

The Project Formulation Study on
Children and Youth Development Project
in Kambia District of
the Republic of Sierra Leone

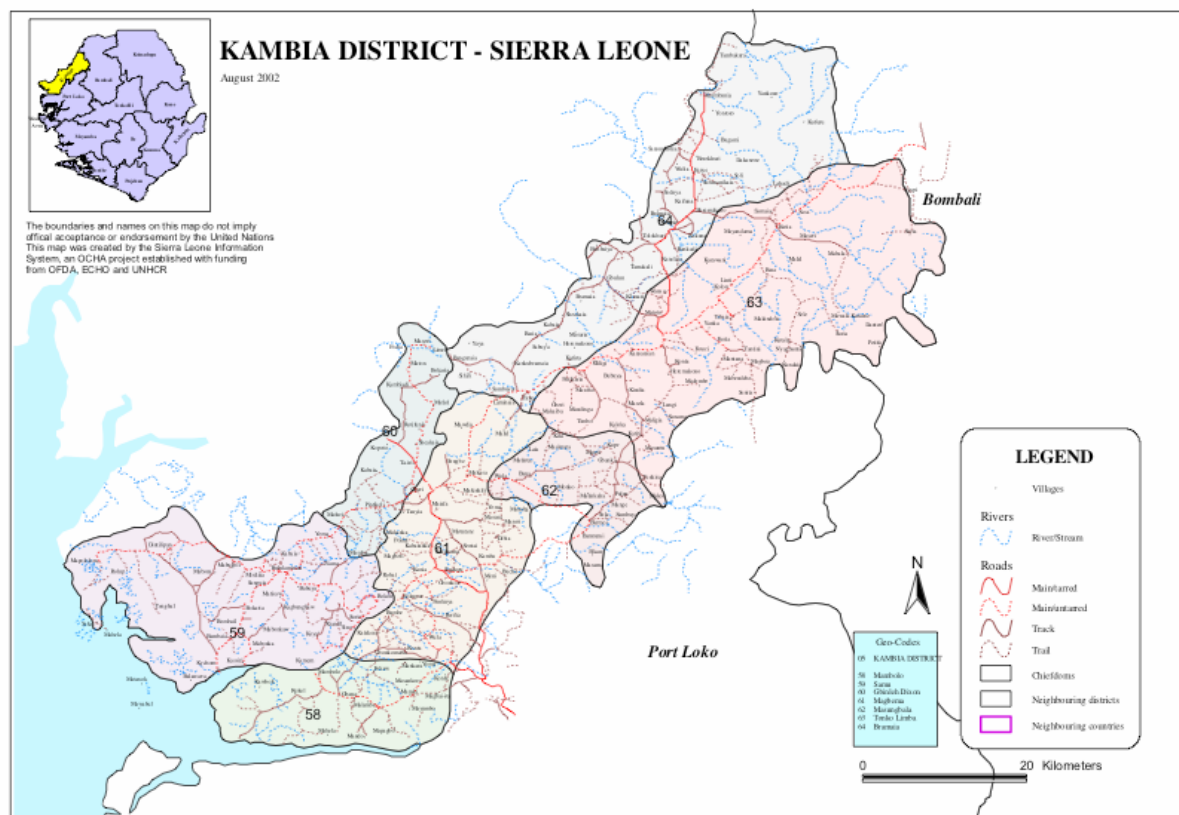
Final Report

August 2005

Japan International Cooperation Agency (JICA)
International Development Center of Japan
KRI International Corp.

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	<i>(as of 15 August 2005)</i>

MAP 1: SIERRA LEONE AND KAMBIA DISTRICT

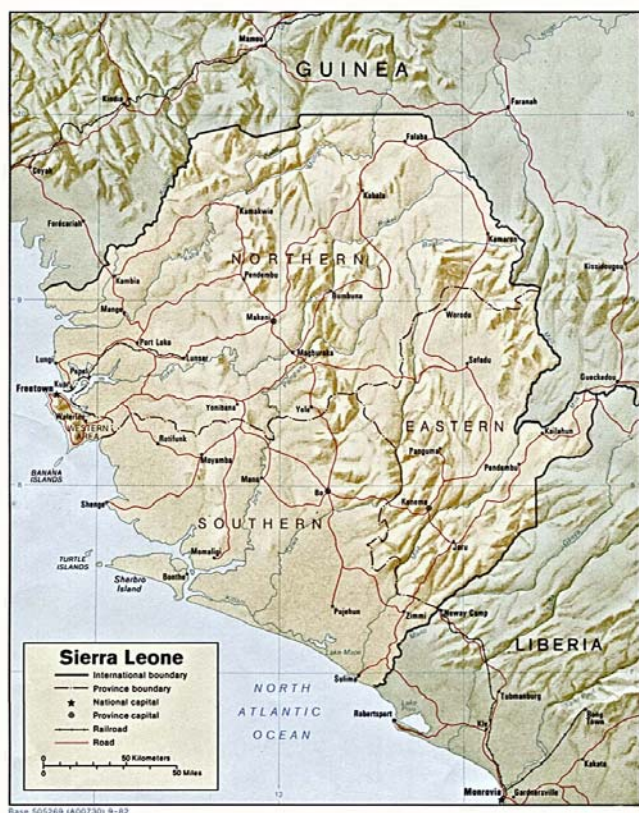
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Development Assistance Coordination Office,
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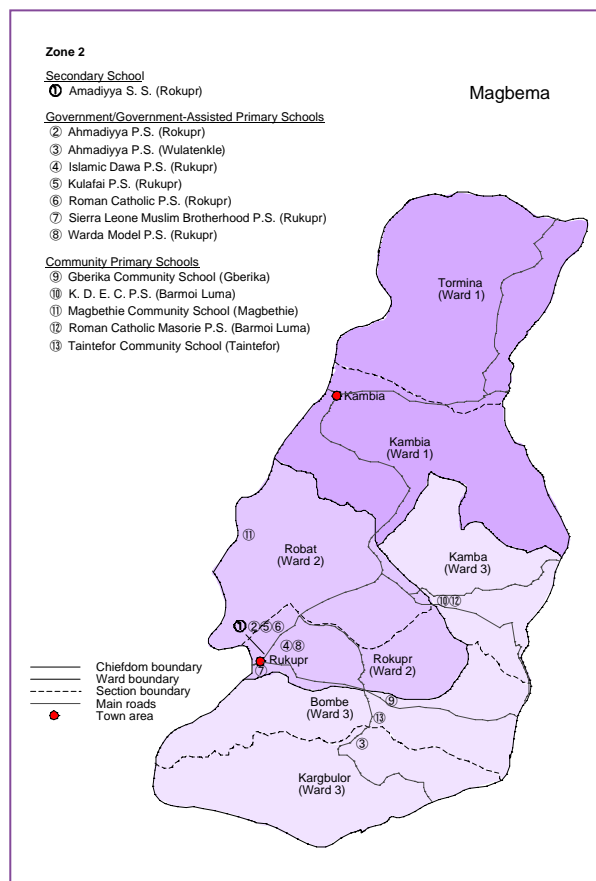
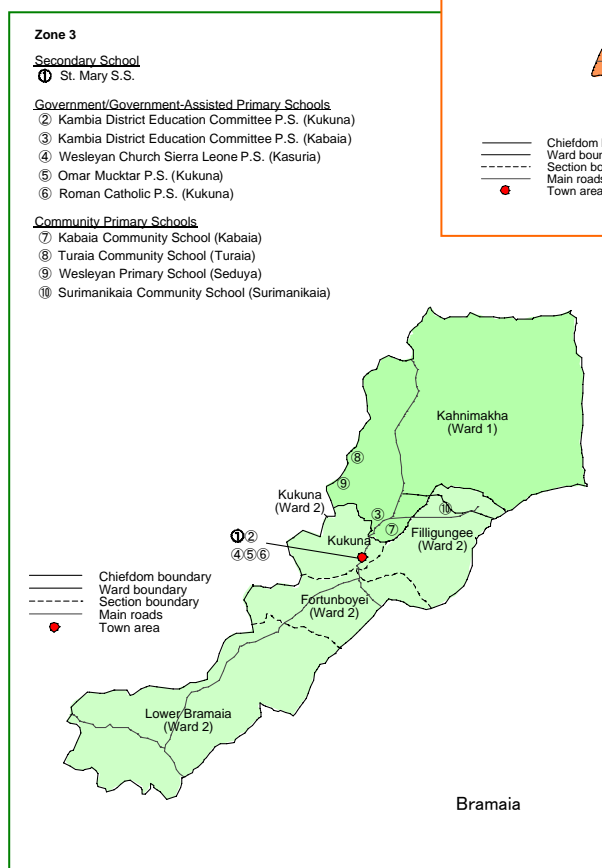
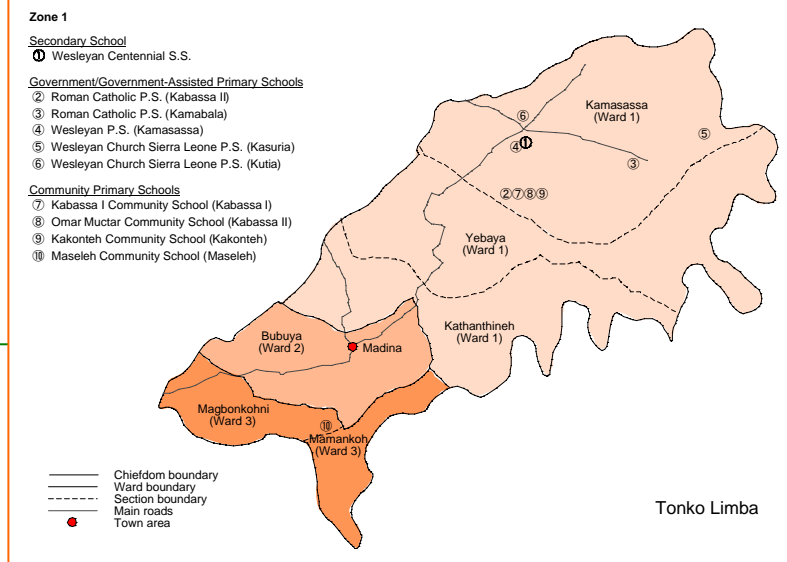
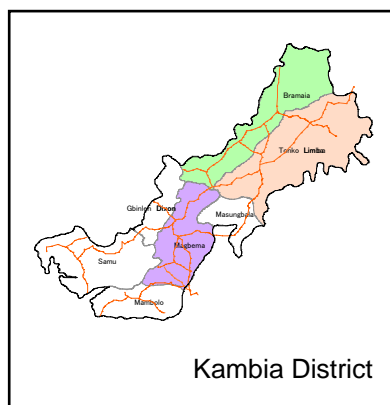
- 58: Mambolo Chiefdom
- 59: Samu Chiefdom
- 60: Gbinleh Dixon Chiefdom
- 61: Magbema Chiefdom
- 62: Masungbala Chiefdom
- 63: Tonko Limba Chiefdom
- 64: Bramaia Chiefdom

Map (Bottom):

www.lib.utexas.edu/maps/africa/sierra_leone_rel82.jpg



MAP 2: PILOT PROJECT AREAS



S.S: Secondary School
P.S: Primary School

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Children and Youth Development Project in
Kambia District of the Republic of Sierra Leone**

Final Report

TABLE OF CONTENTS

MAP 1: SIERRA LEONE AND KAMBIA DISTRICT	i
MAP 2: PILOT PROJECT AREAS	ii
TABLE OF CONTENTS	iii
TABLES, FIGURES AND BOXES	vi
LIST OF ABBREVIATION	ix
 1. INTRODUCTION	 1
1.1. Background of the Project	1
1.2. Objective of the Project	1
1.3. Two Phases of the Project.....	2
1.4. Geographical Coverage.....	2
1.5. Basic Approaches of the Project	3
1.6. Institutional Arrangement for the Project	3
1.7. Process of the Study.....	5
1.7.1. Process up to the End of March 2005	5
1.7.2. Process up to the End of July 2005	6
 2. SITUATION ANALYSIS OF SIERRA LEONE AND KAMBIA DISTRICT	 11
2.1. Basic Education	11
2.1.1. Overview of Education System	11
2.1.2. Children and Education	24
2.1.3. Education Policy and Strategy	29
2.1.4. Findings in Kambia District.....	31
2.1.5. Priority Problems and Potentials of Stakeholders.....	38
2.2. Health and Sanitation.....	39
2.2.1. Health Problems.....	39
2.2.2. Health Services	39
2.2.3. Strategies to Expand Health and Nutrition Services.....	42
2.2.4. Water and Sanitation in Kambia	42

2.3.	Basic Infrastructure.....	45
2.3.1.	Background.....	45
2.3.2.	Water Supply	45
2.3.3.	Roads	46
2.4.	Women.....	47
2.4.1.	Situation Analysis of Women	47
2.4.2.	Policies and Programs for Gender Responsive Development	53
2.5.	Youth	58
2.5.1.	Background.....	58
2.5.2.	Profile and Statistics Related to the Youth	58
2.5.3.	Policies and Programs for the Youth	59
2.5.4.	Priority Issues for the Youth	65
2.6.	Other Socially Disadvantaged Groups (Handicapped).....	67
2.6.1.	Background.....	67
2.6.2.	Policies and projects for disadvantaged groups.....	67
2.7.	Local Administration	68
2.7.1.	Administrative Area and Local Government Bodies.....	68
2.7.2.	Administration of Kambia District.....	77
2.8.	Trends in the Transition Stage	85
2.8.1.	Transition and 4Rs	85
2.8.2.	Projects in the Relief Stage	89
3.	SELECTION AND SITUATION ANALYSIS OF THE PILOT PROJECT AREAS	100
3.1.	Selection of the Pilot Project Areas	100
3.1.1.	First Screening	101
3.1.2.	Second Screening.....	101
3.2.	Situation Analysis of the Pilot Project Areas.....	105
3.2.1.	Living Standards of the Pilot Project Areas.....	105
3.2.2.	Situation Analysis of Education.....	113
3.2.3.	Situation Analysis of Women and Girls in the Pilot Project Areas	120
3.2.4.	Situation Analysis of Socially Disadvantaged Groups in the Pilot Project Areas	127
3.2.5.	Kambia District Development Plan	133
3.2.6.	Results of the PRA Workshops	143
4.	PROPOSAL FOR THE PILOT PROJECT (PHASE 2).....	153
4.1.	Basic Approach and Institutional Setup for the Pilot Project (Phase 2)	153
4.2.	Duration of the Pilot Project (Phase 2)	158
4.3.	Geographical Coverage / Target Schools and Communities	158
4.4.	Overall Goal, Project Purpose and Outputs of Phase 2	159
4.5.	Implementation Schedule and Activities for Phase 2	161

APPENDIX

Appendix 1. List of persons whom JICA Study Team met

- (1) List of persons whom JICA Study Team met in March 2005
- (2) List of persons whom JICA Study Team met From April to July 2005

Appendix 2. Presentation Materials

- (1) Inception Report Seminar
- (2) Progress Report 2 Seminar

Appendix 3. Minutes of Discussions in the Steering Committee

- (1) Minutes of the Meetings on 18 March 2005
- (2) Minutes of the Meetings on 27 July 2005

Appendix 4. TORs for various surveys

- (1) TOR for the Baseline Survey on Children and Youth Development Program
- (2) TOR for the Village Households Survey
- (3) TOR for the Study on Present Status of Education and Socially Disadvantaged People
- (4) TOR for the PRA Workshops

Appendix 5. Summary of Anecdotal Evidence for Selection of Target Zones

Appendix 6. List of Participants, PRA Workshops

TABLES, FIGURES AND BOXES

TABLES

Table 1.1: JICA Study Team Members (Phase 1).....	4
Table 1.2: Major Activities from April to August 2005.....	7
Table 2.1: Status of Formal Primary and Secondary Education (as of January 2004).....	14
Table 2.2: Types of Certification	20
Table 2.3: General Information about TC and HTC Courses in Freetown Teachers College.....	20
Table 2.4: Status of Community Schools by District (as of January 2004)	22
Table 2.5: Primary and Secondary Schooling GER by District, 2003	25
Table 2.6: Percentage of Those Who Never Attended School by Age Group and Location, 2003	26
Table 2.7: Parental Status of Children (Under 18) (percentages).....	27
Table 2.8: Highest Educational Attainment of Father and Mother by Consumption Group.....	28
Table 2.9: Median Household Expenditure on Education by Consumption Group in 2003	28
Table 2.10: Basic Education Related Programs and Projects.....	30
Table 2.11: Status of Formal Primary Education in Kambia District (as of January 2004).....	31
Table 2.12: Status of Community Schools in Kambia District (as of January 2004).....	32
Table 2.13: Status of Secondary Education in Kambia District (as of January 2004)	33
Table 2.14: Basic Education Related Programs and Projects in Kambia District	35
Table 2.15: Summary of Education Programs/Projects by Chiefdom.....	36
Table 2.16: Priority Problems and Potentials of Major Stakeholders in Basic Education in Kambia District.....	38
Table 2.17: Morbidity and Mortality of Major Diseases in Sierra Leone and Kambia District.....	39
Table 2.18: Health Facilities in Kambia District.....	40
Table 2.19: Health Personnel in Kambia District.....	41
Table 2.20: Number of Safe Water Sources in Kambia District	42
Table 2.21: Number of Sanitary Facilities (latrine or toilet) in Kambia District	43
Table 2.22: Schools with Latrine and/or Drinking Water Well in Kambia.....	44
Table 2.23: Demographic Data in Kambia and in Sierra Leone	47
Table 2.24: Registered Enrollment.....	48
Table 2.25: Percentage of Women Teachers in Schools in Kambia	49
Table 2.26: Literacy Level by Age Group and Gender	49
Table 2.27: Poverty Incidence by Gender, Age and Marital Status of Head of Household	50
Table 2.28: Health Indicators Related to Women	51
Table 2.29: Major Gender-related Activities in MSWGCA.....	55
Table 2.30: Gender responsive programs/activities Implemented and/or Supported by Donors and Development Partners	56
Table 2.31: Features of the Kambia District Youths Coordinating Council	60
Table 2.32: Outlines of Projects Proposed in National Youth Program (1/2).....	63
Table 2.32: Outlines of Projects Proposed in National Youth Program (2/2).....	64
Table 2.33: Number of Enrolment and Average Attendance in Youth Pack Centers in Kambia District.....	66
Table 2.34: Numbers of Trainees per Program in Youth Pack Centers in Kambia District.....	66
Table 2.35: Composition and Major Functions of Local Council	69
Table 2.36: Major Functions of the Chiefdom Council	71
Table 2.37: Composition and Major Functions of Ward Committee	72
Table 2.38: National Budget Profile for Fiscal Year 2004-2007 for the Grants (in million Leones).....	73
Table 2.39: Income and Expenditures of Kambia District Council for February 2005 (in Leones)	73
Table 2.40: Revenue Sources of Local Councils (District Councils) and Chiefdoms.....	74
Table 2.41: Functions devolved to Local Councils (1/2).....	75
Table 2.41: Functions devolved to Local Councils (2/2).....	76
Table 2.42: Findings from CEPs Project Beneficiaries.....	91

Table 3.1: Pilot Areas	100
Table 3.2: Result of First Screening: Physical Feasibility	101
Table 3.3: Comparison of Indicators on Social Disadvantageousness	102
Table 3.4: Enthusiasm of Stakeholders for Community Development	103
Table 3.5: Supporting System for Community Development	103
Table 3.6: Evaluation on Appropriateness for Target Areas	104
Table 3.7: General Characteristics of Respondents	105
Table 3.8: “Who draw water and collect firewood in your family?”	109
Table 3.9: Government-assisted Primary Schools in Kambia District (as of January 2004)	114
Table 3.10: Community Schools and Government-assisted Schools in Kambia District (as of June 2005)	115
Table 3.11: Secondary Schools in Kambia District (as of January 2004)	115
Table 3.12: Enrollment by Class of Sample Primary Schools in the Pilot Project Areas in Tonko Limba, Magbema and Bramaia (June 2005)	116
Table 3.13: Enrollment by Class of Sample Secondary Schools in the Pilot Project Areas in Tonko Limba, Magbema and Bramaia (June 2005)	116
Table 3.14: No. of Teachers of the Primary and the Secondary Schools in the Pilot Project Areas in Tonko Limba, Magbema and Bramaia (June 2005)	119
Table 3.15: Gender Ratio in Primary Schools in Target Chiefdoms and in Whole Kambia in 2004	123
Table 3.16: Teachers in the Target Chiefdoms and in Whole Kambia in 2004	127
Table 3.17: Teachers in Government-assisted Primary Schools in the Pilot Project Areas (as of June 2005)	127
Table 3.18: Proposed Activities in District Development Plan in Kambia (Related to Support for Socially Disadvantaged Groups)	133
Table 3.19: Sector Priorities	135
Table 3.20: Priorities and Proposed Development Activities	137
Table 3.21: Development Partners and Activities	139
Table 3.22: Revenue Estimates	140
Table 3.23: Expenditure Estimates	141
Table 3.24: Objective of the Workshop and Stakeholders of the Project	143
Table 3.25: Yearly Schedule and Time Table for Each Stakeholder (Tonko Limba)	146
Table 3.26: Yearly Schedule and Time Table for Each Stakeholder (Bramaia)	147
Table 3.27: Yearly Schedule and Time Table for Each Stakeholder (Magbema)	148
Table 3.28: Summary of Roles and Responsibilities of Each Stakeholder and Stakeholders’ Expectations to Others	149
Table 3.29: Matrix on Roles and Responsibilities of Each Stakeholder and Stakeholders’ Expectations to Others (Tonko Limba)	150
Table 3.30: Matrix on Roles and Responsibilities of Each Stakeholder and Stakeholders’ Expectations to Others (Bramaia)	151
Table 3.31: Matrix on Roles and Responsibilities of Each Stakeholder and Stakeholders’ Expectations to Others (Magbema)	152
Table 4.1: Four Types of Micro Projects	157
Table 4.2: Pilot Project Zones and Target Schools / Communities	159
Table 4.3: Three Steps of Phase 2 Implementation	162
Table 4.4: Proposed Activities for Phase 2	163

FIGURES

Figure 1.1: Work Schedule (Phase 1).....	4
Figure 2.1: Administration Structure of MEST.....	12
Figure 2.2: Referral Flow	40
Figure 2.3: Administrative Structure of Ministry of Social Welfare, Gender and Children's Affairs ...	54
Figure 2.4: Structure of Youth-related Policies and Programs/Projects.....	62
Figure 2.5: Local Administrative Structures	68
Figure 2.6: Concept of Common Transition and 4Rs Transition	87
Figure 3.1: Level of Education of Respondents	106
Figure 3.2: Sources of Income of Sample Households	107
Figure 3.3: Expenditures of Sample households in Pilot Project Areas	107
Figure 3.4: "Which month(s) do your household spend and earn cash most?"	108
Figure 3.5: "Which education costs do you think to be costly?"	112
Figure 3.6: "What is the greatest problem caused by sending children to school?"	112
Figure 3.7: Gender Difference in Sources of Income of Sample Households.....	121
Figure 3.8: Gender Difference in Level of Education of Respondents	122
Figure 3.9: Girls to Boys Ratio in each class in Primary Schools and Junior Secondary Schools in the Pilot Project Areas (as of June 2005).....	123
Figure 3.10: Average Number of Dropout in Each Class in Government Assisted Primary Schools in the Pilot Project Areas (2001/02 to 2003/04).....	124
Figure 3.11: Average Gender Ratio in NPSE Passed Students (2001/02 to 2003/04)	125
Figure 3.12: Average Gender Ratio in BECE Passed Students (2001/02 to 2003/04).....	126
Figure 3.13: Perception on "Socially Disadvantaged Groups" in the Pilot Project Areas	128
Figure 3.14: Institutional Arrangement (District Council).....	134
Figure 3.15: Institutional Arrangement (DTC Forum).....	134
Figure 3.16: Development Planning Methods.....	135
Figure 3.17: Possible Linkages between the Kambia District Development Plan and the Project	142
Figure 3.18: Major Activities and Schedule in the Pilot Project Areas.....	145
Figure 4.1: Image of the Pilot Project Zone and the Resource Center	154
Figure 4.2: Image of the Zonal Coordinating Committee	158
Figure 4.3: Relationships among Five Outputs	160
Figure 4.4: Work Schedule of Phase 2 (Year 1).....	164
Figure 4.4: Work Schedule of Phase 2 (Year 2).....	165
Figure 4.4: Work Schedule of Phase 2 (Year 3).....	166
Figure 4.5: Work Flow of Phase 2	167

