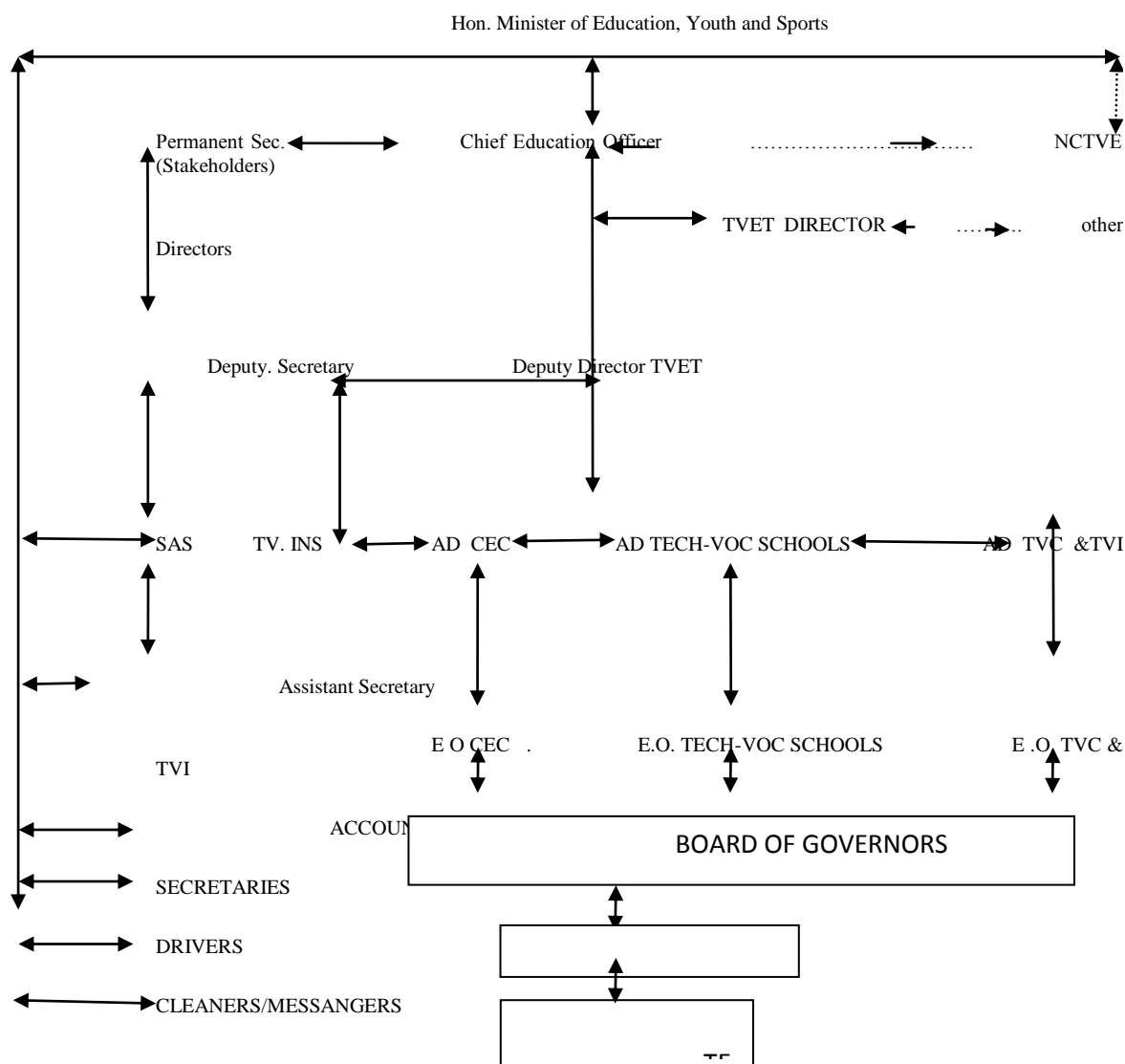
- The Education Sector Plan: A Road Map to a Better Future (2007-2012).

Based on the situation described above, this document focuses extensively on improving access to, quality and efficiency (via incentives for self-employment) of skills training in TVET institutions (including through internationally recognised accreditations for TVET offerings), and outside the formal TVET sector (MESY 2007). This last point is illustrative of the progressive enlargement of the MESY perspective from "traditional" TVET not only to non-formal education but also to skills development. The Education Plan more than doubles the budget for skills training, though it notes that much of this will have to come from further donor funds. Objectives include "*meeting skills training needs and the provision of a literate and skilled middle level manpower,*" which the Plan aims to address through increased dialogue with businesses and industries on skills they would want school graduates to possess, employer sensitisation about accredited certificates, and curriculum harmonisation. Recent reviews of the sector (see, for example, MESY 2011) note that a greater focus needs to be placed on equitable access to literacy and skills training (particularly for school drop-outs) (Engel, 2012).

