

Mission and Vision for Education in Liberia

MISSION

To provide all Liberians with the opportunity to access and complete affordable education of a quality, relevance and appropriateness that meets their needs and that of the nation

VISION

A system of education that is flexible, evolves with time and fully meets the needs and aspirations of the people individually and collectively as a nation

List of Acronyms and Abbreviations

ACS	American Colonization Society
AIDS	Acquired Immuno Deficiency Syndrome
AITB	Agriculture Industrial Training Bureau
ALP	Accelerated Learning Program
ALU	Association Of Liberian Universities
CEOs	Country Education Officers
CETCs	Country Education And Training Councils
CFS	Child Friendly School
CRS	Country Status Report
CWIQ	Core Welfare Indicators Questionnaire
DEOs	District Education Officers
DHS	Demographic And Health Survey
ECD	Early Childhood Development
ECE	Early Childhood Education
EFA	Education For All
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ESDC	Education Sector Development Committee
ESP	Education Sector Plan
ESR	Education Sector Review
EU	European Union
FTI	Fast Track Initiative
GDP	Gross Domestic Product
GER	Gross Enrolment Rate/Ratio
GIR	Gross Intake Rate
GOL	Government Of Liberia
GPI	Gender Parity Index
HDR	Human Development Report
HEIs	Higher Education Institutions
HIPC	Heavily Indebted Poor Country
HIV	Human Immuno Deficiency Virus
IMF	International Monetary Fund
IPRSR	Interim Poverty Reduction Strategy Report
IRC	International Rescue Committee
JHS	Junior High School
JSS	Junior Secondary School
KRTTI	Kakata Rural Teacher Training Institute
LES	Liberian Education System
LISGIS	Liberia Institute Of Statistics And Geo- Information Services
LPERP	Liberia Primary Education Recovery Program
LSMCs	Local School Management Committees
LTTP	Liberia Teacher Training Program
MDGs	Millennium Development Goals
MOE	Ministry Of Education
MOF	Ministry Of Finance
MOU	Memorandum Of Understanding
MOYS	Ministry of Youth And Sports
MPEA	Ministry Of Planning And Economic Affairs

The Education Sector Plan of Liberia - A Commitment To Making A Difference

List of Acronyms and Abbreviations

MTEF	Medium Term Expenditure Framework
NCHE	National Commission On Higher Education
NER	Net Enrolment Rate
NGOs	Non Governmental Organizations
NIR	Net Intake Rate
NSC	National School Census
NSDS	National Strategy For The Development Of Statistics
OSI	Open Society Institute
PCR	Proxy Completion Rate
PEMFAR	Public Expenditure Management and Financial Accountability Review
PFMU	Project Financial Management Unit
PRS	Poverty Reduction Strategy
PTAs	Parents Teacher Associations
RTI	Research Triangle International
RTTIs	Rural Teacher Training Institutes
SFA	School Fee Abolition
SHS	Senior High School
SMCs	School Management Committees
SSS	Senior Secondary School
TTCs	Teacher Training Colleges
TVET	Technical Vocational Education and Training
UL	University Of Liberia
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Education Scientific and Cultural Organization
UNHCR	United Nations High Commissioner For Refugees
UNICEF	United Nations Children Fund
UPE	Universal Primary Education
USAID	United States Agency For International Development
WASSCE	West African Senior School Certificate Examination
WB	World Bank
WAEC	West African Examinations Council
WFP	World Food Program
WVSTCT	William V.S. Tubman College Of Technology
ZRTTI	Zorzor Rural Teacher Institute

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REPUBLIC OF LIBERIA

THE PRESIDENT

Foreword

Education changes lives. It is the principal instrument employed by our government to Liberia. I welcome the Education Sector Plan (ESP) which, if properly used and implemented, will bring about significant and positive change in the education of all of citizens, especially the children who are the primary beneficiaries.

Unlike other education plans which preceded it, the ESP is built around a model that simulates the situation of education in the country currently and in the years to come. The model allows for updating and correcting errors in numbers and assumptions so that present and future needs can be estimated more accurate. The ESP is comprehensive and sector-wide in nature. It provides background information on education in Liberia that cannot currently be found in any other document.

I am particularly pleased to note that the ESP clearly spells out the main policy goals, strategies, priority actions, targets and indicators for education up to the year 2020. Special attention is given to accelerated progress aimed at significant achievement in the Education For All (EFA) and Millennium Development Goals (MDGs) for education by the year 2015, despite limited resources.

Successful implementation of the ESP depends upon support by all Government units and not just the Ministry of Education. It will also depend upon the full participation and cooperation of the people of Liberia. I am however heartened by the degree of involvement of the public and other units of government in the formulation of this document through the extensive consultation that took place. In short, I am confident that this is a document of the people of Liberia and that public support for its implementation is assured. I am equally confident of the support of our partners who by their endorsement have signalled their commitment to successful implementation of the plan.

It is my hope that all who read the ESP will realize that it is a 'living document' designed to evolve, change for the better, and in years to come, give rise to other plans and activities signalling not only the functioning of a proper system of education in the emergence of a new Liberia.


Ellen Johnson Sirleaf



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Acknowledgement

We have longed for the day that we would possess a sector-wide plan for education. Our desire is based on a realization that we need to change education in Liberia for the better. Using the plan, we intend to address issues of access, quality, disparity, gender balance, planning, management and governance, and financing of education. Most importantly, this document, and the simulation model that underpins it, will be employed as a guide and handbook in our quest to achieve our goals for education in the short, medium and long term. In particular we intend through this plan to make significant progress towards the achievement of MDG and EFA Goals No. 2, improve the quality of the teaching staff and programs at the primary and post-primary levels as well as increase access, retention and completion at all levels but with a special focus at the primary and junior high school (basic education) levels. Cognisant of the fact that the education system as a whole requires attention we intend to bring about an increase in the relevance, availability and improvement in the quality of skills training and TVET as a whole whilst at the same time improving on the quality of the teaching staff and programs of higher education. Given that the success of interventions in education is dependent on the quality of oversight and management provided, we also give high priority in the plan to the development of institutional capacity for management at the central, regional and local levels.

Putting this document together has not been an easy task. In addition to our own human and financial resources, we have had to make use of the support of many of our partners. In alphabetical order with the lead agency listed first, these partners are: UNICEF, EU, IRC, OSIWA, Plan International, SCUK, UNESCO, USAID, World Bank and WFP. Sister ministries led by the Ministries of Finance (especially the Budget Bureau), Planning, Youth and Sports and Internal Affairs also made significant contributions to completion of the document. The role of both houses of the legislature in particular the Education Sub-Committees, deserve special mention.

The individuals contributing to the drafting of this document are many. Key among these are members of the national drafting team led by Levi Zangai initially and subsequently by Eugene Jappah, under the overall direction of Honorable Prof. James E. Roberts, Deputy Minister of Education with responsibility for Planning, Research and Development. Team members consisted of Cherbertue B. Quayeson, Dormu Farwenee and Saku Dukuly. They were assisted at various times by Lorpu Mannah, Georgette Cooper, Mohamed Sheriff, Mark Howe, Anthony Nimely, Lydia Moore, Rosaline Sherman, Leona Collins, Dweh Miller, Wilhemina Chesson

Bidemi Carrol and Aleesha Taylor led in the drafting of some chapters whilst Priscilla Elms spent many hours reading over the drafts and helping with editorial work and Juliana Silleti led in re-drafting the chapter on early childhood development. Lincoln Ajoku was invited to the team late but still managed to do valuable work and assisted with the drafting of preliminary section.



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Ahmed Ferej, formerly of the UNESCO Office in Liberia did much to get the work started and deserves special commendation as does Roseanne Chorlton, formerly UNICEF Country Representative for Liberia.

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Other contributing individuals and entities include, Sam Naame, Secretary, Association of Liberian Universities (ALU), West African Examinations Council (WAEC), Liberia Institute of Statistics and Geo-Information Services (LISGIS), Liberian Council of Churches, Federation of Liberian Youths (FLY), National Teachers Association of Liberia (NTAL), Monrovia Consolidated School System (MCSS) and National PTA.

Rosemary Bellow one of the consultants who led the appraisal of the ESP performed her task exceptionally well and deserves much commendation as does Michael Wilson who started the process of appraising the document.

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Joseph D. Z. Korto
 Minister of Education



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Preface

This document, developed by the Ministry of Education in conjunction with its Education Development Partners (EDPs), is part of a series of initiatives taken by the Government of Liberia to revitalize the education sector and improve the quality of education for all students. It provides a road map for education in Liberia and will serve as a guide for activities in the sector during the next decade. Developed over the past year and a half, the plan incorporates inputs from extensive consultations with a broad cross-section of government officials, members of the public/civil society and partners in education working in Liberia..

As the Education Sector Plan (ESP) phases in so the Liberia Primary Education Recovery Program (LPERP) phases out. Whilst the focus of the LPERP is primary education, the focus of the ESP as its name indicates is the whole sector although there will still continue to be an emphasis on basic education. The LPERP informed the ESP in its formulation and through lessons learned from its implementation, will inform the implementation of the latter.

The ESP is a living document that analyzes and presents the major challenges, policy goals, objectives, strategies and financing options for education in Liberia. It consists of twelve chapters, which are clustered into four main areas:

- *Background, Overview of Education, & ESP Formulation:* Chapters 1, 2, and 3 provide context to Liberia's present situation and the role the ESP serves in helping improve education in the country, including its linkage to the Poverty Reduction Strategy (PRS) and the Millennium Development Goals (MDGs). The chapters provide a background to the human development and economic situation and include an analysis of public and private spending on education. An overview of the Ministry of Education and its recent key interventions, including in the areas of infrastructure development and school health, are also provided. In Chapter 3 a detailed review of the LPERP is presented together with the different scenarios considered and the baseline numbers employed in the simulation model underpinning the costing of the plan.
- *Basic Education, Secondary Education, & Higher Education:* Interventions targeted at basic education are detailed in Chapters 4, 5 and 6 (junior high school education). The ESP expands upon the Ministry of Education's nascent development of policies and a curriculum for Early Childhood Development. The primary education chapter examines strategies to achieve universal primary education of quality, building upon the LPERP. For secondary education, the need to expand access and improve quality comes in for detailed consideration whilst the higher education chapter, Chapter 9, emphasizes the need to improve program quality as well as research and to better align the training of university students to the needs of the society.



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- *Literacy, Vocational Education, & Teacher Training:* Adult literacy, technical and vocational education, and teacher training are critical pillars in any effort to provide for a trained workforce and a teacher corps capable of educating the nation's students. Chapter 7 highlights the need for greater coordination of activities by partners in adult education programs, stresses the need to better integrate vocational education in basic and secondary education whilst Chapter 8 emphasizes the need for expanded re-training and professional programs for teachers as well as addressing the gender imbalance among teachers.
- *Governance, Monitoring, & Financial Sustainability:* Chapters 10 and 11 show that the success of the implementation of the ESP, much like that of the LPERP and other Ministry of Education programs, rests on the quality of planning, information management, and human capacity at all levels of the education system as well as proper monitoring and supervision of activities. Chapter 12 examines the credibility, financial feasibility and sustainability of the ESP. It presents the cost of education, less the cost of Ministry of Education officials, offices, vehicles, etc., the financing gap and examines the consequences of the investment in primary education relative to indicators employed as Fast Track Initiative (FTI) benchmarks.

With the rapidly changing education situation in Liberia, the development of the ESP is timely. It is an opportunity to take stock of the entire education system and outline a strategic approach to reconstructing the sector. The ESP, in conjunction with studies on the education sector, revision of the education laws and changes in the curriculum at school level, represents a consolidated effort to reform education in the country. But this is only the beginning, a sustained commitment to the education agenda generated by and for the people of Liberia coupled with annual reviews and revision of the ESP, are essential if the aspirations of the nation are to be achieved.

James Emmanuel Roberts
 Deputy Minister – Planning and Research

Executive Summary

In September 2009 many children born after the conclusion of 14 years of debilitating civil conflict entered classrooms across Liberia for the first time. The Ministry of Education (MOE) and its development partners, recognizing this pivotal moment in Liberia's post-conflict reconstruction, are making every effort to fulfil the mandate of providing all Liberians with the opportunity to access and complete affordable education of a quality, relevance and appropriateness that meets their needs and that of the nation

Central to the agenda of the democratically-elected government which took power in 2006 was the establishment of a framework that would allow implementation of the 2002 Education Law, which called for free and compulsory primary education. The Liberia Primary Education Recovery Program (LPERP), which also informed the education components of the Liberia Poverty Reduction Strategy (PRS) of 2008, therefore set out to create an environment for accessible quality education at the primary level. LPERP implementation resulted in an immediate enrolment increase in the primary sector, from 260,499 during the 2005/2006 academic year to 308,748 in 2007/2008, not including students enrolled in the Accelerated Learning Program.

Despite systemic weaknesses and general resource limitations exacerbated by protracted conflict and mismanagement, the MOE has achieved considerable progress. The primary completion rate has also increased from only 21 percent in 2002 to 62 percent in 2008. Many schools have been constructed; teacher training institutions are once again certifying educational professionals for Liberian classrooms; and 1.2 million teachers' guides and textbooks have been procured and distributed. While LPERP goals and PRS deliverables have focused on the primary sector, the implementation process has strengthened the coordination between the MOE and its donor partners, strengthened MOE planning and management systems, provided a platform for inter-ministerial collaboration for educational development and created an environment for the sector wide approach that this comprehensive education sector plan (ESP) reflects.

This sector plan has been ratified through an extensive process of national consultations. Following a joint education sector review with a broad range of national and international education partners, the MOE held regional meetings to present and elicit feedback on the ESP to ensure that the perspectives and priorities of the citizens across the country, who emphasized the need to prioritize the provision of qualified teachers and quality schools in remote areas of the country, were included. The consultations also ensured that education leaders at the county, district, and school levels have a role in shaping the policies and programs that they will implement. The ESP is fully aligned with the PRS, and further sharpens the MOE's focus on interventions across the education sector. It gives the main priority of government in the sector as "significant progress towards the achievement of MDG and EFA Goal No.2 by 2015". In this regard, the goal of "ensuring that all children (especially girls, individuals with special needs, vulnerable children, children with 'manageable' emotional behavioural disorders and learning disabilities) start at the right age and complete primary level education of a minimum stipulated quality" is pre-eminent. To enable this, the Government of Liberia (GOL) also prioritizes "improving the quality of the teaching staff and programs" at the primary and post-primary levels as well as "increasing access, retention and completion" at all levels but with a special focus at the primary and junior high school (basic education) levels. The plan also reflects the government's inter-ministerial priority on early childhood development, as the foundation of holistic development through which children are prepared to thrive.

While the post-primary access rate is estimated to increase from 52% in 2010 to 89% in 2015, a significant number of individuals will only complete primary or basic education and remain without the technical skills to contribute to Liberia's development. The GOL is therefore also prioritizing a multi-sectoral approach that

would ensure an increase in the relevance, availability, and quality of skills training and TVET as a whole. Given that the success of interventions in education is dependent on the quality of oversight and management provided, high priority is also given to “developing the institutional capacity for management at the central, regional and local levels”.

Policies and Key Strategies for Education Sector Development

Rather than dwelling on the current situation and the challenges confronting education at each level, both of which receive detailed attention in the chapters that follow, the specific policy objectives, from which the major challenges can be deduced and the strategies proposed to achieve the objectives are highlighted in the sections that follow.

Pre-Primary / Early Childhood Development Sub-Sector

In Liberia, pre-primary education is a sub-set of Early Childhood Development (ECD). The main policy goal of the latter is to ensure that all children achieve their full potential and are ready for primary schooling by providing quality, integrated ECD services and programs for all children from zero to age 5 through an inter-sectoral collaborative approach. A focus on early childhood education and development, along with revising the requirement that all children must be able to read and write before entering Grade 1, will both reduce the prevalence of overage children in primary school and provide a solid foundation for long-term educational achievement.

The specific policy objectives are:

1. To increase access to early childhood development services for children aged 0 – 5 years targeting the poor and most vulnerable
2. To improve the quality of all early childhood development services and programs in the country
3. To support greater community and family involvement in provisions and programs for those aged 0 to 5 years
4. To establish mechanisms for greater collaboration and co-ordination between relevant ministries, agencies and communities, in order to maximize the impact and effectiveness of ECD programs

The strategy related actions of highest priority in the short and medium term at this level are:

- i. Abolition of testing of children to determine their eligibility to enter 1st grade in order to free up spaces in pre-primary for younger children
- ii. Production and implementation of a comprehensive policy on early childhood development covering education, health, nutrition, protection, water and sanitation
- iii. Preparation of a minimum standard document for day-care centres and educational institutions and encouragement of partners and providers in all districts to establish provision for early childhood development
- iv. Development of a teacher training program for the pre-primary level and a requirement for all teachers at this level to obtain a qualification in pre-primary teaching or early childhood development
- v. Sensitization of traditional leaders, local government officials, providers, proprietors and institutions on the importance of the early years and devise strategies to expand low-cost, quality ECD options in their communities

Primary Sub-Sector

The main policy goal for primary level education is the provision of resources necessary for all school age children, and others so desiring, to receive and complete primary education of a quality that adequately prepares them for lifelong learning. The ‘all’ is inclusive of ‘special needs’ and ‘vulnerable children’ as well as those having ‘manageable’ emotional behavioural disorders and learning disabilities.

The specific policy objectives for primary education are:

- i. To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with ‘manageable’ emotional behavioural disorders and learning disabilities) start at the right age and complete primary level education of a minimum stipulated quality
- ii. To put in place provisions and structures such that no individual is denied the possibility of primary education because of age and/or circumstances
- iii. To put into operation a strategy and framework for greater efficiency and cost effectiveness in primary schooling
- iv. To make those provisions and arrangements that result in the school environment being clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease
- v. To reduce worm infestation as well as the possibility of staff and students at the primary level contracting and/or spreading HIV/AIDS

The strategy related actions of highest priority in the short and medium term at the primary level are:

- i. The immediate cessation of entrance examinations for Grade 1 applicants and cessation of the refusing of entry to applicants of 6 years of age and above when space for admission is available
- ii. Provision of training for more primary school teachers in order to achieve a PTR of 40:1 by 2020. At the same time this move should lower the Repetition Rate from 7% to 2% by 2020 and increase the Proxy Completion Rate from 62% to 100% by 2015
- iii. Production of a rehabilitation and construction plan and strategy and rehabilitation/construction of schools guided by latest Education Management Information System and Population Census numbers as well reports from District Education Officers and partners. This should make possible the accommodation of an estimated additional 123,000 students in public and community schools in the period 2010 to 2015
- iv. Implementation and enforcement of a school charges policy of which fee abolition is an integral part and provision of sponsorship or in-kind contribution (e.g. uniforms) targeting students in extreme circumstances
- v. Review and revision of the primary school curriculum so that it is relevant, appropriate and addresses major content and quality concerns including local language issues. This is to be followed by the introduction of the revised curriculum to schools together with needed teaching/learning materials, including the provision and supply of primary textbooks and relevant teacher guides
- vi. Development of a national assessment system to track and monitor progress in learning outcomes

Secondary Sub-Sector

According to the GOL, ‘basic education’ encompasses grades one through nine. Junior high school (Grades 7, 8, and 9) is an immediate priority along with the primary sub-sector. The main policy goal for secondary level education is the provision of resources that would allow all school age children, and others so desiring, to receive and complete a junior high school program of quality. Further, that as many as can benefit and so wish, move on to and complete a diversified broad base high quality senior high school program or its equivalent in readiness for the next stage/phase of living and learning.

The specific policy objectives for secondary education are:

- i. To increase access and the transition rate from primary to junior high school and from junior high to senior high school
- ii. To increase the retention and completion rates of both levels of secondary education
- iii. To increase the number of girls accessing and completing secondary schooling
- iv. To improve the quality of secondary education and the conditions of teaching and learning
- v. To make those provisions and arrangements that result in the school environment being clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease
- vi. To reduce worm infestation as well as the possibility of staff and students at the secondary level contracting and/or spreading HIV/AIDS

The strategy related actions of highest priority in the short and medium term at the secondary level are:

Junior High School Level

- i. Review and revision of the JHS teacher training program and the training of more teachers
- ii. Production and implementation of a classroom rehabilitation and construction plan and strategy. The intention being the provision of structures where none presently exist for students completing primary education as well as the provision of accommodation for increasing numbers of students transiting from the primary level
- iii. Production and implementation of a minimum standard guidelines for JHSs
- iv. Production and implementation of a curriculum that is relevant, appropriate and addresses major content and quality concerns
- v. Provision of student texts and teacher guides

Senior High School Level

Same as those for the junior high school level except for (i) above which should read:

- i. Establishment of a scheme to attract more graduates into the teaching profession

Technical Vocational Education and Training (TVET)

The main policy goal for TVET is the provision of increased opportunities for the acquisition of relevant and appropriate technical and vocational education and skills training of quality. In this regard, a great deal of attention will be paid to ensuring that the TVET system not only meets present private sector demand but anticipates and responds to changes. It is for this reason that the objective of “improving the quality and relevance of TVET” and the strategy based action of a “national labor market and employment survey followed by development of new TVET curricula” are prioritized. Even while the frameworks are being developed, strengthening of key institutions will take place through, amongst other things, provision of urgently needed equipment and logistics for programs known to be addressing immediate private sector needs.

At the same time, establishment of links between key institutions and private business/industries will be fostered.

The specific policy objectives for TVET are:

- i. To bring together Ministries and agencies vested with responsibility for TVET in Liberia so that they are able to work collaboratively and cooperatively
- ii. To improve the quality and relevance of TVET nationally and build links between TVET and secondary education;
- iii. To increase access to TVET programs nationally through the development of cost-effective mechanisms/strategies

The strategy related actions of highest priority in the short and medium term for TVET are:

- i. Establishment of an inter-sectoral governing body and secretariat responsible for regulating TVET, and development of a training fund
- ii. Drafting and implementation of a TVET policy
- iii. Conduct national labor market and employment survey and develop new TVET curricula based on findings
- iv. Establishment of minimum standards for TVET institutions and regular monitoring and evaluation of TVET institutions
- v. Rehabilitation, construction and equipping of strategically sited TVET institutions

Teacher Education

The main goal for teacher education is the provision of competent, well-qualified and motivated teachers for all educational institutions in Liberia.

The specific policy objectives for teacher education are:

- i. To provide adequate training and professional development programs for teachers at the pre-primary to tertiary levels
- ii. To put in place arrangements and a framework that result in teachers becoming motivated and supported to carry out their responsibilities
- iii. To make provisions for the deployment of teachers to rural and under-served areas
- iv. To upgrade the status of the teaching profession in Liberia
- v. To increase the number of females in the teaching profession
- vi. To improve efficiency in teacher management

The strategy related actions of highest priority in the short and medium term for teacher education are:

- i. Development of curriculum for training of teachers at the pre-primary and the secondary levels
- ii. Development and implementation of an in-service program to upgrade and update trained teachers
- iii. Development and implementation of an affordable and sustainable distance education program for serving untrained teachers
- iv. Assignment of teachers to specific school levels and abolishing multi-level teaching
- v. Enforcement of a minimum number of hours per week to be taught by full time teachers
- vi. Development and implementation of conditions of service and a salary scale for teachers independent of that of other civil servants
- vii. Development and introduction of a 'remote area' and 'special subject' allowance for teachers

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- viii. Development of a scheme to attract and retain more females in the teaching profession

Higher Education

The main goal for higher education is better regulation and monitoring of higher education in Liberia while ensuring at the same time an improvement in the quality and relevance of programs and institutions of higher learning. Linked with this is the development of the research capacity of universities.

The specific policy objectives for higher education are:

- i. To improve on the regulatory and governance mechanisms for higher education
- ii. To improve on the funding mechanisms for higher education
- iii. To improve on the quality of the teaching staff
- iv. To put in place mechanisms that result in programs on offer and research conducted in institutions of learning being relevant to the needs of the society
- v. To reduce inequities in access to higher education

The strategy related actions of highest priority in the short and medium term for higher education are:

- i. Strengthening of the capacity of the National Commission for Higher Education to enable it to better perform its role and responsibilities
- ii. Conducting of a study on programs/courses on offer at universities, research capabilities, as well as selection criteria for admission with a view to assessing their quality, relevance and value and implementation of its recommendations
- iii. Conducting of an assessment on the competence, qualifications and relevant experience of teaching staff in institutions of higher education with a view to improving staff quality
- iv. Establishment of ties between foreign universities of quality and national institutions with a view to setting up program improvement, staff training and staff exchange arrangements.
- v. Provision of targeted scholarships in favor of programs producing graduates needed by the nation.
- vi. Conducting of a critical analysis of the policies on higher education with a view to revising and updating them
- vii. Development of partnerships in the funding of higher education

Management and Financing of the Education System

Management

The extent to which improvements in the education system can be achieved is dependent on the management and funding provided. There are shortcomings in what presently exists and in this regard governance and management goals and objectives have been revisited and revised. The main medium term goal for governance and management of the education system is the establishment of processes through which the Ministry of Education is able to manage an efficient and accountable decentralized system that delivers relevant learning and training opportunities of quality.

The specific policy objectives for governance and management are:

- i. To develop the institutional capacity for management at the central, regional and local levels
- ii. To increase planning and management capacity

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- iii. To increase accountability and transparency throughout the education system
- iv. To strengthen the decentralized system of governance

The strategy related actions of highest priority in the short and medium term for governance and management are:

- i. Development and utilisation of an effective human resources management strategy and error-free database
- ii. Checking and making copies of their TOR and job descriptions available to all MOE personnel
- iii. Conduct a skills audit to ensure that personnel have the necessary skills and qualifications to undertake the jobs for which they are paid
- iv. Provision of training that would enable all personnel to perform their roles and responsibilities efficiently and effectively
- v. Development and utilisation of a performance appraisal system
- vi. Development and utilisation of an effective system of monitoring, supervision and reporting
- vii. Development of decentralisation policy and strategy with built-in transparent accountability mechanisms

Effective management is built upon sound mechanisms for monitoring and supervision. Many of the challenges facing education in Liberia presently can be directly traced to a deficiency in the level and quality of monitoring and supervision of the system. In this regard, the goals and objectives for monitoring and supervision have been re-visited and revised. The main medium term goal is now - to develop monitoring and supervisory mechanisms that will provide useful information to guide the Ministry of Education's management of the system and its actions.

The specific policy objectives are:

- i. To clarify the roles and responsibilities of different institutions and department at national and local levels in monitoring and supervision
- ii. To strengthen the capacities of District Education Offices and County Education Offices in monitoring and supervision including classroom assessment of student learning
- iii. To strengthen record keeping capacity at the school and community level
- iv. To develop mechanism for monitoring Sector Plan progress and providing feedback
- v. To improve the Education Management Information System (EMIS) and the analysis and use of EMIS data

The strategy related actions of highest priority in the short and medium term for monitoring and supervision are:

- i. Development of simple tools for monitoring and supervision of educational institutions and teaching
- ii. Establishment of school level management committees in each school
- iii. Provision of training for County and District Education Officers on monitoring and supervision
- iv. Provision of necessary equipment and logistics for monitoring and supervision
- v. Development of simple forms/tools for record keeping at the school level
- vi. Training of relevant staff in County and District Education Offices on data entry, analysis and reporting of information collected from educational institutions
- vii. Establishment of a Quality Assurance Unit

Financing

Education in Liberia is funded by the government, households and donors. The global economic crisis has caused a steep decline in actual and projected national revenue. Government resources are further constrained by low levels of tax payments by individuals and businesses. Given the poverty status of Liberian households as indicated in the Poverty Reduction Strategy (PRS) document, the government and its donor partners must increase spending in education to ensure that significant progress is made towards the achievement of the priorities outlined in this sector plan, as well as the Millennium Development and Education For All goals.

The Government of Liberia is committed to increasing its allocation to education. From 2010 to 2012, the recurrent education budget (excluding debt service) will increase from **14% to 16%** and will reach 18% in 2015. The priority of the Government is basic education but as a first step every effort will be made to get near to universal access and completion of primary schooling by 2015. The share allocated to primary education is projected to rise from 39.4% in 2008 to 41% in 2010, 43% in 2012 and reach 45% in 2015.

Implementation of the medium term plan outlined in the sector plan is estimated to average \$99.5 million per year over the next three years. After consideration of donor and government commitments for both recurrent and investment costs, the annual funding gap is estimated at \$24 million per year. In order to ensure that sufficient funds are available the government intends to enforce relevant provisions in the Education Law to supplement its normal allocations to education. The Government will submit an application to the Catalytic Fund Committee of the Education For All-Fast Track Initiative for funding to fill the identified gap and enable implementation of the sector plan. To the extent that it is possible, existing in-country donor financing management mechanisms acceptable to the Government of Liberia, FTI and the Supervising Agency for the Catalytic Fund will be employed for donor funds received in support of implementing the sector plan. The Government, its partners and the proposed Supervising Agency have considered use of the existing pooled fund mechanism employed for the implementation of the LPERP. However, in the absence of an audit of the pooled fund, it has been concluded that it would be more prudent to proceed with a project financing mechanism for support received from the Catalytic Fund. Ultimately sectoral financing and targeted budget support is envisioned but is not feasible at this moment in time.

Targets and Indicators

With the Government of Liberia able to fulfil its financial commitments to education and its partners able to provide the necessary support to bridge any financing gap, progress towards the achievement of stated goals and targets will be measured with the use of a number of indicators. Some of these indicators are stated below.

Primary Education

The target of highest priority for the period up to 2020 is 100% of 6 to 11-year-olds attending and completing primary schooling of quality. Ideally, this target should be achieved by 2015 but since it has not been possible to get all 6-year-olds into Grade 1 in the 2009/10 academic year, a new target date of 2020 has been set. The key indicators employed for measuring progress towards achievement of this target are:

Access Indicators: Intake and Enrolment Rates; Ratio of Girls to Boys enrolled.

The Gross Intake Rate (GIR) is projected to move from 109% in 2010 to 105.5% in 2012, 100% in 2015 and 100% in 2020. At the same time, the Net Intake Rate (NIR) is to move from 23% in 2010 to 38% in 2012, 61.4% in 2015 and 100% in 2020.

The Gross Enrolment Rate (GER) is projected to move from 97% in 2010 to 100% in 2012, 104% in 2015 and 102% in 2020. At the same time, the Net Enrolment Rate (NER) is to move from 46% in 2010 to 57% in 2012, 73% in 2015 and 100% in 2020.

The ratio of girls to boys enrolled in primary schools is projected to move from 90% in 2010 to 91% in 2012, 93% in 2015 and 97% (gender parity) in 2020.

Quality Indicators: Repetition and Proxy Completion Rates; Pupil Teacher Ratio (PTR); Learning Achievement scores

The Repetition Rate is projected to drop from 6% in 2010 to 5% in 2012, 4% in 2015 and 2% in 2020.

The Proxy Completion Rate is projected to move from 73% in 2010 to 84% in 2012, 100% in 2015 and 100% in 2020.

The Pupil Teacher Ratio (PTR) is projected to move from 47 in 2010 to 46 in 2012, 44 in 2015 and 40 in 2020.

Learning achievement tests in early grade reading and its equivalent in mathematics/number work are to be introduced during the lifetime of the sector plan. After initial preparatory work, trial runs and fine-tuning, these assessments will take place annually. Analysis of test scores will be used to monitor changes in quality of the system and inform policy decisions as well as action.

5.2 Other Levels of Education

Similar indicators to that for primary education are used for the other levels. Given below are some of the key indicators employed.

Access Indicators

Pre-primary Gross Enrolment Rate – Projected to decrease from 141% in 2008 to 128% in 2010, 116% in 2012, 97% in 2015 and 65% in 2020 as increasing numbers of ‘over-aged’ children are removed or prevented from entering the level.

Grade 7 (Junior High School) Access Rate – Projected to increase from 52% in 2010 to 61% in 2012, 73.5% in 2015 and 75% in 2020 as more children complete primary education and continue schooling

Junior High School Gross Enrolment Rate – Projected to increase from 50% in 2010 to 58% in 2012, 71% in 2015 and 73% in 2020.

Junior High School ratio of girls to boys enrolled – Projected to increase from 82% in 2010 to 85% in 2012, 89% in 2015 and 97% in 2020 as more girls are persuaded to continue with their education.

Grade 10 (Senior High School) Access Rate – Projected to increase from 32% in 2010 to 39% in 2012, 49% in 2015 and 54% in 2020 as more students complete junior high school and are motivated to move beyond basic education.

Senior High School ratio of girls to boys enrolled – Projected to increase from 74% in 2010 to 78% in 2012, 85% in 2015 and 97% in 2020 as girls are presented with increasing opportunities and reasons to continue with their education.

Higher education students per thousand of population – Projected to gradually increase from 802 in 2010 to 803 in 2012, 804 in 2015 and 807 in 2020 as greater attention is given to improving quality and controlled growth.

Quality Indicators

Junior High School Repetition Rate – Projected to decrease from 6% in 2010 to 5% in 2012, 4% in 2015 and 2% in 2020.

Junior High School Survival Rate – Projected to increase from 81% in 2010 to 83% in 2012, 86% in 2015 and 90% in 2020.

Junior High School Proxy Completion Rate – Projected to move from 43% in 2010 to 50.5% in 2012, 63% in 2015 and 67.5% in 2020.

Junior High School average number of hours of instruction per week – Projected to increase from 22 hours in 2010 to 22.5 hours in 2012, 23.4 hours in 2015 and 25 hours in 2020.

Senior High School Survival Rate – Projected to increase from 82% in 2010 to 83% in 2012, 86% in 2015 and 90% in 2020.

Senior High School Proxy Completion Rate – Projected to move from 26.5% in 2010 to 32% in 2012, 42% in 2015 and 49% in 2020.

Senior High School average number of hours of instruction per week – Projected to increase from 25 hours in 2010 to 26 hours in 2012, 27 hours in 2015 and 30 hours in 2020.

Education For All – Fast Track Initiative (EFA-FTI) Benchmarks

With the provision of the resources and the taking of the actions indicated, significant improvements in education relative to the baseline situation are anticipated. The table below indicates the current status relative to the FTI Benchmarks.

Indicators	Current Value		Comments
	2008 (Real)	2010 (Est. + Proj)	
LEARNING OUTCOMES			
Proportion of students who, after two years of primary schooling, demonstrate sufficient reading fluency and comprehension to 'read to learn'			
Total	n/a	n/a	100% is the goal. Countries agree on incremental increases to achieve that goal at national level
Girls	n/a	n/a	
Boys	n/a	n/a	

Indicators	Current Value		Comments
Proportion of students who are able to read with comprehension by the end of primary school, according to national curricular goals.			
Total	n/a	n/a	100% is the goal. Countries agree on incremental increases to achieve that goal at national level
Girls	n/a	n/a	
Boys	n/a	n/a	

RESOURCE MOBILIZATION			
Minimum public domestically-generated revenues as % of GDP	25%	32%	
Education share of budget, total (%) Defined as public recurrent spending on education as % of total public recurrent spending	11.4%	14%	20% is an average for some successful countries
Primary education share of education budget, total (%) Defined as public recurrent spending on primary education as % of total public recurrent spending on education, including grants	39%	41%	42-64% is an average for some successful countries

STUDENT FLOWS				
Intake into first grade	Total	113%	109%	100% by 2010 is the EFA goal. Annual targets on reaching that goal are agreed at national level
	Girls	109%	106%	
	Boys	117%	112%	
Primary completion rate	Total	62%	68%	100% by 2015 is the EFA/ MDG 2 goal. Annual targets on reaching that goal are agreed at national level
	Girls	57%	64%	
	Boys	67%	72%	
% repeaters among primary school pupils	Total	7%	6%	10% or less is recommended to achieve EFA
	Girls	7%	6%	
	Boys	6%	6%	

SERVICE DELIVERY			
Pupil-teacher ratio in publicly-financed primary schools	49	47	40:1 or less is recommended to achieve EFA
Average annual salary of primary school teachers as a multiple of GDP per capita	2.5	5	3.5 is an average for some successful countries
Recurrent spending on items other than teacher remuneration as % of total recurrent spending on primary education	54%	31%	33% is an average for some successful countries
Annual instructional hours	850	875	850-1000 annual instructional hours are observed international norms

The table above does not show the projected changes in indicators at the primary level for selected key years relative to FTI Benchmarks. These are shown in the table below.

Indicators	Base Year	Year				FTI
	2008	2010	2012	2015	2020	Bench
Domestically-generated revenues as % of GDP	25.2%	31.9%	28.4%	28.4%	28.5%	14-18%
Recurrent spending on education as % of GDP	2.5%	3.7%	4.2%	4.9%	5.2%	2.8-3.6%
#% education share of budget	11.4%	14%	16%	18%	20.0%	approx 20%
Share of Primary Education in Overall Spending (%)	39%	41%	43%	45%	50%	approx 50%
Grade 1 (GIR)	113%	109%	106%	100%	100%	100%
Grade 1 (GIR) - Boys	117%	112%	107%	100%	100%	100%
Grade 1 (GIR) -Girls	109%	106%	104%	100%	100%	100%
Grade 6 (Proxy Completion rate)	62%	68%	75%	84%	100%	100%

Indicators	Base Year	Year				FTI
	2008	2010	2012	2015	2020	Bench
Grade 6 (Proxy Completion rate) - Boys	67%	72%	78%	86%	100%	100%
Grade 6 (Proxy Completion rate) - Girls	57%	64%	71%	82%	100%	100%
Average annual salary of primary teacher as multiple of GDP per capita	2.5	5	5	5	5	3.5
*Spending on inputs other than teachers as % of total recurrent spending	54%	31%	31%	31%	30%	33%
Prim Pupil teacher ratio (public)	49	47	46	44	40	approx 40
Repetition Rate	7%	6%	5%	4%	2%	10% or less
Repetition Rate - Girls	7%	6%	5%	4%	2%	10% or less
Repetition Rate - Boys	6%	6%	5%	4%	2%	10% or less
Annual Hours of Instruction (average - single and double shift)	850	875	900	938	1000	850 or more

#Note that new numbers for 2010 have recently been made available by the Budget Bureau and although used in the table above are undergoing further checks before inputting into the simulation model.

*Note the significant change caused by the increase in teacher salaries in 2010. This is being re-computed with real numbers from the budget bureau and will be updated as soon as the numbers are made available.

The above table indicates that Liberia intends to make significant improvements in all aspects of education during the lifetime of this plan.

Tracking the Indicators

The indicators are to be tracked through information from financial entities such as the Ministry of Finance, Central Bank of Liberia and IMF as well as data on education collected at the school, district and county levels. These will be used to inform and update a financial simulation model that has already been developed. The model was developed to enable the government and education stakeholders to decide between four possible scenarios for prioritization of objectives: moderate, no change, access, and quality. The simulation model and projected costs are based on the scenario which would improve the overall quality of the education system. This model will be used to provide information on changes in all the indicators and to guide any changes in policy needed to keep the sector plan on track. The public will be kept informed through regular press and media reports and programs as well as annual reports disseminated at annual Joint Education Sector Reviews.

Conclusion

The Government of Liberia is committed to providing its citizens with education that meets their needs, as expressed during national Poverty Reduction Strategy, Joint Education Sector Review, and extensive Education Sector Plan consultations. The Ministry of Education, international donors, and national implementing partners are eager to build on the success and lessons learned through implementing the Liberia Primary Education Recovery Program (LPERP) and ensure progress across all sub-sectors of the education system. The Government of Liberia is motivated by the extensive collaboration that led to the completion of this comprehensive sector plan and encouraged by the commitment of its partners to provide support for transforming the plan into reality. Having gone through almost a decade and a half of chaos and mayhem and having gone without access to the quality education opportunities that could lift them out of poverty for such a long time, the people of Liberia deserve no less than the concerted efforts of government and partners to prepare them with the skills and abilities to both contribute to and benefit from Liberia's peace, stability and prosperity.

Chapter 1

Background and Context

1.1 Geography and Demographic Background

Liberia is a small English speaking country of 38,350 square miles (111,370 square kilometers) located in West Africa., and bounded by Sierra Leone, Guinea and Côte d'Ivoire. Administratively, Liberia is divided into 3 regions (North-Central, South-East and South-West) and 15 counties. The capital city, Monrovia, is in the South-Western region in Montserrado County.

Figure 1.1 – Map of Liberia showing its counties, main towns and neighbors



Liberia has a current population of approximately 3.5 million (LISGIS, 2008) made up of 18 indigenous ethnic groups and the descendants of Americo-Liberians who founded modern Liberia in the 1820s under the auspices of the American Colonization Society (ACS). Approximately 40% of the population is Christian, another 40% practices traditional African religions and the remaining 20% is Muslim. (UN Common Country Assessment: Liberia, June 2006, p.4; National Human Development Report: Liberia, 2006, p.20)

Demographic details of relevance and interest are summarized in the table below.

Table 1.1 – Demographic Data on Liberia

Total Population	-	3,489,072 (Preliminary Report – 2008 NPHC Provisional Results)
• Males	-	1,764,555
• Females	-	1,724,517
• Sex Ratio	-	102.3
• Average Household size	-	5.1
• Population Density	-	93 persons per sq mile
Life Expectancy at Birth:		
• Total	-	45.3 (World Development Indicators Database May 2007)
• Total Fertility Rate	-	6.8 per woman (2000-2005) (HDR 2007-2008 Highlights, Liberia)
• Maternal Mortality Rate	-	1,200 (2005 - World Development Indicators Database May 2007)
• Infant Mortality Rate	-	157 (per 1000 live births) (World Development Indicators Database May 2007)
• Access to improved water	-	51.4% (2007 - CWIQ)
• Access to safe sanitation	-	39.4% (2007 - CWIQ)
• HIV/AIDS Prevalence Rate (Preliminary Report 2007 Liberia Demographic and Health Survey)		
• National	-	1.5%
• Urban	-	2.5%
• Rural	-	0.8%
Adult Literacy Rate (15+)	-	51.4% (2007 - CWIQ)
• Female (15+)	-	41% (2007 - CWIQ)
• Male (15+)	-	68.6% (2007 - CWIQ)
• Youth Literacy Rate (15-24)	-	73.1% (2007 - CWIQ)

Two facts not mentioned in the table above are worth mentioning. Firstly, according to the 2008 National Population and Housing Census, approximately a third of the population of Liberia is to be found in Monrovia. This could be a consequence of the fact that there is a comparative lack of social amenities outside of Monrovia and towns in the major mining and rubber plantation areas. Those who moved to the ‘safer’ urban areas during, and as a consequence of the conflict have not returned back to their home villages.

Secondly, Liberia has an extremely high percentage of youth under the age of 15. In addition, the possibility of the situation intensifying is made apparent by the projected population growth rate up to year 2020 shown in the table below.

Table 1.2 - Estimated School-Age Population Trend for Liberia 2000 – 2020

Population	2000	2005	2010	2015	2020	Annual Growth rate 2000-2010	Annual Growth rate 2010-2020
Total Population ('000)	2,717	3,044	3,815	4,453	5,177	2.6%	2.4%
2-5 years old ('000) (% of total)	410 (15%)	468 (15%)	549 (14%)	634 (14%)	713 (14%)	2.3%	2.1%
6-11 years old ('000)	483 (18%)	554 (18%)	667 (17%)	793 (18%)	917 (18%)	2.5%	2.5%
12-14 years old ('000)	212 (8%)	228 (7%)	280 (7%)	334 (8%)	399 (8%)	2.2%	2.7%
15-17 years old ('000)	179 (7%)	200 (7%)	248 (6%)	297 (7%)	355 (7%)	2.5%	2.8%

Author's estimate based on UN 2006 Revision Population Estimate for Liberia and 2008 Population Census of Liberia

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The projected increases in the school-age population is of particular concern as the domestic resources allocated to education will have to be increased accordingly if the Government of Liberia's goal of primary education, and subsequently basic education, for all is to be achieved within the lifetime of this plan.

1.2. Human Development Situation

The human development situation in Liberia has been succinctly described and summarized in the draft Country Status Report on Education in Liberia, which provides an even more detailed diagnosis of education than presented in this report; therefore this section will briefly describe the present situation.

Notwithstanding the current peace and stability and package of reforms of the government that came into power in 2005, Liberia finds itself with a Human Development Index (HDI) of .442 for 2007 (Human Development Report 2009 - Liberia), ranking it 169th out of the 182 countries listed.

The 14-year long civil war that lasted from 1989-2003 left the basic social service delivery systems in tatters, especially the health and education systems, leaving the government that came to power in 2005 with formidable challenges. In the health and education sectors, as a result of the conflict, infrastructure was largely destroyed, basic supplies for service delivery stopped flowing, and most skilled professionals fled to neighboring countries or to the United States. The intermittent and long-lasting nature of the conflict made it difficult for children to attend school, leaving an entire generation virtually uneducated; additionally, the education system was not able to provide for new teachers or health practitioners to guarantee the future of these systems.

Infant and under five mortality rates have been reduced due to the end of the conflict and the restoration of a few key maternal and child health services such as immunization. However, other indicators, such as child malnutrition rates, remain high. Although diarrheal diseases and malaria are presently the leading causes of death, the potential of HIV/AIDS to devastate the well-being of the nation cannot be under-estimated. The 2007 DHS Report indicates that HIV/AIDS is over 300% more prevalent in the urban, where the bulk of the population of Liberia is to be found, than in the rural areas. With a prevalence of about 1.7%, (UNAIDS, 2007) the epidemic has entered the general population and is capable of being sustained there.

Currently, health provisions are limited and costly. UN statistics show that there are approximately 3 physicians per 100,000 of the population. Available data show that most are based in the capital city and hence large swathes of the country have no medical doctor and limited health-care facilities. Presently, the health sector relies heavily on donors to run many of the facilities throughout the country. Based on total health expenditures for 2006/2007, households provide for 22% of total health expenditures, with government providing 14% and the donors 64%. (2008 PEMFAR).

The government has begun to address the challenges in the health sector. A National Health Policy & Plan exist which sets out the government's plan to provide a free Basic Package of Health Services in clinics and hospitals. The government currently provides this basic package in 47% of facilities.

In addition, the government has also made in advances in resuscitating the delivery of other basic services. The national power grid and water supply systems are being rebuilt having been completely destroyed during the conflict. Even when fully functional however service will be largely limited to the capital Monrovia and its surrounding areas. Garbage collection is almost back to normal but with sewers blocked

and the unsanitary condition of many households, the rainy season continues to bring localized epidemics of water-borne diseases as access to safe drinking water is limited.

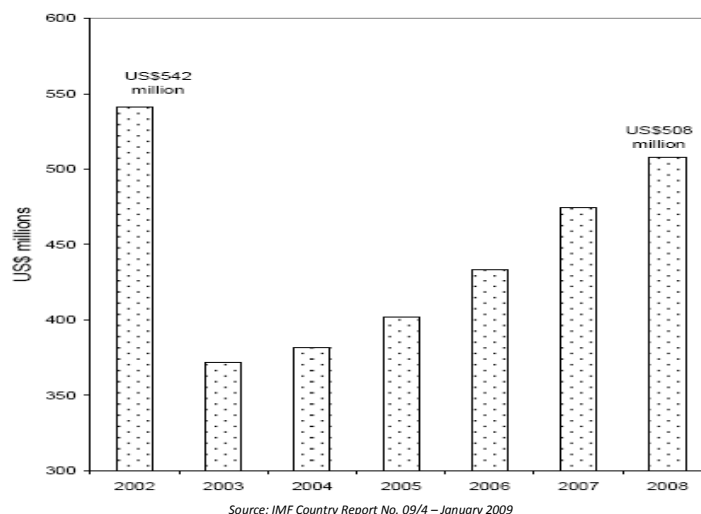
It is worth noting that, as in most developing countries, there is no social security in Liberia and most Liberians, based on the findings of the 2008 PRS, are too ‘poor’ to pay for insurance schemes. The state provides no unemployment benefits and those who benefit from state pensions receive amounts that are far below the cost of living.

1.3. Economic Development Situation

With a GDP per capita of US\$256 in 2008 and with 80% of the population living on less than US\$1 a day (2006 National Human Development Report), Liberia is one of the poorest countries in the world. However, in light of the recent peace and stability, the government hopes that large-scale investments in mining, agriculture, timber and services, including construction, will provide much-needed revenues. According to the Poverty Reduction Strategy (PRS), “Liberia’s central economic goal over the next three years is to firmly establish a stable and secure environment and to be on an irreversible path toward rapid, inclusive and sustainable growth and development.” The PRS argues that achievement of this goal would have a positive effect on all other sectors.

Since 2002, the economy has been recovering slowly, as the charts below from the IMF indicate.

Figure 1.3 – Estimated Real GDP Trend 2002 - 2008



As noted in the 2008 Public Expenditure Management and Financial Accountability Review (PEMFAR) “revenues have recovered very strongly since 2003/04, growing by 162 % in three years from \$57 million in 2002/03 to \$148 million in 2006/07.” The projection from the IMF is for revenues to be 26.9% of GDP by 2012/13.

Liberia has also received significant support from donor bodies. According to the earlier mentioned PEMFAR document, “Liberia has received grants from donors averaging over US\$300 million per year¹ in the last three years. However, only a small share of these resources has been channelled through the budget.” Even so, in 2007/08 it received an estimated US\$5.7 million in budget support.

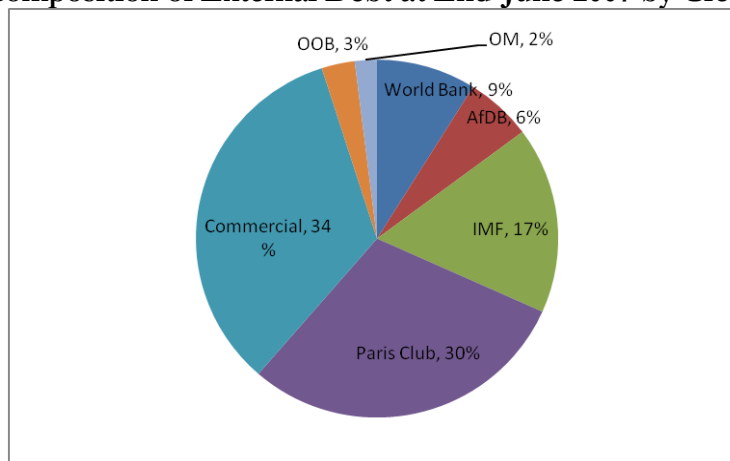
¹ This figure does not include any of the approximately \$700 million a year which is spent on peacekeeping operations.

However, available economic data indicate that a number of challenges exist. The unemployment rate of Liberia is high and, as a consequence of migration to the capital and the unavailability of work, large numbers of unemployed and unskilled youths roam the streets of Monrovia. The data on unemployment suggest that that the formal unemployment rate may be as high as 85% (Public Expenditure Review (PER) 2008, World Bank, Poverty Reduction Strategy (PRS)). According to Core Welfare Indicator Questionnaire (CWIQ) 2007, out of an estimated 1.1 million workforce just 170,000 are employed in the formal sector. Hopes for increasing formal sector employment lie in the resuscitated industries, investments and the ability of the education system to provide the needed skills and aptitudes.

The Liberian economy is heavily dependent on its agricultural productivity which contributes approximately 42% to the GDP in 2007 (GOL and IMF staff estimates).

Also, Liberia incurred significant external debts prior to and during its period of internal conflict. The status of the external debt as at June 2007 is shown in the chart below:

Chart 1.3: Composition of External Debt at End-June 2007 by Creditor Group



Data Source: IMF Country Report No. 08/53 (OOB = Other Official Bilaterals, OM = Other Multilaterals)

World Bank and African Development Bank arrears were cleared in December 2007 and IMF arrears in March 2008. Clearance of the arrears has made Liberia eligible for full debt relief under the Heavily Indebted Poor Countries (HIPC), for which it reached the Decision Point in March 2008, and Multilateral Debt Relief Initiative programs. Even so, IMF Country Report No. 09/4 of January 2009 states “Liberia’s external debt is currently unsustainable, but is projected to improve.”

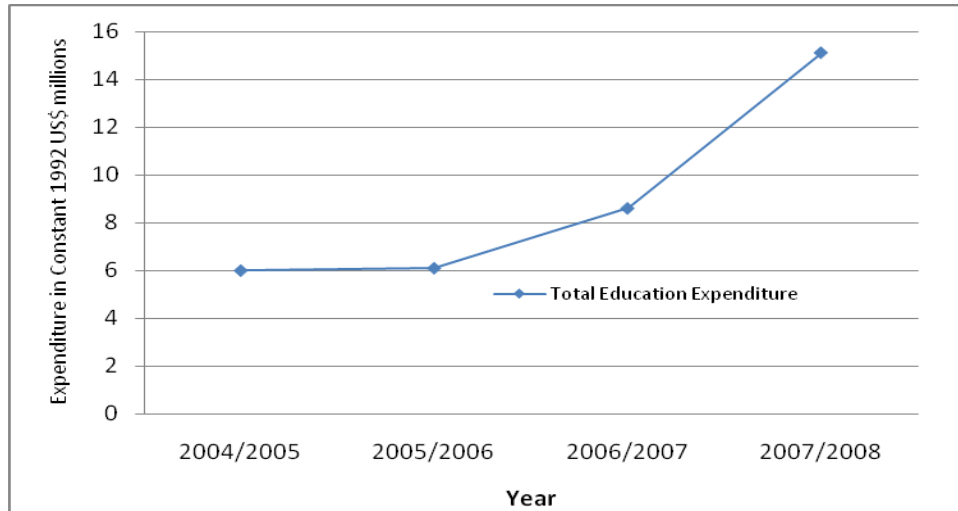
Liberia has not remained untouched by the global economic crisis. As the January 2009 IMF Country Report notes for 2008, “Liberia was significantly affected by the increase in world food and fuel prices in the first half of the year.” It however adds, “prospects for 2009 are favorable, with solid growth and falling inflation projected.”

1.4. The Economic Context of Education

This section provides just a brief summary of the economic context of education as a back-drop to the plan. Much greater detail and treatment can be found in Chapter 3 of the Country Status Report on Education in Liberia

Since the 2004/05 financial year, the government's allocation to education has been steadily growing as shown in the chart below.

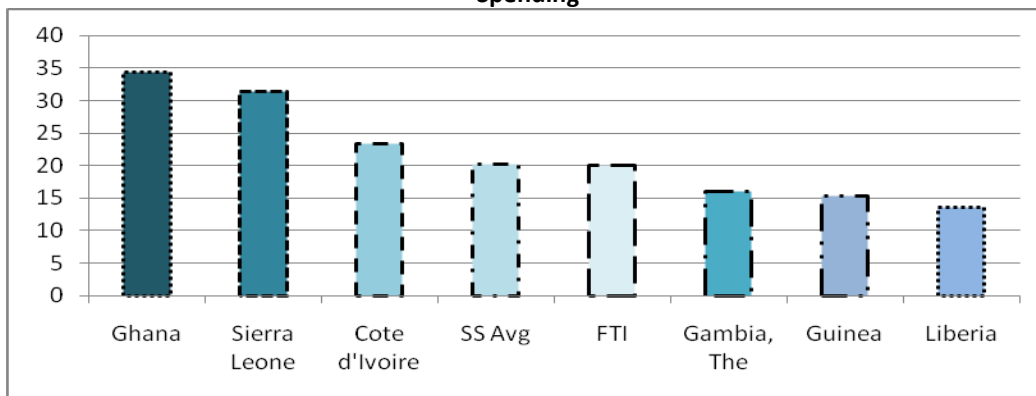
Chart 1.4.1 – Total Public Spending on Education 2004/05 – 2007/08



Source: Ministry of Finance, Annual Fiscal Reports - 2004/05, 2005/06, 2006/07 and 2007/08 as in 2007 PEMFAR

In the 2007/08 financial year, the GOL spent between 11.4% and 13.6% of its recurrent expenditure on education. This is below the FTI benchmark of 20% and that of many other Sub-Saharan countries as the chart below shows.

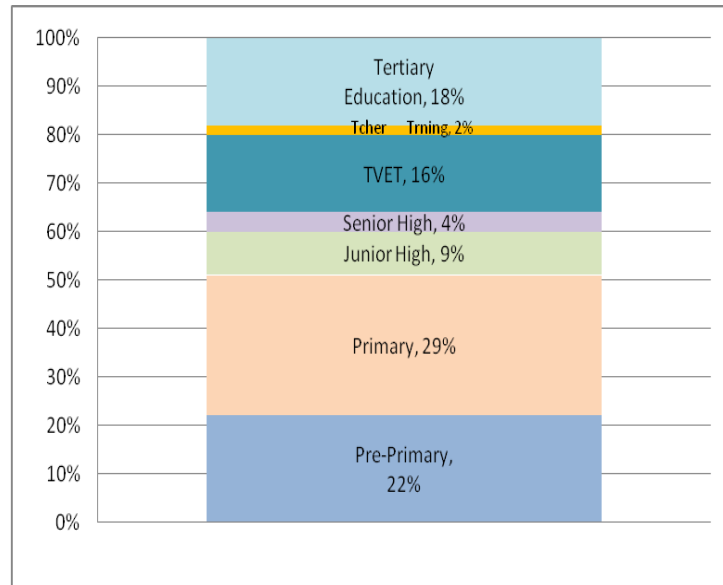
Chart 1.4.2 – Public Recurrent Spending on Education of Selected Sub-Saharan Countries as a % of Total Recurrent Public Spending



Source: World Bank Data

Overall, the expenditure on education in 2007/08 corresponded to between 2.6% and 2.9% of GDP. The 2008 PEMFAR indicates that this percentage is less than that of other post-conflict countries.

Distribution of the funds allocated to education by level tends to vary from year to year in a seeming ad hoc manner as shown in the Country Status Report on Education in Liberia. For the 2007/08 financial year the estimated approximate distribution was as shown in the chart below.

Chart 1.4.3 – Distribution of Total Public Spending on Education by Level - 2007/08

Source: Ministry of Education, Ministry of Finance and Budget Bureau Data

From the chart above, the percentage of funds allocated exclusively to primary education was just 29% in 2007/08 i.e. well below the Fast Track Initiative benchmark of 50%. However, if, because of the large numbers of primary-aged students at the pre-primary level, pre-primary schooling is grouped together with primary schooling and the training of primary school teachers is also included, this percentage quickly rises to 53%. This grouping should not, however, take away from the fact that primary education as a unique entity appears to have been underfunded in 2007/08 relative to the FTI benchmark and its needs whilst the secondary level appears so underfunded relative to its enrolment and needs that coping with the increased numbers graduating from the primary level and maintaining any reasonable quality will be impossible without an increased allocation.

The relative percentage expenditure on the various levels sometimes conceals large difference in unit costs as the table below indicates.

Table 1.4.1 –Public Recurrent Unit Cost by Level - 2007/08

Level	Recurrent Unit Cost (US\$)	Recurrent Unit Cost as % of GDP Per Capita	Ratio of Unit Cost to Primary
Pre-Primary	13	7.1%	0.8
Primary	17	9.4%	1.0
Junior High	40	21.0%	2.4
Senior High	51	25.9%	3.0
Teacher Training	1,148	504.7%	67.5
TVET	752	330.7%	44.2
Tertiary Education	224	98.5%	13.2

Source: Ministry of Education, Ministry of Finance and Budget Bureau Data

In general, the unit costs compare favorably to those in other sub-Saharan countries as the table below shows. However, the very high unit costs of teacher training and TVET stand out and measures to reduce these need to be found.

Table 1.4.2 – Comparative Unit Costs as a % of GDP Per Capita by Level for Selected West African and Post-Conflict Countries

Country	Prim Unit Cost	LS/JH Unit Cost	US/SH Unit Cost	HE Unit Cost
Ghana	19%	35%	55%	297%
Gambia, The	16%	26%	47%	253%
Sub-Saharan Africa Average	11%	29%	57%	314%
Liberia	9%	21%	26%	98%
Sierra Leone	9%	29%	30%	340%
Rwanda	8%	51%	63%	790%
Guinea	6%	11%	9%	153%
Cote d'Ivoire	5%	19%	19%	220%

Source: Authors' Estimates Based on World Bank Data, 2008 and Ministry of Education, Ministry of Finance and Budget Bureau Data

Donor spending on education as a percentage of total education expenditures continues to be high. Given the extent of poverty in Liberia as revealed by the 2008 PRS Report, household spending on education is also remarkably high. As stated in the CSR, “it is estimated that in 2006/07 government funding represented only 15.8 percent of total spending on education, with contributions from donors accounting for about 49.2 percent and contributions from households accounting for the balance.”

The relative expenditure on education by the government and household as estimated from the 2007 CWIQ data for Liberia and data from the Ministry of Finance is shown in the table below.

Table 1.4.3 – Public and Household Spending on Education – 2007

	Household Spending (US\$ millions)	Government Spending (US\$ millions)	Total Spending (US\$ millions)	Share of Financing by Households (%)
Primary Education	11.6	7.9*	19.5	59%
Secondary Education	9.4	3.6	13	72%
Higher Education	6.0	3.5	9.5	63%
Total	27.0	15.0	42	64%

Source: Estimates based on the 2007 CWIQ Survey in 2008 PEMFAR and data from MOF (*Inclusive of costs associated with training of primary teachers)

The significantly greater expenditure of households relative to the government on primary and secondary education is worth noting and suggests that the government should consider additional interventions at the school level to lower the cost of education to parents, especially those in the lowest quintiles.

Even with the introduction of ‘free’ primary level education, an analysis of the 2007 CWIQ data suggests that parents are still spending large amounts of money on ‘fees’ as the table below shows.

Table 1.4.4 - Distribution of Household Spending on Education – 2006/2007

Item	Household Spending in US\$ millions	Percentage of Total
Uniforms	5.0	18.6
Books	0.8	2.8
Notebooks	1.6	6
Bags and knapsacks	0.9	3.4

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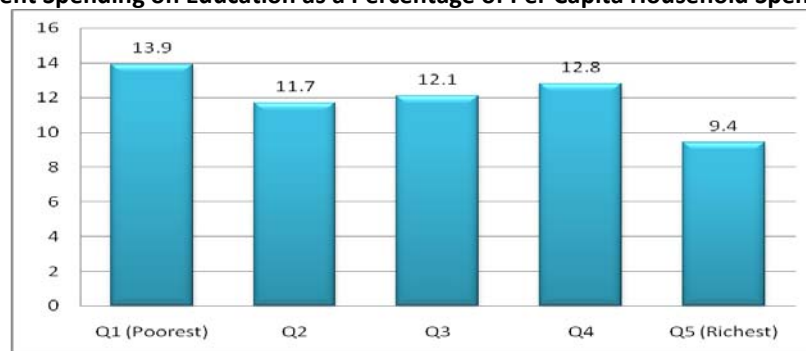
Item	Household Spending in US\$ millions	Percentage of Total
Fees - pre-school	2.1	7.7
Fees - primary school	6.5	23.9
Fees - general secondary school	5.9	21.9
Fees - technical secondary school	0.3	1.1
Fees - higher education	2.8	10.3
Professional	0.4	1.4
Other	0.8	2.9
Total	27	100

Source: Estimates based on the 2007 CWIQ Survey in 2007 PEMFAR

The fact that fees are still being paid by parents for primary school students is not unexpected given the fact that private and mission schools account for approximately 30% (2007/08 school census) of enrolment at this level, and at the secondary level that percentage is even higher. However, it is likely that late payment of the school grants that were meant to be supplied to public schools in lieu of fees has made it necessary for some of these schools to levy charges on parents. Additionally, the range of items that have to be paid for by parents outside of fees brings into question the definition of 'free' education.

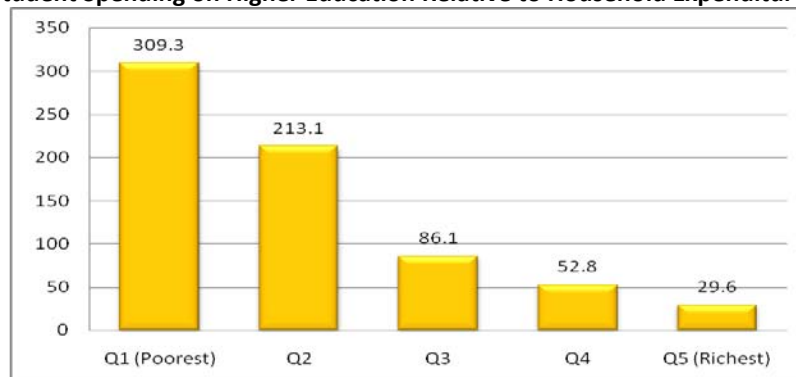
Not unexpectedly, households do not spend the same amounts on education. In terms of total amount, the richest households spend more than the poorest but in terms of percentage of total household expenditure, the poorest households outspend the richest as the charts below show.

Chart 1.4.4: Per Student Spending on Education as a Percentage of Per Capita Household Spending by Quintile - 2007



Source: Estimates based on the 2007 CWIQ Survey in WB PEMFAR 2008

Chart 1.4.5: Per Student Spending on Higher Education Relative to Household Expenditure by Quintile - 2007

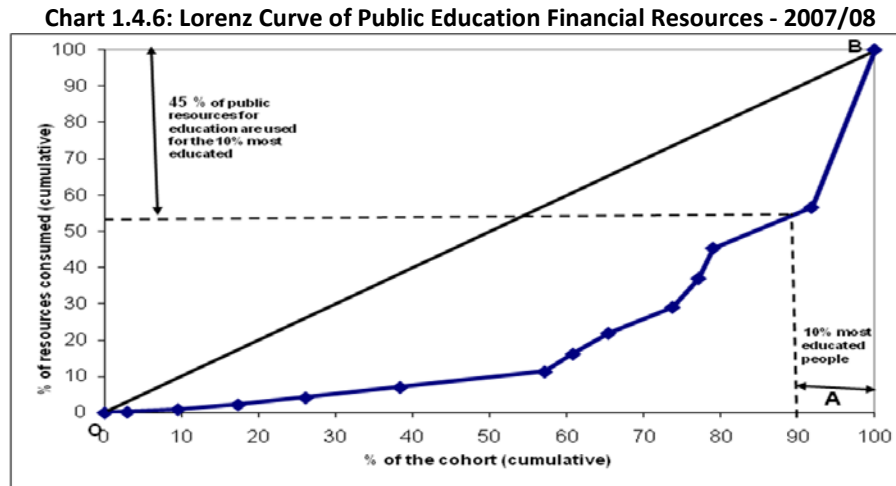


Source: Estimates based on the 2007 CWIQ Survey in WB PEMFAR 2008

The relatively large amounts spent by the poorest households indicate the importance they attach to education.

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As the chart below shows, the more educated you become the greater the percentage of government resources allocated to education you consume.



Source: Authors' estimates based on 2007/08 National School Census and Ministry of Finance data

The chart indicates that in Liberia the 10% most educated consume 45% of the resources for education.

Chapter 2

An Overview of Education in Liberia

2.0 Introduction

Before laying out the details of education sector plan, it is important to provide an overview of the education system as it currently exists. Therefore this chapter will provide a brief overview of the legislation and policies that form the foundation of the education system, provide an overview of the education system itself, and provide an overview of the key players and interventions impacting the education sector today.

2.1 Legislation and Policies on Education

This section is intended to provide an introduction to the major legislation and policies that create the foundation of the education system. This section will provide an overview while the details of the legislation and policies as they refer to various levels of schooling and elements of the education system are dealt with as appropriate in the following chapters.

The primary legislation regulating and facilitating the education and training sector of Liberia are the following:

- 1986 Constitution:
- Education Act of 2002; and
- Act establishing the National Commission of Higher Education (NCHE) in 1989.

A Provisional Ruling Council (PRC) Decree No. 56 on Technical Vocational Education and Training (TVET) is in existence but there are arguments over its legitimacy and the body that it established to govern TVET has been non-functional for a number of years. Reference is made to this document in Chapter 7.

1986 Constitution

The only two references in the Constitution regarding the right of citizens to education are found in Articles 6 and 15 (b).

Article 6 states:

“The Republic shall, because of the vital role assigned to the individual citizen under this Constitution for social, economic and political well being of Liberia, provide equal access to educational opportunities and facilities for all citizens to the extent of available resources. Emphasis shall be placed on the mass education of the Liberian people and the elimination of illiteracy.”