BOXES

Box 2.1: Visit to Lunsar	37
Box 2.2: Community Health Post (CHP) in Kambia District.....	41
Box 2.3: Women Farmers' Association	50
Box 2.4: Vulnerability to STIs in Kambia District.....	52
Box 2.5: Establishment of National Machinery for Gender Responsive Policy	54
Box 2.6: Objectives of the Transitional Support Team of the UN Country Team.....	86
Box 2.7: NaCSA.....	88
Box 2.8: Outline of the CEPs	90
Box 3.1: Bondo Society.....	111
Box 3.2: Wives in Polygamy.....	122

 LIST OF ABBREVIATION

AASL	Action Aid Sierra Leone
ARC	American Refugee Committee
ARI	Acute Respiratory Infection
AfDB	African Development Bank
BECE	Basic Education Certificate Examination
BOG	Board of Governance
CCESA	Coordination Committee for Prevention of Sexual Exploitation and Abuse
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEPs	Community Empowerment Projects
CREPS	Complimentary Rapid Education Programs
CHA	Community Health Aid
CHO	Community Health Officer
CTA	Community and Teachers' Association
DDR	Disarmament, Demobilization and Reintegration
DfID	Department for International Development
DRC	District Recovery Committee
DTC	District Transition Coordination and Technical Forum
ECDC	Education and Community Development Committee
EFA	Education for All
EPAU	Evaluation and Policy Analysis Unit (of UNHCR)
EU	European Unions
FGM	Female Genital Mutilation
4Rs	Repatriation, Reintegration, Rehabilitation, and Reconstruction
GER	Gross Enrollment Ratio
GAFF	Girls Affected Fighting Forces
GFP	Gender Focal Points
GMS	Gender Management System
GOJ	Government of Japan
GOSL	Government of Sierra Leone
GTZ	Gesellschaft für Technische Zusammenarbeit
HTC	Higher Teacher Certificate
IDCJ	International Development Center of Japan
IDP	Internally Displaced Person
IEC	Information, Education and Communication
JICA	Japan International Cooperation Agency
JSS	Junior Secondary School
KRI	Koei Research Institute
MAFFS	Ministry of Agriculture, Forestry and Food Security
MCHP	Maternal and Child Health Post
MEST	Ministry of Education, Science and Technology
MICS	Multi Individual Cluster Survey
MDGs	Millennium Development Goals
MFI	Micro Finance Institution
MLGCD	Ministry of Local Government and Community Development
MNRRR	Ministry of Reconstruction, Resettlement, and Rehabilitation
MOHS	Ministry of Health and Sanitation
MSWGCA	Ministry of Social Welfare, Gender and Children's Affairs
MTEF	Medium Term Expenditure Framework
MYS	Ministry of Youth and Sports
NaCSA	National Commission for Social Action
NCDJR	National Commission for DDR
NCRRR	National Commission for Reconstruction, Resettlement, and Rehabilitation
NPSE	National Primary School Examination

NRS	National Recovery Strategy
NRC	Norwegian Refugee Council
NUC	Njala University College
OCHA	Office for the Co-ordination of Humanitarian Affairs
PADCO	Poverty Alleviation District Coordination Office
PHU	Peripheral Health Unit
PMC	Project Management Committee
PNA	Peace-building Needs Assessment
PPA	Participatory Poverty Assessment
PS	Primary School
PRA	Participatory Rural Appraisal
RRR	Resettlement, Reconstruction and Rehabilitation
RUF	Revolutionary United Front
SDP	Study on Present Condition of Schools and Socially Disadvantaged People
SGBV	Sexual Exploitation and Gender-Based Violence
SLIHS	Sierra Leone Integrated Household Survey
SLIS	Sierra Leone Information System
S.L.M.B.	Sierra Leone Muslim Brotherhood
SLRA	Sierra Leone Roads Authority
SMC	School Management Committee
SRRP	Support to Reconstruction and Rehabilitation Project
SSL	Statistics Sierra Leone
SSS	Senior Secondary School
STI	Sexually Transmitted Infections
TBA	Traditional Birthing Attendants
TC	Teacher Certificate
TOT	Training of Trainers
UNAMSIL	United Nations Mission in Sierra Leone
UNAMSIL-CA	United Nations Mission in Sierra Leone Civil Affairs section
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNIFEM	United Nations Development Fund for Women
UNFPA	United Nations Population Fund
UNOCHA	United Nations Office for the Co-ordination of Humanitarian Affairs
UNTST	United Nations Transition Support Team
USAID	United States Agency for International Development
WAEC	West African Examination Council
WDC	Ward Development Committee
WFP	World Food Programme
WHO	World Health Organization

1 . INTRODUCTION

1.1. Background of the Project

The current challenge for Sierra Leone is how to move from the emergency assistance phase which has been largely dependent on foreign donors and NGOs to the more self-reliant development phase with a strengthened capacity of national and local administration and civil societies. The Government of Sierra Leone (GOSL) successfully conducted the presidential and parliamentary election in May 2002, the paramount chief election from December 2002 to January 2003, and the district council election in May 2004. At the district level, District Recovery Committees (DRCs) were established in 2001-2002, and the DRCs developed district recovery plans which were consolidated into the National Recovery Strategy (NRS), and the NRS had been implemented from 2002 to 2003. The GOSL also formulated a long-term national development vision called Sierra Leone Vision 2025 “Sweet-Salone” in August 2003. But there is still a strong need to continue rehabilitation of the communities and development of children and the youth, especially in rural areas, as major indicators on education, health, food and housing illustrate.

Under these circumstances, the Government of Japan (GOJ) dispatched a project formulation mission on peace building and rehabilitation through Japan International Cooperation Agency (JICA) from August to September 2004, in order to collect basic information and develop a GOJ’s strategy to assist the GOSL. This mission identified the reintegration of child soldiers and the rehabilitation of communities as priority needs. The JICA Ghana Office also dispatched its staff and Project Formulation Advisers to follow up this mission and conducted further needs assessments.

As a result, JICA decided to conduct a project formulation study on Children and Youth Reintegration Support Program (now renamed as Children and Youth Development Project) in Kambia District (hereinafter referred to as “Project”) from March to August 2005. Kambia District has been selected because it is one of the districts which were most affected by the civil war, along with Kono and Kailafun Districts. Around 10% of population in Kambia District was displaced to Guniea and southern districts during the 11-year civil war from 1991 to 2002.

1.2. Objective of the Project

The objective of the Project is to empower communities for self-reliant and sustainable development in Kambia District, through (1) building capacity of children and the youth, including women, in their

communities, and (2) strengthening functions and capacity of the communities and the government.

1.3. Two Phases of the Project

The Project consists of the following two phases, namely Phase 1 (Project Formulation Study) and Phase 2 (Pilot Project).

(1) Phase 1: Project Formulation Study (from March to August 2005)

In Phase 1, situation analysis of Sierra Leone and Kambia District, baseline survey of pilot project candidate sites, selection of pilot project areas and planning the pilot projects in Phase 2 will be conducted.

At the end of Phase 1, an official request for Phase 2 using “Application Form for Japan’s Development Study Program” is expected to be submitted by the GOSL to the Embassy of Japan in Ghana. When this request is received and approved by the GOJ, Phase 2 will commence.

(2) Phase 2: Pilot Project (tentatively scheduled from October 2005 to September 2008)

In Phase 2, the pilot projects will be implemented based on the planning in Phase 1. The pilot projects will be closely monitored and evaluated so that an effective strategy to empower communities for self-reliant and sustainable development through education can be developed at the end of Phase 2 by learning lessons from the pilot projects. This strategy is expected to be applied to other areas in Sierra Leone by the GOSL after Phase 2.

1.4. Geographical Coverage

Kambia District is the study area for Phase 1, and catchment areas of three junior secondary schools in Magbema, Tonko Limba and Bramaia Chiefdoms have been selected and approved by MEST through Phase 1 activities.

1.5. Basic Approaches of the Project

Following six basic approaches characterize the Project:

- Basic Approach 1: To support self-reliant development efforts by the community through education (schools)
- Basic Approach 2: To support children, youths and women who missed education during the civil war
- Basic Approach 3: To establish and support School Management Committees (SMCs) in which representatives from youth groups and women's groups can participate as equal stakeholders
- Basic Approach 4: To teach children “a joy to learn” and “a value to live” through education
- Basic Approach 5: To provide youth and women with practical vocational skills and help their own development initiatives
- Basic Approach 6: To improve the local administration's capacity by adopting a multi-sector approach

1.6. Institutional Arrangement for the Project

(1) Counterparts for JICA Study Team

The Project is carried out jointly by the Sierra Leonean counterpart team and JICA Study Team. The Sierra Leonean counterpart team consists of concerned officials of MEST, and of Kambia District.

MEST is a responsible institution to coordinate the Project Formulation Study at the national level. Mr. Amadu Jallah, Deputy Director General of MEST, serves as the chief counterpart for JICA Study Team, and Mr. Mustapha B. Lahai, Deputy Director (Tertiary Education) of MEST, as the Sierra Leone-side coordinator for the Project.

The local government in Kambia District is the district-level counterpart for JICA Study Team, and it provides appropriate counterpart staff to facilitate and support the study team.

(2) JICA Study Team

International Development Center of Japan (IDCJ) and KRI International Corp. jointly form JICA Study Team that carries out Phase 1. The names and assigned tasks of the team members are listed in Table 1.1, and Figure 1.1 shows the assigned work schedule.

Table 1.1: JICA Study Team Members (Phase 1)

Name	Affiliation*	Assignment
Kiyofumi Tanaka, Mr.	IDCJ	Project Manager / Community Development
Tetsuro Hamada, Dr.	IDCJ	Deputy Project Manager / Participatory Development
Yoko Ishida, Ms.	KRI	Basic Education (1)
Yoshio Aizawa, Mr.	IDCJ	Basic Education (2)
Keiko Nagai, Ms.	KRI	Gender and Health
Tatsuya Nakai, Mr.	IDCJ	Social Consideration and Youth (1)
Daisuke Hamada, Mr.	KRI (Nippon Koei)	Social Consideration and Youth (2)

*IDCJ: International Development Center of Japan; KRI: KRI International Corp.

Assignment	Name	Affiliation	First Year		Second Year				
			2005						
			Feb	Mar	Apr	May	June	July	Aug
1. Project Manager / Community Development	Kiyofumi Tanaka, Mr.	IDCJ		6 30 (25)			29		3
2. Deputy Project Manager / Participatory Development	Tetsuro Hamada, Dr.	IDCJ		6 30 (25)	24 7 (14)		11		3
3. Basic Education (1)	Yoko Ishida, Ms.	KRI		6 26 (21)			22	9	
4. Basic Education (2)	Yoshio Aizawa, Mr.	IDCJ			24 10 (17)		22		3
5. Gender and Health	Keiko Nagai, Ms.	KRI		6 30 (25)			22	20	
6. Social Consideration and Youth (1)	Tatsuya Nakai, Mr.	IDCJ			24				3
7. Social Consideration and Youth (2)	Daisuke Hamada, Mr.	KRI (NK)		6 26 (21)		8 11 (35)			

Figure 1.1: Work Schedule (Phase 1)

(3) Steering Committee

To guide and coordinate the Project implementation, Sierra Leonean counterparts and JICA Study Team agreed that a steering committee will be set up and coordinated by MEST. The steering committee will be informed on the progress of the Project by the study team, and it will make necessary decisions or arrangements for any issues that may arise in the course of the Project.

Following members will comprise the steering committee as the core members:

- (a) Ministry of Education, Science and Technology (MEST) (chairperson)
- (b) Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA)
- (c) Ministry of Youth and Sports (MYS)
- (d) Ministry of Health and Sanitation (MOHS)
- (e) Ministry of Agriculture, Forestry and Food Security (MAFFS)

The steering committee will invite other ministries, donors and NGOs when necessary.

1.7. Process of the Study

1.7.1. Process up to the End of March 2005

JICA Study Team conducted the first field study in Sierra Leone from 7 to 27 March 2005, and the findings from this study will be presented in the following chapters of this report. Persons whom the study team met during this study period are listed in Appendix 1

(1) Inception Report Seminar

On 14 March 2005, the study team conducted the Inception Report Seminar at a MEST conference room, and explained and discussed the contents of the *Inception Report* with Sierra Leonean counterparts and concerning NGOs.

In this seminar, the title of the Project was suggested to change from "Children and Youth Reintegration Support Program in Kambia District of the Republic of Sierra Leone" to "Children and Youth Development Program in Kambia District of the Republic of Sierra Leone (now the Project)", in order to reflect the fact that reintegration has already been completed in Sierra Leone, and it was approved by all participants.

The presentation material prepared by the study team for this seminar is attached as Appendix 2, and the minutes of the meeting and the list of participants in this seminar are also attached as Appendix 3.

(2) Preparation for the Baseline Survey

JICA Study Team realized that, due to a shortage of available information on seven chiefdoms in Kambia District, it is difficult to select a few candidate chiefdoms for Phase 2, on which “the Baseline Survey” is supposed to collect information. Instead of selecting a few chiefdoms based on the available limited information, it was decided to collect information on all chiefdoms through “the Baseline Survey” for the selection of chiefdoms and pilot project areas. To accommodate this new requirement to cover all chiefdoms, the terms of reference (TOR) for “the Baseline Survey” was revised to make it as simple as possible. This revised TOR is attached as Appendix 4.1.

To implement the survey, the study team hired three lecturers from the Department of Geography and Rural Development, Faculty of Environmental Science, Njala University College of University of Sierra Leone. The result of the survey was submitted to the study team at the beginning of May 2005.

1.7.2. Process up to the End of July 2005

On the basis of its *Progress Report No. 1*, JICA Study Team resumed the field study in Sierra Leone from 24 April until 31 July 2005, and the findings from this study will be presented in the following chapters of this report. Persons whom the study team met during this study period are listed in Appendix 1.

Major activities of the study team in this period are shown in Table 1.2 and summarized as follows.

Table 1.2: Major Activities from April to August 2005

Date	Activities
24 April	Departure of JICA Study Team for Sierra Leone
25 April	Arrival of the study team in Sierra Leone
01 May	Field visit in Kambia for the selection of pilot project areas, until 3 May
05 May	Completion of “The Baseline Survey” (commenced early in April)
11 May	Discussion with MEST on the selection result of pilot project areas
23 May	Commencement of “The Village Household Survey” and “The Study on Present Condition of Schools and Socially Disadvantaged People”
25 May	Field visit in Kambia for accompanying a mission from the JICA Ghana Office
27 May	Workshop for field assistants of “The Village Household Survey” and “The Study on Present Condition of Schools and Socially Disadvantaged People” (lecturing items of questionnaires)
28 May	Field visit in Kambia for accompanying the Japanese Policy Dialogue Mission
29 May	Field visit in Kambia for a community school survey and review of relief projects (CEPs and the Youth Pack), until 6 June
17 June	Discussion with MEST on the Phase 2 ideas
19 June	Field visit in Kambia for discussion on PRA workshop schedules and participants, until 22 June
23 June	Discussion with MEST on the Phase 2 ideas
24 June	Completion of “The Village Household Survey” and “The Study on Present Condition of Schools and Socially Disadvantaged People”
27 June	Field visit in Kambia for a school activity survey, until 29 June
29 June	Commencement of the PRA workshop preparation
03 July	Field visit in Kambia for the PRA workshop preparation, until 14 July
06 July	Discussion with MEST on the PRA workshops
11 July	PRA workshop in Kamasasa, Tonko Limba Chiefdom
13 July	PRA workshop in Kukuna, Bramaia Chiefdom
17 July	Field visit in Kambia for the PRA workshop preparation, until 19 July
18 July	PRA workshop in Rokupr, Magbema Chiefdom
20 July	Discussion with MEST on preparation for the steering committee
27 July	Steering committee on the presentation of Draft Final Report at the Deputy Director General’s Office
31 July	Departure of the Study Team for Accra
01 August	Discussion with the Embassy of Japan and the JICA Ghana Office on the pilot project ideas
03 August	Arrival of the study team in Japan

(1) Selection of the Pilot Project Areas

Based on results of the first screening at the chiefdom level, the study team visited Bindle Dixon, Magbema, Masungbala, Tonko Limba and Bramaia Chiefdoms for the selection of pilot project areas.

The team had meetings with MEST Kambia District Office, junior secondary school principals and concerned people, and preliminary selected three junior secondary schools in Magbema, Tonko Limba and Bramaia Chiefdoms, which would be expected to become resource centers in Phase 2, the project implementation stage. The team explained this selection results to MEST in Freetown and consequently, the pilot project areas were approved by MEST.

For details about the selection criteria, procedure and results, refer to the section 3.1 of this report. Basic information on interviewed junior secondary schools is in Appendix 5.

(2) Situation Analysis of the Pilot Project Areas

Further to grasp the pilot project areas' socio-economic structure and school/education environment, the study team conducted "the Village Household Survey" and "the Study on Present Condition of Schools and Socially Disadvantaged People" after the approval of the pilot project areas by MEST. This survey and study were conducted in cooperation with Professor Abdullah Mansaray, Dean, Faculty of Education, Njala University College, and his team.

The study team also identified the possible development actors and reviewed the draft Kambia Development Plan in the course of the field visits.

For details about the methodologies and outputs of the survey and the study, see the section 3.2 of this report. The TORs are attached as Appendix 4.2 and 4.3.

(3) Review of School Related Activities

The study team reviewed annual schedules of school, such as school calendars and a class room schedules, formal and non formal programs/events. In addition, the team went through (1) the roles and current activities of school-based groups, like the School Management Committee (SMC) of primary schools, the Board of Governance of junior secondary schools, and the Community and Teachers Association (CTA), and (2) general teachers training systems in Sierra Leone.

(5) – (8) of the section 2.1.1 will discuss details about the above.

(4) Review of Relief Projects

As a process of the project formulation, the study team found it necessary to learn lessons from relief projects' approaches and identify advantages and limitations of those projects for elaborating Phase 2 activity ideas.

In this regard, after the interviews with relief organizations, like UNHCR and Norwegian Refugee Council (NRC) in Freetown, the team conducted interviews with beneficiaries of UNHCR funded Community Empowerment Projects (CEPs) and the NRC funded Youth Pack Project in Kambia District, specifically in the pilot project areas of Tonko Limba, Bramaia and Magbema Chiefdoms. Major findings and implications for Phase 2 from the interviews will be discussed in the chapter 5 of this report.

(5) PRA Workshop

Upon completion of “the Village Household Survey” and “the Study on Present Condition of Schools and Socially Disadvantaged People”, the study team proceeded to hold PRA workshops in the pilot project areas for the purposes of extracting development needs and expected roles of possible development actors in Phase 2.

As part of the PRA workshops, illustration sessions were also held for children, youths, women and other workshop participants. They drew and painted their future visions of school and community, and the happiest moment of their yearly activities.

These workshops were organized in cooperation with Prof. A. Mansaray and his team. For details about the workshop results, see the section 3.2.5 of this report. The TOR for this workshop is attached as Appendix 4.4.

(6) Steering Committee

On 27 July, a steering committee was held at the Deputy Director General's office and the study team presented study results and exchanged project ideas based on a Phase 2 project design matrix (PDM, draft), with Sierra Leonean counterparts and concerned NGOs.

In this committee, following issues were mainly discussed:

- Equipment, materials and structure of Resource Centers
- Institutional arrangement and coordination at the district level for Phase 2
- User fee collection from pilot project activities

The presentation material (the PDM and the work schedule) prepared by the team for this committee is attached as Appendix 2, and its minutes of the meeting and the list of participants as Appendix 3.

2. SITUATION ANALYSIS OF SIERRA LEONE AND KAMBIA DISTRICT

2.1. Basic Education

2.1.1. Overview of Education System

(1) Education System

The 6-3-3-4 education system has been in full operation in Sierra Leone since 1996: 6 (six) years of primary education; 3 (three) years of junior secondary education; 3 (three) years of senior secondary education or technical or vocational education; and 4 (four) years of university or other tertiary undergraduate education¹. The age of entry into primary school is six years. Every citizen has the right to basic education: primary education and junior secondary education, which is compulsory and free to the extent specified by the Minister in government schools.

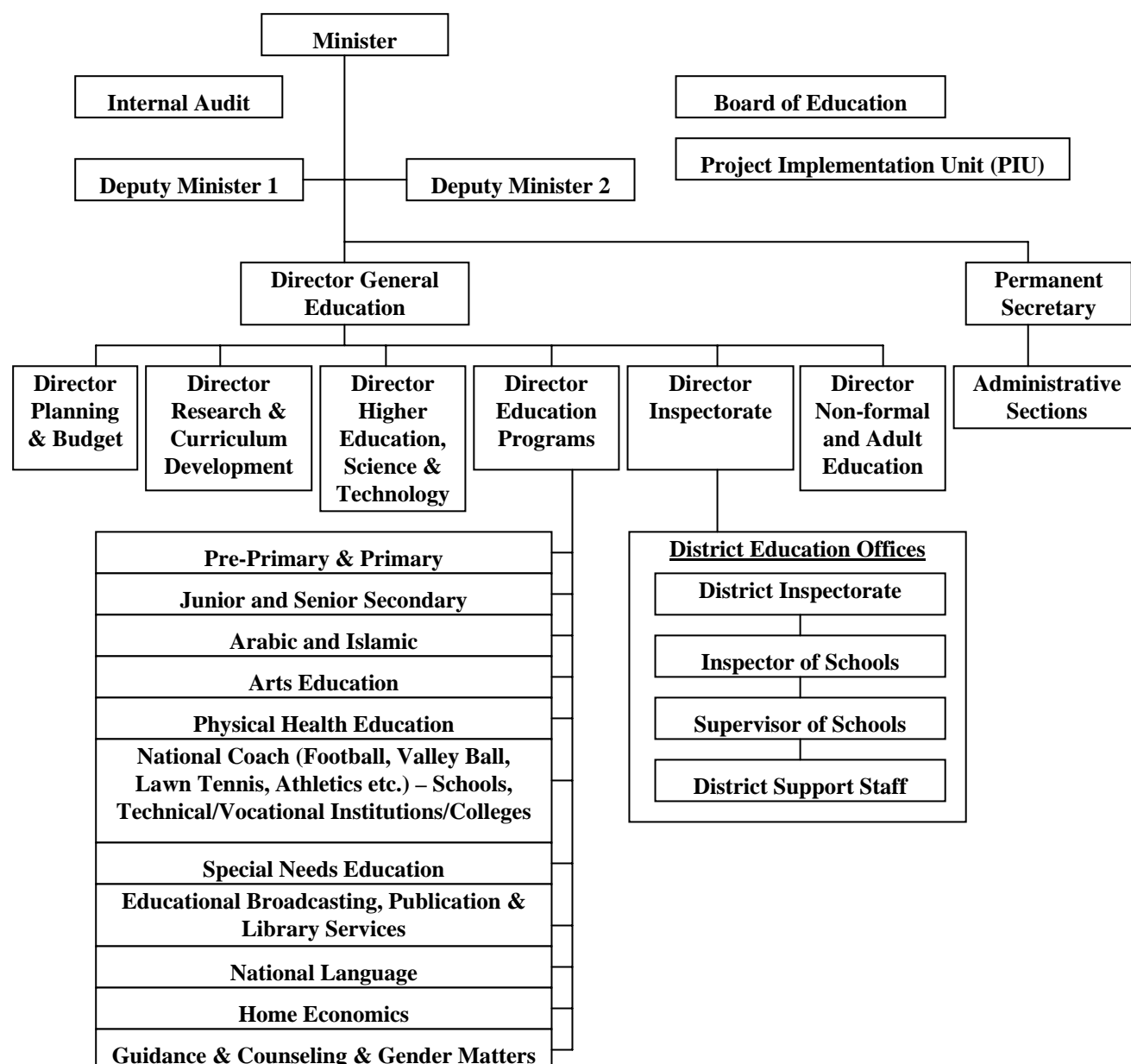
At the end of Class 6 (six) of primary school, all children take the National Primary School Examination (NPSE), which is conducted by the West African Examinations Council on behalf of MEST. The result is used for junior secondary school placement purposes. The junior secondary school course is concluded by a Basic Education Certificate Examination (BECE), which is also conducted by the West African Examinations Council.