The present difficult state of general education (poor quality teaching, drop outs, out of school children..) as well as of TVET (not enough investment; institutions poorly funded and under resourced; need for informal sector apprenticeship to be upgraded and supported with a focus on the apprenticeship arrangements; poor quality of human capital; low functional literacy; need to orient people away from specialisation...) should be seen in the context of articulated education and skills development policies aiming at human capital development to promote inclusive and sustainable social and economic growth. This objective should therefore be considered an issue of major concern to the authorities in implementing the forthcoming PRSP-III 'Agenda for Prosperity (2013-2017)'.

## Annex 5a: Sierra Leone's TVET policy coordination structure

### ORGANOGRAM OF TVET DIRECTORATE

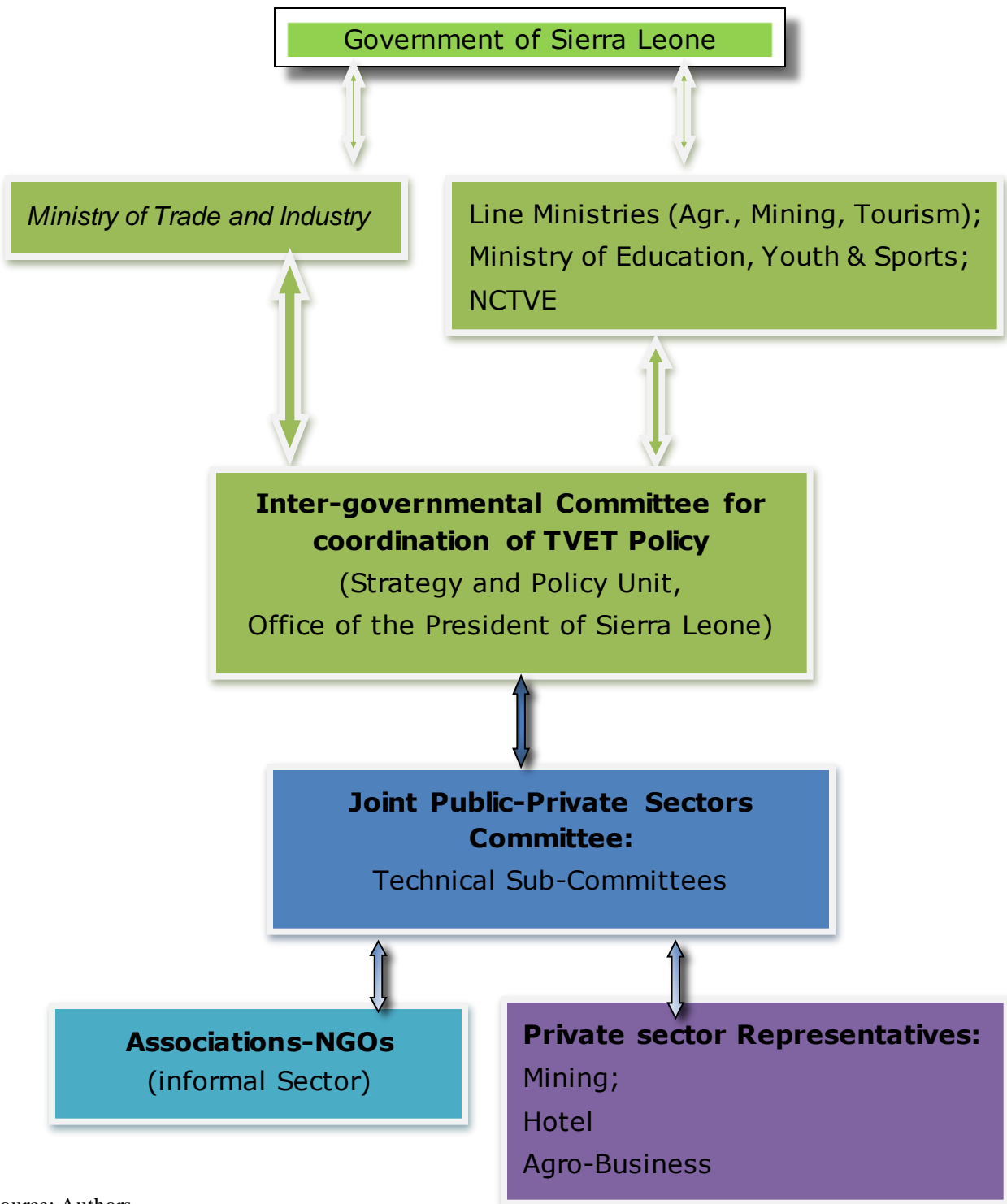


#### KEY

S A S	-	Senior Assistant Secretary
AD CEC	-	Assistant Director, Community, Education Centre
E O CEC	-	Education Officer, Community, Education Centre
E O TECH-VOC SCHOOLS	-	Education Officer, Tech-Voc Schools
AD TVC & TVI	-	Assistant Director Tech-Voc Centre & Tech-Voc Institutes
E O TVC & TVI	-	Education Officer Tech-Voc Centre & Tech-Voc Institutes
TV. INS	-	TVET Inspectorate

Source: Government of Sierra Leone. 2010

## Annex 5b: Institutional Map for the TVET Policy Coordination



Source: Authors.