The Constitution is silent on the specifics relating to the citizens’ right to basic education and/or the provision of education and training services that are relevant to sustainable economic growth and development.

Article 15 (b) grants individual citizens “... the right to hold opinions without interference and the right to knowledge...” In this instance, “the right to knowledge” is being interpreted as “the right to education” by the MOE.

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Education Act of 2002

The “Education Law of A.D. 2001,” was passed into law in January 2002 and repealed the law of 1972 and all amendments to it.

The Law is divided into five chapters that discuss: the General Policy Framework; the education system of Liberia; the Ministry of Education; the conduct of schools and staff; and the advisory and regulatory bodies for the education and training sector.

The law has a number of shortcomings and is in the process of being restructured and revised to reflect present-day realities. Many of its clauses are treated in the new education policy being drafted at the same time as this document. Frequent references are made to sections/clauses in the Education Law in the chapters that follow.

National Commission of Higher Education Act (1989)

Under the 1989 legislation that established the National Commission of Higher Education (NCHE), the body is to:

- a. formulate broad policy guidelines for the establishment of institutions of higher education;
- b. monitor, evaluate and accredit all institutions of higher learning;
- c. approve new and existing programs of higher education for funding after having satisfied itself of their needs for national development”; and
- d. review existing programs at institutions of higher education with the aim of establishing priority programs of study based on national needs.”

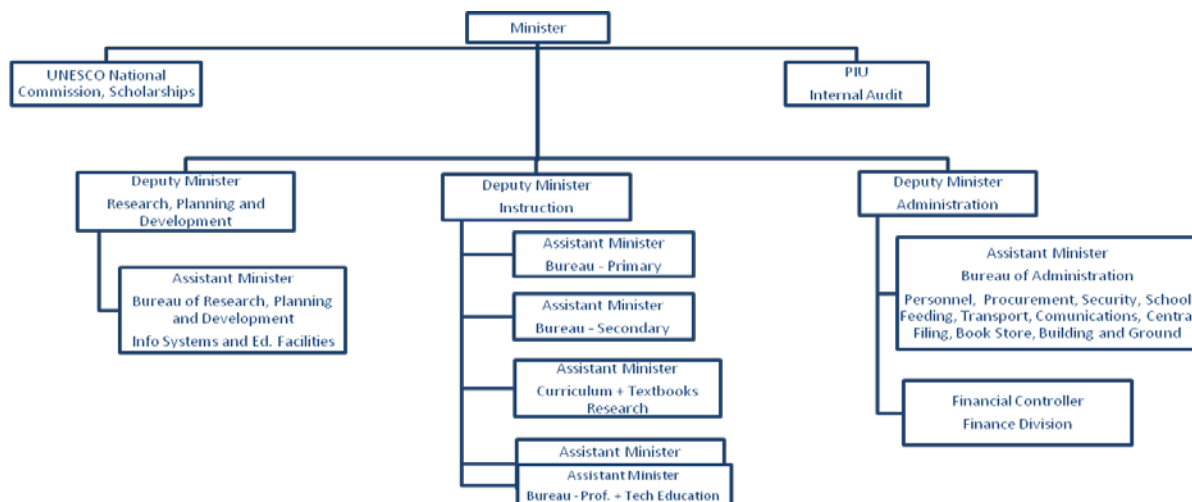
These functions/duties are examined in detail in the new education policy document mentioned earlier.

2.2 - The Education Law and the Ministry of Education

Education in Liberia is governed as detailed in the 1986 Constitution of Liberia and the Education Law of 2001, which was approved in January 2002. Official policies promulgated from time to time spell out and update the governance details.

The Education Act clearly states that “the Minister of Education shall: a) have full power over and supervision of all public schools and institutions of higher learning to the extent provided by the law and permitted by their charters.” The Minister heads a ministry with offices and officials in every county and educational districts of the country. He is assisted by three Deputies who in turn are assisted by Assistant Ministers heading the bureaus shown in the diagram below:

Figure 2.2.1: Diagrammatic Representation of the Organizational Structure of the MOE



Although it has offices in every county and education district, the MOE is more decentralized in theory than it is in practice. This is because the local offices are not yet mandated to take decisions that are binding on the MOE. They have no control over teacher employment in their areas, no authority to issue permissions to operate to schools, etc. The process of having a “National Policy on Decentralization and Local Governance” is far advanced but the draft in circulation in mid-2009 suggests that the decentralization of education in the foreseeable future will be much the same as at the time of writing this document.

The governance of education is confronted with challenges primarily because the MOE is constrained in implementing and enforcing many of the laudable policy statements that can be found in various legislation, policy documents and statements by policy makers. This is compounded by the observation that many MOE officials are unable to perform their assigned roles. The reason for the latter does not appear to be a lack of ability but other factors which are being addressed. The present situation is largely a consequence of the many years of civil conflict and a lack of human, financial, and logistical resources. It could also be as a consequence of a lack of accountability and performance evaluation of officials which the MOE is trying to address with the assistance of its partners. It is hoped that with appropriate action, starting at headquarters, significant progress in moving forward education in Liberia and sustaining gains made would be achieved.

At the institutional level, school governance is much as it has been for the last fifty years. Proprietors and heads of schools appear to take what they like out of policy statements and directives issued by the MOE and reject what they do not. Many schools do not have governing boards and/or functional Parent Teacher Associations, even though PTAs are currently being encouraged through the school feeding program supported by WFP and its partners in close collaboration with the MOE. A random check on a number of those claiming to have these bodies quickly reveals that a good number are non-functional and/or are not functioning as required by existing legislation.

The extent of community and public involvement in the governance of education is limited. The Education Law, for example, calls for the establishment of a National Education and Training Council (NETC) as the “highest national advisory body on education.” The first “objective of the NETC” is to “enhance community, public, partners and stakeholders’ participation in the governance of and commitment to education nation-wide.” This body is non-functional and has not met for at least 5 years according to senior

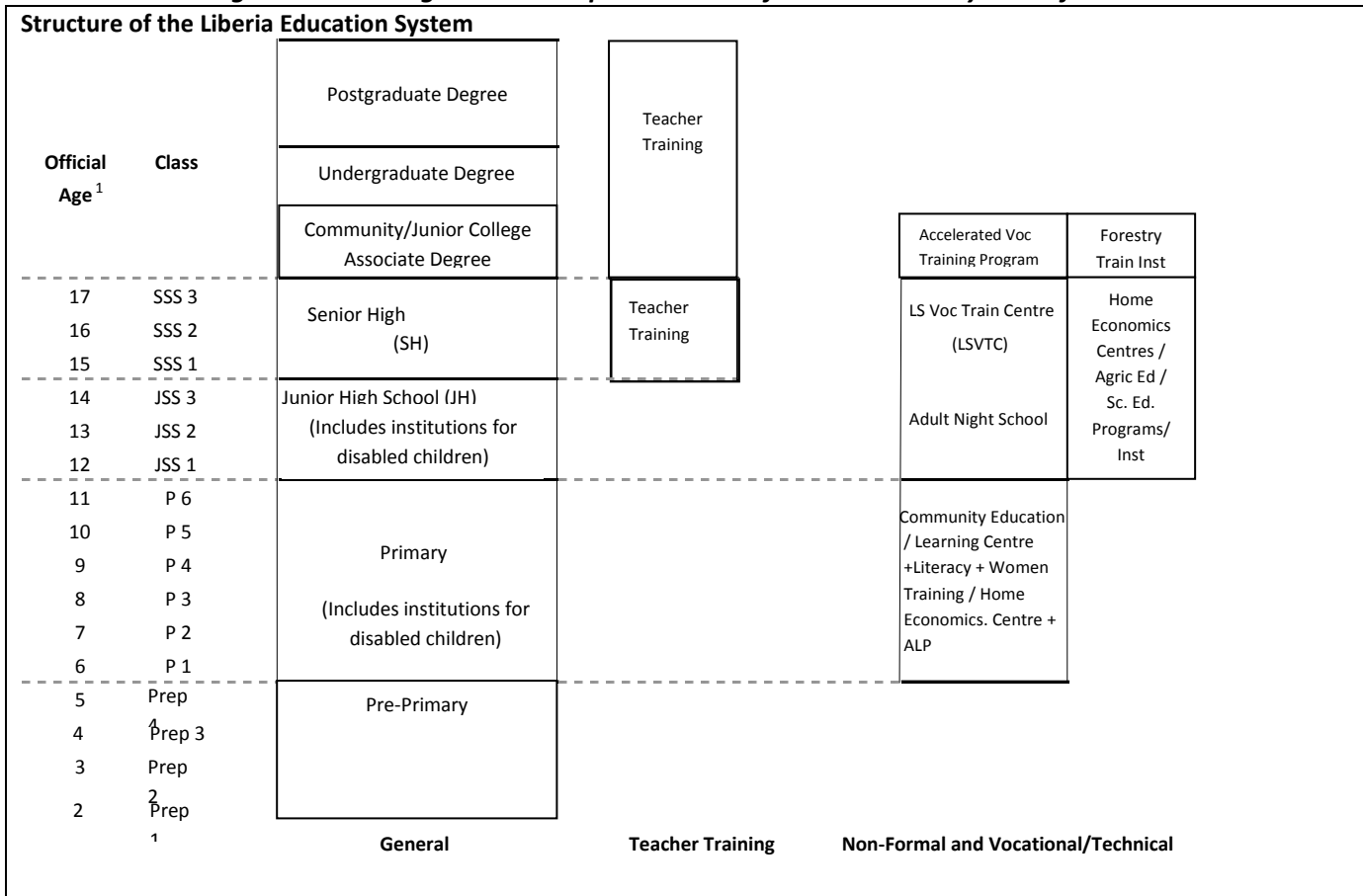
officials of the Ministry of Education. The compositions and mandates of the County Education and Training Councils (CETCs), Local School Management Committees (LSMCs) and Parent Teacher Associations (PTAs) are also intended to ensure public and community participation in the governance of education. However, the CETCs and LSMCs are largely non-functional and issues with the functioning of PTAs have already been highlighted in the preceding paragraph.

More details on the governance of education and its reporting/coordination system are provided in Chapter 10.

2.3 The Liberian Education System

The education system of Liberia is shown diagrammatically below.

Figure 2.3.1 – Diagrammatic Representation of the Education System of Liberia



Pre-primary education officially starts at age 2 years and lasts for four years.

Pre-primary schooling is followed by six years of primary education (Grades 1 to 6). Primary education is available in public, mission-sponsored, concession-sponsored (i.e. by large companies), private-sector, and community-funded self-help schools.

Secondary education is provided in two parts. The first part consists of three years of junior high schooling

and is the last part of ‘basic education’. The second part consists of three years of senior high schooling.

Tertiary level institutions include: Community/Junior Colleges which offer baccalaureate and associate degrees; teacher training colleges; universities; and vocational and technical institutions including the Forestry Institute.

Vocational and technical education and training are available at different levels starting with the most basic of skills training in centers at the primary level. As well as the offerings in some secondary schools and tertiary level institutions, dedicated vocational and technical institutions, shown in the diagram, also exist at the aforementioned levels.

The long years of conflict make non-formal education, including literacy programs, a very important part of the education system as many young people missed out on formal education opportunities. These programs are largely at the primary level.

At the school level there are four main categories of schools – public, community, private, and mission. Public schools are institutions started, operated and fully financed by the Government. Community schools are institutions started and run by a community for a brief period after which the Government takes over; most retain the name ‘community’ even after being taken over. The general practice is to group ‘community’ and public schools together for projecting enrolment and financing trends as community schools are invariably absorbed by the Government. Mission schools are institutions started and run by bodies with religious affiliations. They are not dependant on government funding for their survival although some receive subsidies. Private schools are institutions started and run by individuals and/or groups with no declared religious affiliation or intention of perpetuating a particular religious belief or way of life. They do not receive financial support from the Government.

Some schools belong to a ‘school system’. A school system is simply a collection of schools grouped together by their geographical location or the fact that they cater to a specific group of children e.g. children of parents working for a particular mining company/concession. All are established by specific legislations. Most school systems are private. The only public and most well-known school system is the Monrovia Consolidated School System (MCSS).

2.4 Two Key Frameworks Impacting on Education in Liberia

2.4.1 – The Millennium Development and Education For All (MDG and EFA) Goals

There is sometimes an erroneous belief that the only important documents for education are the ones written specifically for the sector. In fact, some of the documents with the greatest impact on education have either not been written specifically for education or cover education as just one aspect of something much bigger. Documents of this nature that are of interest include the Millennium Development Goals (MDGs), Poverty Reduction Strategy (PRS), Universal Declaration of Human Rights and Convention on the Rights of the Child, Labor Laws and Health Policy. The links between this last document and the PRS are detailed in the next chapter and so receive limited comments here.

The education goals in the MDGs are derived from the Education For All (EFA) goals. The two MDGs most directly related to education are:

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MDG No. 2 – Achieve universal primary education: Ensure that all boys and girls complete a full course of primary schooling.

MDG No. 3 – Promote gender equality and empower women: Eliminate gender disparity in primary and secondary education, preferably by 2005 and in all levels of education by 2015.

Both MDGs Nos. 2 and 3 are discussed in detail in later chapters in terms of the feasibility of them being achieved as well as their relevance and implications of achievement for Liberia

Fig. 2.4.1: The EFA Goals

<u>Goal 1.</u> <i>Expand and improve comprehensive early childhood care and development especially for the most vulnerable and disadvantaged children.</i>
<u>Goal 2</u> <i>Ensure that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality</i>
<u>Goal 3.</u> <i>Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes</i>
<u>Goal 4</u> <i>Achieve a 100 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults</i>
<u>Goal 5</u> <i>Eliminate gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality</i>
<u>Goal 6.</u> <i>Improve all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.</i>

Progress is being made towards meeting the EFA goals but the number of obstacles that have to be removed are such that progress has been slow and there is some doubt that any of the targets will be met by 2015, even though they will be met later.

2.4.2 The Liberia 2008 Poverty Reduction Strategy

The Poverty Reduction Strategy (PRS) takes full cognizance of the Millennium Development Goals (MDGs) and, as in this present document, many of its detailed activities are intended to move Liberia towards meeting the latter. Liberia's PRS is built on 4 pillars – Security; Economic Revitalization; Governance and the Rule of Law; and Infrastructure and Basic Services. Education can conveniently fit into all 4 pillars but was assigned to Pillar 4 – Infrastructure and Basic Services. In the PRS consultations, the public rated education as second only to roads in order of prioritization of their needs. Concerning the sector, the PRS stated the following:

The education sector currently faces several key challenges, including the following:

- inadequate and undefined sources of finance that will enable the sector to keep pace with the ever-increasing demand for quality and relevant education;
- weak capacity for management and governance from central to the local level;

- an outdated curriculum and inadequate textbooks, chairs, desks, and school supplies;
- insufficient school access that limits the ability of every child, including girls and persons with disabilities, to exercise his/her right to quality education;
- insufficient numbers of well trained, qualified, and motivated teachers;
- an understaffed and over-crowded public university; and
- poor quality programs being offered at some institutions of higher learning

Having highlighted the gains made by education during the Interim Poverty Reduction Strategy period, the PRS states the following as the seven strategic objectives of the Government of Liberia in education for the 3-year lifetime of the document:

Strengthen the curriculum.

Improve access to quality, safe, and hygienic schools.

Recruit and train qualified teachers.

Improve learning achievement and school completion rates.

Strengthen the quality and accessibility of skills and vocational training.

Improve the quality and standard of tertiary education while carrying out a limited and phased expansion and decentralization.

Strengthen the overall governance, management, and financial basis of the system.

The seven strategic objectives of the PRS listed above are all covered by the objectives of the Education Sector Plan (ESP) as is made clear in the next chapter. In fact, given the longer lifetime of the ESP (2009/10 – 2020), the intention is to ensure an alignment between future PRS objectives for education and ESP objectives and targets. In this regard, the processes of development of the ESP, especially the extensive series of consultations, have been aligned.

2.5 Key Players and Partners to Government in Education

Education in Liberia receives significant support from multilateral organizations, bilateral agencies, a host of international NGOs, international religious institutions, as well as individual foundations. The support ranges from loans and grants to in-kind contributions including food for the national school feeding program through the UN World Food Program. Some of this funding is channeled through the government, the UN and some goes directly to educational institutions and individuals (scholarships are an example).

The MOE maintains strong working relationship with a number of organizations. Prominent among these are: UNICEF (the present lead education support partner in the country), UNESCO, the World Bank, EU/EC, the Open Society Institute/Foundation, WFP, UNHCR, USAID, Save the Children UK, Plan – Liberia, IRC, UNFPA and a host of other international committees and NGOs/Implementing Partners.

The partners are all engaged in supporting and augmenting the efforts of the government in various areas of education. The MOE is increasingly moving partners away from focusing just on their interests to supporting the plans and priorities of the government.

Figure 2.5a – Key Bilateral and Multilateral Donors and NGOs plus Activities/Areas of Support

Organization	Activity/Area of Support	Status
UNICEF	ALP, instructional materials & furniture, EMIS, TAs, Pooled Fund, Girls' Ed., CEO capacity development, Learners' Kits, Readers, Policy development etc.	ongoing
UNESCO	National Curriculum development, literacy, TA, JHS teacher training Curriculum, Post Graduate Diploma in Education Curriculum (SHS teacher training). TA.	ongoing
EC/EU	TA, EMIS, School construction, financial management, human resources	ongoing
World Bank	TA & capacity building, ECD	ongoing
USAID	ALP, youth capacity building, teacher training, EGRA, institutional capacity building	ongoing
OSI/OSIWA	Pooled Fund establishment and financing, TA, ECD	ongoing
WFP	School feeding for primary schools and ALP students and girls take home ration. Provision of PTA training and community mobilization. Food Management Committee development support	ongoing
UNHCR	Repatriation & resettlement of teachers, human rights education	ongoing
UNFPA	Capacity building for teachers, developing materials for school health	ongoing
Save the Children UK	Construction & renovation of schools, ALP, instruction materials& uniforms	ongoing
Plan Liberia	Construction & renovation of school, provision of basic education, capacity building	ongoing
IRC	Teacher training, school renovation & construction, learning and recreational materials, PTA capacity building, TVET reform, skills training	ongoing
Ibis	ALP & agricultural skills training	ongoing
FAWE	Involved in women and girls education	ongoing
LET	Capacity building through scholarship, teacher education	ongoing
DRC	Involved in school construction	ongoing
LACE	Involved in school construction and rehabilitation	ongoing
FRC	Adult literacy and teacher training	ongoing
Vision in Action	Conduct teachers training	ongoing
Right To Play	Provision of structured Sport and Play programs to promote life skills, HIV/AIDS prevention education and general health education	ongoing
NRC	Provision of ALP	ongoing
Peace Corps	Mentors to the leadership of the RTTIs and County Education Officers. Also provision of librarians, PTA organizers and high school teachers.	ongoing
Peace Wind JP	Involved in school rehabilitation & reconstruction	ongoing

* See list of Abbreviations/Acronyms at front of document for meaning of acronyms employed

Figure 2.5b –Selected Single Countries Not Represented in 2.2a Providing Support to Education in Liberia

China	Provision of bilateral scholarships & school construction	ongoing
Egypt	Capacity building through the provision of scholarships	ongoing
Russia	Provision of bilateral scholarships	ongoing
Morocco	Provision of bilateral scholarships	ongoing

With the support of the above listed agencies, there has been great improvements in education access including increased enrolments and quality at all levels since year 2003. However, even with these improvements, many challenges still remain as is apparent from the Country Status Report (CSR) on Education. In the chapters that follow, we look at these challenges and propose strategies as well as activities/actions to address them.

2.6 Recent Key Interventions and Programs in Education

A number of important interventions and programs have been embarked upon in the last three years. Presented below are briefs on just a few. These briefs will be further elaborated in the chapters that follow and details presented on others.

2.6.1 Accelerated Learning Program (ALP)

The 14-year-long civil conflict caused a large number of children not to attend school. The MOE, with support from UNICEF, designed the Accelerated Learning Program (ALP) to cater for these children most of who were above normal school age by the end of the conflict. Under the ALP, the primary school curriculum is completed in three years instead of the normal six years. The ALP also attempts to provide adult learners with saleable skills. A review of the ALP has been carried out and a report produced.

2.6.2 Infrastructure Expansion

Educational institutions in Liberia were seemingly targeted during the civil conflict. Thirty-one percent (31%) of public and twenty-four percent (24%) of community schools were destroyed whilst sixteen percent (16%) of public and community schools were extensively damaged. In order to address the situation, the government, supported by its partners, has embarked on large-scale rehabilitation and re-construction of educational institutions. Under the ongoing program, the three Rural Teacher Training Institutes (RTTIs) have been rebuilt and refurbished as have many primary and secondary schools.

2.6.3 Instructional Materials Provision

The current learner- textbook ratio in primary schools is estimated at 3:1. Most of these books are outdated and not written specifically with the Liberian child in mind. As a consequence of the foregoing, and the fact that a significant number of teachers are untrained and/or over-stretched, the quality of teaching in Liberian schools is lower than desired. Primary school textbooks in the four core subject areas have been procured using Pooled Fund resources and procedures. The supply of the procured books to schools will reduce the learner to textbook ratio to 2:1.

2.6.4 Teacher Development

According to the CSR, 60% of all teachers at the primary level in Liberia are untrained and only 12% are female. Further, the 2007/2008 School Census Report, states that the learner to trained teacher ratio at the primary level is 59:1. This situation is in part a reflection of the fact that the Rural Teacher Training Institutes (RTTIs), which are responsible for the training of the great majority of primary school teachers, have not been functioning for many years. USAID funded the complete rehabilitation of the Kakata and Zorzor RTTIs in 2007 and provided all the necessary resources leading to the admission of students in August 2008. The first cohort of pre-service students graduated at the ZRTTI and KRTTI with C-Certificates in June 2009. In 2006, UNHCR began the rehabilitation of the Webbo RTTI. The MOE is working to identify a site for pre-service training, either at the Webbo RTTI or at another location in the region that will be able to train and certify a greater number of newly recruited teachers in the Southeast. Much of the USAID support for teacher development has been through the Liberia Teacher Training Program (LTTP).

2.6.5 Girls Education Program

In Liberia, girls still lag behind boys in enrolment, retention and completion at all levels of education. As the educational ladder is ascended, the situation worsens. For example, the Gender Parity Index (GPI) is 0.88 at the primary level but only 0.69 at the senior high school level.

In the teaching profession, females are significantly under-represented. For example, the percentage of female teachers at the senior high school level is just 3%.

The above alarming situation has caused the government to embark on a number of activities. A Girls' Education Unit has been established at the MOE with UNICEF support. A Girls' Education Policy has been produced and simplified for implementation. Girls enrolled at the primary school level who attend school regularly receive take home rations supplied to schools by WFP on behalf of the government. Inter-ministerial groups are in dialogue over collaborative activities that can impact positively on the education of girls. Support is being sourced from partners for the education of girls in Liberia.

2.6.6 Early Childhood Development and Education Program

Enrolment in pre-primary education relative to those of official pre-primary school age is higher in Liberia than in any of the other countries in the sub-region. However, many of those in pre-primary school are not only above the official pre-primary school age, but also above the official primary school age. Additionally, the curriculum on offer shows little difference between that of the primary school and, even more disturbing, no training program for pre-primary school teachers exists in-country. The matter is further compounded by the seeming lack of collaboration between the Ministry of Education and the Ministry of Health and Social Welfare on matters affecting the very young children in pre-primary schools. In order to address the aforementioned and other challenges, the MOE has established an Early Childhood Education Division. Support for the work of this division has come from various agencies over time. At the time of writing this document, the Soros Foundation and the World Bank are working with the Unit to review the studies conducted in 2008 to produce a policy document that will cover the early childhood development and education of the very young in Liberia.

2.6.7 School Health, Nutrition and HIV

The poor health and nutritional status of school-age children has a serious impact on the timing of their enrolment, the frequency of their attendance and their performance in school. Their health and nutritional status and their ability to be taught and learn, are determined not only during their school years but also during fetal development and in early childhood. Improving the performance of the education sector is therefore dependent on the current and past health and nutritional status of its student body.

Among the disease conditions that threaten school-age children in Liberia are malnutrition, diarrhea, malaria and HIV/AIDS. From the 2007 DHS Report for Liberia, it is noted that 0.9% of 15- to 19-year-olds are sero-positive for HIV. Stigma and discrimination for HIV-infected children is widespread in Liberia.

There are still many schools without separate-sex toilets and potable water for students and teachers. However, partners have been assisting the Ministry of Education to ensure that schools have protected wells.

A School Health Unit to cater for the above mentioned problems of school children and teachers has been in existence in the Ministry of Education in Liberia since 1975, but ceased to exist due to the war and only restarted in 2001. The unit is responsible for water, de-worming, hygiene, sanitation, reproductive health, skill-based education and HIV/AIDS/STI prevention education. The school based nutrition / micronutrient supplementation (e.g. vitamin A) sub-components are not part of this unit. These are managed by Family Health Division in the Ministry of Health. School feeding is supported by WFP and is managed by the Division of School Feeding of the Ministry of Education. The School Health Unit is

interested in understanding what is happening in the area of school feeding, and micronutrient supplementation.

Reproductive health, HIV/AIDS and de-worming sub-components have been progressing more than the others within the broader School Health unit. The sectoral HIV and AIDS policy and strategic and operational plans have been elaborated. Reproductive health has been infused into life-skills based education materials for teachers. Life-skills education materials have already been elaborated with assistance from partners. However, materials have not yet been produced to be distributed to schools and teachers have not yet been trained to use the materials in schools following the national curriculum. With assistance from partners, the Ministry has been able to undertake some hygiene promotion activities.

If the health and nutritional problems of pre-school and school-age children are not addressed, Liberia will likely not achieve the Education for All (EFA) goal and Education MDGs. In order to improve the learning capacity and performance of school-aged children, there is need to urgently address the health and nutritional situation of school-aged children in Liberia.

Chapter 3

Education Sector Plan Formulation and Consultation Process, Links, Baseline and Scenarios

3.0 Introduction

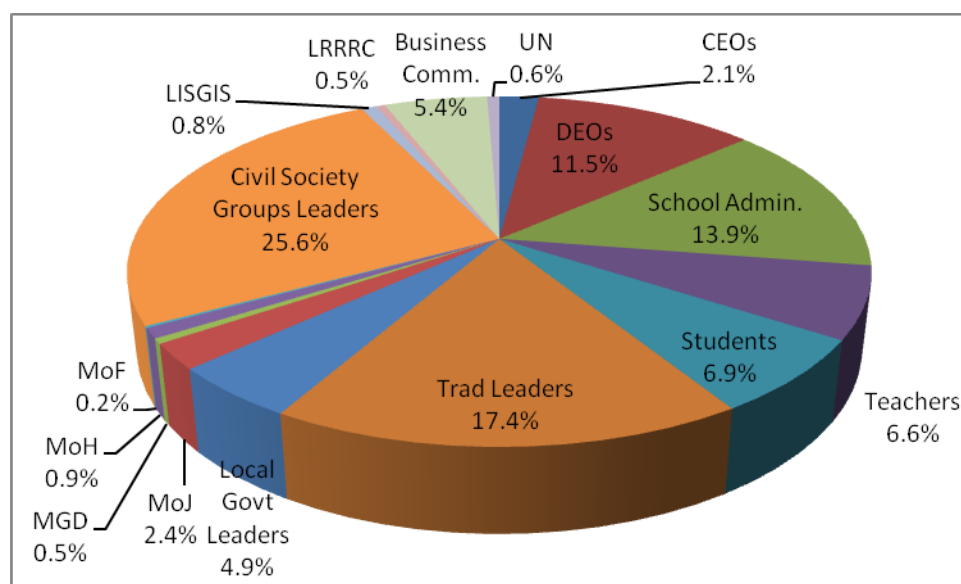
Initial preparation for drafting of the ESP commenced with a literature study involving the texts shown in the bibliography. At the same time, small working groups established at the MOE identified the main challenges for education in the different sub-sectors. Based on the foregoing and discussions at the MOE, the strategy, proposed structure, areas of coverage and estimated timeline for completion of the ESP were developed and presented to partners for comments and inputs prior to commencement of drafting. The papers and presentations are available from the MOE. Before the start of drafting discussions/consultations were held with a wide variety of civil society groups and other arms of government on what was being proposed soliciting inputs and comments. These discussions included several sessions with the Education Sub-Committees of both houses of the Legislature, the Ministries of Planning, Health and Social Welfare, Gender and Development, Youth and Sports, Internal Affairs, Budget Bureau (Ministry of Finance), Internal Affairs and Justice. Civil Society groups participating in initial discussions/consultations included the Liberian Council of Churches, the Federation of Liberian Youths, Association for the Disabled, representatives of PTAs in Montserrado County, the National Teachers Association of Liberia and FAWE. Government and semi-government agencies participating in initial discussions included the Liberian Institute of Statistics and Geo- Information Services.(LISGIS), West African Examinations Council (WAEC), the Monrovia Consolidated School System (MCSS) and the head of the Liberian Education Trust (LET).

The drafting of the ESP commenced in the second quarter of 2008. It involved a team of Liberians supported by a consultant. In addition to drafting skills, the consultant imparted skills in the development of an ESP to team members. Nationals in the team prepared initial drafts of chapters which were discussed and refined by the consultant. Power-point presentations of the drafts were made to MOE personnel and interested partners. Concern about the pace of the process led to a modification of the strategy resulting in fewer presentations and less drafting by national team members even though the latter continued to be deeply involved in review of drafts.

After completion the zero draft was distributed to the legislature, all line ministries and government agencies as well as all county government offices, relevant civil society groups and partners for their comments and inputs. A follow-up was made by the Minister of Education on the documents sent to the Ministries of Finance and Planning in order to ensure their continued involvement and participation in the process. This same draft was sent to county education offices for distribution to participants invited to the regional consultation workshops described below. Partners commenced their appraisal of the ESP with this zero draft.

A plan and strategy for post drafting consultations was developed whilst work on the ESP was proceeding. Selected members of the ESP team were given responsibility for the consultations plan and strategy but they were aided by a Steering Committee that included partners as well as advice and information from district and county education officers. The latter selected the sites and venues for the consultations and, with inputs from others, including the relevant legislators, helped to persuade various civil society groups and key local officials to participate in the meetings. The guidelines for the selection of participants required

representatives of government to be in the minority in order to minimize the possibility of hearing only the government voice. The chart below suggests that this objective was achieved.



It is important to note that selection of representatives of civil society groups was done by the groups themselves.

The plan was for the consultations to take place in 5 regional centres. The reality of the roads situation in Liberia meant that a change to 4 regional gatherings and 3 county level gatherings had to take place. The dates and towns used for the meetings are shown below.

Date	Venue	Counties Represented
11 - 12 November	Tubmanburg, Bomi County	Bomi, Cape Mount, Gbarpolu
17 - 18 November	Gbarnga, Bong County	Bong, Lofa, Nimba
17 - 18 November	Kakata, Margibi County	Grand Bassa, Margibi, Montserrado
20 - 21 November	Zwedru, Grand Gedeh County	Grand Gedeh, Maryland, River Gee
20 - 21 November	Cestos, River Cess County	River Cess
27 - 28 November	Greenville, Sinoe County	Sinoe
2 - 3 December	Barclayville, Grand Kru County	Grand Kru

Each consultation lasted for two days and had the same format. Day one was devoted to an in-depth presentation of the ESP while the second day was devoted mainly to group work based on how participants would like to see education in Liberia develop. The level of participation on both days of the workshop was excellent. Many walked long distances and for long periods of time to attend. The Minister and Deputy Ministers of Education ensured that they attended and took part in some of the workshops. Also present at the consultations were representatives of various UN agencies as well as key partners in education. Discussions were informed and lively. Delegates clearly knew the direction in which they wanted the education sector to go. Youths, students and women were very vocal. Being illiterate and/or not being able

to speak English was not a barrier to participation as use was made of translators from amongst the participants. The greatest challenge to the moderators was keeping to the time schedule as many delegates insisted on having their voices heard on various topics.

Each of the workshops was covered by a local radio station. Photographs and/or video footage of each workshop is available as well as a documentary on the consultations.

The regional workshops were followed by a national summit workshop in which the views of the public in the different regions were presented and discussed. The views of the public as presented and confirmed at the national summit workshop have been incorporated into the chapters that follow. Copies of the summary power-point presentations made at the summit are available at the MOE and electronically. These will become downloadable from the MOE website when it is completed in mid-2010. This same website will provide greater details on the ESP development and consultations process.

The feedback on the draft ESP from the consultations and from the legislature, other government entities, civil society groups and the partners was used to revise the zero draft and produce a second draft. This second draft was sent to the education development partners in Liberia for continued appraisal of the ESP as well as to the Ministries of Finance and Planning. The feedback received from both has been incorporated into this document. Additional discussions were held between the political leaderships of the MOE and both of the aforementioned ministries as well as between their senior technical staff and those leading the drafting of this document.

In formulating the ESP and planning the consultations, lessons were learnt from what took place in the development of the Poverty Reduction Strategy (PRS) and the Liberian Primary Education Recovery Program (LPERP). At the same time the 3 documents are intimately linked in that implementation of each impact on the others. The sections below provide detail on three main areas: how ESP incorporates the PRS and the interventions already under way with the LPERP; description of the baseline statistics underlying the plan; and the various sector scenarios developed using these statistics and provides a brief overview of the scenario chosen.

3.1 Link between the Poverty Reduction Strategy and the Education Sector Plan

Liberia's Poverty Reduction Strategy, prepared in 2008, has clearly articulated and established the basis for the ESP. The PRS' nation-wide consultation process identified education as one of the top three national development priorities. The challenges and seven strategic objectives of GOL interventions in education over the three-year lifetime of the 2008 PRS have already been given in Chapter 2. They all facilitate achievement of the MDGs for education and the Education For All (EFA) goals. The intention in this chapter is merely to illustrate how the PRS and ESP are linked.

The ESP outlines the short, medium and long-term GOL strategies and activities to address the plethora of challenges confronting education and to meet the developmental needs of Liberia and its people. As in the case of the PRS, the priorities and actions proposed in the ESP have been arrived at after nation-wide consultations which commenced even before the drafting of the ESP started and continued during and after the drafting process.

Much care has been taken to ensure that all of the seven strategic objectives of the GOL under the PRS are covered in the ESP. This was facilitated by the fact that the drafters of the ESP were intimately involved in the discussions on the findings of the PRS consultations process and the section on education in the document. Thus,

Strengthening the curriculum;

Improving access to quality, safe, and hygienic schools;

Recruiting and training qualified teachers;

Improving learning achievement and school completion rates;

Strengthening the quality and accessibility of skills and vocational training;

Improving the quality and standard of tertiary education while carrying out a limited and phased expansion and decentralization (of higher education); and

Strengthening the overall governance, management, and financial basis of the system;

all appear as specific policy objectives in the chapters that follow. Further, review of the ESP and the targets set in the action and implementation plans derived from the ESP have been scheduled to take place during the same year as the PRS review. The ESP reviews are planned to precede those of the PRS so that policy objectives from the former can be fed into the latter.

In addition to the foregoing, the ESP is aligned with the PRS in that both:

- specify actions to be taken by the government and its partners to address specific challenges;
- articulate GOL vision and major strategies for improving education; and
- place emphasis on investments that result in improvement in the well-being of Liberians.

Both the PRS and the ESP highlight the importance of long term GOL and partner commitment to achievement of the goals, objectives and targets spelt out in the documents. In particular, establishing the necessary institutional framework and capacity building for sector co-ordination, monitoring and evaluation as well as public financial management are indicated as essential requirements for making education capable of performing its role in “lifting up Liberia”. This document pinpoints areas of need for capacity building but the details and mechanisms are to be spelt-out in its 3 yearly and annual implementation plans.

3.2 Link between the Education Sector Plan and the Liberian Primary Education Recovery Program (LPERP)

3.2.1 LPERP – Background

The Liberian Primary Education Recovery Program (LPERP) was developed between February and March 2007 as a three-year action program (2007-2009). It was prepared for submission to EFA FTI and based on the *Priorities for Post-Conflict Education Sector Recovery in Post-Conflict Liberia (FY 2007/08 to 2010/12)* which was presented at the Liberia Partners’ Forum in Washington, DC, in February 2007. Those involved in developing the LPERP included: senior government officials, line ministries, including the ministries of Finance, Planning and Economic Affairs and the Civil Service Agency with leading assistance from UNICEF. The LPERP was designed as a transition strategy to bridge the gap between short-term emergency-type interventions and a comprehensive approach for the recovery of the primary education sub-sector. It covers eight components: (1) Infrastructure Expansion and Improvement, (2) Instructional Materials and Curriculum Development, (3) Teacher Development, (4) Accelerated Learning Program, (5) Advisory, Supervision and Assessment Services, (6) Strengthening Education Sector Governance, (7)

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Organizational Capacity Building, and (8) Institutional and Implementation Arrangements for the Program. It was appraised and endorsed by the in-country donors and submitted to the EFA FTI Partnership for endorsement on March 31, 2007 and was the basis for admission to the Partnership in April 2007. Although the LPERP met the requirements for admission to the EFA FTI Partnership, the funding request to the Catalytic Fund Committee in May 2007 was not successful. A number of reasons ranging from lack of capacity to effectively plan and manage the sub-sector to fiduciary risk were cited. Even so, funds provided by the Netherlands were made available by UNICEF for implementation of the program. The Soros Foundation provided additional funds and UNESCO, the World Bank, USAID and WFP provided various forms of support. All of this was in addition to resources provided by the GOL.

The ESP builds on and expands the work completed under the Liberian Primary Education Recovery Program (LPERP). However, unlike the LPERP which is short-term and programmatic in nature, the ESP is more policy based and proposes strategies and actions to address specific policy objectives over the longer term. After endorsement, the ESP replaces the LPERP. 3 Year Action Plans. Annual implementation plans derived from the ESP will have some of the characteristics of the LPERP implementation plans.

The components of the LPERP are all covered in the ESP and, in the case of Component 8, in the associated Project Appraisal Document (PAD) as indicated below.

Component 1: Infrastructure Expansion and Improvement

In the ESP, infrastructure expansion and improvement are covered largely under the policy objective of ‘increasing access’ not only for the primary level but also other levels of schooling and programs. The relative needs and costs are estimated using a simulation model based on that used for costing many ESPs internationally but tailored specifically to the Liberia situation. Thus a more rigorous model was used to arrive at the numbers used for the ESP than for the LPERP, which it updates. Development and use of a simulation model also allows easier re-visitation and review of numbers to meet the realities of the situation from year to year.

Component 2: Instructional materials and curriculum development

This LPERP component is covered in the ESP as a strategy under the more encompassing policy objective of ‘improving quality’. Some of the costs for instructional materials are covered under ‘upgrading’ expenditure but curriculum development costs are largely covered under ‘allocations other than for the salaries of teachers’. Specific numbers and costs for instructional materials are not stated for all instructional materials in the ESP but rather in the derived action and implementation plans. The cost of textbooks is covered specifically in the ESP with the intention of moving from a 2:1 primary learner to set of ‘core’ textbooks ratio to 1:1. The ESP also proposes provision of textbooks for the junior high school level since the Education Law groups the primary and junior high school levels together as constituting ‘basic education’.

Component 3: Teacher development

As in the case of LPERP Component 2, Component 3 is covered in the ESP as a strategy under the more encompassing policy objective of ‘improving quality’. The associated costs are covered under both ‘expanding’ and ‘upgrading’ education at the appropriate level. Teacher development in the ESP goes beyond the primary level to also consider needs at the pre-primary, junior high and senior high school levels.

Component 4: Accelerated Learning Programs for Older Students

This LPERP component is covered in the ESP under ‘primary education’. In fact it is built into the simulation model as part and parcel of primary education. ALP enrolment targets in the ESP are based on

enrolment in 2007/08 as revealed by the 2008 school census and estimates a peak in 2014 to be followed by a gradual decline thereafter. Should significant numbers of older youths in primary schools choose to enrol in ALP then a re-visitation of the ESP projections would be warranted.

Component 5: Advisory, Supervision and Assessment Services

This LPERP component is covered in the ESP as a strategy under the more encompassing policy objective of ‘improving quality’ at the various levels of education. In addition to the funds available under ‘expenditure other than salaries of teachers’, the ESP provides some funds under ‘upgrading’ costs for activities related to advisory, supervision and assessment services. Even so, the contents of the ESP necessitate a re-visitation of some of the ambitious targets of this LPERP component as well as a filling in of some seeming gaps in the component.

Component 6: Education Sector Governance

This LPERP component is covered in the ESP under ‘governance’. Additionally, some parts are dealt with as strategies under the more encompassing policy objective of ‘improving quality’ at the various levels of education. Action on this component under LPERP appears to have been minimal. Some of the activities of the component remain valid under the ESP but some would require re-visitation as activities that should precede it were not included in the LPERP and the process necessary to get the activities going could be lengthy. Many of the activities necessary under the component are new to Liberia and require strong leadership and pressure to get them started and sustained.

Component 7: Organizational capacity

This LPERP component is covered in the ESP partly under ‘governance’. Additionally, some parts are dealt with as strategies under the more encompassing policy objective of ‘improving quality’. Execution of this component under LPERP has been limited and so a great deal remains that can be done under the ESP. However, a cautious approach has been adopted in coverage of this area in the ESP whilst awaiting the outcome of the ongoing work by the Governance Commission on GOL capacity issues. At the same time, work planned and funded by the EC at the time of writing this document should go towards fulfilling relevant ESP policy objectives covering MOE organizational capacity matters.

Component 8: Institutional and Implementation Arrangements for the Program

Aspects of this LPERP component are covered to only a limited extent in different chapters of the ESP. The details on the institutional and implementation arrangements are spelt out in the ESP based Project Appraisal Document (PAD) prepared for a Catalytic Fund (CF) application as well as the 3 yearly and annual implementation plans.

3.2.2 LPERP – Implementation/ Results

In June 2009, the Ministry of Education together with its education development partners, including international NGOs, and national stakeholders such as County Education Officers, teachers and CSOs, joined efforts to review the implementation progress of the LPERP. The review showed that three main LPERP interventions have been implemented using funds from the Education Pooled Fund. These components are: 1 (Infrastructure Expansion & Improvement), 2 (Instructional Materials and Curriculum Development), 3 (Teacher Development) – thus putting priority on increasing access to quality education. . A number of partners coordinated by the MOE with support from UNICEF have implemented much of what is outlined in Component 4 (Accelerated Learning Program). Components 5-7 have not been implemented. Component 8 was implemented with the development of the Education Pooled Fund launched in May 2008. The EPF put into place committees and procedures for accessing the funds and

have provided a system that could be adapted for the implementation of the ESP. Given that Components 5 – 7 of the LPERP are still to be implemented the ESP gives much attention to supervision, governance and institutional capacity development in Chapters 10 and 11 as well as in Chapter 5 although to a lesser extent.

(i) Infrastructure Expansion and Development

A school mapping exercise funded by UNICEF with technical support from ECSEL and LISGIS started in the last quarter of 2009 to map out existing school locations and show the distances among schools. This will be followed up by district school micro-planning and respond to the LPERP appraisal requirement for ‘the MOE to undertake research on demand -side interventions and disparity reduction’. Additionally, the MOE has developed a standard primary school design which will be the MOE-approved school design for government and donor interventions in building schools. Through the EPF the GOL was able to have a total of 40 new primary schools constructed, with each of the 15 counties benefitting from a few. This was below the numbers in LPERP implementation plan which calls for the renovation of 42 existing and construction of 60 new schools in 2010. With the on-going efforts and that proposed in this document, the GOL is trying to move beyond the large learner-classroom ratio detailed in the LPERP and to provide at least 65 percent of the learners with a seat and a desk in 2010. The new ESP targets the construction of a minimum of xxx classrooms at the primary level by 2012 in addition to those that will be rehabilitated and made usable as well as those for the pre-primary, secondary and tertiary levels.

(ii) Instructional Materials and Curriculum Development.

Between 2008-2009 (a) 1.2 million textbooks and teachers’ manuals were procured with EPF funding, (b) an instructional materials handbook and textbook policy was developed, (c) a new curriculum for primary education was developed with support from UNESCO and (d) readers for grades 2 and 3 were developed and distributed. The GOL reached its LPERP target to reduce the textbook-learner ratio from 1:27 to 1:2. The piloting of the curriculum has been delayed due to a lack of funding to support the process. The revised curriculum includes HIV/AIDS education, peace education, human rights and critical thinking and was developed to meet WAEC requirements. A USAID funded (Early Grade Reading Assessment (EGRA) program started with the baseline assessment conducted in November 2008 for 180 primary schools. Results showed that students in Grade 2 were reading at 18 words/minute while Grade 3 students were reading at 28 words/minute whereas it is necessary to read at least 45 words/minute for reading comprehension to occur. The EGRA pilot program is training coaches who work with 160 teachers on how to teach reading. A second assessment has been conducted and preliminary results show progress. It was agreed that reading comprehension and numeracy must be national priorities. This document therefore focuses on learning outcomes and the quality of education. In particular it proposes the introduction of EGMA in addition to the ongoing EGRA, the continued updating and improvement of the curriculum at all levels, continued provision of textbooks for students at the primary and junior high school level as well as more and better quality teacher training.

(iii) Teacher Development

The major success under this component is the rehabilitation of two Rural Teacher Training Institutes. The intervention was primarily funded by USAID. The first cohort of primary level teachers graduated, after 20 years break caused by the civil conflict, in June 2009. USAID is supporting the MOE in the completion of a teacher payroll verification activity, the results of which will allow the MOE to better manage teacher recruitment, deployment and payment issues. It is estimated that by the end of this school year a total of 2,365 trained teachers would have been added to the teaching force relative to the numbers in 2008. This would bring the percentage of trained teachers close to 50%. Training in the use of the textbooks recently supplied to schools is still ongoing and reliable information on the number and percentage of teachers

trained is not presently available. The ESP targets the training of all (100%) new (pre-service) teachers as well as the in-service upgrading of a minimum of 50% of practicing teachers. Greater detail in what is proposed under the ESP can be found in chapter 8 as well as chapters 4 to 7.

(iv) Accelerated Learning Program

The target of 300,000 students aged 15 and over enrolled in ALP by 2010 has not been reached. In fact the gross enrolment into the program has declined from the 75,820 in 2007/2008 to 68,613 in the 2008/2009 school year. This has happened at the time the program has reached all counties but also using the UNICEF supported ALP policy guidelines developed and published in 2009 and therefore enrolling the right aged children/adolescents. Most of the key issues under this component have been addressed: An assessment of the program was conducted in 2007 (and results used to improvement program implementation; the policy guidelines were developed between 2008 – 2009; ALP has been scaled up to all counties and USAID is developing a more skills oriented cost – effective program to replace the ALP/Plus that was being supported under the previous program. No aspect of the MOE implementation plan developed for this component used government funds as it was assumed that the program has had adequate partner support. In 2010 however, the MOE will use some of the remaining EPF to pay the incentives (that have been pegged at 50% of the teachers' monthly salary of \$100 in 2010) to ALP teachers and cover the refresher training for the year. It is evident that the program will wind down in two years' time and no more new intakes will be provided in the 2010/2011 school year. A number of ALP implementing partners have given notice to end their support to the program. With the ESP categorically stating that the age of starting school should be enforced and that no child should be tested on admission to Grade 1, there should soon be no more need for ALP.

3.2.3 Challenges and Lessons Learnt

National infrastructure and local construction capacity are weak with many contractors unable to read the school designs and therefore requiring close supervision. The poor road conditions are a major source of delays particularly during the long rainy season when supplies cannot reach construction sites and construction work stoppages due to rain increase. The construction site supervision has been weak with the first external reports indicating only one school contractor could proceed without having to start all over again in order to construct safe schools. Even the two main entities (LACE and UNOPS) contracted to supervise the construction of 20 schools each found it difficult to supervise the number of sites to be covered on a daily basis. Each may therefore be allocated fewer schools in the future if contracted. This in turn means that without the support of the Ministry of Public Works and others qualified to supervise such work the building of the number of schools required to meet the projection targets indicated in the ESP will be a challenge. The contracting of local firms has been difficult due to the weakness of the banking sector at the time of drafting this document. Quarterly implementation plans for the LPERP with adjusted budget estimates and clear priorities have been missing. Due to a lack of predictable funding, the major LPERP activities were funded through the EPF. While the LPERP has been the single policy framework for EDPs and the MOE, much better coordination will be needed for ESP implementation. But sector coordination under the leadership of the MOE will not be the only challenge. A capacity gaps analysis particularly at the decentralized levels will be needed to strategically address implementation barriers. Therefore the ESP is proposing a capacity gap analysis as well as improved institutional arrangements and a new sector co-ordination structure. Details of both of the latter can be found in the Project Appraisal Document (PAD) derived from and developed alongside the ESP.

3.3 The Pooled Fund

3.3.1 Background

In March 2007, Liberia submitted the LPERP to the EFA FTI Partnership for endorsement and subsequently applied for Catalytic Fund support. The Catalytic Fund Committee did not approve an allocation on the grounds that the request did not meet the minimum standards for an award from the Catalytic Fund. This put the LPERP implementation at risk because of serious funding constraints. However, donors agreed to support the MOE to develop a transitional funding mechanism within the framework of the FTI. This would provide time and financial resources to implement some of what was outlined in the LPERP while at the same time developing internal capacity to collect and analyze data that will facilitate the development of a credible sector plan. At the same meeting it was agreed that the EFA FTI's Education Program Development Fund (EPDF) would be provided to pay for the technical assistance required to develop a comprehensive ESP. In June 2007, the initial commitments to the transitional funding mechanism called the Education Pooled Fund (EPF) were US\$12 million from UNICEF, using a grant from the Government of the Netherlands and US\$4.25 million from the Open Society Institute, part of the \$5 million pledged by George Soros on May 2, 2007.

Between June 2007 and May 2008, the Government together with UNICEF, OSI and other EDPs developed the EPF, which is designed to support the GOL and the EDPs to shift from largely uncoordinated activities and interventions towards an effective education sector response.

At the time of its launching in May 2008, the Education Pooled fund had the \$16.25 million, committed in 2007 and referred to earlier. The fund was legally established by a Memorandum Of Understanding (MOU) between the government of Liberia represented by the Ministry of Education and the Ministry of Finance, and UNICEF.

The establishment and governance of the Pooled Fund builds upon the tenets / principles of the Paris Declaration on Aid Effectiveness and the Education for All-Fast Track Initiative (EFA-FTI. The basic characteristics of the Education Pooled Fund include:

1. **Government Ownership:** The MOE is responsible for the implementation of the LPERP and chairs all governing bodies, namely, the Education Sector Development Committee (ESDC), consisting of all stakeholders, and the Advisory Board, consisting of the MOE, MOF, and partners directly contributing to the Fund;
2. **Use of National Legislation and Procedures:** The Pooled Fund is managed by the Project Financial Management Unit (PMFU) of the Ministry of Finance and requires the use of the Liberian Public Procurement and Commission Concession Act for procurement activities;
3. **Sector Wide Approach:** While the Pooled Fund currently funds only the LPERP, its design allows the expansion of its mandate to include other sub-sectors as well, ultimately leading to the funding of the Education Sector Plan. Also, the Pooled Fund is designed as an "Open Fund" to enable other international donors to join the fund in the future;
4. **Donor Coordination:** The Education Sector Development Committee enables and promotes communication, coordination and collaboration among the development partners in order to better support the government's reform efforts;

5. **Preparedness for direct budget support:** the set-up of the Pooled Fund requires the MOE to strengthen its planning, implementation, procurement and financial management capacities, which will be critical success factors in qualifying for direct budget support either within the EFA-FTI framework or in other international financing arrangements.

The EPF is a model for a transitional modality for delivering education aid to a post-conflict country and to support the GOL in responding adequately to needs in the education sector, to take leadership responsibility, develop capacity and to strengthen government-donor coordination. The EPF has been aligned to the Principles of the Paris Declaration on Aid Effectiveness (2005) and the principles of the EFA FTI. Both sets of principles highlight the importance of strengthening government systems and accountability, harmonization and coordination thus reducing transaction costs.

3.3.2 Operationalization

Between June 2008 and June 2009, US\$12.25 million was allocated for three major interventions: the textbook-learner ratio decreased from 1:27 to 1:2, 40 new schools are being built in all 15 counties, and three Rural Teacher Training Institutes have been re-established.

3.3.3 Replenishment and the ESP

EDPs such as the World Bank, USAID, the European Union and UNESCO supported the development of the EPF. They are also members of the governing entity – the Education Sector Development Committee - Executive Board (ESDC – EB) – which is chaired by the MOE and provides detailed analysis, advice and programmatic endorsement of the LPERP activities/ implementation plans for which EPF funds are requested. However, because of (a) the on-going development of the full ESP, (b) capacity constraints on the part of the MOE, (c) issues with the procurement rules and regulations of potential contributors and (d) a ‘wait-and-see how it works and how effective EPF is’ position of other EDPs there have not been new commitments. Another part of the problem is that the external audit for which some potential contributors were waiting and which was scheduled for mid-2009 has not yet taken place. In order to give the MOE the opportunity to use the EPF mechanism and to build more capacity, UNICEF will replenish the EPF with US\$3.2 million in 2010 and OSI will match those additional funds with the release of the remaining US\$750,000 of a US\$5 million promised in 2007. Although the EPF has only supported the LPERP implementation it was structured to permit gradual extension and modification as necessary to support the implementation of the new ESP and to allow new pooling donors to join. Given that auditing of the EPF is still to take place and any necessary modifications made, Catalytic Fund grants will not contribute to the EPF but will support sub-sector priorities indicated in the ESP some of which are building on and continuing with LPERP priorities.

3.4 Baseline Statistics for the Different Levels of Education 2007/08

Education planning is carried out on the basis of reasonable assumptions about future happenings based on the reality at the time of formulating a plan. This ‘reality’ constitutes the baseline. In order to ascertain this “reality” with as much certitude as possible, data and statistics are needed to fill in the picture. This section will provide a brief overview of that data used as a baseline for the Education Sector Plan and how and when this data was collected.

The second National School Census (NSC) was carried out in Liberia in the 2007/2008 school year with the data collection taking place in January 2008. In the foreword to the report on the school census, the President of Liberia directed that all official documents giving statistics on school level education in Liberia

use the data yielded by the 2007/08 NSC as relevant and appropriate. This means that although a Core Welfare Indicator Questionnaire (CWIQ) survey and a Demographic and Health Survey (DHS) were carried out in 2007, the baseline data employed for this sector plan will largely be those obtained from the 2007/08 NSC.

In the same academic year during which the NSC, CWIQ and DHS were conducted, the National Commission for Higher Education (NCHE) collected data on institutions recognised by the Government of Liberia as being of tertiary status. Data from this NCHE survey are used as a baseline as necessary and warranted.

In November to December 2006, UNESCO funded a survey of TVET institutions in Liberia. Data from this survey are used to augment baseline data from the earlier mentioned sources as and when necessary.

Following the collection and inputting of the 2007/08 NSC data, a further nine months were spent checking and cleaning the data in order to ensure that the baseline statistics are as reliable as possible. All other data-sets were subjected to less lengthy but equally rigorous cleaning processes. Financial data were obtained from the Ministry of Finance, the Budget Bureau, the Central Bank of Liberia, the World Bank and the International Monetary Fund (IMF). All were cross-checked for accuracy and reliability. Whenever possible, and appropriate, numbers from the IMF, which works closely with the Ministry of Finance, were used.

Given below are some key statistics of interest for the base year of 2007/08, excluding macro-economic data referred to in the chapters that follow.

Table 3.4.1 – Selected Baseline Numbers/Statistics

Level and Parameters	Base Year - 2007/08
Pre-Primary	
Gross Enrolment Ratio (GER)	141%
% of pupils GOL and Community Schools	76%
Number of pupils enrolled in GOL and Community Schools	374,946
Number of pupils enrolled in other institutions	116,618
Subsidy for others as % of GOL unit cost	2%
Total recurrent spending on preschool (in millions of LDs)	311
Primary	
Grade 1 Gross Intake Rate (GIR)	113%
Grade 1 Gross Intake Rate (GIR) - Boys	117%
Grade 1 Gross Intake Rate (GIR) - Girls	109%
Grade 6 (Proxy Completion rate)	62%
Grade 6 (Proxy Completion rate) - Boys	67%
Grade 6 (Proxy Completion rate) - Girls	57%
Share of repeaters	7%
Total enrolment	539,887
Total enrolment - Boys	286,584
Total enrolment - Girls	253,303
Girls' Enrolled/Boys' Enrolled as a percentage	88%
Gross Enrolment Ratio (GER)	94%
Net Enrolment Rate (NER)	35%
% of pupils in private and mission schools	30%
Enrolment in private and mission institutions	161,132

Level and Parameters	Base Year - 2007/08
Pupil teacher ratio (public and community + ALP)	48.7
Total number of teachers	9,338
Average Teacher remuneration as multiple of GDP per capita	2.4
Spending on inputs other than teachers as % of total recurrent spending	54%
Total recurrent spending (millions of LDs)	414
Junior High School	
Transition rate (Primary --> JHS)	71%
Total enrolment	102,642
Girls Enrolled/Boys Enrolled as a percentage	79%
Gross Enrolment Ratio (GER)	42%
JHS 1 (Grade 7) Access Rate	44%
Survival rate in JHS	80%
JHS 3 (Grade 9) (Proxy Completion rate)	35%
% of pupils in private and mission schools	53%
Enrolment in private and mission institutions	54,307
Pupil per class (Public and Community)	47
Teachers' average teaching workload (hours per week)	11
Pupil teacher ratio (public and community)	23.8
Total number of teachers	2,034
Average Teacher remuneration as multiple of GDP per capita	2.5
Spending on inputs other than teachers as % of total recurrent spending	52%
Total recurrent spending (millions of Leones)	122
Senior High School	
Transition rate (JHS --> SHS)	75%
Total enrolment	55,600
Girls Enrolled/Boys Enrolled as a percentage	69%
Gross Enrolment Ratio (GER)	26%
SHS 1 (Grade 10) Access Rate	26%
Survival rate	80%
SHS 3 (Grade 12) (Proxy Completion rate)	21%
% of pupils in private and mission schools	66%
Enrolment in private and mission institutions	36,916
Pupil per class (Public and Community)	47
Teachers' average teaching workload (hours per week)	12
Pupil teacher ratio (public and community)	23.2
Total number of teachers (Theoretically)	804
Teacher remuneration as multiple of GDP per capita	2.7
Spending on inputs other than teachers as % of total recurrent spending	52%
Total recurrent spending (millions of LDs)	60
Teacher Training	
Total spending (LDs millions) (Primary + JHS)	104
Technical and Vocational Centers	
Total spending (LDs millions)	2.5
Higher Education and Research	
Students (local) / 100 000 population	801
Total spending for local higher education (millions)	217

Source: 2010-2020 Education Sector Plan Simulation Model for Liberia

3.5 Sector Plan Scenarios

For the purpose of this sector plan, four different scenarios were built using the baseline statistics mentioned above and on the basis of consultations and discussions with various groups.

- i. *The 'No Change' Scenario* – This scenario was based on the view that the situation of education in 2008 was satisfactory and that there is no need to change. This means that enrolment rates, intake rates, completion rates, etc. in the years to come remain the same as in 2008, i.e. as shown above for the baseline except that enrolment numbers will change, and teacher remuneration remains the same as in 2010. As a consequence of increasing numbers of students over time, associated costs increase.
- ii. *The 'Access' Scenario* – This scenario was based on the view that access to public and community schools should be increased and that this increase should be the first priority of the GOL. Thus the percentage of students in public and community schools and transition rates are increased and as a consequence associated GOL education funding requirements also increase.
- iii. *The 'Quality' Scenario* – This scenario was based on the view that the quality of education is poor and that the GOL should focus all of its resources on improving quality. Thus pupil: teacher ratios are decreased whilst the salaries of teachers and the amount spent on expenditure other than teachers are increased.
- iv. *The 'Moderate-Sustainable' Scenario* – This scenario was based on the view that hard choices have to be made and resources better focused. Thus, for example, the assumption is made that GER at the pre-primary level would gradually decrease over the next 5-6 years as a consequence of reducing students above the 'official age' in pre-primary school by developing policies that stop entrance exams for first grade, etc.. Increases in student enrolment in public and community schools are projected to be less than for the 'access' but greater than for the 'quality' scenario; this reflects the choice between spending solely on creating new classroom spaces versus using some funding for quality inputs. As a consequence of catering for fewer students than is the case for the 'access' scenario, more funds are available for quality inputs although not as much as for the 'quality' scenario. This scenario is most aligned to the capacity situation in Liberia and is designed to produce students that meet its qualitative and quantitative requirements.

The differences between the 'access', 'quality' and 'moderate' scenarios are illustrated below using selected primary and junior high (basic education) baseline numbers/indicators and projections for 2010, 2012 and 2015. Note that the table is based on a set of preliminary assumptions made for the purpose of comparing the scenarios. Additional refinement was carried out on the chosen scenario, the moderate, to arrive at the numbers presented from Chapter 4 onwards.

Table 3.5.1 – Comparison of Selected Indicators for Access, Quality and Moderate Scenarios

Item/Activity Description	Baseline	Access Scenario			Quality Scenario			Moderate Scenario		
	2007/08	2010	2012	2015	2010	2012	2015	2010	2012	2015
Primary										
Grade 1 (GIR)	113%	109%	106%	100%	109%	106%	100%	109%	106%	100%
GER	94%	97%	100%	104%	97%	100%	104%	97%	100%	104%
NER	35%	46%	57%	73%	46%	57%	73%	46%	57%	73%
Total enrolment	539,887	584,464	634,231	715,131	584,464	634,231	715,131	584,464	634,231	715,131
% of pupils in public and community	70%	73%	77%	82%	71%	72%	73%	72%	73%	76%
Grade 6 (Proxy Completion rate)	62%	73%	84%	100%	73%	84%	100%	73%	84%	100%
Prim Pupil teacher ratio (public)	49	47	46	44	46	44	41	47	46	44

Junior High School										
Transition rate (Prim --> JHS)	71%	73%	75%	77%	72%	73%	73%	72%	73%	73%
Access Rate - JH1	44%	53%	62%	77%	52%	61%	73%	52%	61%	73%
GER	42%	51%	59%	72%	50%	58%	71%	50%	58%	71%
Total enrolment	102,642	128,691	158,551	210,125	128,104	157,160	207,077	128,104	157,160	207,077
% of pupils in public and community	47%	52%	56%	63%	48%	48%	49%	48%	50%	52%
JH3 (Proxy Completion Rate)	35%	42%	50%	61%	43%	50%	63%	43%	50%	63%

From the table above it is apparent that even though the ultimate target of all scenarios is the same for primary education (i.e. universal access and completion), the extent to which the burden is to be carried by the GOL differs. Thus by 2015, the ‘access’ scenario projects for 82% of all enrolled primary school students to be in institutions run by the government, whilst the ‘quality’ scenario projects for 73% and the ‘moderate’ scenario projects for 76%. At the junior high school sub-level, the differences between the scenarios are greater but ultimately the cost to the GOL for providing junior high school education is least for the ‘moderate’ scenario even though the qualitative inputs for the latter are more than for the ‘access’ scenario and the number of students for which the GOL is responsible is the same as for the ‘quality’ scenario.

In the light of the foregoing and given the relative sustainability of the scenarios discussed later as well as the extent to which the scenarios approach FTI benchmarks, it is difficult to argue against adoption of the ‘moderate’ scenario. In short, the ‘moderate’ scenario allows the GOL to achieve its goal of good quality education at a reasonable cost.

Chapter 4

Making an Early Start in Addressing Disparities – Early Childhood Development – Focusing on Pre-Primary Education

4.0 Introduction

This chapter outlines some characteristic features of Early Childhood Development (ECD) in Liberia, focusing on the Early Childhood Education (ECE) of very young children from conception to five years old. Within ECE, special attention is given to the education provided for children between the ages of 2 to 5 years, referred to in Liberia as pre-primary education.

First, the chapter discusses the definition and importance of ECD. Next, the chapter analyzes the status and key facts of ECD as well as the main issues and challenges. Lastly, the Ministry of Education's ECD goal, objectives and strategies to address the needs and challenges of ECD will be highlighted in order to indicate the focus of ECD development in the country and where the trajectory of policy development and implementation will be directed.

4.1 Definition of ECD

The definition of Early Childhood Development has several dimensions to it that share the principle of holistic development-- which is that, in considering the early years of a child's life it is important to consider the totality of a child's growth and development including social, cognitive, physical, moral, security and protection aspects. Current international definitions of ECD refer to all programs and services that enable children between the ages of 0 to 8 years of age, to grow, thrive and develop, cognitively, socially, physically, culturally and in their acquisition of language with the involvement and participation of various role players, parents, families, communities, non government and government entities.

Early childhood development services and programs take place in different settings such as homes, formal and non formal institutions, private institutions, community centres and schools. Provisioning and services in ECD programs vary and are defined and categorized according to the needs and requirements of the targeted children. Most of what is referred as ECD services and programs target children mainly from conception or birth to ages five or six years including children with physical and learning disabilities.

Included in the understanding of ECD are services and programs for those who are directly involved in caring for and working with children, i.e. parents, caregivers and teachers. They are targeted in ECD to ensure that they have the skills, relevant qualifications and resources to care for the children.

Terminology

Various terminologies used in relation to ECD, sometimes interchangeably, the most commonly used include the following:

- Early Childhood Development (ECD), Early Childhood Care and Development (ECCD) and Early Child Care and Education (ECCE)- These are generic terms used to refer to all programs, information and services to do with young children from conception to eight/nine years old. It should be noted however that ECD is increasingly being used for services and programs for children from conception to five or six years old, depending on the school enrolment age.
- Early Childhood Education (ECE)- This term often refers to the education and learning components of young children's rights and needs. Reception year, Pre-school, Pre-Primary and

Kindergarten all refer to ECE provisioning for children in the years just before enrollment into primary school, four to six years old, depending on the education system. Pre-Kindergarten, is used for the ECE provisioning of children from two to three years old. Grades one to three are part of the ECE definition but their needs and rights are catered for in the primary school context.

- Early Childhood Care (ECC)– This term focuses on the care aspects of a child’s needs such as safety, health, nutrition and social protection.
- Nursery and crèche - In Africa, these terms are used for ECC and ECE provisioning across the ages birth to five.

This chapter uses the terms ECD and ECE when referring to relevant provisions for those from birth to five years of age. This age range was selected in order to maintain some alignment with pre-primary schooling which officially ends at age 5 in Liberia and primary schooling which starts at age 6.

4.2 Importance of Early Childhood Development and Education

Underscoring the fact that young children have rights and needs that government, communities and families need to meet, recent research has provided a variety of evidence that ECD and ECE have a major role to play in human resource development and in addressing some of the social and economic ills of society. Many ECD experts and advocates agree that in recent years, scientific discoveries have transformed the way in which researchers, policy makers and the public think about early childhood. For example, neuroscience research on how the brain works has indicated that the most critical stage of brain growth is the first three years of life. This has heightened the argument for the importance of ECD investment as a cost saving and prevention measure for alleviation of learning and behavior problems later on in adulthood.

Other benefits of ECD include increased rates of family formation and a reduced likelihood of engaging in crime. Further, the evidence is strong that these effects are greater for girls and children from poor or disadvantaged communities. Consequently, ECD can have a generalized positive impact on economic development and the reduction of gender, income and cultural inequities, an important consideration for Liberia.

ECE interventions are known to assist children to do better in school than those who have not. Specifically, those children who attend good quality ECD programs are more highly motivated, perform better academically and get on better with their classmates and teachers. As a consequence they are less likely to drop out or to repeat, thus creating savings for the state, by making primary and secondary education more cost-effective. The expansion of varied quality ECD services, particularly to the more vulnerable and disadvantaged can help to increase educational participation in countries that are at a low level of educational enrolment. Many studies have proved that young children, particularly the vulnerable ones, who participate in early learning programs, attain higher learning achievements than those who do not.