Technical and vocational training is provided, not fully in operation, through a community education centers at the basic (primary and junior secondary) schooling levels; technical and vocational schools and/or technical and vocational centers at the senior secondary schooling level; and technical and vocational institutes, professional institutes or polytechnics at the post-senior secondary schooling level.

(2) Administration System (National and District Levels)

At the national level, the Ministry of Education, Science and Technology (MEST) is the leading organization in policy making, planning, budgeting, implementation, supervision and monitoring the education services in Sierra Leone. The operation structure of MEST can be summarized as in Figure 2.1.

¹ Paul Bennell, Jeanne Harding, Shirley Rogers-Wright, *PRSP Education Sector Review*, June 2004, prepared for the PRSP Education Sub-sector Working Group.



(Source: MEST, *Scheme of Service*, 2003)

Figure 2.1: Administration Structure of MEST

Technical divisions are under the Director General of Education. Division of Planning and Budget is responsible for planning and budgeting, educational facilities and the education information system. Teacher training section is under Division of Higher Education, Science and Technology. Primary education, junior secondary education, physical health education, sports and vocational training, library services, counseling and gender matters are covered by Division of Education Programs.

At the district level, District Education Office is responsible for the government education services, which is under Division of Inspectorate of MEST. District Inspector is responsible to oversee the

operations of schools in the district. Inspector of Schools is responsible to ensure proper teaching and learning environment. He/she organizes training courses and orientation for teachers; conducts regular inspection of schools; and gives demonstration lessons to teachers together with Supervisor of Schools and district support staff.

(3) MEST Budget

Total MEST expenditure has increased from Le.76.0 billion (approximately equal to US\$26.7 million) in 2001 to Le.106.5 billion (US\$37.4 million) in 2003. According to the Medium Term Expenditure Framework (MTEF), it is projected to increase to Le.128.2 billion (US\$45.0 million) by 2006. Development expenditure accounted for only 3.3 percent of total MEST expenditure between 2001 and 2003. The share of the MEST budget in total public expenditure is around 20 percent during the past three years². In Sierra Leone, the government income is low and not stable, in general. Over 60 percent of the annual budget of about US\$200 million is generated from donor funding, of which 65 percent is used for salaries, leaving 25 percent for development³.

(4) Education Provision

There are 3,801 government and government-assisted primary schools and 263 secondary schools⁴ (Table 2.1) in Sierra Leone. After the 11-year civil war, the education system faced devastating situation in school facilities, human resources including teachers, children's readiness, teaching and learning materials etc. With the various efforts made in extending primary education provision in both government-assisted and non-formal community schools, school gross enrolment rates have been increasing; 97 percent of the schools are now being used though 87 percent of the classrooms require some rehabilitation⁵.

The quality of primary and secondary education is very low in most of the locations. Only around 50 percent of teachers are trained and qualified and in-service training opportunities are limited. Very few qualified teachers are working in rural schools. The commitment and morale of teachers is also critical. Teachers' salary is low (Le.100,000-120,000 per month in Kambia), which covers less than one-third of household livelihood needs⁶. Textbooks and classroom furniture are limited. Classrooms, especially in Class 1 and Class 2, are over-crowded with almost 100 students seated.

² *PRSP Education Sector Review*, June 2004.

³ UNICEF, *Situation analysis of children and women*, 2003.

⁴ Only total numbers of junior secondary and senior secondary schools are available.

⁵ UNICEF, *Situation analysis of children and women*, 2003.

⁶ *PRSP Education Sector Review*, June 2004.

MEST has promoted CREPS (Complimentary Rapid Education Program), under the financial and technical assistance of UNICEF and NRC, to provide primary education for children who could not access school during the war and/or dropped out from formal schools. There are 184 CREPS centers are operated and 22,530 students are enrolled at the start of the 2003/04 school year.

Table 2.1: Status of Formal Primary and Secondary Education (as of January 2004)

District	Government and Government-Assisted Primary Schools			Government Secondary Schools		
	No. of Schools	No. of Students	No. of Teachers (No. of Qualified Teachers; %)	No. of Schools	No. of Students	No. of Teachers (No. of Qualified Teachers; %)
Bo	389	118,651	3,096 (1,714; 55.4%)	30	20,799	687 (19; 27.7%)
Bombali	285	80,327	1,300 (687; 52.8%)	24	11,838	367 (291; 79.3%)
Bonthe	135	20,730	499 (206; 41.3%)	6	3,386	128 (101; 78.9%)
Kailahun	263	66,546	1,350 (499; 37.0%)	18	5,468	220 (163; 74.1%)
Kambia	151	49,907	517 (174; 33.7%)	12	3,757	146 (124; 84.9%)
Kenema	350	102,282	2,077 (1,210; 58.3%)	23	11,398	448 (410; 91.5%)
Koinadugu	193	42,677	649 (92; 14.2%)	7	2,490	88 (60; 68.2%)
Kono	185	59,462	939 (270; 28.8%)	15	3,779	149 (103; 69.1%)
Moyamba	437	79,248	1,602 (414; 25.8%)	16	5,857	330 (190; 57.6%)
Port Loko	335	98,447	1,562 (721; 46.2%)	23	11,139	371 (261; 70.4%)
Pujehun	187	43,871	646 (157; 24.3%)	6	1,547	65 (32; 49.2%)
Tonkolili	393	75,587	1,460 (409; 28.0%)	15	5,204	264 (196; 74.2%)
Western Area	498	188,513	3,631 (2,690; 74.1%)	68	46,813	2,206 (1,832; 83.0%)
Total	3,801	1,026,248	19,328 (9,243; 47.8%)	263	133,475	5,469 (3,782; 69.2%)

(Source: MEST, *Data Pack Education Sector*, October 2004)

As shown in Table 2.1, Kambia District has 174 qualified teachers; which is 33.7% of the teachers in the District. This is relatively a low rate of qualified teachers comparing to the other districts. The primary schools in Kambia District have only 1.2 qualified teachers per school on average.

The number of secondary schools is very low in Kambia. There are only 12 secondary schools, which is the 4th smallest number among the 13 districts. However, the teacher deployment situation is much better than the primary schools. In Kambia, there are 10.3 qualified teachers per secondary school in average.

There is few data available of the teacher numbers by sex. Based on the interview survey during the 1st visit of JICA Study Team, there are limited female teachers both in the urban area and in the rural area. This is because:

- (1) the enrolment rate of the women are still low; especially in senior education and tertiary education; and only limited number of women enter the teacher training colleges;
- (2) female teachers are not well accepted in the schools due to the traditional background; and
- (3) women (or their parents and/or husbands) prefer being involved in trading or other business to becoming a teacher to earn more money.

(5) School Calendar and Classroom Schedule

The academic year starts in September and ends in July. Both of the primary and the secondary schools have three terms in a school year. For example, the primary and the secondary schools had the following school calendar in the last school year:

1st term: from 13th September 2004 to 17th December 2004 (14 weeks)

2nd term: from 4th January 2005 to 24th March 2005 (12 weeks)

3rd term: from 11th April 2005 to 15th July 2005 (14 weeks)

Total of the 3 terms: 40 weeks

The starting and the ending dates of each term are not the same every year. It depends on the approval of the new fiscal year budget and/or on the progress of the examination scoring and the placement of the students etc.

In the end of the 3rd term, the National Primary School Examination (NPSE) for primary school graduates and the Basic Education Certificate Examination (BECE) for junior secondary school students are conducted in May and during the first and/or the second week of July, respectively. At the

end of Class 6 (six) of primary school, all children take NPSE. The result of NPSE is used for junior secondary school placement purposes. BECE is the same examination system for the junior secondary school students.

As for the daily school schedule, some schools start at 8:00 am every day and some start at 8:30 am. The starting times of the classes are not the same among the schools.

For example, Holy Cross Primary School in Rokupr, Kambia District, starts at 8:30 am and ends at 1:25 pm. The class length is different; the length depends on the grade and on the subject. The Class 1 students are taught in 25-minute to 30-minute classes, while the science class for the Class 6 students is a 60-minute class. The school has a school register book for each classroom. A classroom teacher keeps daily attendance records of the students.

Ahmadiyya Secondary School in Rokupr starts at 8:00 am; all the students are expected to be seated in the classroom before 7:45 am every day. The classes are over at 1:40 pm. Supplemental lessons are given by the school from 4:00 pm. Some of the students, when the teachers decide that they need additional learning, are requested to stay in the supplemental lessons. Many students help their family business, such as farming, retailing etc., after the school.

The schools do not provide any school lunch. According to the principal of the Ahmadiyya Secondary School, only 30% of the students can afford to bring a lunch box to school. Most of the students have to leave their home early in the morning and stay in the classroom without meals. They can eat only after they get home. Some students live in a remote village located far from the school. For example, it takes three (3) hours for some children, who live in a village 5 miles away from the school, to come to school and to return home everyday.

(6) School Activities and Programs

For the children and the schools in Kambia, the biggest annual events in the school calendar are Independence Day (27 April), African Child Day (16 June), Christmas (25 December) and Ramadan. On African Child Day⁷, both of the primary and the secondary schools of Kambia hold an annual event of marching in their communities to celebrate the Day.

⁷ In Soweto, South Africa, Thousands of black school children took to the streets in 1976, in a march more than half a mile long, to protest about the inferior quality of their education and to demand their right to be taught in their own language. Hundreds of young boys and girls were shot down; and in the two weeks of protest that followed, over a hundred people were killed and more than a thousand were

Besides the national holidays, each primary and secondary school has its own annual event programs following their educational tradition: such as an “athletic competition”, “football competition”, “volleyball competition”, “tennis competition” etc. In the academic year of 2004/05, the following regional and national sports competitions were held among the secondary schools:

- Sports competitions (soccer, volley ball, tennis):

Regional competitions: from 11th October to 30th November 2004

National competitions: from 19th to 23rd December 2004

- Competitions in track and field athletics competition:

Regional competitions: from 1st February 2005 to 4th March 2005

National competitions: from 11th to 15th April 2005

In Ahmadiyya Secondary School, they have an intra-school athletic competition in March this year; and they also have inter-school athletic competition annually. They have an intra-school football competition, and district, regional and national level football competitions annually. An intra-school volleyball competition is also held for boys and girls. The two photos below show the scene of the athletic competition held in Rokupr in March 2005.



Photo-1: Relay race in the Athletic Competition in Rokupr



Photo-2: A cheer group of community members in the Athletic Competition in Rokupr

insured. To honor the memory of these children and the courage of all those who marched, the African Child Day has been celebrated on 16 June every year since 1991 (UNICEF UK Homepage: www.unicef.org.uk).

These educational activities have been continued by the schools and by the communities as an annual event since even before the conflict, although the activities were downsized during and after the conflict.

In addition to the school sports events, the secondary school organizes a “quiz competition” for its feeder primary schools every year. It was held on 9th of March this year. The teachers of the secondary school prepare the events including the quizzes, the small prizes, the arrangement of the competition place etc. The Communities and Teachers Associations (CTAs) of the primary schools are invited to join the event.

Music and dancing are popular in the communities; however they are not taught at primary or secondary school. No special events of music and dancing are held at school, either. No music instruments or no audio equipment, such as cassette tape recorder etc., are available at the schools which JICA Study Team visited. Drawing and painting are not taught at primary or secondary school, either, because of the limited budget and the shortage of the materials in the communities. The competitions related to music, dancing, drawing, painting, speeches and writing of essays are not currently held at school in Kambia.

Because of the budget constraints, an entrance ceremony or a graduation ceremony is not commonly held at school. In the end of the 6th grade, the students receive the record of NPSE from their classroom teachers as a token of their graduation.

An “open school day” for the parents is held both by primary and secondary schools. According to the principals of Holy Cross Primary School and Ahmadiyya Secondary School, there are not many parents coming to the open school day. This is partly because their houses are located far from the school and partly because they are too busy to come to join the event.

Some schools have school gardens to produce foods for feeding their students and teachers and/or for income generation for the school itself. However, the activities of the school gardening have currently limited relationship with what are taught in the classes. Life-skill training or pre-vocational training, such as agriculture, carpentry, sewing etc., is not provided by most of the primary and the secondary schools.

As mentioned above, there are already several school events and activities conducted by the primary and the secondary schools. The scales of these activities are smaller than the ones before the conflict.

However, they are actively conducted with utilizing their locally available resources; and the students have enjoyed the events.

These events might provide good opportunities to enhance the community's understanding of the importance of the education and to strengthen the unity of the community members through inviting students, parents and community members when planning and organizing the events, instead of doing everything only by the school teachers.

(7) School Management Activities

Following the Education Act, each primary school has a School Management Committee (SMC). A SMC has seven (7) members. A member of a parents' committee is chosen as a chairperson of the SMC. Besides the chairperson, the committee has six (6) members including a secretary (=Head Teacher); a representative of the Inspector of Schools, a representative of the proprietor; village head or town chief; an educationist from the community; and a utility person. Each secondary school has a Board of Governance, which has the same operation structure as the SMC.

These committees, most of which are not fully functioned yet, are responsible for receiving and controlling government-to-school subsidies and for maintaining school facilities and equipment. The SMCs and the Boards of Governance have a regular meeting: for example, twice a term, in the beginning and in the end of the term.

Each primary and secondary school used to have a Parents and Teachers Association (PTA), which are currently being upgraded to a Communities and Teachers Association (CTA) at most of the schools to include community members following the government policy to enhance community participation to school management.

These school-based groups, SMCs, Boards of Governance, and CTAs, can be the possible candidates of the entry points of the community empowerment during Phase 2 of this Study.

(8) Teachers' Training

Participating in a formal training course is a common step for an unqualified person to be a qualified teacher. It is vital for those taking up teaching since it is by law stipulated that a person without a

professional certificate generally cannot be employed as a permanent full-time teacher.⁸ It is in this context that teaching qualification system is comparably rigid and so is training system in Sierra Leone.

General Teachers Training

Three types of certificates are officially in effect: Teachers Certificate (TC), Higher Teachers Certificate (HTC), and Bachelor of Art (BA) in Education. Whereas BA in Education is offered at the faculty of Education of the Njala University College, TC and HTC are offered at 6 colleges including Freetown Teachers Collage, Bo Teachers Collage, Port Loko Teachers Collage, Northern Polytechnic, Eastern Polytechnic, and Milton Magai Collage of Education and Technology. Table 2.2 summarizes training courses for those certificates by coverage, duration, and place of the courses.

Table 2.2: Types of Certification

Type of Training Course	Coverage	Duration	Place
Teachers Certificate (TC) course	Primary Education	3 Years	Teachers Collages /
Higher Teachers Certificates (HTC) course	Primary Education, Secondary Education	3 Years	Polytechnic / Milton Magai Collage of Edu. and Tech.
Bachelor of Art (BA) in Education	Higher Education	4 Years	Njala University College

The TC course is designed to improve basic teaching skills and knowledge for primary education while the HTC course is to strengthen specialization of teachers in a certain field applicable both for primary and secondary education. Teaching practice is considered important for the TC course particularly in the aspect of teaching method, administration of class, record keeping, and registration. Table 2.3 shows general information about the TC and the HTC courses offered at Freetown Teacher's College.

Table 2.3: General Information about TC and HTC Courses in Freetown Teachers College

Course	Teachers Certificate (TC)	Higher Teachers Certificates (HTC)	
		HTC (Primary)	HTC (Secondary)
Entry Requirement	Completion of Senior Secondary School or Form 5 with BECE passed 5 years of teaching experience	TC plus 3 years of post graduates teaching experience	High achievement levels in all subjects Completion of Senior Secondary School Passed college entrance examination

⁸ This is elaborated in the Section 36 of *Education Act, 2004*.

Course	Teachers Certificate (TC)	Higher Teachers Certificates (HTC)	
		HTC (Primary)	HTC (Secondary)
Duration	3 Years	3 Years	3 Years
Term	Term 1: 10 weeks Term 2: 13 weeks Term 3: 13 weeks	Term 1: 10 weeks Term 2: 15 weeks Term 3: 15 weeks	Term 1: 10 weeks Term 2: 13 weeks Term 3: 13 weeks
Subject	Sierra Leonean Languages (Krio / Themne) Language Arts Mathematics Environmental Science Social Studies Education Pre-Vocational Studies (Agriculture and Home Economics) Community Development Studies Creative Practical Arts Physical Health Education/French Religious Moral Education	Core Subjects General Education Community Development Studies General English Basic Maths Indigenous Language (Krio/Themne) (Selected two subjects In addition) Science Subjects Environmental Studies Pre-Vocational Studies Physical Health Education Mathematics Arts Subjects Language Arts Social Studies Sierra Leonean Languages (Krio / Themne) Religious Moral Education Creative Practical Arts Performing Arts	General: Core Subjects General English Community Development Studies General Education Basic Mathematics Indigenous Languages (Krio/Themne) Departmental Specialist Courses (Selected subjects)

(Source: Freetown Teachers Colleges, *Prospectus: 2004/05 Academic Year*)

Distance Teachers' Training

Alongside the general teachers training, distance training is among rigid training systems of Sierra Leone. The training is designed for those unqualified teachers at primary education with more than three years of teaching experience. Upon completion of the course, Teachers Certificate (TC) is offered in the same manner as in the general teachers training. This system is particularly significant in Sierra Leone under the circumstance that lack of qualified teachers is a commonly recognized problem.

The course requires a certain level of self-motivation in the respect that a large portion of the course requires trainees' own efforts. Around 60 modules are provided to pursue the completion of the course.

The courses are offered both at teachers colleges and distance training centers all around the country.⁹ Classroom-type training is offered twice a week for those pursuing at teachers colleges, and during Christmas holiday (2 weeks), Easter holiday (2 weeks), and in July (4 weeks) for those pursuing at distance training centers. In order to administer the course at distance training centers, the MEST dispatches coordinators from Freetown and maintains qualified tutors from each district.

Distance teaching at distance training centers appears to be effective in quality improvement of education in the districts since most of the trainees are from the immediate locality and tend to continue staying at the same district after the course. Distance trainees from various districts at teachers colleges, on the other hand, tend to stay in Freetown after completion of the course, according to information received from Freetown Teachers Collage.

(9) Community Efforts to Improve Access to Primary Education

In addition to the government and government-assisted primary schools, according to the MEST statistics, there are around 500 primary community schools (Table 2.4), which do not receive regular support from the government. Most community schools have been constructed and are operated by local communities with generally limited government and NGO support to improve their children's accessibility to primary schools.

Table 2.4: Status of Community Schools by District (as of January 2004)

District	No. of Schools	Community Students			Community Teachers		
		Total No. of Students	No. of Male Students	No. of Female Students	Total No. of Teachers	No. of Qualified Teachers	No. of Unqualified Teachers
Bombali	197	12,802	6,836	6,416	323	0	323
Bonthe	6	345	230	115	17	0	17
Kambia	85	11,338	6,498	4,840	NA	NA	NA
Koinadugu	81	9,049	5,474	3,575	125	NA	123
Kono	66	10,769	5,940	4,829	197	1	196
Port Loko	69	9,661	5,705	3,956	184	12	172
Pujehun	1	246	148	98	3	0	3
Tonkolili	27	1,239	680	559	85	27	58
Western Area	NA	4,957	2,557	2,400	93	63	30
Total	532	60,406	34,068	26,788	1,027	103	922

(Source: MEST, *Data Pack Education Sector*, October 2004)

⁹ The distance training centers are usually the largest government-assisted secondary school located in the center of each district. For instance, Kolenten Secondary School is the distance teachers training center in Kambia District.

To establish a community school:

- (1) a village chief or a town chief takes the lead;
- (2) they will decide the catchment area of the planned community school under the guidance of the Inspector of Schools and/or Supervisor of Schools;
- (3) the village/town chiefs of the catchment area will discuss with community leaders and decide the school structure and facilities based on their available resources;
- (4) a community school usually start with only Class 1 in order not to take students from nearby primary schools;
- (5) a volunteer teacher is usually chosen from organizers of the schools; he/she would be a bridge between the school and the community as well as between the school and the Inspector of Schools; and
- (6) when the school meet the government standard, then it will be registered as government-assisted schools.

The quality of education at the community schools is generally worse than the government and government-assisted schools. Most of the community school teachers are the volunteers chosen from the local community members, who are not formally trained as teachers. They are usually paid in kind by the community. Classrooms are not enough. Most of the existing classroom structure is made of bamboos, straw and leaves etc.; furniture are limited and students share limited number of textbooks.

MEST has been implementing a project to improve and expand community schools to increase the children's accessibility to school in the rural area in collaboration with UNICEF.

(10) Non-formal and Special Needs Education

Adult literacy rates are extremely low outside of Western Area. Only one in 13 women in the Northern Region is reported to be literate and one in ten in the Eastern Region¹⁰. MEST and the Ministry of Social Welfare, Gender and Child Affairs have provided literacy training. According to MEST statistics, 264 adult literacy centers were operational in 2003 with 8,042 learners, 41 percent of whom are female. The current MEST budget for non-formal education is only Le.200 million (US\$70,000)¹¹.

There are no reliable estimates available of the total number of physically and mentally handicapped children in Sierra Leone. There are four schools for the deaf and blind. The Schools for the Blind and

¹⁰ Paul Bennell, Jeanne Harding, Shirley Rogers-Wright, *PRSP Education Sector Review*, June 2004, prepared for the PRSP Education Sub-sector Working Group.

¹¹ Ditto.

Deaf in Freetown have 51 and 103 students respectively¹². Financial support for special needs education from the government is limited and the provision of special needs education is not functioning well.

2.1.2. Children and Education

(1) Enrolment to Education

One of the key goals of the Government of Sierra Leone is that all children should receive nine years of free basic education, which is of good quality and relevant to the livelihood needs of the population¹³.

Statistics compiled by the Inspection Directorate show that enrolments at government-assisted primary schools grew from 465,000 in 2000/01 to 967,000 in 2002/03 and 1,110,000 in 2003/04. Class 1 enrolments increased from 228,000 in 2001/02 to 299,000 in 2003/04. The number of Class 6 students rose from 40,000 to 76,000 during the same period. Average enrolments at primary schools are 278 pupils¹⁴. Data from the Integrated Household Survey shows that the overall GER is estimated at 121.8 percent at the end of the 2002/03 school year.