## Annex 6: Illustrative Year 1 roadmap for aligning education/TVET with exporters' needs

Issue (an 'early harvest')	Current Status and Baseline Indicators (*tentative pending WG findings)	Objectives
<p>Link education to exporters' needs</p> <p>(Skills needed in potentially high-impact export activities, as identified in analysis and consultations)</p>	<p><b>Progress indicators:</b></p> <p># apprentices in export-oriented activities Current:___</p> <p># students in export management courses Current:___</p> <p># students in courses on production and quality management Current:___</p> <p># students in courses on logistics management Current:___</p> <p># students in trade law Current:___</p> <p># students in auditing and accounting Current:___</p> <p># graduates of applied science courses working in export Current:___</p> <p><b>Eventual Impact indicators:</b></p> <p># of students graduating from these courses who are employed in export activities</p> <p># of skilled people in above categories needed for priority activities: Current___ (based on survey, analysis)</p>	<p>Increased employment in trade-related activities.</p> <p>Improved capacity of firms to increase competitiveness.</p>

Source: UNDP, 2011.



Short-Term Strategic Action (step-by-step approach)	Milestones (with dates)	Targets (end-Year 1)	Accountable Parties
<p>Set up public-private sector <b>Working Group on Education and Trade</b> to analyse issues, conduct consultations, issue recommendations for Ministers and monitor action.</p> <p>Together with Education and Labour Ministries, survey exporters and potential exporters in priority sectors to identify their current and future human resource needs and consult educational institutions on their capacity to meet the needs.</p> <p>Prioritize the needs and determine how to meet them over the short, medium and long terms, using public and private means.</p> <p>Present and discuss recommendations to all relevant stakeholders at a joint symposium.</p> <p>Submit recommendations to relevant entities.</p> <p>Ministers/CEO to request costed Action Plans within 2 months, identifying which recommendations can be carried out with existing resources and programmed assistance.</p> <p>After approval of Action Plans, implement the activities possible with existing/available resources (e.g., curriculum development, apprenticeships, maybe some technical training) to be set in train immediately. Prepare budget and donor proposals for areas requiring additional funding and expertise.</p>	<p>Pro Working Group issues its recommendations.</p> <p>Action Plans to implement priority recommendations completed.</p> <p>Activities to be conducted under existing funding and programmes underway.</p> <p>For others, budget proposals and donor project proposals to be prepared and submitted.</p>	<p>Curricula being developed and funding allocated for new courses, vocational training and apprenticeships.</p>	<p>Accountable for overall achievement: Ministers of Lead Agency for Trade and Education jointly.</p> <p>Accountable parties for implementation of recommendations: to be decided by WG.</p>

Source: UNDP, 2011.



## Annex 7: Donor division of labour in Sierra Leone

Donor Agency	Strategic Priorities			Preconditions for Achieving Strategic Priorities				
	Infrastructure, Energy & Transport	Agriculture	Human Development <sup>a</sup>	Good Governance <sup>b</sup>	Peace & Security <sup>c</sup>	Macro-economic Stability	Private Sector Dev.	Env. & Natural Resource Mgmt.
African Development Bank (AfDB)	X	X	X	X				
Arab Bank for Economic Development in Africa (BADEA)	X			X				
Canada International Development Agency (CIDA)		X	X					
European Commission (EC)	X	X	X	X	X	X	X	X
Global Environment Facility								X
Government of Germany	X	X	X	X	X		X	
Government of Ireland		X	X	X	X		X	X
Government of Italy		X	X	X				
Government of Japan	X	X	X	X	X	X		
Government of The Netherlands			X					
Government of Norway	X	X	X	X				X
Government of Saudi Arabia			X					
Government of Spain		X	X					
Government of Sweden			X	X				
Government of Switzerland		X	X					
Government of UK	X		X	X	X	X	X	X
IDA			X					
International Fund for Agricultural Dev. (IFAD)	X	X						
International Monetary Fund (IMF)						X		
International Organization for Migration (IOM)					X			
Islamic Development Bank (IDB)	X	X	X					
Japanese International Cooperation Agency (JICA)	X		X	X				
OPEC	X							
Open Society Initiative for West Africa (OSIWA)				X				
PBF	X		X	X	X			
Trust Fund for Integrated Framework on Trade							X	
UNAIDS			X					
UNDP		X	X	X	X	X		X