4.3 Background and Current Status of ECD in Liberia

Liberia’s decade of conflict destroyed the whole fiber of family life and the ability of parents and communities to care for and educate their children. Despite recent efforts by the current administration, the war’s impact on infrastructure (physical, human and organizational) has meant that health, education and nutrition delivery systems are still fragile and disjointed and incapable of providing a minimum level of support, particularly for the large part of the population that is impoverished and vulnerable.

At the time of drafting this document there were approximately 800,000 children aged five years and under. Of these, approximately 500,000 were between the ages of 2 and 5 years. The exact number without access to any ECD provisions is unknown. What is clear is that there is more access to ECD and ECE services in the urban areas and very little in the rural areas. Whatever provisioning is available, it is of very poor quality in terms of programs, infrastructure, learning environment, teaching and learning resources and caregiver or teacher ECD knowledge and skills.

The MOE has the overall responsibility of coordinating and managing the development and implementation of an inter-sectoral early childhood policy that will determine the services and programs to be offered to the young citizens of Liberia. One of the Ministry's critical responsibilities is to coordinate the development of this policy to ensure synergy, integration and collaboration in the delivery and implementation of services and care to children and those who care for them. The two departments within the MOE that are responsible for Early Childhood Development and Education are the Departments of Instruction and Planning, and Research and Development.

Several Ministries are relevant to the delivery of ECD services and programs in Liberia, however, the key ministries are: Health and Social Welfare, Gender and Development, and Youth and Sports, Internal Affairs, Finance and Justice.

ECD in Liberia is characterized by various unique aspects that require consideration in understanding how to plan appropriate and relevant policy and program interventions.

Government Commitment

There is ample evidence that the Government of Liberia (GOL) has recognized and embraced the need and importance of developing the Early Childhood Sector. In spite of the many post war challenges that the country is facing, there is commitment to ensure that the young children of this country are included in various reconstruction and development initiatives of the nation.

According to the Education Law, the GOL is committed "to ensuring that provisions are made for all children to receive sound pre-first or early childhood education" and the *Sector Master Plan 2000-2010 (2015)* states that:

Recognizing and affirming that early childhood education has gained international consensus as being essential to later development and the educational development of children:

- (a) Liberia commits herself to the provision of early childhood education for all children as early as possible through encouragement of all districts, counties and communities' establishment of early childhood facilities;
- (b) The government will therefore work with its partners to assess current provisions for early childhood education and to develop standardized and sustainable programs;
- (c) Early childhood education programs shall seek the holistic development of the child so that each child may develop appropriate physical, mental, emotional, social skills, attitudes, habits and behaviors to enable her/him to proceed to the primary level to continue to learn live and contribute to society.

The government has also acknowledged the importance and role international commitments such as the Millennium Development Goals (MDGs), Convention on the Rights of the Child (CRC) and Education for

All (EFA) play in the country's endeavors to develop appropriate and effective ECD plans, policies and programs.

The Liberian government recognizes that ECD provisioning, especially for children from conception to five years, is complex and diverse. Children at this age have varied needs and rights that include among others, health care, birth registration, nutrition and early stimulation. They therefore require inter-sectoral interventions, involving government and non government role players. The government will ensure that an integrated approach is in place to care for and support children, resulting in their holistic development and growth.

Family and Community Support for ECD

There is evidence that Liberia's families and communities believe in and understand the benefits of having an ECD system that is planned, managed and implemented in partnership with government, and the support of non government organizations. Currently, together with the GOL, families and community structures such as religious and private entities are providing care and support to young children through various forms of ECD services. However, this is inadequate and requires sustainable interventions and monitoring. Parents are in need of support in their endeavors as primary providers of care and education to their young children. The post war economic and social challenges are making it difficult for the majority of parents to provide basic requirements for their children in aspects such as early stimulation, nutrition, health care and sanitation especially in the rural areas where many are unemployed or self employed. Most of these parents are aware of the benefits of ECD and want to see the government being involved in providing it. The clear articulation of the inter-sectoral ECD policy approach and its implementation strategy will play a critical role in determining the collaboration mechanisms between government, non government organizations, parents and community ECD structures.

4.4 Key Facts about ECD in Liberia

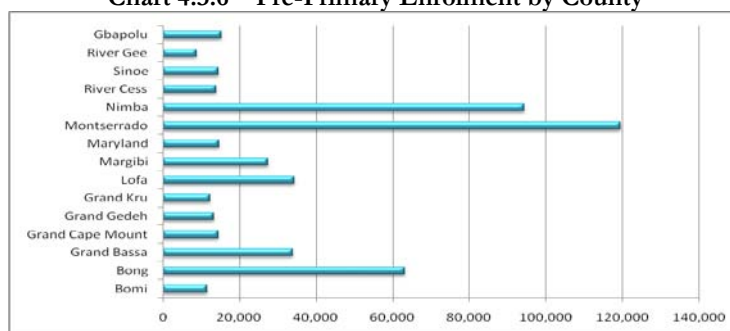
There is currently a huge gap with regards to qualitative and quantitative information and data on ECD provisioning especially for children under two and their geographical spread across the country. However, it is clear that most formal provisioning for children less than two years of age is located in the urban areas. The rural areas have negligible provisioning.

The majority of data that is available has to do with ECE and comes from the MOE. The MOE's Education Management Information System (EMIS) section is in the process of building a comprehensive database of information on the education sector. Currently, there is no comprehensive and reliable statistical data on ECD. Below is a brief analysis of what is available from the 2007/8 School Census Report in regards to ECE.

4.4.1 Pre-primary Enrolment

In 2007/08 enrolment in pre-primary schools stood at just under half a million (491,564) Montserrado, the county housing the capital city of Monrovia, has the highest number of enrolled students as the chart below shows. Raw enrolment figures largely mirror the distribution of the population on the whole, but the enrolment rates show a distinct skew in favor of those in the more urban areas.

Chart 4.3.6 – Pre-Primary Enrolment by County



Data Source: MOE - 2007/08 National School Census Report

A number of counties such as River Gee, River Cess, Grand Kru, Grand Gedeh, Gbarpolu, Maryland and Bomi have quite small numbers of pre-primary schools relative to their populations of 2- to 5- year-olds. In short, the distribution of pre-primary schools does not appear to be equitable.

Many 'pre-primary schools' are merely one classroom additions to primary schools and were not designed for the small children they house. This accounts for the relatively small average size of pre-primary schools. Additionally, a number of pre-primary schools commenced operation without permission and accreditation but have in time been absorbed into the system. Many such schools are private and of questionable standard and intention as they charge very high fees but yet operate in cramped and over-crowded classrooms and lack teachers with any kind of training.

Pre-primary enrolment has increased dramatically over the years as the table below shows.

Table 4.3.7 – Total Pre-Primary Enrolment by Provider – 1984, 2005/06 and 2007/08

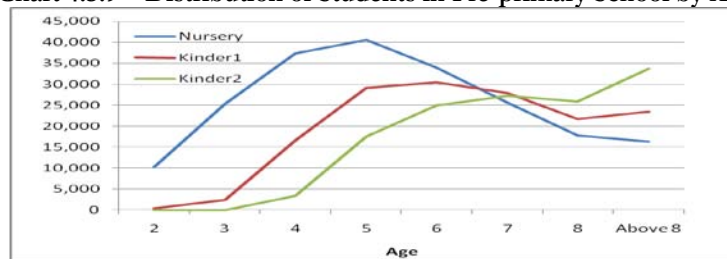
Type / Proprietor	1984	2005/06	2007/08
	Enrolment	Enrolment	Enrolment
Public	49,588	198,689	305,985
Mission	35,143	47,724	39,474
Others	12,082	111,797	146,105
All	96,813	358,210	491,564

Data Source: MOE – 1988 Liberia Education and Human Resources Sector Assessment, 2005/06 School Census and 2007/08 National School Census Report

Such is the number of students enrolled that it is now estimated to be larger than the total number of 2- to 5-year-olds in the population. In fact, according to the 2007/08 School Census, the gross enrolment rate (GER) for the pre-primary level in 2007 was 103%. The net enrolment rate however was a disappointing 36%, indicating that most pre-primary school students are over the official age of 5 years.

In general, the rate of increase in enrolment is pleasing but it has far-reaching public resource implications not only for the pre-primary level but for all other levels above it, especially as the rate of increase is greatest for public and community schools.

According to the Education Law, pre-primary education in Liberia is for 2 to 6 year-olds. This is problematic as the same Education Law gives the official starting age of primary education as 6 years. The interpretation of the law used in practice is that the statement of 2 to 6 years for pre-primary education is a mistake and that the correct age range is 2 to 5 years of age. Even so, scant cognizance appears to be taken of the official age range as the majority of pre-primary students are much older than 5 years. In fact, the 2007/08 School Census found 63% of those enrolled in pre-primary schools to be above the age of 5 years.

Chart 4.3.9 – Distribution of Students in Pre-primary School by Age

Source: MOE – 2007/08 National School Census Report

Notwithstanding the age details in the preceding paragraph, it should be noted that some care has to be taken with precise age declarations in Liberia because of the large numbers without birth registrations and/or birth certificates. In fact, it is stated in the Liberia Demographic and Health Survey Report of 2007 that “only 4% of Liberian children under age five have birth certificates.”

Discussions with members of Parent Teacher Associations (PTAs) suggest that the ready availability of free food in pre-primary schools and the fact that many primary schools require new entrants into Grade 1 to pass a reading, writing and arithmetic entrance examination both contribute to having large numbers of children over the official age in pre-primary schools.

Over the years, female enrolment at the pre-primary level has been increasing as the table below shows. In most counties, almost as many girls as boys are enrolled. The county having the most work to do in order to achieve gender parity, Grand Kru, has 81 girls enrolled for every 100 boys. At the district level, the challenges are greater, for example, Bokomu #1 District in Gbarpolu County has only 59 girls enrolled for every 100 boys. Overall, however, if the general trend continues there should be as many girls as boys in pre-primary schools nationally by 2015.

Table 4.3.8 – 1981 and 2007/08 Enrolment in Pre-Primary Schools by Sex

	1981	2007/08
Males	34,481	251,049
Females	25,978	240,515
GPI	0.75	0.96

Data Source: MOE – Final Report of the 1984 National Policy Conference on Education and Training and 2007/08 National School Census Report

4.4.2 Pre-Primary Teachers

According to the School Census Report, 11,778 individuals (5,197 (44% females)) were teaching in pre-primary schools in Liberia in 2007/08. Of those, 71% were untrained compared to 60% in primary schools. None of the 29% (3,392) said to be trained had received any pre-primary teacher training as no institution providing training for teachers at this level exists in Liberia. This is not unexpected as most schools in Liberia cover more than one level and most teachers in Liberia teach at more than one level. This invariably means that these teachers are not trained specifically for at least one of the levels they teach.

The teachers detailed above teach in a total of 3,989 schools, 2,179 of which are public.

4.4.3 Pre-Primary Curriculum

Most public and community schools use Ministry of Education syllabuses developed in the 1990s. Interestingly, a number of the textbooks recommended for use with the 1990s syllabuses are no longer in print and there are questions about their appropriateness. Others--private and mission schools--use curricula and syllabuses that they have developed themselves.

In general, most of the pre-primary syllabuses in use over-emphasize skills that may be appropriate for the older children but not for the young children who should be in the schools but who are squeezed out.

There is significant emphasis on passing tests/examinations to progress from one class to another in pre-primary schools and in transiting to the primary level. This over-emphasis is not common in the Anglophone countries in the sub-region and is largely due to the fact that almost all pre-primary teachers are not trained to teach at the level but at higher levels where the kind of tests/examinations administered are more common. In Liberia, the practice results in class repetition, inefficiency and wastage as well as making some children scared of school from quite an early age.

4.4.4 Pre-Primary Learner Attendance

Some groups of young children are disadvantaged in that they cannot access pre-primary schools. They include children of rural women who work on farms and children of women traders / market women. The nature of the work of these women, their way of life and the availability of nearby schools make it difficult for them to provide their young children with the learning experiences enjoyed by others.

Most parents are uncomfortable with sending their 2-to3-year-old children to schools that they cannot easily and quickly access. Further, the children are prevented from spending time at school other than when their caregiver can take their children to school and collect them. This deters many from sending their very young children to 'school'. This suggests the need to develop more flexible home and community-based models of early childhood provision for children aged 0 -2 that respond to the needs of parents at the same time as providing a caring and stimulating environment for young children.

4.5 General Issues and Challenges

ECD as a new sector for the Government has many challenges which are a result of the historical, social and economic context in which this sector is being envisioned and developed. The following are some key challenges that need to be addressed through the country's ECD policy development process.

1. Lack of attention to pre-conception and prenatal education, preparation for birthing, and services for achieving positive parenting from birth onward.
2. Inadequate provision for home- and community-based early stimulation programs.
3. Lack of provision of health, nutrition, hygiene and sanitation education for the parents of vulnerable children and for children in pre-primary education.
4. Lack of an inclusive approach to pre-primary education that would also ensure children with developmental delays and disabilities would be transitioned well to inclusive primary schools.
5. Lack of trained ECD teachers and expertise in ECD.
6. Lack of an integrated ECD delivery system
7. Inadequate funding for ECD programs
8. Ensuring that the needs and rights of poor and disabled children are met
9. Developing a strong private – public partnership in provision of services

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10. Costing of ECD interventions, resourcing, financing and sustaining them.

4.6 Views from the Nationwide Consultations

The issues detailed above and those on ECD, particularly pre-primary, peculiar to the different areas of the country were discussed in workshops held at county and regional levels. The main views expressed were as follows:

- ❖ More pre-primary schools and day-care centres should be built
- ❖ Pre-primary schools should be provided with more and better quality teaching / learning materials
- ❖ A pre-primary teacher training program should be developed and an adequate number of teachers, especially females, trained
- ❖ Pre-primary teacher training programs should be commenced in all RTTIs
- ❖ Pre-primary teachers should be given better salaries, incentives and housing
- ❖ The public should be better informed about pre-primary education

The emphasis on pre-primary in the views presented above should be understood from the point that as far as the great majority of the public are concerned ECD, with regard to education, has to do with pre-primary schooling. The above views have been noted and taken into account in a more holistic picture of ECD that encompasses pre-primary education and indicates the direction in which the GOL is proposing to move. Some of the views expressed regarding teachers at this level are general to teachers as a whole and are addressed in the chapter on teacher matters. The building of more pre-primary schools is treated as something that should not be done exclusively by the GOL but also by private and mission providers especially whilst the MOE is focusing on its main objective during the lifetime of this plan of getting all children between the ages of 6 to 11 years into and completing primary school.

4.7 Main Strategic ECD Policy Goal, Related Objectives and Indicators

From the ECD situation analysis studies conducted in the country, it is clear that there is need for several approaches to be employed to address the many identified gaps and needs in the sector. The policy development process will have to be consultative, to ensure buy in and consensus on what the country's intentions will be for developing policy and planning its implementation. An ECD policy will have to consider, address and identify priorities from the following key policy issues mentioned in the ECD situation analysis studies. An inter-sectoral policy to ensure integrated ECD program is inevitable in Liberia. Each participating Ministry and organization will have to engage with their specific aspects of this policy.

4.7.1 - Main Strategic ECD Policy Goal

To ensure that all children achieve their full potential and are ready for school by providing quality, integrated ECD services and programs for all children from conception to age 5 through an inter-sectoral collaboration approach. (The main focus of the MOE will be on those between the ages of 2 and 5 years.)

4.7.2 - Specific Objectives (Responsibilities will be shared with other relevant line ministries/agencies with the MOE focusing largely on the 2 to 5 year olds)

5. To **increase access** to early childhood development services for children aged 0 – 5years targeting the poor and most vulnerable.
6. To **improve the quality** of all early childhood care and education services and programs in the country.
7. To support **greater community and family involvement** in provisions and programs for those aged 0 to 5 years
8. To establish mechanisms for **greater collaboration and co-ordination** between relevant ministries, agencies and communities, in order to maximize the impact and effectiveness of ECD programs.

4.7.3 - Analysis of ECD Specific Objectives and Policy Issues

Below is an analysis of the ECD specific objectives and their link to the policy issues discussed in Section 4.2. Of interest is the high number of policy issues that relate to the quality objective (2 below). It is clear that the developed ECD policy has to place great emphasis on issues of quality ECD services and programs.

Main ECD Strategic Policy Goal	
To ensure provisioning of increased integrated access to quality early childhood development services and programs for all children from conception to age 5 through an inter-sectoral collaboration approach	
Specific ECD Objectives	Critical ECD Policy Issues
1. To increase access to early childhood development services for children aged 0 – 5years targeting the poor, orphaned, those from indigenous language communities and the most vulnerable.	Indications of the strategies for expanding and improving the quality of ECD services taking into account concerns expressed during nation-wide consultations and the need for greater private investment
	A strategy on inclusivity of children with disabilities and other special needs.
	Identification of specific interventions on social issues such as poverty, orphaned children, HIV/AIDS and other post war effects on children.
	Curriculum, teaching and learning materials that enable children in KG1 and KG2 to begin their education in their home language.
2. To improve the quality of all early childhood care and education services and programs in the country	Indications of the strategies for expanding and improving the quality of ECD services.
	Provision for the development of legislation, standards, guidelines and regulations to improve the quality and functioning of pre-primary classes and other ECD services.
	To promote appropriate early care practices for the development of Liberia's ECD approaches
	Development of qualifications, training and career path strategy for ECD workers and teachers and review salaries and associated incentives as well as general conditions of service accordingly
	Establishment of a minimum set of requirements for staff in different areas of ECD and their working conditions (A sector determination).
	Development of curriculum resources for ECD.
	Development of social security strategies by appropriate ministry/entity to decrease and alleviate poverty related child development risks.
	Development of monitoring, evaluation and support systems for ECD institutions and programs as well as a child welfare monitoring system.
	Creation of a system for conducting background checks for staff members who work directly with children to ensure their safety and protection.
Provision for pilots to be conducted on various aspects of ECD programs to determine the best innovative approaches that are , financially viable to inform the countries implementation strategies	
3. To support greater community and family involvement in provisions and programs for those aged	Designing of ECD programs that will have a variety of strategies and include families and communities, to help all children particularly the orphaned, poor and vulnerable to meet their rights and needs.
	Create strategies for supporting Community-Based ECD Centers to complement pre-primary classes, especially in poverty-stricken rural areas and encourage use of community languages as appropriate

Main ECD Strategic Policy Goal	
0 to 5 years	Provision of capacity building programs and provision of resources for parents and care givers to support them in caring for and educating their young children.
4.To establish mechanisms for greater collaboration and co-ordination between relevant ministries, agencies and communities, in order to maximize the impact and effectiveness of ECD programs	Development of an inter-sectoral strategy that will assist in ensuring an integrated approach for meeting the needs and rights of young children through clearly delineated stakeholder roles and responsibilities.
	Provision for the development of individual ministerial specific ECD policies and guidelines.
	Setting up of national and local inter-sectoral ECD statutory structures and bodies to coordinate and manage implementation of the ECD Policy.
	Ensuring that ECD is mainstreamed in all the relevant sections of the different Ministries concerned (for example pre-primary to be included in infrastructure and teacher training at the MOE)

4.7.4 - Strategies to Achieve Policy Objectives

Given below are the strategies designed to achieve the policy objectives

Specific Objective	Key Strategies
1. To increase access to early childhood development services for children aged 0 – 5years targeting the poor, orphaned, those from indigenous language communities and the most vulnerable	Provide sensitization and awareness-raising on child development, childrearing, and early learning using radio, community theatre, and other forms of communication, building on indigenous practices
	Encourage partners and providers of care and education in all districts and counties to establish facilities for early childhood development that meets a specified MOE standard focusing on need expressed during nation-wide consultations
	Establish more parenting education programs and public community-based day-care centres and kindergartens, aimed at families with children of two years and younger, starting with the most deprived areas in terms of population of 0 to 5 year olds (e.g. market places with large numbers of female traders)
	Ensure that the cost of public and community-based day-care centres and pre-primary schools is at an affordable minimum even for poor parents
	Reduce the number of over-aged children in pre-primary programs.
	Make pre-primary schools more child and parent friendly by, amongst other things, using the community language and affirming the community's heritage culture and tradition.
2. To improve the quality of all early childhood care and education services and programs in the country.	Develop and implement a comprehensive policy for early childhood development addressing children from 0 – 5 years of age, with specific focus on children 0 – 2 and 3 – 5 years of age
	Introduce minimum standards in terms of infrastructure and care/teaching/learning environment
	Develop standards for teacher training and career programs, as well as standards to evaluate teacher performance
	Increase number of appropriately and adequately trained day-careers and teachers, particularly females, and review salaries and associated incentives as well as general conditions of service accordingly
	Improve the quality of the curriculum in use to reflect play based, child centered , multi-lingual learning, (using the children's home language), based on indigenous practices and informed by sound principles of child development of children from 0 – 5
	Provide sufficient good quality, relevant and appropriate child-centered, play based teaching and learning materials (in relevant languages) for young children in daycare centres and pre-primary schools
	Improve monitoring and supervision and compliance with policies and regulations
Commence an annual recognition / award ceremony for day-care centres and pre-primary institutions assessed on a variety of quality categories	
3. To support greater community and family involvement in provisions and programs for those aged 0 to 5 years	Sensitize traditional leaders, local government officials, providers, proprietors and institutions on the importance of the early years and devise strategies to expand low-cost, quality early childhood development options in their communities.
	Make use of the community language so that parents and other community members can participate actively in the program.
	Require all early childhood development institutions to establish School Management

Specific Objective	Key Strategies
	<p>Committees (SMCs) in which the community is appropriately represented and empowered</p> <p>Channel support for programs and institutions through local government authorities and SMCs where appropriate</p>
<p>4. To establish mechanisms for greater collaboration and co-ordination between relevant ministries, agencies and communities, in order to maximize the impact and effectiveness of ECD programs.</p>	<p>Ensure the validation and ratification of a National Early Childhood Development Policy and Action Plan that can be used to mobilize resources from government, communities, development partners, and the private sector.</p> <p>Establish a regular forum involving MOE, MOF, MOP, MOHSW, MOGD, MYS and MIA to ensure co-ordination and give feedback on ongoing areas of collaboration; discuss and resolve relevant issues and agree roles and leads on new areas and approaches</p> <p>Establish regular meetings involving relevant GOL ministries and partners working in area to discuss and resolve issues/challenges and agree on way forward,</p> <p>Utilize SMC meetings to bring different players together</p>

4.7.5 - Log-frame of Prioritized Activities under Each Strategy to Achieve Objectives (ST = Commence Year 1 to 3, MT = Commence Year 4 to 6, LT = Commence Year 7 and above. Some activities may commence during a particular year but not be completed until much later)

Specified Objective	Strategies	Required Activities	Indicators of Achievement	Responsible	Time
To increase access to and coverage of nation-wide early childhood development services for children aged 0 – 2 years (via parent education and community based care provision) in addition to early childhood education for children aged 3– 5 years, targeting the most disadvantaged communities and children from indigenous language communities	Provide sensitization and awareness raising on child development, child-rearing and early learning using radio, community theatre, and other forms of communication, building on indigenous practices.	Hold special national sensitization activities on the importance of early childhood development annually on a pre-determined and a date agreed by consensus whilst continuing with normal sensitization activities.	Annual Early Childhood day celebrations commenced to complement other sensitization activities	MOE with the support of 2 partners and MOHS	ST - MT
		Weekly 15/30 minute radio and TV programs on Early Childhood Development	Radio and TV programs on air	MOE with the support of 2 partners and MOHS	ST - MT
		Periodic/monthly radio dramas on Early Childhood Development	Radio drama on air monthly	MOE with the support of 2 partners and MOHS	ST - MT
	Encourage partners and providers of education in all districts and counties to establish facilities for early childhood development that meet a specified MOE standard focusing on need expressed during nation-wide consultations	Prepare a minimum standard document for daycare centres and educational institutions	Minimum standard document available and being used	MOE with assistance of MOHS, partners working in education, selected proprietors and heads of institutions	ST
		Agree with partners, proprietors and schools on timeline and arrangement for enforcement of minimum standards	Proprietors/Institutions adhering to enforcement schedule - meeting standards.	MOE	ST
		Publicize and sensitize on standards established	Articles in press and discussions on radio	MOE	ST
		Construct and encourage the construction of institutions that meet the standards. Encourage private providers	Existence of new structures meeting standard	MOE	ST-MT
	Establish more parenting education programs and public and community-based day-care centres and kindergartens, aimed at families with children of tow years and younger, starting with the most deprived areas in terms of population of 0 to 5 year olds (eg market places with large numbers of female traders)	Develop training programs for parents of young children (0-2) and introduce them through the parent-teacher associations, schools and existing community and health structures	Development of parent training programs Number of parents participating in programs	MOE with MOHSW	
		Produce a short and medium term prioritized construction plan and strategy based on school census report, LISGIS population estimates with special focus on deprived areas and market places	Strategy and plan available and being used	MOE supported by partners	ST
		Get local governments and traditional leaders to give land for construction of institutions	Documented land made available for construction	MIA - Supported by MOE, local government and chiefs	ST
		Commence construction work with GOL funds and invite support of partners	Construction in progress - institutions completed	MOE supported by partners	ST
	Ensure that the cost of public and community-based day-care centres and pre-primary schools is at an affordable	Get agreement from partners to support a school fee abolition policy that would cover public and community pre-primary schools	Documented agreement from partner(s) to provide financial support for a period not below 6 years	GOL with MOE leading - supported by partners	ST

Specified Objective	Strategies	Required Activities	Indicators of Achievement	Responsible	Time
	minimum even for poor parents	Get school fee abolition policy produced, validated and adopted	Policy available and being implemented	GOL with the MOE leading and supported by MOF and partners	ST
		Supply public early childhood education and care institutions with teaching and learning materials in a timely manner	Institutions operating without levying fees for materials on students	MOE with support of partners	ST
		Make low cost uniform and school materials available for all	Low cost uniform and school materials on sale	GOL with the MOF leading and supported by MOE, MOC, friendly governments., partners, traders	ST
	Reduce the number of over-aged children in pre-primary programs	Introduce legislation abolishing testing of children to determine their eligibility to enter 1 st grade in order to free up spaces in pre-primary for younger children.	Law passed and implemented	MOE	
		Introduce regulation to ensure that no children over 6 years of age are enrolled into pre-primary education.	Law passed and implemented	MOE	
	Make pre-primary schools more parent friendly by, amongst other things, using the community language and affirming the community's heritage culture and tradition.	Encourage institutions to use community languages as appropriate and allow regulated visit of parents whilst in session in order to observe their children and provide assistance as necessary.	Parents regular visitors to pre-primary schools and more active participants/involved. Parents send more of their very young children to school	MOE, principals, PTA and community	ST
	To improve the quality of early childhood education and care provisions nation-wide	Develop and implement a comprehensive policy on early childhood development addressing children from 0 – 6 years of age, with a specific focus on children 0 – 2 and 3 – 5 years of age	Reach agreement with a partner to take responsibility for preparation	Agreement document	MOE with the support of partner
Check, validate and endorse draft of policy prepared by partner			Endorsed draft policy	MOE with the support of partner	ST
Hold workshops to inform and discuss contents			Workshops held	MOE with the support of partner	ST
Sensitize and distribute policy			Policy in hands of stakeholders and public	MOE with the support of partner	ST
Monitor and ensure usage			Supervisors report	MOE	ST - LT
Introduce minimum standards in terms of infrastructure and care/teaching/learning environment		Prepare a minimum standard document for daycare centres and educational institutions	Minimum standard document available and being used	MOE with assistance of MOHS, partners working in education, selected proprietors and heads of institutions	ST
Introduce professional standards for pre-primary teachers		Develop standards and supporting materials to evaluate teacher performance	Standards are developed	MOE	

Specified Objective	Strategies	Required Activities	Indicators of Achievement	Responsible	Time	
Increase number of appropriately and adequately trained day-carers and teachers, particularly females, and review salaries and associated incentives as well as general conditions of service accordingly		Train inspectors, directors and teachers in the standards	All inspectors, directors and teachers are introduced to the standards	MOE		
		Develop a training program for pre-primary teachers	Copy of training program	MOE with the support of partners	ST-MT	
		Identify and train MOE staff to co-ordinate and manage training programs	MOE staff knowledgeable of programs and ready for implementation	MOE with the support of partners	ST - MT	
		Identify and prepare trainers for the programs	Trainers ready for program to commence	MOE with the support of partners	ST - MT	
		Identify and agree institutions to provide training	Institutions to host program selected	MOE with the support of partners	ST - MT	
		Prepare institutions and staff for training programs	Institutions and staff ready for implementation	MOE with the support of partners	ST - MT	
		Commence implementation of programs	Programs in progress	Institutions	ST – MT	
		Require all teachers of pre-primary students to obtain a qualification in pre-primary teaching over a pre-specified time-frame	All teachers at pre-primary level with appropriate qualification	MOE	MT	
		Require all day-carers to undergo appropriate training over a pre-specified time period	All day-carers with appropriate training	MOE with support of MOHSW and MOGD	MT	
		Review and revise the salaries and conditions of service of pre-primary teachers and invite the public, especially females, to apply for training	New and improved salaries and conditions of service of pre-primary teachers and more trained teachers – the majority of the new being women	MOE	MT	
	Improve the quality of the curriculum in use to reflect play based, child centred, multi-lingual learning, based on indigenous practices informed by sound principles of child development of children from 0 – 6 years		Review the existing curricula in use as well as curricula in use in West Africa	Review report	MOE with support of partners	ST
			Revise the curricula as necessary or adapt an existing curriculum from West Africa	Revised draft curricula	MOE with support of partners	ST
			Trial test the revised curricula and polish as necessary	Curricula ready for use	MOE with support of partners	ST
			Familiarize teachers with revised syllabus	Teachers ready to use curricula	MOE with support of partners	ST
Provide sufficient good quality, relevant and appropriate essential teaching and learning materials (in appropriate languages) for young children in daycare centres and pre-primary schools		Put the revised curricula into institutions	Curricula in use	MOE	ST	
		Identify, collect and list essential teaching and learning materials for daycare centres and pre-primary schools including materials that have been developed in the Liberian languages	Sample and list of essential teaching and learning materials available. Materials tested and revised as necessary	MOE with support of partners	ST	
		Procure materials for public and community institutions	Materials ready for supplying	MOE with support of partners	ST	
		Produce allocation criteria	Criteria for allocation available	MOE	ST	
		Produce distribution strategy and list	Strategy agreed and list available	MOE	ST	
		Supply/distribute materials to institutions	Materials in school	MOE	ST	
	Improve monitoring and supervision and compliance with policies and regulations		Produce materials for training supervisors	Training materials ready	MOE with support of partners	ST
			Identify and select trainers and venues	Trainers and venues selected	MOE	ST
			Produce and circulate training schedule	Training schedule circulated	MOE	ST

Specified Objective	Strategies	Required Activities	Indicators of Achievement	Responsible	Time
		Commence and complete training	Training completed	MOE with support of partners	ST
		Provide supervisors with equipment and logistics to implement that learnt	Supervisors visiting schools	MOE with support of partners	ST
		Enforce relevant GOL laws, MOE rules, regulations, policies and requirements and enforce	Rules being adhered to by institutions	MOE	ST
		Hold workshop for proprietors, providers and heads of daycare centres prior to commencement of each semester to update on relevant GOL regulations, policies and general requirements	Workshops being held	MOE with support of partners	ST
	Commence an annual recognition / award ceremony for day-care centres and pre-primary institutions assessed on a variety of quality categories	Agree on and produce awards criteria, categories and prizes	Document on awards criteria, category and prizes	MOE with support of partners	ST - MT
		Find donors of prizes	Confirmed list of prize donors	MOE with support of partners	ST - MT
		Select institutions for award	List of institutions to receive awards	MOE	ST - MT
		Select date, venue and time for awards	Date, venue and time confirmed	MOE	ST - MT
		Finalize program, produce and issue invitations and hold awards	Awards held	MOE with support of partners	ST - MT
To ensure greater community involvement in provisions and programs for those aged 0 to 5 years	Sensitize traditional leaders, local government officials, providers, proprietors and institutions on the importance of the early years and devise strategies to expand low-cost, quality early childhood development options in their communities	MOE jointly with MOHSW and MIA organize workshops at national and district levels	Workshops held. Attendance lists available	MOE with support of MOHSW and MOGD as well as partners	ST - MT
	Require all early childhood education institutions to establish SMCs in which the community is appropriately represented and empowered	Review and revise education law as necessary	Education Law revised	MOE with support of legislature and partners	ST - MT
		Agree on size, composition and functions of SMCs ensuring that community is adequately empowered and document	Document on SMCs	MOE with support of partners	ST
		Prepare SMC Handbook	SMC Handbook	MOE with support of partners	ST
		Hold workshops and radio discussions to inform schools, proprietors and public	Workshops held and radio discussions aired	MOE with support of partners	ST
		Hold SMCs training of trainers workshops	Workshops held	MOE with support of partners	ST
		Direct establishment of SMCs	Members of SMCs appointed	Institutions	ST
		Train SMCs	Training completed	MOE with support of partners	ST
		Start SMCs functioning	Schools with functioning SMCs	Institutions	ST
	Channel support for programs and institutions through local government authorities (LGAs) and SMCs where appropriate	Meet with MOF, MIA and partners and agree on support that can go directly through SMCs and LGAs - document and make public	Publicized agreement on support	MOE with support of MOF, MIA and partners	
Prepare SMCs and LGAs to receive support		SMCs and LGAs ready	MOE with support of MOF, MIA and partners	Time	

Specified Objective	Strategies	Required Activities	Indicators of Achievement	Responsible	Time	
		Implement that agreed	Support scheme in operation	MOE with support of MOF, MIA and partners	ST - MT	
To ensure greater collaboration between relevant ministries, agencies and communities in order to maximize the impact and effectiveness of programs	Ensure the validation and ratification of a National Early Childhood Development Policy and action plan that can be used to mobilize resources from government, communities, development partners and the private sector	Support development, validation and ratification of the plan	Plan adopted	MOE with support of MOF, MIA, MOP, MOHSW, MOGD and other stakeholders		
		Hold workshops on drafts of the plan	Plan widely disseminated and known			
		Hold workshops on implementation				
	Establish a regular forum involving MOE, MOF, MOP, MOHSW, MOGD, to ensure co-ordination and give feedback on ongoing areas of collaboration; discuss and resolve relevant issues and agree on new areas and approaches	Prepare concept note / discussion paper and circulate	Discussion paper circulated	MOE with support of MOF, MIA, MOP, MOHSW, MOGD	ST - MT	
			Hold discussions and agree on areas of collaboration, co-ordination and cooperation as well as mechanism to operationalize.	Meeting held and document describing how the collaboration and cooperation would work produced	MOE with support of MOF, MIA, MOP, MOHSW, MOGD	ST - MT
			Commence meetings	Meetings ongoing	MOE	ST - MT
			Build collaboration activities into PRS deliverables	Collaboration activities in PRS	MOE	ST - MT
			Establish regular meetings involving relevant GOL ministries and partners working in area to discuss and resolve issues/challenges and agree on way forward	Prepare concept note / discussion paper and circulate	Discussion paper circulated	MOE with support of partners
		Hold discussions and agree on areas of collaboration, co-ordination and cooperation as well as mechanism to operationalize.	Meeting held and document describing how the collaboration and cooperation would work produced	MOE with support of partners	ST	
			Commence meetings	Meetings ongoing	MOE	ST
Utilize SMC meetings to bring different players together	Extend invitation to representatives of relevant ministries and partners providing support locally to be present at SMC meetings but with no voting power	Partners present at SMC meetings	MOE	ST		

4.7.6 – Selected Indicators Associated with Specific Objectives (Note that the indicators are subject to review whilst implementation of the plan is proceeding)

Specific Policy Objective	Indicators		
	2010	2011	2012
To increase access to early childhood development services for children aged 0 – 5years targeting the poor, orphaned, those from indigenous language communities and the most vulnerable	NER = 28.3% New Learning Spaces in deprived areas = 4 Rehabilitated/Repaired Rooms = 191 Pre-primary using community language = 20%	NER = 32.0% New Learning Spaces in deprived areas = 4 Rehabilitated/Repaired Rooms = 191 Pre-primary using community language = 24%	NER = 35.7% New Learning Spaces in deprived areas = 4 Rehabilitated/Repaired Rooms = 191 Pre-primary using community language = 27%
To improve the quality of all early childhood care and education services and programs in the country.	3,500 copies of ECD Policy printed and distributed 1 Monitoring and Supervision visit and report per school per year 3,500 copies of draft pre-primary curriculum printed and distributed 2 RTTIs ready for Pre-primary teacher training program 200 copies of in-service upgrading program details issued	100% entities working in area adhering to ECD Policy 1 Monitoring and Supervision visit and report per school per semester 60% pre-primary schools using curriculum printed and distributed 25 - New intake - Pre-primary teacher training program 381 participants in in-service upgrading program	100% entities working in area adhering to ECD Policy 1 Monitoring and Supervision visit and report per school per semester 80% pre-primary schools using curriculum printed and distributed 25 - New Intake - Pre-primary teacher training program 381 participants in in-service upgrading program
To support greater community and family involvement in provisions and programs for those aged 0 to 5 years	3,500 copies of SMC policy distributed	25% of pre-primary with SMCs	40% of pre-primary with SMCs
To establish mechanisms for greater collaboration and co-ordination between relevant ministries, agencies and communities, in order to maximize the impact and effectiveness of ECD programs.	3,500 copies of ECD Policy and Action Plan printed and distributed 2 meetings of inter-ministerial committee on ECD 4 GOL – Partners meetings on ECD	100% entities working in area adhering to ECD Policy 2 meetings of inter-ministerial committee on ECD 4 GOL – Partners meetings on ECD	100% entities working in area adhering to ECD Policy 2 meetings of inter-ministerial committee on ECD 4 GOL – Partners meetings on ECD

4.7.7 – The Strategy Based Actions of Highest Priority in the Short and Medium Term

Discussions held with stakeholders and MOE personnel indicate that the five activities of highest priority are as follows.

- vi. Establishment, construction and functioning of more public pre-primary schools
- vii. Abolition of testing of children to determine their eligibility to enter 1st grade in order to free up spaces in pre-primary for younger children
- viii. Production and implementation of a comprehensive policy on early childhood development covering education, health, nutrition, protection, water and sanitation
- ix. Preparation of a minimum standard document for day-care centres and educational institutions and encouragement of partners and providers in all districts to establish provision for early childhood development
- x. Development of a teacher training program for the pre-primary level and a requirement for all teachers at this level to obtain a qualification in pre-primary teaching or early childhood development
- xi. Sensitization of traditional leaders, local government officials, providers, proprietors and institutions on the importance of the early years and devise strategies to expand low-cost, quality ECD options in their communities.

It should be noted that of necessity, some of these activities will need to be implemented together with some others in the preceding log-frame that are not listed above.

4.8 Details of Chosen Scenario

4.8.1 Projections for Chosen Scenario

Pre-Primary	Base line	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Gross Enrollment Ratio (GER)	141 %	135 %	128 %	122 %	116 %	109 %	103 %	97%	90%	84%	78%	71%	65%
Total enrollment	491, 564	480, 205	468, 069	455, 129	441, 353	426, 709	411, 166	394, 690	377, 246	358, 798	339, 311	318, 746	297, 064
Public and Community													
% of pupils	76%	74%	72%	70%	67%	65%	63%	61%	59%	57%	54%	52%	50%
Number of pupils enrolled	374, 946	354, 551	335, 450	316, 315	297, 177	278, 072	259, 034	240, 103	221, 317	202, 721	184, 359	166, 279	148, 532
Unit cost per pupil as a multiple of GDP / Capita	0.06	0.07	0.07	0.08	0.09	0.10	0.10	0.11	0.12	0.13	0.13	0.14	0.15
Other													
Support for Private + Mission unit cost as % of public unit cost	2%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%
Total recurrent spending on preschool (US\$m)	5.0	5.5	5.8	6.3	7.2	8.4	9.8	11.2	12.7	14.2	15.8	17.3	18.8

The table above shows the projections for the chosen scenario up to 2020 as applicable to pre-primary education. The total recurrent spending would be updated annually as better numbers become available from the IMF for the GDP and domestically generated revenues.

4.8.2 Cost of Chosen Scenario

Pre-Primary	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total Funds from GOL	5.8	6.3	8.8	9.5	10.3	12.3	15.0	18.1	21.7	25.9	31.0	36.9	43.9
Recurrent Expenditure	5.0	5.5	5.8	6.3	7.2	8.4	9.8	11.2	12.7	14.2	15.8	17.3	18.8
Capital - Expansion	0.0	0.0	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
Capital - Upgrading	0.0	0.0	7.3	7.1	6.8	6.6	6.4	6.3	6.1	6.0	5.9	5.8	5.7

4.8.3 Short Term Funding Gap (assuming funds only from the GOL and funds used to offset recurrent costs only)

Total Pre-Primary Gap (millions of US\$)	2010	2011	2012	Total
Recurrent Gap	2.9	3.2	3.0	9.2
Capital Gap	-7.4	-7.1	-6.9	-21.4

4.8.4 Medium Term Funding Gap (assuming funds only from the GOL and funds used to offset recurrent costs only)

Total Pre-Primary Gap (millions of US\$)	2010	2011	2012	2013	2014	2015	Total
Recurrent Gap	2.9	3.2	3.0	3.9	5.2	6.9	25.1
Capital Gap	-7.4	-7.1	-6.9	-6.7	-6.5	-6.3	-40.9

The exact amount of support for pre-primary education from donors was unknown at the time of drafting of this document even though an estimated amount for basic education had been arrived at on the basis of information from partners. This latter amount is used in computing the real funding gap in Chapter 12.

4.8.5 Quantities and Capital Expenditures Costs for Short and Medium Term

Item/Description	No. / Qty	Cost US\$ million	No. / Qty	Cost US\$ million
Pre-Primary	2010 - 2012		2010 - 2015	
Expansion - Pre-primary Classrooms	11	0.17	21	0.36
Upgrading - Training Pre-primary - by distance	1144	1.47	2287	3.58
Upgrading - Learning Aids - Pre-primary	1,897,883	14.66	3,452,302	26.66
Upgrading - Classroom Rehab - Pre-primary	572	2.26	1,144	4.65
Upgrading - Teacher Housing - Pre-primary	168	2.85	335	5.70
Capital - Expansion + Upgrading Pre-Primary Total (US\$ millions)		21.41		40.95

It should be noted that the estimated unit costs for classrooms construction and rehabilitation are inclusive of furniture as well other facilities that would be needed by students such as latrines and water. The quantities are based on estimated/projected enrolments/teacher numbers for the chosen scenario relative to existing provisions at the time of drafting this document.

Maintenance and repair costs are not covered as the proposal is for the counties to take responsibility for these activities in their budgets.

Almost all practicing teachers at the pre-primary level are eligible for 'upgrading' training 'by distance' since at the time of drafting this document no institution in Liberia was offering a pre-primary teacher training program.

A 'learning aids' package is proposed since findings from the 2007 CWIQ survey indicate that a significant part of the cost of schooling borne by parents is that having to do with items such as notebooks and writing materials. For the pre-primary level, discussions with heads of schools and parents suggest that help through providing some materials such as pencils, crayons and paper for drawing / practicing writing would help to lower the cost of schooling to parents. The intention of this provision is not to provide all of the materials previously procured by parents but rather to **reduce** the cost of education to household by the GOL taking on a **part** of the burden.

Regarding the 'teacher housing' provision, it should be recalled from earlier sections that teachers in Liberia tend to teach at multiple levels. In fact the majority of pre-primary teachers also teach at the primary level. It follows that by providing housing for teachers at the pre-primary level, provisions are also being made for teachers at higher levels and vice-versa.

Chapter 5

Achieving Universal Primary Education of Quality

5.0 Introduction

Primary education is the foundation on which education in Liberia is built. Pre-primary education precedes primary but the former is not the foundation because, by the Education Law of 2001, enrolment/attendance at pre-primary is **not** mandatory. According to this law, “the age range for entering and leaving primary education shall be *6 to 11 years* old.” Most of the challenges confronting the education sector can be traced back directly to what happens at the primary level. The GOL regards the successful handling of primary schooling a necessity if the education sector is to play a leading role in ensuring the development and well-being of the nation as it continues the process of post-war reconstruction.

The law also states, “primary education shall be made available and become free and compulsory starting in the year 2003 for all children within the framework of universal primary education (UPE).” However, limited financial resources and limited supply of schools in many areas has limited the degree to which education can be deemed ‘free and compulsory’. In addition, the increased demand created by the declaration of the abolition of public school fees has put increased demands on a education system as it is just beginning to rebuild from 14 years of civil war. Further the law goes on the say, “at the end of the primary education cycle, each Liberian child shall, in addition to the academic competency and survival empowerment, possess marketable skills and be computer literate.” It also states that “special provision shall be made to reduce wastage at this level and to improve access to and the staying power and performance of girls in school.”

The following sections provide an overview of the current status of primary educations and lay out the government’s strategy and plan for the primary sub-sector. At the same time the GOL is conscious of the fact that primary education is a segment of basic education. This segmentation results in practices responsible for many primary school students not proceeding to the junior high school level i.e. the last three years of basic education.

5.1 Status, Key Issues and Challenges of the Sub-Sector

5.1.1 Enrolment Rates

Currently, primary education is provided using two types of program. The first is the typical primary schooling while the other type of schooling is the Accelerated Learning Program (ALP). The latter condenses the six years of primary schooling into three years. The condensed program arose out of the need to provide primary schooling to the large numbers of children who either missed out on primary schooling completely or had their education cut short by the civil war and were therefore much above the official primary school age.

The 2007/08 School Census Report estimates total enrollment in primary schools to be 539,887 and that in the Accelerated Learning Program (ALP) to be 75,820. Relative to the number of pre-primary students (491,564), enrolment at the primary level is smaller than expected. A major reason for this state of affairs is the fact that a large number of students who, by their age, should be enrolled in primary, are enrolled in pre-primary schools

In recent years, enrolment at the primary level has increased significantly as the table below shows.

Table 5.1.1 - Total Primary and ALP Enrolment by Provider – 1984, 2005/06 and 2007/08

Type / Proprietor	Primary Schools			ALP	
	1984	2005/06	2007/08	2005/06	2007/08
Public	91,597	260,499	308,748	38,990	65,345
Mission/Religious	26,902	80,168	62,316	3,458	2,301
Community + Private	27,977	147,771	168,823	5,220	8,174
All	146,476	488,438	539,887	47,668	75,820

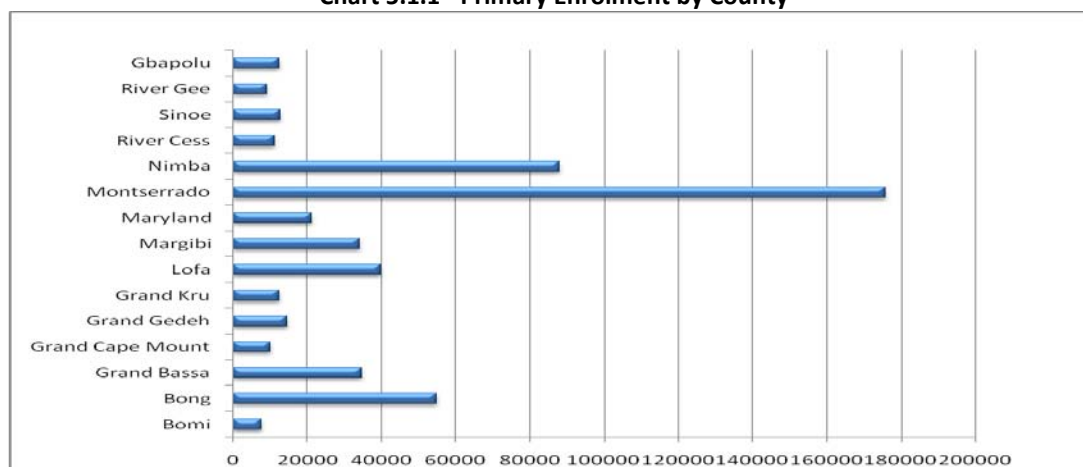
Data Source: MOE – 1988 Liberia Education and Human Resources Sector Assessment, 2005/06 School Census and 2007/08 National School Census Report

The introduction of free' primary education and the school feeding program have both helped to bring about the increases noted, but at a price that had not been fully anticipated. Even with the funds being provided by the government and the support of partners, the increase in enrolment has caused significant system strain in terms of needed infrastructure as well as needed teachers and teaching / learning materials. This does not mean that either should be stopped but rather that better preparations should be made for the resulting sharp increase in enrolment.

Even though the ALP was in operation in a number of counties in 2007, it appears that many above the official primary school age opted not to take advantage of the program. Possible reasons for the aforementioned are many but a point worth noting is that with so many of similar age in primary school those above the 'official age' do not feel out of place. 'Skills training' at the primary level is still to be realized apart from that offered to youths enrolled in the Accelerated Learning Program (ALP).

Primary school enrolment is unevenly distributed, largely reflecting the distribution of the national population which the major population centers of Montserrado, Nimba, Bong, and Lofa having the highest enrollments—a trend that exists in all levels of education. The chart below clearly shows the situation with regard to the counties.

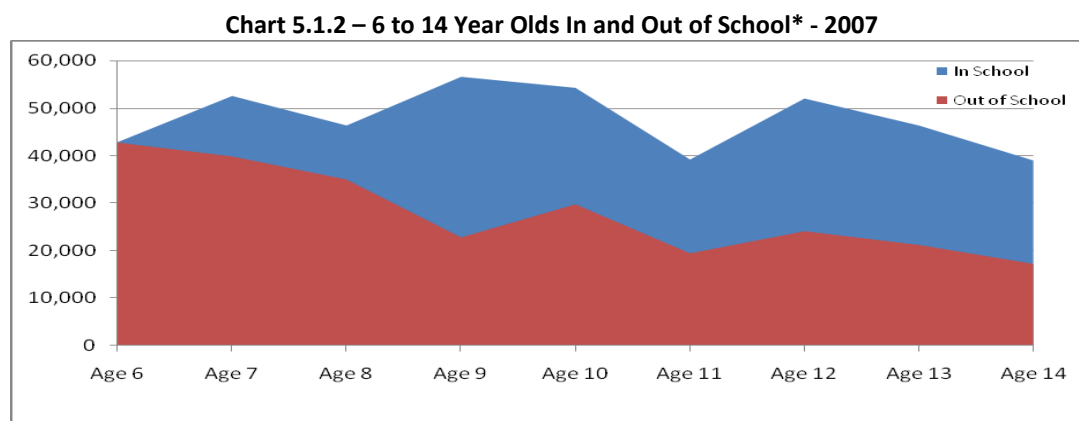
Chart 5.1.1 - Primary Enrolment by County



Data Source: MOE – 2007/08 National School Census Report

Nationwide sensitization campaigns as well as the printing of the Girls' Education Policy in Liberian English and development of implementation plans by the Girls' Education Unit can account for some of this success in increasing enrollment.

Even with the increases in enrollment that have been occurring, the enrolment rates and count of primary school age children out of school indicate that many are not being served. According to the 2007 CWIQ Survey, significant numbers of official primary school age children were out of school in 2007 as shown in the chart below.



*Note that the 'in school' excludes those who may be involved in some non-formal or informal skills training programs

Source: Data derived from 2007 CWIQ data

It is worth noting from the chart, that approximately equal numbers of 6-year-olds were in and out of school in 2007 but that the numbers out of school decreases significantly by age 11 years. It is also worth noting that being **in school** between the ages of 6 to 11 years is not synonymous with being **in primary school** between those same ages; many 6-year-olds and above are found in pre-primary schools and not in primary school.

The reasons for children being out of school are many and varied. Whilst it is true that cost is a major factor, in the rural areas ease of accessing the available schools is also a key factor. For example in some areas many children can only access the local school by canoe. In order to obtain more information on the out of school situation a study is planned.

According to data from the 2007/08 school census, the gross and net enrollment rates for primary school students are shown in the tables below.

Table 5.1.4 - 2007/08 Primary NER and GER Values by County

County	Prim NER	Prim GER
Bomi	18%	55%
Bong	33%	97%
Grand Bassa	30%	89%
Grand Cape Mount	20%	45%
Grand Gedeh	19%	67%
Grand Kru	36%	127%
Lofa	43%	86%
Margibi	37%	99%
Maryland	21%	90%
Montserrado	40%	89%
Nimba	31%	109%
River Cess	19%	98%
Sinoe	18%	70%
River Gee	24%	79%
Gbapolu	31%	86%
National	33%	89%

Source: Data from 2007/08 School Census (Note computations done using 2008 population estimates not 2007 estimates which is the usual practice)

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The values in the preceding table indicate two important factors about primary level education. The first is that the number of children in primary schools in all but two counties is less than those of official primary school age in those counties that could have been admitted. The second is that the great majority of the children in primary schools in every county are outside of the ‘official’ primary school age. Taken together, these two factors indicate that any advance towards the achievement of universal primary education requires even greater provisions than at present to get children of the official age into primary school and those outside the official age to their appropriate level. Such is the magnitude of work necessary to address the challenges indicated and the deficit of resources to get the work completed that achievement of universal primary education, Millennium Development Goal No. 2, by 2015 is likely to prove impossible.

The major contributory factor to this state of affairs is the civil conflict that ended in late 2003. For almost 14 years, many were prevented from going to school. Another major factor is the imposition of Grade 1 entrance examinations by many schools. A child who cannot read the alphabet, write and do simple arithmetic finds it almost impossible to get admitted at the official entry age of 6 years. This latter practice negatively impacts on not only the primary level but also the pre-primary and post-primary levels and is receiving urgent governmental action.

The extent of the problem of children over the official age in primary schools is illustrated by the fact that approximately 63% of the students enrolled in primary schools in 2007 were above the age of 11 years. Table 5.1.5 below confirms that the great majority of new entrants into Grade 1 are outside the official age.

Table 5.1.5 – New Entrants, GIR/AIR and NIR – 2005/06 and 2007/08

Year	G1 New Entrants	GIR/AIR	NIR
2005/06	104,628	109%	11%
2007/08	119,427	113%	7%

Source: MOE – National School Census Data 2005/06, 2007/08 and 2007 CWIQ

The MOE is taking steps to ensure that students enter Grade 1 at age 6 years and immediately stop Grade 1 entrance examinations in all schools. In this regard, the MOE will ensure that all schools are informed in writing of the immediate cessation of the aforementioned practice and deploy School Supervisors and Education Officers at the start of the new school year to ensure that the directive is followed.

5.1.2 Access and Equity

MDG and EFA Goal No. 2 calls for **all** children of primary school age to be enrolled and to complete primary education. This means that the goals can only be attained if all girls and boys including special needs and marginalized children of primary school age are brought into the system.

Liberia suffers from a host of education inequities which can only be addressed over the medium and long term. The inequity that receives the greatest attention is invariably that of gender but marked and large inequities exist between different geographical locations and wealth groups. In fact gender inequities are seen even more starkly when geographical location and wealth group are taken into consideration. These inequities cannot be seen from aggregated national data, sometimes they cannot even be clearly seen from aggregated county data but district level data really highlight the issues that need attention if primary education is to provide the strong and stable foundation on which education in Liberia is to be built.

The national Gender Parity Index (GPI) shows that there have been significant improvements in getting girls into primary school.

Table 5.1.2 – 1981 and 2007/08 Enrolment in Primary Schools and ALP by Sex

Sex	1981	Primary Schools 2007/08	ALP 2007/08
Males	97,891	286,584	40,245
Females	57,275	253,303	35,575
Female/Male Ratio (GPI)	0.59	0.88	

Data Source: MOE – Final Report of the 1984 National Policy Conference on Education and Training and 2007/08 National School Census Report
(Note: GPIs estimated using raw enrollment totals not GERs. The 2007/08 GPI computed from the GERs is 0.91)

However, the gender parity indices at the county level reveal that there is still progress to be made in certain counties.

Table 5.1.3 - 2007/08 Primary GER GPI Values by County

County	Prim GPI
Bomi	0.86
Bong	0.78
Gbarpolu	0.82
Grand Bassa	0.79
Grand Cape Mount	0.94
Grand Gedeh	0.94
Grand Kru	0.71
Lofa	0.81
Margibi	0.96
Maryland	0.80
Montserrado	1.08
Nimba	0.88
River Cess	0.77
River Gee	0.78
Sinoe	0.83
National	0.91

Source: Data from 2007/08 School Census

From the table above, it is worth noting that in 2007/08 Montserrado County, which houses the capital Monrovia, had proportionally more girls than boys enrolled at primary schools relative to their proportion in the Montserrado population whereas, for example, Grand Kru County had much fewer girls enrolled. Efforts in increasing the enrollment of girls need to be focused on those counties where significant improvement is possible. At the same time, the needs of counties with seemingly satisfactory GPI values should not be ignored as some have been found to have districts experiencing problems with the enrolment of girls. However, in order of priority, counties with obvious problems as reflected by their GPI values should first receive attention.

Amongst the most vulnerable and under-served groups in terms of access to education are those with special needs and marginalized youth (including vulnerable children). As in many societies around the continent, any deviation from what is seen as ‘normal’ in a child is viewed as a curse or punishment. Children with disabilities therefore tend to be treated with less love and care than those that are ‘normal’. In fact many are shunned or abandoned. The school is not exempt from the biases of the society.

Unsurprisingly, individuals with special needs are under-represented in schools. Thus, according to the 2007/08 school census, only 0.59% of students enrolled in primary schools in Liberia were reported as having some form of disability, even though the percentage of primary-aged children with disabilities is

estimated to be much higher. Most schools currently in use have not been built with the needs of the physically handicapped in mind. Teachers of the hearing impaired are non-existent. The whole of Liberia has only two schools for the visually impaired and none for the mentally disadvantaged. A significant number of children are believed to be suffering from undiagnosed emotional behavioral disorders and various forms of learning disabilities and require help not presently available in schools.

Especially in Monrovia, a large number of children live on their own and fend for themselves. Some live on the streets and can be seen at all hours of the day on the main streets. Quite a number of those fending for themselves are girls. Some through various endeavors, including prostitution, obtain enough money to send themselves to school but for the majority schooling does not feature high on their agenda. Many have had and are having children.

The situation is not very much better for many children living with their parents. With the poverty situation in the country made worse by the decline in the global economy, many more parents are using their children for commercial purposes as farm workers, street traders and even prostitutes. The funds that they bring into the homes are seen as essential to the survival of the family. Convincing parents that they should send children helping to bring income to the home to school is very difficult. Legislation can be produced, but enforcement would be a challenge without some incentives.

Up to the time of writing this document, effective interventions to address the problem have been minimal simply because the GOL lacks the necessary resources. Given the closeness of 2015, the many competing priorities and the state of the Liberian economy, without massive external intervention, it is doubtful that the problem can be addressed in time for achievement of the goals.

The preceding paragraphs point to the need for well trained Guidance Counselors in schools but these are visibly lacking in all institutions. The GOL is therefore taking steps to provide guidance and counseling training for relevant MOE personnel, school administrators, teachers and students. This would go towards enhancing the psycho-social well-being of school students as well as providing much needed capacity building in the psycho-social area.

Effectively addressing the varied needs of a child requires a special type of school. A school that provides education that works for every child and enables all children to achieve their full potential. In this regard, the MOE has embraced the Child Friendly Schools (CFS) model whose key principles are child centeredness, inclusiveness and democratic participation. The MOE envisages that with the CFS model schools and the education system will progressively move towards establishing quality standards, addressing all elements that influence the well-being and rights of the child as a learner and the main beneficiary of teaching, while improving other school functions in the process. Employment of quality standards will make it possible for all children accessing school to survive from one grade to another and complete the cycle on time.

The need to address the significant inequities that exist not only in Liberia as a whole but education in particular cannot be over-emphasized. In this regard the MOE has ensured that apart from a specific objective targeting issues of equity, all of the other objectives have one or more strategies that address the same issue.

5.1.3 Education Financing

Even with the advent of ‘free’ primary education in 2005, the cost of schooling has remained a major hurdle for many. As much as it has tried, the government has not been able to provide spaces for all that would wish to access public schools and to pay on time the “full cost” of primary education as required by the Education Law. The consequence has been that households still continue to spend significant amounts on the education of their children, even at the primary level as the table below shows.

Table 5.1.6 – Public and Household Spending on Education – 2006/07

	Household Spending (US\$ millions)	Government Spending (US\$ millions)	Total Spending (US\$ millions)	Share of Financing by Households (%)
Primary Education	11.6	3.5	15.1	76.8
Secondary Education	9.4	3.1	12.5	75.1
Higher Education	6.0	5.6	11.6	51.8
Total	27.0	12.2	39.2	68.9

Source: Estimates based on the 2007 CWIQ Survey in 2007 PEMFAR

It is estimated that in 2006/07, household spending on education exceeded that of the government. The major household expenditure items were as shown in the table below.

Table 5.1.7 - Distribution of Household Spending on Education – 2006/2007

Expenditure Item	Residence Area (% distribution)	
	Urban	Rural
School uniforms	30.8	12.3
Raincoats	0.3	0.4
School books	3.7	2.3
Files and file folders	0.1	0.5
Stationery for school	1	0.8
Notebooks	9.3	4.3
School bags and knapsacks	4	3.1
Other school material	1.2	0.7
Writing and drawing materials	0.8	0.2
School fees – pre-school	6.5	8.3
School fees – primary school	20.5	25.6
School fees - general secondary school	15.1	25.5
School fees – technical secondary school	1.2	1.1
School fees – higher education	4.4	13.4
Professional/vocational training fees	1.1	1.5
Total percentage	100	100

Source: Estimates based on the 2007 CWIQ Survey in WB PEMFAR 2008

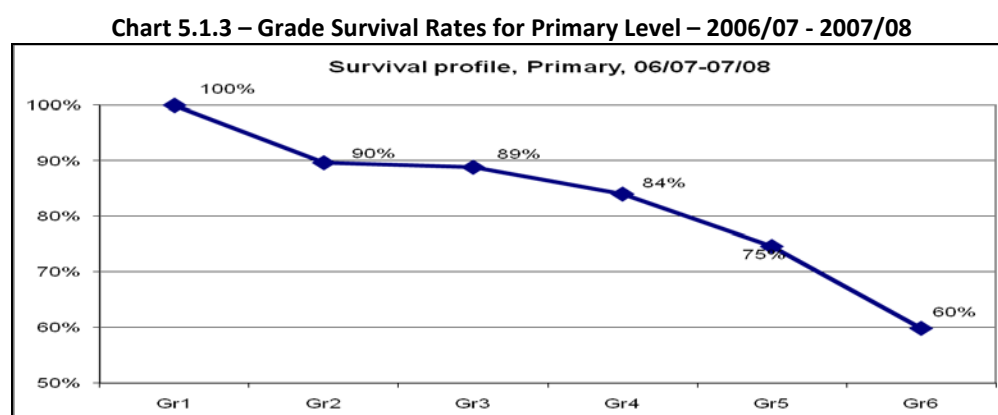
From table 5.1.7 it is apparent that fees, uniforms, notebooks and school books account for the highest percentage of household expenditure on education. This means that even with ‘free’ primary education available in public schools, other expenditures such as the cost of uniforms, ‘notebooks’ and ‘school books’ can prevent or halt the attendance of children of poor parents. For parents with more than one child at school, when funds available makes it possible for only one child to attend or continue school, interviewees have clearly indicated that it would be the male child that attends/continues and not the female.

In order to address the shortcomings of ‘free’ primary education as presently being implemented and in view of the importance that it attaches to the education MDGs, the government is developing a School Fee

Abolition policy. This is part of an international movement to ensure that no child will be denied schooling due to inability to pay fees. During the first year of the ESP, the policy will be finalized and operationalized with support from the development partners. Implementation plans will be developed accordingly after re-examination of the budgeting and resource allocation. It is worth noting that the policy is to be based on scenario chosen after considering several detailed in the SFA document. Since the success of the SFA policy is dependent on the quality of the institutional and implementation frameworks put in place work is being done on both of the latter in preparation for the approval of the document. At the request of the MOE, UNICEF is leading the preparation of a SFA Policy.

5.1.4 Survival and Completion Rates

There is little doubt that the cost of sending and keeping a child at school affects the survival chances of that child and contributes to the situation shown in the chart below.



Source: Computations based on MOE, National School Census data for 2005/06 and 2007/08

Chart 5.1.3 suggests that for a cohort of 100 children starting in Grade 1, just 60 get to Grade 6 i.e. 40 of the cohort that start do not survive until the end of primary schooling. This is alarming.

Both repetition and dropping-out contribute to the relatively low proxy completion rate value of 62% shown in the table below.

Table 5.1.9 – 2007/08 Proxy Gross Completion Rates for the Primary Level

Level	Male	Female	Both
Primary	67%	57%	62%

Source: Computations based on MOE, National School Census data for 2007/08

Even though there is still much room for improvement, it is worth noting that the aggregate completion rate of 62% is a vast improvement on the 21% rate of year 2000. However, the ultimate target is a completion rate of 100% by 2015 and the completion rates for the primary and higher levels have to be improved significantly if the 35% Student Flow Efficiency (SFE) value for Liberia is to be improved.

Repetition increases the possibility of a child dropping out and hence contributes to the low survival rate for the primary level. At approximately 7%, the primary repetition rate is not as high as that in many Sub-Saharan countries, but it does contribute to the inefficiency of the system and it can be reduced significantly.

The negative effects of repetition and drop out are shown in the table below.

Table 5.1.10 – Indices of Efficiency at the Primary Level – 2007/08

Drop-out Related Efficiency	Repetition Related Efficiency	Overall Primary Level Efficiency
0.63	0.93	0.59

Source: Authors' Computations

The indices in the table indicate that approximate 37% (100 – 63) of resources spent on primary school education are spent on individuals who drop out whilst approximately 7% are spent on individuals who repeat. Overall, approximately 41% (100 – 59) of resources are spent on individuals who drop out or repeat. The methodology employed in the computations results in a small under-estimate of the efficiency of the system but, even so, given the paucity of financial resources available to the government, the indicated wastage of funds at the primary level cannot be afforded and urgent action is required.

As indicated earlier, low efficiency values give an indication that scarce financial resources are being wasted and indicate that prevailing policies may not be as effective as desired. In the 2007 CWIQ survey, apart from the fact that most were still “awaiting admission”, the most important reason given for previously enrolled students not being in school was “lack of money/too expensive”. Poor quality of education also contributes to inefficiency. If an student attends a school where he/she has to sit on a stone, has no textbooks or writing material and a frequently absent, poor qualified teacher or no teacher he/she is not motivated to attend, especially if already a young adult, and soon drops out. A number of respondents to the 2007 CWIQ survey indicated that the reason for a previously enrolled student not being in school was because they found school to be “useless /uninteresting”.

5.1.5 Teacher Training and Deployment

The quality of the education offered in a school is largely determined by the quality of the teachers. According to the 2007 School Census, of the 22,253 teachers (2,641 (12% females)) claiming to be teaching in primary schools, 13,301 were untrained and 8,355 (38%) were also teaching at one or more school levels. Of those indicating that they were trained, many had received their training during the ‘emergency’ period immediately following the end of the conflict and had only participated in 3-6 week crash programs organized by NGOs. Without a doubt, such teachers have contributed to keeping the system functioning, but in the absence of any follow-up and additional training, the quality of their contributions does not differ that much from the untrained teachers..

The distribution of trained teachers does not reflect the distribution of enrolment between the various types of schools i.e. private, mission, public, etc.. Private and mission schools have a higher percentage of trained teachers than public and community schools and it is probable that this is reflected in the quality of education provided. There is no formal deployment policy at present. A teacher is free to take employment anywhere and with whatever agency he/she chooses. Teachers on the government payroll cannot be transferred to any school of the GOL’s choosing. The MOE is now trying to get teachers to go and teach in areas of need by getting scholarships awarded at the county level and requiring those benefitting from an award to return back to that county to teach. Additionally, the MOE is in the process of putting together a document that would allow the establishment of a Teaching Service Commission (TSC) which, amongst other things, would be responsible for teacher deployment.

The low percentage of trained teachers, inclusive of those with 3-6 weeks of training, is a cause for concern. The challenge is not just one of getting more teachers into the system but also ensuring that those who are already in the system are of the caliber and quality that would bring about the desired improvement in the quality of primary school education.