Table 2.5 shows that the GER of primary education of Kambia District is 106 percent for female students and 141 percent for male students. Gender disparity of primary GER in Kambia is higher than the other districts except Bombali District; still less female students go to school and remain school than male students. In junior secondary schools, the gender disparity becomes more serious than the primary schools; 48 percent for female and 91 percent for male.

¹² Ditto.

¹³ Ditto.

¹⁴ Ditto.

Table 2.5: Primary and Secondary Schooling GER by District, 2003

District	Primary		JSS		SSS	
	Female	Male	Female	Male	Female	Male
Bo	105%	112%	44%	59%	33%	56%
Bombali	114%	155%	17%	26%	7%	21%
Bonthe	157%	140%	47%	78%	32%	63%
Kailahun	153%	182%	13%	37%	0%	9%
Kambia	106%	141%	48%	91%	17%	10%
Kenema	108%	107%	24%	42%	35%	21%
Koinadugu	82%	106%	16%	28%	0%	26%
Kono	135%	147%	30%	68%	11%	18%
Moyamba	112%	116%	61%	58%	28%	43%
Port Loko	117%	108%	26%	50%	24%	23%
Pujehun	120%	109%	39%	72%	12%	10%
Tonkolili	116%	106%	18%	27%	13%	36%
Western Area	129%	145%	99%	69%	74%	126%

(Source: Sierra Leone Integrated Household Survey, 2003)

(2) Drop-out Rate

GER has increased; however, the dropout rates of the primary schools are still high. The 2003 Household Survey shows that, in the urban areas, half of all females 15-19 year olds had completed primary schooling, while among rural children in this age group, only 11 percent of girls and 16 percent of boys had completed Class 6. Relatively few 10-14 year olds had completed primary school, particularly in the rural areas¹⁵.

According to the findings during the field survey during the 1st visit of JICA Study Team, the major reasons of the high dropout rates can be summarized as follows:

- (1) Schools are still located far from many of the villages in the rural area.
- (2) Parents (guardians) are worried that the roads to schools are not safe for small children due to the long distance, dangerous animals such as snakes and insects etc. in the rural area.
- (3) Many parents (guardians) do not understand the importance of education yet. Children are used for nursing younger children, house keeping, and some income generation activities. Especially, girl children are sent to a nearby market to sell their products.
- (4) Early age marriage and pregnancy are still common among girls in the rural area. There are no data available; however, based on the interview survey with a women leader in the community, some girls get married and have a baby when they are thirteen or fourteen years old.

¹⁵ PRSP Education Sector Review, June 2004.

- (5) Schools and classrooms are not attractive for children. Many school facilities are obsolete. No desks and chairs in the classroom. Teaching skills of teachers are limited. Sometimes teachers are not coming. Teaching and learning materials are scarce. The contents of school lessons are not practical or attractive.
- (6) Basic education is free; however, parents (guardians) are still requested to pay for school uniforms, which is not a must but some students wear, for additional textbooks and exercise books, and for lunch.

There is no specific data available; however, most of the cases dropout from schools is decided by parents, even if their children want to continue going to school, due to hardship of family poorness according to the findings of the interviews during the 1st visit of JICA Study Team. The reasons of (3) and (4) especially affect to the higher dropout rate of female students.

(3) Out of School Children

UNICEF estimates 350-400,000 children in Sierra Leone are currently “out of school”. This group comprises children who have never attended school and those who have dropped-out somewhere between Class 1 and 6. The Multi Indicator Cluster Survey (MICS, November 2000) reports that, in 2000, almost two thirds of the 15 to 19-age group had never attended school.

The WFP estimates that “as many as 500,000 children in the 10-14 age group have missed some schooling” because of the war. According to the Integrated Household Survey, in mid-2003, 38 percent of females and 31 percent of males aged between 5 and 17 had no formal education (Table 2.6)¹⁶.

Table 2.6: Percentage of Those Who Never Attended School by Age Group and Location, 2003

Age	Urban		Rural	
	Female	Male	Female	Male
5 to 9	29%	31%	50%	52%
10 to 14	16%	9%	31%	27%
15 to 19	25%	15%	65%	40%
20 to 29	47%	22%	88%	70%
30 to 39	59%	32%	93%	72%

(Source: *Sierra Leone Integrated Household Survey*, 2003)

¹⁶ PRSP Education Sector Review, June 2004.

(4) Parental Status of Children

As mentioned above, the high dropout rate have been caused by limited access to schools, by low quality and unattractive teaching and learning environment, parents' limited understanding of education and preferring using their children as labors; by poorness of the families, etc.

In addition to that, there are orphans and street children both in urban and rural areas, which have created a lot of out of school children. The formal data of orphans and street children is not collected during the 1st visit of JICA Study Team; however, according to the head counting survey conducted by the Ministry of Social Welfare, Gender and Children Affairs, there were more than 2,000 street children were counted at one midnight in 2004. Table 2.7 shows the parental situation of the children under 18 years old in Sierra Leone.

Table 2.7: Parental Status of Children (Under 18) (percentages)

Parent Status	East Region	North Region	West Region	South Region
Both deceased	2.9	2.1	1.8	2.0
Father deceased	10.4	9.9	8.2	7.9
Mother deceased	2.8	3.1	2.7	3.3
Total	16.6	15.1	12.7	13.2

(Source: *Sierra Leone Integrated Household Survey*, 2003)

According to the *PRSP Education Sector Review Report*, for the last forty years, most Sierra Leonean have been denied their basic human rights of access to education. Currently, 76 percent of women and 60 percent of men have never been to school. Table 2-8 shows the highest educational attainment of men and women of 5 consumption groups.

As shown in Table 2.8, only 11-13 percent of mothers (women) completed primary education in Groups 1, 2, 3 and 4. Even among the richest 20 percent (Group 5), only 30 percent mothers finished primary education.

This implies that the tendency of not to sending children to schools existed in Sierra Leone, even before the war. The PRSP report said that this situation has been more serious in the rural area, although there is no data available.

Table 2.8: Highest Educational Attainment of Father and Mother by Consumption Group* (percentages rounded)

Educational Attainment		Group 1	Group 2	Group 3	Group 4	Group 5
Never attended	Father	67	57	58	67	53
	Mother	82	82	62	83	65
Incomplete primary	Father	5	8	6	3	5
	Mother	5	5	5	4	5
Complete primary	Father	5	5	5	3	3
	Mother	3	5	2	2	3
Post-primary	Father	15	24	20	23	33
	Mother	9	8	9	9	27

Note: Survey samples are divided into 5 groups following their consumption level: from Group 1 = the poorest 20% to Group 5 = the richest 20%.
(Source: *Sierra Leone Integrated Household Survey*, 2003)

One of the key reasons why parents do not send children to school is the expenses of primary education, although some subsidies are paid by the government. Table 2.9 shows the median household expenditure on education by consumption group.

Table 2.9: Median Household Expenditure on Education by Consumption Group in 2003

Item	Group 1	Group 2	Group 3	Group 4	Group 5
School Fees	Le.1,000	Le.500	Le.1,000	Le.3,000	Le.35,000
Teachers	2,000	2,000	3,000	5,000	4,000
Uniforms	16,000	20,000	21,000	29,000	41,000
Books	4,000	7,000	6,000	10,000	55,000
Transport	NA	NA	NA	NA	NA
Room	NA	NA	NA	NA	NA
Extra Activities	0	2,000	1,000	5,000	39,000
Others	0	1,000	1,000	0	2,000
Total	Le.23,000	Le.32,000	Le.33,000	Le.52,000	Le.176,000

Note: Survey samples are divided into 5 groups following their consumption level: from Group 1 = the poorest 20% to Group 5 = the richest 20%.
(Source: *Sierra Leone Integrated Household Survey*, 2003)

The expenses of uniforms are the biggest. The Group 1 parents pay Le.16,000 (=US\$5.6) and the Group 5 parents pay Le.41,000 (=US\$14.4). To wear uniforms is not a must; however children want to wear where some classmates wear uniforms. Parents also need pay for additional books, which is not a small amount either.

2.1.3. Education Policy and Strategy

(1) Education Goals and Targets

MEST developed the government education goals that respond to international markers such as the Education For All (EFA) programs and the Millennium Development Goals (MDGs) and the desire to recover from the throes of war¹⁷.

Those goals are to achieve:

- (1) reduction and relief of poverty using education;
- (2) significant increase in the literacy rate;
- (3) free and compulsory quality basic education;
- (4) gender equity in access to and participation in education;
- (5) increase in access to quality education at post junior secondary school level;
- (6) empowerment of youths through education;
- (7) increased access to education for the disadvantaged and the disabled;
- (8) decrease in regional and district disparities in access and quality education; and
- (9) greater decentralization of education and devolution of authority by increase in community ownership of schools.

In order to achieve the above stated goals, MEST has set the following targets:

- Free primary education by 2003
- Establishment of school management committees in all primary schools by 2005
- At least one junior secondary school in each of the 149 chiefdoms by 2007
- Free junior secondary education for girls by 2006
- Free junior secondary education for all by 2010
- Free and compulsory basic education by 2015
- A 10 percent increase in the NPSE and BECE pass rates by 2010
- Establishment of community education centers and technical/vocational centers in all chiefdoms by 2007
- A 30 percent increase in the percentage of qualified teachers by 2015
- Provision of remote area and needy subject allowance by 2005
- Complete reorganization and expansion of tertiary education by 2007

¹⁷ *National Report on the Development of Education in Sierra Leone, West Africa for the Year 2003.*

- Establishment of model schools and centers of excellence initially in all regions and ultimately in all districts by 2008 and 2015 respectively

(2) Programs and Projects

To achieve the goals and targets mentioned above, international agencies, donors and NGOs have implemented emergency programs and projects with the Government of Sierra Leone. Programs and projects related to basic education are as shown in Table 2.10.

Table 2.10: Basic Education Related Programs and Projects

Program/Project	Donors	Outline
CREPS (Complimentary Rapid Education Programs)	UNICEF NRC	<ul style="list-style-type: none"> - To provide primary education for the children who could not attend primary schools because of the war. - Target group includes children between 8-14 years old. - CREPS centers were established in the existing schools and the CREPS classes are carried out in the afternoon after the formal classes in the morning. - After completing the CREPS classes, the trainees can enter the formal education through passing the NPSE. - Actual activities have been conducted by NRC, which will complete their activities and leave the country in December 2005.
SABABU Project	World Bank AfDB NRC and other NGOs	<ul style="list-style-type: none"> - To rehabilitate basic education - Construction/rehabilitation of primary schools, provision of school furniture, teacher training, provision of text books, training of school management committees etc. - Actual activities have been conducted by NRC and other NGOs, which will complete their activities and leave the country in December 2005.
Community Movement for Education	UNICEF Coalition of NGOs including Plan Sierra Leone, World Vision etc.	<ul style="list-style-type: none"> - To improve access to primary education through utilization of local resources and by constructing simple classroom blocks for community schools with around US\$5,000/unit in Kono, Koinadugu and Bombali districts. - NGOs provide labor; UNICEF provides materials; and the government provides teachers. - Participatory teaching method is utilized to cover 6-9 years old children. - Target number of schools to be constructed are 1,300; out of which 410 schools have been completed.
Chiefs as Champion of Children	UNICEF	<ul style="list-style-type: none"> - To strengthen the capacity of the chiefdom in Kono, Koinadugu and Bombali districts. - Technical guidance to chiefs in creation of bylaws of their chiefdoms such as to clean their compound; to send children to school etc. - Provision of social statistical data by chiefdom to the chiefs quarterly to show them the status of their own chiefdom and to discuss how to improve the situation.

(Source: Prepared by JICA Study Team based on the interview during the 1st visit in March 2005)

2.1.4. Findings in Kambia District

(1) Primary Education

There are 151 government and government-assisted primary schools and 49,907 students are registered to the government and government assisted schools. As shown in Table 2.11, percentages of female students in the schools are less than 40%, except Tonko Limba Chiefdom. Percentages of qualified teachers are also low; the average percentage is 33.7%. Especially, Gbinleh-Dixon Chiefdom has the very low percentage of qualified teachers 12.1% and Bramaia 18.2%.

Table 2.11: Status of Formal Primary Education in Kambia District (as of January 2004)

Chiefdom	No. of Schools	Students				Teachers		
		Total No. of Students	No. of Male Students	No. of Female Students	Percentage of Female (%)	Total No. of Teachers	No. of Qualified Teachers	Percentage of Qualified Teachers (%)
Masungbala	14	4,705	2,958	1,747	37.1%	45	12	26.7%
Mambolo	21	6,880	4,156	2,724	39.6	74	23	31.1
Tonko Limba	37	9,107	5,071	4,036	44.3	89	26	32.1
Magbema	34	14,319	8,565	5,154	36.0	158	80	50.6
Samu	25	8,258	5,443	2,815	34.1	96	25	26.0
Gbinleh-Dixon	11	3,341	2,131	1,210	36.2	33	4	12.1
Bramaia	11	3,297	2,106	1,191	36.1	22	4	18.2
Kambia District	151	49,907	30,430	18,877	37.8%	517	174	33.7%

(Source: MEST, *Data Pack Education Sector*, October 2004)

Reliable data is not available but based on the observation and the interview during the first visit of JICA Study Team, in Kambia District, the primary schools are suffered from shortage of classrooms. The facilities of the primary schools are obsolete or very simple with bamboo, straw and leaves.

In primary schools Class 1 classroom is usually crowded with almost 100 students, while Class 6 has 30-40 students because of the high dropout rate. Students need to share the limited number of textbooks and teaching/learning materials. Most of the schools do not have latrines or water supply.



Photos: S.L.M.B. Koyamagbema Primary School (Government Assisted)

Community schools play an important role to improve children's' accessibility to school in Kambia District. Four or more villages cooperate to establish a community primary school for their children, who need to go to school which they are registered at and which is located very far from their village.

The community schools receive limited support from the government or the NGOs; therefore, their facilities are very simple; made of bamboo, straw and leaves. The furniture, textbooks and teaching/learning materials are limited. Teachers are volunteers chosen from the community, usually graduates from the secondary schools, and paid in kind by the community members.

There are 85 community schools in Kambia based on the Data Pack prepared by MEST (Table 2.12), while based on the interview with the Inspector of Schools of Kambia District, he said there are 65 community schools. The data from the Inspector of Schools seems more reliable; however to see the distribution of community schools among chiefdoms and to get the data of student numbers, the data from the Data Pack is shown as the status of community schools in Kambia District.

Table 2.12: Status of Community Schools in Kambia District (as of January 2004)

Chiefdom	No. of Schools	Community Students				No of Teachers
		Total No. of Students	No. of Male Students	No. of Female Students	Percentage of Female (%)	
Masungbala	9	1,731	1,096	635	36.7%	NA
Mambolo	8	1,049	617	432	41.2	NA
Tonko Limba	10	901	501	400	44.4	NA
Magbema	13	2,182	1,128	1,054	48.3	NA
Samu	13	1,802	1,053	749	41.6	NA
Gbinleh Dixon	12	1,547	908	639	41.3	NA
Bramaia	20	2,123	1,192	931	43.9	NA
Kambia District	85	11,335	6,498	4,840	42.7%	NA

(Source: MEST, *Data Pack Education Sector*, October 2004)



Photos: A Classroom and Soccer Goal of a Community School Assisted by UNICEF in Magbema

(2) Secondary Education

There are 12 secondary schools; four of which have senior secondary schools in Kambia District. 3,757 students are registered to these schools. Mambolo, Tonko Limba and Magbema Chiefdoms have both junior and senior secondary schools, while Masungbala and Gbinleh-Dixon have no junior or senior secondary schools.

As shown in Table 2.13, percentages of female students in the secondary schools are much smaller than in the primary schools. In Bramaia, the percentage of female students is only 12.1%. The percentages of qualified teachers show much better figure than the primary education.

Table 2.13: Status of Secondary Education in Kambia District (as of January 2004)

Chiefdom	No. of Schools (Number of SSS)	Students				Teachers		
		Total No. of Students	No. of Male Students	No. of Female Students	Percentage of Female (%)	Total No. of Teachers	No. of Qualified Teachers	Percentage of Qualified Teachers (%)
Masungbala	0	--	--	--	--	--	--	--
Mambolo	2	579	490	89	15.4%	24	23	95.8%
Tonko Limba	2	766	600	166	21.7	30	20	66.7
Magbema	5	1,656	1,416	240	14.5	66	62	93.9
Samu	2	466	356	110	23.6	17	15	88.2
Gbinleh-Dixon	0	--	--	--	--	--	--	--
Bramaia	1	290	255	35	12.1	9	4	44.4
Kambia District	12	3,757	3,117	640	17.0%	146	124	84.9%

(Source: MEST, *Data Pack Education Sector*, October 2004)

(3) Education Administration at the District Level

The district education administration is headed by Inspector of Schools. Under the Inspector of Schools, there is Supervisor of Schools. The district is divided into 6 (six) Zones; Gbinleh Dixon and Masungbala are combined into 1 Zone. A Zonal Supervisor monitors and supervises school teaching/learning activities in each zone. Based on the interview with the Inspector of Schools, the monitoring and supervision activities in the district are very slow and inactive because they have limited communication infrastructure and no transportation to move around the district.

(4) Education Programs/Projects

Donors and NGOs have been carrying out various programs and projects to rehabilitate basic education in Kambia District, most of which have decided to pull out in 2005 because they had concluded that the emergency and reintegration stage had been over in Kambia. Kambia District will have difficulties to continue on-going rehabilitation projects and to establish a sustainable development system in their communities. The programs and projects related to basic education in Kambia District are summarized as in Table 2.14. The education rehabilitation and development programs and projects are summarized in Table 2.15. Among the 7 chiefdoms, Magbema has had the biggest number of the programs and projects so far.



Photo: SABABU Construction Site



Photo: CREPS Class

Table 2.14: Basic Education Related Programs and Projects in Kambia District

Program/Project	Donors	Outline
CREPS (Complimentary Rapid Education Program)	UNICEF NRC (Norwegian Refugee Council)	<ul style="list-style-type: none"> - There are 40 CREPS in Kambia Districts - 4,277 students were taught; out of these students, 1,340 students will take NPSE this year. - In the CREPS center we visited, students studied actively to prepare for NPSE. - 128 unqualified and untrained teachers were trained by mentor teachers in 9 weeks/year for three years. - NRC will leave Kambia this year and then there would be no funds ready for CREPS.
SABABU Project	World Bank AfDB NRC	<ul style="list-style-type: none"> - 19 schools (16 primary and 3 junior secondary) are being constructed. These schools are provided with school furniture, textbooks and school management committee training. - 32 schools are provided with textbooks - 51 schools are benefited in total - Many classroom blocks construction have been suspended since last year, after the foundation and some part of the brick walls were done, at the two projects sites where we visited due to shortage of the funds. - SABABU will leave Kambia this year.

(Source: Prepared by JICA Study Team based on the interview during the 1st visit in March 2005)

Table 2.15: Summary of Education Programs/Projects by Chiefdom

Chiefdom	Current Situation	Major Programs/Projects
Masungbala	There are 16 primary schools from which 4 have been rehabilitated. SABABU project have also approved 4 primary out of 6 schools and 1 junior secondary school. There are 5 CREPS centers. Islamic Development Bank has approved 1 primary school for reconstruction.	<ul style="list-style-type: none"> - learning materials/books provision by UNICEF - CREPS by NRC - school reconstruction by NRC - school feeding by WFP
Mambolo	There are 20 primary schools and 2 secondary schools. 4 primary schools have either rehabilitated or reconstructed. SABABU has approved 6 primary schools. There are 5 CREPS centers.	<ul style="list-style-type: none"> - learning materials/books provision by UNICEF - CREPS by NRC - school reconstruction by NRC - school reconstruction by EU - school feeding by WFP
Tonko Limba	These two chiefdoms have 46 (Bramaia 9, Tonko Limba 37) primary schools and 3 secondary schools. About 12 schools have either rehabilitated or reconstructed. There are 7 CREPS centers for both chiefdoms.	<ul style="list-style-type: none"> - learning materials/books provision by UNICEF - CREPS by NRC - school reconstruction by NRC - school reconstruction by NaCSA - school feeding by WFP
Bramaia		<ul style="list-style-type: none"> - learning materials/books provision by UNICEF - CREPS by NRC - school reconstruction by NRC - school reconstruction by DfID and CRP - school feeding by WFP and by NRC - vocational/technical institute support by NRC
Magbema	Out of 34 officially recognized primary schools in the chiefdom, 10 have already been either rehabilitated or reconstructed. SABABU has approved 4 primary schools for reconstruction, while the Islamic Development Bank has also approved the reconstruction of 2 primary schools. There are 5 CREPS centers in the chiefdom.	<ul style="list-style-type: none"> - learning materials/books provision by UNICEF - learning materials/books by NRC - CREPS by NRC - school reconstruction by NRC - school reconstruction by EU - school reconstruction by DfID CRP - school reconstruction by NaCSA - vocational/technical institute support by DfID CRP - school feeding by WFP
Samu	There are 25 officially recognized primary schools and one have been rehabilitated/reconstructed. SABABU has identified 3 primary schools, while Islamic Development Bank has identified 1 for reconstruction. There are 3 CREPS centers.	<ul style="list-style-type: none"> - learning materials/books provision by UNICEF - learning materials/books by NRC - CREPS by NRC - school reconstruction by NRC - school reconstruction by EU - vocational/technical institute support by NRC - school feeding by WFP
Gbinleh-Dixon	There are 11 recognized primary schools. 6 have been rehabilitated. SABABU project have approved 4 primary schools and 1 junior secondary school for rehabilitation. There are 6 CREPS centers.	<ul style="list-style-type: none"> - learning materials/books provision by UNICEF - CREPS by NRC - school reconstruction by NRC - school reconstruction by NaCSA - school feeding by WFP

(Source: Prepared by JICA Study Team based on the data from: District Recovery Committee, *Data Pack and Kambia District Transition Report*, May 2004)

Box 2.1: Visit to Lunsar

JICA Study Team visited Sister Negishi and Sister Shirahata in Lunsar.

The followings are the findings during our visit and discussion with them:

1. Their church has a kindergarten for boys and girls; primary schools: one for girls and one for boys; a junior and senior secondary school for boys and girls and vocational training school for girls. 100 children in the kindergarten, 1500 students in the female primary school, 1800 students in the male primary school, 720 students in the junior and senior secondary school and 120 students in the vocational training center for the adults. The vocational training school targets the women from 25 to 40 years old.
2. Usually, parents do not know their children's age. They have to decide children's age from their appearance and movement; for example, a child will be 5 years old when he or she can touch their left ear with their right hand over his/her head.
3. Only part of the textbooks, which UNICEF told them to provide, usually reach their school. Others are missing or sold at the market although they have a UNICEF and "do not sell" stamp on them.
4. WFP school feeding program has not been effectively working in their school. They were informed by WFP the food is coming for their school, but usually the food arrives only once a year and it covers only a part of the food which they need. The school has to buy some other materials and fuels, which cost a lot, for their school lunch.
5. Salary for teachers has not arrived for more than six months from the government. Only part of the textbooks and exercise books for students, which are to be provided by the government, have been delivered to their school.
6. They have physical exercise class and music class; however they have no teachers or equipment. They just run, dance, or play football with their original balls made of plastic bags and without knowing the rules.