**Continued:**

Donor Agency	Strategic Priorities			Preconditions for Achieving Strategic Priorities				
	Infrastructure, Energy & Transport	Agriculture	Human Development <sup>a</sup>	Good Governance <sup>b</sup>	Peace & Security <sup>c</sup>	Macro-economic Stability	Private Sector Dev.	Env. & Natural Resource Mgmt.
UNFPA			X	X			X	
UNHCR		X	X	X				X
UNICEF		X	X	X	X	X		
US Embassy	X	X	X					
USAID		X	X	X				X
WHO			X					
William and Flora Hewlett Foundation			X					
World Bank	X	X	X	X			X	X
World Food Programme (WFP)		X						

a Human Development includes education, health, HIV/AIDS, water and sanitation, gender, youth employment, social protection

b Good Governance includes decentralisation, public financial management, transparency, accountability, capacity building

c Peace and Security includes humanitarian assistance and justice sector programmes.

Source: UN Sierra Leone. Joint Progress Report on the Agenda for Change, 2010 referred to in UNDP, 2011:44f.

## Annex 8: L'observatoire national de l'emploi et de la formation- Burkina Faso

The first half of the 1990s saw the emergence of employment observatories in the French-speaking African countries, with the objective of improving the LMIA system and making information a genuine decision-making tool. In Burkina Faso, the National Employment and Vocational Training Observatory (ONEF) was set up in 2001 to *coordinate labour market and vocational training information system (LMVTIS)*. It was placed under the authority of the Ministry of Employment in 2006. As *a component of the national monitoring system*, ONEF has a key role to play in *monitoring labour market indicators*, analysing them and generating timely information to influence decision-making processes (Sparreboom and Albee, 2011).

The Ministry of Youth and Employment (MYE) in Burkina Faso has made consistent strides to keep pace with the establishment of a national monitoring system and the use of results-based budgetary tools. An Employment Observatory (EO) was set up and *a dozen indicators*, among them the new MDG employment indicators, were identified to *better integrate employment in the monitoring system of the national development strategy (NDS)*. A study on overall employment and poverty trends, carried out in 2009, *informed the diagnostic part of the NDS*. Finally, a public expenditure review (PER) and a programme budget for the MYE were prepared in 2010 on the basis of performance indicators for the medium term. Nevertheless, according to Sparreboom and Albee (2011) major institutional challenges remain in order to *set up a reliable LMIA system within the national development monitoring system*, in such a way as to place employment at the heart of the decision-making and budgetary process.

12 principal indicators, among them the four MDG employment indicators, have been identified to monitor employment trends. These indicators cover *four dimensions of the labour market*:

- Volume and structure of employment:
  - the employment-to-population ratio (EPR) (MDG indicator) is complemented by
  - an analysis of the employment distribution by sector.
- Underutilization of labour, labour productivity: measured by
  - the level of unemployment and
  - underemployment, complemented by
  - the share of young people neither in education nor employment, and
  - the labour productivity growth rate (MDG indicator).
- Quality of employment:
  - the rate of vulnerable employment (MDG indicator) is complemented by
  - the share of unprotected jobs of wage workers;
  - the working poverty rate (MDG indicator) is complemented by
  - the share of “bad jobs”.

- Public employment promotion efforts: measured by
  - the proportion of public expenditure allocated to employment policies by the MYE.

These indicators can be broken down by age, level of education, sex and urban/rural areas, as appropriate, and are all *calculated based on national surveys*:

- surveys of household living standards 1998 and 2003, and
- surveys of core welfare indicators 2005 and 2007.
- The indicator on public expenditure is based on national budget data (Sparreboom and Albee, 2011).

The analysis of employment indicators suggests a number of recommendations concerning employment:

- Strengthening employment promotion policies;
- *Strengthening vocational training* and adaptation of the needs of the economy;
- Putting employment at the centre of sectoral policies, especially in agriculture (ibid.)<sup>101</sup>

Sparreboom and Albee (2011) raise the following questions:

- How can this analysis and recommendations inform the formulation of policies?
- And is it feasible that employment indicators are monitored regularly so that they are taken into account in the implementation and review of strategies and policies?

An important precondition for this to happen is the establishment of an effective LMIA system, including appropriate institutional arrangements.

Faced with the challenge of creating productive jobs for a population that is mainly young, poorly educated and growing rapidly just as in Sierra Leone, the Government of Burkina Faso has established a new framework that is more favourable to employment promotion (Sparreboom and Albee, 2011).

The previous monitoring system for the Poverty Reduction Strategy (2004-10) relied on a series of 47 indicators, 28 of them general and 19 sectorial.