5.1.6 Curriculum and Learning Materials

The curriculum in use in primary schools at the time of writing this document is the same as that in use in the 1990s. One of the shortcomings of the curriculum is that students prepared starting with this curriculum and others for the higher levels have been found to be below the level required to satisfactorily perform in the international examination conducted by the regional school examination body, the West African Examination Council (WAEC), at the 12th Grade level. A new curriculum has been developed, but has not been trial tested. New developments and directions have been reflected in ad hoc additions, and some private and mission proprietors have resorted to developing their own curriculum. The consequence is that although there is an MOE curriculum, it is not universally used. The government intends to use the new curriculum to bring all proprietors in line.

However, large quantities of primary school textbooks that meet the requirements of the old and parts of the new curriculum have recently been procured. The procurement of the textbooks was made necessary by the fact that, for many years, no school textbooks had been procured resulting in high learner to **single** textbook ratios.

In the planned change to the curriculum serious consideration needs to be given to the use of the mother tongue as the language of instruction in primary schooling. In this regard there is a need to officially develop and endorse a Language and Education Policy for Liberia. Indigenous languages as subjects for study should be treated as indicated in the language policy document.

Studies have shown that when teacher quality is held constant, the possession and use of textbooks of quality has the greatest impact on student performance. For students who previously had no textbooks, the opportunity to use a textbook in school is a great improvement. However even more helpful to a student is the opportunity to keep the book permanently and to make reference to it as and when necessary. In this regard, the ultimate target in the procurement of textbook has to be a 1:1 learner to **set** of textbooks ratio at the primary level. This ratio allows the book to be taken home to be used as time allows. This has been shown to increase girls' learning achievement since many girls tend to do more housework than boys at home. Only after these chores have been completed is time found for study which is not possible if the book is left in the cupboard at school because it is shared. Moreover, when textbooks are shared, they are rarely used even at school because the process tends to be time consuming. The issuing and collecting of books in class takes time away from the lesson plan. For this reason, teachers rarely use shared books; they remain new to show supervisors when they visit classrooms.

In terms of support for teachers, the procurement of teacher handbooks/manuals along with learner texts is a worthwhile venture. However the absence of support through monitoring observations and feedback, in-service training and essential teaching/learning materials renders the former of limited use. Many classrooms lack even the most basic of teaching/learning materials to the extent that in some it is all talk as even chalk is unavailable.

5.1.7 Monitoring, Assessment, and Governance

The paucity of monitoring visits to primary schools and an almost total absence of evaluations of the findings from these visits backed by follow-ups contribute to the questionable quality of many schools. DEOs appear to collect little or no data on the schools for which they are responsible and carry out no analysis of the WAEC results for the schools in their districts. From responses to the school census questionnaire and reports from the Parent Teacher Association (PTA) Division of the MOE, it appears that many schools do not have a PTA or only have a barely functioning PTA and almost all have no Governing Board as required by the Education Law. Without a Board and functioning PTA, schools and their administrators are not monitored and evaluated regularly and satisfactorily. As a consequence, the quality of many schools deteriorates. Proper governance structures can contribute to improving the quality of education in a primary school. It is now an accepted fact that school governance should involve more stakeholders than just the Principal; it should involve parents and the community. By the MOE enforcing its policies and the appropriate section of the Education Law, the problem can readily be addressed.

The quality problem at the primary school level is to a certain extent concealed by the manner in which the Grade 6 examination scores are reported by WAEC in all member countries. All the raw scores in the tests administered are standardized and converted to T-scores. The distribution of T-scores is such that for a properly composed and conducted test the mean score is 50 and the standard deviation 10. This is irrespective of whether the underlying raw scores are good or bad. This causes problems with assessing quality of performance using just the T-score. Additionally, over 99% of the public take T-scores to be raw scores and are misled. The foregoing being the case, the MOE needs to give careful consideration to making use of continuous assessment and the carrying out, on a regular basis, of those tests that will give a clearer indication of the quality of the teaching/learning process as well as shortcomings that need to be addressed. At the same time, even though much has been done, additional efforts are needed by WAEC and the MOE to improve the quality of the tests and to further reduce irregularities and malpractices in the Grades 6, 9 and 12 examinations.

5.1.8. School Infrastructure

In many schools, storage and safety of materials and the suitability of the structure is an issue. As stated in the 2007/2008 School Census Report, not only are primary schools absent in a number of rural communities but too many posing as schools are either make-shift structures or totally unsuitable for the purpose they are being used. The table below summarizes the situation at the time of the 2007/08 school census.

Table 5.1.11 – Number and Type of School Structures by County

County	Solid	Semi Solid	Make Shift	Other	Unstated
Bomi	61	45	23	6	4
Bong	121	131	82	29	24
Grand Bassa	91	94	69	25	17
Grand Cape Mount	72	61	35	4	2
Grand Gedeh	52	22	48	18	4
Grand Kru	22	61	54	6	5
Lofa	77	69	113	15	13
Margibi	104	72	22	8	10
Maryland	43	24	40	18	13
Montserrado	801	150	103	48	31

County	Solid	Semi Solid	Make Shift	Other	Unstated
Nimba	162	289	100	36	16
River Cess	12	20	56	22	10
Sinoe	41	58	79		14
River Gee	21	33	56	8	1
Gbapolu	10	49	43	12	4
National	1,690	1,178	923	255	168

Source: MOE, 2007/08 National School Census Report

It should be noted that even some of the structures categorized in the table above as solid are so sited that for part of the school year they are not conducive to the teaching/learning process. For example, a number of well constructed schools are sited in swampy areas and places that flood during the rainy season. Additionally, some of the solid structures have no toilets or have insufficient toilets for the number of students enrolled and the staff. Separate toilets for boys and girls and female and male staff still do not exist in a number of schools, notwithstanding the efforts of the MOE and partners. Matters are compounded by the lack of potable water for staff and students. With the support of partners, many protected wells have been provided for schools and communities nation-wide. However many schools are without wells; those with wells have the types that quickly run out of water during the dry season. The consequence is that throughout the year, but especially during the rainy season, many children are absent from school because of diarrheal problems. Successful handling of this problem requires not only interventions by the MOE and its partners but rather a multi-sectoral approach involving the Ministries of Health and Social Welfare, Gender and Development, Planning, etc.

5.1.9 School Health

Poor nutrition among school going children is a major contributing factor to inadequate school performance, school dropout, increase morbidity and mortality. Proper nutrition in schools is necessary to reduce the prevalence of all forms of malnutrition including micronutrient deficiencies. Currently, WFP provides significant support in this area. The (draft) School Fee Abolition Policy identifies this as one area the MOE should take on in the long run as it has significant implications for learner attendance and drop out when feeding stops.

In addition, diarrheal diseases and malaria have been part of the regular way of life of many primary school students for many years. Worm infestation has also been a major problem among school age children and has resulted in increased morbidity. De-worming tablets should be administered quarterly to reduce absenteeism and increase enrollment. Currently, this is done annually by MOE with support from UNICEF and WFP with WHO joining in 2010. De-worming alone is insufficient to fully address the problem and should be done alongside supplementation. The school environment appears to be the best place to deliver these simple and safe nutritional services as well as to provide WASH services. With regard to the latter, school wash is a key aspect of the WASH intervention by UNICEF in Liberia. Having serviced 31 schools in 3 counties in 2009, the WASH program has been expanded to cover 100 schools in 2010.

HIV/AIDS has now become an additional cause for concern. From the 2007 school census data, approximately 33% of students at the primary level are 15 years of age and above. Many are sexually active. Reports of sexual relationships between male teachers and female students appear in the press at regular intervals but even more go unreported. According to the 2007 DHS Report, 0.9% of 15- to 19- year-olds carry HIV. The possibility that some primary school learners have HIV is therefore very high. The prevalence rates for those in the likely age ranges of teachers are much higher. Notwithstanding the sensitization, there is still stigma surrounding HIV/AIDS and individuals thought to have HIV/AIDS are

shunned. As a consequence, individuals are unwilling to get tested and most of those diagnosed as having HIV conceal or refuse to accept the fact and continue having unprotected sex. This is a potential time bomb. An HIV/AIDS policy document and a strategy detailing the education sector's response have been developed and launched. Implementation of this policy is urgently required in order to minimize the possibility of the HIV/AIDS problem becoming much larger than at present.

Complicating the issue is the fact that HIV/AIDS is just part of the broader field of school health for which no policy presently exists. There is therefore a need to urgently develop a general School Health Policy. As in the case of diarrheal diseases, policies and interventions by the MOE alone cannot and will not solve the problem. A multi-sectoral strategy and actions supported by internal and external partners and agencies is essential if the advancing tide of infections is to be stopped and pushed back.

5.2 Views from the Nationwide Consultations

During preparation of this plan, the issues detailed above were discussed in workshops held at county and regional levels. The main views expressed were as follows:

- ❖ More primary schools should be built and equipped
- ❖ More trained teachers, especially females, should be provided for primary schools
- ❖ Primary teachers should be given better salaries, incentives and housing
- ❖ More textbooks should be procured with a view to providing each student with a set
- ❖ Special education programs should be developed for those who cannot access normal school
- ❖ The scope of the ALP should be reviewed and broadened
- ❖ Greater use should be made of the community in addressing problems of morals in schools
- ❖ The amalgamation of nearby small towns and villages to form bigger units for which all levels of schooling can be provided should be facilitated
- ❖ Secret societies should be required to hold their initiation ceremonies during school holidays and not when schools are in session

The above views have been used to inform the policy objectives and activities that follow. It should be noted that some of the recommendations made e.g. amalgamation of small towns and time of initiation ceremonies of secret societies are beyond the mandate and authority of the MOE. However, the MOE will initiate dialogue with the responsible entities and communities to facilitate the discussion on the suggestions.

5.3 Main Goal and Related Policy Objectives

5.3.1 Main Goal

To ensure that all school age children and others so desiring, receive and complete primary education of a quality that adequately prepares them for the next stage/phase of living and learning. The 'all' is inclusive of 'special needs' and 'vulnerable children' as well as those having 'manageable' emotional behavioral disorders and learning disabilities

5.3.2 Specific Policy Objectives

- vi. To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with 'manageable' emotional behavioral disorders and learning

- disabilities) to start primary school at the right age and complete primary level education of a minimum stipulated quality
- vii. To put in place provisions and structures such that no individual is denied the possibility of primary education because of age and/or circumstances
 - viii. To put into operation a strategy and framework for greater efficiency and cost effectiveness in primary schooling
 - ix. To make those provisions and arrangements that result in the school environment being clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease
 - x. To reduce the possibility of staff and students at the primary level contracting and/or spreading HIV/AIDS

5.3.3 - Strategies to Achieve Policy Objectives

Given below are the strategies designed to achieve the stated policy objectives.

Specific Policy Objective	Key Strategies
To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with 'manageable' emotional behavioral disorders and learning disabilities) start at the right age and complete primary level education of a minimum stipulated quality	Develop and carry out a nation-wide sensitization campaign
	Ensure that 6-year-olds enter primary and not pre-primary school
	Develop and introduce minimum operational standards guidelines for all primary schools
	Rehabilitate and construct furnished primary schools prioritizing communities lacking in schools / under-served
	Establish mother tongue-based bilingual education programs in communities where children do not hear or speak English in the home or community
	Construct special schools for the hearing and visually impaired and children with learning disabilities at county level
	Adopt and implement a School Fee Abolition Policy linked with a School Grants Policy and keep costs to an affordable minimum
	Introduce a 'special circumstances' scholarships with clear guidelines and criteria
	Develop and implement curricula for special education including for mother tongue based bilingual education
	Provide special education teaching/learning materials
	Develop, implement and monitor the use of a relevant high quality curriculum in all schools paying particular attention to the ALP curriculum which should be overhauled and broadened
	Procure and distribute textbooks in the 'core' subjects to all students in public and community schools in a 1:1 ratio ensuring that bookshops are able to obtain supplies for sale to students from mission and private schools
	Provide essential teaching/learning materials for all public and community schools in a timely manner and in sufficient quantity; train teachers to develop own supplementary teaching aids/materials
	Introduce a totally free education policy for girls who reach Grades 4, 5 and 6 in the 3 districts with the lowest girls completion rate
	Employ a greater number and percentage of female teachers in primary schools
	Improve the quality of primary school teachers
	Reduce inequities/disparities in qualified teacher numbers between rural and urban areas
	Establish a program for the training of teachers for special education of primary aged students
Develop and implement strategies to retain trained teachers in the profession	
Improve the quality and usefulness of assessment at the primary level	

Specific Policy Objective	Key Strategies
	Develop and implement strategies to encourage greater community involvement in the upkeep, well-being and management of schools as well as in handling moral and disciplinary issues
To put in place provisions and structures such that no individual is denied the possibility of primary education because of age, language and/or circumstances	Sensitize public on the policies on primary education
	Enforce the Grade 1 starting age law; clear the backlog of new entrants to Grades 1 to 3 above 11 years of age by registering them in a compressed primary schooling program (ALP or similar)
	Abolish primary school fees and keep other costs to an affordable minimum
	Provide 'school feeding' as necessary ensuring a phased reduction in imported items and cost
. To put into operation a strategy and framework for greater efficiency and cost effectiveness in primary schooling	Establish mother tongue to English bilingual education programs in indigenous language communities
	Produce and enforce a grade repetition policy
To make those provisions and arrangements that result in the school environment being clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease	Produce and enforce a 'school charges' policy
	Provide water and sanitation facilities as close as possible to the recommended ratio of 20:1 females and 25:1 males
	Provide a communication strategy to inform on the 'children's right' charter and related issues
	Develop and implement strategies that deal with sexual exploitation and violence in school issues ensuring the involvement of PTAs and the community
To reduce worm infestation as well as the possibility of staff and students at the primary level contracting and/or spreading HIV/AIDS	Address safety and security of learners with disability in school issues
	In collaboration with the MOHSW establish a mechanism for carrying out regular and monitored de-worming of students
	Provide guidance for inclusion of sex and reproductive health education in the curriculum
	Develop action plan to implement and monitor the implementation of an HIV-AIDS Policy for the education sector
	Encourage teachers and students over the age of consent to go for HIV-AIDS testing

5.3.4 - Log-frame of Prioritized Activities under Each Strategy to Achieve Policy Objectives (ST = Commence Year 1 to 3, MT = Commence Year 4 to 6, LT = Commence Year 7 and above. Some activities may commence during a particular year but not be completed until much later)

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with 'manageable' emotional behavioral disorders and learning disabilities) to start at the right age and complete primary level education of a minimum stipulated quality	Develop and carry out a nation-wide sensitization campaign	Instruct the Primary Division to work with a committee to plan and manage/co-ordinate sensitization campaign	Committee reports. Media reports.	MOE – Dep Minister (Ins)+ Prim Div	ST
		Invite other GOL agencies and partners to be committee members	Committee membership list	MOE – Prim Div	ST
		Circulate draft plan and coordination proposal for feedback	Signed circulation list. Received feedbacks.	MOE – Prim Div with support of partners	ST
		Finalize plan and co-ordination framework	Printed finalized plan and co-ordination framework	MOE – Prim Div with support of partners	ST
		Circulate plan and implement	Signed circulation list. Implementation reports. Media reports	MOE – Prim Div with support of partners	ST
	Ensure that 6 year olds enter primary and not pre-primary school	Instruct DEOs to produce a list of communities with sizeable school age population but no primary school within a 2 mile radius	Printed/photocopied lists from DEOs	MOE – Dep. Minister (Ins) + DEOs	ST
		Use DEOs' list linked with other considerations indicated later to guide school construction plans	Communities underserved in terms of primary schools at the top of construction lists	MOE – EMT + Facilities Unit	ST
		Direct all pre-primary schools to stop admitting new applicants that are 6 years old and above	School census data. Reports from DEOs. Reports from partners	MOE - Minister	ST
		Direct all primary schools to immediately cease from conducting entrance examinations for Grade 1 applicants and refusing entry to applicants of 6 years of age and above when space for admission is available and the child does not suffer from a disability that would prevent him/her attending a normal school	Reports from DEOs and PTAs. Reports from public. School census data	MOE - Minister	ST
		Direct DEOs and CEOs to report primary schools refusing to admit 6 year olds and above and pre-primary schools admitting 6 year olds and above	Reports from DEOs and CEOs. Reports from the public	MOE - Minister	ST
		Question heads of schools not adhering to age of admission policy and take action as necessary.	Reports of inquiries. Reports of disciplinary actions by the MOE	MOE – Dep. Minister (Ins)	ST
	Develop and introduce a minimum operational standards guideline handbook for all	Establish and mandate a committee to develop minimum operational standard guidelines for primary schools	Committee reports and Guidelines draft	MOE – Minister with support of partners	ST
		Review and circulate draft for input and comments	Review report and received comments	MOE – Prim Div. with support of partners	ST

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
	primary schools	Finalize and circulate guidelines	Finalized guideline + receipts	MOE – Prim Div. with support of partners	ST
		Enforce and monitor use of guidelines	Reports from DEOs and other Quality Assurance Unit reports	MOE – Prim Div.	ST
	Establish mother tongue-based bilingual education programs in communities where children do not hear or speak English in the home or community	Select model to be employed and develop curriculum and materials	Model selected and curriculum and materials developed and approved by GOL for K1 to Grade 6	MOE – Prim Div. with support of partners and language communities	ST-MT
To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with ‘manageable’ emotional behavioral disorders and learning disabilities) start at the right age and complete primary level education of a minimum stipulated quality	Rehabilitate and construct furnished primary schools prioritizing communities lacking in schools / under-served	Conduct school mapping; use results to develop district micro-plans for school infrastructure; Use scenarios developed under infrastructure expansion plan in 2008 to select priority areas for school construction MOE Quality Assurance (EMIS Unit) produces district list showing classrooms to school age population ratio	Sorted list from EMIS Unit distributed	MOE – EMT + EMIS Unit + Facilities Unit	ST
		Produce primary school rehabilitation and construction list from LPERP and other interventions	List available and being used	MOE – EMT + EMIS Unit + Facilities Unit and partners	ST
		MOE Planning Department produce rehabilitation and construction plan and strategy guided by the ESP simulation model numbers and informed by the latest EMIS Unit list, LPERP reports and reports from partners as well as local DEO reports	Construction Plan and Strategy circulated	MOE Planning, Research and Development Dept. with support of partners	ST
		Finalize construction design ensuring that its physically impaired friendly and that separate suitably sited toilets exist for boys and girls and male and female teachers	Architectural drawing of school showing all stated features available	MOE – Facilities Unit	ST
		Meet with partners. Agree on rehabilitation and construction work and proceed with process	Construction work ongoing as agreed and on schedule	MOE – Dep. Minister Planning with support of partners	ST

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
	Construct special schools for the hearing and visually impaired and children with learning disabilities at county level	Receive rehabilitated/constructed schools	Handed over schools in operation	MOE – Minister + Dep. Minister Instr.	ST
		Establish Committee to examine options and designs from schools constructed in other countries and produce report with recommendations	Report produced	MOE – Dep. Minister Planning with support of partners	ST
		Circulate report and together with partners make choice of designs	School design chosen	MOE – Dep. Minister Planning + EMT	ST
		Choose sites for first set of schools and proceed with procurement and construction process	Construction process ongoing on chosen sites	MOE – EMT with support of partners	ST
		Receive constructed schools	Handed over schools in operation	MOE – Minister + EMT	ST
	Adopt and implement a School Fee Abolition Policy linked with a School Grants Policy and keep costs to an affordable minimum	Produce a school fee abolition policy in which, amongst other things, 'free' in the context of fees is defined and the system /framework of grants to schools clearly indicated	School fee abolition policy also detailing the framework for school grants printed, circulated and in operation	MOE – Dep. Ministers Planning + Instr. + EMT	ST
		Establish Committee to look into and make recommendations on how the cost of attending school can be kept to a minimum and how grants can best be paid to schools and made to have maximum impact	Minutes of committee meetings	MOE – Minister with support of partners	ST
		Circulate Committee report and finalize	Signed delivery slips. MOE received comments. Printed final report	MOE – Dep. Minister Planning with support of partners	ST
		Produce an all encompassing school charges policy of which school fee abolition is a part and a system of school grants is clearly spelt out	School charges policy and associated school grants policy printed, circulated and in operation	MOE – Dep. Ministers Planning + Instr. + EMT with support of partners	ST
		Implement and enforce school charges and school grants policies	Reports from DEOs. Reports from partners. Reports from the public.	MOE – EMT + EOs with support of partners	ST
To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with 'manageable' emotional behavioral disorders and learning disabilities) start at the right age and complete primary level education of	Introduce a 'special circumstances' sponsorship/funding scheme with clear guidelines and criteria	Establish a small 3 member committee to establish guidelines and qualification criteria for a sponsorship targeting students in extreme circumstances who without help cannot enroll or continue their education and commission an out-of-school study to better focus the scheme	Committee minutes, report and guidelines document	MOE – EMT with support of partners	MT
		Circulate out-of-school study draft and guidelines for feed-back	Study and guidelines distribution list. Feedbacks received.	MOE – Dep. Minister Planning	MT

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
a minimum stipulated quality				with support of partners	
		Finalize study and guidelines, distribute and implement	Signed distribution list. Reports from DEOs, partners and beneficiaries	MOE – Dep. Minister Planning with support of partners	MT
	Develop and implement curricula for special education including for mother tongue based bilingual education	Require the Curriculum Division augmented by specialists/consultants to draft required special education curricula based on those of countries as similar to Liberia as possible	Specialists/consultants reports. Printed draft	MOE – Dep. Minister Instr. + Curr. Div. with support of partners	MT
		Circulate drafts for feed-back	Draft distribution list. Feedbacks received.	MOE – Curr. Div. with support of partners	MT
		Develop a bilingual education curriculum that uses the children's first language (l1) as a language of instruction in K1, K2 and Grade 1 and uses English with l1 as languages of instruction from Grades 2-5, following an "L1-L2-L1" methodology	Draft curriculum reviewed by representatives developed for each grade	MOE – Dep. Minister Instr. + Curr. Div. with support of partners	MT
		Finalize, distribute and implement as appropriate	Signed distribution list. Reports from DEOs, partners and beneficiaries	MOE – Curr. Div. with support of partners	MT
		Instruct Curriculum Division to produce list of teaching/learning materials needed for effective use of curriculum	Curriculum Division list	MOE – Dep. Minister Instr. + Curr. Div. with support of partners	MT
	Provide special education teaching/learning materials	Distribute draft curriculum and list for feedback	Signed distribution list	MOE – Curr. Div. with support of partners	MT
		Receive feedback, finalize list and embark on procurement process	Finalized list and invitations for bids	MOE – Dep. Minister Instr. + Curr. Div. + Procurement Unit with support of partners	MT
		Supply materials to schools and student as and when appropriate	Reports from DEOs and signed receipts from schools	MOE Curr. Div. + Procurement Unit + EOs with support of partners	MT

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with 'manageable' emotional behavioral disorders and learning disabilities) start at the right age and complete primary level education of a minimum stipulated quality	Develop, implement and monitor the use of a relevant high quality curriculum in all schools paying particular attention to the ALP curriculum which should be overhauled and broadened	Instruct the Curriculum Division, augmented by specialists/consultants to review and revise curriculum, including that for ALP, as appropriate and necessary. Ensure inclusion of indigenous languages in curriculum.	Committee Report	MOE – Dep. Minister Instr. + Curr. Div. with support of partners	ST
		Check that curriculum is relevant, appropriate and addresses major content and quality concerns as well as ensuring that the mother tongue is used as language of instruction for the early grades	Comments on curriculum by stakeholders and users	MOE – Curr. Div. with support of partners	ST
		Include aspects of elementary vocational skills such as home economics, gardening and weaving in curriculum for final two grades	Curriculum includes appropriate vocational skills elements	MOE – Curr. Div. with support of partners	ST
		Trial test curriculum	Report on trial testing	MOE – Curr. Div. with support of partners	ST
	Procure and distribute textbooks in the 'core' subjects to all students in public and community schools in a 1:1 ratio ensuring that bookshops are able to obtain supplies for sale to students from mission and private schools	Finalize new curriculum	Print-out of new curriculum	MOE – Curr. Div. with support of partners	ST
		Prepare and utilize a phasing out plan for old and phasing in plan for new curriculum	Copy of plan	MOE – Curr. Div.	ST
		Distribute new curriculum to schools and monitor use	Report from heads of schools. Reports of DEOs	MOE – Curr. Div. + EOs	ST
		From the distribution lists and signed receipts combined with the appropriate school census numbers and reports from the DEOs, build a database and generate a table showing pupil to set of textbook ratios by school, district, county and nationally	Database built and tables generated and printed	MOE – EMIS Unit + EOs	ST
	Provide essential needed teaching/ learning materials	Make data available to partners and others as appropriate	Signed data distribution lists	MOE – EMIS Unit	ST
		Agree with partners on a plan and strategy to make good shortfalls/ deficits in number for a 1:1 ratio in public and community schools and to have enough books on the market for sale to students from private and mission schools at a price approved by the GOL	Printed plan and strategy	MOE – Planning, Research and Dev. Department + EMT with support of partners	ST
Implement plan and strategy		Textbooks procured and supplied to public and community schools on a 1:1 students to set of core textbooks ratio and available on the market for purchasing by students attending private and mission schools	MOE – EMT + Procurement Unit + Primary Div + EOs with support of partners	ST	
Instruct the Curriculum Division to produce list of materials needed for effective teaching/learning of curriculum, including indigenous languages materials, in use		Curriculum Division list	MOE – Dep. Minister Instr. + Curr. Div. with	ST	

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
	for all public and community schools in a timely manner and in sufficient quantity, train teachers to develop own supplementary teaching aids/materials			support of partners	
		Distribute draft list for feedback	Signed distribution list	MOE – Curr. Div. + EOs with support of partners	ST
		Receive feedback and finalize list	Finalized list	MOE – Curr. Div. with support of partners	ST
To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with ‘manageable’ emotional behavioral disorders and learning disabilities) start at the right age and complete primary level education of a minimum stipulated quality		Assemble a 4 man team from the Curriculum Division, Planning Division, Procurement Unit and Finance Division to produce a procurement and distribution plan and strategy that would get the materials to schools in good condition, sufficient quantity and a timely manner	Procurement and distribution plan and strategy	MOE – Minister + EMT + Team	ST
		Supply materials to schools and students in accordance with plan	Reports from DEOs and signed receipts from schools	MOE – EMT + Team + Procurement Unit + EOs with support of partners	ST
	Introduce a totally free education policy for girls who reach Grades 4, 5 and 6 in the 3 districts with the lowest girls completion rate	EMIS Unit generates from its latest school census database a table showing the girls' completion rate of all districts as well as the national average and select the 3 districts with the lowest completion rate	Printed table of districts and their girls' completion rate	MOE – EMIS Unit	MT
		EMIS Unit generates a table showing the girls' enrolment in Grades 4, 5 and 6 of the 7 districts	Printed table showing the enrolment of girls in Grades 4, 5 and 6 of the 7 districts with the lowest girls' completion rate	MOE – EMIS Unit	MT
		MOE defines what it means by 'totally free education' and assembles a 4 man team from the Primary Division, Planning Division, Procurement Unit and Finance Division to produce a plan and strategy that get uniforms and other materials like, notebooks, pens and pencils, geometry set etc. to beneficiaries in a timely manner	MOE definition of 'totally free upper primary education'. Plan and strategy from 4 man team	MOE – EMT + Team	MT
		Implement plan and strategy and supply materials to beneficiaries	Reports from DEOs and signed receipts from beneficiaries	MOE – Primary Div. + Procurement Unit with support of partners	MT

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time	
To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with 'manageable' emotional behavioral disorders and learning disabilities) start at the right age and complete primary level education of a minimum stipulated quality	Employ a greater number and percentage of female teachers in primary schools	MOE Planning Division formulates a female high school and university graduate recruitment strategy	Recruitment strategy available	MOE – Planning Div.	ST	
		Teacher Education Division (TED), with the support of specialists produce an affordable and sustainable incentive package to attract females to teach at the primary level	Printed incentive package report	MOE – Teacher Ed. Div. (TED) with support of partners	ST	
		Circulate TED report for feedback	Signed TED report distribution list	MOE - TED	ST	
		Clean up and finalize TED report and implement	Final TED report. School census data on number of female teachers at primary level	MOE – TED + EMIS Unit with support of partners	ST	
	Improve the quality of primary school teachers		Establish a small committee to look into how quality of recruits to the teaching profession can be improved	Printed committee report	MOE – EMT + TED with support of partners	ST
			Whilst awaiting the committee to be assembled, work with relevant Ministries and agencies to ensure that salaries of teachers are reviewed, a salary scale introduced and salaries are paid on time	GOL pronouncement	GOL – Minister + EMT	MT
			Assemble a 3 man team consisting of representatives of the Planning Division, Teacher Education Division and Primary Division to plan for and oversee the training of untrained primary school teachers in accordance with the numbers to be trained from the simulation model updated with the latest school census numbers	Printed team report and plan	MOE - EMT	ST
			Design a program for the additional training of all primary school teachers trained through participation in programs of less than 9 months duration	Draft program printed	MOE – EMT + Team with support of partners	ST
			Circulate proposed program for feed-back	Signed circulation list. Received feedbacks.	MOE – EMT + Team with support of partners	ST
			Finalize program and get ready for implementation	Final program printed	MOE – EMT + Team with support of partners	ST
Issue a policy directive requiring all primary school teachers trained through participation in programs of less than 9 months duration to register for additional training			Reports from schools and DEOs	MOE – Minister + EMT	ST	
Issue a policy directive requiring all primary school teachers to participate in refresher/upgrading in-service training at least once every 3 years			School census data. Reports from DEOs. Reports from schools	MOE – Minister + EMT with support of partners	MT	
Embark on upgrading program	Program launching report. Implementation reports	MOE with support of partners	ST			

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with 'manageable' emotional behavioral disorders and learning disabilities) start at the right age and complete primary level education of a minimum stipulated quality	Reduce inequities/disparities in qualified teacher numbers between rural and urban areas	Introduce an allowance scheme for teachers working in rural areas categorized as remote	Allowance scheme in operation	GOL	MT
		Introduce an extra allowance scheme for teachers from rural areas enrolled in certificate program distance learning/in-service schemes	Allowance scheme in operation	GOL	MT
		Introduce a scholarship scheme for graduates from schools willing to go and teach in remote rural areas following graduation	Scholarship scheme in operation	MOE	MT
		Target remote rural areas for teacher houses construction	Houses for teachers being built in remote rural areas	MOE with support of partners	ST
	Establish a scheme for the training of teachers for special education of primary aged students	Establish a Committee to look into the options for training special needs teachers and make recommendations accordingly	Committee report with recommendations printed	MOE with support of partners	MT
		Circulate and invite feedback on committee report	Signed circulation list. Received feedbacks.	MOE with support of partners	MT
		Finalize report and implement recommendations	Printed report. Ongoing implementation activities	MOE with support of partners	MT
	Develop and implement strategies to retain trained teachers at the primary level	Together with relevant ministries and agencies review, improve and produce a revised conditions of service and salary scales for teachers	Printed revised conditions of service and salary scales for teachers	GOL	ST
		Develop and implement a strategy that makes it possible for salaries and allowances to be paid on time	DEO and teacher union reports	MOE	ST
		Work with teacher unions to promote the image of the teacher and teaching as a life-long profession	Reports on promotion activities	MOE supported by teacher unions	ST
		Organize annual primary teacher of the year award ceremonies	Award ceremony programs. Reports in electronic media	MOE with support of partners	ST
	Improve the quality and usefulness of assessment at the primary level	Appoint a committee to find out from parents, institutions at next level, employers what they expect graduates from the various levels to be able to know and do and the extent to which these are measured and the information conveyed by the assessment procedures and methods in use	Printed committee report	MOE with support of partners	MT
		Circulate committee report and invite feedback	Signed circulation list. Feedback reports	MOE with support of partners	MT
		Review and make recommendations on improving assessment at the primary school level	Review reports and recommendations	MOE with support of partners	MT
Implement recommendations		Changes in the assessment process at the primary level	MOE with support of partners	MT	

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
		Redefine the expected outputs and outcomes of education at the primary level	Printed revised expected outputs and outcomes of primary schooling	MOE	MT
		Review PTA Policy and ensure greater community representation in PTA Executive Committee	Printed revised PTA Executive Committee membership	MOE	ST
To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with 'manageable' emotional behavioral disorders and learning disabilities) start at the right age and complete primary level education of a minimum stipulated quality	Develop and implement strategies to encourage greater community involvement in the upkeep, well-being and management of schools as well as in handling moral and disciplinary issues	Enforce the policy requiring all schools to have PTAs that meet regularly	Reports of DEOs. Reports of partners. School census data. Minutes of committee meetings	MOE	ST
		Establish school accounts of which the PTA Chairman is a signatory	Bank form listing PTA chairperson as signatory. Minutes of Committee meetings	MOE	ST
		Instruct schools to organize a minimum of 1 'open day' per school year for parents and community	DEO reports.	MOE	ST
		Issue directive requiring all major decisions of schools to be endorsed by PTA including decisions involving school feeding	Minutes of PTA Executive Committee meetings	MOE	ST
		Engage community leaders in discussion and agreement on timing of traditional initiation ceremonies relative to school year and school siting strategies	Notes of meetings signed by community leaders and attendance sheets as well as details of agreements reached	MOE	MT
To put in place provisions and structures such that no individual is denied the possibility of primary education because of age, language and/or circumstances	Sensitize public on the policies on primary education as per specific objective 1 above	See Specific Objective 1 above	See Specific Objective 1 above	MOE with support of partners	ST
	Enforce the Grade 1 starting age law, clear the backlog new entrants to Grades 1 to 3 above 11 years of age by registering them in a compressed primary schooling program (ALP or similar)	Direct all primary schools to request all new applicants for Grades 1 to 3 that are above 11 years of age to register in an ALP program	Printed policy statement. Reports of DEOs	MOE	ST
		Direct DEOs to monitor and report defaulting schools	Reports of DEOs. Reports of partners	MOE	ST
		Question heads of schools not adhering to policy and take action as necessary.	Reports of inquiries. Reports of disciplinary actions by the MOE	MOE	ST
Abolish primary school fees and keep other costs to an affordable minimum	See appropriate cells under Specific Objective 1	See appropriate cells under Specific Objective 2	MOE with support of partners	ST	

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
	Provide school feeding as necessary ensuring a phased reduction in imported items and cost	Produce an MOE approved school feeding plan	Food distribution list and receipts. DEO and partner reports. Reports from schools and students benefitting	MOE with support of partners	ST
	Establish mother tongue to English bilingual education programs in indigenous language communities	Hire a consultant to work with relevant MOE staff.	Contracted consultant appointed and working	MOE with support of partner	MT-LT
		Produce program materials and circulate for inputs and comments	Program drafts and feedback materials	MOE with support of partner	MT-LT
		Complete program material production and commence implementation	Finalized program in operation	MOE with support of partner	MT-LT
To put into operation a strategy and framework for greater efficiency and cost effectiveness in primary schooling	Produce and enforce a grade repetition policy	Establish a 5-man committee made up of representatives of Planning, Pre-primary, Primary and Secondary Divisions together with a representative of partners to look at the existing situation, the desired situation, the options and rationale for change and to make recommendations accordingly	Printed committee membership list. Committee report.	MOE	ST
		Circulate draft report and invite feedback	Signed circulation list. Received feedbacks.	MOE with support of partners	ST
		Finalize and distribute	Signed distribution list. Printed final report. Reports from DEOs.	MOE with support of partners	ST
		Implement and enforce policy	Reports from DEOs. Reports from partners. Reports from public. School census data.	MOE	ST
	Produce and enforce a 'school charges' policy	See appropriate cells under Specific Objective 1	See appropriate cells under Specific Objective 2	MOE with support of partners	ST
To make those provisions and arrangements that result in the school environment is clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease (See identical objective for secondary education)	Provide water and sanitation facilities as close as possible to the recommended ratio of 20:1 females and 25:1 males (See identical secondary education strategy)	Produce a school safety, cleanliness, water, sanitation and minor maintenance handbook for schools	Printout of handbook	MOE with support of partners	ST
		Construct for public schools and require all others to have, as a minimum, separate VIP toilets for boys and girls by end 2010	Facilities Unit reports. DEO/QA Unit reports.	MOE with support of partners	ST
		Procure for public and require all others to have buckets/drums and cups for hand-washing by mid 2010	Facilities Unit reports. DEO/QA Unit reports.	MOE with support of partners	ST
		Provide public schools and require all others to have a covered treated well or an acceptable source of potable water by end 2010	Facilities Unit reports. DEO/QA Unit reports.	MOE with support of partners	ST
		Link with PTAs and school authorities to ensure that buildings and grounds are kept safe, clean and periodically renovated	Facilities Unit reports. DEO/QA Unit reports.	MOE with support of partners	ST

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To make those provisions and arrangements that result in the school environment is clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease (See identical objective for secondary education)		Award annual national prizes for most well kept school and most disciplined and well behaved students	Award programs and ceremonies	MOE with support of partners	ST
	Provide a communication strategy to inform on the 'children's right' charter and related issues (See identical secondary education strategy)	Supply all heads of schools with copies of the children's right charter to have and use	DEO/QA Unit reports	MOE with support of partners	ST
		Instruct all schools to stop corporal punishment	DEO/QA Unit reports	MOE	ST
		Provide schools with guidelines for the establishment of a prefectship system in which students would be fully involved in the selection of the prefects and defining their duties and responsibilities	DEO/QA Unit reports	MOE with support of partners	ST
	Develop and implement strategies that deal with sexual exploitation and violence in school issues ensuring the involvement of PTAs and the community	Sensitize students and teachers on the advantages of a violence free school environment	Media reports. Statements of staff and students	MOE with support of partners	ST
		Produce a code of conduct for students and staff at the secondary level	Code of conduct handbooks	MOE with support of partners	ST
		Sensitize on the code of conduct and distribute to all schools	Media reports. Statements of staff and students	MOE with support of partners	ST
		Monitor and report on use of the code	DEO/QA Unit reports	MOE	ST
		Issue policy directive requiring all heads of schools to report on sexual exploitation of students by teachers to the DEO and headquarters as per code	Reports from schools. DEO reports. Media reports	MOE with support of partners	ST
		Work with PTAs and school authorities to ensure that schools are free from weapons and violence	Reports from schools. DEO reports. Media reports	MOE with support of partners	ST
		Circulate and carry out actions spelt out in all regulations and laws on violence (including sexual violence) and molestation	Reports from schools. DEO reports. Media reports	MOE with support of partners	ST
	Address safety and security of learners with disability in school issues (See identical secondary education strategy)	Produce a handbook on measures to be taken to make secondary schools more disable-friendly	Print out of handbook	MOE with support of partners	ST
		Sensitize schools and public on contents of handbook and distribute	Reports from schools. DEO reports. Media reports	MOE with support of partners	ST
		Monitor to ensure action being taken on contents of handbook	Reports from schools. DEO reports.	MOE	ST
	In collaboration with the MOHSW establish a mechanism for	Agree on a task team involving representation from both ministries and design a monitoring mechanism and system	Monitoring reports. Feedback from schools	MOE and MOHSW	ST

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
	carrying out regular and monitored de-worming of students				
To reduce worm infestation as well as the possibility of staff and students at the primary level contracting and/or spreading HIV/AIDS	Provide guidance for inclusion of sex and reproductive health education in the curriculum	Build sex education into the curriculum through integration in the science curriculum	Reports on work. Draft curriculum with sex education integrated.	MOE with support of partners	MT
		Circulate samples of work done by the Curriculum Division for inputs and comments	Signed circulation list. Received feedbacks	MOE with support of partners	MT
		Curriculum Division revises work based on inputs and comments	Finalized revised curriculum	MOE	MT
		Implement revised curriculum	Reports from schools. DEO reports. Partners' reports. Media reports	MOE	MT
	Develop action plan to implement and monitor the implementation of an HIV-AIDS Policy for the education sector	Confirm distribution of policy to stakeholders, partners and institutions	Signed distribution list. Reports from DEOs, partners and institutions	MOE	ST
		Involve parents and community in awareness raising and sensitization on the policy	Reports from DEOs. Reports from PTAs. MOE HIV-AIDS Unit reports	MOE	ST
		Collaborate with the MOHSW and partners to check implementation of policy	Joint MOHSW and MOE reports	MOE	ST
		Build in item to check policy implementation in school census questionnaire	Revised school census questionnaire with item on HIV-AIDS policy	MOE	MT
		Take appropriate action against defaulters	Reports of disciplinary actions by the MOE.	MOE	ST
	Encourage teachers and students over the age of consent to go for HIV-AIDS testing	Equip the MOE HIV-AIDS Unit with the logistics and expertise required for regular visits to schools to sensitize and encourage HIV-AIDS testing	School visits reports from Unit	MOE	ST
Inform public and students that being HIV positive does not bar enrollment / attendance at school		Media reports. Statements of staff and students	MOE	ST	

5.3.5 – Selected Indicators Associated with Specific Objectives (Note that the indicators are subject to review whilst implementation of the plan is proceeding)

Specific Policy Objective	Indicators		
	2010	2011	2012
To make the provisions necessary for all children (especially girls, individuals with special needs, vulnerable children, children with ‘manageable’ emotional behavioral disorders and learning disabilities) start at the right age and complete primary level education of a minimum stipulated quality	NIR = 23% NER = 46% PCR = 68% GPI = 0.93	NIR = 30% NER = 51% PCR = 71% GPI = 0.93	NIR = 38% NER = 57% PCR = 75% GPI = 0.94
To put in place provisions and structures such that no individual is denied the possibility of primary education because of age, language and/or circumstances	4,000 copies of SFA, ALP and entrance age policies distributed NER of 8 least served counties 4% higher than previous year	100% adherence to SFA, ALP and entrance age policies NER of 8 least served counties 6% higher than previous year	100% adherence to SFA, ALP and entrance age policies NER of 8 least served counties 7% higher than previous year
To put into operation a strategy and framework for greater efficiency and cost effectiveness in primary schooling	4,000 copies of grade repetition policy distributed	100% adherence to grade repetition policy	100% adherence to grade repetition policy
To make those provisions and arrangements that result in the school environment being clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease	Ratio of WATSAN/WASH facilities – Females = 50:1 , Males = 50:1 in 100 schools	Ratio of WATSAN/WASH facilities – Females = 50:1, Males = 50:1 in 100 additional schools	Ratio of WATSAN/WASH facilities – Females = 50:1, Males = 50:1 in 100 additional schools
To reduce worm infestation and the possibility of staff and students at the primary level contracting and/or spreading HIV/AIDS	Students in 40% of schools de-wormed regularly 200 copies of HIV-AIDS Action Plan distributed	Students in 55% of schools de-wormed regularly 75% of 2011 HIV-AIDS Action Plan implemented	Students in 70% of schools de-wormed regularly 75% of 2012 HIV-AIDS Action Plan implemented

5.3.6 – The Strategies of Highest Priority in the Short Term

Discussions held with the public, stakeholders and MOE senior staff (including members of the Executive Management Team (EMT)) indicates that the five activities of highest priority for primary education are as follows.

- vii. MOE issues policy directive requiring all primary schools to immediately cease from conducting entrance examinations for Grade 1 applicants and refusing entry to applicants of 6 years of age and above when space for admission is available
- viii. Education Facilities Unit develops a plan and strategy to rehabilitate, construct, and maintain schools guided by latest EMIS and Population Census numbers as well as reports from DEOs and partners
- ix. Implement and, through a directive from the Minister of Education, enforce a school charges policy of which fee abolition and a system of grants to schools is an integral part and provide sponsorship targeting students in extreme circumstances
- x. Review and revise curriculum so that it is relevant, appropriate and addresses major content and quality concerns and introduce to schools together with needed teaching/learning materials
- xi. Increase the number of trained teachers at the primary level through additional pre- and in-service training programs and provide salary, accommodation and other incentives to increase the number and retention of trained teachers in the rural areas

The provision and supply of textbooks to primary schools is of high priority but was already ongoing at the time of drafting this document, hence its omission from the list.

It is worth noting that some of the activities listed in this document will need to be implemented together with others in the preceding log-frame that are not listed above. For example, the provision of teaching and learning materials as well as students' textbooks is closely aligned with school fee abolition and the provision of school grants. In particular getting school grants 'right' i.e. providing sufficient and timely financial support to schools in lieu of school fees paid by students/parents, is crucial to achieving the MDGs for education and the EFA goals.

5.4 Details of Chosen Scenario

5.4.1 Projections for Chosen Scenario

Primary													
Details	Baseline	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Access Rate - Grade 1 (GIR)	113%	111%	109%	107%	106%	104%	102%	100%	100%	100%	100%	100%	100%
Grade 6 (Proxy Completion rate)	62%	65%	68%	71%	75%	78%	81%	84%	87%	90%	94%	97%	100%
Total enrolment	539,887	553,651	569,940	586,687	603,905	621,606	639,805	658,514	684,468	711,256	738,901	767,430	796,869
GPI	0.91	0.92	0.93	0.93	0.94	0.95	0.96	0.96	0.97	0.98	0.99	0.99	1.00
GER	94%	94%	95%	95%	95%	95%	96%	96%	97%	98%	100%	101%	102%
NER	35%	40%	46%	51%	57%	62%	67%	73%	78%	84%	89%	95%	100%

Private and Mission School													
% of pupils in private + mission schools	30%	29%	28%	27%	27%	26%	25%	24%	23%	22%	22%	21%	20%
Public and Community													
Public and Community Enrollment	378,755	392,953	409,191	426,028	443,486	461,585	480,348	499,797	525,112	551,498	578,996	607,648	637,495
ALP													
ALP Enrollment	75,820	91,015	100,528	106,213	109,306	110,628	110,727	109,964	77,329	54,647	38,548	26,785	17,857
Public and Community School and ALP													
Total number of teachers	9,338	10,092	10,791	11,443	12,073	12,698	13,330	13,980	14,045	14,374	14,900	15,579	16,384
Pupil teacher ratio (public)	40	49	48	47	47	46	45	44	44	43	42	41	41
Average teacher remuneration as multiple of per capita GDP	2.4	2.8	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0
Total teacher remuneration (US\$m)	3	5	10	12	15	19	24	31	35	42	49	59	71
*Spending on inputs other than teachers as % of total recurrent spending	54%	46%	31%	31%	31%	31%	31%	31%	31%	30%	30%	30%	30%
Total recurrent spending in public school (US\$m)	7	9	14	17	22	28	35	44	51	60	71	84	101
Unit cost per pupil (per capita GDP unit)	0.08	0.09	0.15	0.17	0.18	0.20	0.21	0.22	0.21	0.20	0.20	0.20	0.20
Total recurrent spending (US\$m)	7	9	14	17	22	28	36	45	52	60	72	85	102

*Note the significant change caused by the increase in teacher salaries in 2010. This is being re-computed with real numbers from the budget bureau and will be updated as soon as the numbers are made available.

The table above shows the projections for the primary level up to 2020. The contribution of teacher remuneration to total recurrent and unit costs at the level is worth noting. The GOL will closely monitor the situation and take appropriate action if and when necessary to ensure that the situation does not impact negatively on teaching and learning. The numbers shown will be updated annually as better numbers become available from the IMF for the GDP and domestically generated revenues.

5.4.2 Cost of Chosen Scenario

The primary sub-sector expenditure for the chosen scenario is shown below.

Primary	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total Funds	9.0	11.7	15.9	18.9	25.7	31.4	34.6	38.3	48.2	56.5	64.6	73.6	83.4
Recurrent Expenditure	7.9	12.3	25.4	31.0	42.8	52.5	57.6	63.2	71.4	76.7	77.3	82.6	88.6
Capital - Expansion	0.0	0.0	5.8	6.1	6.4	6.7	7.0	7.3	7.7	8.0	8.4	8.8	9.2
Capital - Upgrading	0.0	0.0	4.2	4.4	4.7	5.0	5.2	5.4	5.7	5.9	6.2	6.4	6.7

5.4.2.1 Short Term Funding Gap (assuming funds only from the GOL and funds used to offset recurrent costs only)

Total Primary Gap (US\$m)	2010	2011	2012	Total
Recurrent Gap	-0.7	-1.8	-4.3	-6.8
Capital Gap	-23.9	-24.5	-25.3	-73.7

5.4.2.2 Medium-Term Funding Gap (assuming funds only from the GOL and funds used to offset recurrent costs only)

For the period 2010 to 2015, the projected sub-sector funding gaps under the chosen scenario are as shown in the table above. Without funds to bridge this financing gap and the full support of partners, the attainment of a 100% completion rate even by 2020 and virtual gender parity would be impossible.

Total Primary Gap (US\$m)	2010	2011	2012	2013	2014	2015	Total
Recurrent Gap	-0.7	-1.8	-4.3	-5.9	-7.1	-8.7	-28.4
Capital Gap	-23.9	-24.5	-25.3	-26.2	-27.3	-28.5	-155.7

Information from partners has made it possible to estimate donor support for basic education, not primary education alone, for the next three years. This is utilized in computing the funding gap for basic education in Chapter 12.

5.4.3 Quantities and Capital Expenditures Costs for Short and Medium Term

The quantities of all line items are based on estimated/projected enrolments/teacher numbers for the chosen scenario relative to existing provisions at the time of drafting this document.

Item/Description	No. / Qty	Cost US\$m	No. / Qty	Cost US\$m
	2010 - 2012		2010 - 2015	
Primary				
Expansion - Primary Classrooms	1,360	26.89	2,721	55.33
Expansion - Assessment + Exams Rooms	5	0.35	11	0.73
Expansion - Primary Teacher Housing	119	1.96	238	3.76
Expansion - Primary Teacher Training Rooms	41	2.65	82	5.45
Expansion - Primary Textbooks	118,340	0.49	236,680	0.95
Sub-Total (US\$ million)		32.35		66.21
Upgrading - Primary - Sensitization / Awareness Raising on Key Policy Areas/Issues	15	0.19	30	0.45
Upgrading Workshops on Key ESP Primary Issues	15	0.19	30	0.45
Upgrading - Training Primary - by distance	764	0.98	1,528	2.39
Upgrading - Learning Aids - Primary	2,557,408	20.74	5,440,867	44.12
Upgrading - Primary Reading Rooms	353	5.24	706	10.78
Upgrading - Classroom Rehab - Primary	618	3.05	1236	6.29
Upgrading - Teacher Housing - Primary	181	3.08	363	6.16
Upgrading - Capacity building (central and decentralized structure)	545	6.75	1091	16.40
Upgrading - Rehabilitation of structure/offices	55	0.55	110	1.12
Sub-Total (US\$ million)		40.75		88.16
Capital - Expansion + Upgrading Primary Total (US\$ millions)		73.10		154.37

From the preceding table, the following should be noted:

Expansion and Upgrading of Infrastructure: It should be noted that the estimated unit costs for classrooms construction and rehabilitation are inclusive of furniture as well other facilities that would be needed by students such as latrines and water. The teacher housing indicated under ‘upgrading’ is for teachers already in the system whilst that under ‘expansion’ are more for new teachers. The ‘assessment and exams rooms’ are inclusive of furniture and are intended for the national examination body to cope with the projected increase in numbers of students taking the tests conducted by the body. Maintenance and repair costs are not covered as the proposal is for the counties to take responsibility for these activities in their budgets

Upgrading of Training and Learning Aids: The ‘upgrading’ training ‘by distance’ is intended for the many unqualified practicing teachers who cannot participate in residential programs. The ‘learning aids’ is partly in response to the findings of the CWIQ survey that a significant element of the schooling costs borne by parents even after the introduction of ‘free’ primary education are expenditures for ‘notebooks’, ‘school books’ and ‘writing and drawing materials’. The intention of this provision is not to provide all of the materials previously procured by parents but rather to **reduce** the cost of education to household by the GOL taking on a **part** of the burden.

Upgrading of Capacity-Building: The importance of proper supervision / quality assurance for the achievement of improved quality and progress towards the achievement of MDG and EFA Goal No.2 necessitated the inclusion of an element of capacity building over and above that barely provided for under normal circumstances as well as provisions for minor/moderate rehabilitation of selected district education offices to facilitate in-service programs as well as briefings on education matters.

Chapter 6

Increasing Secondary Level Enrolment while Improving School Quality

6.0 Introduction

The 2001 Education Law states that “secondary Level education shall include three years of Junior High School (Junior Secondary School (JSS)) and three years of Senior High School (Senior Secondary School (SSS)) and shall encompass 1 to 3 years vocational technical secondary schools and institutions”. The Law also states that “pupils who complete primary education (i.e. the sixth grade level) shall be eligible to continue their education at the Junior High School Level up to the ninth grade for a Junior High School Certificate; similarly, a Senior Secondary School (i.e. SSS) graduate shall be awarded a Senior Secondary School Diploma”. Although the foregoing does not suggest that secondary school attendance is compulsory, Section 4.1 of the law states, “every parent, guardian or other persons having control of any child between the ages of six and seventeen years shall cause such child to attend a recognized public or private school regularly during the entire time the school is in session. Persons who violate the foregoing provisions shall be fined”. Given that the official age for secondary education is 12 to 17 years of age and that of primary education 6 to 11 years, Section 4.1 appears to be suggesting that both primary and secondary school level education should be compulsory.

In addition to the above, the Education Law stipulates that “all citizens of Liberia shall have the right to basic education as a human right, and he/she shall enter all education up to the 9th Grade (JSS)” and that “it shall be free as soon as possible”. Having a right to basic education is of little consequence if the individual cannot afford to exercise that right. However, the desire of the GOL for individuals to exercise the right is indicated by its wish to make basic education free. The financial requirements for ‘free basic education’ are quite high and need careful and realistic considerations before a final decision on the matter. Proper implementation of basic education would also necessitate primary and junior high schools being ‘blocked’ together rather than the present grouping together of junior and senior high schools. This means that a change of nomenclature for junior high schools may be warranted. For the purpose of this chapter and because of the possibility of a separation of junior and high schools during the lifetime of this plan, the two levels of schools are treated separately in this chapter.

According to the law, “the ultimate purpose of Liberian Secondary Education shall be to provide opportunities to satisfy the common and diversified liberal, moral, social, spiritual and technological needs of individual adolescents and the society.” It goes on to distinguish between junior high school and senior high school education stating that the former “shall be so focused to provide articulation between the elementary schools (primary schools) and the more diversified senior high school work” whilst the latter “shall be focused thus: (i) to inculcate a spirit of nationalism, to provide a broad-based program that shall be geared toward the needs of the national economy to allow students to move into middle-level technical and professional positions, and (ii) to help students to become problem-solvers, develop independence and assume responsibility as members of the Liberian Society.”

6.1 Status, Key Issues and Challenges of the Sub-Sector

A. Junior High

Enrollment Rates, Access and Equity

The junior high school level follows immediately after the primary level but the difference in enrollment (437,245 in 2007/08) is significant and much more than would be expected if the reduction in student numbers was due only to the difference in the number of grades at each level.

Over the years, total enrolment at the JHS level has grown steadily as the table below shows.

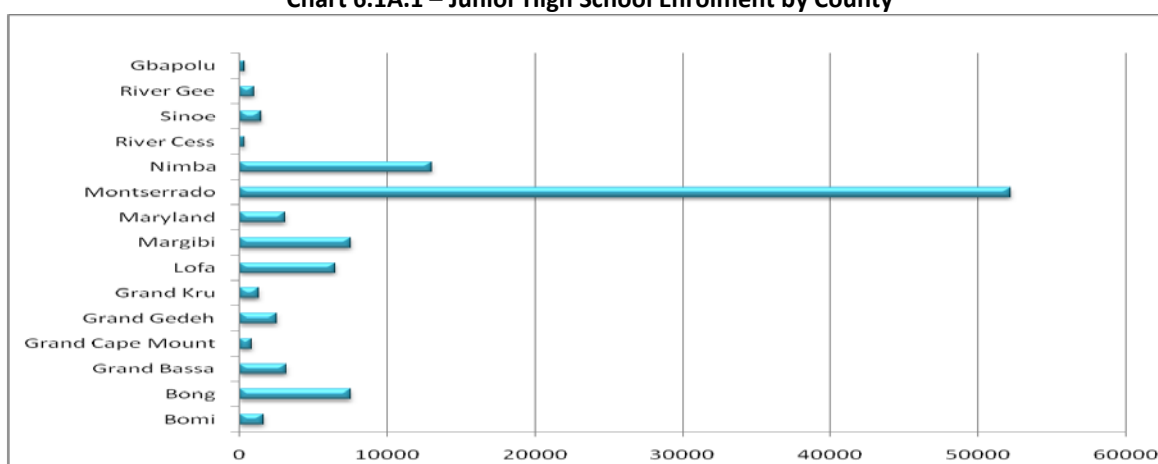
Table 6.1A.1 – Total Junior High School Enrolment – 1984, 2005/06 and 2007/08

1984	2005/06	2007/08
40,307	98,448	102,642

Source: WB/MOE CSR 2009

Enrolled JHS students are unevenly distributed across the country as the chart below shows.

Chart 6.1A.1 – Junior High School Enrolment by County



Source: WB/MOE CSR 2009

The uneven distribution in enrollment shown in the chart above is not simply a consequence of the distribution of the school-age population but also the availability of junior high school places and the extent to which available places are accessed. Montserrado County, for example, accounts for a larger percentage of JHS students than is explained by its school-age population whereas Gbarpolu, River Cess, Grand Cape Mount, Grand Kru, River Gee, Bomi and Sinoe counties account for less.

Differences in JHS enrollment rates exist not only between the sexes but also between the rural and urban areas and the different wealth classes. Not unexpectedly, the GER for females (38%) is less than that for males (47%), while that for rural is less than the urban and the poor less than that for rich. Overall, location (rural – urban, county, district) disparities in access are much larger than gender disparities alone but are greatest for women and household wealth disparities in access are as large as location disparities and similarly affect women the greatest.

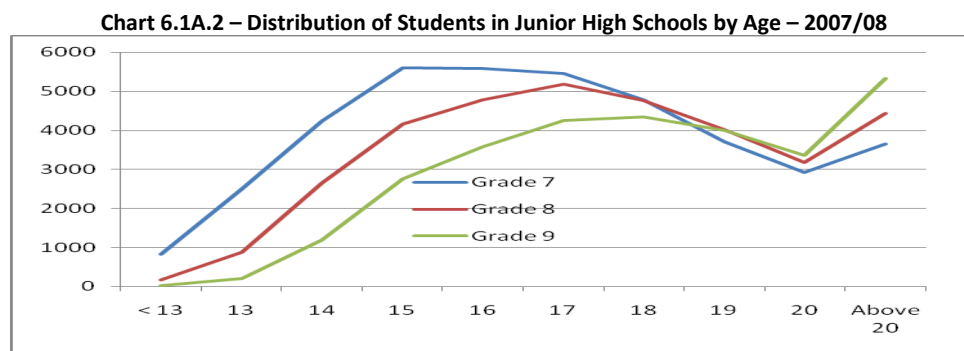
As indicated in earlier paragraphs, increasing JHS enrollment in some districts is difficult because places/schools do not exist. For example, five districts in four counties have no JHS. Even so, in five

counties average JHS school size is less than 50. This suggests that demand for JHS school places is limited in a number of counties however it could also mean that schools in the counties are small and are operating at maximum capacity i.e. that demand for places exceed that available.

Of the 102,642 students enrolled in JHS in 2007/08, 45,165 were girls. This gives a national Gender Parity Index (GPI) of 0.79 which is much less than the 0.88 for the primary level in the same year. From the school census data, it appears that the lower the overall enrollment at the JHS level, the lower the participation rate of girls. Thus most of the counties mentioned in the preceding paragraph have very low gender parity indices. For example, River Cess, River Gee and Sinoe counties all have GPIs that are well below 0.50 and the national average.

Transition, Repetition and Completion Rates

Not all students who get to Grade 6 and complete primary education proceed to junior high school. Hence for example, the transition rate for movement from the primary level to the junior high level was 71% in 2007/08. The factors responsible for this are many but from the findings of the 2007 CWIQ and consultations, cost, availability of places and the hurdle of entrance examinations appear to be the main reasons. Another contributory factor which is often overlooked is age. As indicated in the preceding chapter, 14,955 (4.6%) of students at the primary level were 20 years of age or above in 2007/08. Many choose to enter employment or some form of skills training, where available, on completing primary schooling. Even so, significant numbers of students in junior high school are above the official age range for the level i.e. 12 to 14 years, as the chart below shows.



Source: WB/MOE CSR 2009

According to the 2007/08 School Census Report, 88% of students at the JHS level are above the official age for the level. In fact, while the JHS GER in percentage terms is 43%, the NER is only 5%. The suggestion from this observation, similar to the other levels of schooling, is that presently ‘official age’ means very little in this context.. This could have some far-reaching consequences that go beyond education. For example, many would have shortened ‘working lives’, girls would continually be under-represented at the secondary level because many would leave to start families.. Additionally, even though the 2007 DHS Report shows the HIV/AIDS prevalence rate to be 1.6%, it is worth noting that the prevalence rate of those in their twenties is a little above the national rate and there is therefore some work to be done with this age group to lower the rate whilst at the same time keeping the rate low or lower for the younger age range. This is extremely important because of the high percentage of those presently in JHS who are not only sexually active but participate in ‘high risk’ sex according to the 2007 DHS Report.

The lower GER values for females compared to males at the JHS level and the lower JHS GPI values compared to that for the primary level are partly explained by the tendency of girls to leave school at a

proportionally higher rate than boys as the schooling ladder is ascended. The table below highlights the differences in values.

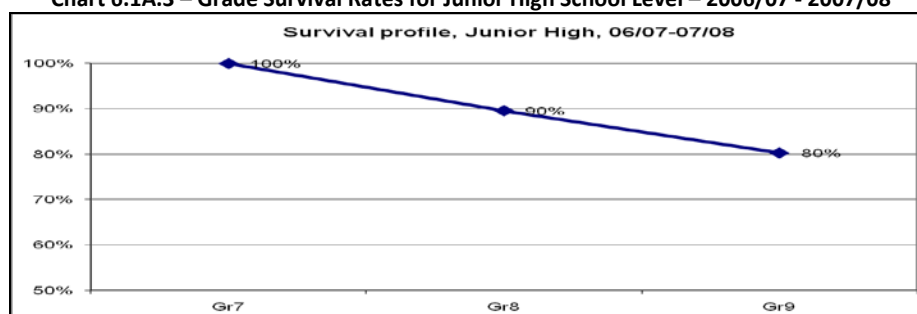
Table 6.1A.2 – 2007/08 Gross Enrolment Ratios by Level and Sex Together with GPI Values

	Prim	Prim including ALP	JHS
Males	99%	113%	47%
Females	90%	103%	38%
GER GPI	0.91	0.91	0.81

Source: WB/MOE CSR 2009

The repetition rate at the JHS level is just over 6% but as shown in the chart below the survival rate is of a little concern.

Chart 6.1A.3 – Grade Survival Rates for Junior High School Level – 2006/07 - 2007/08



Source: WB/MOE CSR 2009

From the JHS survival profile chart, it can be seen that for every 100 students starting JHS only 80 survive to Grade 9. This suggests a significant amount of dropping out. Dropping out has implications not only for the individual but also broader implications for the society and the use of scarce financial resources. For example, in 2007/08 student flow efficiency has been estimated to be as shown in the table below.

Table 6.1A.3 – Estimated Indices of Efficiency at the Junior High School Level – 2007/08

Level	Drop-out Related Efficiency	Repetition Related Efficiency	Overall Level Efficiency
Junior High	0.85	0.94	0.80

Source: WB/MOE CSR 2009

The estimates suggest that 15% of government resources for JHS education are spent on students who drop out while 6% is spent on those who repeat. The indication from this finding is that dropping-out is a serious issue at the JHS level. That inefficiency exists in the school system is confirmed by the Student Flow Efficiency (SFE) value which, at 35% in 2007, was lower than the average for Sub-Saharan Africa.

Even with the small number enrolled at the JHS level, providing education of quality is still a challenge. The challenge is going to become even greater as the country moves towards universal access and completion of primary education and more students wish to access junior high school. Additionally, if the decision is taken to implement free and compulsory basic education, as detailed in the Education Law, then enrollment at the JHS level will increase significantly and issues of classroom space and quality will become even more pressing.

Teacher Matters

Many JHS teachers (42%) are untrained. Of those claiming to be trained, many are not trained to teach at the JHS level, but rather at the primary level.

At an average of approximately 11 hours per week, the teaching load of teachers at this level is low and has serious and negative implications for student learning. Even though it is not confirmed by any empirical study, there is anecdotal evidence that the low teaching load allows teachers to take up multiple appointments and to teach at more than one level of schooling. A policy on teaching load is urgently needed to address the problem and to bring about an improvement in the quality of student learning.

Curriculum, Textbooks and Materials

The curriculum prescribed for use dates back to the early 1990s. Most of the textbooks listed by the MOE to be used alongside the curriculum are ‘out of print’ or unavailable locally. The 2007/08 School Census Report estimated the student to textbook ratio at the national level to be approximately four students to a single textbook. This has resulted in a number of teacher-produced ‘pamphlets’ of questionable quality and mass unapproved photocopying of relevant locally available materials. The curriculum has been revised but an initial evaluation indicates that further work is required so that it is more culturally sensitive, a better reflection of today’s society and better suited for Liberia in the 21st century before trial testing. Additionally, the introduction of selected indigenous languages as subjects for study in their own right appears to have been down-played in the draft curriculum. The latter could be for many good reasons but an in-depth informed discussion of the issue needs to be undertaken.

Textbooks for students in public JHSs are being procured on behalf of the MOE by one of the education development partners but the procurement process was still ongoing at the time of drafting this chapter. There is every possibility that a small number of bookshops in Monrovia would have copies of the same textbooks for sale to the public, particularly students attending private and mission schools. In the meanwhile, some private and mission schools have put together their own curriculum and list of textbooks.

B. Senior High

Enrollment Rates, Access and Equity

Enrollment at the senior high school (SHS) level is much lower than that at the JHS level. In 2007/08 it was approximately 54% of that at the JHS level. The reasons for this drop in enrollment are many and will be discussed in the paragraphs that follow.

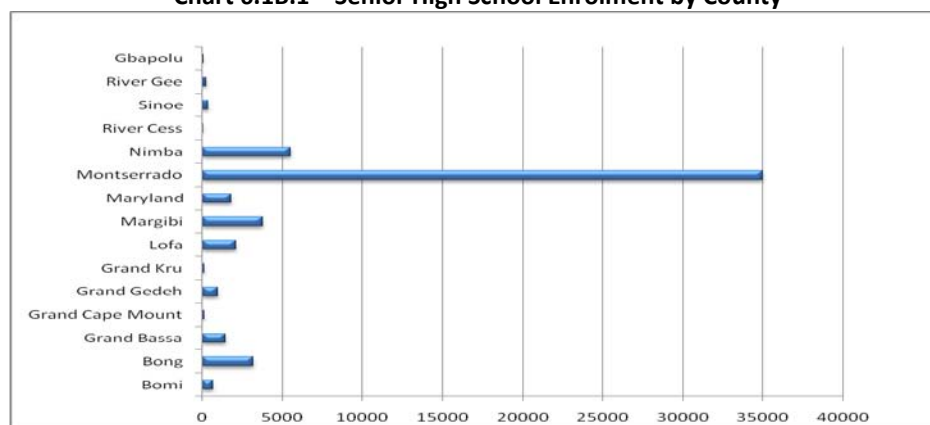
Compared to the period prior to the civil conflict, SHS enrollment has increased as the table below shows.

Table 6.1B.1 – Total Senior High School Enrolment – 1984, 2005/06 and 2007/08

1984	2005/06	2007/08
25,359	33,776	55,600

Source: WB/MOE CSR 2009

The 55,600 students (41% females) enrolled in senior high schools nationwide in 2007/08 are very unevenly distributed as the chart below shows.

Chart 6.1B.1 – Senior High School Enrolment by County

Source: WB/MOE CSR 2009

The distribution of SHS enrolment by county is not in line with the distribution of the school age population for the level. Thirty-six (36) out of 92 education districts have no senior high schools. In fact, eight out of the 15 counties possess six or less senior high schools. One of these, River Cess, possesses only one senior high school accommodating a total of 47 students. This number of students is high compared to the enrolment of a surprising number of senior high schools. Two schools have only five students and a total of 12 have 25 or fewer students. It is worth noting that the data from the 2007/08 school census clearly indicates that the rural areas are disadvantaged in terms of SHS availability.