2.1.5. Priority Problems and Potentials of Stakeholders

Priority problems and potentials of major stakeholders in basic education in Kambia District were summarized in Table 2.16, based on the findings during the 1st visit of JICA Study Team:

Table 2.16: Priority Problems and Potentials of Major Stakeholders in Basic Education in Kambia District

Issue	Priority Problems	Potentials
Children	<ul style="list-style-type: none"> - Poor access to schools - Access road to schools are not safe - Dropout due to family poverty - Being used as child labor such as micro trading in community market 	<ul style="list-style-type: none"> - Many of them seem to have interest in education - They have a dream to become a doctor, teacher etc. - Even after dropout, they want to join schools such as CREPS class
Teachers	<ul style="list-style-type: none"> - More than 50% of teachers are unqualified - Limited in-service training for qualified teachers - Salary is not properly paid - Teachers do not want to go to the remote schools. 	<ul style="list-style-type: none"> - Eagerness to teach in the classrooms - Good job opportunities for youth
School Management Committee	<ul style="list-style-type: none"> - Most of the committees were formulated recently - They have members but not function well - Community or parents' voices are not necessarily reflected 	<ul style="list-style-type: none"> - Key player to improve community participation in school management
Parents	<ul style="list-style-type: none"> - Some of them do not understand the importance of education - They still use their children as labor and send them to market as trader or make girl children get married 	<ul style="list-style-type: none"> - Key player to send more children to schools - After the war, it is said that parents and community members are more serious about sending their children to school
MEST	<ul style="list-style-type: none"> - Limited human resources and financial resources - Limited capacity to plan, coordinate and supervise education programs 	<ul style="list-style-type: none"> - Mission to improve their education services - Leadership in education development
Inspector of Schools and Supervisors of Schools	<ul style="list-style-type: none"> - Limited human resources and financial resources at the district Inspector's office - No transportation or communication method to monitor and supervise schools 	<ul style="list-style-type: none"> - Mission to improve their education services - Leadership in the community at the district level - Knowing the local problems and needs very well

(Source: JICA Study Team's field visit)

2.2. Health and Sanitation

2.2.1. Health Problems

According to National Health Policy 2002, national health-related priority issues are summarized below.

- Malaria
- Sexually transmitted infection including HIV/AIDS
- Tuberculosis
- Unmet needs on reproductive health including maternal and neo-natal mortality
- Acute Respiratory Infection (ARI)
- Preventable diseases by immunization among children
- Nutrition-related diseases
- Water, food and sanitation born diseases
- Disability
- Maternal illness

(Source: Government of Sierra Leone, *Poverty Reduction Strategy Paper (PRSP) - Final Draft*, 2005)

Table 2.17 shows morbidity and mortality of some of those diseases in Sierra Leone. Nearly 40% of acute respiratory infection (ARI) cases and about 30% of anemia cases are seen in Kambia. According to Kambia Government Hospital, Malaria, ARI and malnutrition are major concerns among children.

Table 2.17: Morbidity and Mortality of Major Diseases in Sierra Leone and Kambia District

Diseases	Morbidity	Mortality	Morbidity in Kambia
Malaria	304,015	907	41,271
ARI	64,746	155	24,642
Diarrhea	248,048	438	6,493
STI	49,581	132	3,775
Anemia	7,321	134	2,377

(Source: Development Assistance Coordination Office, *Health Sector Data Pack 3rd Edition*, 2004)

2.2.2. Health Services

Referral flow in Sierra Leone is shown in Figure 2.2. Since medical doctors are only in hospitals, a patient in serious condition has to be referred to secondary hospitals which are a few in each district.

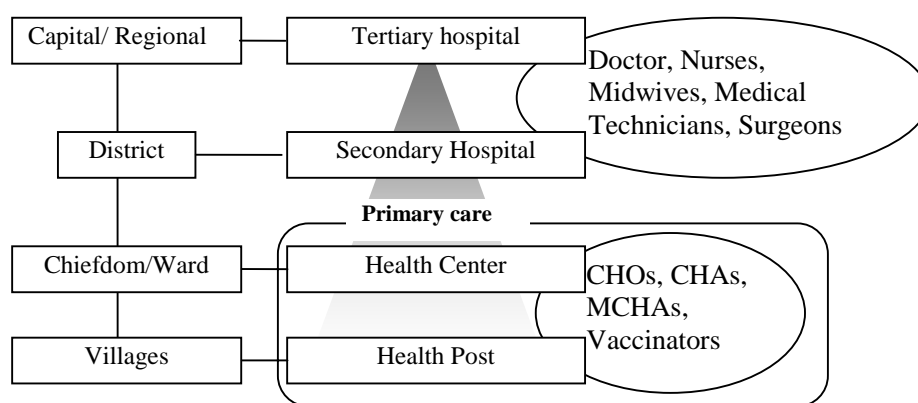


Figure 2.2: Referral Flow

As shown in Table 2.18, there are only 2 hospitals in Kambia District. Average population per peripheral health unit in Sierra Leone is 8,662¹⁸, while it is 9,233 in Kambia and worse in some chiefdoms.

Table 2.18: Health Facilities in Kambia District

Chiefdom	Functioning PHUs					Hospital
	CHC	CHP	MCHP	Total	Population/PHU ^{*1}	
Mambolo	1	0	1	2	18,387	1
Samu	4	3	1	8	7,616	0
Gbinleh-Dixon	2	0	0	2	9,256	0
Magbema	2	2	1	5	13,096	1
Masungbala	2	0	0	2	14,156	0
Tonko Limba	3	2	2	7	5,775	0
Bramaia	1	3	0	4	6,640	0
Kambia District	15	10	5	30	9,233	2

PHU=Peripheral Health Unit

CHC=Community Health Centre

CHP=Community Health Post

MCHP=Maternal and Child Health Post

*1= based on provisional results of Population and Housing Census 2004

(Source: Development Assistance Coordination Office, *Kambia Data Pack 3rd Edition*, 2004)

Table 2.19 shows that there are only 2 doctors and 8 nurses/midwives in Kambia District. Average population per doctor in Sierra Leone is 103,177, while it is 121,338 in Kambia¹³.

¹⁸ *Health Sector Data Pack 3rd Edition*, 2004.

Table 2.19: Health Personnel in Kambia District

Chiefdom	Doctor	CHO	PHI	Nurse/ Midwife	MCHA	Vaccinator	CHA
Mambolo	0	1	0	0	2	1	0
Samu	0	1	0	2	9	1	0
Gbinleh-Dixon	0	0	0	2	2	2	0
Magbema	2	1	0	2	7	3	0
Masungbala	0	0	0	1	2	1	0
Tonko Limba	0	1	0	1	8	0	0
Bramaia	0	0	0	0	5	0	0
Kambia District	2	4	0	8	35	8	0

CHO=Community Health Officer PHI=Public Health Inspector

MCHA=Maternal and Child Health Aid CHA=Community Health Aid

(Source: Development Assistance Coordination Office, *Kambia Data Pack 3rd Edition*, 2004)

Other than health personnel, volunteers for DOTS, nutrition, malaria and HIV/AIDS help public health services at the community level. Generally, more men are involved in those volunteers than women.

Box 2.2: Community Health Post (CHP) in Kambia District

Community Health Post (CHP) is frontline of health services. In the case of the CHP at Senthai Village, 2 MCH Aids, 1 vaccinator, 1 porter and 1 motivator work to provide primary health care to the community people such as follows:

- Growth monitoring and immunization for under-5 children
Usually 40-50 children come to the CHP for services. They also provide out-reach services at 5 places (rented house). Currently, enough quantity of vaccines is provided because of UNICEF's support.
- Primary care for diarrhea and ARI
Although diarrhea is serious among children, ORS (Oral Rehydration Salt) is not enough to cover all diarrhea cases.
- Maternal care
Pregnant women are expected to receive antenatal care more than 4 times, however most of them come only first visit. They also assist 4-5 cases of normal delivery per month. As for postnatal care, they weigh new-born baby at both the CHP and homes. They take records of the birth weight, place, attendant and condition of mother and baby.

2.2.3. Strategies to Expand Health and Nutrition Services

Strategies and priority areas in health sector stated in SL-PRSP (final draft, 2005) are summarized below:

- (1) Preventive care and treatment of infectious diseases to be reduce maternal, infant and under-5 mortality, morbidity and mortality of malaria and other infectious diseases including HIV/AIDS
- (2) Improvement of nutritional status of infants and young children, pregnant and lactating women through supplementary feeding and maternal and child health programs
- (3) Strengthening primary and secondary level care
- (4) Strengthening priority areas of tertiary care to ensure appropriate referral patterns and continuum of care

2.2.4. Water and Sanitation in Kambia

(1) Access to Safe Water Sources

As shown in Table 2.20, 26 to 135 households share one safe water source in each chiefdom in Kambia District. It is suggested that most households draw drinking water from unsafe water sources such as swamp, river and unprotected well, etc. Because many wells run dry in the dry season, people have to draw water from pond, swamp or river and it might cause water-borne infectious diseases such as cholera even in dry season.

Table 2.20: Number of Safe Water Sources in Kambia District

Chiefdom	Safe water source					
	Lined wells	Protected traditional wells	Spring box devices	Water gravity taps/ Stand pipes	Total	HH ^{*1} / safe water source
Mambolo	31	30	0	0	61	86
Samu	43	91	9	0	173	42
Gbinleh-Dixon	20	14	2	0	88	26
Magbema	54	155	1	0	234	40
Masungbala	26	1	0	0	27	135
Tonko Limba	102	8	0	0	120	46
Bramaia	31	2	0	0	43	91
Kambia District	307	301	12	0	746	50

*1= based on provisional results of Population and Housing Census 2004

(Source: Development Assistance Coordination Office, *Kambia Data Pack 3rd Edition*, 2004)

(2) Sanitary Facilities

Eight households share one dropholes in average in Kambia as shown in the following table, however it is still common to excrete in the open.

Table 2.21: Number of Sanitary Facilities (latrine or toilet) in Kambia District

Chiefdom	Dropholes				
	Traditional pit latrines	VIP latrines	Flush/Pour toilets	Total	HH/drophole ^{*1}
Mambolo	531	70	3	604	9
Samu	1,153	168	23	1,344	5
Gbinleh-Dixon	257	67	37	361	6
Magbema	1,198	444	26	1,668	6
Masungbala	219	19	1	239	15
Tonko Limba	458	76	15	549	10
Bramaia	44	76	0	120	33
Kambia District	3,860	920	105	4,885	8

*1= based on provisional results of Population and Housing Census 2004

(Source: Development Assistance Coordination Office, *Kambia Data Pack 3rd Edition*, 2004)

To improve access to water and sanitation facilities, the following priority programs will be implemented (SL-PRSP, final draft, 2005):

- (1) To provide safe drinking water to deprived community in peri-urban areas through rehabilitation of water supply facilities
- (2) To provide adequate liquid and solid waste disposal facilities
- (3) To increase community awareness of preferable hygiene practices
- (4) To strengthen and coordinate the operations of service providing institutions

(3) Water and Sanitation at School in Kambia

At school, students share school furniture, materials and equipment, therefore, risks of the outbreak of water-borne diseases could be high. However, as shown in Table 2.22, less than half of schools have latrine and a quarter of those have drinking water well. However, some of those need rehabilitation.

Table 2.22: Schools with Latrine and/or Drinking Water Well in Kambia

Chiefdom	School with latrine	School with drinking water well
Mambolo	29.6%	44.4%
Samu	27.3%	27.3%
Gbinleh Dixon	64.7%	47.1%
Magbema	50.0%	29.2%
Masungbala	50.0%	9.1%
Tonko Limba	25.5%	13.7%
Bramaia	60.0%	12.0%
Kambia District	40.8%	24.7%

(Source: UNCHR, *Assessment in Education Sector, Kambia District*, 2004)

Few school latrines also prevent girl students from coming to school because they feel uncomfortable about excreting in the open.

2.3. Basic Infrastructure

2.3.1. Background

Since the 1970s, basic infrastructure such as water supply, road and electric generation plant were constructed in Kambia District mainly by foreign aids. For example, in Kambia Town, JICA Study Team found that the large-scale water treatment facility had been constructed with an enough capacity to supply safe water to the whole township population in the 1970s.

However, in 1995, the rebels (the RUF) assaulted and occupied the township, and destroyed the structure and equipment aiming at harassing local people's living. According to the report prepared by the District Recovery Committee in 2003¹⁹, As a result of the RUF occupation and the engagement of the Guinean military, Kambia District largely suffered from severe destruction. Infrastructure was largely destroyed, the whole settlement was deserted and most of the economic activities ceased and are only now slowly being re-vitalized. The greatest damage to buildings can be seen in the northern parts of Gbinleh Dixon, close to the Guinea border, and in Kambia Town and Rosino, both former strongholds of the RUF.



Photo: Destroyed water treatment plant in Kambia Township

However, in general, besides direct damages and destructions by the armed action, damaged infrastructure seems to be caused by a lack of adequate maintenance and operation, budgetary shortage and weak institutional capacity which have constrained sustainability of the infrastructure. For example, the diesel power generation plant, which was constructed in the Kambia Town in 1980's, was completely collapsed only after 5 to 6 years of operation due to the poor maintenance. Presently, Kambia District does not have any electricity supply by wire, except by small generators in some detached houses.

2.3.2. Water Supply

At the moment, people are purveying water from shallow wells which are approx. 30 meters deep and the river that may cause serious sanitary and health problems. There are 363 wells in Kambia District, while gravity type waterworks and water treatment facilities do not exist at all. The percentage of the

¹⁹ District Recovery Committee, *Kambia District Data Pack*, 2003.

people who have access to safe water in Kambia District remains very low, approx. 35% in 2001. According to the National Recovery Strategy (NRS) 2002-2003²⁰, the benchmark for reconstruction was that safe drinking water source shall be provided to an additional 846,000 beneficiaries and sanitation facilities shall be provided to an additional 550,000 beneficiaries throughout the country. However, the *National Recovery Strategy Progress Report* released in 2003²¹ pointed out that while no comprehensive data were available yet and a nationwide data collection exercise had started, it was estimated that safe drinking water was provided to less than only 200,000 new beneficiaries since August 2003.

2.3.3. Roads

As of June 2003, the Sierra Leone Roads Authority (SLRA) reported that 375 km of trunk roads and 762 km of feeder roads have been rehabilitated, or have been committed for rehabilitation in 2003. During 2003, 2,722 km of trunk roads and 176 km of feeder roads have been maintained, and it generated 693,000 man-days of road works. The District Recovery Committees (DRC) reported the condition of 5,830 km of roads throughout the country, of which 2,018 km was indicated as “bad sections”²².

Most of roads in Kambia District including feeder and township roads, which extended 411 km in total, are not paved and remain gravel. Only 36 km of secondary roads and 15 km of feeder roads have been paved, but their quality remains very poor²³. Only the trunk road between Freetown and Kambia Town is being rehabilitated partly by a support from the EU. The NRS set the benchmark that 1,690 km of feeder roads should be rehabilitated and 1,300 km to be maintained during 2002-2003. At the time of 2003²⁴, 762 km has been rehabilitated and 176 km has been maintained throughout the country. Furthermore, according to the *Data Pack of Kambia District*, the government has committed to utilize HIPC funds to rehabilitate further 40 km of feeder roads in Kambia District in 2005.

²⁰ National Recovery Committee, *National Recovery Strategy (NRS)*, 2002.

²¹ National Recovery Committee, *Progress Report for National Recovery Strategy*, 2003.

²² District Recovery Committee, *Data Pack for Kambia District*, 2003

²³ National Recovery Committee, *Data Pack for Road*, 2003.

²⁴ National Recovery Committee, 2003.

2.4. Women

2.4.1. Situation Analysis of Women

In Sierra Leone, although women constitute about 51% of the population, their status is still low and is steeped in deep structural discrimination by traditional customs and laws²⁵. They have no or a little influence on decision making even for their own concern such as marriage and health care. Most of them live in the rural areas, engaged in subsistence farming and petty trading to feed their children and sometimes also their husbands. They are also responsible for taking care of the family and house keeping works such as water drawing, washing, cooking and craning.

(1) Women in Demography

Provisional population of both men and women in Sierra Leone and in Kambia in 2004 is shown in Table 2.23. The population was about 3.5million in 1985²⁶ and it has increased with estimated annual population growth rate of 1.8% in 1975-2002 and is projected to be 2.3% in 2002-2015²⁷.

Table 2.23: Demographic Data in Kambia and in Sierra Leone

Chiefdom	Provisional Population			Special Groups		
	Men	Women	Total	Men	Women	Total
Mambolo	17,346	19,428	36,774			
Samu	28,402	32,522	60,924			
Gbinleh-Dixon	9,007	9,504	18,511	121	102	223
Magbema	31,180	34,300	65,480	51	37	88
Masungbala	13,323	14,988	28,311			
Tonko Limba	19,267	21,161	40,428			
Bramaia	12,174	14,387	26,561			
Kambia District	130,699	146,290	276,989	172	139	311
Sierra Leone	2,412,860	2,550,438	4,963,298			

(Source: Statistics Sierra Leone (SSL), *Provisional Results of Population and Housing Census 2004, 2005*)

The total fertility rate which is estimated as 6.5 (2000-2005) is one of the major factors for high population growth rate and it might be a burden for women. According to the average household size, women in Kambia might take care of 7.36 persons, which is higher than the national average of 6.08 persons.

²⁵ Government of Sierra Leone, *Poverty Reduction Strategy Paper (SL-PRSP) - Final Submitted Draft, 2005*.

²⁶ Central Statistic Office, *The Analytical Report on 1985 Census of Population and Housing, 1995*

²⁷ UNDP, *Human Development Report 2004, 2004*.

(2) Women and Girls in Education

According to the results of 2003/04 Sierra Leone Integrated Household Survey (SLIHS), the gender enrolment ratio (gross) in primary education had increased from 87.2% in 2001 to 98% in 2003, however, it was the worst in the Northern Region (42%). Gender enrolment disparities are still wide in Kambia. The average of gender enrollment ratio (registered bases) in primary education is 62% and, 21% in secondary education (Table 2.24).

Table 2.24: Registered Enrollment

Chiefdom	Primary Education			Secondary Education			Community Education		
	Boy	Girl	Girl /Boy	Men	Women	Women /Men	Boy	Girl	Girl /Boy
Mambolo	4,156	2,724	0.66	490	89	0.18	1,096	635	0.58
Samu	5,443	2,815	0.52	356	110	0.31	617	432	0.70
Gbinleh-Dixon	2,131	1,210	0.57				504	400	0.79
Magbema	8,565	5,154	0.60	1,416	240	0.17	1,128	1,054	0.93
Masungbala	2,958	1,747	0.59				1,053	749	0.71
Tonko Limba	5,071	4,036	0.80	600	166	0.28	908	639	0.70
Bramaia	2,106	1,191	0.57	255	35	0.14	1,192	931	0.78
Kambia District	30,430	18,877	0.62	3,117	640	0.21	6,498	4,840	0.74

(Source: Development Assistance Coordination Office, *Kambia Data Pack 3rd Edition*, 2004)

Parents tend to put lower priority on education for girls than for boys. Mothers prefer girls to help economic activities such as farming and marketing, and housework. It has been common that parents give their daughter in marriage in early ages, because they want to reduce economic burden and to be supported by son-in-law and his family. Therefore, early pregnant has also been common. After being pregnant, the girls have to leave school and most of them do not come back to school nor non-formal education. Low literacy rate of parents, especially mothers, might also affects low enrolment or attendance rates of girl students because they are not aware the importance of education for girl.

School environment, such as no toilets for girls' exclusive use and lack of women teachers, might also be reasons why girls do not go to school. As shown in Table 2.25, women teachers in Kambia are 11.9% of total teachers in 2004.

Table 2.25: Percentage of Women Teachers in Schools in Kambia

Mambolo 12.9%	Samu 7.1%	Gbinleh Dixon 23.5%	Magbema 14.4%
Masungbala 3.4%	Tonko Limba 12.9%	Bramaia 8.0%	Total in Kambia District 11.9%

(Source: UNCHR, *Assessment in Education Sector, Kambia District, 2004*²⁸)

In 2003, 1,780 women were enrolled in teachers training institutions, however, it was only 37% of all the enrolled students²⁹. Number of girls who can continue to study in secondary and higher education is limited and they prefer to going into the private business sector than to teaching because of low and unstable payment of teachers' salary.

As one of the results of those gender gaps in school education, the literacy rate among women is lower than men. According to Statistics Sierra Leone (SSL), adult (+15 years) literacy rates are 48% among men and 24% among women³⁰ in 2001. As shown in Table 2.26, gender disparities in literacy are wide in adult (+18 years).

Table 2.26: Literacy Level by Age Group and Gender

	Read in English			Can do written calculation		
	Child	Youth	Adult	Child	Youth	Adult
Men	5.4	34.8	35.2	18.1	50.9	37.1
Women	5.2	31.7	17.8	18.8	4.5	19.7

(Source: Government of Sierra Leone, *Poverty Reduction Strategy Paper (SL-PRSP) - Final Draft, 2005*)

Such disparities in education and literacy might affect the quality of life through economic and those are described as follows.

(3) Women in Economy

As mentioned above, women have little access to education and economic activities. According to the SSL, women in wage employment are 7.5% of men in 2001⁶. Most of the working women are engaged in petty trade and small scale farming to feed their family. Those are reasons why large differences in terms of income; men earned US\$815 per year in 2002, while US\$337 women did³¹.

²⁸ The assessment was conducted in January – February 2004 by MEST staff in Kambia and UNHCR Kambia field office. It was conducted for 214 education institution including formal schools, community schools, vocational skills centers, distance education centers and center for non formal education.

²⁹ SSL, *Annual Statistic Digest 2004*, 2004.

³⁰ The Data Required for Monitoring, Progress towards the MDGs (and Poverty Monitoring) in Sierra Leone - Final Report -, SSL, 2002.

³¹ UNDP, *Human Development Report 2004*, 2004.

The gender gap in poverty incidence is shown in younger age groups (15-35 ages) which might be affected by the civil conflict more than the other age groups (Table 2.27).

Table 2.27: Poverty Incidence by Gender, Age and Marital Status of Head of Household

	Poverty Incidence by age					Poverty by marital status			
	15-25	26-35	36-45	46-55	all age	Polygamous	Traditional	De-facto	De-jure
Men	62.8	64.1	70.7	71.6	70.2	74.8	69.8	-	-
Women	67.4	69.1	70.3	68.6	67.6	-	-	73.4	67.1
All					70.0				

(Source: Government of Sierra Leone, *Poverty Reduction Strategy Paper (SL-PRSP) – Final Draft*, 2005)

(4) Women in Community Activities

To improve women's status and involve them in development, various women groups have been formed or re-organized, especially since the end of the conflict. Other community based organizations also include women and encourage them to participate in and contribute to community activities. In this regards, various sensitizations on gender issues and trainings in communication skills, leadership, community development, community sensitization and income generation have been provided by donors, NGOs as well as government agencies.

However, some of those groups are not sustainable because they rely on external funding sources such as donors and NGOs. In their activities, it is difficult for women to express their opinion in public because of their education level or traditional perception that women should be behind of men.

Box 2.3: Women Farmers' Association

In Kambia, 56 associations have been organized (8 associations per chiefdom) by facilitation of Women in Agriculture Unit in Ministry of Agriculture, Forestry and Food Security (MAFFS) and basic criteria of registration are as follows:

- Number of membership should be up to 25.
- Member should be a resident of the same area of the association, able to pay registration fee (Le.500 ~ 1,000) and monthly contribution (Le.200 ~ 500), and working in association farm.
- Registration fee is paid.
- Executive members should consists of leader, assistant, secretary, treasure and financial secretary.