- The first series included two employment indicators:
  - the unemployment rate and
  - the share of wage employed in precarious employment.
- The second series contained two other employment indicators, relating to
  - the number of jobs created and
  - *the number of recipients of vocational training through support funds.*

These indicators pose problems for two main reasons. Firstly, the use of *the unemployment rate* in the context of largely informal economy such as Burkina Faso only captures one part of the labour market

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<sup>101</sup> Woord en Daad's Expert meeting 'Strengthening the agri-sector through skills development.' 3-5 October 2012, Kampala, Uganda.

challenges, as this indicator says nothing about the lack of decent and productive work among the employed. Lack of decent work is captured by *the indicator on precarious employment*, but only in the case of wage employment, which is a small part of all employment.

Secondly, the use of indicators on *the number of jobs created and workers trained by the support funds* is constrained by the weakness of the monitoring and evaluation system of these funds, such that it is not possible to assess their efficiency and impact with any precision according to Sparreboom and Albee(2011).

As in many countries, the establishment of ONEF was supported by donors, and led to several challenges in terms of institutional efficiency and sustainability. On the one hand, a monitoring and analysis department already existed in the Ministry of Employment. The weakness in terms of this department's capacity was used as an argument to justify *the creation of an ad hoc body*, and donors saw the establishment of the new body as a way to achieve efficiency in the short term. However, Sparreboom and Albee(2011) warn that in the longer term, the risk is that it would entail a *fragmentation of the LMIA system*, with unclear definition of mandates and responsibilities. Moreover, almost 10 years after the creation of ONEF, the Employment Observatory still does not have a clear budget or status, which severely *limits its role as coordinator of the national LMIA* (Sparreboom and Albee, 2011).

While ONEF is in principle well placed to play a key role in the monitoring of employment indicators, the institution faces organizational limitations that force it to operate behind closed doors, resulting in lack of recognition by stakeholders in the national monitoring system. Sparreboom and Albee(2011) suggest that in order to become effective, it is essential for ONEF to become a full part of the national ministerial and public service structure and as such to establish a formal link with the national monitoring system, and in particular with the sectorial and thematic commissions responsible for the annual review of the PRS .

The lessons learned from Burkina Faso's experience show that it may be more effective for Sierra Leone to embark on a process of adaptation rather than the design of an over-ambitious new system. Rather than polarizing efforts on a multitude of indicators that are too complex to be adopted by national actors, it is crucial to

- clearly define the relationships between producers and users of data,
- identify points of inputs into decision-making processes and
- adapt results to the needs of the users for whom they are intended (Sparreboom and Albee, 2011).

This is just as true for countries such as Sierra Leone, where LMIA systems are still at an embryonic stage.

**Annex 9: Conceptual framework for selected policy areas**



Source: EFT et al., 2012:6.



## Annex 10: Categories and types of indicators used in TVET evaluation

Area	Indicators and data Availability		
	Data readily available	Data not readily available	Data often not available
<b>1. Financing</b>	1.1. Spending in formal TVET	1.2. Total TVET spending by student	1.3. Share of companies providing apprenticeship and other types of training (by size of the company) 1.4. Share of apprenticeship and other types of training spending in labour cost (by size of the company)
<b>2. Access</b> Access as opportunities Access as participation Access as transition	2.1 Enrolment in vocational education as a percentage of total enrolment in the formal education system. 2.2. Enrolment by type of TVET programme	2.6 Typology of Admission Policies to formal school-based TVET 2.7 Transition paths from upper secondary TVET education	2.3 Work-based learning participation rate 2.4 Equity 2.5 Unsatisfied demand for TVET 2.8 Policies on articulation with schooling/higher education
<b>3. Quality and Innovation</b>	3.1 Student/teacher ratio in formal TVET and in general programmes 3.2 Completion rate in TVET programmes and in general programmes	3.3 Share of apprentices completing registered programmes as a percentage of all apprentices starting registered programmes 3.4 Share of qualified teachers in TVET and in general programmes	3.5 Relevance of quality assurance systems for TVET providers 3.6 Investment in training of teachers and trainers 3.7 Utilisation of acquired skills at the workplace 3.8 Share of ICT training activities in TVET 3.9 Satisfaction of employers with TVET graduates
<b>4. Relevance</b>	4.1 Employment to population ratio 4.2 Unemployment rate 4.3 Employment status 4.4 Employment by economic sector 4.5 Employment by occupation 4.6 Literacy rate	4.7 Informal employment rate 4.8 Time-related unemployment rate	4.9 Working poverty rate 4.10 Average real earnings 4.11 Number of vacant jobs 4.12 Net job creation 4.13 Youth outside labour force 4.14 Discouraged workers

Source: EFT et al., 2012:10f.