That enrolment at the SHS level is low is indicated by its GER and NER shown in the table below.

Table 6.1B.2 – School Level Gross and Net Enrolment Ratios – 2007/08

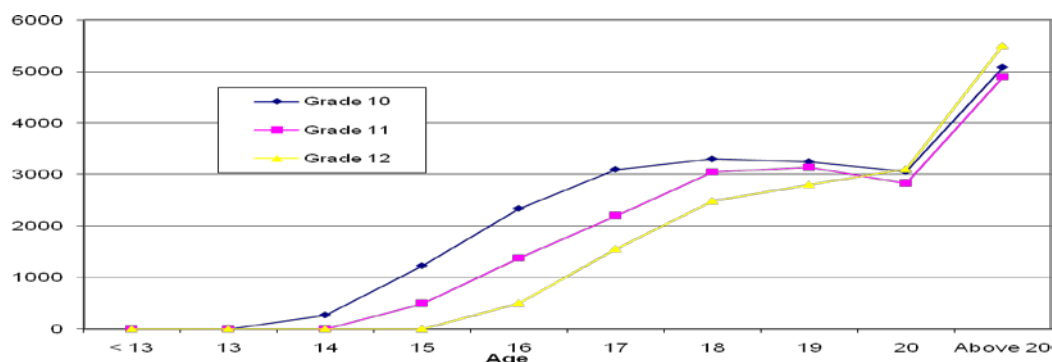
School Level	GER	NER
Pre-primary	103%	38%
Primary	94%	35%
Primary + ALP	108%	
Junior High School	43%	5%
Senior High School	24%	5%
Secondary	33%	5%

Source: WB/MOE CSR 2009

The decreasing GER as the schooling ladder is ascended and the significant difference between that for JHS and SHS are worth noting. The fact that the NER is just 5% while the GER is 24% is a reflection of the fact that most of the students in senior high schools are above the official age of 15 to 17 years as shown by the chart below. In fact, approximately 76% of all enrolled at SHSs are above the age of 17.

The low enrollment at the SHS level will not last for much longer as increasing enrolment at the primary level is expected to lead to increases at the JHS level and ultimately at the SHS level. With the achievement of universal access and completion and/or the introduction of basic education (Grades 1 to 9), SHS enrolment is expected to increase significantly and unless work is started immediately to put the necessary measures in place, the quality of education at the SHS level could be adversely affected.

Chart 6.1B.2 – Distribution of Students in Senior High Schools by Age – 2007/08



That so many at the SHS level are above the official age is the cumulative consequence of having to pass an entrance examination for Grade 1, entering Grade 1 well above the age of 6, repetition of grades, having to pass WAEC Grade 6 and 9 examinations, having to pass school entrance examinations for Grades 7 and 10, unavailability of school places, inability to pay fees at the appropriate time, a stronger competing priority at a given moment of time, and delay or pause in education due to the civil conflict.

The fact that approximately 76.5% of students at SHS are 18 years of age or above is an indication of the importance they accord to continuing their formal education. At the same time, with such a high percentage of those enrolled being young adults, cognizance has to be taken of the fact that most will be sexually active and even though the HIV-AIDS prevalence rate at 1.5/1.6% is quite low, the possibility of becoming infected still exists. As the 2007 DHS Report notes, “seventeen percent of women and 9 percent of men have had sex by the time they are age 15. More than four-fifths of the women and over half of the men have had sex by age 18.” The table below shows that all women and 96% of the men in the DHS sample had experienced sexual intercourse by age 24 years.

Table 6.1B.3 - % Who Have Never Had Sexual Intercourse

Age Range (Years)	Female (%)	Male (%)
18 – 19	8.4	26.8
20 – 22	3.5	10.1
23 - 24	0.0	4.0

Source: 2007 Liberia DHS Report

Involvement in ‘high risk sex’ is quite high amongst those who are in the age range of those at SHS as shown in the table below.

Table 6.1B.4 - % Having High Risk Sex 12 Months or Less Prior to 2007 DHS and HIV-AIDS Prevalence Rate

Age Range	Female		Male	
	% Having High Risk Sex	HIV-AIDS Prevalence (%)	% Having High Risk Sex	HIV-AIDS Prevalence (%)
18 – 19	67.6	2.2	96.4	1.4
20 – 22	53.4	2.1	87.2	1.3
23 - 24	39.1	1.8	75.8	1.6

Source: 2007 Liberia DHS Report

The sexual activeness, involvement in high-risk sex and HIV-AIDS prevalence rate of individuals in the age range of those in SHS all suggest that neglect of the HIV-AIDS education of this group is potentially very dangerous. In this regard, programs targeting the present SHS age range are essential not only for the well-being of the group, but the nation as a whole.

Of those staying in school up to the SHS level, for every 100 boys enrolled nationally, there are 69 girls. This is less than the 79 girls for every 100 boys for the JHS level. In terms of the GERs, the Gender Parity Index for the SHS level in 2007/08 was 0.71. The comparative value for the JHS level was 0.81. The low SHS GPI value is of concern as it has implications for, among other things, the presence of women in senior positions in society.

Transition, Repetition, and Completion Rates

Those who stay on and complete SHS are a relatively small percentage of those of official senior high school completion age as the table below shows.

Table 6.1B.5 – 2007/08 Proxy Gross Completion Rates for the Senior High School Level

Level	Male	Female	Both
Senior High School	25%	18%	21%

Source: WB/MOE CSR 2009

While the completion rate for boys is low that for girls is even lower and adds to earlier concerns about future availability of women to occupy senior positions in the nation.

The low completion rate indicates how difficult it is for a student to reach the final grade of SHS. Among the difficulties are those that result in repetition, dropping-out and, ultimately, wastage. Estimates based on 2007/08 data suggest that approximately 6% and 13% of public resources are spent on individuals who repeat and drop-out of senior high school respectively.

Recent surveys and consultations carried out in the process of producing this plan have clearly indicated cost to be a major factor affecting enrollment, retention and completion in schools. Given the level of poverty in the country indicated by the Poverty Reduction Strategy Report of 2008 and the fact that public schools only account for 24% of senior high schools, there is every indication that, without increased government provisions, the number of students enrolled at this level will continue to be low and that children of the poorest will be greatly disadvantaged.

Teacher Matters

Teachers at the SHS level should be graduates however courses for prospective teachers are greatly undersubscribed and many who register and go through the courses do not end up teaching. As a consequence, many teachers in senior high schools are not college graduates. In fact, 47% of teachers at the SHS level are untrained and do not even possess certificates to teach at the primary level. Professional in-service training is almost non-existent and the great majority of teachers have received little or no in-service training since entering the classroom. This means that there is much room for improving the quality of teaching at the SHS level. In this regard, with the support of a partner, a curriculum has been developed for a post-graduate diploma in education, targeting teachers who have obtained their undergraduate degrees in various disciplines, but are not professional teachers.

There is much room for increasing the number of female teachers at the level as the national school census data shows that only 3% of SHS teachers are females. This has worrying implications hence the proposals made later.

Curriculum, Textbooks and Materials

Those who do teach in SHSs are confronted with, amongst other things, a lack of science laboratories that are properly maintained, equipped and stocked, an absence of computers and even computers in a number of schools as well as poorly stocked and staffed libraries. Possibly the greatest challenge for teachers and students is the dearth of appropriate and up-to-date textbooks. An outdated curriculum and syllabuses has not helped matters. At the national level, the student to textbook ratio is approximately 4 to a single book. In the majority of counties, the ratio is even larger.

Quality

Taken together, the present picture of SHS education is one of both limited access and quality resulting in low effectiveness and efficiency. Problems with the quality of SHS education is indicated by the fact that students in Liberia are not sitting the international West African Senior School Certificate Examination (WASSCE) taken by Grade 12 students of other member countries of WAEC. Efforts are now being intensified to address the challenges mentioned in the preceding paragraphs so that the quality of SHS education can be brought up to a standard equivalent to that of sister WAEC countries. However, the resources required to bring about the desired change are such that significant support from partners is necessary.

6.2 Views from the Nationwide Consultations

The issues detailed above and those on secondary education peculiar to the different areas of the country were discussed in workshops held at county and regional levels. The main views expressed were as follows:

- ❖ More secondary schools should be built and fully equipped ensuring that all have laboratories and libraries
- ❖ Vocational and technical programs should be attached to all secondary schools
- ❖ All secondary schools should be provided with more and better quality teaching/learning materials
- ❖ Those studying subjects for which teachers are lacking should be provided with scholarships as long as they opt to teach in secondary schools after graduation
- ❖ In-service and pre-service teacher trainees who are funded from government resources should be required to sign contracts with their respective districts and only receive their certificates after serving that district
- ❖ Secondary teachers should be provided with better salaries, incentives and housing
- ❖ The curriculum at both the JHS and SHS levels should be revised and updated
- ❖ Those in the rural areas should be provided with increased opportunities for secondary education –

The above views have been used to inform sections that follow.

6.3 Main Goal and Related Objectives

6.3.1 - Main Goal

Ensure that all school-age children and others so desiring receive and complete a junior high school program of quality and that as many as can move on to and complete a high-quality senior high school program (or its equivalent)

6.3.2 - Specific Policy Objectives

- i. To increase access and the transition rate from primary to junior high school and from junior high to senior high school
- ii. To increase the retention and completion rates of both levels of secondary education
- iii. To increase the number of girls accessing and completing secondary schooling
- iv. To improve the quality of secondary education and the conditions of teaching and learning
- v. To ensure that the school environment is clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease
- vi. To reduce worm infestation as well as the possibility of staff and students at the secondary level contracting and/or spreading HIV/AIDS

6.3.3 - Strategies to Achieve Policy Objectives

Given below are the strategies designed to achieve the policy objectives.

Specific Policy Objective	Key Strategies
To increase access and the transition rate from primary to junior high school and from junior high to senior high school	Revisit requirements for entry to JHS and SHS
	Review and revise fees and hidden costs
	Provide additional classroom spaces
To increase the retention and completion rates of both levels of secondary education	Revisit grade repetition policy
	Review fees and hidden costs targeting poor households in particular
	Make staying and completing JHS and SHS more attractive propositions
To increase the number of girls accessing and completing secondary schooling	Sensitization on the importance of girls acquiring secondary education
	Make secondary schooling more attractive to girls
To improve the quality of secondary education and the conditions of teaching and learning	Improve the curriculum
	Provide textbooks and teaching/learning materials
	Address teachers of quality issues through teacher training and incentives to get more females into the teaching profession
	Address teaching/learning environment issues
	Put in place necessary regulatory framework
	Develop and introduce a minimum standards guideline for Junior High and Senior High Schools
To ensure that the school environment is clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease	Provide necessary supervision, monitoring and evaluation
	Make necessary sanitation provisions
	Ensure knowledge of 'children's right' charter and related issues
	Address sexual exploitation and violence in school issues
To reduce worm infestation as well as the possibility of staff and students at the secondary level contracting and/or spreading HIV/AIDS	Address safety and security of disabled in school issues
	In collaboration with the MOHSW establish a mechanism for carrying out regular and monitored de-worming of students
	Ensure implementation of the HIV-AIDS Policy for the education sector
	Encourage teachers and students over the age of consent to go for HIV-AIDS testing
	Ensure greater collaboration between the MOE and MOHSW in all school health matters especially HIV-AIDS
	Ensure sex education an integral part of the curriculum
	Involve parents and community in HIV-AIDS awareness and sensitization campaign

6.3.4 - Log-frame of Prioritized Activities under Each Strategy to Achieve Policy Objectives (ST = Commence Year 1 to 3, MT = Commence Year 4 to 6, LT = Commence Year 7 and above. Some activities may commence during a particular year but not be completed until much later)

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To increase access and the transition rate from primary to junior high school and from junior high to senior high school	Revisit requirements for entry to JHS and SHS	Establish small committee to look into requirements for entry to JHS and SHS to make entry easier, more transparent and fair	Report of Committee and action on report by MOE	MOE	ST
		Standardize requirements for all schools based on recommendations of committee ensuring that the MOE requirements are used by all.	Standardized entry requirements adhered to by all schools	MOE	ST
		Direct WAEC to address exam quality and malpractices issues	Independent report on item quality and fewer reports of malpractices	WAEC	ST
	Review and revise fees and hidden costs	Prepare paper summarizing situation and recommending way forward including situation if GOL chooses to implement basic education	Paper produced	MOE	ST
		Circulate paper to stakeholders and interest groups for comment	Paper circulated and feedbacks received	MOE	ST
		Revise fees on basis of recommendations in paper and feed-back	New fees implemented with minimal opposition	MOE	ST
	Provide additional classroom spaces	Ensure standard designs for JHS and SHS classrooms available and circulate. Ensure inclusion of laboratories and libraries in designs as appropriate	Standard design and signed receipt from partners available	MOE with support of partners	ST
		Produce classroom rehabilitation and construction plan and strategy guided by the ESP simulation model numbers and informed by the latest School Census numbers, reports from partners and local DEO reports. Target providing every district without a secondary school with one taking cognizance of the availability of other needed resources in addition to a building	Plan and strategy being implemented	MOE with support of partners	ST
		Meet with partners. Agree on rehabilitation and construction work and proceed with process	Construction work ongoing as agreed and on schedule	MOE with support of partners	ST
	To increase the retention and completion rates of both levels of secondary education	Revisit grade repetition policy	Establish Committee to review/formulate a repetition policy aimed at minimizing repetition at all levels	Draft policy document available	MOE with support of partners
Implement policy after due scrutiny by stakeholders and finalization			Finalized policy document being used and enforced	MOE	ST
Review fees and hidden costs targeting poor households in particular		See input under preceding Specific Objective	See input under preceding Specific Objective	MOE	ST

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To increase the retention and completion rates of both levels of secondary education	Make staying and completing JHS and SHS more attractive propositions	Establish/Initiate a scholarship scheme for specific categories of individuals meeting preset criteria ensuring that all special needs and HIV/AIDS orphans and those infected receive scholarships	Scholarship scheme in operation	MOE with support of partners	MT
		Provide a school level scholarship for 1 brother/sister of a female student in SHS and for at least 1 child from every household categorized as extremely poor by the PRS	Scholarships being awarded	MOE with support of partners	MT
		See actions/activities under 'revisit curriculum' strategy	See 'revisit curriculum' strategy	See 'revisit curriculum' strategy	ST
		Establish links between schools and businesses	List of linked schools and businesses and reports of visits to businesses by schools and visits of personnel of businesses to schools	MOE with support of partners	MT
To increase the number of girls accessing and completing secondary schooling To increase the number of girls accessing and completing secondary schooling	Sensitization on the importance of girls acquiring secondary education	Launch a sensitization drive using radio, tv, press, drama group / street theatre and involving partners	Reports of the public	MOE (Girls' Education Unit) with support of partners	ST
		Use traditional, religious leaders and females in senior positions to help deliver message	Reports of the public	MOE (Girls' Education Unit) with support of partners	ST
	Make secondary schooling more attractive to girls	Provide fee free junior high school education for girls starting with 5 districts with lowest GPIs and completion rates	Reports of DEOs. Report(s) of Girls' Education Unit. Statements of beneficiaries	MOE with support of partners	ST
		Give SHS scholarships to girls in 3 districts with lowest GPIs and completion rates	Reports of DEOs. Report(s) of Girls' Education Unit. Statements of beneficiaries	MOE with support of partners	ST
		Permit girl mothers to resume secondary education at no cost to themselves	Reports of DEOs. Report(s) of Girls' Education Unit. Statements of beneficiaries	MOE with support of partners	ST
		Provide scholarships and incentives to females to train and enter secondary teaching	Reports of Scholarship Unit. Report(s) of Girls' Education Unit. Statements of beneficiaries	MOE with support of partners	MT
		Enforce legal and disciplinary actions against teachers and male students who harass and/or rape female students	Reports of Instructions Department. Court reports. Report(s) of Girls' Education Unit.	MOE with support of appropriate line ministry and legislators	ST
		Commence annual awards for girls in secondary education	Department of Planning, Research and Development report. Report of Girls' Education Unit	MOE with support of partners	ST
Put in place a scheme to provide university scholarships to female SHS graduates who make a commitment to give 2/3 years of service as a teacher	Scheme in operation.	MOE with support of partners	ST		

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
		With the agreement of the MOH offer free medical services to girls in SHS	MOH report. Report of Girls' Education Unit. Statement of beneficiaries	MOE and MOH	MT
To improve the quality of secondary education and the conditions of teaching and learning	Improve the curriculum	Establish Committee to review and revise as well as examining the possibility of teaching selected indigenous languages as subjects	Committee Report	MOE with support of partners	ST
		Ensure separate curriculum with different goals for JHS and SHS level	Separate JHS and SHS curriculum	MOE	ST
		Ensure that curriculum is relevant, appropriate and addresses major content and quality concerns as well as linking learning from earlier level	Comments on curriculum by stakeholders and users	MOE with support of partners	ST
		Utilizing lessons learned from other countries and best practices, ensure that curriculum includes elements of relevant technical/vocational skills training as well as entrepreneurial and life skills needed by those who may not be moving to the next level while providing the foundation for those who may wish to pursue TVET at a higher level.	Curriculum includes appropriate TVET elements	MOE with support of partners	ST
		Trial test curriculum	Report on trial testing	MOE with support of partners	ST
		Finalize new curriculum	Print-out of new curriculum	MOE with support of partners	ST
		Prepare and utilize a phasing out plan for old and phasing in plan for new curriculum	Copy of plan	MOE	MT
		Distribute new curriculum to schools and monitor use	Report from heads of schools. Reports of DEOs	MOE	MT
		Specifically monitor the TVET aspect of the curriculum and its effectiveness and if warranted commission study on effective alternatives to TVET being part of the secondary level curriculum	Monitoring reports and study, if warranted	MOE	MT
		To improve the quality of secondary education	Provide textbooks and teaching/ learning materials	Establish small committee to examine appropriateness of textbooks in use for new curriculum	Committee Report
Prepare plan for phasing out of inappropriate and phasing in of more appropriate textbooks in line with change in curriculum	Copy of plan			MOE with support of partners	MT
Embark on textbook procurement process targeting a 1:1 ratio in public and community JHSs	Procurement records			MOE with support of partners	MT
Prepare list of needed teaching / learning materials in support of new syllabuses ensuring priorities in terms of needs and quality	Copy of list			MOE	MT

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
		Embark on teaching / learning materials procurement process with needs of public and community JHSs and SHSs in mind	Procurement records	MOE with support of partners	MT
		Supply textbooks and teaching / learning materials to schools as appropriate	Records of schools and DEOs	MOE	MT
	Address teachers of quality issues through teacher training and incentives to get more females into the teaching profession (See also preceding strategy for education of girls)	Establish team to review and revise the JHS teacher training program and to produce a harmonized and standardized curriculum for teacher training at the university level	Reports of team. Training program and standardized curriculum	MOE with support of partners	MT
		Design an in-service training program for enhancing the skills and know-how of teachers at the JHS and SHS levels on a regular, maximum of 2 year, basis	The training program	MOE with support of partners	MT
		Require all teachers at the secondary level to become qualified within a 7 year period	Annual percentage of qualified teachers at JHS and SHS levels	MOE with support of partners	MT
		Establish a scheme and require all pre-service and in-service teacher trainees on government scholarships to sign contracts with their districts to provide a minimum of 3 years of service as a teacher after qualifying	Signed contracts and teachers fulfilling same.	MOE	MT
		Together with the MOF, review and revise teachers' salaries and conditions of service slightly upwards and introduce scaling in order to attract better quality applicants	Published salary scale for teachers and new mean salary of teachers relative to previous year	MOF in support of MOE	MT
		Ensure Quality Assurance Unit with the responsibility, among other things, of visiting schools to observe and provide support / professional advice to teachers	Existence of QA Unit that among other things monitors secondary education	MOE	MT
		Ensure availability of teacher handbooks/manuals together with essential teaching aids in all public schools	Statements by teachers and reports of QA Unit/DEOs	MOE with support of partners	MT
		Financially and in other ways support the re-establishment of subject associations	Re-emerged and functioning subject associations. Minutes of meetings of associations	MOE with support of partners	ST
Carry out a study and implement as warranted a scholarship scheme for selected students of excellence studying subjects for which teachers are lacking who agree to study these same subjects in college and teach for a minimum of 2/3 years after qualifying.	Study report and scholarship implementation strategy	MOE with support of partners	ST		
Establish annual county and national teacher awards and 'male and female teacher of the year' ceremonies	Award programs and ceremonies	MOE with support of partners	ST		

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To improve the quality of secondary education		Re-introduce 'remote area' allowances for teachers in schools more than 25 mile away from the nearest urban settlement	Statements by teachers in remote area schools. Financial records	MOE with support of partners	MT
		Fund the construction of teacher housing for teachers in rural areas and teachers of key subjects short of teachers	Constructed houses. DEO reports. Facilities Unit reports	MOE with support of partners	MT
		Together with the MIA and traditional leaders agree on a land allocation scheme for needed teachers in the most under-served areas	Land Allocation Scheme Report / Agreement	MIA and traditional leaders in support of the MOE	MT
	Address teaching/learning environment and governance issues	Produce a Secondary School Management Board Handbook and circulate	School Management Board Handbook and circulation list	MOE with support of partners	ST
		Require all secondary schools to establish functioning School Management Boards (SMBs) and Parent Teacher Associations (PTAs)	SMB and PTA meetings reports	MOE	ST
		Require all providers/partners to ensure that all new classrooms meet MOE standards as a minimum	DEO reports. Reports of partners. Facilities Unit field trip reports	MOE with support of partners	ST
		Issue policy directives to all schools to ensure that class sizes do not exceed 40	Policy document. DEO/QA Unit reports	MOE	ST
		Require schools to ensure that sufficient chairs and desk are available for all students	DEO reports. Facilities Unit field trip reports	MOE	ST
		Supply textbooks and teaching / learning materials to schools as appropriate	Procurement records. DEO/QA Unit reports. Reports from schools	MOE with support of partners	ST
	Put in place necessary regulatory framework	Review and revise policies to ensure enhancement / improvement of education at the secondary level. The review should include weekly teaching load/hours at both levels	New policy statements document and their implementation. DEO/QA Unit reports. Census reports. WAEC reports	MOE with support of partners	ST
		Review and revise the Education Law to ensure better alignment with policies, practices and existing situation	New/Revised Education Law	MOE with support of partners	ST
		Sensitize on changes in the law, regulations and policies	Statements in the media. News reports	MOE with support of partners	ST
		Enforce/ensure adherence to new law and policies	Statements in the media. News reports. DEO/QA Unit reports	MOE	ST
	Develop and introduce minimum standards guidelines for Junior High and	Establish and mandate the Secondary Division of the MOE augmented by specialists as necessary to develop minimum standard guidelines for junior high and senior high schools	Committee reports and Guidelines draft	MOE with support of partners	ST
		Review and circulate draft for input and comments	Review report and received comments	MOE with support of partners	ST

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To improve the quality of secondary education	Senior High Schools	Finalize and circulate guidelines	Finalized guideline + receipts	MOE with support of partners	ST
		Enforce and monitor use of guidelines	Reports from DEOs and other Quality Assurance Unit reports	MOE	ST
	Provide necessary supervision, monitoring and evaluation	Review and better focus the responsibilities and activities of the DEOs and CEOs	Printout of new guidelines for DEOs and CEOs	MOE with support of partners	ST
		Put in place a mechanism to monitor and evaluate the functioning of the DEOs and CEOs	QA Unit / Monitoring reports	MOE	ST
		Ensure Quality Assurance Unit with the responsibility, among other things, of providing supervision, monitoring and evaluation services of which DEOs and CEOs would be part	Functioning QA Unit	MOE with support of partners	ST
		Capacitate the QA Unit to effectively carry out its secondary level mandate / function	Functioning QA Unit	MOE with support of partners	ST
		Require feedback on all supervisory, monitoring and evaluation activities and annual QA Reports	Reports	MOE	ST
To ensure that the school environment is safe, clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease	Make necessary sanitation provisions	Produce a school safety, cleanliness, water, sanitation and minor maintenance handbook for schools	Printout of handbook	MOE with support of partners	ST
		Construct for public schools and require all others to have, as a minimum, separate VIP toilets for boys and girls by end 2010	Facilities Unit reports. DEO/QA Unit reports.	MOE with support of partners	ST
		Procure for public and require all others to have buckets/drums and cups for hand-washing by mid 2010	Facilities Unit reports. DEO/QA Unit reports.	MOE with support of partners	ST
		Provide public schools and require all others to have a covered treated well or an acceptable source of potable water by end 2010	Facilities Unit reports. DEO/QA Unit reports.	MOE with support of partners	ST
		Link with PTAs and school authorities to ensure that buildings and grounds are kept safe, clean and periodically renovated/maintained	Facilities Unit reports. DEO/QA Unit reports.	MOE with support of partners	ST
		Award annual national prizes for most well kept school and most disciplined and well behaved students	Award programs and ceremonies	MOE with support of partners	ST
	Ensure knowledge of 'children's right' charter and related issues	Require all heads of schools to have and use the children's right charter	DEO/QA Unit reports	MOE with support of partners	ST
		Require all schools to stop corporal punishment	DEO/QA Unit reports	MOE	ST
		Require schools to establish prefect-ship systems with students fully involved in the selection of the prefects and defining their duties and responsibilities	DEO/QA Unit reports	MOE with support of partners	ST

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To ensure that the school environment is safe, clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease	Address sexual exploitation and violence in school issues	Sensitize students and teachers on the advantages of a violence free school environment	Media reports. Statements of staff and students	MOE with support of partners	ST
		Produce a code of conduct for students and staff at the secondary level	Code of conduct handbooks	MOE with support of partners	ST
		Sensitize on the code of conduct and distribute to all schools	Media reports. Statements of staff and students	MOE with support of partners	ST
		Monitor and report on use of the code	DEO/QA Unit reports	MOE	ST
		Require all heads of schools to report on sexual exploitation of students by teachers to the DEO and headquarters as per code	Reports from schools. DEO reports. Media reports	MOE with support of partners	ST
		Work with PTAs and school authorities to ensure that schools are free from weapons and violence	Reports from schools. DEO reports. Media reports	MOE with support of partners	ST
		Require and ensure that all regulations and laws on violence (including sexual violence) and molestation are enforced	Reports from schools. DEO reports. Media reports	MOE with support of partners	ST
	Address safety and security of disabled in school issues	Produce a handbook on measures to be taken to make secondary schools more disable-friendly	Print out of handbook	MOE with support of partners	ST
		Sensitize schools and public on contents of handbook and distribute	Reports from schools. DEO reports. Media reports	MOE with support of partners	ST
		Monitor to ensure action being taken on contents of handbook	Reports from schools. DEO reports.	MOE	ST
To reduce the possibility of staff and students at the secondary level contracting and/or spreading HIV/AIDS	In collaboration with the MOHSW establish a mechanism for carrying out regular and monitored de-worming of students	See primary education log-frame	See primary education log-frame	See primary education log-frame	ST
	Ensure that sex education is an integral part of the curriculum	Require the Curriculum Division, augmented as necessary, to build sex education into the curriculum through integration in the science curriculum and that coverage is adequate	Reports on work. Draft curriculum with sex education integrated.	MOE with support of partners	MT

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
		Circulate samples of work done by the Curriculum Division for inputs and comments	Signed circulation list. Received feedbacks	MOE with support of partners	MT
		Curriculum Division revises work based on inputs and comments	Finalized revised curriculum	MOE	MT
		Implement revised curriculum	Reports from schools. DEO reports. Partners' reports. Media reports	MOE	MT
	Ensure effective implementation of the HIV-AIDS Policy for the education sector	Confirm distribution of policy to stakeholders, partners and institutions	Signed distribution list. Reports from DEOs, partners and institutions	MOE	ST
		Involve parents and community in awareness raising and sensitization on the policy	Reports from DEOs. Reports from PTAs. MOE HIV-AIDS Unit reports	MOE	ST
		Collaborate with the MOHSW and partners to check implementation of policy	Joint MOHSW and MOE reports	MOE	ST
		Build in item to check policy implementation in school census questionnaire	Revised school census questionnaire with item on HIV-AIDS policy	MOE	MT
		Take appropriate action against defaulters	Reports of disciplinary actions by the MOE.	MOE	ST
	Encourage teachers and students over the age of consent to go for HIV-AIDS testing	Require MOE HIV-AIDS Unit to pay regular visits to schools to sensitize and encourage testing	School visits reports from Unit	MOE	ST
		Inform public and students that being HIV positive does not bar enrollment / attendance at school	Media reports. Statements of staff and students	MOE	ST

6.3.5 – Selected Indicators Associated with Specific Objectives (Note that the indicators are subject to review whilst implementation of the plan is proceeding)

Specific Policy Objective	Indicators		
	2010	2011	2012
To increase access and the transition rate from primary to junior high school and from junior high to senior high school	Transition Rate = 72% JHS, 76% SHS Access Rate = 49% (G7), 30% (G10)	Transition Rate = 72.3% (JHS), 76.4% SHS Access Rate = 51.7% (G7), 32.5% (G10)	Transition Rate = 72.6% JHS, 76.8% SHS Access Rate = 54.2% (G7), = 34.6% (G10)
To increase the retention and completion rates of both levels of secondary education	Survival Rate = 81% JHS, 82% SHS PCR = 40% JHS, 25% SHS	Survival Rate = 82% JHS, 82.6% SHS PCR = 42.5% JHS, 27% SHS	Survival Rate = 83% JHS, 83.4% SHS PCR = 45% JHS, 29% SHS
To increase the number of girls accessing and completing secondary schooling	Girls G7 GIR = 46%, G9 PCR = 39%, G10 GIR = 27%, G12 PCR = 22.5%	Girls G7 GIR = 51%, G9 PCR = 41%, G10 GIR = 31%, G12 PCR = 27%	Girls G7 GIR = 56%, G9 PCR = 45%, G10 GIR = 34.5%, G12 PCR = 29%
To improve the quality of secondary education and the conditions of teaching and learning	1 Monitoring and Supervision visit and report per school per year 1,250 JHS and 350 SHS copies of revised curriculum and minimum standards guidelines printed and distributed 2 RTTIs ready for JHS teacher training program 200 copies of in-service upgrading program details issued	1 Monitoring and Supervision visit and report per school per semester 75% JHS and 75% SHS using the revised curriculum and minimum standards guidelines printed and distributed 30 – new intake for JHS teacher training program (1/2 Fem) 39 teacher participants in in-service upgrading program	1 Monitoring and Supervision visit and report per school per semester 85% JHS and 85% SHS using the revised curriculum and minimum standards guidelines printed and distributed 30 – new intake for JHS teacher training program (1/2 Fem) 39 teacher participants in in-service upgrading program
To ensure that the school environment is clean, sanitary, violence-free and sufficiently conducive for all students, especially girls, to feel safe and at ease	Ratio of WATSAN/WASH facilities – Females = 50:1 , Males = 50:1 in 100 schools	Ratio of WATSAN/WASH facilities – Females = 50:1, Males = 50:1 in 100 additional schools	Ratio of WATSAN/WASH facilities – Females = 50:1, Males = 50:1 in 100 additional schools
To reduce worm infestation and the possibility of staff and students at the primary level contracting and/or spreading HIV/AIDS	Students in 40% of schools de-wormed regularly 200 copies of HIV-AIDS Action Plan distributed	Students in 55% of schools de-wormed regularly 75% of 2011 HIV-AIDS Action Plan implemented	Students in 70% of schools de-wormed regularly 75% of 2012 HIV-AIDS Action Plan implemented

6.3.6 – The Strategy Based Actions of Highest Priority in the Short and Medium Term

Discussions held with the public, stakeholders and MOE personnel indicate that the five activities of highest priority for primary education are as follows.

Junior High School

- vi. Review and revision of the JHS teacher training program and train more teachers
- vii. Production and implementation of a classroom rehabilitation and construction plan and strategy. The intention being the provision of structures where none exist for students completing primary education as well as the provision of accommodation for increasing numbers of students transiting from the primary level
- viii. Production and implementation of a minimum standard guidelines for JHSs
- ix. Production and implementation of a curriculum that is relevant, appropriate and addresses major content and quality concerns
- x. Provision of student texts and teacher guides

Senior High School

The activities of highest priority for the senior high school level are identical to those for the junior high school level except for (i) above which should read:

- ii. Establishment of a scheme to attract more graduates into the teaching profession

6.4 Details of Chosen Scenario

6.4.1 Projections for Chosen Scenario

The tables below show the projections for the chosen scenario up to 2020 as applicable to the junior and senior high sub-sectors. The total recurrent spending is to be updated annually as better numbers become available from the IMF for the GDP and domestically generated revenues.

Junior High													
Details	Baseline	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Transition Rate (Prim -- > JHS)	71%	72%	72%	72%	73%	73%	73%	73%	74%	74%	74%	75%	75%
Access Rate - JH1	44%	47%	49%	52%	54%	57%	59%	62%	64%	67%	70%	72%	75%
Survival rate	80%	81%	81%	82%	83%	84%	85%	86%	87%	87%	88%	89%	90%
JH3 (PCR)	35%	38%	40%	42%	45%	48%	50%	53%	56%	59%	62%	64%	68%
Total enrolment	102,642	110,885	120,150	129,905	140,173	150,977	162,341	174,288	186,846	200,039	213,897	228,448	243,722
GPI	0.81	0.82	0.84	0.86	0.87	0.89	0.90	0.92	0.94	0.95	0.97	0.98	1.00
GER	42%	45%	47%	50%	52%	55%	57%	60%	62%	65%	67%	70%	73%
Private and Mission Schools													
% of pupils	53%	52%	52%	51%	50%	50%	49%	48%	48%	47%	46%	46%	45%

Public and Community Schools													
Enrollment	48,335	52,948	58,163	63,742	69,704	76,072	82,868	90,115	97,839	106,066	114,824	124,141	134,047
Total number of teachers	2,034	2,136	2,260	2,394	2,540	2,697	2,867	3,050	3,246	3,458	3,684	3,928	4,189
Pupil teacher ratio (public)	23.8	24.8	25.7	26.6	27.4	28.2	28.9	29.5	30.1	30.7	31.2	31.6	32.0
Average teacher remuneration as multiple of per capita GDP	2.5	2.7	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.1	5.1	5.1
Total teacher remuneration (US\$m)	1	1	2	2	3	3	4	6	7	9	11	14	17
Spending on inputs other than teachers as % of total recurrent spending	52%	57%	43%	42%	41%	39%	38%	37%	35%	34%	33%	31%	30%
Total recurrent spending in public school (US\$m)	2	2	3	4	5	6	7	9	11	13	16	20	24
Total recurrent spending (US\$m)	2	2	3	4	5	6	7	9	11	13	16	20	25

Senior High													
Details	Baseline	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Transition Rate (JHS --> SHS)	75%	76%	76%	76%	77%	77%	78%	78%	78%	79%	79%	80%	80%
Access Rate - SH1	26%	28%	30%	32%	35%	37%	39%	41%	44%	46%	49%	51%	54%
Survival rate	80%	81%	82%	83%	83%	84%	85%	86%	87%	88%	88%	89%	90%
SH3 (Proxy Completion Rate)	21%	23%	25%	27%	29%	31%	33%	36%	38%	40%	43%	46%	49%
Total enrolment	55,600	65,641	72,196	79,222	86,746	94,800	103,415	112,622	122,458	132,957	144,160	156,105	168,836
GPI	0.54	0.54	0.53	0.52	0.52	0.51	0.50	0.50	0.49	0.48	0.48	0.47	0.47
GER	26%	27%	29%	31%	33%	36%	38%	40%	42%	45%	47%	50%	52%
Private + Mission Schools													
% of pupils in private schools	66%	65%	64%	62%	61%	60%	58%	57%	55%	54%	53%	51%	50%
Public + Community Schools													
Enrollment	18,684	22,955	26,234	29,869	33,891	38,333	43,230	48,617	54,536	61,029	68,141	75,920	84,418
Total number of teachers (Theoretically)	804	966	1,082	1,211	1,353	1,510	1,684	1,875	2,086	2,319	2,575	2,856	3,166
Pupil teacher ratio (public)	23.2	23.8	24.2	24.7	25.0	25.4	25.7	25.9	26.1	26.3	26.5	26.6	26.7
Average teacher remuneration as multiple of per capita GDP	2.7	2.9	4.9	5.0	5.0	5.0	5.0	5.1	5.1	5.1	5.1	5.1	5.2
Total teacher remuneration (US\$m)	0.5	0.6	1.2	1.5	1.9	2.5	3.2	4.1	5.3	6.8	8.7	11.2	14.3
Spending on inputs other than teachers as % of total recurrent spending	52%	50%	49%	47%	45%	43%	41%	39%	37%	36%	34%	32%	30%
Total recurrent spending in public school (US\$m)	1	1	2	3	3	4	5	7	8	11	13	16	20
Total recurrent spending (US\$m)	1	1	2	3	3	4	5	7	9	11	13	17	21

6.4.2 Cost of Chosen Scenario

The junior and senior high sub-sector expenditures for the chosen scenario are shown below.

Junior High	Baseline	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total Funds	2.9	3.4	4.9	5.6	6.4	8.0	10.2	12.9	16.3	20.5	25.8	32.3	40.4
Recurrent Expenditure	2.5	2.7	3.9	4.4	5.3	6.5	8.1	9.9	12.1	14.8	18.1	22.0	26.8
Capital - Expansion	0.0	0.0	5.4	5.5	5.5	5.6	5.7	5.9	6.0	6.1	6.2	6.3	6.4
Capital - Upgrading	0.0	0.0	5.5	3.3	3.4	3.5	3.6	8.3	4.0	4.2	4.5	4.9	23.4
Total Expenditure	2.5	2.7	14.8	13.2	14.2	15.7	17.4	24.1	22.0	25.1	28.8	33.2	56.6

Senior High	Baseline	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total Funds	1.1	1.3	1.9	2.2	2.5	3.1	4.1	5.2	6.6	8.3	10.5	13.2	16.6
Recurrent Expenditure	1.0	1.3	2.4	2.8	3.4	4.3	5.5	6.9	8.6	10.7	13.4	16.6	20.7
Capital - Expansion	0.0	0.0	7.3	7.4	7.5	7.6	7.8	7.9	8.1	8.3	8.4	8.6	8.8
Capital - Upgrading	0.0	0.0	4.6	4.7	4.8	4.9	5.0	5.1	5.2	5.3	5.4	5.5	5.6
Total Expenditure	1.0	1.3	14.3	15.0	15.7	16.9	18.2	19.9	21.9	24.3	27.2	30.8	35.1

The table above shows the projections for the secondary level up to 2020. The contribution of teacher remuneration to total recurrent and unit costs at both the junior and senior high sub-levels is worth noting. The GOL will closely monitor the situation and take appropriate action if and when necessary to ensure that the situation does not impact negatively on teaching and learning.

6.4.2.1 Short Term Funding Gap (assuming funds only from the GOL and funds used to offset recurrent costs only)

The gaps shown below are moderate but need to be bridged in order for the system to be able to cope with the increased number of students projected to be graduating from the lower levels.

Junior High Gap (US\$m)	2010	2011	2012	Total
Recurrent Gap	1.0	1.2	1.0	3.2
Capital Gap	-10.9	-8.8	-8.9	-28.6

Total Senior High Gap (US\$m)	2010	2011	2012	Total
Recurrent Gap	-0.5	-0.6	-1.0	-2.2
Capital Gap	-11.9	-12.1	-12.3	-36.3

6.4.2.2 Medium-Term Funding Gap (assuming funds only from the GOL and funds used to offset recurrent costs only)

Without the assistance of the partners to bridge this financing gap the system may not be able to cope with the pressure resulting from higher completion and transition rates at the lower levels.

Total Junior High Gap (US\$m)	2010	2011	2012	2013	2014	2015	Total
Recurrent Gap	1.0	1.2	1.0	1.4	2.2	3.0	9.9
Capital Gap	-10.9	-8.8	-8.9	-9.1	-9.4	-14.2	-61.3

Total Senior High Gap (US\$m)	2010	2011	2012	2013	2014	2015	Total
Recurrent Gap	-0.5	-0.6	-1.0	-1.2	-1.4	-1.7	-6.5
Capital Gap	-11.9	-12.1	-12.3	-12.5	-12.8	-13.0	-74.7

6.4.3 Quantities and Capital Expenditure Costs for the Short and Medium Term

Item/Description	No. / Qty	Cost US\$m	No. / Qty	Cost US\$m
	2010 - 2012		2010 - 2015	
Junior High School				
Expansion - JHS Classrooms	624	15	1,248	30.45
Expansion - Libraries	14	0.75	27	1.50
Expansion - Teacher Housing - 2 bedrooms	20	1	41	2
Expansion - JHS Textbooks	0	0	0	0
Sub-Total (US\$ million)		16.29		33.51
Upgrading - Training JHS - by distance	116	0.15	233	0.36
Upgrading - JHS - Laboratory/Science Room	128	5.16	256	10.62
Upgrading - JHS - Libraries/Reading Rooms	114	2.98	228	6.13
Upgrading - Classroom Rehab - JHS	70	0.42	141	0.86
Upgrading - Teacher Housing - JHS	21	0.35	41	0.70
Sub-Total (US\$ million)		9.06		18.67
Capital - Expansion + Upgrading JHS Total (US\$ millions)		25.35		52.18

From the table above, the following are worth noting

- The quantities of all line items are based on estimated/projected enrolments/teacher numbers for the chosen scenario relative to existing provisions at the time of drafting this document.
- The estimated unit costs for classrooms construction and rehabilitation are inclusive of furniture as well as other facilities that would be needed by students such as latrines and water.
- The cost of libraries is inclusive of furniture and shelves while that for laboratories is inclusive of some basic requirements as well as furniture.
- The teacher housing indicated under ‘upgrading’ is for teachers already in the system while that under ‘expansion’ are for new teachers. Since most teachers teach at more than one level, the housing provisions for a particular level also serve other levels.
- Maintenance and repair costs are not covered as the proposal is for the counties to take responsibility for these activities in their budgets.
- The ‘upgrading training by distance’ is intended for the many unqualified practicing teachers who cannot participate in residential programs.
- No expenditure for supervision / quality assurance by the MOE is shown for the secondary level as relevant additional costs have been included under primary education while the normal costs are covered in the budget under recurrent costs.

Chapter 7

Addressing the Literacy and TVET Needs of the Nation

7.0 Introduction

As the country continues to rebuild, in addition to quality primary education, functional literacy and numeracy skills for adults and those out of school are high priorities in order to enable citizens to contribute successfully to the country's growth and reduction of poverty. In addition, in order to enable citizens to contribute to the needs of a changing economy, technical and vocational education and training will be a high priority. The following sections detail the current status of literacy and TVET and present the government's objectives and strategies for these areas. In relation to the latter, this chapter focuses largely on the interventions that are possible by the MOE. At the same time, its policy proposals acknowledge that the MOE is not the only entity responsible for TVET in the country. The relative briefness of the section on literacy should not be misinterpreted as indicating a low priority given to literacy but rather a past under-estimation of the situation which the MOE intends to address in the manner indicated in the strategies and activities detailed later.

7.1 Literacy

Literacy Rates

Given its recent history, Liberia has a higher level of literacy than expected. According to data from the World Bank and the CWIQ Survey, the literacy rate has increased over the period 1990 to 2007 as shown in the table below. The change has been most marked for females and the older age group. Notwithstanding the increases, it is worth noting that there is still room for further increases but the country does not have the capacity to provide a literacy program for the estimated 1.5 million people in need.

Table 7.1.1: Adult and Youth Literacy Rates 1990 and 2007

	Liberia		Low Income
	1990	2007	2004
Adult literacy rate (% of people aged 15+)		55	
Male	55	69	73
Female	23	41	50
Youth literacy rate (% of people aged 15 - 24)		73	
Male	75	81	81
Female	39	65	67

Source: Author's compilation from World Bank and CWIQ data

A large number of citizens are not literate either because they never went to school or they left school before they had acquired literacy skills. There are large disparities in the literacy rates for adult women and men. According to recent DHS survey results, 41 percent of women are literate compared to 70% of men, and the difference is even larger for older ages. There is also a strong urban-rural difference in terms of literacy, with urban dwellers being more literate and rural women having the lowest literacy rates of all groups. The high illiteracy rates, especially amongst women, are a barrier to finding productive employment and linked with high poverty rates.

Governance

The Education Law lists as one of its “cardinal principles” the reduction of “illiteracy by providing quality, realistic and practical education at all levels for all citizens without discrimination.” The Law places literacy acquisition under ‘basic education’ stating: “All citizens shall have the right to basic education as a human right, and it shall entail all education up to the 9th Grade (JSS) as well as adult education to include literacy, numeracy and skill acquisition amongst other aspects, taking into account both formal and non-formal education programs.”

Programs

Adult basic education is the basic phase in the provision of life-long learning, consisting of levels along a continuum of learning aimed at adults with very little or no formal schooling. The Division of Adult Education at the MOE is responsible for adult literacy, and it provides three types of programs, one of which focuses on literacy. The division launched a Mass Literacy Program in 1999 to ensure that, among other things, the illiteracy rate is reduced below 35% and every non-literate citizen has access to literacy training facilities and services.

The above goals are yet to be achieved given the low capacity of the unit responsible and the lack of logistical capacity to carry out its mandate. The Unit possesses no functional vehicle for its national work and has only ever possessed a small car suitable for movement on paved roads but not accessing the many counties with low literacy rates. Notwithstanding the aforementioned challenges, the Division of Adult Education continues its work nation-wide with the support of some partners. Currently, programs supported by the unit are literacy programs in English. However, some NGOs provide literacy training in local languages.

Even though they are contributing to improving the literacy situation of the country, few of the NGOs doing literacy work coordinate their activities with the MOE. Thus the MOE is unaware of the scope and content of their literacy programs as reports on coverage, plans, activities, costs and achievements are rarely communicated to the MOE. Even in the absence of capacity to monitor the various activities of the NGOs, the MOE finds the practice unacceptable and is putting strategies and plans in place to address the situation.

There are three current providers of adult education: the private sector, NGOs and line ministries (Education, Youth and Sports, and Gender). The Division of Adult Education does not have statistical data on the number of persons involved in adult literacy classes. The key to a more effective system in future lies in the development of a policy framework to enable a step-by-step transition from the present small-scale inefficient provision of adult education to one that is large-scale effective and coherent. Presently no literacy policy exists although a draft is being prepared. Literacy materials in the major indigenous languages are limited but do exist. They are viewed as starting points for development of materials for use in teaching indigenous languages as subjects in schools.

7.2 – Technical and Vocational Education and Training (TVET)

For countries that have emerged from prolonged internal conflict, skills training and vocational education are very important. This is because of the very large numbers of young adults without much or any schooling, who are at the point of starting families but who are unemployable because of their lack of education and/or marketable skills. With the possibility of this large number of unemployed young adults becoming a further destabilizing factor in an already fragile society, the need for significant investment in some form of basic education and skills training is unquestionable.

Skills training and technical education are more expensive than normal schooling and are difficult to sustain because of the ever-increasing maintenance and replacement cost of machines and technical equipment. Notwithstanding the foregoing, the potential cost of not providing skills training vocational and technical education far outweigh the cost of making some provision hence the increasing emphasis on this sub-sector by the Government.

Governance

Education Sector

The contents of the Education Law indicate the extent to which the Ministry of Education is responsible for skills training and TVET. In addition to statements on the responsibility of the MOE with regard to training teachers for vocational, technical and technology subjects, it states that the MOE is responsible for

- i. Supporting vocational and technical education programs at the multilateral high schools and science centres as well as other vocational schools and centres
- ii. Establishing and conducting career education and vocational guidance programs to help the youths make realistic career decisions
- iii. Rehabilitating existing vocational schools and facilities

The Law explicitly indicates that insufficient attention had been given to TVET in the past by stating that “more serious attention shall be given to vocational and technical education...” However, the law restricts ‘serious attention’ to:

- i. attracting “specialist” teachers and special students as well as encourage and enhance the professional preparation of female teachers into specialized secondary technical, vocational and science education; and
- ii. reviewing and strengthening science and technology education at the Teachers Training Colleges TTCs and other college levels by support to laboratories, equipment, facilities and staffing including those related to agriculture, mining and communication (informatics).

The Bureau of Vocational and Technical Education is the arm of the MOE responsible for implementing vocational and technical education programs at the pre-tertiary level in the public school systems. It has a supervisory oversight responsibility of TVET in the private sector as well as the responsibility to ensure that national standards are met. Under the revised TVET law, the responsibility for providing regulating and monitoring TVET in both private and public sectors will rest with a national commission. The MOE will still carry out its role of providing TVET opportunities at the public school systems and through specialist TVET institutions.

According to the Bureau, the main policy objectives of vocational and technical education are as follows:

- To expose pupils at the Basic Education level to a range of practical activities to make them familiar with and stimulate their interest in TVET subjects so as to give them the opportunity to choose their future careers in either the technical, vocational or general education field.
- To equip students who have completed Basic Education with TVET skills that will enable them to enter into gainful employment in industry.
- To equip students with relevant productive and entrepreneurial skills related to TVET courses that will prepare them for self-employment.
- To promote increased participation of women in education, training and employment in TVET field.
- To provide sound academic foundation for TVET and for those students who may wish to continue their education during their working life in the context of lifelong education

The Bureau also advocates for transformation of the educational system from one that focuses largely on producing students for the universities to one that is more balanced and takes into account the need for technological development in the country. In this regard, the Bureau and other entities with responsibility for TVET believe that TVET skills could be an integral aspect of general education right from primary through to high school.

Inter-sectoral

The Education Law is silent on inter-ministerial collaboration and cooperation even though TVET is the responsibility of more than one ministry; a fact acknowledged by the People's Redemption Council Decree #56, promulgated in October, 1981, that established the inter-ministerial National Council on TVET.

The 18 members of the National Council on TVET include nine ministers (the Ministers of Planning, Education, Youth & Sports, Agriculture, Labor, Finance plus three others) as well as senior representatives of industries and concessions and labor unions. This Council on TVET and its secretariat, the Agricultural and Industrial Training Board (AITB), was set up to coordinate and oversee TVET activities. However, these institutions are in disarray and the TVET system lacks coordination. The various ministries are providing TVET training in an ad hoc manner and there is no consistency of standards or certification.

In order to improve the TVET sub-sector, a National Working Group on TVET (NWG) was established in 2007 to initiate the process of TVET reform. This Working Group is composed of representatives from the Ministry of Youth and Sports (MOYS), Ministry of Education (MOE), Agricultural Industrial Training Bureau (AITB), public and private TVET providers, and non-governmental organizations. The NWG organized a national TVET conference in August of 2009, the outcomes of which included a draft National Policy Framework for TVET and a revised bill to replace PRC Decree #56. The revised bill calls for the creation of a National Commission for Technical and Vocational Education and Training (NACTVET), which will regulate, coordinate and promote the development of TVET. The NACTVET will be governed by a Board made up of members from various Ministries, private employers, and employee organizations.

The major functions of NACTVET would be as follows:

- Develop a National TVET policy in response to the economic and social changes and demand for different types of skills and knowledge;
- Formulate national policies for skills development across the broad spectrum of education-- formal and informal;
- Rationalize the assessment and certification system;
- Assure quality in delivery of TVET;
- Ensure equity in access to TVET, especially in relation to gender and geographic location;
- Develop and maintain a national database on TVET;
- Facilitate research and development in the TVET sector;
- Coordinate, harmonize, and supervise the activities of private and public sector TVET providers, including work-based learning in the formal and informal sector;
- Mobilize financial and other resources to support TVET activities;
- Promote cooperation with international agencies and development partners;
- Issue annual progress reports on the state of TVET in the country;
- Advise Government on all matters relating to the TVET system.
- Perform other functions as may be assigned by the Board

In addition to revising the law, the National Working Group, with the support of the International Labor Organization, has also worked on a draft TVET policy framework. The key priority policy areas identified in this framework include: improving the governance of the TVET system, laying the foundation for TVET and lifelong learning, improving the quality and relevance of TVET, the role of the informal sector in TVET and the financing of TVET.

The National Working Group will be lobbying the legislature during the first half of 2010 to get it to pass the new TVET laws.

7.1 Status, Key Issues and Challenges of the Sub-Sector

7.1.2 - TVET

Challenges

As indicated in the earlier section TVET requires urgent action. An ILO “Tracer Study of Technical and Vocational Training Institutes...” conducted in 2008 noted that TVET institutions in Liberia are characterized by:

- i. Enrolment of poorly educated, unemployable youth.
- ii. Uncoordinated, unregulated and fragmented delivery systems.
- iii. Inadequate and limited financing and poor management and organization leading to frictions among line authorities.
- iv. Weak monitoring mechanism.
- v. Obsolete equipment, outdated curriculum and low quality training programs.
- vi. Dilapidated structures and weak staffing (in terms of number and quality).
- vii. Produced unskilled graduates who are mainly unemployed.

The report went on to note that “training methods are archaic and has no connection with the labor market...” and training programs were “without diversification that would meet the labor market demand.” Most alarmingly the report stated that the “majority of the TVET graduates interviewed are unemployable.”

Based on its findings the report recommended:

- i. Improvement of funding for TVET
- ii. Private providers provide training within a national vocational qualification and curriculum framework
- iii. Improvement in the quality of TVET training
- iv. Improvement in the employability of TVET graduates, and
- v. Improvement, and introduction as necessary, of entrepreneurship training

Cognizant of the importance of linking TVET to labor market needs, the LPERP gives as its TVET goal, the establishment of “a diversified system of provision and finance of quality VTE that is responsive to labor market demands.” Importantly, the LPERP also stresses the need to have a policy focus “on revitalizing this important area of education and emphasizing collaboration and partnerships with all stakeholders, such as private and public employers, unions and government.” Unfortunately the LPERP did not contain a component or propose activities to achieve the stated goal or achieve its policy objectives. This document attempts to address this shortcoming.

Enrollment

Over the years the number of institutions offering TVET and the number of students enrolled has increased as the table below shows.

Table 7.1.2.1 – Number of TVET Institutions and Enrolment – 1982 and 2006

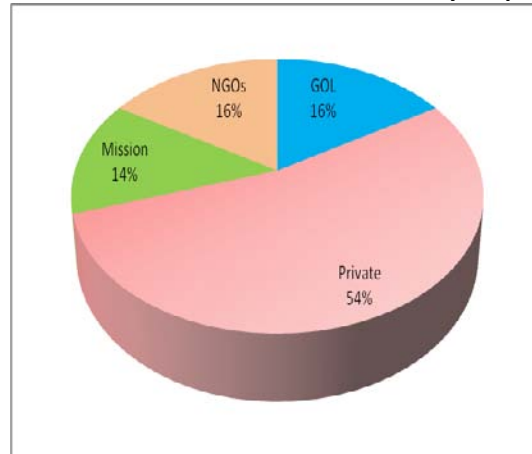
Year	No.	Enrolment
1982	47	6,698
2006	110	18,030
2008	113	18,032

Source: MOE – 1984 National Policy Conference on Education and Training and the Situational Analysis of the Technical, Vocational Education and Training (TVET) System in Liberia, 2006

Increasingly, the trend is towards providing TVET skills as part of informal education for youths and adults. These programs typically focus on providing literacy, numeracy, and life skills in addition to technical skills at the artisan level.

The number of private providers has also increased over the years to the extent that, by 2006, private TVET institutions were more than public as the chart below shows. However, regulation and monitoring of the private sector is weak and fragmented, and each provider makes individual choices with respect to curricula. There are no labor market surveys done to decide on the appropriate courses to teach or the market relevance of their courses.

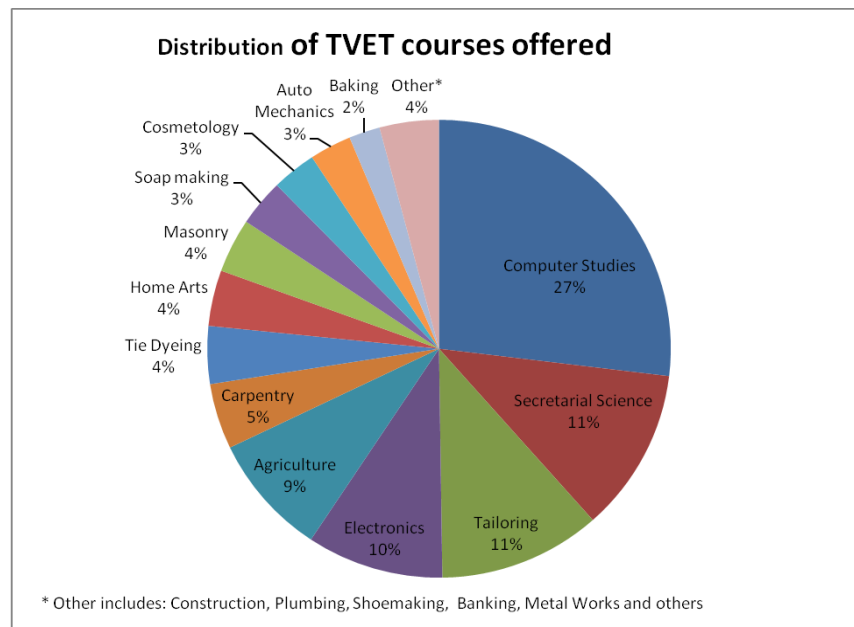
Chart 7.1.2.1 – Distribution of TVET Institutions* by Proprietor – 2006



**Excludes schools which offer technical and/or vocational subjects as well as others*

Source: MOE – The Situational Analysis of the Technical, Vocational Education and Training (TVET) System in Liberia, 2006

As of 2007/08, there were 113 TVET institutions with a total enrollment of 18,000 students offering a total of 23 different trade courses. However, the links between the programs offered and the market are weak as the ILO TVET tracer study found that 55% of graduate of these programs were unemployed. Almost 40% of TVET students are enrolled in programs such as computer studies and secretarial science, which should lead to office jobs. The figure below shows the distribution of TVET courses offered. However, the areas of identified growth in the country are agriculture, forestry, fisheries, construction, extractive industry, and tourism/hospitality. The TVET providers will need to align their programs to reflect the labor market, and students will need information about employment opportunities to allow them to make reasonable choices.



At the time of writing this report, just four vocational and technical institutions were offering both a regular TVET curriculum and an accelerated (AVTP) type for high school graduates who did not take any

technical/vocational subjects while in school. There were no in-country higher education and training offerings for graduates of these programs. This is worrying as it sends out a negative message about TVET to the public.

The quality and appropriateness of the training provided by most of the TVET institutions is questionable. The ILO TVET tracer study of 2008 found, as shown in the table below, that the majority of graduates from TVET institutions that were sampled claimed that the training they received was insufficient and that they needed additional training.

Table 7.1.2.2 - Number of TVET Graduates needing more training

NEED	Count	Percent
Yes	191	89
No Need	16	7.4
Indifferent	6	2.7
No answer	2	0.9
Total	215	100

Source: ILO TVET Tracer Study Report 2008

7.2 Views from the Nationwide Consultations

The issues detailed above and those on the education sector peculiar to the different areas of the country were discussed in workshops held at county and regional levels. The main views expressed were as follows:

- ❖ More TVET institutions should be built and properly equipped
- ❖ More Adult Literacy Centres be established and learning opportunities provided
- ❖ TVET teaching should be based on more practical work and less ‘chalk and talk’
- ❖ New national curricula for both adult literacy and TVET should be developed and used
- ❖ More specialist adult literacy facilitators and TVET tutors should be trained
- ❖ Staff of Adult Literacy Centres and TVET tutors should be given better salaries, incentives and housing
- ❖ All actions necessary to improve on inter-sectoral and inter-ministerial collaboration, co-operation and co-ordination should be urgently taken
- ❖ Action should be taken to address the inadequate and inequitable distribution of TVET institutions

The above views have been used to inform sections that follow. The issue of improved salaries, incentives and housing for teachers has been covered in preceding chapters and comprehensively in Chapter 8 and so is not repeated in the log-frame.

7.3 Main Goal and Related Policy Objectives

Literacy

7.3.1a Main Goal

To increase the opportunities and chances of adults and youths becoming literate and making a greater contribution to the development of Liberia

7.3.2a Specific Policy Objectives

- i. To increase enrolment in literacy programs
- ii. To improve the quality of literacy programs

TVET

7.3.1b Main Goal

To provide increased opportunities for the acquisition of relevant and appropriate technical and vocational education and skills training of quality ensuring that the TVET system not only meets present private sector demand but anticipates and responds to change

7.3.2b Specific Policy Objectives

- i. To bring together Ministries and agencies vested with responsibility for TVET work collaboratively and co-operatively
- ii. To improve the quality and relevance of TVET nationally and build links between TVET and secondary education;
- iii. To increase access to TVET programs nationally through the development of cost-effective mechanisms/strategies

7.3.3 - Strategies to Achieve Policy Objectives

Given below are strategies designed to achieve the stated policy objectives

7.3.3a - Literacy

Specific Policy Objective	Key Strategies
To increase enrolment in literacy programs	Increase and improve on sensitization activities
	Establish more literacy classes/learning groups and evaluate programs/courses
	Make participation in literacy classes more attractive
To improve the quality of literacy programs	Produce a national literacy policy
	Improve co-ordination and supervision of literacy programs and classes
	Improve training of literacy tutors/facilitators
	Make literacy programs more relevant to needs of learners

7.3.3b - TVET

Specific Policy Objective	Key Strategies
To bring together Ministries and agencies, including those in the private sector, vested with responsibility for TVET so that they are able to work collaboratively and co-operatively	Establish an inter-sectoral functional governing body and secretariat for TVET
To improve the quality and relevance of TVET nationally and establish links between TVET and secondary education	Develop a national and functional TVET policy and structure ensuring TVET institutions exist at the tertiary as well as at school level
	Ensure TVET subjects better meet present and projected labor market needs as well as skills needed for modernizing the economy
	Establish a standard setting, quality monitoring and examination body to, among other things, produce guidelines for the operations and programs of TVET institutions and monitor the same, design and implement a national qualifications framework and conduct TVET examinations
To increase access to TVET programs nationally through the development of cost-effective mechanisms/strategies	Train more and better TVET tutors
	Improve the perception of TVET by the public
	Construct and equip strategically sited TVET institutions and rehabilitate selected existing institutions
	Review fees and standardize
	Develop a national and functional TVET policy and structure ensuring TVET institutions exist at the tertiary as well as at school level
	Ensure entrepreneurial skills development part of all TVET training
	Design training programs targeting the unemployed, especially the 18- to 25- year-old age group
Establish and manage a Training Fund for targeted assistance to training programs. The managers of the training fund (NACTVET) will evaluate the needs and priorities of the labor market as a whole, largely unfettered by political influence and more closely aligned with stakeholder interests. The targeted beneficiaries will be out-of school and/or unemployed youth aged 15-24.	