They are engaged in various community activities, like community ambulance (transportation for emergency cases of maternal women), vegetable production and food processing. Some of them obtain external funding assistance by submitting proposal to expand and enhance their activities.

(5) Women's Health

As shown in Table 2.28, the high maternal mortality rate is one of the major concerns of women's health in Sierra Leone.

Table 2.28: Health Indicators Related to Women

			Year
Survival			
Life expectancy at birth	Women *1	35.6	2002
	Men *1	33.1	2002
Maternal mortality rate (per 100,000 live births)	*1	1,800	1985 - 2002
Infant mortality rate (per 1,000 live birth)	*1	165	2002
Under-five mortality rate (per 1,000 live birth)	*1	284	2002
Undernourished people in total population	*1	46%	1999/2001
Reproductive health			
Total fertility rate	*1	6.5	2000-2005
Contraceptive prevalence rate	*1	4%	1995-2002
Birth attended by skilled health personnel	*2	25%	2002
Pregnant women attended in ante natal care	*2	70%	2001
HIV/AIDS prevalence	Women *3	1.3%	2002
	Men *3	0.2%	2002
Child care			
One-year-old fully immunized against measles	*1	60%	2002
Underweight for age among children under age 5	*1	27%	1995-2002

*1: UNDP, *Human Development Report 2004*, 2004.

*2: SLL, *Annual Statistical Digest*, 2004.

*3: CDC, *HIV/AIDS Seroprevalence and Behavioral Risk Factor Survey in Sierra Leone*, 2002.

The major causes of the high maternal mortality rate are as follows:

- Poor access to maternal care services:

Only 25% of delivery are attended by skilled health personnel. And secondary health care which is expected to provide emergency obstetric care is not functioning well because of lack of facilities, equipment and medical personnel.

Social, cultural, religious, educational and economic barriers also limit women to access to appropriate health care services. Women have no or little influence over decision making including control over their health.

- Poor health status of women:

Early pregnancy and high total fertility rate have negative impacts on women's health. According

to MCH Aid (Maternal and Child Health Care Aid) in Kambia, women are the first pregnant at age of 14-16 years and pregnant around 10 times in their life time. Because of poor daily diet, 86% of pregnant women are anemic³². Sexually transmitted infections (STIs) including HIV/AIDS are also one of the risk factors of miscarriage, stillbirth and complications.

As shown in Table 2.28, HIV/AIDS prevalence among women was 6 times higher than men. A reason is that since prevalence of condom usage is quite low among reproductive age group and gender based violence is still concern of women in Sierra Leone, they might be vulnerable to STI including HIV/AIDS.

Female Genital Mutilation (FGM) is also one of the risk factors of the STIs as well as maternal death. FGM is deeply rooted in traditional practice and practiced among virtually all ethnic groups with varying levels of prevalence in Sierra Leone. It held as initiation rituals for girls as well as social amusement in the community.

Box 2.4: Vulnerability to STIs in Kambia District

GAFF:	According to the results of confidential interview to girls affected by fighting forces (GAFF) in Kambia, many of them have STIs including HIV/AIDS. (Save the Children UK in Kambia)
Trading in border areas:	Girls who are sent to markets in border areas to sell their mothers' products sometimes prostitute themselves to earn more money, when they could earn little money from their trade. Some of them might be infested (UNIFEM).
Polygamy:	Since polygamy is still common, the STIs expand faster and wider. If a husband or one of his wives is infected with STIs or HIV, other family members might also be at risk (MCH Aid in Kambia).

(6) Other Concerns of Women in Sierra Leone

Although considerable numbers of women and girls were involved in rebel forces as soldiers, "wives", cooks or spies, most of them could not access to support programs in the national disarmament, demobilization and reintegration (DDR) program. According to National Commission for DDR (NCDDR), only 6.5% (4,751) of the demobilized were women and 0.7% (506) were girls. However,

³² UNICEF, *Situation analysis of children and women*.

Save the Children Sweden estimated 48,216 children were involved in rebel forces and 25% of them were girls³³.

UN Human Rights Commission Special Rapporteur on Violence Against Women found that over 50% of women had been victims of gender based violence during the conflict period³⁴. However, official support programs were not accessible for women and girls affected by the war. Single mothers as results of gender based violence during the conflict period were isolated because of stigma, and therefore they were unable to access any support programs and even information on those.

Although the gender based violence is still major concern, relief and protection systems are weak. Victims of such violence have to bear cost for medical report and to spend much time and money in court. It is also difficult for them to report to police because of few women staff in family support units in police, and traditional perception that women are “property” of a man family member, and stigma.

2.4.2. Policies and Programs for Gender Responsive Development

(1) Policies and Programs for Gender Responsive Development

According to *Poverty Reduction Strategy Paper (SL-PRSP)* final draft (2005), the specific medium term challenges are addressed regarding gender issue which includes:

- (1) gender based violence;
- (2) barriers to economic empowerment of women, especially access to market and support for entrepreneurship development;
- (3) exploitative or hazardous forms of livelihoods of poor unskilled women and girls; and
- (4) inadequate sensitization and education on gender issues.

(2) Administration for Gender Responsive Development

The Ministry of Social Welfare, Gender and Children’s Affairs (MSWGCA) is responsible for policy making, program planning and implementation, monitoring and evaluation in social welfare services including gender responsive policy and programs in Sierra Leone. The organization chart is shown in Figure 2.3.

³³ Save the Children Sweden, *Africa Report: Sierra Leone*, 2002.

³⁴ UNHCR, *Reports of Special Rapporteur on Violence Against Women*, 2003

Gender and Children's Affairs Division of the MSWGCA is responsible for gender mainstreaming and gender responsive policy and programs.

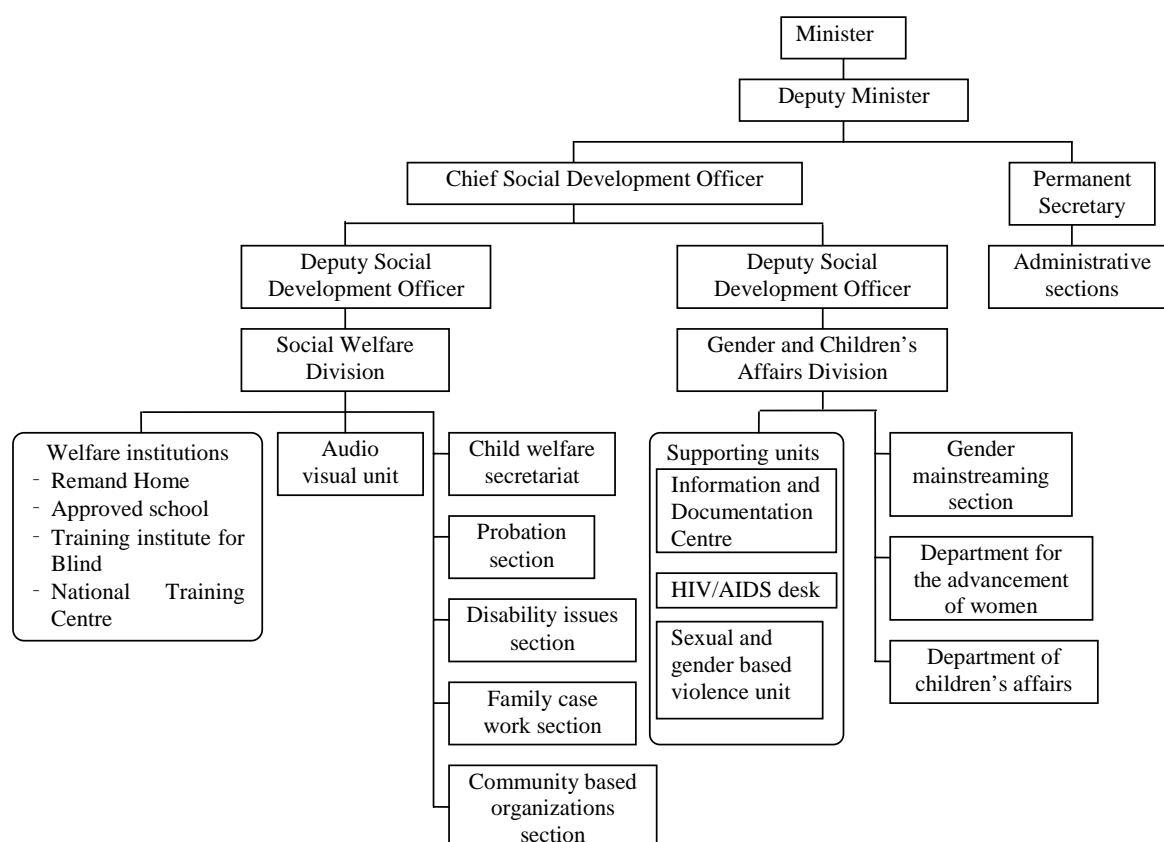


Figure 2.3: Administrative Structure of Ministry of Social Welfare, Gender and Children's Affairs

Box 2.5: Establishment of National Machinery for Gender Responsive Policy

1988	The Women's Bureau was established in the Ministry of Social Welfare.
1995	The Ministry of Gender and Children's Affairs was established.
1998	The Ministry of Gender and Children's Affairs was merged with the Ministry of Social Welfare to form the Ministry of Social Welfare, Gender and Children's Affairs.
2000	The Government of Sierra Leone signed the Optional Protocol to Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).

The MSWGCA commissions development of two policies, i.e., gender mainstreaming and advancement of women. The gender mainstreaming policy is to form an integral part of the national development process and reinforce overall development objectives. The policy for advancement of women is that government continues to uphold the principles stated in the Constitution of Sierra Leone which guarantees equal rights for women and men. Major activities are summarized in Table 2.29.

Table 2.29: Major Gender-related Activities in MSWGCA

Policy	Activities
Gender mainstreaming	<ul style="list-style-type: none"> - Gender mainstreaming in all programs, activities and policies initiated by respective ministries and organizations through Gender Focal Points (GFP) in line ministries and gender related organizations. - Training of trainers (TOT) for GFP. - Training for principal social development officers and permanent secretaries. - Coordinating formulation, implementation and monitoring of all gender concerns through Gender Management System (GMS).
Advancement of women	<ul style="list-style-type: none"> - Women's helpline project: It aims to promote women's advancement, commenced a regional training of women's organizations on micro-credit management and to set up centers for children and women who are victims of gender based violence. - Preparation of the first report of CEDAW (to be submitted in 2005). - Enhancing women's role in decision making through sensitization and avocation. - Providing skills training in business for promoting women's economic empowerment.

(Source: *Sierra Leone Encyclopedia*, version 1.2, November 2004)

The MSWGCA in Kambia office is composed of 3 sections, namely, the Case Worker Section, the Women Section and the Children Section with 5 professional and 6 supporting staff. Gender responsive programs and activities implemented by the office are summarized as follows:

- Day care center for children of 1-3 years old and street children operated by women group in 5 chiefdoms
- Community Empowerment Projects (CEPs) for women focusing on skills training (waving, dying, tailoring and hair dressing) for income generation
- Relief and counseling services for victims of the gender based violence (rape, violence against women and children, etc) through Child Welfare Committees in 7 chiefdoms
- Literacy education for adult women (6 month, 40 persons per class)

(3) Activities of Development Partners

Gender responsive programs/activities implemented and/or supported by donors and development partners are summarized in Table 2.30.

Some of other programs which do not focus on women or gender issue are also responsive to gender issue. School building program supported by UNICEF includes install separated toilets for boys and girls. CREPS implemented by the NRC was included sensitization of parents and communities to give their girls education opportunity. Save the Children is also introducing activities to improve access of girls and marginalized children to school.

Table 2.30: Gender responsive programs/activities Implemented and/or Supported by Donors and Development Partners

Programs/ Activities	Related organizations
Capacity building of gender focal points in line ministries and Ward Development Committee (WDC) <ul style="list-style-type: none"> - Sensitization for WDC members - Training in networking, communication skills in public affairs to empower women members. 	UNIFEM
Gender, HIV/AIDS and human rights program <ul style="list-style-type: none"> - Gender and human rights mainstreaming into Sierra Leone HIV/AIDS Response Program (SLHARP) - KABP (Knowledge, Attitude, Behavior and Practice) survey in vulnerable areas (Kambia, Kailahun and Pujehun) to establish training program for women's group 	UNIFEM
Peace and security for women <ul style="list-style-type: none"> - Development of "National Training Manual on Violence against Women" - Providing support gender justice programs at community through sensitization and training in human rights for customary law officers and traditional leaders 	UNIFEM
Support program for girls affected fighting forces (GAFF) ^{*1} <ul style="list-style-type: none"> - Confidential interview to identify their concerns - Skills training (6 months) and livelihood activities - Re-unification to their family - Medical support for the STIs and psychological support 	Save the Children UK
Skills training and micro credit for women's group <ul style="list-style-type: none"> - Providing micro credit as initial investments upon proposals submitted by women's group. - Rice mill was generally successful in implementation and to reduce women's burden 	UNHCR/ UNDP/ ARC
Women in Agriculture <ul style="list-style-type: none"> - The program started in 1997 focused on war affected women and re-organization of women farmers' group/ cooperatives was started in 2000. Activities are implemented through those women farmers groups. - Community ambulance - Vegetable production - Food processing 	Women in Agriculture Unit in MAFFS/ UNFPA
Skills training for women affected by war <ul style="list-style-type: none"> - Three years skills training school was started in 2002 in Freetown. The program included school feeding for students and their children, providing starter's kits for entrepreneurship, follow up and monitoring of alumnus. 	UNFPA
Reproductive health improvement <ul style="list-style-type: none"> - Refreshers training for midwife and nurse who were replaced during the conflict period - Adult reproductive health and literacy education 	UNPFA/ UNICEF

*1: In Kambia, the program was implemented in 2 chiefdoms. Skills training and livelihood activities were not implemented separately in order to avoid envy and stigma from other community members.
(Source: Based on interviews with related organizations)

(4) Next Steps

In the next field survey, following data and/or information regarding situation of women in the community will be collected and analyzed³⁵:

- Women's groups and those characteristics, capability and activities in Kambia District
- Gender gap in education including drop out, attendance, literacy and causes of absence from education opportunities
- Reproductive status of women in Kambia District including the age of the first marriage and pregnancy, total number of children per women, and places and attendants for child delivery
- Work load of women in their daily lives

According to UNIFEM, Kambia District is one of the vulnerable areas to HIV/AIDS, report on the KAPB survey conducted by UNIFEM can be obtained, if published. The first country report on CEDAW is also to be followed.

³⁵ For details, see the section 3.1 of this report.

2.5. Youth

2.5.1. Background

In Sierra Leone, it has widely been recognized that marginalization of the youth in the society is one of the most critical issues within social structures even before the civil conflict. The youth, who had not been given any responsible roles and proper jobs and were often alienated in the rural societies ruled under the chiefdom system, had flown to Freetown and other urban areas in order to find opportunities. In urban areas, they were unable to have proper jobs. While being engaged in informal businesses and criminal commitments in the urban area, the urban unemployed youth, often referred as *Lumpenproletariat*³⁶ by some scholars, had become very frustrated against corrupted power, rich, adults and the whole society. As a result, some of radical leaders had instigated these frustrated and enraged youths into the armed forces. This could be determined as one of the reasons why the conflict in Sierra Leone had slipped into the mud with savage commitments.

Today, in favor of contribution of largest-scale intervention of international society to the peace-building, Sierra Leone is being engaged in the challenge for the RRR (the Resettlement, Reconstruction and Rehabilitation) process after successful completion of the DDR (the Disarmament, Demobilization, and Reintegration) process³⁷. In order to achieve it prosperously, it is significantly important that such youths become a heart of implementation of a new nation building process.

2.5.2. Profile and Statistics Related to the Youth

National Youth Policy of Sierra Leone³⁸, which was formulated in 2003 in cooperation with UNDP, defines the youth as all Sierra Leonean females and males between the age of 15 and 35, who are exposed to multiple influences and requires a variety of social, economic and practical support to realize their full potential. While UN's definition of the youth remains the people between 15 and 24 years old, the Ministry of Youth and Sports explains that, due to over 10-year prolonged war, a number of the



Photo: Youths in Kambia District

³⁶ Abdullah, Ibrahim, "Bush Path to Destruction: The Origin and Character of the Revolutionary United Front/Sierra Leone", *the Journal of Modern African Studies*, Vol.36, No.2, 1998.

³⁷ Tyrone and Rahall, Joseph, "Sierra Leone: History Hidden by Horror", *Savage*, 2003 in Doxtader; and Eric and Villa-Vincencio, Charles ed., *Through Fire with Water*, 2003.

³⁸ Ministry of Youth and Sports, *National Youth Policy*, 2003.

school-aged youth had dropped out of school, so it is necessary to extend the range of the age bracket of the youth up to 35 years old in Sierra Leone.

According to the National Youth Policy 2003, youth population in Sierra Leone has grown from 33.7% in 1963 to 34% in 1974 and to 35.49% in 1985, and by the year of 2005, it was estimated to reach about 55%. However, according to the Population and Housing Census held in December 2004, the youth population (18-35 years old) in 2004 was 33.3% of the total population of 4,963,298. In rural areas, youth population remains fewer than that percentage: for example, approx. 25% in Kambia District³⁹.

Even after the civil conflict, a criminal rate has been increasing especially in urban areas, as the youth, who were discharged from armed forces and remain unemployed, have apparently perpetrated desperate crimes such as homicides, robberies and rapes. According to the 1988/89 Labor Force Survey, the overall unemployment rate was about 24%; it was the highest in the 20-39 age groups.⁴⁰ These youths in cities are largely illiterate school dropouts due to the civil conflict, and are making their living from petty trading, narcotic drug peddling or prostitution, which may lead to the spread of HIV/AIDS and other sexual diseases. According to the UN Population Division under the Department of Economic and Social Affairs, the number of adults (15-49 years old) living with HIV/AIDS in Sierra Leone is estimated approx. 65,000, which is around 3% of the adult population.

2.5.3. Policies and Programs for the Youth

Since the end of the civil conflict, the Government has been tackling the problem of the youth. The National Youth Policy's goal is that the youth in Sierra Leone will actualize their fullest potentials, become competitive nationally and globally, and contribute as good, responsible citizens to the development of Sierra Leone. The Policy also suggests that District Youth Committees (also called as District Youths Coordinating Councils) will be set up in every district aiming at identification of major youth concerns and needs, and promotion of collaboration and cooperation among youth groups. The members of the District Youth Committees will be drawn from youth groups, NGOs operating in the district, youth workers, and ex-members of youth clubs in the district. JICA Study Team has collected information on Kambia District Youths Coordinating Council through an interview with the council members, as shown in Table 2.31.

³⁹ Information obtained from the Paramount Chief's Office of the Magbema Chiefdom

⁴⁰ National Recovery Committee, *National Recovery Strategy (NRS)*, 2002.

Table 2.31: Features of the Kambia District Youths Coordinating Council

Name	Kambia District Youths Coordinating Council
Year of establishment	Planned since 1995, the Council was launched in January, 2002 in accordance with the National Youth Policy. The council is authorized by the Ministry of Youth and Sports.
Numbers of council members	19 members (incl. 8 females) in the council. The chairman is 30 years old, and the other members are also 20-30 years old, and all of them are well-educated. The council members participated in the National Training Workshop in 2004 aiming at training for facilitation and leadership. The workshop was sponsored by the Ministry of Youth and Sports, and DFID (UK).
Selection of council members	Members are to be nominated by youths themselves, and to be determined upon discussion among youths.
Organization of youth	Under the district youth coordinating council, there are 7 chiefdom youth committees, each of which comprises of 13 members (6 females). Under the Chiefdom youth committees, there are 85 youth groups in total. The number of each youth groups is approx. 35 members of youth (15-35 years old)
Their major concerns	Considerable unemployment of youth, marginalization from decision-making in the political process and gender issues. They emphasized needs for sensitization in regard to enhancement among youth
Others	There are several youth groups which are not registered in the above councils. Further information shall be collected.

(Source: the Kambia District Youths Coordinating Council)

Based on National Youth Policy, the Ministry of Youth and Sports prepared National Youth Program in June, 2003⁴¹, that comprises the following 5 sub-programs, namely:

- (1) a job creation program in the services, production and agricultural sectors;
- (2) an information/sensitization program for youth;
- (3) a youth support program in community development;
- (4) a youth excellence award scheme; and
- (5) a youth consultation/participation program.

As shown in Figure 2.4, each of 5 sub-programs consists of various project proposals targeting the marginalized youth, students and artisans; hawkers and sex workers, drug addicts and illicit miners; ex-combatants and latent combatants. The National Youth Program aims at tackling the problem of youth alienation, and promoting a culture of excellence among the youth so as to empower them to be productive members of their society. The Program suggests implementation of various projects in association with NGOs and donors as shown in Table 2.32. The current job creation program will be consolidated as Youth Employment Program by 2006. Draft program will be released to JICA Study Team in the end of May 2006.

⁴¹ Ministry of Youth and Sports, *National Youth Program*, 2003.

According to the Ministry of Youth and Sports, among the above programs, on March 2005 UNDP has committed US\$ 326,000 to support a project for job creation in agricultural activities. This project is expected to engage female and male youths in the promotion of food security and entrepreneurship development, create job opportunities by providing them with the required support to improve their livelihoods with provision of technical skills in agricultural management. The project areas are 4 chiefdoms of Kambia District. The Council of Churches in Sierra Leone (CCSL) will be an implementation agency for this project.