## **Annex 11: General context indicators**

The evaluation of the TVET system should be done within three contextual stages:

1. The **general** (economic, social, demographic) **context**: provides information about the overall situation of the country, in order to place correctly the TVET sector and to have the possibility of making international comparisons.
2. The **general education context**. TVET is a part of the overall education system of the country; its performance is therefore influenced by the overall policies in education. The scope of the “general education context” (including formal TVET) is broader than that of the Ministry of Education. Therefore, when analysing the general education context, it is necessary to include the analysis of policies and activities of non-education ministries and any other organizations that provide formal education services, such as the ministries of labour, agriculture, health, industry, defence, religious affairs, social development, as well as local governments, private bodies, etc., depending on the general education context of each developing country.
3. The **TVET context**: evaluation of the sector, through specific indicators, as compared to the situation in the other parts of the education and training sector, and in the overall social, economic and demographic context (UNESCO, 2012).

## Annex 12: Summary Table of International Studies on the Impact of LMI

Study and Year	Setting and Time Period	Methodology and Data	Main Findings
<b>Evaluative Empirical Studies</b>			
Anderton, Riley and Young (1999)	United Kingdom; March 1986 to October 1998.	<i>Methods:</i> Estimation of generalized matching function. <i>Data:</i> Sources not clearly identified. <i>Sample:</i> Panel of 20 UK regions and 140 months (March 1986 to December 1998).	Gateway job-search program: negative impact of reemployment rate of short-term unemployed in target population, positive impact on long-term unemployed.  Negative impact for non-target populations, but this is likely capturing unobserved trends rather than substitution effects of policy.
Bagues and Labini (2009)	Italy; 1995-2001	<i>Methods:</i> Difference-in-differences regression. Treatment: graduation from a university enrolled in <i>AlmaLaurea</i> , a database of information on graduates for use by employers. <i>Data:</i> Pseudo-panel constructed from ISTAT Survey on University-to-Work Transition, 1998 (for 1995 graduates) and 2001 (for 1998 graduates). <i>Sample:</i> 33,463 obs.	Controlling for other factors, the <i>AlmaLaurea</i> database decreased graduates' probability of unemployment by 1.6 percentage points (most conservative estimate).  It also increased regional mobility (i.e. proportion of graduates who moved to a new region of Italy) by 2.4 percentage points, and increased graduates' monthly wages by about 3 percent. It increased graduates' satisfaction with the knowledge gained at university and their self-perceived job stability.
Bortnick and Ports (1992)	United States; January 1991 to January 1992.	<i>Methods:</i> Comparison of job-search efforts by outcomes, search method, and worker characteristics (sex, age, and race). <i>Data:</i> CPS, 1991.	Most common job search method: direct employer contact (used in 30.4 per cent of search efforts).  Most successful method: private employment agency; least successful method: public employment agency.
		<i>Sample:</i> "Over 32,000" observations; observational unit is a one-month job-search effort.	Results suggest listings of potential employers to contact would be useful form of LMI. People may believe job centres are costly, inaccessible, or useless relative to advertisements and direct contact.
Corson <i>et al.</i> (1989)	New Jersey, United States; 1986-1987.	<i>Methods:</i> Randomized policy experiment; regression analysis. <i>Data:</i> Data from experiment matched with administrative data from Unemployment Insurance Service; a subsample of participants were also interviewed after the experiment. <i>Sample:</i> 11,060 UI claimants; 2,385 in control group received usual services.	Increased job-search assistance led to: - 3 per cent lower annual UI receipts - 0.47 fewer weeks of UI receipts - greater proportion of the subsequent year spent employed - greater earnings (about \$400) over the first two quarters after the treatment  Effects were slightly larger for job-search assistance combined with a cash bonus for reemployment.  Increased job-search assistance delivers net benefits to society because of its positive effects and its low per-recipient cost.
Corson and Haimson (1996)	New Jersey, United States; 1986-1993.	<i>Methods:</i> Randomized policy experiment; regression analysis. <i>Data:</i> Data from experiment matched with administrative data from Unemployment Insurance Service. <i>Sample:</i> 11,060 UI claimants; 2,385 in control group received usual services.	Increased job-search assistance reduced UI receipts only in the first two years following the intervention; the total change in UI receipts (in dollars and in weeks of receipts) over the six-year follow-up period is statistically insignificant.  The treatment had no statistically significant impact on earnings, weeks worked, or the probability of working over the six-year follow-up period.
Decker <i>et al.</i> (2000)	United States (District of Columbia and Florida); 1995-1996.	<i>Methods:</i> Randomized experiment. <i>Data:</i> Data generated by the experiment. <i>Sample:</i> Unemployed UI	Job search assistance programs reduced UI receipts by about 0.5 weeks in the year after participation but had no long-run impacts. Results on the impact of the programs on employment earnings are inconclusive.