7.3.4a - Log-frame of Prioritized Activities under Each Strategy to Achieve Policy Objectives – Literacy (ST = Commence Year 1 to 3, MT = Commence Year 4 to 6, LT = Commence Year 7 and above. Some activities may commence during a particular year but not be completed until much later)

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To increase enrollment in literacy programs	Increase and improve on sensitization activities	A 1-day workshop involving all line ministries, agencies, private sector and NGOs working in the field of literacy to agree on a global sensitization program, strategy and funding	Workshop report	MOE with support of other line ministries and partners	ST
		Launch sensitization program ensuring truly national coverage	Sensitization reports, media reports	MOE with support of other line ministries and partners	ST
		Evaluate sensitization activities and make changes necessary, if any.	Sensitization reports and changes to activities	MOE with support of other line ministries and partners	ST
	Establish more literacy classes/learning groups and evaluate programs / courses	Carry out a survey of functional literacy classes / groups nationally	Survey report	MOE with support of other line ministries and partners	ST
		Circulate survey report to all partners working in the field of literacy	Feed-back from partners	MOE with support of other line ministries and partners	ST
		Hold workshop to discuss survey findings and develop program and strategy to train more literacy tutors / facilitators, establish more literacy classes/groups, targeting in particular districts with low literacy rates, vulnerable children, the unemployed, market women and street sellers, industries/businesses with large numbers of 'unskilled' workers	Workshop report	MOE with support of other line ministries and partners	ST
		Agree on locations, share responsibility and start new literacy classes / groups	Functioning new literacy classes / groups	MOE with support of other line ministries and partners	ST
		Evaluation of literacy courses	Evaluation report	MOE with support of other line ministries and partners	ST
		Make participation in literacy classes more attractive	Ensure that sensitization program emphasizes the advantages of being literate	Content of sensitization messages	MOE
	Award certificates to literacy class graduates		Certificates awarded	MOE	ST
	Make some of the food provided for ALP feeding available for literacy classes feeding		Coverage of literacy classes by feeding program	Supporting partners	ST
	To improve the quality of literacy programs	Produce a national literacy policy	Carry out a study on literacy	Study report	MOE with support of partners
Ensure the drafting of a literacy policy based on the findings of the literacy study and public consultations			Draft literacy policy	MOE with support of other line ministries and partners	ST
Circulate the draft policy and invite feed-back			Feed-back from partners	MOE	ST

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
		Review draft policy, finalize and distribute	Finalized report and distribution list	MOE with support of partners	ST
	Improve co-ordination and supervision of literacy programs and classes	A workshop involving all line ministries, agencies and NGOs working in the field of literacy to agree on a literacy work co-ordination and supervision mechanism acceptable to the government	Workshop report	MOE with support of other line ministries and partners	ST
		Circulate draft workshop report and receive feedback and confirmation of contents / agreements	Feed-back from partners	MOE	ST
		Finalize workshop report and distribute	Finalized report and distribution list	MOE with support of partners	ST
		Implement recommendations / agreements	Reports from DEOs and partners	MOE	ST
	Improve training of literacy tutors/facilitators	A workshop involving all line ministries, agencies and NGOs working in the field of literacy to review the training provided to literacy tutors / facilitators and to agree on ways to improve	Workshop report	MOE with support of other line ministries and partners	ST
		Circulate draft workshop report for confirmation of contents and feed-back	Feed-back from partners	MOE	ST
		Finalize workshop report and distribute	Finalized report and distribution list	MOE with support of partners	ST
		Implement recommendations / agreements for improvement of tutors / facilitators training	Reports from DEOs and partners	MOE	ST
	Make literacy programs more relevant to needs of learners	Carry out a short survey of what potential and graduated beneficiaries want from a literacy program and produce a report	Survey report	MOE with support of other line ministries and partners	ST
		Circulate survey findings and report recommendations and invite feed-back	Feed-back from partners	MOE	ST
		Finalize survey report and distribute	Finalized report and distribution list	MOE with support of partners	ST
		Review literacy programs to ensure that they meet learner needs highlighted in survey report	Revised programs	MOE	ST
		Ensure the opportunity to be literate in a national language is provided	Reports from DEOs and partners	MOE	ST
		Work towards the use of the local community language as the language of instruction in Kindergarten, Grades 1 and 2 of primary schooling and the 3 major indigenous languages as optional subjects for study at the secondary school level	GOL approved revised curricula for schools	MOE	ST

7.3.4b - Log-frame of Prioritized Activities under Each Strategy to Achieve Policy Objectives – TVET (ST = Commence Year 1 to 3, MT = Commence Year 4 to 6, LT = Commence Year 7 and above. Some activities may commence during a particular year but not be completed until much later)

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To bring together Ministries and agencies including those in the private sector vested with responsibility for TVET so that they are able to work collaboratively and co-operatively	Establish an inter-sectoral functional governing body and secretariat for TVET	A workshop involving all line ministries and government agencies, private sector. vested with responsibilities for TVET to agree on composition, responsibilities, mandate and operational framework of an inter-sectoral governing body and secretariat for TVET and ensure that employers are suitably represented	Workshop reports	MOE together with other relevant line ministries and partners	ST
		Circulate draft workshop report for confirmation of contents and feed-back	Feed-back from partners	MOE	ST
		Finalize workshop report and distribute	Finalized report and distribution list	MOE together with other relevant line ministries and partners	ST
		Approval and endorsement by Cabinet and legislature	Signed official documentation from Cabinet and the legislature	MOE together with other relevant line ministries	ST
		Make necessary changes / amendments in policies and laws	Revised laws and policies	MOE together with other relevant line ministries and legal arm of government	ST-MT
		Implement recommendations / agreements	Reports from the field	MOE together with other relevant line ministries and partners	ST-MT
To improve the quality and relevance of TVET nationally and establish links between TVET and secondary education	Develop a national and functional TVET policy and structure ensuring TVET institutions exist at the tertiary as well as at school level	Assemble a small team supported by a consultant to go through existing documents, laws and recent reports, hold consultations and draft a TVET policy as well as proposing a structure for TVET	Draft TVET policy	TVET Working Group/ Committee	ST
		Hold workshop to present draft policy and structure	Workshop reports	TVET Working Group/ Committee	ST
		Circulate draft policy and invite feed-back	Feed-back from partners	TVET Working Group/ Committee	ST
		Revise draft policy and proposed structure, finalize and distribute	Finalized report and distribution list	TVET Working Group/ Committee	ST
	Ensure TVET subjects better meet present and	Carry out a skills demand and labor market survey and produce a report	Survey report	Governing body with support of partners	ST

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
	projected labor market needs as well as skills needed for modernizing the economy	Develop new TVET curricula in line with assessed labor market and employment needs making sure suitable representatives of businesses involved in process and that provisions made for 'sandwich' and 'day release' programs.	Draft TVET curricula	MOE with support of partners	ST
		Ensure entrepreneurial skills development built into the new curricula	Draft TVET curricula	MOE with support of partners	ST
		Ensure that curricula for the basic level adequately cover essential literacy and numeracy skills	Draft TVET curricula	MOE with support of partners	ST
		Circulate draft curricula and invite feed-back, ensuring businesses, labor unions, students are on circulation list	Feed-back from partners, businesses and others	MOE	ST
		Revise draft curricula, finalize and distribute	Finalized curricula and distribution list	MOE	ST
	Establish a standard setting, quality monitoring and examination body to, among other things, produce guidelines for the operations and programs of TVET institutions and monitor the same, design and implement a national qualifications framework and conduct TVET examinations	Carry out a study on the possible alternatives using relevant and appropriate good examples	Study report	Governing body with support of partners	ST
		Circulate study and convene workshop involving all relevant entities	Feed-back and workshop report	Governing body with support of partners	ST
		Circulate draft workshop report for confirmation of contents and feed-back	Feed-back from all concerned	MOE	ST
		Finalize workshop report and distribute	Finalized report and distribution list	Governing body with support of partners	ST
		Approval and endorsement by Cabinet and legislature	Signed official documentation from Cabinet and the legislature	Governing body with support of partners	ST
		Ensure production and passage of necessary policies and legislation	Relevant law and policies	Governing body with support of partners	ST-MT
		Implement policies and law	Reports from the field	MOE together with other relevant line ministries and partners	ST-MT
		Standard setting, quality monitoring and examination body established and functioning	Appointments to body, minutes of meetings, reports and examination papers	GOL and standard setting etc. body	ST-MT
	Train more and better TVET tutors	Carry out short study on training of TVET teachers and take necessary action in line with endorsed recommendations of study	Study report, documentation on endorsed recommendations and changes in training of TVET tutors	MOE	ST-MT
		Using strategies outlined in chapter 8 admit more students into the new/revised training program for TVET tutors	Increase in enrolment of TVET teacher trainees	MOE	ST-MT

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To increase access to TVET programs nationally through the development of cost-effective mechanisms / strategies	Improve the perception of TVET by the public	Hold a 1-day workshop to work out a sensitization strategy and plan	Workshop report and plan	Governing body	ST
		Implement sensitization plan	Report on sensitization and media / press statements	MOE	ST
		Ensure TVET program offerings available at post-basic and higher education level	Details of curricula and prospectus of institutions	MOE	ST
		Ensure high profile but capable and committed appointees to governing and standard setting etc. bodies	Membership details of committees	MOE together with other relevant line ministries and partners	ST
	Construct and equip strategically sited TVET institutions and rehabilitate selected existing institutions	Select sites based on criteria agreed by governing body making equitable distribution of facilities and programs a priority	List of selected sites and details of criteria employed for selection	Governing body	ST
		Produce a prioritized rehabilitation and construction plan based on numbers in ESP and selected sites ensuring involvement of partners	Details of plan	Governing body	ST
		Proceed with process to rehabilitate and construct on basis of agreed plan and approved procurement procedure	Rehabilitation and construction work ongoing as agreed and on schedule	MOE with support of partners	ST
	Review fees and standardize	Carry out quick survey of fees for various courses and programs as well as facilities and provisions of institutions	Survey report	Governing body with support of partners	ST
		Hold meeting with proprietors and providers to agree on range of fees for courses/programs	Minutes of meeting	Governing body with support of partners	ST
		Ensure agreed fees adhered to by all institutions	Reports by DEOs, partners and public	Governing body with support of partners	ST
	Develop a national and functional TVET policy and structure ensuring TVET institutions exist at the tertiary as well as at school level	See earlier cells under the quality improvement objective	See earlier cells under the quality improvement objective	See earlier cells under the quality improvement objective	ST
	Ensure entrepreneurial skills development part of all TVET training	See earlier cells under the quality improvement objective	See earlier cells under the quality improvement objective	See earlier cells under the quality improvement objective	ST
	Design training programs targeting the unemployed, especially	Conduct a study on the pros and cons of TVET 'start-up' kits and decide on their appropriateness for use in the Liberian situation	Study report and decision on usage or otherwise	Governing body with support of partners	ST

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
	the 18- to 25- year- old age group	Ensure that present and future technical and vocational staff needs of businesses regularly monitored	Monitoring reports	Governing body with support of partners	ST
		Design and tailor short term training programs aimed at making it possible for unemployed to compete / acquire needed basic skills	Training programs	Governing body with support of partners	ST-MT
		See earlier cells on entrepreneurial skills development	See earlier cells on entrepreneurial skills development	See earlier cells on entrepreneurial skills development	ST-MT
	Development of training fund	Hire consultant to work with relevant bodies and stakeholders to develop a draft scheme and circulate	Circulation list and feedback	Governing body with support of partners	ST-MT
		Revise scheme on the basis of feedback, finalize and obtain government endorsement	Endorsed finalized training fund scheme	Governing body	ST-MT
		Implement scheme	Training fund in operation support being provided by government and partners	Governing body	ST-MT

7.3.5 – Selected Indicators Associated with Specific Objectives (Note that the indicators are subject to review whilst implementation of the plan is proceeding)

Literacy

Specific Policy Objective	Indicators		
	2010	2011	2012
To increase enrolment in literacy programs	35,000 registered in literacy programs nationally	35,700 (2% increase) registered in literacy program nationally	36,414 (2% increase) registered in literacy program nationally
To improve the quality of literacy programs	1 Monitoring and Supervision visit and report per centre per year 200 copies of a national literacy policy printed and distributed 200 copies of literacy facilitator/tutor program details distributed	1 Monitoring and Supervision visit and report per centre per year 75% adherence to national literacy policy printed and distributed 1,000 participating in regional literacy facilitator/tutor training program nationwide	1 Monitoring and Supervision visit and report per centre per year 75% adherence to national literacy policy printed and distributed 1,000 participating in regional literacy facilitator/tutor training program nationwide

TVET

Specific Policy Objective	Indicators		
	2010	2011	2012
To bring together Ministries and agencies, including those in the private sector, vested with responsibility for TVET in Liberia so that they are able to work collaboratively and co-operatively	1 inter-sectoral governing body meeting	2 inter-sectoral governing body meeting	2 inter-sectoral governing body meeting
To improve the quality and relevance of TVET nationally and establish links between TVET and secondary education	250 copies of a national TVET policy printed and distributed 300 copies of revised TVET subject syllabuses printed and distributed 250 copies of in-service upgrading program details issued	70% adherence to national TVET policy printed and distributed 70% of institutions using revised TVET subject syllabuses printed and distributed 120 TVET facilitators/tutors in upgrading program	80% adherence to national TVET policy printed and distributed 80% of institutions using revised TVET subject syllabuses printed and distributed 120 TVET facilitators/tutors in upgrading program
To increase access to TVET programs nationally through the development of cost-effective mechanisms/strategies	16 new classrooms, 21 new workrooms Enrolment = 6,000 (20% below 26 yrs)	16 new classrooms, 21 new workrooms Enrolment = 6,400(22% below 26 yrs)	16 new classrooms, 21 new workrooms Enrolment = 6,800(24% below 26 yrs)

7.3.6 – The Strategy Based Actions of Highest Priority in the Short and Medium Term

Discussions held with the public, stakeholders and MOE personnel indicate that the five activities of highest priority for primary education are as follows.

Literacy

- i. Train more literacy tutors / facilitators
- ii. Establish classes in market places and working places such as factories, large businesses, etc.
- iii. Produce and implement an inter-sectoral co-ordination framework and a monitoring and evaluation plan for literacy work
- iv. Develop and implement literacy programs that are more relevant to the needs and situation of learners
- v. Draft and implement a national literacy policy

TVET

- vi. Establish an inter-sectoral governing body and secretariat responsible for regulating TVET, and develop a training fund
- vii. Draft and implement a TVET policy
- viii. Conduct national labor market and employment survey and develop new TVET curricula based on findings
- ix. Establish minimum standards for TVET institutions and ensure their monitoring and evaluation
- x. Rehabilitate, construct and equip strategically sited TVET institutions

It is worth noting that some of the activities listed in this document will need to be implemented together with some others in the preceding log-frame although they are not listed above.

7.4 Details of Chosen Scenario

7.4.1 Projections for Chosen Scenario

The table below shows the projections for the chosen scenario up to 2020 as applicable to literacy and non-formal education and TVET. The Accelerated Learning Program (ALP) has been covered under primary education. The total recurrent expenditures for 2015 and the years following are to be updated annually as better numbers become available from the IMF for the GDP and domestically generated revenues.

Details	Baseline	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Literacy and Non-Formal													
Total recurrent spending (US\$m)		0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01
TVET													
Professional (CERT)													
Enroll. Government & Government assisted		3,311	3,328	3,346	3,363	3,380	3,397	3,414	3,431	3,449	3,466	3,483	3,500
Unit cost as a multiple of GDP / Capita		0.13	0.21	0.29	0.37	0.45	0.53	0.61	0.68	0.76	0.84	0.92	1.00
Vocational													
Enrolment from Primary School Leavers		4,048	4,321	4,599	4,881	5,166	5,455	5,747	6,042	6,340	6,640	6,943	7,246

Unit cost as a multiple of GDP / Capita		0.11	0.18	0.20	0.22	0.23	0.25	0.26	0.25	0.24	0.24	0.24	0.24
Enrolment from JHS Leavers		1,619	1,753	1,890	2,033	2,179	2,330	2,485	2,645	2,808	2,975	3,145	3,319
Unit cost as a multiple of GDP / Capita		0.19	0.27	0.27	0.27	0.27	0.27	0.26	0.26	0.26	0.26	0.25	0.25
Grand Total Recurrent Spending (US\$m)		0.3	0.5	0.6	0.8	1.0	1.3	1.7	2.1	2.6	3.2	4.0	4.9

7.4.2 Cost of Chosen Scenario

Literacy and non-formal education and TVET expenditures for the chosen scenario are shown in the tables below. As already indicated, some care should be taken with the costs and gap numbers for 2015 onwards until new IMF GDP and revenue projections for those years are available at which time the estimates will be updated.

Literacy + Non-Formal	Baseline	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total Funds (US\$m)	0.00	0.01	0.03	0.05	0.07	0.11	0.17	0.25	0.35	0.48	0.66	0.89	1.19
Recurrent Expenditure	0.00	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01
Capital - Expansion	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Capital - Upgrading	0.00	0.00	3.56	3.71	3.88	4.08	4.29	4.53	4.78	5.06	5.37	5.72	6.10
Total Expenditure (US\$m)	0.00	0.01	3.57	3.72	3.89	4.09	4.30	4.54	4.79	5.07	5.38	5.73	6.11

TVET	Baseline	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total Funds (US\$m)	0.05	0.13	0.30	0.46	0.65	0.98	1.44	2.05	2.85	3.92	5.32	7.14	9.50
Recurrent Expenditure	0.04	0.28	0.45	0.58	0.76	1.02	1.33	1.71	2.11	2.61	3.21	3.95	4.85
Capital - Expansion	0.00	0.00	0.71	0.72	0.73	0.74	0.76	0.78	0.79	0.81	0.83	0.84	0.86
Capital - Upgrading	0.00	0.00	5.10	4.99	5.19	5.44	5.71	6.00	6.32	7.05	7.07	7.50	7.97
Total Expenditure (US\$m)	0.04	0.28	6.25	6.29	6.69	7.20	7.80	8.49	9.23	10.47	11.11	12.29	13.68

7.4.2.1 Short Term Funding Gap (assuming funds only from the GOL and funds used to offset recurrent costs only)

Literacy + NFE Gap (US\$m)	2010	2011	2012	Total
Recurrent Gap	0.02	0.04	0.06	0.12
Capital Gap	-3.56	-3.71	-3.88	-11.15

TVET Gap (US\$m)	2010	2011	2012	Total
Recurrent Gap	-0.15	-0.11	-0.11	-0.37
Capital Gap	-5.80	-5.71	-5.92	-17.43

7.4.2.2 Medium Term Funding Gap

For the period 2010 to 2015, the projected funding gaps for TVET and literacy and non-formal education indicate that both of these important areas would benefit from additional support.

Literacy + NFE Gap (US\$m)	2010	2011	2012	2013	2014	2015	<i>Total</i>
Recurrent Gap	0.02	0.04	0.06	0.10	0.16	0.24	<i>0.62</i>
Capital Gap	-3.56	-3.71	-3.88	-4.08	-4.29	-4.53	<i>-24.04</i>

TVET Gap (US\$m)	2010	2011	2012	2013	2014	2015	<i>Total</i>
Recurrent Gap	-0.15	-0.11	-0.11	-0.04	0.11	0.33	<i>0.04</i>
Capital Gap	-5.80	-5.71	-5.92	-6.19	-6.47	-6.78	<i>-36.87</i>

As indicated earlier, some caution should be exercised with the 2015 numbers until the IMF releases its GDP and domestically generated revenue projections for the year at which time the numbers will be amended as and if necessary.

7.4.3 Quantities and Capital Expenditures Costs for Short and Medium Term

Item/Description	<i>No. / Qty</i>	<i>Cost US\$m</i>	<i>No. / Qty</i>	<i>Cost US\$m</i>
Literacy + TVET	2010 - 2012		2010 - 2015	
Literacy Tutor/Facilitator Training	3,122	1.93	6,243	4.69
Literacy Learning Materials		9.22		19.35
Expansion - TVET Classrooms	47	2.16	93	4.43
Upgrading - TVET Tutor/Facilitator Training	382	0.49	763	1.19
Upgrading - TVET Workrooms	24	3.32	48	6.84
Upgrading - TVET Reference Materials - Max Number of Institutions	103	0.32	116	0.36
Capital - Expansion + Upgrading TVET Total (US\$ millions)		6.29		12.83

From the table above, the following should be noted:

- The estimated unit costs for TVET classrooms/workrooms construction and rehabilitation are inclusive of furniture as well other facilities that would be needed by students such as latrines and water.
- Maintenance and repair costs are not covered as the proposal is for the counties to take responsibility for these activities in their budgets.
- Funds for the training of literacy and TVET tutors/facilitators already teaching are proposed in an attempt to improve the competence of the latter and thereby improve the quality of the programs. Quality considerations also account for the funding provided for literacy and TVET reference materials.
- As already indicated, the numbers given for 2015 and 2020 will need to be updated when IMF estimates for 2015 and later become available.
- Some of the costs could be covered by TVET programs being planned by partners to the GOL

Chapter 8

Providing Teachers for an Expanding System in Transition

8.0 Introduction

Teachers are the key driving force of educational development, with the responsibility of preparing future generations of leaders by delivering quality education experiences and learning opportunities for students. Teachers are therefore central to economic growth and national development. Teachers utilize 46% of recurrent government expenditure at the primary level and approximately one-third of the nation's civil servants are teachers.

The importance and need for teachers of quality cannot be under-estimated. During the national consultations for this plan, the people clearly indicated that one of the top three priorities of government should be providing schools with trained and competent teachers. The cry was particularly loud from individuals representing rural areas who gave account of the severity of the situation and measures they had been compelled to employ to make sure their children receive an education.

While the challenges of providing qualified and motivated teachers for the country's expanding education system are considerable, significant progress has been made toward ensuring that capable and adequately-paid teachers are in classrooms, particularly in rural areas. The Poverty Reduction Strategy (PRS) estimated that the country would need to train up to 1,000 primary teachers per year to keep up with the growing enrollment rates resulting from implementation of Free and Compulsory Primary Education. The PRS also established a clear goal that 50% of all primary school teachers should be trained by 2010. The Ministry of Education, through its Liberia Teacher Training Project (LTTP), is on target with these goals.

Table 8.0.1 - Estimated Overall Progress towards the Target of 50% Primary Teachers Trained

Year	No. teachers	No. trained teachers	% trained teachers
2007	22,253	8,952	40%
2008	22,253	9,276	42%
2009	22,690	10,271	45%
2010	23,440	11,641	50%

It is worth noting that large numbers of teachers at each level are reported to be teaching, at least part of the time, at a higher level. Forty-one (41%) of pre-primary teachers were teaching at primary level or higher, and 17% of primary teachers were teaching JHS or higher. Taken together, these figures imply that a high proportion of pupils are being taught by teachers not trained to teach at that level, or not trained to teach at all.

A recent teacher survey revealed low salaries and difficult payment processes among the chief concerns. The Government has addressed this issue by steadily increasing teacher salaries from \$35 per month in 2005 to \$100 per month in 2009, depending on qualifications. This exceeds the benchmark for teachers salaries set by the Fast Track Initiative of 3.5 times the GDP per capita. Though challenges remain, the Ministry of Education and its development partners have laid a foundation for systemic professionalization of the teaching profession across the education sector.

This chapter outlines the challenges of creating and maintaining a teaching corps that will ensure quality educational experiences and enable national development, describes the remaining gaps in the system to be

addressed with focused policies, and provides a roadmap to an education system driven by well-qualified and motivated teachers that are efficiently supported and equitably deployed throughout the country.

8.1 Status, Key Issues and Challenges

8.1.1 Training & Certification

There is little doubt that the quality of education provided in any country is very dependent on the quality of its teachers. Liberia has had the unfortunate experience of having its entire provision of teacher colleges and teacher training institutes destroyed, with no pre-service teachers being certified between 1986 and 2009. This has resulted in over 60% of teachers in primary schools being untrained and unqualified, with disastrous effects on the quality of learning available to students. As the country seeks to rejoin the West Africa Examination Council (WAEC) regional assessment process in 2011, the government is taking clear steps toward improving teaching and learning throughout the school system, and teachers are central to this improvement.

The Education Law mandates that all persons engaged in the profession of teaching in a public, community, mission or private school below the tertiary level to be licensed for that purpose by the Ministry of Education (MOE) prior to appointment, or within 90 days of the date of appointment, and also calls for the establishment of a Teacher Licensing Board by 2010 to assist in ensuring that teachers are teaching at the level for which they are qualified.

Primary, junior secondary and senior secondary teachers are to be certified at the C, B, and A levels, respectively. However, a recent teachers' survey revealed that only half of all lower secondary teachers are trained, and most of these have a C certificate, rather than the required B certificate. At the upper secondary level, more than half of teachers are trained, but only 11% have the expected qualification of a degree in their teaching subjects. According to the PRS, just 24% of primary teachers in the public school system possess the minimum primary school teaching (C) certificate from participation in programs of various durations and varied quality. The establishment of the Teacher Licensing Board will begin to address these gaps.

During the years of conflict and immediately following the return to peace, the country's education donor partners worked to fill the gap left by the government's incapacity and provided short-term and emergency training programs for teachers, particularly at the primary level. The result of the various short-term primary teacher certification programs is that the C certificate now lacks uniformity. Training programs have ranged from six weeks for donor-led emergency and transition initiatives, to nine months for the Government's newly established program. In 2008, as the government's renewed primary teacher training program was preparing to launch, the MOE mandated an end to all programs granting C certificates through short-term training.

Through the Liberia Teacher Training Project, two teacher training institutes have been rehabilitated. Kakata Rural Teacher Training Institute (KRTTI) and Zorzor Rural Teacher Training Institute (ZRTTI) graduated its first class of C certificate holders in June 2009. Two additional institutions, Webbo Rural Teacher Training Institute and the teacher training facility established using the premises of Zwedru Multilateral High School, should begin granting C certificates by 2011.

Efforts to re-establish the certification system for primary teachers buttresses efforts to restore teacher training programs for the junior secondary and senior secondary levels. As of June 2009, teacher training curriculum has been drafted for the junior secondary level, and the MOE expects to begin granting B certificates by 2011. Progress has also been made towards strengthening “A” certificate and degree-granting teacher education programs in colleges and universities, for which a unified system of standards has been developed.

The MOE’s long-term goal is to develop a cohesive teacher training system in which teachers will be able and encouraged to improve on their training and certification. For example, a teacher holding a C certificate who is interested in obtaining a bachelor’s degree in education will be able to transfer credits obtained at the Rural Teacher Training Institute toward his/her degree program. This, along with associated salary increments, will serve as an incentive for teachers to continue to upgrade their professional skills and academic credentials. At the same time, teachers who start with ‘C’ certificates but move on to obtain a degree will be encouraged to remain teaching at the primary level if he/she so wishes through salary incentives that would ensure that such a teacher is not disadvantaged.

As of June 2009, the MOE has the capacity to certify up to 1,000 primary school teachers annually through the pre-service and in-service components of the Liberia Teacher Training Project. Teacher education curriculum guidelines for junior secondary level (B) certification and a program for a post-graduate diploma in education for senior secondary level (A) certification have been developed and validated. Projections from the simulation model under-pinning this document indicate that between 200-300 new teachers should be trained each year up to 2015 for the senior secondary level (A Certificate / Diploma in Education) as enrollments increase, as shown below. Given the increasing need for teachers at the senior secondary level, and indeed across the sector, the MOE will need to develop alternative programs for the training of secondary teachers. The need for such a measure becomes obvious when considering the numbers of education graduates, as well as those entering university expressing interest in the field. Further, given the high cost of pre-service training programs in Rural Teacher Training Institutes and tertiary institutions, development and expansion of in-service and distance-based training models need to be prioritized.

Table 8.1.1.1 – Senior High School Enrolment Projections for Chosen Scenario

Year	2009	2010	2011	2012	2013	2014	2015
Total Projected Enrolment	65,641	72,196	79,222	86,746	94,800	103,415	112,622
Public and Community Enrolment	22,955	26,234	29,869	33,891	38,333	43,230	48,617

In addition to ensuring that teachers are qualified for the level at which they teach, the MOE is also trying to ensure that teachers, including those in TVET and literacy programs, are afforded opportunities for retraining and professional development. Those teachers who have received certification through short-term or emergency training programs have been targeted for additional training at Rural Teacher Training Institutes. Further, as noted in Chapter 4, there is currently no national curriculum or qualification for pre-primary teachers. As pre-primary education and early childhood development becomes a growing national priority, the MOE will develop a pre-primary certification program through the Rural Teacher Training Institutes.

According to the Education Law, all practicing teachers shall be required to participate in a minimum of one relevant and appropriate in-service teacher training programs every three years starting 2010. In this regard, the government shall require teacher training institutions and invite development partners to collaboratively design and put in place MOE authorized in-service programs by 2010. The National Association of Liberian School Principals (NASP), the National Teachers Association of Liberia (NTAL) and subject associations

are also being encouraged to conduct workshops for the strengthening of teacher competence in specific subjects.

8.1.2 Teacher Salary

Teachers' central responsibility is to deliver quality education experiences and ensure learning outcomes for students. The Education Law specifies that all full-time teachers work a minimum of five hours per day per school and a maximum of nine hours per day. Teachers are also restricted from holding more than one full time job. The government is working to ensure that teachers are adequately and efficiently compensated for their work and annual increases in teacher salaries reflect this commitment. Central to this concern is to ensure that teachers meet the minimum requirement of a 25-hour per week teaching load and are restricted from teaching at more than one level.

8.1.2.1 - Basic Teacher Salaries

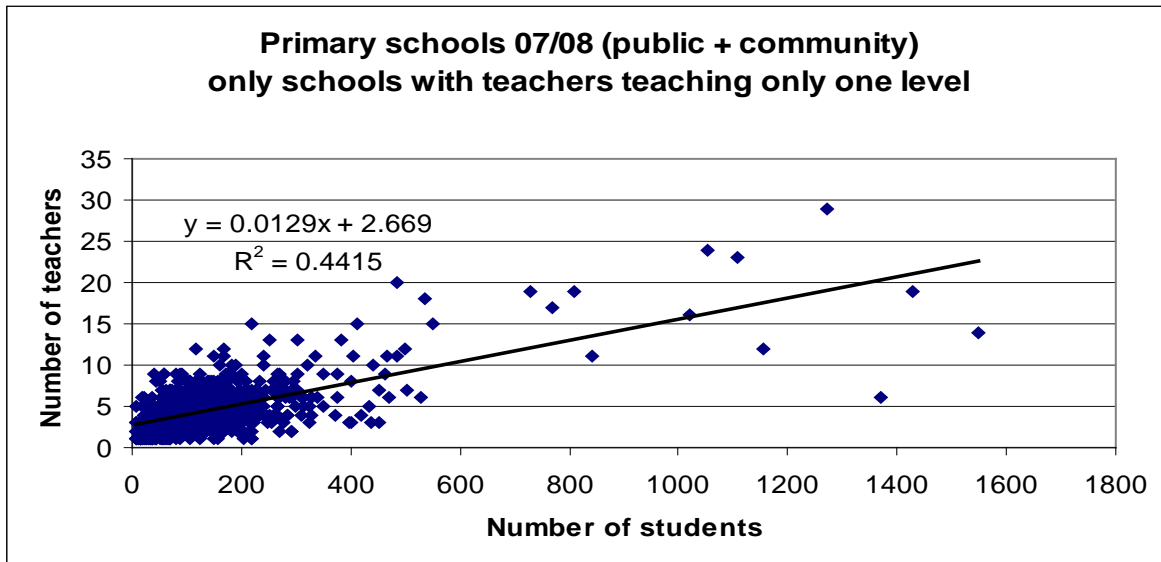
Academic Year	Approximate Monthly Salary
2005	\$20
2006	\$30
2007	\$55
2008	\$75
2009	\$100

These incremental salary increases are applicable to all civil servants. In collaboration with the Governance Commission, salary scales designed to fairly remunerate teachers according to their qualification and experience as well as to provide incentives for teachers deployed to rural areas are being developed. As a first step in this process, the government terminated the employment of over 7,000 volunteer teachers in December 2008, and required all classroom teachers to have a minimum of a C certificate in order to be added to the payroll. However, this move has impacted negatively on rural areas where teachers, even before this action, were in very short supply and makes the need for the recruitment and training of teachers even more urgent. The second step toward teacher salary reform is the development of a teacher database. USAID is presently supporting the GAC in conducting a teacher audit. The resulting human resource database is intended to enable the MOE and the MOF to identify and remove ghost teachers and establish a system to monitor the qualifications, experience, performance, responsibility and placement of teachers throughout the system. Removing ghost teachers contributes to efforts to clean up the government workers wage bill and moves the country closer to meeting a HIPC trigger.

In addition to reforming the salary structure, the method of paying teachers is also a key component of the plan for education reform. Teachers are currently paid by check, and there is no system of electronic transfer. Generally, there is just one pay point in each county to which teachers must travel to collect their pay each month. For the remote schools, the loss of time for salary collection can be significant. In the extreme cases, it can take up to a week to travel to collect pay, and many rural schools close for two to three days for salary collection. The MOE is testing processes to reduce monthly disruptions to teaching and learning around pay collection time, such as sending checks directly to schools which may still cause disruptions as teachers have to travel long distances to cash their check. As the banking system extends to rural areas, disruptions are expected to decrease.

8.1.3 Deployment/Teachers for Rural Areas

The chart below indicates that at the primary level, just as at other levels, teacher deployment is an issue of concern. There is little relationship between the size of a school and the number of teachers it possesses and hence an urgent need for better deployment policies.



The targeted pupil teacher ratios are 40:1 at the primary level and 30:1 at the secondary and pre-primary levels by 2015. In addition to preparing more qualified teachers, the MOE is developing a deployment scheme to ensure available teachers at schools in rural and hard-to-reach schools. A lack of incentives, poor housing, poor facilities, and isolation from urban amenities make teachers reluctant to move, resulting in higher pupil-teacher ratios outside of large towns.

Table 8.1.3.1 – 2007/08 Pupil Teacher Ratios in Public and Community Schools Employed in Simulation Model

Level	PTR
Pre-Primary	40
Prim	41
Primary + ALP	49
Junior High	24
Senior High	23
Secondary (i.e. Junior High + Senior High)	24

Almost every country in Africa has difficulty in attracting teachers to remote rural locations. Learning from the successful experiences of neighboring countries, the government is to establish a Rural Incentive Scheme entailing the following strategies to ensure qualified teachers are deployed to and retained in rural areas: teacher housing, salary incentives, and local recruitment.

Poor housing facilities are among the chief concern for teachers in rural areas. Through its Infrastructure Expansion Plan, the Ministry of Education initially targeted the building a minimum of 800 teachers' houses each year, particularly in rural areas. This number is to be revised to be in line with those in the simulation model on which this sector plan is based. Building housing is seen as an important part of encouraging teachers.

The proposed basic teacher salary of \$100 is equivalent to a Step 5 on the Civil Service Agency's salary scale, and teachers posted to rural and remote areas will, when the scheme is approved, be provided an additional incentive. Salary incentives in other African countries range from 20-40% of the salary. Safeguards are to be established to ensure that the salary scheme is both financially sustainable and appropriately attributed to teachers in remote areas. Monetary incentives are crucial, particularly for secondary teachers who are also university graduates. The latter are far more likely to find jobs in urban areas than non-graduates and less likely to accept positions in rural schools, where there is the most need.

The MOE is already implementing a local recruitment strategy, through which preference is given to pre-service teacher training applicants from rural areas. Applicants are recruited with the agreement that they will return to their counties or districts of origin. Local recruitment of teachers for the Rural Teacher Training Institute certification programs may also reduce the need for teacher housing, as new teachers often return to teach near their established homes.

8.1.4 Motivation & Professionalization

The Education Law affords the government the responsibility of ensuring teachers are well-qualified, properly compensated, and motivated to carry out their responsibilities. Elevating the standing of the teaching profession is necessary to ensure the delivery of learning opportunities throughout the system. Less than 5% of those who pass the entrance exam at the University of Liberia express interest in education, despite availability of scholarships.

The MOE's efforts to improve salaries and professional development opportunities for teachers will make the profession more attractive and increase interest among prospective teachers and motivation of current teachers. Other critical motivational factors for teachers include success of students and increased productivity. Provision of textbooks, teacher guides, and other learning materials are therefore essential. A motivational factor that is often overlooked, yet critically important in a post-conflict situation is teacher well-being. Teachers themselves are dealing with the effects of crisis, in addition to professional development and support, teachers also need emotional support to ensure their well-being.

Strengthening teacher support groups, such as PTAs and teachers unions, will ensure teachers have access to support systems and advocacy networks. There are two main teachers unions, the National Teachers Association of Liberia (NTAL) and the Monrovia Combined School System Teachers Union. The NTAL is the main teachers' representative body in the country and has been in existence, under various names, since 1938. It has 10,000 members, mainly from public schools. NTAL's advocacy efforts have been critical to the MOE's current strategies to increase teacher pay, provide housing in rural schools and opportunities for professional development (training and retraining). Expansion of in-service certification and professional development programs will also enable peer learning and mentoring opportunities that will enable teachers' well-being and strengthen their support networks.

8.1.5 Other Challenges

Gender Imbalance: EMIS data indicates that only 21% of teachers are female. There is a slightly higher proportion of female teachers at primary level (22%), and a far lower proportion in upper secondary (9%). Approximately 22% of the prospective teachers at Rural Teacher Training Institutes are female, implying an enduring gender disparity. The MOE is working to promote a gender balance among teaching staff at all levels by developing strategies to attract females to the teaching profession, improving retention of female school teachers, and encouraging further training for advanced qualifications.

Age of Teachers: The age of the teaching force will be of growing concern. Less than 3% of teachers are under 30, while 38% are recorded as over 50. Two-thirds of teachers are recorded as between 40- and 54-years-old. Years of conflict disrupted the government's civil service retirement scheme. As the teacher database is developed and maintained, the MOE will be able to monitor the capacity of teachers, project annual retirement trends, and plan to recruit new teachers to replace retirees.

Special Education: The 2007/2008 revealed that up to 1% (an under-estimate) of students in the education system has visual, hearing, physical or other disabilities. However, current teacher training programs do not address physical or learning disabilities or equip teachers with the tools to ensure quality learning opportunities for non-traditional learners. Moving forward, teacher development programs should address this gap in training.

Subject Specialists – Teachers for Mathematics and Science: It is reported that there are specific shortages of teachers of mathematics and science, particularly in the rural areas. As there are 4 main subject areas in lower secondary schools, it should be expected that 25% of teachers at lower secondary should be able to teach each subject. EMIS data for 2005-06 indicates that only 19% of lower secondary teachers are able to teach mathematics. In some counties the proportion is even lower. In Bomi, for example, there are only 43 mathematics teachers for lower secondary level, compared with 105 who can teach Language Arts. The need for subject specialists will become more critical as the country rejoins the West African Examination Council's annual regional assessment.

Table 8.1.5.1 - Teachers of Mathematics at Junior High School Level (EMIS 2005-06)

County Name	Language Arts	Social Studies	Mathematics	Science	% Mathematics
Bomi	105	90	43	75	14
Bong	2,049	1,908	1,327	1,227	20
Gbapolu	132	103	113	104	25
Grand Bassa	848	796	541	667	19
Grand Cape Mount	243	198	202	219	23
Grand Gedeh	828	637	567	859	20
Grand Kru	405	442	326	281	22
Lofa	1,015	831	708	886	21
Margibi	1,518	1,151	874	1,173	19
Maryland	879	564	434	569	18
Montserrado	14,796	10,566	7,998	10,440	18
Nimba	3,730	3,113	2,353	2,958	19
River Cess	91	102	70	63	21
River Gee	521	349	404	454	23
Sinoe	855	721	671	674	23

Table 8.1.5.2 - Teachers of Mathematics at Senior High School Level (EMIS 2005-06)

County Name	Language Arts	Social Studies	Mathematics	Science	% Mathematics
Bomi	60	48	24	30	15
Bong	804	723	557	620	21
Gbapolu	5	2		3	-
Grand Bassa	549	535	324	498	17
Grand Cape Mount	78	92	58	108	17
Grand Gedeh	271	184	179	529	15
Grand Kru	117	204	105	167	18
Lofa	334	240	163	328	15
Margibi	1,569	723	2,697	3,047	34
Maryland	317	283	165	289	16
Montserrado	10,103	7,646	5,404	8,771	17
Nimba	1,401	1,190	912	1,358	19
River Cess	14	28	21	14	27
River Gee	63	50	58	63	25
Sinoe	295	365	262	374	20

8.2 Views from the Nationwide Consultations

The issues detailed above and those on teacher matters peculiar to the different areas of the country were discussed in workshops held at county and regional levels. Most of the views on teacher matters have already been presented under the appropriate level of schooling. Presented below are those views that have not already been covered.

- ❖ An annual in-service upgrading/professional development program should be instituted for all serving teachers
- ❖ A code of conduct for teachers should be developed and fully implemented
- ❖ The licenses of all teachers found guilty of trading grades for sex / money should be revoked
- ❖ All teachers should be given better salaries, incentives and housing
- ❖ No individual with a qualification below the Masters level should be allowed to teach/lecture at a university

The above views have been used to inform the sections that follow. The issue of minimum qualification for teaching/lecturing at university level is addressed in the chapter on higher education. The code of conduct and penalties for teachers selling grades is to be addressed under the umbrella of conditions of service for teachers as indicated in the log-frame below.

8.3 - Main Goal and Related Objectives

8.3.1 - Main Goal

To provide competent, well-qualified and motivated teachers for all educational institutions

8.3.2 - Specific Policy Objectives

- vii. To provide adequate training and professional development programs for teachers at the pre-primary to tertiary levels
- viii. To put in place arrangements and a framework that result in teachers becoming motivated and supported to carry out their responsibilities
- ix. To make provisions for the deployment of teachers to rural and under-served areas
- x. To upgrade the status of the teaching profession
- xi. To increase the number of females in the teaching profession
- xii. To improve efficiency in teacher management

8.3.3 - Strategies to Achieve Policy Objectives

Specific Policy Objective	Key Strategies
To provide adequate training and professional development programs for teachers in pre-primary to tertiary levels	Extend field-based in-service training to all 15 counties (C Certificate)
	Develop a certification program for pre-primary teachers and have its quality evaluated
	Re-establish B Certificate Program for Junior Secondary Teachers and have its quality evaluated
	Strengthen and re-establish the A Certificate program / introduce a Diploma in Education program at tertiary institutions, have their quality evaluated and ensure reasonable enrollment/ recruitment
Ensure teachers are motivated and supported to carry out their responsibilities	Recruit and develop subject specialists, particularly in mathematics, science and technology
	Strengthen PTAs, National Teachers Association of Liberia and National Principal's Association to ensure teachers are both supported and have a clear role in policy development.
	Pay scale will be based on qualifications and experience and salaries will be paid on time
	Professional development programs will be developed to enable teachers to upgrade their skills and content knowledge and to further develop the capacity of the trainers
To ensure deployment of teachers to rural and under-served areas	CEOs and DEOs will be (retrained) in order to better support teachers and schools.
	A Rural Incentive Scheme will be developed to attract teachers to schools in rural areas (higher salary).
	Applicants to teacher training programs will be recruited from rural areas, with an agreement that they will return to their counties of origin upon completion of their training
	Teachers housing will be built near schools in rural areas as an incentive.
To upgrade the status of the teaching profession	Develop a teacher deployment policy
	The conditions of service of teachers, including a policy on workload and performance monitoring will be subject to regular review. (The conditions of service will, among other things, spell out the behavior and conduct expected of a teacher and detail penalties for teachers involved in trading grades for sex/money and similar unsavory practices)
	Teachers in rural areas will receive an additional allowance through the Rural Incentive Scheme
	The MOE will develop a teacher database and harmonize the payroll to remove any remaining ghost teachers.
To increase the number of females in the teaching profession	Review and revise of the salaries of teachers and introduce salary scales based on qualification, experience, performance, position/responsibility, teaching subject, and place of teaching
	Set a minimum quota for females at Rural Teacher Training Institutes
To improve efficiency in teacher management	Targeted programs for female students in high schools to prepare and encourage them to enter the teaching profession
	Continue with wage bill clean-up
	Develop a human resource database
	Set up a biometric system

8.3.4 - Log-frame of Prioritized Activities under Each Strategy to Achieve Policy Objectives (ST = Commence Year 1 to 3, MT = Commence Year 4 to 6, LT = Commence Year 7 and above. Some activities may commence during a particular year but not be completed until much later)

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To provide adequate training and professional development programs for teachers in pre-primary to tertiary levels	Extend field-based in-service training to all 15 counties (C Certificate)	Get Teacher Education Unit, with support, to carry-out evaluation of resources required (human, financial, structural, etc.) to extend program and draft a report	Draft report and recommendations	MOE with support of partners	ST
		Circulate draft report and invite feed-back	Circulation list and received feed-back	MOE with support of partners	ST
		Finalize report and implement agreed recommendations	Final report, implementation plan, implementation progress reports, reports from CEOs and partners	MOE with support of partners	ST-MT
	Develop a certificate program for pre-primary teachers and have its quality evaluated	Establish committee to review curriculum and the requirements for early childhood education to check compatibility and possibility of extending and make recommendations	Committee report	MOE with support of partners	ST
		Circulate draft report and invite feed-back	Circulation list and received feed-back	MOE with support of partners	ST
		Review report in light of feedback and assemble team to lead curriculum development / revision / extension	List of team members and TOR	MOE	ST
		Hold drafting workshop and produce draft curriculum	Workshop report and draft curriculum	MOE with support of partners	ST
		Circulate draft curriculum and invite feed-back	Circulation list and received feed-back	MOE	ST
		Review draft in light of feed-back and commence use making refinements whilst in use	Finalized curriculum, implementation progress reports, reports from field and partners	MOE with support of partners	ST
	Re-establish B Certificate Program for Junior Secondary Teachers and have its quality evaluated	Establish committee to review curriculum for B Certificate program and make recommendations on usability	Committee report	MOE with support of partners	ST
		Amend/update B Certificate curriculum as necessary	Amended/Updated draft curriculum	MOE	ST
		Circulate draft amended/updated curriculum and invite feed-back	Circulation list and received feed-back	MOE	ST
		Review draft in light of feed-back, secure needed resources and commence use making refinements whilst in use	Finalized curriculum, implementation progress reports, reports from field and partners	MOE with support of partners	ST
	Strengthen and re-establish the A Certificate program / introduce a Diploma in	Establish committee to review curriculum for A Certificate program and make recommendations on usability as well as establishment of a Diploma in Education program	Committee report	MOE with support of partners	ST-MT

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time	
	Education program at tertiary institutions, have their quality evaluated and ensure reasonable enrollment / recruitment	Circulate draft report and invite feed-back	Circulation list and received feed-back	MOE with support of partners	ST-MT	
		Review report in light of feedback and assemble team to lead curriculum development / revision	List of team members and TOR	MOE	ST-MT	
		Hold drafting workshop and produce draft curriculum	Workshop report and draft curriculum	MOE with support of partners	ST-MT	
		Circulate draft curriculum and invite feed-back	Circulation list and received feed-back	MOE	ST-MT	
		Review and revise draft as necessary in light of feed-back, secure resources and commence use making refinements whilst in use	Finalized curriculum, implementation progress reports, reports from field and partners	MOE with support of partners	ST-MT	
	Recruit and develop subject specialists, particularly in mathematics, science and technology	Commission a short costed strategy and plan paper	Draft strategy and plan	MOE with support of partners	ST	
		Circulate draft strategy and plan and invite feed-back	Circulation list and received feed-back	MOE	ST	
		Review and revise strategy and plan in light of feed-back, secure needed resources and commence implementation	Finalized strategy and plan, implementation progress report, reports from participating institutions	MOE with support of partners	ST-MT	
	Ensure teachers are motivated and supported to carryout their responsibilities	Strengthen PTAs, National Teachers Association of Liberia and National Principal's Association to ensure teachers are both supported and have a clear role in policy development.	Invite representatives to meetings to agree on strengthening measures	Minutes of meetings	MOE with support of partners	ST-MT
			Circulate draft minutes of meetings and invite corrections	Circulation list and list of corrections	MOE	ST-MT
Take out agreed recommendations from minutes and circulate generally for feed-back			Circulation list and received feed-back	MOE with support of partners	ST-MT	
Review and revise recommendations as necessary in light of feed-back, secure needed resources and commence implementation			Final recommendations, implementation progress report, reports from participating institutions	MOE with support of partners	ST-MT	
Pay scale will be based on qualifications and experience and salaries will be paid on time			Have discussion paper on issue prepared and circulate to entities listed below.	Draft discussion paper and circulation list	MOE with support of partners	ST-MT
			Hold meetings with Good Governance Secretariat, Civil Service Reform Commission, Ministry of Finance, Ministry of Planning, Legislators, Teachers' Association and education partners to go through discussion paper and propose solutions to issues identified and timescale	Minutes of meetings, list of solutions proposed and timescale	MOE with support of partners	ST-MT

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time	
	Professional development programs will be developed to enable teachers to upgrade their skills and content knowledge and to further develop the capacity of the trainers.	Implement solutions in accordance with agreed timescale.	Implementation plan, progress reports, reports from teacher associations	MOE with support of partners	ST	
		Hold workshop to define and agree on needed capacity, skills, content knowledge and agree on whether annual training/workshops are feasible.	Workshop report	MOE with support of partners	ST	
		Hire consultant to work with national team and develop appropriate draft programs and outline the system of credit transfers and upgrading (i.e., from C certificate to post-graduate diploma)	Consultant's contract and TOR, draft programs	MOE with support of partners	ST-MT	
		Circulate draft programs and invite feed-back	Circulation list and received feed-back	MOE with support of partners	ST-MT	
		Review and revise programs on basis of feed-back	Finalized program	MOE with support of partners	ST-MT	
		Secure needed resources and commence programs implementation	Implementation plan, progress reports, reports from teacher associations	MOE with support of partners	ST-MT	
	CEOs and DEOs will be (re)trained in order to better support teachers and schools.	Planning and Research divisions of MOE draw up a training plan	Draft training plan	MOE	ST	
		Circulate draft training plan and invite feed-back	Circulation list and received feed-back	MOE with support of partners	ST	
		Review and revise plan on basis of feed-back	Revised plan	MOE with support of partners	ST	
		Secure resources/funding for revised plan and commence implementation	Final plan, implementation plan, progress report, reports from the field	MOE with support of partners	ST	
	To ensure deployment of teachers to rural and under-served areas	A Rural Incentive Scheme will be developed to attract teachers to schools in rural areas (higher salary).	Have discussion paper on issue prepared and circulate to entities listed below.	Draft discussion paper and circulation list	MOE with support of partners	ST-MT
			Hold meetings with Good Governance Secretariat, Civil Service Reform Commission, Ministry of Finance, Ministry of Planning, Legislators, Superintendents, Council of Chiefs, Teachers' Association and education partners to go through discussion paper and propose solutions to issues identified and timescale	Minutes of meetings, list of solutions proposed and timescale	MOE with support of partners	ST-MT
			Implement solutions in accordance with agreed timescale.	Implementation plan, progress reports, reports from teacher associations	MOE with support of partners	ST-MT
		Applicants to teacher training programs will be recruited from rural areas, with an agreement that they	Have draft scheme prepared and circulate to all key stakeholders	Draft scheme and circulation list	MOE with support of partners	ST-MT
Hold workshop to discuss draft scheme and finalize			Workshop report and finalized scheme	MOE with support of partners	ST-MT	

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
	will return to their counties of origin upon completion of their training	Distribute and publicize scheme	Distribution list and media reports	MOE with support of partners	ST-MT
		Commence implementation of scheme	Implementation plan, progress reports, reports from the field	MOE with support of partners	ST-MT
	Teachers housing will be built near schools in rural areas as an incentive.	Establish number of teacher houses that can be constructed from available resources.	Discussion paper	MOE	ST-MT
		Prioritize schools in rural areas in districts with greatest need	List of selected schools and criteria employed for selection	MOE	ST-MT
		Go through usual procurement procedure and award contracts	Procurement notices and signed contracts	MOE with support of partners	ST-MT
		Construct teacher houses and hand over to GOL	Handing over report	MOE with support of partners	ST-MT
	Develop a teacher deployment policy	Establish a committee guided by an 'expert'/consultant to consider alternative deployment strategies and advice the MOE	Committee report and recommendations	MOE with support of partner	MT
		Circulate report, invite feed-back	Circulation list and documented feed-back	MOE	MT
		Use report and feed-back to develop policy, distribute and implement	Teacher deployment policy, distribution list and implementation reports	MOE	MT
	To upgrade the status of the teaching profession	The conditions of service of teachers, including a policy on workload and performance monitoring, will be subject to regular review. (The conditions of service will, among other things, spell out the behavior and conduct expected of a teacher and detail penalties for teachers involved in trading grades for sex/ money and similar unsavory practices)	Commission a short paper on the need/proposal for a Teachers' Conditions of Service Committee	Draft paper	MOE with support of partners
Circulate paper to all key line Ministries, the Teachers' Association and partners and invite feed-back			Circulation list and received feed-back	MOE with support of partners	ST-MT
Conduct a workshop on the proposal and with the agreement of the Civil Service Reform Commission, the Good Governance Commission, the Ministry of Labor, the Ministry of Finance, the Legislators and the Teachers' Association in particular, get go-ahead for establishment for a Teachers' Conditions of Service Committee			Workshop report	MOE with support of relevant GOL entities and partners	ST-MT
Get documentation for a Teachers' Condition of Service Committee prepared and approved by Cabinet and endorsed by legislature			Committee documentation, cabinet approval and endorsement of legislature	MOE with support of relevant GOL entities and partners	ST-MT
Appoint members and get committee work started			Approved membership list and minutes of first working session	MOE with support of relevant GOL entities	ST-MT
Teachers in rural areas will receive an additional allowance through the Rural			Refer matter to Teachers' Conditions of Service Committee	Committee report	Teachers' Conditions of Service Committee

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
	Incentive Scheme				
	The MOE will develop a teacher database and harmonize the payroll to remove any remaining ghost teachers.	Together with the MOF, the Civil Service Commission and the Audit Commission agree on a strategy and plan to remove ghost teachers	Agreed/Approved strategy and plan	MOE with support of relevant GOL entities and partners	ST-MT
		Implement agreed strategy and plan	Ghost-free teacher payroll	MOE with support of relevant GOL entities and partners	ST-MT
		EMIS Unit enter names and details on the ghost-free list to a GOL salaried teacher database (distinct from the teacher database from the national school census)	Ghost-free GOL salaried teacher database	MOE	ST-MT
		Require approved changes to salaried staff to be copied to EMIS Unit for updating of database	Up to date database	MOE	ST-MT
	Review and revise the salaries of teachers and introduce salary scales based on qualification, experience, performance, position/responsibility, teaching subject, and place of teaching	Establish Teacher Licensing Board	Development of mandate& recognition within MOE governance structure	MOE	ST-MT
		Refer matter to Teachers' Conditions of Service Committee	Committee report	Teachers' Conditions of Service Committee	ST-MT
	To increase the number of females in the teaching profession	Set a minimum quota for females at Rural Teacher Training Institutes	Establish small committee to determine appropriate quota for female teachers and necessary preparation and incentives to get females to fill this quota and enter training programs in general	Committee report	MOE with support of partners
Circulate draft report and invite feed-back			Circulation list and received feed-back	MOE	ST-MT
Review and revise draft as necessary in light of feed-back, secure resources and commence quota making refinements whilst in use			Finalized report, implementation progress report, reports from participating institutions	MOE with support of partners	ST-MT
Targeted programs for female students in high schools to prepare and encourage them to enter the teaching profession		Commission a paper on possible programs	Paper	MOE with support of partners	ST-MT
		Circulate paper to partners and invite feed-back	Circulation list and received feed-back	MOE	ST-MT
		Review and revise recommendations as necessary in light of feed-back, secure resources and commence use making refinements whilst in use	Finalized recommendations, implementation progress report, reports from participating institutions	MOE with support of partners	ST-MT

8.3.5 – Selected Indicators Associated with Specific Objectives (Note that the indicators are subject to review whilst implementation of the plan is proceeding)

Specific Policy Objective	Indicators		
	2010	2011	2012
To provide adequate training and professional development programs for teachers in pre-primary to tertiary levels	See Pre-Primary, Primary and Secondary Indicators	See Pre-Primary, Primary and Secondary Indicators	See Pre-Primary, Primary and Secondary Indicators
Ensure teachers are motivated and supported to carry out their responsibilities	250 copies of draft Teaching Service Commission Bill printed and distributed 250 copies of capacity development program for DEOs, CEOs and MOE staff printed and distributed	100% of teachers benefitting from established Teaching Service Commission 20 beneficiaries of short term and on-the-job capacity development training for DEOs, CEOs and MOE staff	100% of teachers benefitting from established Teaching Service Commission 20 beneficiaries of short term and on-the-job capacity development training for DEOs, CEOs and MOE staff
To ensure deployment of teachers to rural and under-served areas	250 copies of draft Teaching Service Commission Bill printed and distributed	250 copies of conditions of service for teachers proposed by the TSC printed and distributed	100% of teachers benefitting from new conditions of service proposed by the TSC
To upgrade the status of the teaching profession in Liberia	250 copies of draft Teaching Service Commission proposal printed and distributed	250 copies of conditions of service for teachers proposed by the TSC printed and distributed	100% of teachers benefitting from new conditions of service proposed by the TSC
To increase the number of females in the teaching profession	% of new teachers in training that are female =	% of new teachers in training that are female =	% of new teachers in training that are female =
To improve efficiency in teacher management	Database of teachers with 75% of names confirmed	Database of teachers with 100% of names confirmed	100% of teachers with biometric ID

8.3.6 – The Strategy Based Actions of Highest Priority in the Short and Medium Term

- ix. Development of curriculum for training of teachers at the pre-primary and the secondary levels
- x. Development and implementation of an in-service program to upgrade and update trained teachers
- xi. Development and implementation of an affordable and sustainable distance education program for serving untrained teachers
- xii. Assignment of teachers to specific school levels and abolishing multi-level teaching
- xiii. Enforcement of a minimum number of hours per week to be taught by full time teachers
- xiv. Development and implementation of conditions of service and a salary scale for teachers independent of that of other civil servants
- xv. Development and introduction of a ‘remote area’ and ‘special subject’ allowance for teachers
- xvi. Development of a scheme to attract and retain more females in the teaching profession

8.4 Numbers and Costs for Teacher Training

8.4.2 Teacher Training Numbers and Costs of Chosen Scenario

Teacher Training Numbers and Costs (US\$m)	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Pre-Primary											
Number of Pre-Primary Teachers for Upgrading via Distance Ed	381	381	381	381	381	381	381	381	381	381	381
Cost of Pre-Primary Distance Education	0.5	0.5	0.5	0.6	0.7	0.8	0.9	1.1	1.2	1.4	1.6

Primary											
Number of Pre-Service Primary Teachers To Be Trained	941	941	941	941	941	941	941	941	941	941	941
Cost of Primary Pre-Service Training	1.1	1.1	1.3	1.5	1.7	1.9	2.2	2.5	2.9	3.3	3.8
Number of In-Service Primary Teachers	651	651	651	651	651	651	651	651	651	651	651
Cost of Primary In-Service Training	0.2	0.2	0.2	0.2	0.3	0.3	0.3	0.4	0.4	0.5	0.6
Number of Primary Teachers for Upgrading via Distance Ed	255	255	255	255	255	255	255	255	255	255	255
Cost of Primary Distance Education	0.3	0.3	0.4	0.4	0.5	0.5	0.6	0.7	0.8	0.9	1.1

Junior High School											
Number of Pre-Service JHS Teachers To Be Trained	510	510	510	510	510	510	510	510	510	510	510
Cost of JHS Pre-Service Training	0.6	0.6	0.7	0.8	0.9	1.0	1.2	1.4	1.6	1.8	2.1
Number of In-Service JHS Teachers	147	147	147	147	147	147	147	147	147	147	147
Cost of JHS In-Service Training	0.04	0.04	0.05	0.05	0.06	0.07	0.08	0.09	0.11	0.12	0.14
Number of JHS Teachers for Upgrading via Distance Ed	39	39	39	39	39	39	39	39	39	39	39
Cost of JHS Distance Education	0.05	0.05	0.05	0.06	0.07	0.08	0.09	0.11	0.12	0.14	0.16

From the preceding table, the following points should be noted:

- The table above shows the cost of pre-service training to be high. This is because of the very high unit cost of residential training. The MOE needs to urgently consider how to reduce the latter while giving more thought to alternatives, with special attention to the efficiency of in-service, school-based professional development schemes.
- The uniform number of teachers to be trained annually is a consequence of averaging the number of teachers to be trained over the period. Averaging lowers the chance of over-stretching teacher training capacity and resources during certain years and under-utilizing it during others. The observed changes in teacher training costs for the same number of trainees is due to projected changes in exchange rate with time. In order to be able to train the number of teachers shown in the table above annually, the MOE needs to be more innovative in approach and to start planning even while the draft of this document is being circulated.

Chapter 9

Shaping our Future with Higher Education

9.0 Introduction

We live in an increasingly complex world, where access to knowledge is a key driver of social and economic development. An institution of higher education's role in the production and dissemination of knowledge makes it a crucial driver of national development. Post-conflict countries, in particular, need higher education graduates to replace the many professionals who left the country during the war and did not return. President Johnson-Sirleaf, in a recent speech at the University of Liberia emphasized the university's role in national development and noted her expectation that the university will "assume a leadership role in providing research and analytical inputs to [Liberia's] post-war reconstruction and rehabilitation efforts."²

According to the Education Law of 2002, higher education encompasses all educational programs and institutions above the senior secondary (senior high) level and includes junior colleges, community colleges, polytechnics, theological schools, seminaries and universities. The difference between these institutions lie in the types of degrees and certificates they can grant. For example, the Law limits junior colleges to granting associate degrees, diplomas and certificates; only accredited colleges and universities can award undergraduate, graduate and post-graduate degrees.

The government established the National Commission for Higher Education (NCHE) in 2000 as a semi-autonomous body responsible for quality assurance, including accreditation of higher education, setting standards for admission and credit transfer, and disbursement of government subsidies to accredited institutions. The existence of the NCHE makes Liberia one of only 16 countries in Africa with established agencies for quality assurance in higher education.³ However, the war weakened the capacity of the NCHE, and the higher education sector remains mostly unregulated.

The oldest public institutions of higher education are the University of Liberia (UL), Cuttington University, and the William V.S. Tubman College of Technology (WVSTCT). These institutions had the mandate of training and research. In recent years, there has been a marked increase in the number of higher education institutions especially in the private sector.

9.1 Status, Key Issues and Challenges of the Sub-Sector

Access

There has been massive growth in higher education enrollment since the end of the war. For example, enrolment at the University of Liberia (UL) grew from about 4,000 students in 1994/1995 to over 15,000 students in 2007. This growth reflects a high demand for higher education, in keeping with worldwide trends. The number of higher education institutions (HEIs) has increased significantly in the last few years from 3 to 26. The new HEIs are primarily private institutions and include universities, colleges, community colleges, theological seminaries and polytechnics. However, the supply of higher education institutions is

² (Johnson-Sirleaf, 2009)

limited to Monrovia and other large towns. Therefore, as a way of extending access to densely populated but under-served regions, the MOE has recently approved the establishment of five new Middle/Community Colleges (to later become fully fledged universities) in Lofa, Nimba, Grand Bassa, Grand Gedeh and Bomi Counties. In addition, the government plans to reconstruct and expand the institutional capacities of UL and the William V.S. Tubman College of Technology (WVSTCT) - the flagship public institutions.

The input of the public during the national consultations on this document indicated that the extension of access proposed by the GOL is appreciated but provisions for even more counties were requested. However, consideration needs to be given to the realities of the situation in the country in terms of financial, human and other relevant capacities/resources. Sensitization / public awareness campaigns are needed to enlighten the populace in this regard.

Quality

Higher education, like other sub-sectors, was not immune to the ravages of the 14-year civil war. During and as a result of the conflict, the institutions' infrastructure, equipment, facilities, libraries, laboratories and buildings were severely damaged, looted or destroyed. Moreover, like the country itself, the universities experienced a massive brain drain of their highly qualified faculty and staff so that, presently, teaching assistants make up a substantial portion of the current academic staff. Thus, a 2007 assessment of higher education institutions by Association of American State Colleges and Universities (AASCU) and the MoE concluded as follows:

*"The physical damage to universities has been horrific: laboratories stripped, equipment stolen, buildings burned. Yet the visible physical damage is only one part of the story of the catastrophic consequences of the civil war. The greater damage to higher education has been the loss of human capital... One unit at the University of Liberia, for example, reported that before the war, there were 27 Ph.Ds, 24 Masters qualified faculty, with baccalaureate-trained faculty only used as lab and teaching assistants. After the war, that unit only had 2 Ph.Ds left, and 4 Masters-qualified faculties. As a result, the university now relies heavily on baccalaureate-only faculty to teach courses at all levels."*⁴

And President Johnson-Sirleaf acknowledges of the University of Liberia:

*"... more than 90% of the University's facilities, including computers, books, and typewriters were looted and pillaged. More than three-fourths of its library collections of about 2 million volumes of texts, periodicals and rare books were ruined. 70% of the Main campus's science complex and 50% of the medical dormitories were damaged. The percentage of damaged facilities was as high as 80% in many buildings on the medical campuses while the Fendell campus, where the University had relocated before the war, was destroyed...The University's cadre of 1,400 teaching, research and administrative staff, including 500 internationally trained faculty, substantially dissipated in number to about 307 as a result of the brain drain."*⁵

Furthermore, improvements in quality have not kept pace with the recent expansion in enrollment. Recent studies of higher education point to the need to upgrade curriculum, infrastructure, and staff quality to cater for the increasing numbers of students. Another characteristic of the growth in the sub-sector is that it has happened only in certain fields like business and administration – over half of the students at the University of Liberia are enrolled in the College of Business and Public Administration. Enrolments in areas such as

⁴ (Report of the Visiting Delegation of the Association of American State Colleges and Universities (AASCU) to Liberia, April 22-27, 2007, 2007)

⁵ (Johnson-Sirleaf, 2009)

teacher education and agriculture, both of which are crucial to the Poverty Reduction Strategy, have been declining.

The unplanned expansion of the private sector in higher education has also led to a proliferation of private institutions of dubious quality since the end of the war— reflecting a recent trend in all of Africa. The NCHE has made an attempt to clamp down on the illegal institutions and in 2008 closed down 10 online universities which were operating illegally.⁶

Governance and Quality Assurance

Given the growth of the private higher education sector, the governance and quality assurance mechanisms need to be strengthened. The newly resurrected NCHE has recommenced the accreditation process, but more needs to be done. There now exists three mechanisms of governance: The Ministry of Education, NCHE and the Association of Liberian Universities (ALU) and the roles and responsibilities for each of these entities will need to be clarified.

Funding

There is need for increased funding for higher education and public financing is projected to increase significantly in the medium term but the impact will depend on whether funds are spent in the manner that yield the best result for the nation. In this regard the MOE intends to focus increases in allocation to higher education in supporting programs of study such as the medical sciences and engineering as well as allocating funds specifically for research for the first time in many years. Additionally, the GOL realizes that even with the projected increase in public spending on higher education there may still be shortfalls experienced by some institutions as it phases in provisions at the regional level. In order to help address these financial constraints and also to facilitate focused and better quality programs attuned to national needs the GOL intends to encourage partnerships with the private sector, international agencies, and international universities as well as better marketing of resources available in tertiary education institutions. The fees being charged will also be revisited with the intention of making them more realistic, contributing more to the income of public institutions and better instruments for change and quality improvement.

Research

One of the important roles of HEIs is in producing good quality and relevant research. While the government acknowledges that research is an important role for higher education, research capacity at UL is significantly diminished.⁷ Furthermore, many of the newer private higher education institutions are teaching institutions where lecturers conduct little or no research. The government is considering supporting research and researchers by instituting a research fund to encourage quality research from HEI faculties.

To summarize, the challenges facing HEIs include: limited number of qualified instructors; out-dated curriculum; limited library and laboratory resources; socio-economic and regional inequities in access; weakened governance and quality assurance mechanisms, and weakened capacity to mobilize adequate resources - funding, human, technology, and equipment;

9.2 Views from the Nationwide Consultations

⁶ (Wolokollie, 2008)

⁷ AASCU and MoE report and PRSP

The issues detailed above and those on higher education peculiar to the different areas of the country were discussed in workshops held at county and regional levels. The main views expressed were as follows:

- ❖ A college/university should be built/established per every 4/5 counties selecting sites according to comparative advantages
- ❖ Colleges/universities should be accredited only on the basis of merit
- ❖ A WAEC Grade 12 Certificate must be a pre-requisite for entry into any college/university
- ❖ University/college programs should be better attuned to the labor market / needs
- ❖ Universities should be encouraged to establish TVET programs
- ❖ Colleges/Universities should be encouraged to establish internships with private and public enterprises
- ❖ Universities should better supervise and monitor staff appointment
- ❖ A visiting professorship program should be established by universities while they are still ‘finding their feet’ / more professors are being trained
- ❖ The NCHE must monitor the quality and content of programs at the universities/colleges
- ❖ More females should be encouraged to enter university

The above views have been used to inform the sections that follow.

9.3 Main Goal and Related Objectives

9.3.1 Main Goal

To better regulate and monitor higher education and to improve the quality and relevance of programs and institutions of higher learning to ensure that certificates, diplomas and degrees awarded are of good repute and value and that the graduates contribute more to the betterment and development of the nation. Linked with this main goal is the need to develop the research capacity of universities.

9.3.2 Specific Policy Objectives

- i. To improve the regulatory and governance mechanisms for higher education
- ii. To improve the funding mechanisms for higher education
- iii. To improve the quality of the teaching staff
- iv. To ensure that programs on offer and research conducted in institutions of learning are relevant to the needs of the society
- v. To reduce inequities in access to higher education

9.3.3 Strategies to Achieve Policy Objectives

Given below are the strategies designed to achieve the stated policy objectives.