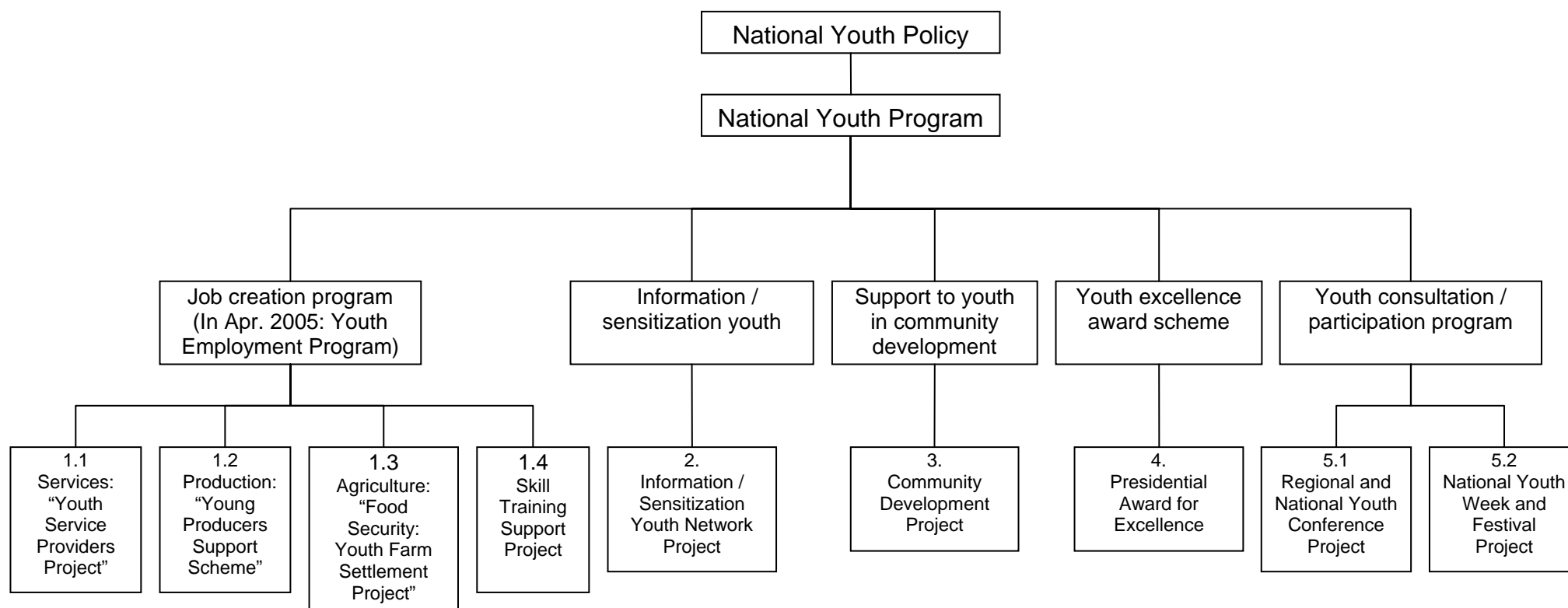


Figure 2.4: Structure of Youth-related Policies and Programs/Projects

Table 2.32: Outlines of Projects Proposed in National Youth Program (1/2)

No.	Categories	Projects	Objectives and Methodologies (abstract)
1.1	An imaginative job creation program that spans the services, production and agricultural sectors	Services: “Youth Service Providers Project”	<ul style="list-style-type: none"> - To promote a creative and pragmatic response to job creation for youth - To encourage skilled and semi-skilled youths incl. young graduates to set up and manage small services providing businesses where they could employ other youths (e.g., general office cleaning, market cleaning and beautification, tourist guide/services, car park maintenance and security, public toilet facilities and general maintenance - To encourage the Government, the municipalities or town’s council to offer contracts for such services to the young businesses
1.2		Production: “Young Producers Support Scheme”	<ul style="list-style-type: none"> - To identify talented young tailors, carpenters, hairdressers, craftspeople, artists and shoemakers, and to assist them, who can enjoy priority to contracts for production for civil services - To promote quality and fine finish which can bear in international market - To create a Youth Arts and Crafts center as a place for exposition of young talent and commercialization of their product. - To raise fund and co-sponsor to various businesses by youth - To provide youth with a minimum of 2000 jobs in collaboration with Ministries of Youth and Sports, Lands, Labor, Culture, Local Government and the Municipality of Freetown, and various local and international NGOs and funding agency are to be key partner to this project
1.3		Agriculture: “Food Security: Youth Farm Settlement Project”	<ul style="list-style-type: none"> - To establish youth farm settlement for vegetable production and livestock, at where youth mixed of ex-combatants and other youths work - The settlements are to be equipped with basic facilities for leisure and recreation such as playing ground, sport equipment, generator, video and TV set, which could young people and start reducing congestion in the big towns - The settlements are to be closely linked to host communities, both working together in community development and labor intensive activities such as road construction, land cleaning and minor repairs, to enhance goodwill and common understanding while healing the wounds of war. - Each settlement is to be managed by qualified managers and supervised by an advisory committee of youth and representatives from the host community - After an initial period, the settlement will become self-sustaining and being located in all the regions of the country. They are to be the backbone of a future national youth services program
1.4		Skill Training Support Project	<ul style="list-style-type: none"> - To promote skill training for youth through vocational centre - To establish community vocational center, and which will enjoy official accreditation and offer a wide range of skills that will be economically advantageous to the trainees afterwards - To hold adult literacy class for youth who had dropped out of school - To establish 12 district centers and turn out approx. 5000 graduates

Table 2.32: Outlines of Projects Proposed in National Youth Program (2/2)

No.	Categories	Projects	Objectives and Methodologies (abstract)
2	The creation of the information / sensitization youth access network for health, life skills and value education	Information / Sensitization Youth Network Project	<ul style="list-style-type: none"> - To formulate a reliable network among youth groups; - To prepare a database of community youth organizations all over the country, which includes strength of membership, leaders, ages and academic and professional background of members, social conditions, location, activities, projects, contact persons, delivery points and meeting places. - To conduct a value education for youth leaders using six core principles: 1) Respect, 2) Responsibility, 3) Citizenship, 4) Caring, 5) Fairness and 6) Trustworthiness. Particularly considering the exceptionally brutal nature of the conflict and the needs therefore to repair the damaged moral fabric of the nation.
3	Support to youth in community development	Community Development Project	<ul style="list-style-type: none"> - To encourage and support youth groups who embark on community development; - To support in forms of materials and equipment to youth group - To hold community competitions and award for active youth groups who excel in environment protection and sanitation in various form: trophies, sports kits and equipment for local teams - To encourage the Ministries of Health and Sanitation and Local Government, the Municipality and NGOs to be key partners to this project.
4	Youth excellence award scheme	Presidential Award for Excellence	<ul style="list-style-type: none"> - To restore the values of excellence and merit in terms of academic achievement; - To award academic excellence in the senior high school and top students in the University by the President - To award outstanding performers in sports, IT, crafts and vocational work. The awards are to take form of medals, maximum publicity in the electronic and print media, and a luncheon hosted by the President. - To publish and circulate a magazine publicizing the achievements of the award winners - The Ministry of Youth and Sports is to work on this project in very close collaboration with the Ministry of Education, Science and Technology, Ministry of Information and Broadcasting, Office of the President, national and International NGOs and the Sierra Leone Chamber of Commerce
5.1	Youth consultation / participation program	Regional and National Youth Conference Project	<ul style="list-style-type: none"> - To promote coherent and all inclusive youth party; - To hold youth conference in all four regions to make suggestions for improvement and elect their representatives to the national committee. - Youths from all chiefdoms, through the District Youth Committees are to meet at the regional level to discuss problems peculiar to their various areas of origin or social condition, make suggestions for improvement, and elect their representatives to the national conference
5.2		National Youth Week and Festival Project	<ul style="list-style-type: none"> - To carry out national youth week and festival with musical and theatre performance, street show, cultural parades, exhibitions, agricultural shows, sports competitions and gala under support of the Government and the private sector - Invitation to be extended to youth from countries in the sub-region and beyond and especially to musicians and dance groups - The planning committee is to include Ministry official, National Youth Advisory Council officials, members of the private sector and volunteers - The Youth Week and Festival shall be held in every corner of Sierra Leone and to help eliminate the feeling of social exclusion among youth in general and certain categories of youth in particular

(Source: Ministry of Youth and Sports, *National Youth Program*, 2003)

2.5.4. Priority Issues for the Youth

Peacebuilding Needs Assessment (PNA) in Sierra Leone⁴² pointed out a significant importance of empowerment of the youth and enhancement of their attitudes toward the society in order to ensure stabilization of the society and to prevent re-outrage of conflicts.

Some NGOs have been working on such issues of the youth in Kambia District. The Norwegian Refugee Council (NRC) has implemented the two-year Youth Pack (YP) Project in Kambia District in close collaboration with ActionAid Sierra Leone (AASL) since March 2003. Out of 4 Youth Pack Centers in Mambolo, Kukuna, Kassirie and Rokupr, 2 centers in Mambolo and Kassirie are attached to the Baptist Secondary Schools, and 4 centers employed a total of 24 vocational trainers and 4 academic teachers. As shown



Photo: The Gara tie dyeing class trainees in The Kassirie Youth Pack Center in Samu Chiefdom of the Kambia District

in Tables 2.33 and 2.34, 200 trainees are trained every year in various vocational programs on carpentry, hair dressing, Gara-tie dyeing and agriculture in the afternoon, as well as literacy, numeracy, and peace and human rights education in the morning⁴³. Among the programs, agriculture is stressed as compulsory subject for all trainees. During the visit to the Kassirie Youth Pack Center attached to Kassirie Baptist Secondary School in Samu Chiefdom, JICA Study Team found that some trainees are ex-combatants. The program is going to be completed and phased out in June 2005. Annual budget in 2005-2006 for each center will be 207,475,709 Leones equivalent to approx. 80,000 US dollars⁴⁴. JICA Study Team realizes that there is an issue in Youth Pack in respect of the effectiveness and sustainability since their annual expenditure (US\$1,600 per trainee) is considerably high, however, human resources trained through this program and related facilities and institutions could be resources for further project implementation by other agencies.

In this context, JICA Study Team realizes that it is necessary to take measures to meet their needs and to identify the current status and concerns of the marginalized youth in detail through PRA workshops, baseline and household surveys⁴⁵.

⁴² JICA, *Peace Building Assessment in Sierra Leone*, 2004.

⁴³ Information obtained from the NRC.

⁴⁴ ActionAid Sierra Leone, *Youth Pack Project: Budget for 2005-2006*, 2005.

⁴⁵ For details, see the section 3.2 of this report.

**Table 2.33: Number of Enrolment and Average Attendance
in Youth Pack Centers in Kambia District**

Name of Youth Pack Center	Enrolment			Average attendance in % in Oct 2004
	Male	Female	Total	
Mambolo	21	29	50	98%
Kassirie	23	27	50	96%
Kukuna	22	28	50	98%
Rokupur	22	28	50	98%
Total	88	112	200	97.5%

(Source: NRC, *Project Activity Report, Sep-Dec 2004*)

**Table 2.34: Numbers of Trainees per Program in Youth Pack Centers
in Kambia District**

Program	Name of Youth Pack Centers			
Skills	Kassirie	Kukuna	Mambolo	Rokupr
Carpentry	13	13	13	13
Masonry	12	12	12	12
Tailoring	12	12	12	12
Hairdressing	7	7	7	7
Gara tie dyeing	6	6	6	6
Agriculture	50	50	50	50
Grand total	200			

(Source: ActionAid Sierra Leone)

2.6. Other Socially Disadvantaged Groups (Handicapped)

2.6.1 Background

In the civil conflict in Sierra Leone, the worst humanitarian tragedies, amputation of limbs had been committed throughout the country. Especially amputated children have been one of the most disturbing issues to have emerged from the conflict. Allegedly, this action aimed at *reigning by violence* over the people and keeping cohesion among the factions, but it was not sure so far. As a result of these cruel commitments, a number of amputees suffer inconvenience in living and unreasonable discrimination in the society to date.

2.6.2. Policies and projects for disadvantaged groups

According to the Ministry of Social Welfare, Gender and Children's Affairs, there are 28 registered disabled people in Kambia; estimated total numbers of disabled people are 120⁴⁶. And National Commission for Social Action (NaCSA) reported that 44 amputees and war wounded has resettled in Kambia in 2002⁴⁷. JICA Study Team realized that special education for these handicapped people needs to be considered. The NRC has been dealing with this issue through Amputee Housing and Resettlement Program, in which the NRC, in collaboration with NaCSA and the amputee association of the Kono Town, constructed 40 houses in Kono, 24 in Wordu and 16 in Louma, for amputees to be resettled. In Kambia District, no such program has been implemented. After April 2005, JICA Study Team will gather more information of current status of such disadvantage people through baseline and livelihood surveys and interviews with key persons in Kambia District⁴⁸.

⁴⁶ Ministry of Social Welfare, Gender and Children's Affairs, *Data Pack for Social Welfare*, 2004.

⁴⁷ National Commission for Social Action (NaCSA), *Amputee and War Wounded Resettlement Data*, 2003.

⁴⁸ For details, see the section 3.2 of this report.

2.7. Local Administration

2.7.1. Administrative Area and Local Government Bodies

(1) Local Administration Structures

The local administration of Sierra Leone comprises the Western Area (Freetown and the surrounding areas) and the three administrative provinces (South, East and North). Then, the three provinces are sub-divided into provincial districts and the Western Area is sub-divided into Freetown City and Western Rural Area. 12 District Councils and 5 Town Councils administrate the three provinces. Also, Freetown City Council and the Western Rural Council administrate the Western Area.

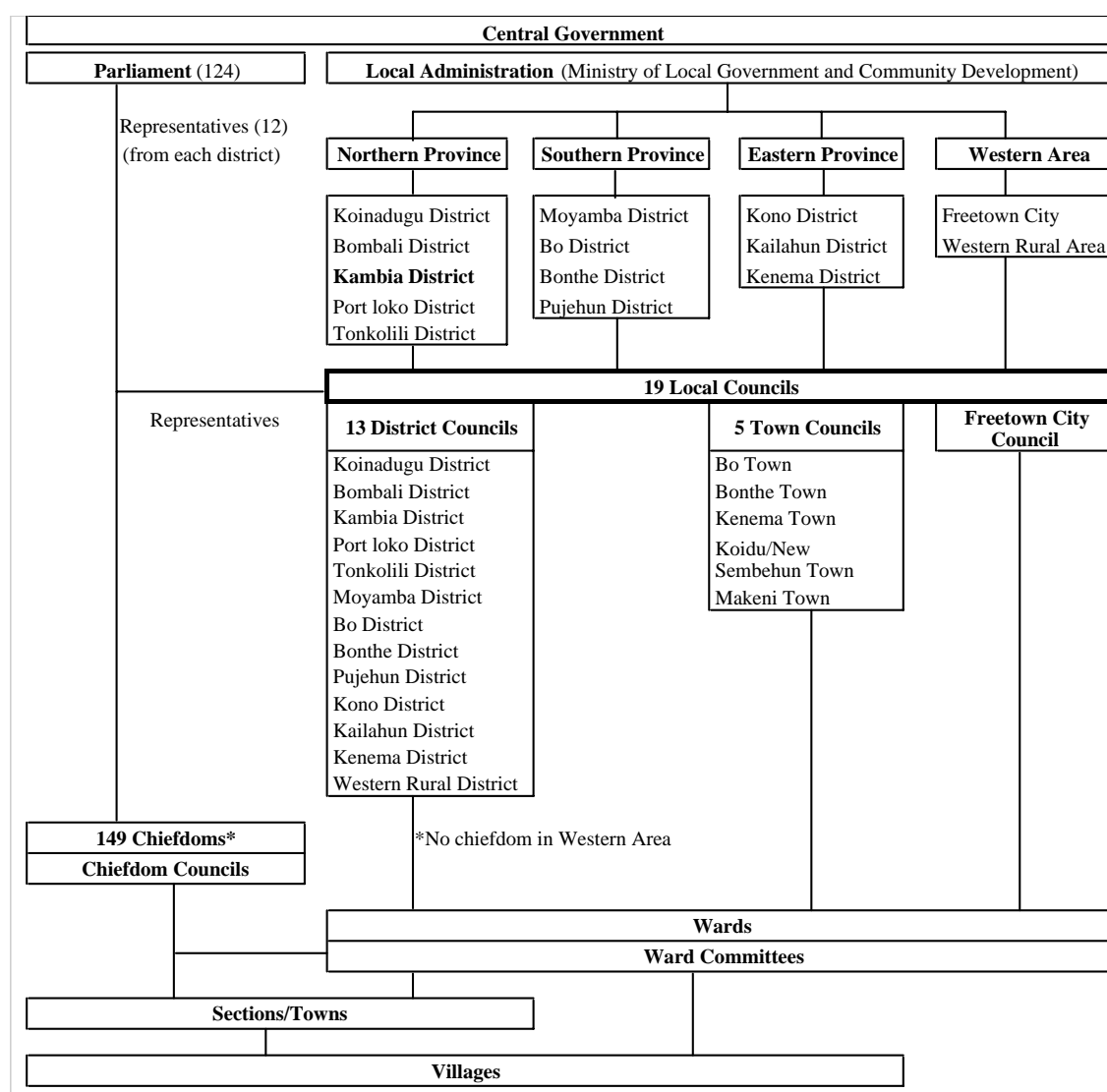


Figure 2.5: Local Administrative Structures

Provincial Coordination Committee

To coordinate the activities of the local councils at the provincial level, Provincial Coordinating Committee is established. The Committee consists of the Resident Minister (chairperson), Provincial Secretary (secretary), the Chairperson of each local council (members) and Local Council Chief Administrator (observer) of each local council in the province.

Local Councils

At the district level, the Local Council is established as the highest political authority and has legislative and executive powers. The composition and major functions of the Local Council are as follows.

Table 2.35: Composition and Major Functions of Local Council

Composition	The Chairperson
	The Councilors elected from Wards (Not less than twelve members) ⁴⁹
	The Paramount Chiefs (Paramount Chief Councilors) selected by the Paramount Chiefs ⁵⁰
Functions	To mobilize human and material resources for development and welfare of the people
	To promote and support productive activities and social development
	To implement basic infrastructure development program and provide works and service
	To formulate and execute development plans and coordinate development activities of the government agencies and donors
	To ensure the security in cooperation with relevant agencies
	To determine the rate of local tax
	To oversee the performance of functions and approve the annual budgets of Chiefdom Councils
	To perform the functions devolved from the Ministries ⁵¹

To assist the Local Councils in the decentralized government system under the Local Government Act of 2004, the Central Government has established the Local Government Service Commission. The responsibilities of the Commission are to provide the following regulatory, performance management and management functions:

- (1) To develop policy guidelines for recruitment, training, promotion, remuneration and discipline for the local council staff

⁴⁹ The election of Local Councils was conducted in May 2004.

⁵⁰ There are no Paramount Chiefs (chiefdoms) in the Western Area.

⁵¹ Devolved function is a function performed by the Central Government but transferred to Local Councils under the Local Government Act of 2004.

- (2) To set staff performance standards (functions and duties)
- (3) To develop professional standards and guidelines
- (4) To develop common schemes of service and performance appraisal systems

The Local Council should have the mandatory 4 departments – (1) Administration, (2) Planning and Development, (3) Finance and (4) Internal Audit. For the transitional measures, the Office of the Establishment Secretary has assigned Local Government Chief Administrators and Deputies and Treasurers to each of 19 Local Councils. After consulting the Commission, the Local Councils will establish thematic functional departments in addition to the above 4 departments. Also, the Local Councils should appoint (1) Development Planning Committee and (2) Budgeting and Finance Committee.

By June 2005, the Local Technical Planning Committees chaired by the Local Council Chief Administrators under the Local Councils should prepare 4-year Development Plans with the guidelines issued by Ministry of Development and Economic Planning through a participatory manner (residents, agencies of Government and donors) and submit them to the Commission after an approval of the Local Councils. Based on the Development Plans, the budget will be prepared annually by the Local Councils and submit it to the Local Government Finance Committee (Inter-Ministerial Committee) of the Central Government.

The government ministries are responsible for policy matters; provides technical guidance to the Local Councils, monitors the performance of the functions by the local councils.

Chiefdom Administration

The provincial district consists of several Chiefdoms. A Paramount Chief governs the Chiefdom. Paramount chieftaincy is hereditary and only men who hail from recognized Ruling Houses are qualified to contest⁵². He, once elected as a Paramount Chief, serves for life and can only removed for misadministration after judicial enquiry and government statement therein.

⁵² For the period December 2002 – January 2003, the election of Paramount Chiefs was held in the Chiefdoms to occupy the 63 vacant posts. An electoral college of Chiefdom Councilors normally elects Paramount Chiefs. The Electoral College is constituted on the basis of 20 taxpayers to one Councilor and ex-officio members (Ceremonial Chiefs, Chiefdom Speaker, Section Chiefs, Town Chiefs, Court Chairman).

The chiefdom is also sub-divided into sections and towns. The Section Chief and Town Chief govern each section and town respectively. Every village under the section has the village chief or village head.

The Chiefdom Council comprises the Paramount Chief as the head of administration, the sub-chiefs, and the Councilors and men of note elected by the people according to native law and custom⁵³.

The Chiefdom Councils perform the following major functions provided in the Chiefdom Council Act.

Table 2.36: Major Functions of the Chiefdom Council

Functions	To prevent the commission of offences in the areas
	To prohibit or restrict illegal gambling
	To make and enforce bye-laws
	To hold land in trust for the people of the Chiefdoms

The Chiefdom Council Act of 1964 broadly assigned the following responsibilities to the Chiefdom Administration:

- (1) Maintenance of law and order
- (2) Elections of traditional rulers
- (3) Custodian of customs and traditions
- (4) Land tenure
- (5) Customary Law

In order to enforce bye-laws and to maintain Law and Order, the Chiefdom Council is empowered to have the Chiefdom Police Force and the Local Court. The bye-laws are subject to approval of the Ministry of Local Government and Community Development. The Chiefdom Police Act regulates the roles and responsibilities of the police force.

There are 12 reserved Paramount Chief Member posts in the Parliament for each of 12 districts and 1-3 reserved Paramount Chiefs' posts for the Local Councils.

⁵³ Quoted from *Fourth State of the Nation Symposium- Contribution*, the Minister of Local Government and Community Development.

Ward Committee

A ward consists of 1-5 sections of Chiefdom. Occasionally, small chiefdom may become one ward. The Local Council establishes a Ward Committee for each ward. The ward also serves as the constituency of the Local Council for the purpose of electing a councilor.

The composition and major functions of the Ward Committee are as follows.

Table 2.37: Composition and Major Functions of Ward Committee

Composition	Every Councilor elected from that ward
	Paramount Chief
	Not more than ten other persons (at least five are women) elected by the public meeting
Functions	To mobilize residents for implementation of self-help and development projects.
	To provide a focal point for the discussion of local problems and needs and take remedial action or take recommendations to the Local Council
	To organize communal and voluntary work
	To make proposals to the Local Council for the levying and collection of rates for special projects and programs
	To educate residents on their rights and obligations in relation to local government and decentralization

Ward Committee members will not receive any remuneration or allowances.

(2) Financing and Devolved Functions

Local Councils are financed from their own revenue collections, from central government grants for devolved functions and from transfers for services delegated from government ministries. The revenue sources of Local Councils (District Councils) comprise the transfers from the Central Government and the collections of local tax, property tax, licenses, fees and royalties, etc.

The total amount of grants to be allocated to the Local Councils each year is appropriated in the national budget.

The national budget profile for fiscal year 2004-2007 for the grants is stated in Table 2.38⁵⁴.

⁵⁴ The fiscal year of the Government is from January to December.

**Table 2.38: National Budget Profile for Fiscal Year 2004-2007 for the Grants
(in million Leones)**

Particulars	2004	2005	2006	2007
Transfers to Local Councils	1,448	23,067	24,220	25,431
Grants for Administration Expenses	1,448	1,200	1,260	1,323
Grants for Devolved Functions	0	21,867	22,960	24,108

(Source: *Government Budget and Statement of Economic and Financial Policies*, December 2004)

The annual grants from the Central Government are used for the discharge of the devolved functions and towards the administration costs. The grants and transfers will be paid by Ministry of Finance directly into the bank accounts of the Local Councils. For example, the income and expenditures of Kambia District Council for February 2005 are shown in Table 2.39.

**Table 2.39: Income and Expenditures of Kambia District Council for February 2005
(in Leones)**

Income	Expenditures		Balance
25,144,100	Sitting Fee	Petty Cash Float	234,100
	23,440,000	1,500,000	

(Source: *Kambia Local Council Statement for Feb. 2005*)

Table 2.40 shows the revenue sources and demarcations of the District Councils and the Chiefdom Administration.

The Local Council determines the rate of annual local tax that every person is liable to pay. The Local Council shall also determine the percentage of local tax to be shared with the Chiefdom Administration. The Chiefdom Administration shall collect the local tax and pay the percentage to the District Councils.

In the case of Kambia District, every resident more than 21 years old should pay local head tax of 500 Leones every year. However, the Kambia Council is now under consideration to collect local head tax of 2000 Leones from residents more than 18 years old due to the fact that other districts in the Northern and Eastern provinces collect local head tax of 5000 Leones per person.