Source: Murray, 2010.

		claimants (8,071 in DC, 12,042 in Florida).	
Delander <i>et al.</i> (2007)	Sweden; 1999 to 2002	<i>Methods:</i> Controlled experiment; difference-in-difference regression. <i>Data:</i> Data from experiment; National Labour Market Board jobseeker database. <i>Sample:</i> 565 unemployed immigrants, divided approximately evenly into three groups: private employment agency, enhanced public employment agency, and normal public employment agency (control group).	Impact on rate of reemployment: Estimated impact of services from private agency always negative relative to both enhanced and regular public agency services, but difference never statistically significant.  Impact on probability of being employed after 18 months: Private agency service associated with 20 percentage-point lower probability than enhanced public agency. No significant impact relative to regular public agency.
Dolton and O'Neill (1997)	United Kingdom, 1982-1994	<i>Methods:</i> Randomized policy experiment; hazard models. <i>Data:</i> Data from the experiment matched with Joint Unemployment and Vacancies Operating System data and National Online Manpower Information System data. <i>Sample:</i> Random sample of 8,925 individuals who were approaching their sixth month of unemployment; 582 people selected as control group.	Restart (a job counseling program) reduced unemployment duration in short run; median unemployment duration was 11 months for treatment group, 13 months for control group.  Long-run impact: statistically significant 6 percentage-point reduction in unemployment rate for men; no effect for women.
Dyke <i>et al.</i> (2005)	United States (Missouri and North Carolina); April 1997 to December 2003.	<i>Methods:</i> OLS and fixed effects regression. <i>Data:</i> Panel of administrative data from state welfare administrations. <i>Sample:</i> Female single parents aged 18-65 who were welfare recipients between April 1997 and December 1999. Sample size not clearly specified.	Inconclusive results for impact of job-search assistance. During first 1-2 quarters of participation, impact is negative \$200 to \$400 in quarterly earnings.  In subsequent quarters, different regression specifications give conflicting results. - Fixed effects model: negative impact on quarterly earnings over 16 quarters. - OLS and first-difference models: small positive effects in later quarters.
Fougère <i>et al.</i> (2005)	France; November 1986 to May 1988.	<i>Methods:</i> Construction of job-search model; estimation of model parameters via maximum likelihood methods. <i>Data:</i> "Suivi des Chômeurs" surveys by INSEE, November 1986, May 1987, November 1987 and May 1988. <i>Sample:</i> 5,988 individuals unemployed in November 1986.	Theoretical result: impact of job-search assistance on reemployment probability indeterminate; assistance has positive direct effect, but also lowers intensity of private job search efforts.  Empirical result: positive effect dominates. LMI raises rate of exit from unemployment to employment. Effect is strongest for low-income, low-skill workers because private job search is more costly for them than for high-income, well-educated workers with better informal contacts.
Graversen and Ours (2006)	Denmark; November 2005 to September 2006.	<i>Methods:</i> Randomized experiment; estimation of hazard functions for probability of reemployment. <i>Data:</i> Administrative data from employment service; Danish National Labor Market Authority DREAM Database. <i>Sample:</i> 4,520 individuals who became unemployed between November 2005 and February 2006.	Completing job-search assistance program raises reemployment hazard (i.e. rate of reemployment) by 35 per cent.
Hämäläinen <i>et al.</i> (2006)	Finland; 1997-2004	<i>Methods:</i> Randomized experiments. <i>Data:</i> Data from experiments;	Job-search assistance had no statistically significant impact on monthly employment rates in the short run or the long run.

Source: Murray, 2010.



		<p>follow-up surveys; administrative data from employment service.</p> <p><i>Samples:</i> 1,261 unemployed volunteers in first experiment; 1,017 unemployed participants selected by employment centre case workers in second experiment.</p>	
Koning (2006)	The Netherlands; 2004.	<p><i>Methods:</i> GLS regression analysis.</p> <p><i>Data:</i> Dutch Public Employment Service Benchmarking system.</p> <p><i>Sample:</i> Panel of 124 employment offices and 12 months.</p>	Number of workers per client has a positive and statistically significant impact on the reemployment rate over the six months following program participation, but only among short-term unemployed.
Kuhn and Skuterud (2004)	United States, December 1999 to November 2001	<p><i>Methods:</i> Probit and discrete- time hazard models.</p> <p><i>Data:</i> Computer and Internet Use Supplements to the Current Population Survey.</p> <p><i>Sample:</i> 4,139 respondents who were unemployed at the time of the December 1999 or August 2000 surveys.</p>	<p>Internet job-seekers are more likely to be young, educated, non-black and non-Hispanic, entering unemployment from work or school, and experienced in low-unemployment occupations.</p> <p>Use of the internet has no impact on probability of finding a job within one year. Also, people who use the internet to search for jobs take longer to become reemployed than those who do not, all else being equal.</p>
McVicar and Podivinsky (2003)	Northern Ireland; January 1995 to July 2001.	<p><i>Methods:</i> Estimation of hazard functions for probability of reemployment.</p> <p><i>Data:</i> 20 per cent sample from Northern Ireland unemployment register records.</p> <p><i>Sample:</i> 86,965 unemployment</p>	Significant spike in reemployment probability after implementation of the New Deal policy for both men and women.