Specific Policy Objectives	Key Strategies
To improve on the regulatory and governance mechanisms for higher education	1.1 Review and clarify the roles and responsibilities of the NCHE focused on quality assurance. Ensure continued responsibility for merit based accreditation of institutions as well as establishing minimum entrance requirements in conjunction with institutions 1.2 Strengthen the capacity of the NCHE to perform its roles and responsibilities especially the monitoring of the quality and content of programs 1.3 Revise and update the national policy on higher education written in 2004, especially policies regarding regulatory and governance mechanisms 1.4 Develop an operating standard for the establishment of private higher education institutions.
To improve on the funding mechanisms for higher education	1.1 Develop the resource mobilization capacity of Higher Education institutions as well as their capacity for strategic planning and implementation. 1.2 Encourage the establishment of partnerships with government agencies, private sector, INGOs/NGOs, multilateral and bilateral development partners, foundations, corporations, alumni, foreign universities etc., who may be able to provide financial and technical assistance to HEIs 1.3 Review student fees and its utilization in public institutions
To improve on the quality of the teaching staff and programs of higher education	1.4 Improve staff appointment procedure and prioritize staff development through scholarships and innovative partnership programs 1.5 Provide in-service training on good teaching pedagogy for higher education staff
To put in place mechanisms that result in programs on offer and research conducted in institutions of learning being relevant to the needs of the society	1.6 Update and modernize curriculum for selected programs such as technology / engineering and TVET 1.7 Use internships to improve relevance of curriculum and programs 1.8 Give priority for research grants in areas identified as priority for national development 1.9 Update and modernize libraries, laboratories and other facilities at UL, WVSTCT, and RTIIs 1.10 Improve ICT infrastructure
To reduce inequities in access to higher education	1.11 Develop policy to ease transfer of credit and students between institutions of higher learning; 1.12 Give priority to female students, students from under-served communities in the award of scholarships for study 1.13 Establish public and private HEIs in under-served regions

9.3.4 - Log-frame of Prioritized Activities under Each Strategy to Achieve Policy Objectives (ST = Commence Year 1 to 3, MT = Commence Year 4 to 6, LT = Commence Year 7 and above. Some activities may commence during a particular year but not be completed until much later)

Specific Policy Objective	Strategies	Required Activities	Indicators of Achievement	Responsible	Time
To improve on the regulatory and governance mechanisms for higher education	Review and clarify the roles and responsibilities of the NCHE focused on quality assurance. Ensure continued responsibility for merit based accreditation of institutions as well as establishing minimum entrance requirements in conjunction with institutions	Hold workshop to clarify the roles and responsibility of the NCHE in higher education as well as the relationship between MOE and NCHE	Roles and responsibilities document exist	MOE/NCHE with support of partners	ST
	Strengthen the capacity of the NCHE to perform its roles and responsibilities especially the monitoring of the quality and content of programs	Assess the capacity of the NCHE to perform its roles and responsibilities and provide recommendations for improvement	Recommendations for improvement and capacity development action plan exists	MOE with support of partners	ST
		Implement the capacity development plan provided by assessment	Outcomes specified in plan realized by expected date	MOE	ST-MT
	Revise and update the national policy on higher education written in 2004, especially policies regarding regulatory and governance mechanisms	Conduct a critical analysis of existing higher education policies with a view to updating them	New higher education policy document exists	MOE with support of partners	MT
	Develop an operating standard for the establishment of private higher education institutions.	Consultative workshop to develop operating standards	Operating Standards Manual Exists	NCHE	MT
To improve on the funding mechanisms for higher education	Develop the resource mobilization capacity of Higher Education institutions as well as their capacity for strategic planning and implementation.	Conduct series of workshop on resource mobilization and strategic planning for higher education administrators.	HEIs have a strategic plan, including a resource mobilization section, within 6 months of workshop	NCHE with support of partners	ST-MT
	Encourage the establishment of partnerships with external actors (government agencies, private sectors, foreign universities, foundations, etc.), who may be able to provide financial and technical assistance to HEIs.	Hold donor conference bringing together potential funders higher education (local and international) and higher education actors	Workshop held	MOE/NCHE with support of partners	MT
	Review student fees and its utilization in public institutions	Establish a committee whose membership includes representatives of staff and students of tertiary level institutions as well as private businesses and relevant arms of GOL to review fees	Committee membership list and report with recommendations	MOE/NCHE	ST
		Circulate report, revise as necessary and implement	New fees regime in public institutions	NCHE and institutions	MT
To improve on the quality of higher education staff	Improve staff appointment procedure and prioritize staff development through scholarships and innovative partnership programs	Establish criteria/minimum requirements for staff appointment and monitor use by all HE departments/faculties	Agreed and adopted criteria and reports on appointments	NCHE and HEIs	ST-MT

Specific Policy Objective	Strategies	Required Activities	Indicators of Achievement	Responsible	Time
		Establish a fund for training of higher education teachers with the intention of establishing a masters degree as the minimum requirement for all lecturers	Fund established	MOE/GOL with support of partners	MT
		Seek out partnerships with foreign universities to do joint training of HEI teachers (sandwich programs) and to establish 'visiting professorship' programs	MOUs signed with at least 3 universities to offer sandwich PhD programs	MOE/GOL/HEI	MT
		Determine criteria for selection of staff for training and implement training program	At least 90% of targeted staff trained	NCHE/MOE	MT
		Provide in-service training on good teaching pedagogy for higher education staff	develop training guide and conduct training	At least 90% of targeted staff trained	NCHE/MOE/HEIs
To put in place mechanisms that result in programs on offer and research conducted in institutions of learning being relevant to the needs of the society	Update and modernize curriculum for selected programs tied to GOL priority areas such as technology / engineering and TVET	curriculum review	Updated curriculum exists	NCHE/HEI with support of partners	MT
	Use internships to improve relevance of curriculum and programs	Establish internship programs with private and public enterprises and use lessons learnt to inform curriculum and programs and make them more relevant	Information sheets on internship programs in operation, documented changes to programs and curriculum as a consequence of internships lessons	NCHE/HEI with support of partners	MT
	Give priority for research grants in areas identified as priority for national development	establish fund for research	Research publications in selected areas increase by 10%	MOE/GOL	MT
	Update and modernize libraries, laboratories and other facilities at UL, WVSTCT, and RTIs	rehabilitate and equip libraries and labs in public HEIs	libraries and labs updated	MOE/GOL with support of partners	MT
	Improve ICT infrastructure	improve ICT infrastructure in public HEIs	computer labs exist and internet access in each public HEI	MOE/HEIs with support of partners	MT
To reduce inequities in access to higher education	Develop policy to ease transfer of credit and students between institutions of higher learning;		policy exists and in use	NCHE/HEI with support of partners	ST
	Give priority to female students, students from under-served communities in the award of scholarships for study		criteria for all government scholarships prioritizes female students from rural areas and other marginalized groups	MOE	ST
	Establish public and private HEIs in under-served regions	select regions based on approved criteria	regions selected	MOE	MT-LT
		Build public HEIs	public HEIs established	MOE with support of partners	MT-LT
	Give concessions or incentives for private providers in selected areas		NCHE	ST	

9.3.5 – Selected Indicators Associated with Specific Objectives (Note that the indicators are subject to review whilst implementation of the plan is proceeding)

Specific Policy Objective	Indicators		
	2010	2011	2012
2. To improve on the regulatory and governance mechanisms for higher education	250 copies of updated roles and responsibilities of NCHE and policy on HEd distributed 1 Monitoring visit and report per institution per year	100% providers and institutions adhering to updated policy on HEd. 1 Monitoring visit and report per institution per semester	100% providers and institutions adhering to updated policy on HEd. 1 Monitoring visit and report per institution per semester
3. To improve on the funding mechanisms for higher education	Non-GOL funding up by average of 2.5% from previous year	Non-GOL funding up by average of 2.5% from previous year	Non-GOL funding up by average of 2.5% from previous year
4. To improve on the quality of the teaching staff and programs of higher education	Average of 2 training awards per degree awarding institution per year	Average of 3 training awards per degree awarding institution per year	Average of 3 training awards per degree awarding institution per year
4. To put in place mechanisms that result in programs on offer and research conducted in institutions of learning being relevant to the needs of the society	3 research grant awards to 3 institutions based on relevance of proposals Revised/new programs/syllabuses = 2	3 new research grant awards to 3 institutions based on relevance of proposals Revised/new programs/syllabuses = 3	3 new research grant awards to 3 institutions based on relevance of proposals Revised/new programs/syllabuses = 3
5. To reduce inequities in access to higher education	Female student numbers up by average of 2% from previous year Commence operation of 1 Regional College	Female student numbers up by average of 2% from previous year Commence operation of 1 Regional College	Female student numbers up by average of 2% from previous year Commence operation of 1 Regional College

9.3.6 – The Strategy Based Actions of Highest Priority in the Short and Medium Term

Discussions held with the public, stakeholders and MOE senior staff (including members of the Executive Management Team (EMT)) indicates that the five activities of highest priority for higher education are as follows.

- viii. Strengthening of the capacity of the National Commission for Higher Education to enable it to better perform its role and responsibilities
- ix. Conducting of a study on programs/courses on offer at universities, research capabilities, as well as selection criteria for admission with a view to assessing their quality, relevance and value and implementation of its recommendations
- x. Conducting of an assessment on the competence, qualifications and relevant experience of teaching staff in institutions of higher education with a view to improving staff quality.
- xi. Establishment of ties between foreign universities of quality and national institutions with a view to setting up program improvement, staff training and staff exchange arrangements.
- xii. Provision of targeted scholarships in favor of programs producing graduates needed by the nation.
- xiii. Conducting of a critical analysis of the policies on higher education with a view to revising and updating them
- xiv. Development of partnerships in the funding of higher education

9.4 Details of Chosen Scenario

9.4.1 Projections for Chosen Scenario

The table below shows the projections for the chosen scenario up to 2020 as applicable to the higher education sub-sector. The total recurrent spending is to be updated annually as better numbers become available from the IMF for the GDP and domestically generated revenues

Higher Education + Research	Baseline	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Students (local) / 100 000 population	801	801	802	802	803	803	804	804	805	805	806	806	807
Total Enrollment	27,954	29,368	30,729	31,968	33,088	34,133	35,154	36,206	37,288	38,403	39,552	40,735	41,954
Public Enrolment	15,556	15,768	15,980	16,193	16,405	16,617	16,829	17,042	17,254	17,466	17,678	17,891	18,103
Distance Education Enrolment		877	1,701	2,404	2,987	3,495	3,980	4,494	5,040	5,619	6,230	6,876	7,554
Public Institutions													
Total spending (US\$m)	3.5	3.9	4.3	4.8	5.8	7.2	8.8	10.8	13.3	16.2	19.7	24.0	29.1
Unit cost as a multiple of GDP / Capita	0.98	1.07	1.15	1.24	1.32	1.41	1.49	1.58	1.66	1.75	1.83	1.92	2.00
Private Institutions													
Total subsidies (US\$m)		0.2	11	13	17	21	27	35	45	56	71	90	113
Distance Education													
Total spending for distance education		7	15	24	36	54	76	107	150	207	284	387	524
Spending for students abroad (US\$m)		0.004	0.008	0.013	0.022	0.034	0.051	0.074	0.105	0.146	0.201	0.272	0.366
Research													
Total spending for research (US\$m)		0.06	0.07	0.08	0.10	0.12	0.15	0.19	0.24	0.29	0.36	0.44	0.55
Grand Total Spending on Higher & Research (US\$m)	3.5	4.3	4.8	5.5	6.7	8.4	10.5	13.0	16.1	19.9	24.6	30.3	37.1

9.4.2 Cost of Chosen Scenario

The projected funding and expenditure for higher education under the chosen scenario are shown below. The numbers for all years but particularly 2015 and above will be updated annually.

Higher Ed + Research	Baseline	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total Funds	4.02	4.19	5.52	5.63	5.69	6.32	7.07	7.70	8.23	8.56	8.59	8.18	7.12
Recurrent Expenditure	3.49	4.27	4.76	5.49	6.69	8.38	10.45	13.00	16.12	19.95	24.62	30.34	37.31
Capital - Expansion	0.00	0.00	0.59	0.61	0.61	0.63	0.64	0.65	0.67	0.68	0.70	0.71	0.72
Capital - Upgrading	0.00	0.00	0.42	0.29	0.30	0.43	0.31	0.32	0.45	0.33	0.34	0.47	0.35
Total Expenditure	3.49	4.27	5.77	6.39	7.60	9.44	11.40	13.97	17.24	20.96	25.66	31.52	38.39

9.4.2.1 Short Term Funding Gap

For the period 2010 to 2012, the projected higher education and research funding gaps under the chosen scenario are shown below.

Total Higher Ed + Res Gap (US\$m)	2010	2011	2012	Total
Recurrent Gap	0.76	0.14	-1.00	-0.09
Capital Gap	-1.01	-0.90	-0.91	-2.83

9.4.2.2 Medium Term Funding Gap

For the period 2010 to 2015, the projected higher education and research funding gaps under the chosen scenario are shown below.

Total Higher Ed + Res Gap (US\$m)	2010	2011	2012	2013	2014	2015	Total
Recurrent Gap	0.76	0.14	-1.00	-2.06	-3.38	-5.30	-10.83
Capital Gap	-1.01	-0.90	-0.91	-1.06	-0.95	-0.97	-5.81

The estimates for 2015 are to be updated when the IMF releases its projections for that year. Additionally, all estimates will be re-visited as better projections become available.

9.4.3 Quantities and Capital Expenditures Costs for Short and Medium Term

Item/Description	No. / Qty	Cost US\$m	No. / Qty	Cost US\$m
Higher Education	2010 - 2012		2010 - 2015	
Expansion - Higher Education Rooms	25	1.82	49	3.73
Upgrading - Lecture Room Rehab – Higher Ed	48	0.88	95	1.23
Upgrading – Higher Ed Reference Materials - Max Number of Institutions	28	0.13	28	0.13
Capital - Expansion + Upgrading Higher Ed. Total (US\$m)		2.83		5.09

From the preceding table, the following points should be noted:

- Limited provision is made in the costing of the plan for additional lecture rooms as shown for the periods up to 2012 and 2015 respectively. At the same time it is known that a number of rooms in higher education institutions require moderate rehabilitation, estimates for these have been included in the plan as shown above. The estimated unit costs for construction and rehabilitation shown in the tables above are inclusive of furniture.
- Students struggle for modern reference materials in many of the higher education institutions. A modest allocation has been included in the plan to cover this expenditure with the knowledge that many higher education institutions are receiving materials from sister institutions in other parts of Africa, Europe and the USA.
- As earlier indicated, the intention is not to fully meet all of the needs of higher education institutions but to provide assistance necessary for an improvement in quality in addition to the other quality improvement activities spelt-out in the log-frame.

Chapter 10

Improving Governance, Planning, Management and Leadership

10.0 Introduction

Building strong systems of democratic and accountable governance is central to the implementation of the Poverty Reduction Strategy and essential to ensuring the creation of an education system that delivers quality learning and training opportunities for children and adults. Liberia's history of conflict and mismanagement of national resources systematically excluded citizens from access to decision making processes and restricted the space for participation of civil society in the governance of public resources and services. The government is currently undertaking several processes to transform governance systems to widen the space for active democratic participation and improve management capacity to allocate national resources and improve the delivery of public services.

The Civil Service Agency, Governance Commission, and Ministry of Planning and Economic Affairs are each implementing coordinated strategies for civil service reforms and decentralization. The MOE, which encompasses one-third of all public sector employees and consumes approximately 13% of the national budget at the time of drafting this report, is a key target of these interrelated reforms that will develop leadership capacity throughout the sector, institute measures for accountable and transparent governance, and devolve authority for identifying priorities and allocating resources to the county level.

10.1 Status, Key Issues and Challenges of the Sub-Sector

Weak capacity for management and governance from the central to the local levels remains a key challenge for the MOE. The Education Law outlines that national education priorities must be achieved through, "...a high degree of decentralization by the delegation of a wider scope of authority and responsibilities to the "grassroots" (i.e., counties and districts) with strong county and district education offices (CEOs and DEOs) representing the Ministry of Education (MOE)." National efforts to expand access to educational opportunities have successfully increased enrollment. This however has further strained the MOE's management capacity. The rapid growth in the education sector since the return to peace and democracy in 2006 has outpaced the development of human resources and mechanisms for planning and monitoring the delivery of educational services to the school and community level.

Percentage Change in Enrolment 2005/06 – 2007/08

Level	Pre-Primary	Primary	JHS	SHS
Percentage Change	37%	11%	4%	65%

10.1.1 Organizational Structure

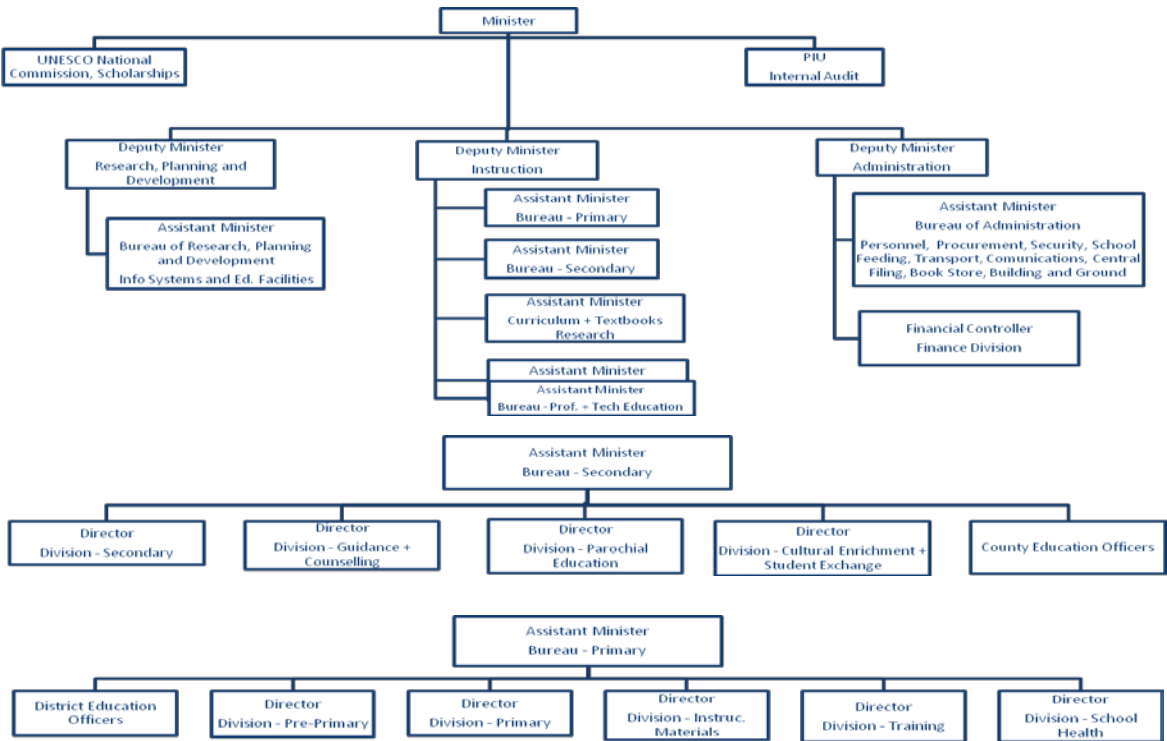
The Ministry of Education (MOE) is headed by a Minister of Education who is responsible for the overall administration and management of education and training. He is assisted by three deputy ministers responsible for administration; instruction; and planning and development, respectively. According to the 2002 Education Law, the MOE has a strong decentralized management structure

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with education offices based at county and district levels. In practice, however, because of the strong residual effect of the years of conflict, decisions are primarily taken at the national level and instructions passed on to the counties and districts. There are 15 County Education Offices, each headed by a County Education Officer (CEO) and staffed with a small team of support staff, and 91 District Education Offices each headed by a District Education Officer (DEO), which have the responsibility to supervise teachers and ensure efficient delivery of education services in schools and communities.

The MOE attempts to operate a fairly decentralized system but there are issues to confront. As stated in the CSR, “In Liberia, there are no local government structures which have legal responsibility for the provision of education services. Accordingly, decentralization can be described as “de-concentration” of responsibilities within a vertically integrated ministry rather than “devolution” where education officials are accountable to elected local representatives.” Some attempt is being made to address the problem through a draft policy on decentralization and local governance, however, as the CSR notes, this policy is “opaque on the specific education functions that would be retained by the central government and which devolved to county governments.”

Main Organizational Chart of the Ministry of Education and Sub-Charts for Primary and Secondary Education



Interestingly, unlike what is apparent from the above organizational chart, a key Government’s Civil Service Reform Strategy objective is to “create leaner organization structures...with fewer layers of management, especially layers of political appointees.” In addition to the reconsideration of roles and responsibilities within the central Ministry of Education in light of decentralization processes to devolve authority, the MOE’s structure will be revisited to ensure relevance to current priorities.

For the purpose of day to day functioning and co-ordination, decisions are taken by an Executive Management Team (EMT) chaired by the Minister of Education and having as members, the three Deputy Ministers and Financial Controller. Reports to the EMT are made through the Deputy Ministers or by invitation of non-members to make a presentation. In the absence of the Minister, the Deputy Minister of Administration is mandated by the Education Law to act in his place. Under normal circumstances, the EMT meets an average of twice a month with additional meetings as necessary. Reports made by the deputy ministers come through a chain indicated by the chart above. Assistant Ministers report to and support the Deputy Ministers in running the departments they head. Each Assistant Minister heads a bureau supported by a team of directors who head divisions and units responsible for specific aspects of education within a bureau. County Education Officers responsible for the affairs of the MOE at the county level are at the level of directors and report to the Deputy Minister of Instruction via the Assistant Minister for Secondary Education. There is no regular meeting or forum for senior MOE personnel below the EMT level. Occasional senior staff meetings are convened by the Minister but are so irregular that they tend to have very limited impact on the functioning of the MOE. This coordinating and reporting structure has proven to be problematic and in need of modification.

In order to improve co-ordination with partners a coordinator has been appointed. Misunderstandings have resulted in the work of the coordinator being of less impact than anticipated but lessons have been learnt and the TOR and job description for the position is now being improved and made much clearer.

For the purpose of LPERP implementation using the Pooled Fund, an institutional framework and co-ordination mechanism was put together. As the report on the pooled fund states, the Education Pooled Fund (EPF) led to the establishment of “the Education Sector Development Committee (ESDC), ESDC Executive Board and the Advisory Board. The ESDC and the ESDC Executive Board were established for broad sector coordination while the Advisory Board was specifically set up for EPF governance. The Executive Management Team of the MOE, the ESDC Executive Board and the Advisory Board are responsible for programmatic and fiduciary endorsement, respectively, and approval for EPF funded activities.” The ESDC was established as a “deliberative and consensus building body composed of the EMT, EDPs, EIPs, relevant ministries and national stakeholders including representatives from civil society.” The ESDC Executive Board was established to:

- a. Review and endorse the Annual Plan of Action to ensure that it is aligned to the L-PERP and all other MOE plans, specifically the ESP – which will replace the L-PERP by the end of 2009 – and the PRS,
- b. Ensure efficient utilization of all resources, including all bilateral financial aid, available to the education sector,
- c. Review progress in implementation, and address any obstacles facing the Annual Plan of Action,
- d. Coordinate and consolidate technical assistance and support to the MOE,
- e. Ensure the adherence to standards and indicators for quality and sustainable results,
- f. Assist the MOE in additional resource mobilization for the education sector,
- g. Encourage and support regular and timely information flow among the partnership,
- h. Promote and strengthen harmonization of international support with MOE programs and plans’.

Matters have not worked out as envisaged. Details on the issues can be found in the aforementioned report of the EPF. Cognizant of the issues a modified co-ordination structure is being proposed for ESP implementation and if Liberia receives monies from the Catalytic Fund. Details of this modified institutional framework and coordinating structure can be found in the Catalytic Fund application forwarded together with this document to the Fast Track Initiative (FTI).

10.1.1 Management Capacity at Local Levels

Development of improved management systems is also critical at the county, district, and school levels, particularly as the government moves swiftly towards a decentralized system of governance. Strengthening planning and administrative capacity of County Education Officers (CEOs) and District Education Officers (DEOs) is a chief concern of the MOE, as CEOs and DEOs are tasked with supervising the implementation of education policies and programs, have the responsibility to manage teachers and schools, and will continue to be delegated more authority as decentralization continues to take shape.

Decentralized management capacity is currently restricted by limited communication and contact between central ministry managers, staff in county and district offices, and schools, due to poor physical and technical infrastructure and limited resources for travel. CEOs are responsible for inspections of schools in their counties but are unable to carry out regular visits due to lack of transport, and the goal of visiting each school once per semester is rarely achieved. For example, a CEO in Sinoe County was only able to visit 20 out of the 189 schools in his district during the 2007/2008 academic year. %

The educational decentralization process also mandates delegation of increased authority to the school level. In addition to functioning Parent Teacher Associations (PTAs), School Management Committees (SMCs) are to be established at each school. While the role of the PTA is more of a supportive one, School Management Committees have the responsibility to provide oversight of the school principal, oversee school performance, monitor financial expenditure, ensure availability of relevant school statistics, and provide annual feedback on school performance. Since 2006, the MOE has prioritized establishment of PTAs and development of guidelines for their effective functioning. In an effort to improve school-level management and strengthen collaboration between school, district, and county level management, the MOE will develop a strategy to establish effective school management committees at each school.

School principals have the main responsibility for school-level management, and the Ministry has prioritized their capacity development. Through the Liberia Teacher Training Project (LITP), the MOE is developing a certification program for school principals. A Principal's Training Manual has been developed, and the MOE is piloting an in-service training program for principals in six counties. The program targets schools from which teachers are also participating in government teacher training initiatives, in an effort to ensure utilization of techniques and foster whole school development.

10.1.2 Information Management

In addition to weakened management systems, the MOE is faced with myriad challenges to its development from years of conflict and highly-centralized governance. One clear challenge is the lack of effective flow of information and data from the school and local levels to the central ministry and vice versa. Restricted access to and flow of information severely limits the Ministry's ability to plan responsive and relevant policies, monitor and evaluate program implementation, and ensure quality throughout the system. Schools are inadequately supervised, therefore, and implementation of programs is insufficiently monitored. Information on school performance is not systematically collected and the impact of interventions addressing access and quality are not assessed.

With EU support, a Management and Functional Review will be carried out in 2009/10. This review will be consistent with the procedures agreed by the Governance Commission, the Civil Service Agency and the Inter-Ministerial Committee, which has been established by Government. The review will assess the MOE's core functions in terms of its ability to facilitate the delivery of education services. An institutional and organizational review would be undertaken to assess the extent to which current arrangements promote effective management and delivery of education services, as well as strategic, financial and operational planning and performance management.

The MOE has established an Education Management and Information System (EMIS) Unit to enable access to relevant and up-to-date data. The education indicators developed through the EMIS assists the MOE to better manage the education system, define priorities, plan and formulate policies, and monitor performance. In order to produce credible information, the EMIS Unit is rigorously addressing issues of data quality and needed additional capacity.

A well-managed EMIS requires coordination and harmonization with statistical activities in the Ministry of Finance (MOF), Ministry of Planning and Economic Affairs (MPEA), the National Strategy for the Development of Statistics (NSDS) and the Liberia Institute of Statistics and Geo-Information Services (LISGIS). The MOE is working closely with these bodies to ensure that the data collected during the 2005/2006, 2007/2008 and 2008/2009 censuses is synthesized for use by all relevant government bodies and partners. In this regard, a School Census Report and Schools Directory has been produced using the 2007/2008 census data and another report is currently being produced using the 2008/2009 census data. Much of the data and tables used in this report are from the 2007/2008 census. The EMIS Unit is now identifying areas of data need that are not already covered in order to ensure that existing gaps are bridged.

In addition to enhancing the planning capacity, a fully functioning EMIS will also enable the MOE to strengthen its capacity to manage financial and human resources. Access to credible data from the school level is critical to determination of accurate costs for services, development of budget projections, and assessment of teacher deployment and training needs.

Access to information is central to governance reform. Availability of school-level data is necessary for monitoring and resource planning at the district, regional and central levels. Similarly students, parents, communities and civil society should remain informed about how resources are planned and distributed. Access to information at the grassroots level increases transparency and accountability and is the key means through which communities are empowered and meaningfully engaged in reform processes. As the country moves from a highly centralized system of governance and

attempts to transform the education sector, a combination of top-down and bottom-up approaches should be employed.

Engaging civil society and strengthening ‘bottom up’ approaches are a vital aspect of the governance and sector management reforms that will ensure effective and efficient delivery of education services. In addition to implementing programs to develop the capacity and strengthen the mandates of CEOs, DEOs, PTAs, and SMCs the MOE is also creating spaces for communities and civil society organizations to engage in monitoring of implementation activities. In 2009, the MOE launched an annual Education Sector Review process through which a broad range of government, donor and civil society partners analyzed and debated the successes and challenges of the MOE’s efforts to implement its major policy agenda. As the MOE develops its capacity to gather reliable data and improves the flow of information from the school to the central government, the role of civil society will become increasingly important. While civil society engagement in annual processes is helpful, their ability to monitor school-based activities and fund disbursement remains underdeveloped and underutilized.

10.1.3 Overall Capacity Development

All of the chapters in this document point to a need to develop and/or improve existing capacities of all types. An institutional assessment is being conducted and a capacity development strategy formulated. This is being aligned with the strategy being developed by the Ministry of Planning in order to ensure that the strategy of the MOE fits in with the over-arching national plans and goals.

10.2 Views from the Nationwide Consultations

The issues detailed above and those on governance, planning and management peculiar to the different areas of the country were discussed in workshops held at county and regional levels. The main views expressed were as follows:

- ❖ Local education authorities should be empowered to enforce education policies
- ❖ Better control should be exerted over the calendar of events for educational institutions
- ❖ Education should receive 25% of the national budget
- ❖ Children of school going ages should be prohibited from entering entertainment places during school hours.
- ❖ PTAs and SMCs should be trained and equipped to help principals with school governance and management

The above views have been used to inform the sections that follow. Some of the recommendations made (e.g. the percentage of the national budget allocated to education annually and the prohibition of school students from entertainment centers during certain hours of the day) are beyond the powers of the MOE alone.

10.3 Main Goal and Related Objectives

10.3.1 Main Goal

To outline the processes through which the Ministry of Education is to manage an efficient and accountable decentralized system able to deliver relevant learning and training opportunities of quality.

10.3.2 Specific Policy Objectives

- v. To develop the institutional capacity for management at the central, regional and local levels
- vi. To increase planning and management capacity
- vii. To increase accountability and transparency throughout the education system
- viii. To strengthen the decentralized system of governance

10.3.3 Strategies to Achieve Objectives

Given below are the strategies designed to achieve the stated policy objectives.

Specific Policy Objective	Key Strategies
To develop the institutional capacity for management at the central, regional and local levels	Engage in national civil service reform strategies
	Address capacity needs
	Develop an annual performance appraisal system
To increase planning and management capacity	Develop policy and strategy for human resources management
	Develop capacity and mechanisms for effective monitoring and evaluation and quality assurance of which EMIS would be an integral part and ensure sustainability.
	Develop plan and policy to ensure that education objectives are relevant and aligned with short, medium and long-term labor market and national development needs as well as anticipated future trends.
	Strengthen planning, budgeting and financial management capacity and procedures
	Establish internal audit functions at the central and local levels.
	Development of information and communication system – from school to central government
	Complete harmonization of payroll to ensure efficient use of government funds.
To increase transparency and accountability throughout the system	Systematically engage civil society in education reform agenda
	Enforce clauses in the Education Law that support/encourage transparency
	Develop a system for the delivery of school grants that is based on a system of accountability
To strengthen decentralized system	Develop decentralization policy and strategy ensuring empowerment of local education authorities
	Improve school-based management through establishing functioning School Management Committees.
	Ensure efficient delivery of school grants to enable resource control at the school level
	Improve monitoring and supervision of schools and teaching by CEOs and DEOs
	Improve the functioning and operation of Parent Teacher Associations
	Provide financial resources that would allow decentralized system to function more effectively
	Ensure coordination with other government bodies responsible for decentralized governance (Ministry of Planning and Economic Affairs & the Governance Commission.

10.3.4 - Log-frame of Prioritized Activities under Each Strategy to Achieve Policy Objectives (ST = Commence Year 1 to 3, MT = Commence Year 4 to 6, LT = Commence Year 7 and above. Some activities may commence during a particular year but not be completed until much later)

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
To develop the institutional capacity for management at the central, regional and local levels	Engage in national civil service reform strategies	Establish a Reform Liaison Committee to link with Civil Service Reform Commission and act as a channel of constant communication between the MOE and the Commission	Committee membership list and minutes of meetings	MOE	ST
		Hold monthly briefings of senior MOE personnel to brief on reform developments to which representatives of Civil Service Reform Commission are invited	Briefing reports and presentations	MOE	ST
		Convey desired internal reform to Civil Service Reform Commission for endorsement through the Reform Liaison Committee	Communications to the Commission	MOE	ST
	Address capacity needs	Commission a paper and personnel audit to assess functions and qualifications of staff and identify capacity gaps and needs from central to local levels to enable the MOE to deliver and manage quality education services	Draft paper	MOE with support of partners	ST
		Circulate paper and personnel audit and invite feed-back ensuring that the Civil Service Reform Commission and Legislature are prioritized in the circulation list	Circulation list and received feed-back	MOE	ST
		Review paper and personnel audit on the basis of received feed-back	Revised paper	MOE	ST
		Hold internal briefing on proposed reform and capacity development training	Meeting report	MOE	ST
		Forward revised paper and recommendations/ proposals for internal reform to the Civil Service Reform Commission for endorsement	Forwarded paper and accompanying letter	MOE	ST
		Forward endorsed proposal to the Cabinet and Legislature for approval	Forwarded proposals and accompanying letter	MOE	ST
		Establish an Internal Reform Committee to manage implementation of recommendations of the paper endorsed by the Civil Service Reform Commission and approved by the GOL as well as to ensure appropriate job descriptions and needed qualifications for each position	Committee membership list and minutes of meetings	MOE	ST-MT
		Identify and embark on short and long-term professional development and training programs needed to address identified capacity shortcomings of staff and leadership	List of identified programs and nominees as well as reports/communications from beneficiaries	MOE with support of partners	ST-MT
		Develop an annual performance appraisal system	Commission a paper on alternative but appropriate appraisal systems	Draft paper	MOE with support of partners
	Circulate paper and invite feed-back		Circulation list and received feed-back	MOE	ST
	Choose most appropriate system on basis of feed-back		Information sheet on chosen system	MOE	ST
	Inform staff of system to be employed, start date and intended use of information provided		Minutes/report on meeting(s)	MOE	ST

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
		Implement system	Implementation reports and EMT minutes	MOE	ST
To increase planning and management capacity	Develop policy and strategy for human resources management	Commission paper/study on human resources management at the MOE	Draft paper	MOE with support of partners	ST
		Circulate paper/study and invite feed-back	Circulation list and received feed-back	MOE	ST
		Review paper on basis of feed-back and commission a policy and strategy paper on basis of findings of preceding study and feed-back	Revised original paper and draft of policy and strategy	MOE with support of partners	ST
		Circulate policy and strategy paper and invite feed-back	Circulation list and received feed-back	MOE	ST
		Review and revise on basis of feed-back and finalize	Revised paper	MOE	ST
		Implement policy and strategy	Implementation reports and EMT minutes	MOE	ST-MT
	Develop capacity and mechanisms for effective monitoring and evaluation and quality assurance of which EMIS would be an integral part and ensure sustainability.	Commission a study on the establishment of an M&E and quality assurance system of which EMIS would be an integral part	Draft paper	MOE with support of partners	ST
		Circulate study and invite feed-back	Circulation list and received feed-back	MOE	ST
		Review and revise study proposals / recommendations on basis of received feed-back	Revised recommendations / proposals	MOE	ST
		Establish a Quality Assurance Division / Department (QAD) as part of the internal reform process	Revised MOE organizational chart and new positions	MOE	ST-MT
		Integrate the EMIS Unit into the QAD	Revised MOE organizational chart	MOE	ST-MT
		Review processes of data collection, analysis and reporting of the DEOs and EMIS Unit and ensure capacity requirements and estimated annual costs can be supported by budget	New processes in use, reports of DEOs, annual EMIS reports	MOE	ST
	Develop plan and policy to ensure that education objectives are relevant and aligned with short, medium and long-term labor market and national development needs as well as anticipated future trends.	See log-frames in preceding chapters	See log-frames in preceding chapters	See TVET log-frame	ST-MT
		Establish focal points for the Ministries of Labor and Planning and Development at the MOE	Names of focal points	MOE	ST
		Require Focal Points to give monthly briefings and report to the EMT and Deputy for Planning, Research and Development	Monthly briefing reports	MOE	ST
		Ensure trends and developments indicated by Focal Points covered in ESP revisions and implementation updates	Revisions to ESP	MOE	ST-LT
		Carryout a comprehensive annual education sector review with a broad range of stakeholders to review quality and relevance of policy implementation	Review reports	MOE with support of partners	ST-LT
	Strengthen planning, budgeting and financial management capacity and procedures	Ensure planning, budgeting and financial management procedures and capacity covered in "address capacity needs" activities	See "address capacity needs" activities	See "address capacity needs" activities	ST-MT
	Establish internal audit functions at the central and local levels.	Ensure auditing capacity existing or created at central and local levels	Job descriptions of appointed staff	MOE	ST-MT
		Develop a simple internal auditing system suitable for use by the MOE and assign auditing functions	Information sheet on system in operation	MOE with support of partners	ST-MT

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time	
		Ensure implementation of auditing system	Implementation reports and EMT minutes	MOE	ST-MT	
	Development of information and communication system – from school to central government	Commission a short study on the various options taking into account existing infrastructure, capacity, ease of running and maintaining, cost and sustainability	Draft paper	MOE with support of partners	ST-MT	
		Circulate study and invite feed-back	Circulation list and received feed-back	MOE	ST-MT	
		Choose most appropriate system on basis of feed-back	Information sheet on chosen system	MOE	ST-MT	
		Establish needed implementation framework, obtain needed resources and implement	Implementation reports and EMT minutes	MOE	ST-MT	
		Ensure ongoing removal of ghost names successfully completed	Ghost free payroll list	MOE	ST-MT	
	Complete harmonization of payroll to ensure efficient use of government funds.	Check that human resources employees list and payroll have same names and numbers	Confirmation that lists identical	MOE	ST-MT	
		Get the EMIS Unit to produce an employees database based on harmonized list	Details of database produced	MOE	ST-MT	
		Require details of all new EMT endorsed employees to be copied to EMIS Unit for database updating purposes	Lists sent to Unit and updated database records	MOE	ST-MT	
To increase transparency and accountability throughout the system	Systematically engage the public	Ensure civil society membership of SMCs	Membership list of SMCs	MOE	ST	
		Ensure all schools have SMCs and PTAs	School census data from EMIS Unit	MOE	ST	
		Develop a community score card system for participatory monitoring and evaluation	Score card developed by EMIS	MOE	ST	
	Enforce clauses in the Education Law that support/encourage transparency	Ensure that the National Education and Training Council is functional and carries out functions spelt-out in the Education Law	List of NETC members and minutes of meeting	MOE	ST	
		Ensure that all schools have a governing body as spelt out in the Education Law	Minutes of governing board, reports from DEOs	MOE	ST	
	Develop a system for the delivery of school grants that is based on a system of accountability	Have paper prepared summarizing findings and recommendations of reports of the current system of school grants and circulate to stakeholders inviting feed-back	Summary report, circulation list and feed-back	MOE	ST	
		Convene stakeholders meeting / workshop to discuss report and feed-back as well as to agree on changes to the system	List of participants, meeting / workshop report	MOE	ST	
		Discuss recommendations for change with MOF and come to agreement	Meeting report, details of new system	MOE	ST	
	To strengthen decentralized system	Develop decentralization policy and strategy ensuring empowerment of local education authorities	Obtain clarification on decentralization issues concerning the MOE in Draft National Policy on Decentralization and Local Governance	Letter to and from the Governance Commission	MOE	ST
			Commission a MOE decentralization policy and strategy paper that is within the boundaries established by the Draft National Policy on Decentralization and Local Governance ensuring adequate empowerment of local education authorities	Draft paper	MOE with support of partners	ST
Circulate the draft and invite feed-back			Circulation list and received feed-back	MOE	ST	
Review and revise paper on basis of feed-back			Revised paper	MOE	ST	
Assemble a team to spearhead the decentralization process of the			List of team members, minutes of	MOE	ST	

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
		MOE	meetings, reports from team		
	Improve school-based management through establishing functioning School Management Committees.	Prepare paper on school based SMCs and circulate to all key stakeholders	Draft paper	MOE with support of partners	ST
		Invite all key stakeholders and hold workshop to discuss paper and agree on functions, membership, etc. Consider issues such as school age children going to places of entertainment during school hours, annual school calendars as well as practice and timing of traditional initiation rites	Workshop report	MOE with support of partners	ST
		Finalize structure, functions, membership etc.	Finalized paper, new SMC arrangements	MOE with support of partners	ST
		Present to Cabinet and Legislature and obtain approval to proceed with establishment of the new type SMC whilst Education Law being amended	Cabinet paper and Legislature presentation	MOE	ST
		Re-visit the Education Law and make amendments including to the section on SMCs to make them school based and with different functions as well as membership	Revised/New Education Law	MOE	ST
		Ensure efficient delivery of school grants to enable resource control at the school level	Commission a review of existing proposals and new developments.	Draft paper	MOE with support of partners
	Circulate review and invite feed-back		Circulation list and received feed-back	MOE	ST
	Choose most appropriate, efficient and cost-effective system including use of public-private partnerships		Information sheet on chosen system	MOE	ST
	Improve monitoring and supervision of schools and teaching by CEOs and DEOs	See Monitoring and Evaluation Log-frame	See Monitoring and Evaluation Log-frame	See Monitoring and Evaluation Log-frame	ST-MT
	Improve the functioning and operation of Parent Teacher Associations	Re-visit TOR etc. of PTA to ensure clear delineation between functions etc. of new SMCs and PTAs	SMC and PTA details	MOE	ST
		Make chairpersons of SMCs and PTAs necessary joint signatories with heads of schools to ensure formation	New school regulations	MOE	ST
		Embark on a sensitization campaign on the PTA and SMC and give higher profile	Campaign reports, media reports, reports from field	MOE with support of partners	ST
		Provide logistics for PTA Unit for a more national outreach	Report from PTA Unit	MOE with support of partners	ST
		Make greater use DEOs for organizing and providing support for PTAs and SMCs	Reports from DEOs	MOE	ST
		Organize annual district, county and national conferences	Conference reports	MOE with support of partners	ST-MT
	Provide financial resources that would allow decentralized	Discuss with the MOF and Legislature a strategy and time-frame for allocating 25% of the national budget to education and increase financial allocations for amongst other things specific	Agreed strategy and timeframe as well as increased allocations to education	MOE + MOF + Legislature	MT

Specific Policy Objective	Strategies	Required Actions	Indicators of Achievement	Responsible	Time
	system to function more effectively	activities of the education offices			
	Ensure coordination with other government bodies responsible for decentralized governance (Ministry of Planning and Economic Affairs & the Governance Commission.	Establish a Governance Liaison Committee to link with GOL entities involved in the decentralization process and act as a channel of constant communication between the MOE and the entities	Committee membership list and minutes of meetings	MOE	ST
		Hold monthly briefings of senior MOE personnel to brief on decentralization developments	Briefing reports and presentations	MOE	ST
		Convey desired MOE decentralization options for endorsement through the Governance Liaison Committee	Communications to and from the Commission	MOE	ST

10.3.5 – Selected Indicators Associated with Specific Objectives (Note that the indicators are subject to review whilst implementation of the plan is proceeding)

Specific Policy Objective	Indicators		
	2010	2011	2012
To develop the institutional capacity for management at the central, regional and local levels	250 copies of capacity development strategy printed and distributed	20 beneficiaries of short term and on-the-job capacity development training	20 beneficiaries of short term and on-the-job capacity development training
To increase planning and management capacity	50 copies of planning and management policy and strategies distributed 1 individual from each of the 3 MOE departments benefitting from some form of capacity development training 250 copies of sector co-ordination policy distributed 40% of units and divisions using school census data to guide plans	80% adherence to planning and management policy and strategies 2 individuals from each of the 3 MOE departments benefitting from some form of capacity development training 100% adherence to sector co-ordination policy 60% of units and divisions using school census data to guide plans	100% adherence to planning and management policy and strategies 2 individuals from each of the 3 MOE departments benefitting from some form of capacity development training 100% adherence to sector co-ordination policy 80% of units and divisions using school census data to guide plans
To increase transparency and accountability throughout the system	5,000 copies of PTA/SMC Manual printed and distributed 500 copies of annual sector review report printed and distributed	Functioning PTA/ SMC = 70% Officially trained = 10% 500 copies of annual sector review report printed and distributed	Functioning PTA/ SMC = 90% Officially trained = 20% 500 copies of annual sector review report printed and distributed
To strengthen decentralized system	250 copies of MOE decentralization strategy based on the GOL policy distributed. 5,000 copies of PTA/SMC Manual printed and distributed 1 inter-ministerial meeting on decentralization of education per year	70% adherence to the MOE decentralization strategy based on the GOL policy Functioning PTA/ SMC = 70% Officially trained = 10% 2 inter-ministerial meetings on decentralization of education per year	90% adherence to the MOE decentralization strategy based on the GOL policy Functioning PTA/ SMC = 90% Officially trained = 20% 2 inter-ministerial meetings on decentralization of education per year

10.3.6 – The Strategy Based Actions of Highest Priority in the Short and Medium Term

Discussions held with stakeholders and MOE senior staff (including members of the Executive Management Team (EMT)) indicates that the activities of highest priority are as follows.

- viii. Development and utilization of an effective human resources management strategy and error-free database
- ix. Checking and making copies of TORs and job descriptions available to all MOE personnel
- x. Conducting of a skills audit to ensure that personnel have the necessary skills and qualifications to undertake the jobs for which they are paid.
- xi. Provision of training that would enable all personnel to perform their roles and responsibilities efficiently and effectively
- xii. Development and utilization of a performance appraisal system
- xiii. Development and utilization of an effective system of monitoring, supervision and reporting
- xiv. Development of decentralization policy and strategy with built-in transparent accountability mechanisms

10.4 Some Expenditures Related to Governance, Planning, Management and Leadership

In general, expenditures for most of the activities related to governance, planning, management and leadership will come from the part of the recurrent budget referred to in the model under-pinning this plan as “spending on inputs other than teachers”. The exact amounts and activities will be as spelt out in the implementation plan for the period but will have to be such that, together with other activities funded under “spending on inputs other than teachers”, it does not exceed the allocated amount for the period. The purpose of this section is to present a small set of activities to upgrade and contribute towards successful implementation of the ESP. All are activities which usually receive minimal or no funding under the usual budget for education.

MOE Institutional Capacity Building through Short Term In-Country Training

Capacity Building (Central and Decentralized Levels)	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Number of short term internal trainees / year	182	182	182	182	182	182	182	182	182	182	182
Total cost per annum (US\$m)	2.1	2.2	2.4	2.8	3.2	3.7	4.2	4.8	5.5	6.4	7.3

Expenditure on short-term (1 to 2 weeks) in-country training programs for MOE personnel has been costed. The intention is to provide quick and effective training needed for the job being done by the individual and to update knowledge and skills in a cost-effective manner that would have real impact, not only on the individual, but also on the organization. The cost for this intervention has been included under primary education as it is seen as contributing towards the achievement of universal access and completion of primary education. It should be noted that the MOE will also conduct quarterly visits to the counties to engage in regular consultation with the civil society and a broad cross section of the population to ensure strong involvement of the people for long-term sustainability and ownership.

Rehabilitation of MOE Infrastructure

MOE Infrastructure Rehabilitation	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Minor/Moderate Rehabilitation of MOE Structures per annum (More than 1 room)	18	18	18	18	18	18	18	18	18	18	18
Total cost per annum (US\$m)	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2

The working environment of many MOE personnel can be significantly improved by relatively minor rehabilitation. Expenditure for this work has been estimated for a limited number of structures. The main targets for this intervention are structures at the district level. As the effective functioning of the District Education Offices is essential for the achievement of universal access and completion of primary education, the expenditure for this intervention has been placed under the latter.

Plan and Policy Sensitization

Sensitization on Key Policy Areas/Issues	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Number of activities per year	5	5	5	5	5	5	5	5	5	5	5
Total cost (US\$m)	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.2	0.2

The lead in all sensitization programs on the ESP and its implementation, as well as education matters in general, has to be taken by MOE personnel. It is therefore necessary for these individuals to be part and parcel of all the sensitization/awareness raising programs that are planned under the ESP.

Please note the reference to “number of activities”; this is to indicate that sensitization activities are not intended to be workshops. As with the other activities detailed in this section, the cost of sensitization activities has been incorporated into the budget for primary education.

Annual Review and Key Issues Workshops

Annual Review and Workshops on Key Issues	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Number of activities per year	5	5	5	5	5	5	5	5	5	5	5
Total cost (US\$m)	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.2	0.2

MOE personnel need to understand the plan and its policy implications as well as all relevant policies in use in order to ensure proper and effective plan implementation. Often, many senior personnel at the MOE are not involved in or informed in a timely manner of decisions and policies on key issues. This negatively impacts on the functioning of the MOE and education in general. At the same time, key stakeholders and partners are often unaware or unclear about government priorities and plans for education. Well planned and organized workshops can serve to partly address both issues. Additionally, it is necessary to review the ESP and its implementation regularly. In this regard, an annual review has been budgeted for in the plan.

Over and above the activities and expenditure indicated in this chapter, it is important to note that the education system in a nation can only prosper and make the achievement of national goals possible, if the MOE is assisted to address the capacity issues addressing it.

Chapter 11

Monitoring for Quality Improvement and Accountability

11.0 Introduction

Well-functioning monitoring processes are critical to achieving the goals of the education system. Through monitoring of processes and outcomes, the MOE will be able to identify areas of need and improve on its ability to achieve results. Good monitoring data provides feedback on how well the policies and processes of the Ministry are performing, which in turn allows Government officials to make decisions that will lead to quality improvements. While it is important to track inputs to the system, equally important and many times lacking, is the tracking of outcome indicators such as learning outcomes, graduation rates, and so on.

11.1 Status, Key Issues and Challenges of the Sub-Sector

Monitoring

The Education Act of 2001 states that the responsibility of school monitoring and supervision lies with the County Education Offices (CEO) and District Education Offices (DEO). There are 15 CEOs and 86 DEOs. According to the Act, the CEOs and DEOs are responsible to monitor and supervise the implementation of national policies, regulations, programs and development projects in both public and private sectors (schools). There are also around 400 Supervising Principals whose task is to assist the DEOs in conducting school visits and classroom observations. The effectiveness of the monitoring work of the DEOs and CEOs is hampered by a lack of training and requires urgent attention.

The Liberia Primary Education Recovery Program (LPERP) sets as a target that a DEO or supervising principal should visit each school at least once a year; in order to support this activity some logistical support has been provided to the DEOs.

Another important entity in monitoring of the education system by the MOE is the EMIS Unit. The EMIS Unit has been in operation for approximately four years and has conducted three annual school surveys. The EMIS Unit keeps track of student numbers, school numbers, teaching personnel, status of school buildings, textbooks, etc. The structure and operations of the unit are, at the time of drafting this document, being scrutinized by the European Union with the intentions of making improvements. The data from the unit is having a transformative effect on the MOE in its operations and on its policies.

A study by the European Commission finds that a reporting system exists between the DEO, CEO and MOE. The DEOs send monthly reports to the CEOs, from which the CEOs compile quarterly county reports for the MOE. However, the review concludes that these reports do not provide data that is useful for improving the management and operation of the education system and so therefore it is not an effective monitoring system.

The Parent Teacher Association (PTA)

The Education Law requires the establishment of a PTA at each school. According to the PTA Handbook of 2008, one of the responsibilities of the PTA is to monitor and maintain school assets. Unfortunately, many schools are yet to establish PTAs and many of those established are non-functional. This state of affairs requires attention as PTAs can play a vital role in the monitoring process for the MOE.

Student Assessment

Students in Liberia take National Examinations at the end of a school cycle - primary (grade 6), junior high (grade 9) and senior high (grade 12). The West African Examination Council (WAEC) supports the MOE in the administration of these exams. These exams determine whether students can move from one cycle to the next.

The World Bank and USAID are funding a project on Early Grade Reading Assessment (EGRA). Research Triangle Institute (RTI) is implementing the assessment, which they have successfully done in a number of other developing countries, including Kenya, Ghana, and South Africa. The EGRA is a simplified assessment which studies, among other things, fluency in tasks such as naming letters, word recognition, as well as comprehension. An initial assessment, conducted in 2008, provided some initial feedback on reading levels of students. The assessment found that students in Grade 2 were reading an average of 18 words per minute and Grade 3 students an average of 28 words per minute. Research suggests that, in general terms, students should be reading at approximately 45 words per minute for reading comprehension to occur.

The World Bank, in support of the drafting of this document and the Country Status Report on Education, further analyzed the EGRA by looking at the percentage of children who could read at least 45 words per minute. The analysis found that on this indicator Grade 3 students performed better than Grade 2 students (48% versus 40%), boys performed slightly better than girls (45% versus 42%), missionary schools outperformed private school students (51% versus 48%), and students from public and community schools performed similarly poorly (41% could read at 45 words per minute).

In terms of the reading of familiar words, the analysis showed “that the average score is rather low: 16.7/50 for all the students, 13.7/50 at Grade 2 and 20.0/50 at Grade 3.” Surprisingly, “22% of the students could not read any word - equal to 28% at Grade 2 and 15% at Grade 3.” With regard to unfamiliar words, “81% of the students could not read any word - equal to 87% at Grade 2 and 75% at Grade 3.” In the analysis of factors affecting student performance in EGRA it was found that “students who read at home have a significantly higher score than other students” and that “repeaters (Grade 2 and Grade 3) have a significantly lower score than non-repeaters.” All of these findings have serious policy implications actions proposed in this document will be taken in order to address the issue.

From assessment, the government, in partnership with USAID, has moved on to improvement and intervention strategies. The next round of assessment (EGRA Plus) will thus feature three nationally representative assessments of early grade reading in 180 schools combined with an impact evaluation of the potential of various interventions to improve reading. The interventions to be evaluated include: providing information to parents and teachers if students did not perform to the minimum level; and providing teacher training, frequent school-based support, resource materials, textbooks, and teaching kits.

Presently the only national assessment that is carried out is that conducted by the West African Examinations Council (WAEC) for Grade 6, 9 and 12 students. These assessments are norm-referenced and extracting information from the results to measure the amount and quality of the learning that is taking place is difficult. Additionally, an analysis of the results of all of the 2007 WAEC examinations conducted in Liberia indicated peculiarities that have made it difficult to use the results to assess the quality of learning taking place in schools. To address the situation, a different form of assessment will need to be employed alongside the WAEC assessment after issues surrounding the nature of the items and conduct of the latter have been addressed.

Monitoring in the LPERP

The Liberia Primary Education Recovery Program (LPERP) set targets for improving supervisory and monitoring services for primary education. These include:

- 100% of public primary schools visited by a DEO or supervising principal at least once a year by 2009
- Establishing national assessments of reading and mathematics for grades 3 and 6 by 2010
- Improved advisory and supervisory capacities in MOE by 2010

A review of the progress of implementation of the LPERP conducted in 2009 found that none of the targets had been achieved. The EGRA described above, was one success in this area, and it was reported that DEOs had transportation but no fuel. The remaining challenges include lack of operational support for DEOs and CEOs, lack of assessment tools and reporting mechanisms, and lack of capacity within MOE to carry out national assessments as planned.

Poverty Reduction Strategy (PRS)

The Poverty Reduction Strategy outlines a plan to develop the capacity of line ministries to report on selected indicators. In education, the indicators are: net enrolment ratio for primary education, gender parity index in primary enrollment, teacher student ratio, and the youth literacy rate. The first three will originate from the MOE, while the youth illiteracy rate will be derived from the Core Welfare Indicators Questionnaire (CWIQ), which will be administered once every three years. The monitoring of the indicators is ongoing and staff members responsible at the MOE meet regularly with their counterparts at the Ministry of Planning which is the overall monitor for PRS implementation. Lessons learnt from the monitoring of the PRS are many. For example, units and divisions have to be regularly reminded of targets set and the need to work towards their achievement, regular and frequent follow-ups are needed to ensure that monitoring reports are done on time by the entities responsible, without the timely provision of needed resources to the entity responsible it is impossible to meet targets set, high level involvement is necessary to ensure co-operation of relevant members of staff, etc. Given the foregoing, the MOE intends to use the individuals who have been leading the monitoring of PRS indicators process and who not only possess knowledge of potential difficulties but also how to address them, to also monitor ESP implementation.

Education Sector Review

The first review of the Education Sector (ESR) took place in June 2009. These reviews are to take place bi-annually. The 2009 ESR focused on the progress of the implementation of the LPERP. Electronic copies of the report are available from the MOE. Subsequent reviews will focus on the implementation of the Education Sector Plan..

11.2 Views from the Nationwide Consultations

The issues detailed above and those peculiar to the different areas of the country were discussed in workshops held at county and regional levels. The main views expressed were as follows:

- ❖ PTAs and SMCs should be trained, equipped and empowered to help with monitoring of schools
- ❖ Tuition in schools must be better monitored
- ❖ Curriculum in schools should be more outcome based and reviewed every 5 years
- ❖ The conduct of students as well as teachers should be monitored
- ❖ Education Officers should be provided with the logistics to do their work and be better trained

The above views have been used to inform the sections that follow. The issue on the curriculum has been covered in earlier chapters and is not repeated in the strategies and log-frame that follow.

11.3 Main Goal and Related Objectives

11.3.1 Main Goal

To develop monitoring and supervisory mechanisms, procedures and practices that will provide useful information to guide MOE's actions and policies

11.3.2 Specific Objectives

- i. To clarify the roles and responsibilities of different institutions and department at national and local levels in monitoring and supervision
- ii. To strengthen the capacities of District Education Offices and County Education Offices in monitoring and supervision, including classroom assessment of student learning
- iii. To strengthen record keeping capacity at the school/community level
- iv. To decide on a set of outcome indicators for monitoring progress towards (ESP) objectives and outline mechanism for monitoring plan progress
- v. Improve the Education Management Information System (EMIS) and the analysis and use of EMIS data

11.3.3 Strategies to Achieve Objectives

Given below are the strategies designed to achieve the stated policy objectives.

Specific Policy Objectives	Key Strategies
5. To clarify the roles and responsibilities of different institutions and department at national and local levels in monitoring and supervision	1.5 Establish a Quality Assurance Unit within the Planning & Policy Directorate 1.6 Workshop with various stakeholders to determine roles & responsibilities for monitoring and supervisory duties from the school to Ministry level
6. To strengthen the capacities of District Education Offices and County Education Offices in monitoring and supervision, including classroom assessment of student learning	6.1 Train district and county education offices on monitoring and supervision 6.2 Provide necessary equipment and logistics needed for effective monitoring & supervision 6.3 Develop simple tools for use in monitoring & supervision of schools and teaching 6.4 Train on the use of EGRA and EGMA as monitoring tools to assess reading and numbers proficiency in lower grades of primary
7. To strengthen record keeping capacity at the school community level	7.1 Develop simple forms/tools for record keeping at the school level 7.2 Train school administrators, PTA and SMC members on the use of those forms 7.3 Try to remove incentives to over or under-report – for example tying food rations or grants to student numbers encourage over-reporting of enrolments 7.4 Include these training modules and forms in on-going pre and in-service teacher training
8. To decide on a set of outcome indicators for monitoring progress towards (ESP) objectives and outline mechanism for monitoring plan progress	8.1 Workshop/meeting with government and education partners group to decide on key set of indicators to monitor plans 8.2 Train all those responsibilities for data collection on collecting reliable data for this subset of indicators 8.3 Train staff in national level on analysis and reporting of data
9. Improve the EMIS and the analysis and use of EMIS data	9.1 Include WAEC examinations in the EMIS database 9.2 Review the data included in the EMIS to ensure relevance, validity and usability 9.3 Create district/county report cards to track progress in education and to determine areas for additional inputs

11.3.4 Log-frame of Prioritized Activities under Each Strategy to Achieve Policy Objectives (ST = Commence Year 1 to 3, MT = Commence Year 4 to 6, LT = Commence Year 7 and above. Some activities may commence during a particular year but not be completed until much later)

Specified Objective	Strategies	Required Activities	Indicators of Achievement	Responsible	Time
To clarify the roles and responsibilities of different institutions and department at national and local levels in monitoring and supervision	Establish a quality assurance unit within the Planning & Policy Directorate	Workshop with required stakeholders to determine TORs for the quality assurance unit	TOR developed	MOE	ST
		Develop Job descriptions for key positions in this Unit	JDs posted	MOE	ST
		Hire Staff	Key Staff for QA unit in Place	MOE	ST
	Workshop with various stakeholders to determine roles & responsibilities for monitoring and supervisory duties from the school to Ministry level	Workshop to determine roles & responsibilities for different stakeholders (DEOs, CEOs, school administrators, PTA, SMC etc.)	Roles & responsibilities clarified and documented	MOE	ST
To strengthen the capacities of District Education Offices and County Education Offices in monitoring and supervision, including classroom assessment of student learning	Train district and county education offices on monitoring and supervision	Develop training manual based on roles & responsibilities in monitoring	Training manual exists	MOE	ST
		Rollout training to all CEOs (train of trainers)	Trainers in each county trained	MOE	MT
	Provide necessary equipment and logistics needed for more frequent and effective monitoring & supervision that covers in addition to the usual areas the behavior and conduct of students and teachers.	Conduct needs assessment	Equipment provided	MOE	ST-MT
		Provide necessary budgets	Budget line for monitoring and supervision in next year's budget	MOE	MT
	Develop simple tools for use in monitoring & supervision of schools and teaching	Develop and pilot tools	Tools exist and piloted	MOE	ST
	Train on the use of EGRA and EGMA as monitoring tools to assess reading and numbers proficiency in lower grades of primary	Train district and county education officers	District and county education officers can demonstrate	MOE	MT
To strengthen record keeping capacity at the school community level	Develop simple forms/tools for record keeping at the school level	Have alternatives prepared and circulated for feed-back and final choice by MOE	Forms developed	MOE	ST
	Train school administrators, PTA and SMC members on the use of those forms	Organize and carry-out training workshops	50% teachers trained	MOE	MT

Specified Objective	Strategies	Required Activities	Indicators of Achievement	Responsible	Time
	Include these training modules and forms in on-going pre and in-service teacher training	Involve relevant staff of RTTIs in training workshop and ensure completion and use integrated into training program	Record keeping as part of curriculum of pre and in-service teacher training	MOE	MT
To decide on a set of outcome indicators for monitoring progress towards (ESP) objectives and outline mechanism for monitoring plan progress	Workshop/meeting with government and education partners group to decide on key set of indicators to monitor plans	Have workshop papers prepared and agree with partners on suitable date(s), time and venue	Indicators determined with baseline information and targets	MOE and LEAD agency	ST
	Train all those with responsibilities for data collection on collecting reliable data for this subset of indicators	Agree on required and relevant training and organize training workshops and practice sessions	Monthly reporting of indicators on-going as expected	MOE	ST
	Education Sector Review meetings successfully conducted	Start planning for subsequent meetings a year in advance		MOE	MT-LT
To improve the EMIS and the analysis and use of EMIS data	Include WAEC examinations in the EMIS database	Require WAEC to forward e-copies of examination entries and scores to the MOE	Examinations data included in EMIS	MOE	MT
	Review the data included in the EMIS to ensure relevance, validity and usability	Circulate draft census questionnaire to key stakeholders and partners to indicate data in which interested	Next census questionnaire streamlined to include only data that is relevant and usable	MOE	MT
	Create district/county report cards to track progress in education and to determine areas for additional inputs	Hold workshop to agree on contents and structure of report cards	County education reports prepared for the next education sector review	MOE	MT

11.3.5 – Selected Indicators Associated with Specific Objectives (Note that the indicators are subject to review whilst implementation of the plan is proceeding)

Specific Policy Objective	Indicators		
	2010	2011	2012
1. To clarify the roles and responsibilities of different institutions and department at national and local levels in monitoring and supervision	250 copies of roles and responsibilities including necessary institutional arrangements document printed and distributed	100% adherence to agreed roles and responsibilities, 60% of institutional arrangements in place	100% adherence to agreed roles and responsibilities, 75% of institutional arrangements in place
2. To strengthen the capacities of District Education Offices and County Education Offices in monitoring and supervision, including classroom assessment of student learning	250 copies of capacity development program for DEOs, CEOs and MOE staff printed and distributed	20 beneficiaries of short term and on-the-job capacity development training for DEOs, CEOs and MOE staff	20 beneficiaries of short term and on-the-job capacity development training for DEOs, CEOs and MOE staff
	250 copies of monitoring and supervision templates and guidelines printed and distributed	100% of DEOs and CEOs using monitoring and supervision templates and guidelines	100% of DEOs and CEOs using monitoring and supervision templates and guidelines
3. To strengthen record keeping capacity at the school community level	250 copies of insertion on record keeping printed, distributed and infused into TT program	100% of teacher training (TT) institutions making use of record keeping insertion in their training program	100% of teacher training (TT) institutions making use of record keeping insertion in their training program
	250 copies of sample record keeping forms/templates printed and distributed	50% of school administrators and PTAs/SMCs trained in use of record forms	90% of school administrators and PTAs/SMCs trained in use of record forms
4. To decide on a set of outcome indicators for monitoring progress towards (ESP) objectives and outline mechanism for monitoring plan progress	300 copies of selected outcome indicators and plan implementation monitoring mechanism printed and distributed	100% of indicators being tracked and reported in half-yearly updates	100% of indicators being tracked and reported in half-yearly updates
5. Improve the EMIS and the analysis and use of EMIS data	50 copies of report on the EMIS printed and distributed	70% of report recommendations on EMIS implemented	90% of report recommendations on EMIS implemented

11.3.6 – The Strategy Based Actions of Highest Priority in the Short and Medium Term

Discussions held with stakeholders and MOE senior staff (including members of the Executive Management Team (EMT)) indicates that the five activities of highest priority for monitoring and supervision are as follows

- viii. Development of simple tools for monitoring and supervision of educational institutions and teaching
- ix. Establishment of school-level management committees in each school
- x. Training of County and District Education Officers on monitoring and supervision
- xi. Provision of necessary equipment and logistics for monitoring and supervision
- xii. Development of simple forms/tools for record keeping at school level
- xiii. Training of relevant staff in district and county education offices on data entry, analysis and reporting of information collected from educational institutions
- xiv. Establishment of a Quality Assurance Unit

11.4 Financing of Monitoring and Evaluation Activities in Plan

Expenditures for most M&E activities are expected to come from that part of the recurrent budget referred to in the model under-pinning this plan as “spending on inputs other than teachers”. The exact amounts and activities will be as spelt out in the implementation plan for the period but will have to be such that, together with other activities funded under “spending on inputs other than teachers”, the amount does not exceed the allocated amount for the period. The purpose of this section is to present two activities that only receive minimal amounts in the normal budget for education but which are important for the monitoring and evaluation of learning in schools.

Rooms for Expansion of National Assessment and Examinations

WAEC Rooms for Expansion of Assessment and Exams	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
New construction per annum (average for the period)	2	2	2	2	2	2	2	2	2	2	2
Total cost per annum (\$USm)	0.12	0.12	0.12	0.12	0.12	0.13	0.13	0.13	0.14	0.14	0.14

With increased enrollment at all levels of the school system, an increase in the number of national examination candidates is expected. Additionally, the MOE intends to establish a system of national assessment that would measure learning and the quality of education being provided in the schools. Both of the foregoing would result in a number of challenges for the national examination body. One challenge would be in terms of space and facilities to handle the additional work. In order to address the space and a small part of the facilities constraints, the construction of suitably furnished additional examination rooms is proposed. The table above shows the average number of rooms to be built annually over the period 2010 to 2020 and the associated cost. Since the largest number of examination candidates is expected to come from primary schools, the cost of this intervention has been included under the total expenditure for primary education.

MOE Institutional Capacity Building through Short-Term In-Country Training

Capacity Building (Central and Decentralized Levels)	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Number of short term internal trainees / year	182	182	182	182	182	182	182	182	182	182	182
Total cost per annum (US\$m)	2.1	2.2	2.4	2.8	3.2	3.7	4.2	4.8	5.5	6.4	7.3

The District Education Officers (DEOs) and their Supervising Principals (SPs) play very important roles in the monitoring and evaluation framework of the MOE. They reportedly visit every school in their respective districts at least once every 2-3 months. They forward reports to the MOE Headquarters on their activities on a regular basis. An examination of these reports indicates that all DEOs require additional training in monitoring and evaluation and the use of standard reporting templates. The need for training is made even more urgent by the intention to use DEOs to an even greater extent to collect reliable data to be used for school census purposes. The training given would be part of an overall capacity building program for senior MOE personnel. It would provide the DEOs with much needed additional expertise and increase their self-esteem and confidence in dealing with the heads of schools and their colleagues at HQ.

As much of the capacity building of MOE personnel will impact greatly on education at the primary level, this intervention has been included under total expenditure for primary education.

In the consultations that have taken place for the drafting of this document and the Country Status Report on Education, it has become apparent that a number of the challenges confronting education result from inadequate attention being given to monitoring and evaluation and an inability / unwillingness to take appropriate corrective measures. A continuation of the same trend will result in most of the objectives and targets given in this document remaining unachieved. The MOE therefore intends to give greater attention the whole matter of monitoring and supervision, making changes as necessary and providing the required capacity building of staff.

Chapter 12

Trade-offs, Financing and Fiscal Sustainability

12.0 Introduction

In the preceding chapters, the various sub-sectors and areas of education existing at the time of drafting this document have been described, analyzed and policy recommendations, possible strategies and necessary actions have been itemized. In this chapter, the trade-offs that have had to be made to arrive at the chosen scenarios are re-capped and their appropriateness in the current context briefly presented. The comparative sustainability of the different scenarios and the extent to which the chosen scenario demonstrates progress towards meeting FTI benchmarks, as appropriate, its cost and financing gaps are all presented below.

12.1 The Trade-Offs

As already indicated in an earlier chapter, four scenarios were built up from the trend of discussions held with various groups during preliminary ESP consultations. Some individuals and groups consulted appeared to be relatively satisfied with the status quo – this led to the development of the ‘no change’ scenario, others expressed dismay at the low quality of the system and wanted a significant increase in the funding for education together with very limited further expansion – this led to the development of the ‘quality’ scenario. For many consulted, dismay was expressed at the fact that a large number of individuals appeared to be excluded from the system and wanted access expanded, even if it was to be at the expense of quality – this led to the development of the ‘access’ scenario. Finally, some individuals believed that it need not be a case of ‘quality’ versus ‘access’ but that it was possible through strategic choices to have some elements of both – this led to the development of the ‘moderate’ scenario.

Within each scenario, informed choices had to be made at the various sub-levels cognizant of the likely effects of policy decisions advocated in this document, ongoing and planned programs and the prevailing situation ‘on the ground’.

For the purpose of highlighting the kind of trade-offs that have had to be made, selected parameters for the pre-primary, primary and senior high school levels are presented below. These were arrived at using a set of assumptions reflective of the different views indicated earlier. After a choice was made of the scenario to adopt, further work was done on the simulation model to update the macro-economic data and to make adjustments reflective of suggestions made by interested parties. Thus some of the numbers for the chosen (moderate) scenario in this section differ from those in subsequent sections which are based on the version of the model used to cost this plan. This is because the tables below are intended to show the actual information on which the choice of scenario to adopt was made.

Table 12.1.1: Projections for 2012

Item/Activity Description	Baseline	Scenarios			
	2007-2008	Moderate 2012	No Change 2012	Access 2012	Quality 2012
Pre-Primary					
Gross Enrollment Ratio (GER)	141%	116%	141%	127%	116%
Total enrollment	491,564	441,353	538,063	485,855	441,353
% of pupils in public and community	76%	67%	76%	81%	67%
Unit cost per pupil as a multiple of GDP / Capita	0.05	0.10	0.05	0.10	0.13
Total recurrent spending on preschool (in millions of LDs)	311	938	642	1,222	1,259

Primary					
GER (Check)	94%	100%	94%	100%	100%
Total enrolment	539,887	634,231	596,859	634,231	634,231
% of pupils in public and community	70%	73%	70%	77%	72%
ALP Enrollment	75,820	104,733	119,956	107,154	107,154
Unit cost per pupil (in per capita GDP unit)	0.07	0.17	0.19	0.17	0.19
Total recurrent spending (millions of LDs)	414	2,493	2,429	2,612	2,701
Grade 1 (GIR)	113%	106%	113%	106%	106%
Grade 6 (Proxy Completion rate)	62.0%	83.7%	62.0%	83.7%	83.7%
Prim Pupil teacher ratio (public)	49	46	49	46	44
Junior High School					
GER	42%	58%	42%	59%	58%
Total enrolment	102,642	157,160	113,892	158,551	157,160
% of pupils in public and community	47%	50%	47%	56%	48%
Unit cost per pupil (in per capita GDP unit)	0.16	0.20	0.24	0.21	0.23
Total recurrent spending (millions of LDs)	122	491	392	591	528
Transition rate (Prim --> JHS)	71%	73%	71%	75%	73%
Access Rate - JH1	44%	61%	44%	62%	61%
Survival rate	79.7%	83.1%	79.8%	79.8%	83.1%
JH3 (Proxy Completion Rate)	35.2%	50.5%	35.2%	49.8%	50.5%
Senior High School					
GER	26%	37%	26%	37%	38%
Total enrolment	55,600	97,259	66,296	97,122	99,370
% of pupils in public and community	34%	39%	34%	39%	37%
Unit cost per pupil (in per capita GDP unit)	0.20	0.29	0.30	0.29	0.33
Total recurrent spending (millions of LDs)	60	345	204	344	379
Transition rate (JHS --> SHS)	75%	77%	75%	78%	78%
Access Rate - SH1	26%	39%	26%	39%	40%
Survival rate	80%	83%	80%	82%	83%
SH3 (Proxy Completion Rate)	21%	32%	21%	32%	33%

Table 12.1.2: Projections for 2015

Item/Activity Description	Scenarios			
	Moderate	No Change	Access	Quality
	2015	2015	2015	2015
Pre-Primary				
Gross Enrollment Ratio (GER)	97%	141%	117%	97%
Total enrollment	394,690	575,802	478,031	394,690
% of pupils in public and community	61%	76%	84%	61%
Unit cost per pupil as a multiple of GDP / Capita	0.14	0.05	0.14	0.20
Total recurrent spending on preschool (in millions of LDs)	1,188	775	1,947	1,711
Primary				
GER (Check)	104%	94%	104%	104%
Total enrolment	715,131	645,364	715,131	715,131
% of pupils in public and community	76%	70%	82%	73%
ALP Enrollment	99,511	129,912	100,646	100,646
Unit cost per pupil (in per capita GDP unit)	0.20	0.23	0.19	0.23
Total recurrent spending (millions of LDs)	3,739	3,620	3,976	4,312
Grade 1 (GIR)	100%	113%	100%	100%
Grade 6 (Proxy Completion rate)	100%	62%	100%	100%
Prim Pupil teacher ratio (public)	44	49	44	41
Junior High School				
GER	71%	42%	72%	71%
Total enrolment	207,077	123,629	210,125	207,077
% of pupils in public and community	52%	47%	63%	49%
Unit cost per pupil (in per capita GDP unit)	0.21	0.27	0.21	0.25
Total recurrent spending (millions of LDs)	772	545	977	894
Transition rate (Prim --> JHS)	73%	71%	77%	73%

Access Rate - JH1	73%	44%	77%	73%
Survival rate	86%	80%	80%	86%
JH3 (Proxy Completion Rate)	63%	35%	61%	63%
Senior High School				
GER	47%	26%	47%	49%
Total enrolment	133,810	71,870	133,400	138,814
% of pupils in public and community	43%	34%	43%	40%
Unit cost per pupil (in per capita GDP unit)	0.29	0.30	0.29	0.36
Total recurrent spending (millions of LDs)	594	252	592	710
Transition rate (JHS --> SHS)	78%	75%	81%	81%
Access Rate - SH1	49%	26%	50%	51%
Survival rate	86%	80%	83%	86%
SH3 (Proxy Completion Rate)	42%	21%	41%	44%

As is apparent from the tables above, every attempt was made to keep the differences between the scenarios to the minimum so that they can be credible alternatives. Even so, the resulting differences in total recurrent costs have in some instances been marked. Sometimes the unit costs are almost identical, suggesting similar quality inputs but the suggestion of a quality difference is indicated in parameters such as the survival rate and, when enrollment is identical, the completion rate. At the same time, it should be noted that transition, access, survival and completion rates are all affected by ability to meet associated costs but transition and access rates tend to be more greatly affected and are also affected by availability of places.

The levels in the above tables are all related. In particular, the enrollment numbers in the junior high and senior high school levels are related to the numbers estimated to be completing the preceding levels. This explains part of the noted enrollment differences between scenarios in moving from one level to another.

It is worth noting that even for the ‘no change’ scenario significant increases in total recurrent expenditure is projected. This is simply a consequence of the projected increase in enrolled students, even though the GER is staying constant, and the associated costs in terms of remuneration for teachers, more subsidies and grants, etc.

In instances where unit cost is almost identical for two or more scenarios, the lower the survival and completion rates, the greater the suggestion of inefficiency.

The tables and levels shown clearly indicated that improving quality can be as expensive and is sometimes even more expensive than increasing quantity. They also show that it is possible to make reasonable increases in enrolment and improve quality at the same time at costs less than those for assuming more extreme positions in terms of student numbers or improved quality. The GOL has chosen to go by the route for which trade-offs have been made in terms of student enrolment and increased per student expenditure. At the same time, cognizance has been taken of the fact that an important national and international objective is to move towards achievement of universal access **and** completion of primary education by 2015. Further, the chosen scenario addresses and goes beyond every aspect of the education component of the Poverty Reduction Strategy. It focuses on a balance between improving quality and increasing access through getting more students of the right age admitted to the various levels of schooling, improved survival and completion rates, a greater percentage of trained teachers, lower pupil to textbooks ratios, improved teaching and learning and health environments, improved teacher remuneration, etc.

12.2 Sustainability of Scenarios Relative to FTI Benchmark for Primary Education

At the end of the day, an important concern for the GOL is the sustainability of the route chosen in terms of available financial resources. At the same time, it has been estimated that achievement and sustenance of universal access and completion of primary education may not be possible in developing countries if the allocation of funding to primary education falls below a given range. These benchmarks have been used to estimate the sustainability of the four scenarios as shown in the table below.

Table 12.2.1 – Potential Sustainability of Scenarios by 2015 Relative to FTI and Sustainability Benchmarks

Parameter	Scenarios				FTI Benchmark	Sustainability Benchmark Employed
	Moderate	No Change	Access	Quality		
	2015	2015	2015	2015		
Total recurrent spending on education as % of GDP	4.9%	4.3%	6.4%	6.7%	2.8 - 3.6%	<5.5%
Share of Primary Education in Overall Spending (%)	53	62	47	48	50%	>45%
Potentially Sustainable?	Yes	Yes	No	No		

Source: Author's computations from supporting simulation model scenarios

The table above indicates that both the 'access' and 'quality' scenarios are potentially unsustainable because of the large recurrent expenditures by 2015. These expenditures are equal to a percentage of the GDP that is far above the FTI benchmark and an agreed potentially sustainable benchmark. Both the 'moderate' and 'no change' scenarios are potentially sustainable, however, in the case of the latter, this is a consequence of sacrificing improvements in quality relative to the status quo in 2008, starving the non-primary levels of much needed funds and keeping the budgetary allocation to education constant at just 11.4% instead of working towards the benchmark of 20%. Allocating just 38% of the overall spending on education to all of the non-primary levels is a recipe for problems.

12.3 Sustainability of Chosen Scenario (using latest available macro-economic data of IMF)

Table 12.3.1: Details of Chosen Scenario

Level/Area - Summary (US\$m)	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Primary													
Primary school	6.6	8.6	14.3	17.3	21.9	28.1	35.7	45.0	51.7	60.5	71.6	85.4	102.4
Pre-service teacher training	1.1	1.1	1.1	1.1	1.3	1.5	1.7	1.9	2.2	2.5	2.9	3.3	3.8
In-service teacher training	0.0	0.0	0.2	0.2	0.2	0.2	0.3	0.3	0.3	0.4	0.4	0.5	0.6
Total Primary	7.7	9.7	15.6	18.7	23.3	29.8	37.6	47.2	54.3	63.4	74.9	89.2	106.8
Other Levels													
Preschool	5.0	5.5	5.8	6.3	7.2	8.4	9.8	11.2	12.7	14.2	15.8	17.3	18.8
Junior High School	2.0	2.1	3.3	3.8	4.6	5.7	7.1	8.8	10.8	13.3	16.4	20.1	24.6
Pre-service teacher training	0.6	0.6	0.6	0.6	0.7	0.8	0.9	1.0	1.2	1.4	1.6	1.8	2.1
In-service teacher training	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
Total JHS	2.5	2.7	3.9	4.4	5.3	6.5	8.1	9.9	12.1	14.8	18.1	22.0	26.8
Senior High School	1.0	1.3	2.4	2.8	3.4	4.3	5.5	6.9	8.6	10.7	13.4	16.6	20.7
Technical & Vocational Centers	0.0	0.3	0.5	0.6	0.8	1.0	1.3	1.7	2.1	2.6	3.2	4.0	4.9
Literacy & Non-Formal Education	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Higher Education and Research	3.5	4.3	4.8	5.5	6.7	8.4	10.5	13.0	16.1	19.9	24.6	30.3	37.3
Total Other Levels	12.0	14.1	17.4	19.7	23.4	28.7	35.1	42.6	51.6	62.3	75.0	90.2	108.4
Total	19.8	23.8	33.0	38.3	46.8	58.5	72.7	89.8	105.9	125.7	149.9	179.5	215.2
Total Recurrent spending on education as a % of GDP	2.5%	2.8%	3.7%	4.0%	4.2%	4.5%	4.7%	4.9%	4.9%	5.0%	5.0%	5.1%	5.2%
Summary (%)													
Primary	39.2	40.9	47.2	48.7	49.9	50.9	51.8	52.5	51.3	50.4	50.0	49.7	49.6
Other levels	60.8	59.1	52.8	51.3	50.1	49.1	48.2	47.5	48.7	49.6	50.0	50.3	50.4

The preceding table shows the projected trend in expenditure for the different levels and areas of education covered by this document. It also shows the projected trend in expenditure as a percentage of GDP as well as the trend in the percentage of the funding for education allocated to the primary level. It follows that the table gives an indication of the likely sustainability of the scenario for the period covered by the sector plan.

While the projected trend in recurrent expenditure in the table above may appear high, it is worth noting that it reflects a gradual increase in the percentage of the budget going to education as progress is made towards achieving the FTI benchmark as shown below.

Table 12.3.2 – Trend in % of Domestically Generated Resources Allocated to Education 2010 – 2020

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Education share of budget, total (%) Defined as public recurrent spending on education as % of total public recurrent spending	14.2%	14.9%	15.6%	16.4%	17.1%	17.8%	18.5%	19.2%	20.0%	20.0%	20.0%

Source: Author's computations from supporting simulation model scenarios

As already indicated in other chapters and earlier sections of this chapter, the projections for 2015 onwards are likely to change when new projections from the IMF become available and these are fitted into the simulation model supporting this plan.

12.4 The Chosen Scenario and the FTI Benchmarks

The FTI benchmarks are based on lessons learned across countries for the acceleration of UPC. Given the fact that Liberia has relatively recently emerged from a devastating internal conflict that lasted over a decade and given the context of education in Liberia (e.g. its history of significant involvement of private proprietors in the provision of education and significant under-funding of education) some of the benchmarks may not be particularly appropriate for the country at the time of drafting this document and meeting some of the benchmarks by 2015 will not be possible. The table below summarizes the current situation relative to the FTI Benchmarks.

Table 12.4.1 – Current Situation Relative to FTI Benchmarks

Indicators	Current Value		Comments
	2008 (Real)	2010 (Est. + Projected)	
LEARNING OUTCOMES			
Proportion of students who, after two years of primary schooling, demonstrate sufficient reading fluency and comprehension to 'read to learn'			100% is the goal. Countries agree on incremental increases to achieve that goal at national level
Total	n/a	n/a	
Girls	n/a	n/a	
Boys	n/a	n/a	
Proportion of students who are able to read with comprehension by the end of primary school, according to national curricular goals.			100% is the goal. Countries agree on incremental increases to achieve that goal at national level
Total	n/a	n/a	
Girls	n/a	n/a	
Boys	n/a	n/a	
RESOURCE MOBILIZATION			
Minimum public domestically-generated revenues as % of GDP	25%	32%	
Education share of budget, total (%) Defined as public recurrent spending on education as % of total public recurrent spending	11.4%	14%	20% is an average for some successful countries

Indicators		Current Value		Comments
Primary education share of education budget, total (%) Defined as public recurrent spending on primary education as % of total public recurrent spending on education, including grants		39%	41%	42-64% is an average for some successful countries
STUDENT FLOWS				
Intake into first grade	Total	113%	109%	100% by 2010 is the EFA goal. Annual targets on reaching that goal are agreed at national level
	Girls	109%	106%	
	Boys	117%	112%	
Primary completion rate	Total	62%	68%	100% by 2015 is the EFA/ MDG 2 goal. Annual targets on reaching that goal are agreed at national level
	Girls	57%	64%	
	Boys	67%	72%	
% repeaters among primary school pupils	Total	7%	6%	10% or less is recommended to achieve EFA
	Girls	7%	6%	
	Boys	6%	6%	
SERVICE DELIVERY				
Pupil-teacher ratio in publicly-financed primary schools		49	47	40:1 or less is recommended to achieve EFA
Average annual salary of primary school teachers as a multiple of GDP per capita		2.5	5	3.5 is an average for some successful countries
Recurrent spending on items other than teacher remuneration as % of total recurrent spending on primary education		54%	31%	33% is an average for some successful countries
Annual instructional hours		850	875	850-1000 annual instructional hours are observed international norms

The table above does not show the projected changes in the indicators for the lifetime of the plan. This is shown in the table below.

Table 12.4.2 – Projected Trend in Selected Parameters Relative to FTI Benchmarks for Chosen Scenario

Indicators	Base Year	Year												FTI
	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Bench
Recurrent Cost of Service Delivery Overall(US\$m)	19.8	23.8	33.0	38.3	46.8	58.5	72.7	89.8	105.9	125.7	149.9	179.5	215.2	
Domestically-generated revenues as % of GDP	25.2%	24.6%	31.9%	30.9%	28.4%	28.1%	28.4%	28.4%	28.4%	28.4%	28.5%	28.5%	28.5%	14-18%
Recurrent spending on education as % of GDP	2.5%	2.8%	3.7%	4.0%	4.2%	4.5%	4.7%	4.9%	4.9%	5.0%	5.0%	5.1%	5.2%	2.8-3.6%
#Education share of budget, total (%) Defined as public recurrent spending on education as % of total public recurrent spending	11.4%	12.1%	14.2%	14.9%	15.6%	16.4%	17.1%	17.8%	18.5%	19.2%	20.0%	20.0%	20.0%	approx 20%
Share of Primary Education in Overall Spending (%)	39%	40%	41%	42%	43%	44%	45%	45%	46%	47%	48%	49%	50%	approx 50%
Grade 1 (GIR)	113%	111%	109%	107%	106%	104%	102%	100%	100%	100%	100%	100%	100%	100%
Grade 1 (GIR) - Boys	117%	115%	112%	110%	107%	105%	102%	100%	100%	100%	100%	100%	100%	100%
Grade 1 (GIR) -Girls	109%	107%	106%	105%	104%	102%	101%	100%	100%	100%	100%	100%	100%	100%
Grade 6 (Proxy Completion rate)	62%	65%	68%	71%	75%	78%	81%	84%	87%	90%	94%	97%	100%	100%
Grade 6 (Proxy Completion rate) - Boys	67%	70%	72%	75%	78%	81%	83%	86%	89%	92%	94%	97%	100%	100%

Indicators	Base Year	Year												FTI
	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Bench
Grade 6 (Proxy Completion rate) - Girls	57%	61%	64%	68%	71%	75%	79%	82%	86%	89%	93%	96%	100%	100%
Ave annual salary of primary teacher as multiple of GDP per capita	2.5	2.9	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	3.5
*Spending on inputs other than teachers as % of total recurrent spending	54%	46%	31%	31%	31%	31%	31%	31%	31%	30%	30%	30%	30%	33%
Prim Pupil teacher ratio (public)	49	48	47	47	46	45	44	44	43	42	41	41	40	approx 40
Repetition Rate	7%	7%	6%	6%	5%	5%	5%	4%	4%	3%	3%	2%	2%	10% or less
Repetition Rate - Girls	7%	7%	6%	6%	5%	5%	5%	4%	4%	3%	3%	2%	2%	10% or less
Repetition Rate - Boys	6%	6%	6%	5%	5%	5%	4%	4%	3%	3%	3%	2%	2%	10% or less
Annual Hours of Instruction (ave - single and double shift)	850	863	875	888	900	913	925	938	950	963	975	988	1000	850 or more
% of pupils in private schools	30%	29%	28%	27%	27%	26%	25%	24%	23%	22%	22%	21%	20%	10% or less

Financing Gap for Recurrent Costs (US\$ m)

Primary			-0.7	-1.8	-4.3	-5.9	-7.1	-8.7	-5.8	-2.6	1.2	5.9	11.9
Other			4.0	3.7	2.1	2.1	2.9	3.5	4.4	5.5	6.8	8.4	10.4
Total			3	2	-2	-4	-5	-6	-2	4	10	19	31

#Note that new numbers for 2010 have recently been made available by the Budget Bureau and although used in the table above are undergoing further checks before inputting into the simulation model.

*Note the significant change caused by the increase in teacher salaries in 2010. This is being re-computed with real numbers from the budget bureau and will be updated as soon as the numbers are made available.

The above table shows that, if the plan is fully implemented, it should be possible to arrive at or get very near to the majority of the FTI benchmarks between 2015 and 2020. The recurrent spending on education as a percentage of the GDP is higher than the benchmark even by 2020 largely because of the input that has had to be made to get education out of the abyss it had fallen into as a consequence of the civil war.

12.5 The Cost of the Chosen Scenario and its Financing

Full Cost

Table 12.5.1: Allocated Funds and Expenditures (US\$m)

Pre-Primary	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total GOL Funds	8.77	9.49	10.26	12.30	15.00	18.05	21.67	25.95	31.00	36.94	43.93
Recurrent Expenditure	5.83	6.32	7.22	8.43	9.76	11.17	12.66	14.20	15.76	17.30	18.76
Capital - Expansion	0.06	0.06	0.06	0.06	0.06	0.06	0.06	0.07	0.07	0.07	0.07
Capital - Upgrading	7.33	7.07	6.84	6.63	6.45	6.27	6.12	5.98	5.87	5.79	5.74
Total Expenditure	13.22	13.45	14.11	15.13	16.26	17.50	18.84	20.25	21.70	23.16	24.57
Primary											
Total Funds	14.87	16.85	19.07	23.92	30.54	38.50	48.42	60.76	76.10	95.14	118.73
Recurrent Expenditure	15.60	18.67	23.33	29.78	37.63	47.19	54.25	63.40	74.92	89.23	106.83
Capital - Expansion	10.63	10.81	10.91	11.09	11.29	11.49	11.69	11.91	12.12	12.35	12.58
Capital - Upgrading	13.30	13.74	14.35	15.14	16.01	16.97	18.11	19.36	20.74	22.27	23.96
Total Expenditure	39.52	43.22	48.60	56.01	64.93	75.64	84.05	94.66	107.79	123.85	143.37
Junior High School											
JHS Funds	4.92	5.60	6.35	7.99	10.23	12.94	16.31	20.52	25.76	32.28	40.37
Recurrent Expenditure	3.93	4.44	5.31	6.55	8.06	9.89	12.12	14.81	18.06	22.00	26.76
Capital - Expansion	5.38	5.48	5.54	5.64	5.75	5.86	5.97	6.09	6.20	6.32	6.44
Capital - Upgrading	5.53	3.31	3.38	3.48	3.61	3.34	3.95	4.19	4.50	4.91	23.42
Total Expenditure	14.84	13.22	14.23	15.67	17.42	24.09	22.04	25.08	28.76	33.24	56.63
Senior High School											
SHS Funds	1.89	2.17	2.48	3.15	4.06	5.17	6.56	8.31	10.49	13.22	16.62
Recurrent	2.44	2.82	3.45	4.35	5.47	6.86	8.58	10.71	13.35	16.63	20.67
Capital - Expansion	7.26	7.40	7.49	7.64	7.79	7.95	8.11	8.28	8.44	8.61	8.79
Capital - Upgrading	4.64	4.73	4.79	4.89	4.99	5.09	5.20	5.31	5.42	5.53	5.64
Total Expenditure	14.33	14.95	15.74	16.87	18.25	19.90	21.89	24.29	27.21	30.77	35.11
TVET											
TVET Funds	0.30	0.46	0.65	0.98	1.44	2.05	2.85	3.92	5.32	7.14	9.50
Recurrent	0.45	0.58	0.76	1.02	1.33	1.71	2.11	2.61	3.21	3.95	4.85
Capital - Expansion	0.71	0.72	0.73	0.74	0.76	0.78	0.79	0.81	0.83	0.84	0.86
Capital - Upgrading	1.53	1.28	1.32	1.36	1.42	1.48	1.54	1.99	1.69	1.78	1.87
Total Expenditure	2.69	2.58	2.81	3.12	3.51	3.97	4.45	5.40	5.73	6.57	7.58
Literacy + NFE											
Lit + NFE Funds	0.03	0.05	0.07	0.11	0.17	0.25	0.35	0.48	0.66	0.89	1.19
Recurrent	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01	0.01
Capital	3.56	3.71	3.88	4.08	4.29	4.53	4.78	5.06	5.37	5.72	6.10
Total Expenditure	3.57	3.72	3.89	4.09	4.30	4.54	4.79	5.07	5.38	5.73	6.11
Higher Education + Res											
HE + Res Funds	5.52	5.63	5.69	6.32	7.07	7.70	8.23	8.56	8.59	8.18	7.12
Recurrent	4.76	5.49	6.69	8.38	10.45	13.00	16.12	19.95	24.62	30.34	37.31
Capital - Expansion	0.59	0.61	0.61	0.63	0.64	0.65	0.67	0.68	0.70	0.71	0.72
Capital - Upgrading	0.42	0.29	0.30	0.43	0.31	0.32	0.45	0.33	0.34	0.47	0.35
Total Expenditure	5.77	6.39	7.60	9.44	11.40	13.97	17.24	20.96	25.66	31.52	38.39
ALL											
GOL Funds	36.31	40.26	44.59	54.78	68.52	84.65	104.39	128.50	157.92	193.78	237.45
Donor Funds	26.53	26.53	26.53	26.53	26.53	26.53	26.53	26.53	26.53	26.53	26.53
Recurrent	33.01	38.32	46.77	58.51	72.71	89.83	105.85	125.68	149.95	179.46	215.19
Capital - Expansion	24.62	25.07	25.35	25.80	26.29	26.79	27.30	27.82	28.36	28.91	29.46
Capital - Upgrading	36.31	34.14	34.86	36.02	37.08	42.99	40.15	42.22	43.93	46.47	67.09
Total Expenditure	93.94	97.53	106.98	120.33	136.07	159.60	173.30	195.72	222.24	254.84	311.75

The preceding table summarizes the projection of funds and expenditures under the scenario for all relevant levels and areas for the period 2010 to 2020.

Teacher education is not shown in the preceding table because the costs of both pre-service and in-service teacher training have been included under primary or junior high school costs as appropriate. For reference purposes, the costs involved are shown in the table below.

Table 12.5.2: Teacher Training Costs

Primary Teacher Training Costs (US\$m)	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Number of Pre-Service Primary Teachers To Be Trained	941	941	941	941	941	941	941	941	941	941	941
Cost of Primary Pre-Service Training	1.1	1.1	1.3	1.5	1.7	1.9	2.2	2.5	2.9	3.3	3.8
Number of Week Long In-Service Primary Teachers	651	651	651	651	651	651	651	651	651	651	651
Cost of Primary In-Service Training	0.2	0.2	0.2	0.2	0.3	0.3	0.3	0.4	0.4	0.5	0.6
Number of Distance Primary Teachers	255	255	255	255	255	255	255	255	255	255	255
Cost of Primary Distance Training	0.3	0.3	0.4	0.4	0.5	0.5	0.6	0.7	0.8	0.9	1.1

JHS Teacher Training Costs (US\$m)	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Number of Pre-Service JHS Teachers To Be Trained	510	510	510	510	510	510	510	510	510	510	510
Cost of JHS Pre-Service Training	0.6	0.6	0.7	0.8	0.9	1.0	1.2	1.4	1.6	1.8	2.1
Number of Week Long In-Service JHS Teachers	147	147	147	147	147	147	147	147	147	147	147
Cost of JHS In-Service Training	0.0	0.0	0.0	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
Number of Distance JHS Teachers	39	39	39	39	39	39	39	39	39	39	39
Cost of JHS Distance Training	0.0	0.0	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.2

The uniform numbers of teachers projected to be trained annually is a consequence of distributing the projected total teacher needs for the period covered by the plan and arriving at an annual average. It does not necessarily mean that those exact numbers will be trained every year. Further, the actual numbers of teachers to be trained will be determined by the enrollment and the pupil- to-teacher ratio. The high teacher training costs shown above are a consequence of the high residential unit costs in the baseline year of 2008. Should the MOE be prepared to make some hard choices it would be possible to reduce the unit cost and hence overall expenditure. If the unit cost is reduced it will be entered in the simulation model and the new picture obtained.

Short Term Costs

Table 12.5.3: Short Term Funds and Expenditure for All Levels

ALL LEVELS	2010	2011	2012	Total
GOL Funds	36.31	40.26	44.59	121.2
Donor Funds	34.85	34.85	34.85	104.5
Recurrent	33.01	38.32	46.77	118.1
Capital - Expansion	24.62	25.07	25.35	75.0
Capital - Upgrading	36.31	34.14	34.86	105.3
Total Expenditure	93.94	97.53	106.98	298.5

The breakdown of short term GOL and donor funding into investment and recurrent funding are estimated as follows:

Table 12.5.4: Short Term Funding for All Levels in Recurrent and Investment Terms

ALL LEVELS	2010	2011	2012
GOL Recurrent	30.3	34.2	37.9
Donor Recurrent	2.0	3.0	6.2
GOL Investment	6.0	6.0	6.7
Donor Investment	32.8	31.8	28.6

Medium Term Costs

Table 12.5.5: Medium Term Funds and Expenditure for All Levels

ALL LEVELS	2010	2011	2012	2013	2014	2015	Total
GOL Funds	36.31	40.26	44.59	54.78	68.52	84.65	329.1
Donor Funds	34.85	34.85	34.85	34.85	34.85	34.85	209.1
Recurrent	33.01	38.32	46.77	58.51	72.71	89.83	339.2
Capital - Expansion	24.62	25.07	25.35	25.80	26.29	26.79	153.9
Capital - Upgrading	36.31	34.14	34.86	36.02	37.08	42.99	221.4
Total Expenditure	93.94	97.53	106.98	120.33	136.07	159.60	714.5

The breakdown of medium term GOL and donor funding into investment and recurrent funding are estimated as follows:

Table 12.5.6: Medium Term Funding for All Levels in Recurrent and Investment Terms

ALL LEVELS	2010	2011	2012	2013	2014	2015
GOL Recurrent	30.3	34.2	37.9	46.6	58.2	72.0
Donor Recurrent	2.0	3.0	6.2	6.2	6.2	6.2
GOL Investment	6.0	6.0	6.7	8.2	10.3	12.7
Donor Investment	32.8	31.8	28.6	28.6	28.6	28.6

The tables above show the projected total GOL allocation and donor support for education in the short and medium terms as well as the associated expenditures. All these numbers will be reviewed and updated as actual numbers and more reliable projections become available. The donor funding has been estimated based on information from partners to government. The annual expenditures are likely to differ from those shown. Since the exact funding for each year was not available the amount from each partner has been averaged and a total obtained. No partner could provide an estimate beyond 2011/2012 and a projection has been based on the information provided.

Financing of the plan is envisaged to come from three main sources, the Government, households and external agencies/partners. Household expenditure in terms of uniforms and shoes, transport fares, miscellaneous learning materials not provided by the government, etc. is not 'costed' in the simulation model but is a significant amount as indicated in the introductory chapters. Successful implementation of the plan should result in an appreciable reduction of household expenditure on education but not its complete removal.

Funds from the government are projected in the simulation model underpinning this document to gradually increase over the years covered by the plan towards a benchmark of 20% of domestically generated revenues allocated to education by 2020. This is in line with recent budgetary trends reflecting the priority given to education by the general public during the Poverty Reduction Strategy (PRS) consultations in

2007/08. Scaling up of government financing is possible if implementation of clauses in existing legislation take place. For example, the Section 4.8 of the Education Law states “a minimum total of two thousand acres (2,000) acres of town and farm lands in each county of the Republic of Liberia shall be conveniently located and appropriated free of charge to the support of public schools through utilization or cultivation and investment.” This has not been implemented according to the report of senior MOE personnel. Additionally, Section 5.22 of the same law itemizes financial resources that have to be made available “in order to ensure that the Education Sector Master Plan receives maximum funding...” Significant resources can be made available for the sector and implementation of the plan if the government acts on just the two sections/clauses quoted as examples.

Donor/Partner financing (including the catalytic fund from the FTI) is expected to largely go towards funding activities not covered by government funds and bridging the financing gap on a short to long term basis while the government works towards increasing its domestically generated resources allocated to education and significantly reducing if not completely bridging the gap. A problem with most partners being able to project for medium / long term receipt of funds meant that they could only provide estimates for the period 2010 to 2012 at best and projections have had to be done by the authors for the remaining years up to 2020.

12.6 The Financing Gap and Dependency Ratio

Table 12.6.1: Recurrent and Investment Gap for All Levels Given GOL Funding Only

All Levels Gap GOL Only	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Recurrent Gap	2.7	4.1	8.9	11.9	14.5	17.9	17.1	16.5	15.7	14.7	13.4
Investment Gap Only	54.9	53.2	53.5	53.6	53.1	57.1	51.8	50.8	48.6	46.3	60.9

Table 12.6.2: Recurrent and Investment Gap for All Levels Given GOL and Donor Funding

All Levels Gap GOL + Donors	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Recurrent Gap	0.7	1.1	2.6	5.7	8.2	11.6	10.9	10.2	9.5	8.5	7.1
Investment Gap GOL + Donors	22.1	21.3	24.9	25.0	24.5	28.5	23.2	22.1	20.0	17.7	32.3

The table above shows the financing gaps for the years 2010 to 2020. An indication of the accuracy of these estimates would become apparent as IMF projections for GDP and domestically generated revenues for the years concerned become available.

Short Term Gap

Table 12.6.3: Total Short Term Gap for All Levels Given GOL and Donor Funding

All Levels Gap GOL + Donors	2010	2011	2012	Total
Recurrent Gap	0.7	1.1	2.6	4.5
Investment/Capital Gap	22.1	21.3	24.9	68.3
Total Gap - GOL + Donors	22.8	22.4	27.5	72.8

The financing gap in the short term i.e. for the years 2010 to 2012 is shown in the table above. It is worth noting that the recurrent gap (US\$4.5 million) is much less than the investment/capital gap (US\$68.3 million). In fact, the recurrent financing gap is only 6% of the total gap for the period.

Medium Term Gap

Table 12.6.4: Total Medium Term Gap for All Levels Given GOL and Donor Funding

All Levels Gap GOL + Donors	2010	2011	2012	2013	2014	2015	Total
Recurrent Gap	0.7	1.1	2.6	5.7	8.2	11.6	30.1
Investment/Capital Gap	22.1	21.3	24.9	25.0	24.5	28.5	146.2
Total Gap - GOL + Donors	22.8	22.4	27.5	30.7	32.7	40.1	176.3

The financing gap in the medium term i.e. for the years 2010 to 2015 is shown in the table above. The recurrent gap (US\$30.1 million) is significantly less than the investment/capital gap (US\$146.2 million) and constitutes just 17% of the total gap. The investment/capital gap needs to be bridged as, without the funds, needed classrooms, libraries, textbooks etc. cannot be provided.

Dependency Ratio

In this plan, the dependency ratio is measured as the ratio of the recurrent financing gap resulting from use of government funding only to the recurrent expenditure for the level concerned expressed as a percentage. The assumption is that the gap will be bridged through external assistance and therefore provides an indication of the extent to which there is dependency on external funding for education.

Table 12.6.5: Dependency Ratio for All Levels

Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Overall Dependency	8%	11%	19%	20%	20%	20%	16%	13%	10%	8%	6%

The table above shows the overall dependency ratio to be steady between 2012 and 2015 and then to decrease from 2016 to 2020. The decrease in dependency after 2015 is worth noting and very encouraging.

12.7 The Financing Gap for Which FTI Funds are Sought and Associated Dependency Ratio

The Education Law calls for all citizens to have “basic education as a human right”. Basic education is defined in the law as “education up to the 9th grade as well as adult education to include literacy...” It follows that, by the definition, basic education covers primary and junior high school education as well as literacy. This plan targets achievement of MDG and EFA Goal No.2 in terms of a Gross Intake Rate (GIR) of 100% and a Completion Rate of 100% by 2015. For the purpose of the FTI application, the government has taken into account the likely impact of achievement of MDG and EFA Goal No.2 on a system already under tremendous strain and having to manage with very limited resources and decided to seek assistance to bridge the financing gap for basic education. The projected government funding, expenditure and financing gap are presented in the table below.

Table 12.7.1: Pre-Primary, Primary, Junior High and Literacy Funds and Expenditure

Pre-Prim. + Prim. + JHS + Lit	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Funds – GOL	28.6	32.0	35.8	44.3	55.9	69.7	86.7	107.7	133.5	165.2	204.2
Funds - Donors	26.5	26.5	26.5	26.5	26.5	26.5	26.5	26.5	26.5	26.5	26.5
Recurrent Expenditure	25.4	29.4	35.9	44.8	55.5	68.3	79.0	92.4	108.8	128.5	152.4
Investment - Expansion	16.1	16.3	16.5	16.8	17.1	17.4	17.7	18.1	18.4	18.7	19.1
Investment - Upgrading	29.7	27.8	28.4	29.3	30.4	36.1	33.0	34.6	36.5	38.7	59.2
Total Expenditure	71.2	73.6	80.8	90.9	102.9	121.8	129.7	145.1	163.6	186.0	230.7

All of the above numbers are to be re-visited as actual and more reliable IMF GDP and domestically generated revenues projections become available.

Table 12.7.2: Pre-Primary, Primary, Junior High and Literacy Financing Gap

Pre-Prim. + Prim. + JHS + Lit.	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Recurrent Gap	0.0	0.0	1.5	3.1	3.9	5.0	1.3	-3.1	-8.7	-15.9	-25.2
Investment/Capital Gap	16.1	15.0	17.0	16.9	16.5	20.5	15.1	14.0	12.3	10.1	25.1
Total Gap - GOL + Donors	16.0	15.1	18.5	20.0	20.4	25.5	16.4	10.8	3.6	-5.8	-0.1

It is worth noting that the total financing gap is projected to rise to a maximum in 2015 and then to start decreasing fairly rapidly.

Table 12.7.3: Short Term Gap – Pre-Primary, Primary, Junior High and Literacy

Pre-Prim. + Prim. + JHS + Lit.	2010	2011	2012	Total
Recurrent Gap	0.0	0.0	1.5	1.5
Investment/Capital Gap	16.1	15.0	17.0	48.1
Total Gap - GOL + Donors	16.0	15.1	18.5	49.6

The short term financing gap is estimated to be US\$49.6 million of which approximately US\$48.1 million (97%) is an investment gap. Without funds to bridge this gap, the activities detailed in earlier chapters cannot take place and progress towards meeting MDG and EFA Goal No.2 may not occur.

Table 12.7.4: Medium Term Gap – Pre-Primary, Primary, Junior High and Literacy

Pre-Prim. + Prim. + JHS + Lit.	2010	2011	2012	2013	2014	2015	Total
Recurrent Gap	0.0	0.0	1.5	3.1	3.9	5.0	13.5
Investment/Capital Gap	16.1	15.0	17.0	16.9	16.5	20.5	102.1
Total Gap - GOL + Donors	16.0	15.1	18.5	20.0	20.4	25.5	115.6

The medium term financing gap is estimated to be US\$115.6 million of which approximately US\$102.1 million (88%) is an investment gap. Though seemingly large, it is worth noting that much of this gap comes from primary education and represents the gap that must be bridged if Liberia is to approach achievement of MDG and EFA Goal No.2 by 2015. It is also worth noting some of the investment/capital gap not only represents funds needed for infrastructure at the primary level but also infrastructure needed at the JHS level to meet the projected increase in primary school completion rate and Grade 7 intake rate.

Table 12.7.5: Dependency Ratio – Pre-Primary, Primary, Junior High and Literacy

Year	2010	2011	2012	2013	2014	2015
Pre-Primary + Primary + JHS + Literacy Dependency Ratio	8%	10%	15%	16%	14%	13%

The dependency ratio for the combination of Pre-primary, primary and junior high school education together with literacy is small compared to that for the same combination in neighboring Sierra Leone. It is worth noting that dependency is projected to reach a maximum in 2013 after which it starts decreasing.

Table 12.7.6: Dependency Ratio – Primary Education

Year	2010	2011	2012	2013	2014	2015
Primary Education – Dependency Ratio	19%	23%	31%	32%	31%	31%

The dependency ratios shown above for primary education are larger than those for the combination of pre-primary, primary and junior high school education together with literacy. This is not unexpected given the focus on achieving universal access and completion of primary education in this plan. It is worth noting that after 2015, the dependency ratio starts decreasing and is only 6% by 2020. At the same time, the table also suggests that with the projected government funding it is possible for external entities to provide support for the combination without increasing dependency in recurrent terms relative to providing support for primary education alone.

12.8 Management of Donor Financing

To the extent that it is possible, existing in-country donor financing management mechanisms acceptable to the government, FTI and the Supervising Agency for the Catalytic Fund will be employed for donor funds received in support of implementing the sector plan. The government, its partners and the proposed Supervising Agency have considered use of the existing pooled fund mechanism employed for the implementation of the LPERP. However, in the absence of an audit of the pooled fund, it has been concluded that it would be more prudent to proceed with a project financing mechanism for support received from the Catalytic Fund. When the audit of the pooled fund is completed the financing management mechanism in use will be revisited if warranted. Ultimately sectoral financing / targeted budget support is envisioned but that is not feasible at this moment in time. Additional details on the donor financing management mechanism proposed can be found in the project document for the Catalytic Fund application.

12.9 Strengthening and Further Developing Involvement of the Private Sector

Liberia has a history of private provision of education. Private providers of education play a bigger role in Liberia than in neighboring countries. At the post-primary level, private and mission institutions outnumber those provided by the GOL. 21 out of 23 institutions (91%) of higher education recognized by the NCHE are private or mission. In the case of TVET only about 16% of the institutions are public. At the school level, the distribution is as shown in the table below.

Table 12.9.1: Number and Percentage of Schools Belonging to the Different Categories of Proprietors – 2007/08

Type	Pre	% Pre	Prim	% Prim	JHS	% JHS	SHS	% SHS
Public	2,179	55%	2,122	54%	419	36%	78	24%
Private	739	19%	737	19%	363	31%	117	36%
Mission	456	11%	461	12%	262	22%	115	35%
Community	615	15%	605	15%	132	11%	18	5%
All	3,989		3,925		1,176		328	

Data Source: 2007/08 National School Census Report

The preceding chapters have all indicated a need to increase provisions to meet increasing demand. We increasingly believe that the increased provisions need not be coming from the GOL alone but that private and mission providers should also be invited to contribute. In this regard various types of private-public partnerships are possible all of which would result in gains for all. For example, the GOL could be willing to provide funds for the expansion of an existing private/mission school in return for which the school would agree to take a number of non fee paying children of poor families.

12.10 Implementation Framework

Irrespective of the financial management mechanism employed, plan implementation will have to proceed. Based on the experiences of similar post-conflict countries in West Africa studied, a Sector Co-ordination Unit is proposed. This Unit will be headed by a Sector Coordinator assisted by various experts. Details of this Unit, its structure, staffing and responsibilities are provided in an accompanying document.

12.11 Concluding Considerations

This plan has been designed to cover the whole of the education sector and to move beyond the Liberian Primary Education Recovery Program (LPERP). Thus this plan addresses all eight components of the LPERP and more but with a different approach. Notwithstanding this difference in approaches, the ultimate goals remain the same i.e. safer, healthier, more and better quality education for all.

Cognizant of the existence and importance of the Poverty Reduction Strategy (PRS) action has been taken to ensure an alignment between this document and the PRS. In this regard key drafters of this document were the main architects of the education input into the PRS. Thus the plan, in addition to other things, ensures:

- *Strengthening of the curriculum at all levels*
- *Improvement of access to quality, safe, and hygienic schools*
- *Recruitment and training of teachers*
- *Improvement of learning achievement and school completion rates*
- *Strengthening the quality and accessibility of skills/ technical and vocational training*
- *Improvement of the quality of tertiary education*
- *Strengthening the overall governance, management, and financial basis of the education system*
- *Meeting the education needs of very young children, girls, the disadvantage and the 'disabled'/ special needs*

Of necessity, the goal of highest priority in this plan is significant progress towards the achievement of MDG and EFA Goal No.2 by 2015. In this regard the objective of “ensuring that all children (especially girls, individuals with special needs, vulnerable children, children with ‘manageable’ emotional behavioral disorders and learning disabilities) start at the right age and complete primary level education of a minimum stipulated quality” is extremely important. Notwithstanding the importance of the aforementioned objective, UPE is only possible if action is taken “to ensure that no individual is denied the possibility of primary education because of age and/or circumstances.”

The dire situation in which almost half a million children in pre-primary schools find themselves in having no teachers trained to teach at the level and no programs to train such teachers is appalling and needs to also be given the highest priority.

Every country is dependent on the quality of the graduates from its institutions of higher learning for its development and quality of life. In Liberia, there is cause for concern about the quality of graduates from tertiary level institutions. In this regard, the objective of “improving on the quality of the teaching staff and programs of higher education” becomes very important.

Whilst the production of medical doctors, teachers, lawyers, economists, etc., is important, the production of middle level ‘blue collar’ workers and high level technicians and business entrepreneurs is equally, if not more important. The framework and programs that would allow Liberia to produce urgently needed numbers of the latter is only possible through ensuring “that Ministries and agencies vested with responsibility for TVET in Liberia work collaboratively and co-operatively” whilst “improving the quality of TVET nationally.”

Progress towards the achievement of MDG and EFA Goals No.2 places strains on subsequent levels of education for which the system of education appeared unprepared up to the time of drafting this report. Particularly with the emphasis of the Education Law on basic education, it seems wise to give attention to the objective of “increasing access and the transition rate from primary to junior high school” as well as “increasing the retention and completion rates” at the level.

All of the foregoing can only take place if the MOE is able to properly manage the system. This makes the objectives of “developing the institutional capacity for management at the central, regional and local levels” and “increasing planning and management capacity” at the MOE, extremely important.

In order to have a comprehensive sector plan, the GOL is also prioritizing education in emergencies as a fundamental right of children which also provides protection, psychological recovery and social integration, in addition to growth and development. This is especially important for Liberia in view of the turbulent history of the region and sporadic conflict in surrounding countries. Education in emergencies, which can be triggered by natural or man-made disasters or both, is life- saving due to the protective functions of safe learning spaces and life-saving messages. The MOE will therefore develop an emergency preparedness and response plan during early implementation of the ESP.

The objectives detailed in the preceding paragraphs are not the only important objectives contained in this document but they provide areas for consideration for partners with uncertainty on areas of possible support for the plan and areas of possible focus in the short term. Support should not be limited exclusively to these areas for without general support the overall goals for each level/sub-sector cannot be achieved and plan implementation would be unsuccessful.

Estimating the financing needed to achieve the objectives indicated throughout this document has been carried out systematically using a tried and tested simulation model that under-pins many sector plans worldwide and that has been adapted to the Liberian situation. Projected government funds for each level/area of education have been based on projected changes in GDP, domestically generated revenue and percentage of funds allocated to education. Similarly, expenditures have been tied to finances needed to service specific numbers of students in order to be able to achieve specific targets cognizant of the fact that expenditures have to be kept to a sustainable level. Care has been taken to ensure that expenditures reflect the policy direction of the government. Thus, in percentage terms, funds to some sub-sectors have decreased while others have increased relative to the baseline year of 2008. Cognizant of the fact that the cost of education to parents does negatively impact on access, survival and completion, the plan proposes actions that should significantly reduce household costs at the primary and junior high school levels. Acknowledging the history of private involvement in the provision of education, the plan proposes a continued but more accountable and re-focused involvement.

Without donor/partner support plan implementation in the short and medium term would be impossible. The quantum and predictability of the support continues to be an issue even while this plan is being drafted. It is hoped that donor/partner endorsement of this document would be accompanied by declarations of financial support that would allow the formulation of a comprehensive and monitor-able costed implementation plan that would include funds from the GOL, FTI and donors/partners.

As already indicated, successful plan implementation is very dependent on the ability of the GOL through the MOE to lead and manage the process. In this regard, the plan emphasizes the importance of strengthening management and institutional capacity at central and decentralized levels. This of necessity would include monitoring, evaluation and reporting systems whose absence would negatively impact on plan implementation.

ANNEXES

(Please note that the 2007/2008 School Census Report and the Education Pooled Fund Report are too large to be included as annexes but are available as supporting documents. The School Fee Abolition Report and Policy will also be available on finalization)

Annex 1: References

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Annex 2: National Consultations Group Work Responses

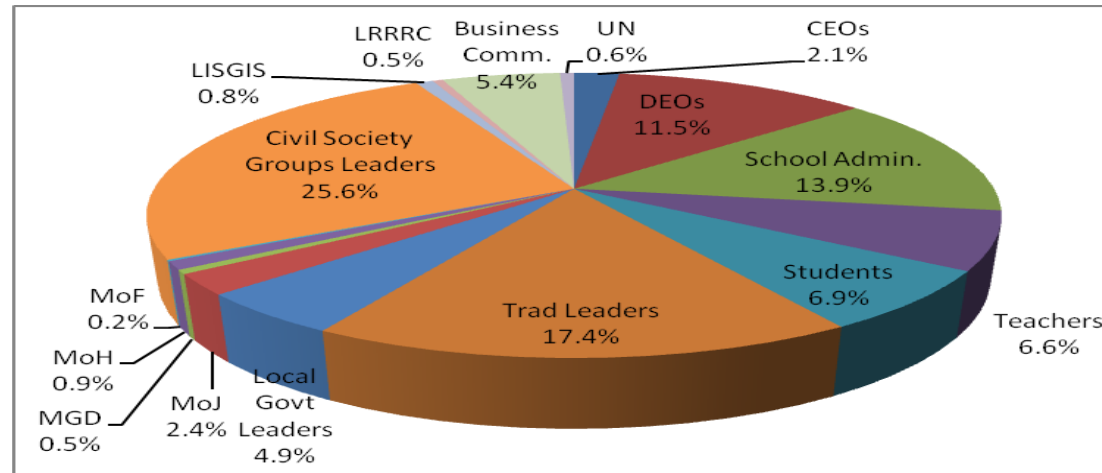
Purpose of Consultations

- i. To inform the people of Liberia and other stakeholders about the planned future direction of education in Liberia and to solicit their considered views on what is being proposed as well as their inputs and suggestions for its improvement
- ii. To promote truly national ownership of the Education Sector Plan throughout its lifetime

Dates and Venues

Date	Venue	Counties
11 - 12 November	Tubmanburg, Bomi County	Bomi, Cape Mount, Gbarpolu
17 - 18 November	Gbarnga, Bong County	Bong, Lofa, Nimba
17 - 18 November	Kakata, Margibi County	Grand Bassa, Margibi, Montserrado
20 -21 November	Zwedru, Grand Gedeh County	Grand Gedeh, Maryland, River Gee
20 - 21 November	Cestos, River Cess County	River Cess
27 - 28 November	Greenville, Sinoe County	Sinoe
2 - 3 December	Barclayville, Grand Kru County	Grand Kru

Group Categorization of Participants



Summary of Responses to Selected Group Work Questions

1. If only one thing in education could be done for your county, what should it be?

- Construction of more schools with housing for teachers making sure that the secondary schools have laboratories and libraries
- Provision of more pre and in-service training for teachers – especially females
- Establishment of TVET institutions staffed with specialist teachers

2. How can we get parents/guardians to send their children to school at the right age?

- Greater sensitization at all levels of society using all forms of media
- Involvement of PTAs and other civil society groups in an outreach to parents
- Taking appropriate action against use of children for street trading and other forms of child labor
- By the MOE, Ministry of Internal Affairs, Ministry of Health and Social Welfare and other ministries and agencies jointly working together to find a solution to the problem
- Provision of more well equipped and strategically placed schools to ensure that young children travel the minimum distance possible to attend school

3. How can we ensure that students who start primary school complete it?

- By providing encouragement, support and motivation
- By monitoring the students and the school system
- By continual dialogue with parents and providing guidance counseling in schools
- By making schools into places that students would want to stay
- By continuing with and improving on the school feeding program
- By encouraging greater community involvement
- By sensitizing the public on the issues

4. Do you think that present education prepares you for life-long challenges in Liberia? What changes would you like made?

- No. Build more schools, recruit and train more teachers who should be better remunerated
- No. TVET programs should be offered alongside the normal general programs in all secondary schools
- No. The curriculum in schools should be more outcomes based and reviewed every 5 years
- No. Schools should also cater for the psycho-social needs of students

5. What in the chapters would have the greatest impact on your county?

- “Implementation of all the contents of the chapters” because it will “resolve most of the challenges facing the education sector”
- The promotion of early childhood development because it will result in individuals accessing formal education at an early age and contribute to reducing the illiteracy rate, reducing “teenage parenthood” and reducing the prevalence rate of “HIV/AIDS”
- The recruitment and training of teachers especially those for subjects such as mathematics and the sciences
- The requirement that six years old enter primary school
- The encouragement for the girl child to start and complete school at the “right” age
- The teaching of national languages and TVET
- The teaching of phonics and civics education

Annex 3: List of Ministries, Agencies, Partners and Civil Society Groups Consulted

Ministries, Government Agencies and Quasi-Government Entities

Education Sub-Committee of House of Senate
 Education Sub-Committee of House of Representative
 Liberian Education Trust (LET) - Chairperson
 Liberian Institute of Statistics and Geo-Information Services (LISGIS)
 Local Government Officials - Superintendents, DEOs, CEOs, Mayors
 Ministry of Education
 Ministry of Finance - Budget Bureau
 Ministry of Gender and Development
 Ministry of Health and Social Welfare
 Ministry of Internal Affairs
 Ministry of Justice
 Ministry of Planning and Economic Affairs
 Ministry of Youth and Sports
 Monrovia Consolidated School System (MCSS)
 University of Liberia (LU) - President
 West African Examinations Council (WAEC)

NGOs, UN Agencies, Bilateral and Multi-lateral Organizations

Action Aid
 FAWE
 International Rescue Committee
 Norwegian Refugee Council
 Open Society Institute
 OXFAM
 Plan-International
 Save the Children - UK
 European Commission
 UNESCO
 UNICEF
 USAID
 World Bank
 World Food Programme

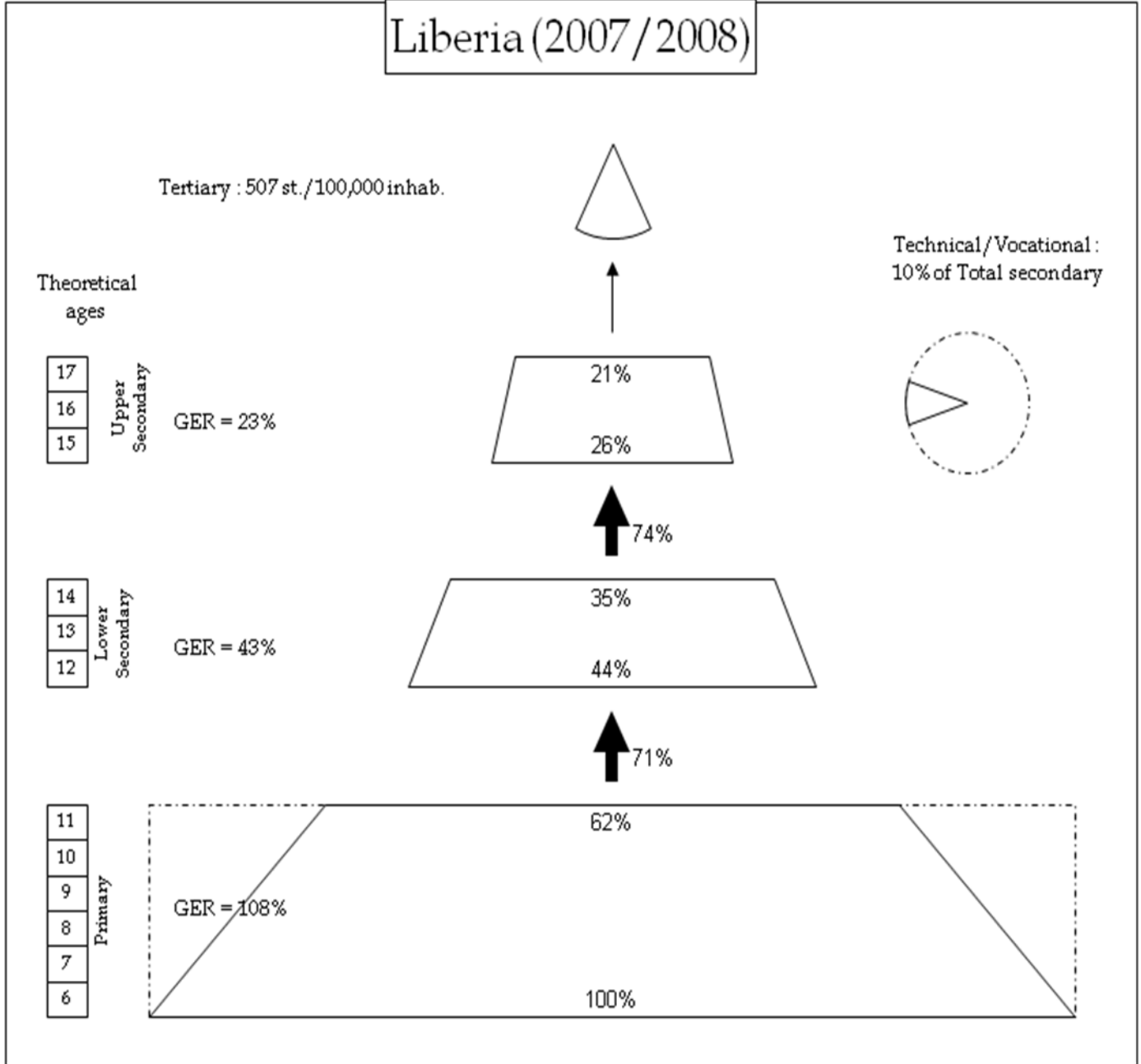
Civil Society Groups

Association for the Blind
 Association for the Disabled
 Association of Liberian Universities (ALU)
 Federation of Liberian Youths (FLY)
 Liberian Council of Churches
 National PTA, Montserrado Branch
 National Teachers Association of Liberia (NTAL)
 Traditional Leaders
 Representatives of Women Groups
 Representatives of Student Groups

The earliest consultative meetings were held during the latter part of 2007 and the latest in 2010 with the partners up to the time of completion of the document. Discussions with some of the civil society groups took place during the period of the national consultations i.e. between 11th November and 3rd December 2010. For others like the Liberian Council of Churches consultations started in 2008

Discussions in most cases were held with the head of the organisation and a small team or with the person heading the education unit. For example in the case of the legislature, discussions were with the chairpersons and members of both sub-committees on education.

Annex 4: Education Pyramid of Liberia



Annex 5: School Level Enrolment Statistics by County and Selected Primary Rates

Pre-Primary

County	Enrolment		
	Boys	Girls	Total
Bomi	5,921	5,647	11,568
Bong	33,278	29,948	63,226
Gbapolu	8,359	7,001	15,360
Grand Bassa	18,136	15,884	34,020
Grand Cape Mount	7,424	7,018	14,442
Grand Gedeh	6,830	6,479	13,309
Grand Kru	6,802	5,481	12,283
Lofa	17,264	17,033	34,297
Margibi	13,710	13,765	27,475
Maryland	7,299	7,335	14,634
Montserrado	57,942	61,486	119,428
Nimba	48,216	46,070	94,286
River Cess	7,576	6,312	13,888
River Gee	4,658	4,256	8,914
Sinoe	7,634	6,800	14,434
NATIONAL	251,049	240,515	491,564

Primary

County	Enrolment		
	Boys	Girls	Total
Bomi	4,266	3,512	7,778
Bong	30,529	24,466	54,995
Gbapolu	7,282	5,247	12,529
Grand Bassa	19,389	15,352	34,741
Grand Cape Mount	5,399	4,675	10,074
Grand Gedeh	7,810	6,805	14,615
Grand Kru	7,524	5,045	12,569
Lofa	21,494	18,487	39,981
Margibi	17,486	16,640	34,126
Maryland	12,181	9,015	21,196
Montserrado	87,085	88,848	175,933
Nimba	46,871	41,205	88,076
River Cess	6,528	4,693	11,221
River Gee	5,441	3,815	9,256
Sinoe	7,299	5,498	12,797
NATIONAL	286,584	253,303	539,887

Selected Primary Rates

Grade 1 (NIR)	7%
Grade 1 (GIR)	113%
Grade 1 (GIR) - Boys	117%
Grade 1 (GIR) -Girls	109%
Net Enrolment Rate (NER)	35%
Gross Enrolment Rate (GER)	94%
Gross Enrolment Rate (GER) - Boys	99%
Gross Enrolment Rate (GER) - Girls	90%
Grade 6 (Proxy Completion rate)	62%
Grade 6 (Proxy Completion rate) - Boys	67%
Grade 6 (Proxy Completion rate) - Girls	57%

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Junior High School

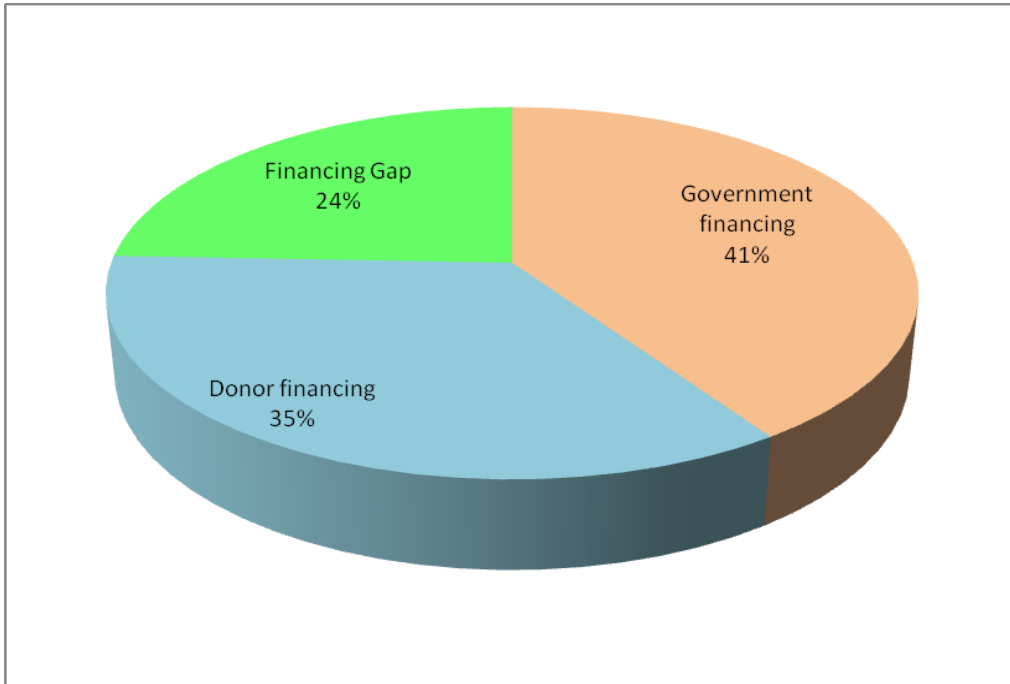
County	Enrolment		
	Boys	Girls	Total
Bomi	914	711	1,625
Bong	4,427	3,108	7,535
Grand Bassa	1,879	1,267	3,146
Grand Cape Mount	477	350	827
Grand Gedeh	1,459	1,085	2,544
Grand Kru	879	437	1,316
Lofa	4,252	2,206	6,458
Margibi	4,148	3,430	7,578
Maryland	2,068	1,052	3,120
Montserrado	27,144	25,092	52,236
Nimba	7,512	5,538	13,050
River Cess	245	88	333
Sinoe	1,085	377	1,462
River Gee	739	299	1,038
Gbapolu	249	125	374
NATIONAL	57,477	45,165	102,642

Senior High School

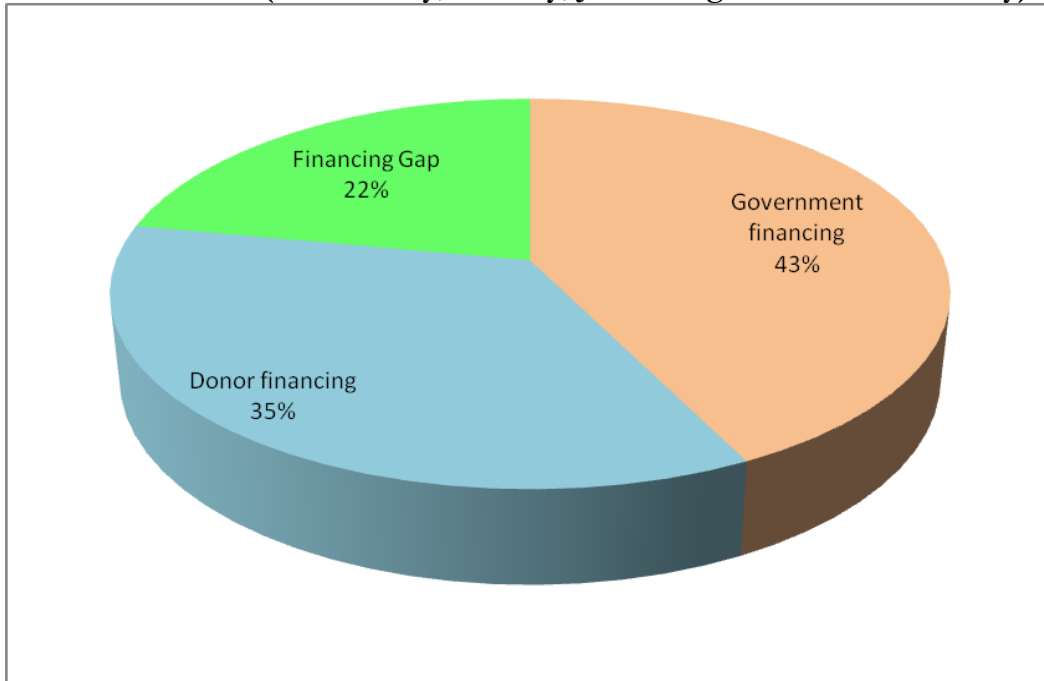
County	Enrolment		
	Boys	Girls	Total
Bomi	379	311	690
Bong	2,096	1,100	3,196
Grand Bassa	911	559	1,470
Grand Cape Mount	98	23	121
Grand Gedeh	719	243	962
Grand Kru	125	18	143
Lofa	1,615	506	2,121
Margibi	2,287	1,502	3,789
Maryland	1,275	558	1,833
Montserrado	19,453	15,564	35,017
Nimba	3,347	2,150	5,497
River Cess	37	10	47
Sinoe	292	83	375
River Gee	195	39	234
Gbapolu	77	28	105
NATIONAL	32,906	22,694	55,600

Annex 6: Average Financing and Financing Gap 2010 – 2012

All Levels of Education



Basic Education (Pre-Primary, Primary, Junior High School and Literacy)



Annex7: Donor Funding for the Education Sector 2010 – 2012

Development Partner	Areas of Support	Amount*	Duration
European Union	Capacity building and support to primary education	US\$18.8 million	2010-2012
OSI	Capacity building, technical assistance, teacher development and civil society support	US\$0.75 million	2010
UNESCO	Reconstruction support to the education system	US\$2.1 million	2010-2012
UNICEF	Basic education and gender equity	US\$8.4 million	2010-2012
USAID	ALP, skills building and work-readiness for youth, teacher training, participant training and institutional capacity development, EGRA, textbooks, adult literacy, higher education	US\$60 million	2010-2012
WB	Basic education and vocational training	US\$7million	2010-2012
WFP	School feeding	US\$30 million	2010-2011
Total		US\$137.05 million	

*Note that these are estimates

Annex 7: Definition of Indicators

Proxy/Gross Completion Rate (PCR): The ratio of the total number of students in the final grade of a level, irrespective of age and minus repeaters, to the population of the official graduation age of the level expressed as a percentage

Gender Parity Index (GPI): The ratio of the GER of girls/females to that of boys/males for the level of interest. Note that in the absence of relevant population data the ratio of girls enrolled to boys enrolled is sometimes employed but can be quite different from the real GPI if the ratio of the populations is not approximately 1:1.

Gross Enrolment Rate (GER): The ratio of the total number of students enrolled in a level, irrespective of age, to the population of the official age range of the level expressed as a percentage. For the tertiary level, the denominator is the population of the 18 to 21 year olds

Gross Intake Rate (GIR): The ratio of the total number of students in the first grade of a level, irrespective of age and minus repeaters, to the population of the official entry age of the level expressed as a percentage

Net Enrolment Rate (NER): The ratio of the total number of students of the official age range enrolled in a level to the population of the official age range of the level expressed as a percentage

Net Intake Rate (NIR): The ratio of the total number of students in the first grade of a level of the official entry age, minus repeaters, to the population of the official entry age of the level expressed as a percentage

Repetition Rate: The ratio of the number of students enrolled in the same grade/level as in the preceding year to the total number of students enrolled in the given grade/level expressed as a percentage

Survival Rate: The percentage of a cohort of students in the first grade of a level who reach successive grades within the level. A number of different methods are used to compute survival rate. The survival rate to the end of a level can be computed by multiplying the survival rates for the different grades up to the end of the level

Transition Rate: The ratio of the number of new entrants, irrespective of age, in the first grade of a higher level to the number of students in the final grade in the preceding level and year expressed as a percentage. In the model it is estimated by dividing the intake rate at the higher level by the completion rate at the lower.

Annex 8: Key Members of ESP Drafting Team and Other Important Contributors

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