Source: Murray, 2010.

		spells, 1995-2001.	
Meyer (1995)	United States (South Carolina, Nevada, New Jersey, Washington and Wisconsin); 1977-1987.	<i>Methods:</i> Survey and synthesis of results from five randomized policy experiments. Treatments involved increased services (including LMI provision) from local job centres.	Increased services at job centres reduce participants' average weeks of UI receipts by about 0.5 weeks. The effect was not always statistically significant. No impact on earnings.  South Carolina experiment: extra services had significant impact only when they included job-search information session; suggests information is important aspect of services.
Neumark (1999)	Four US cities: Atlanta, Boston, Detroit, and Los Angeles; June 1992 to May 1994.	<i>Methods:</i> Regression analysis (OLS and IV). <i>Data:</i> Multi-city Study of Urban Inequality – firm-level data on characteristics of most recent worker hired; limited to jobs not requiring college degree. <i>Sample:</i> 1,291 firms.	Statistical link between starting wage and actual employer-assessed worker productivity is weaker for women than men, while link between starting wage and <i>expected</i> productivity (based on worker characteristics) is the same for men and women. This suggests employers have worse LMI for women than men and cannot form accurate expectations.  Better LMI regarding women and ethnic minority groups could reduce sex- and race-based inequality in starting wages.
Parnes and Kohen (1975)	United States; 1966 and 1968	<i>Methods:</i> OLS regression. <i>Data:</i> Data from interviews conducted in 1966 and 1968 with males aged 14-24. <i>Sample:</i> About 5,000 males aged 14-24.	A five-point increase in occupational knowledge test score (less than one standard deviation) is associated with increases in annual employment earnings of \$140 for white men and \$290 for black men.
Riley and Young (2001a)	United Kingdom; April 1995 to February 2000	<i>Methods:</i> Estimation of generalized matching function. <i>Data:</i> New Deal Evaluation Database and Benefit Agency administrative data. <i>Sample:</i> Panel of 95 New Deal United of Delivery and 59 months.	Suggests impact of 'Gateway' job-search program has <i>negative</i> impact on unsubsidized reemployment, but results not trustworthy.

Source: Murray, 2010.



Stevenson (2009)	United States; 1992-2002	<i>Methods:</i> Panel regression and probit analysis. <i>Data:</i> CPS, 1994-2003; Forrester Research data, 1994-2002; CPS Computer and Internet Use Supplements, 1998, 2001, 2003.	Most online job-searchers find internet useful, but fewer than for newspaper ads and personal referrals. Vast majority of online job-seekers are employed.  Income, education predict internet access, but not internet job-search conditional on access.  State-level internet penetration associated with more job-search methods used by unemployed. Use of internet associated with job-switching by employed, but use of traditional job-search methods is stronger predictor.
Weber and Hofer (2004)	Austria; time period begins in March 1999; end year not clearly specified, but must be earlier than March 2004.	<i>Methods:</i> Estimation of hazard functions for probability of reemployment. <i>Data:</i> Administrative data from Austrian employment service. <i>Sample:</i> 1,820 individuals who became unemployed between March and August 1999 and entered the job-search assistance program at some time during their unemployment spells.	'Hump shaped' relationship between impact of job-search assistance policy and duration of unemployment spell prior to program participation: - Program is most effective for persons who had been unemployed for 5-6 months; job-search assistance increases the rate of reemployment by about 33 per cent. - Estimate of program impact smaller for very short-term unemployed, but difference from maximum not statistically significant. - Impact quickly diminishes to zero for unemployment durations longer than 6 months.  Main point: program effective for short-term unemployed, not for long-term unemployed.
Van den Berg and van der Klaauw (2006)	The Netherlands; August 1998 to February 1999.	<i>Methods:</i> Randomized experiment. <i>Data:</i> Data from experiments; follow-up surveys; administrative data from employment service. <i>Sample:</i> 394 individual UI recipients.	Counseling program had no statistically significant impact on the rate of reemployment. This is true both for estimates of the average impact across all workers and for 'heterogeneous treatment effect' estimates that allow the impact to vary with respect to individual participants' characteristics.
Van Reenen (2003)	United Kingdom; 1997-1998	<i>Methods:</i> Difference-in-difference regression. <i>Data:</i> JUVOS longitudinal sample, 5% of job seekers allowance claimants. <i>Sample:</i> Multiple samples; range from 1,096 to 17,433 individuals. Treatment and control groups defined by location and age.	'Gateway' job-search assistance program for 18-24-year-olds raises probability of reemployment by at least 5.3 per cent (lower bound on impact).  Cost-benefit analysis: net benefits of at least £25.7 million.

Source: Murray, 2010.