Table 2.40: Revenue Sources of Local Councils (District Councils) and Chiefdoms

Category of Revenue	District Councils			Chiefdom Administration		
Govt. Grant-In-Aid	Govt. Grant-In-Aid			Govt. Grant-In-Aid		
Local Tax*	Local Tax			Local Tax		
Local Court Receipts	No			Summon Fees	Hearing Fees	Swearing Fees
				Swearing Permit	Fines	Joinder of Party
				Demanding/Flagging	Appeal Fees	Marriage
Property Tax	House Rate			No		
Licences	Sores	Hawkers	Patent Medicine	Palm Wine Tappers	Charcoal Burners	
	Herbalist/Vendor	Tailors/Seamstresses	Masons	Power Saw Operators		
	Carpenters	Goldsmiths	Blacksmiths			
	Plumbers	Motor-Mechanics/Fitters				
	Bakers	Barbers/Hair Dressers	Butchers			
	Carts/Omolankays	Radio/TV	Milling Machines			
	Restaurant Keepers	Gust Houses	Entertainment Centres			
	Hotels	Dog Licence	Product Buyers			
	Shoe Repairers/Cobblers		Fridge Repairers			
	Radio Repairers	Watch Repairers	Bicycles			
	Cook Shops	Timber Stores	Distillers			
	Auto-Electricians	Kiosks				
Fees	Market Fees	Hire of Town Hall	Sale of Property	Market Fees	Hire of Court Barries	
	Hire of Council Property		Jetty/Landing Fees	Sale of Property	Hire of Council Property	
	Hire of Recreation Grounds		Poultry Fess	Society Fees	Cattle Worreh	Poultry Fess
	Building Registration		Cemetery /Burial Fees	Land Registration	Plantation Registration	
	Lorry Park Fees	Advertisement/Bill Boards		Building Registration	Cemetery /Burial Fees	
	Public Toilet			Slaughter House Fees	Market Store Fees	
				Election-Registration/Candidature Fees		
Royalties	Lease Rent	Maining Rent		Game Reserve	Lease Rent	Timber Stumpage
	Mining Area Community Development Fund 0.75% of Diamond Sales			Maining Rent		
				Mining Area Community Development Fund 0.75% of Diamond Sales		

(Source) : Schedule of Local Revenue Sources for Local Government Bodies and Chifdom Administration, MLGD

(3) Devolved Functions to Local Councils

By 2008, functions and services of government ministries will be delegated and transferred to the Local Councils as shown in Table 2.41.

Table 2.41: Functions devolved to Local Councils (1/2)

Name of Ministry	Devolved Functions from Ministry
Ministry of Agriculture, Forestry and Food Security	<Crops Division> Tree and Cash crop nurseries Plantation development and maintenance Seed production and multiplication Produce inspection, grading and licensing Extension Services Input delivery services <Forestry Division> Sensitization campaigns on forest conservation Fire prevention and control Village forest nurseries Community forest woodlots National production forests National production forests catchments Central nurseries <Livestock Service> Animal health Animal production Cattle settlement schemes Settlement of crop/livestock disputes Administration of livestock markets
Ministry of Development and Economic Planning	Local level planning District Recovery Committees to provide short term support to Councils
Ministry of Education, Science and Technology	District Education Committee Schools Primary to mid-Secondary schools-JSS III School Supervisors
Ministry of Energy and Power	SALWACO-Water supply: Rural water supply to be run at cost not for profit Community ownership of wells Bulk supply of water except where this function is to be privatized to the District and Town Councils
Ministry of Fisheries and Marine Resources	Licensing of small canoes and attendant fishing gear Establishment and management of fishponds and inland lakes
Ministry of Health and Sanitation	Registration of Births and Death Public Health information and education Primary Health care and Secondary Health care Maintenance of non-technical equipment Facilities management Procurement of equipment and medicines
Ministry of Information and Broadcasting	Information Services Purchase of gazettes and receipts
Ministry of Internal Affairs	Sensitization and education on fire prevention Basic non-technical fire-fighting Drug control and prevention program

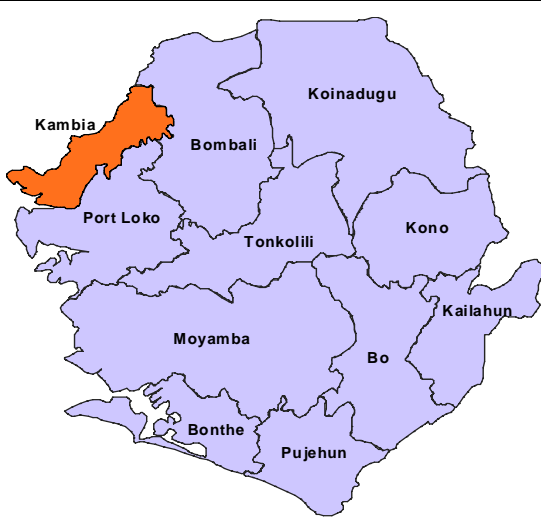

(Source: Local Government Act 2004, Third Schedule)

Table 2.41: Functions devolved to Local Councils (2/2)



Name of Ministry	Devolved Functions from Ministry
Ministry of Lands, Country Planning and Environment	Land Surveying Land Registration and Control of illegal sale of land Leasing Government land Strategic local plans Issuance of building permits Sand use Preparation of land use plan Education and sensitization on environmental issues
Ministry of Labor and Social Services	Manpower planning Enterprise development Trust Fund based safety net scheme
Ministry of Local	Community Development
Ministry of Social Welfare, Gender and Children's Affairs	Family case work Probation Disability issues Child welfare Community Based Organizations Gender issues
Ministry of Works,	Maintenance of Council buildings/premises
Ministry of Mineral Resources	Establishment and management of Community Development Funds Coordination of mining licences Rehabilitation of mined-out areas
Ministry of Tourism and Culture	Local museums Cultural villages Freetown Central Library
Ministry of Youth and Sports	Youth affairs Local sports
Registrar-General's Department	Celebration and registration of civil marriages Administration of Estates and Gratuities
Sierra Leone Road Authority	Maintenance of primary feeder roads Maintenance of chiefdom roads/tracks

(Source: Local Government Act 2004, Third Schedule)



2.7.2. Administration of Kambia District

							
Location of Kambia District in Sierra Leone				Location of 7 Chiefdoms in Kambia District			
Total Area	3,013 km ²		No. of Chiefdoms		7		
Est. Population (2004 Census)	Total: 276,989	Female: 146,290	Male: 130,699	No. of Households		37,577	
No. of Section	59		No. of Ward		20		
Estimated No. of Returned Refugees & IDPs					25,686		
Civil Authority	Officers	Staff	Equipment				
District Agricultural Office	44	95	1 Typewriter, 1 Car, 3 Motorbikes				
District Council	3	15	Nil				
District Medical Office	10	105	1 Computer, 1 Car, 8 Motorbikes, 54 Bikes, 1 VHF Radio				
District Office	2	34	1 Computer, 1 Typewriter, 1 Car, 1 VHF Radio				
Energy and Power Office	0	2	Nil				
Inspector of School Office	3	8	1 Typewriter, 1 Car, 6 Motorbikes, 3 Bikes, 1 VHF Radio				
Magistrate Court	3	5	2 Typewriter, 1 Car, 1 Motorbike				
Nati'l Election Commission	2	4	1 Computer, 1 Typewriter, 1 Car, 1 Motorbike, 2 Bikes, 1 VHF Radio				
Prison	10	0	Nil				
Public Works	1	4	Nil				
Social Welfare	5	13	2 Bikes				



(58: Mambolo Chiefdom)

			
Location of Mambolo Chiefdom		Administration Office (Not used)	
HQ Town	Mambolo Sanda	Distance from Kambia Town	36 miles
Name of Paramount Chief	Bai Shebora Gomanoh Kapen 3 (former PS in Ministry)		
Est. Population (2004 Census)	Total: 36,774	Female: 19,428	Male: 17,346
Total Estimated Return-Refugees, Returnees & IDP's		1,400	
% of Youth	40 – 45%	No. of disabled	Nil
No. of Local Tax Payers	N/A	Amount/year/person	2,000 Leones over 18 years
Shared % with District Council	40 % for Chiefdom, 60% for District Council		
Administration Staff	10 Staff (Court Chairman, Police (6), Treasury Clerk, etc.		
Local NGOs	MASFERD (Agriculture), Mambolo Women's Development Association		
	MAP (Mambolo Action for Progress)		
Main Crop	Swamp Rice, Upland Rice	Plantation Cash Crop	Oil Palm, Citrus
Section	Ward		
1. Mambolo	Ward 1		
2. Matetie			
3. Mayakie	Ward 2		
4. Rowollon			
5. Rorain-Bana	Ward 3		
6. Robis			
7. Kalenkay	Ward 4		
8. Tombo-Wallah			



(59: Samu Chiefdom)

			
Location of Samu Chiefdom		Administration Office	
HQ Town	Kychom	Distance from Kambia Town	35 miles
Name of Paramount Chief	Alhaji bai Sheboru Yek 2 (Former businessman in Freetown)		
Est. Population (2004 Census)	Total: 60,924	Female: 32,522	Male: 28,402
Total Estimated Return-Refugees, Returnees & IDP's		24,073	
% of Youth	60%	No. of disabled	Nil
No. of Local Tax Payers	20,000	Amount/year/person	2,000 Leones over 18 years
Shared % with District Council	80% for Chiefdom, 20% for District Council		
Administration Staff	40 staff (Court Chairman, Court members, Police (20), Treasury Clerk, Revenue Collector, etc.		
Local NGOs	Self-help groups (youth and women)		
	MASFERD (agriculture)		
UNDP- Arms for Development	40 millions SLL	UNHCR	Girls Skill Training Center
Main Crop	Swamp Rice, Upland Rice	Plantation Cash Crop	Oil Palm, Citrus
Section	Ward	Section	Ward
1. Kassiri	Ward 1	7. Bubuya	Ward 4
2. Makuma	Ward 2	8. Mafufuneh	
3. Mapotolon		9. Koya	
4. Moribaia		10. Mange	Ward 5
5. Kychom	Ward 3	11. Rokon	
6. Lusenja		12. Rosinor	



(60: Gbinleh-Dixon Chiefdom)

			
Location of Gbinleh-Dixon Chiefdom		Administration Office	
HQ Town	Tawuya	Distance from Kambia Town	4 miles
Name of Paramount Chief	Ibrahim Kabba (Regent Chief) (Former Businessman in Freetown)		
Est. Population (2004 Census)	Total: 18,511	Female: 9,504	Male: 9,007
		No. of Villages	100-111
Total Estimated Return-Refugees, Returnees & IDP's		4,150	
% of Youth	30%	No. of disabled	223
No. of Local Tax Payers	N/A	Amount/year/person	2,000 Leones over 18 years
Shared % with District Council	60% for Chiefdom, 405% for District Council		
Administration Staff	Court Chairman, Court members, Police (7), Treasury Clerk, etc.		
Local NGOs	Nil		
UNDP- Arms for Development	41 millions SLL	UNHCR	Youth Skill Training Center
Main Crop	Swamp Rice, Ground Nut	Plantation Cash Crop	Oil Palm, Citrus
Section	Ward		
1. Maton	Ward 1		
2. Mafaray			
3. Kalangba			
4. Gbinleh			
5. Rogberay			
6. Tawuya			
7. Katalan			
8. Sanda			



(61: Magbema Chiefdom)

			
Location of Magbema Chiefdom		Administration Office	
HQ Town	Kambia	Distance from Kambia Town	0 miles
Name of Paramount Chief		Bai Fanimi Bubu Angbak 3(Former businessman in Freetown : District Councilor	
Est. Population (2004 Census)	Total: 65,480	Female: 34,300	Male: 31,180
No. of Villages		N/A	
Total Estimated Return-Refugees, Returnees & IDP's			4,938s
% of Youth	20 –22%	No. of disabled	88
No. of Local Tax Payers	N/A	Amount/year/person	2,000 Leones over 18 years
Shared % with District Council		N/A	
Administration Staff	15 staff (Court members, Police (10), Treasury Clerk, etc.)		
Local NGOs	Women and Youth Associations, Cashew Nut Association		
Main Crop	Upland Rice, Swamp Rice	Plantation Cash Crop	Cashew, Oil Palm
Section		Ward	
1. Kambia*		Ward 1	
2. Tormina			
3. Robat		Ward 2	
4. Rokupur			
5. Kamba		Ward 3	
6. Bombe*			
7. Kargbulo*			
* Section Chief’s post is vacant.			

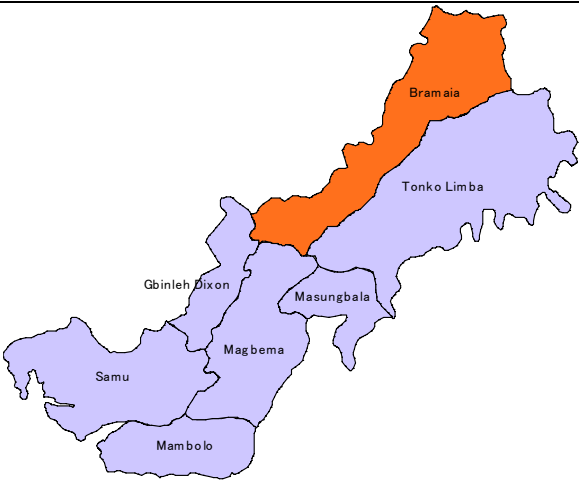

(62: Masungbala Chiefdom)

			
Location of Masungbala Chiefdom		Administration Office	
HQ Town	Kawula	Distance from Kambia Town	6 miles
Name of Paramount Chief	N/A (absent on the visiting day): Parliament Member		
Est. Population (2004 Census)	Total: 28,311	Female: 15,988	Male: 13,323
Total Estimated Return-Refugees, Returnees & IDP's		1,051	
% of Youth	N/A	No. of disabled	Nil
Local Tax Payers	1,049 (Ward 1 only)	Amount/year/person	2,000 Leones over 18 years
Shared % with District Council	30% for Chiefdom, 70% for District Council		
Administration Staff	Court Chairman, Court members, Police, Treasury Clerk, etc.		
Local NGOs	Kankna Women's Development Association (agriculture)		
	Masungbala Development Association (agriculture)		
Main Crop	Swamp Rice, Ground Nut	Plantation Cash Crop	Oil Palm, Citrus
Section	Ward	Section	Ward
1. Samu	Ward 1	5. Matilba*	Ward 2
2. Kawula		6. Mapolon*	
3. Nonko*		7. Matengha*	
4. Benna*		8. Sumbuya	
		9. Maserie*	
		10. Bamoi	
		11. Kayenkassa*	
* Section Chief's post is vacant		12 Thalla*	

(63: Tonko Limba Chiefdom)

			
Location of Tonko Limba Chiefdom		Administration Office	
HQ Town	Madina	Distance from Kambia Town	21 miles
Name of Paramount Chief		Abimany Bombo Lahai Kadeh Kongsa 2 (former policeman)	
Est. Population (2004 Census)	Total: 40,428	Female: 21,161	Male: 19,267
Total Estimated Return-Refugees, Returnees & IDP's		530	
% of Youth	25%	No. of disabled	Nil
No. of Local Tax Payers	6,2130	Amount/year/person	2,000 Leones over 18 years
Shared % with District Council		80% for Chiefdom, 20% for District Council	
Administration Staff		Court Chairman, Court members, Police, Treasury Clerk, Revenue Collectors, etc.	
Local NGOs		CHAPPS (Agriculture, Micro Credit, etc)	
UNDP- Arms for Development		N/A	
Main Crop	Ground Nut, Swamp Rice	Plantation Cash Crop	Oil Palm, Citrus
Section		Ward	
1. Kamasasa		Ward 1	
2. Kathanthineh*			
3. Bubuya*		Ward 2	
4. Yebaya*			
5. Mamankoh*		Ward 3	
6. Magbonkohni			
* Section Chief's post is vacant.			

(64: Bramaia Chiefdom)

			
Location of Bramaia Chiefdom		Administration Office	
HQ Town	Kukuna	Distance from Kambia Town	34 miles
Name of Paramount Chief	Arafan Mumini 2 (stay in USA for 32 years): District Councilor		
Est. Population (2004 Census)	Total: 26,561	Female: 14,387	Male: 12,174
Total Estimated Return-Refugees, Returnees & IDP's		9,725	
% of Youth	25%	No. of disabled	Nil
No. of Local Tax Payers	15,000	Amount/year/person	2,000 Leones over 18 years
Shared % with District Council	N/A		
Administration Staff	Court Chairman, Court members, Police, Treasury Clerk, Revenue Collectors. etc.		
Local NGOs	Self-help groups (youth and women)		
UNDP- Arms for Development	N/A		
Main Crop	Ground Nut, Upland Rice	Plantation Cash Crop	Citrus, Oil Palm
Section	Ward		
1. Kahnimakha	Ward 1		
2. Kukuna	Ward 2		
3. Tenba-Bramaia			
4. Filligungee			
5. Fortunboyie			
6. Lower-Bramaia			

2.8. Trends in the Transition Stage

2.8.1. Transition and 4Rs

Since the end of the conflict in 1999, humanitarian relief agencies like UNHCR and the Norwegian Refugee Council (NRC) have implemented various programs in Sierra Leone with the aim of tackling immediate humanitarian issues for resettlement and reintegration of refugees and ex-combatants. Among them, the UNAMSIL's DDR⁵⁵ program was the center of emergency activities. However, these humanitarian relief approaches have brought side-effects to such beneficiaries. In the implementation of the humanitarian relief projects, enormous amount of resources had been injected as the first priority was to achieve *quick impacts* for the prevention of outbreak of further conflicts.

JICA Study Team has found that the *quick impact* type projects do not fully cover components of long-term capacity building because of the abovementioned project first priority. It is worth noting that without a suffice preparation and institutional/capacity building period, huge inputs, which were provided far beyond the capacity of beneficiaries, would produce a mind of dependency on foreign intervention⁵⁶. After the successful completion of the relief and recovery stage, Sierra Leone is now phasing into the development stage, and such a mind with capacity building should more be encouraged and fostered for securing long-term project sustainability.

The transition stage, therefore, has been expected to play essential roles in making a bridge between the relief and the development stages. The study team has also revealed that the concept of the transition is multi-faced, such as from:

- humanitarian relief and recovery to development;
- donor driven to government/community driven; and
- centralized decision making to decentralized decision making.

This implies that target groups would be expected to become central actors in the post relief stage, at all the levels of the country, not only the community and local government levels, but also the national level. The United Nations Country Team (UNCT, 2004) has, therefore, pointed out in its *Transitional Support Program Phase II (2004-2006)* that Sierra Leone is “at an important juncture as it transits

⁵⁵ UNAMSIL: The United Nations Mission in Sierra Leone; and DDR: The Disarmament, Demobilization and Reintegration.

The DDR program was divided into four phases, namely, Phase I (September 1998 – December 1998), Phase II (October 1999 – May 2000), Interim Phase (May 2000 – May 2001) and Phase III (May 2001 – January 2002) (UNAMSIL Press Briefing, January 2003).

⁵⁶ During the course of interviews, many of the humanitarian agencies use the word of *intervention* rather than the words of *cooperation* and *assistance*.

from relief and recovery assistance into longer term programming for peace building and development in which national ownership and capacity building are the key”.

With this recognition, UN inter-agency team, called the UNCT, comprising FAO, IOM, UNDP, UNFPA, UNHCR, UNICEF, UNOCHA, WFP, WHO and the World Bank, established the Transitional Support Team (TST)⁵⁷ in September 2003 with the major objectives are shown in Box 2.6⁵⁸.

Box 2.6: Objectives of the Transitional Support Team of the UN Country Team

The Transitional Support Team (TST) was created by the UNCT under the responsibility of the UN Resident Coordinator to provide support to the Government’s efforts to coordinate and push forward the recovery and transition process at the district level. According to the TOR’s agreed by the UNCT, the TST’s principal objectives are to:

- identify needs and priorities and develop strategies, plans and projects for a smooth transition from humanitarian aid especially in support of resettling populations;
- support Government authorities in their efforts to take the lead in the recovery and transition process towards development; and
- support enhanced data handling capacity and quality by the sector/line ministry groups linked to the Sierra Leone Information System (SLIS).

(Source: UNCT, 2004)

In order to achieve above objectives, the UNCT/TST has put an emphasis on *the Repatriation, Reintegration, Rehabilitation and Reconstruction (4Rs) approach*⁵⁹, which is, “in essence, the reintegration piece of a general transition strategy for countries emerging from violent conflict” and “to address the immediate, medium and longer term development needs of returning displaced people in a comprehensive and integrated manner” (Lippman and Malik, 2004)⁶⁰.

As shown in Figure 2.6, the 4Rs approach focuses on the linkages between the relief and the development stages. In a common transition process, without a lack of a UN inter-agency’s collaboration, most of the efforts were individually driven by various agencies and this has often caused the creation of one-off type of projects and a gap period between the relief and development

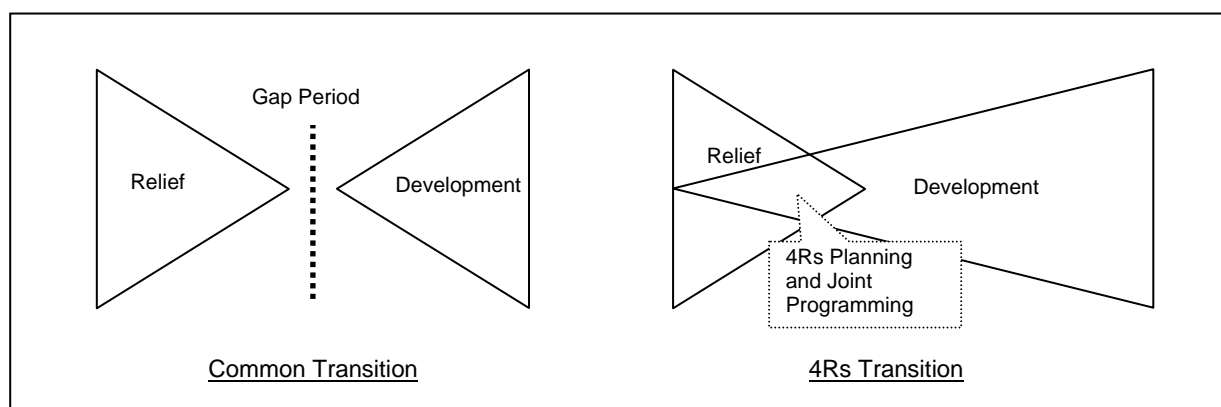
⁵⁷ The TST is administratively supported by UNDP.

⁵⁸ JICA Study Team had interviews with the TST field officer in Kambia District on 2nd June, 2005 and found that, as part of the TST’s activity, the TST field officer has been engaged in facilitating consolidation of the Kambia Development Plan and monitoring completed projects for the purpose of smooth transformation into the development stage.

⁵⁹ Sierra Leone is a 4Rs pilot country, as well as Sri Lanka, Afghanistan and Eritrea.

⁶⁰ Lippman, B and Malik, S, “The 4Rs: the way ahead?”, *Forced Migration Review Vol.21*, 2004.

stages in many of the cases. The 4Rs approach, on the contrary, attempts “to make UN efforts less *ad hoc* and more predictable, thus ensuring that agencies involved in post-conflict activities engage, and continue to engage, in an integrated inter-agency planning process at both policy and practical levels” (Lippman and Malik, 2004).



(Source: Lippman and Malik, 2004)

Figure 2.6: Concept of Common Transition and 4Rs Transition

For example, the repatriation and the resettlement are the first steps of reintegration, returning the people to the community from the refugee camps and starting their lives in the resettled community. In the transition stage, it has to focus more on establishing such people’s lives through encouraging institutional and social network building among the community members, which will become a foundation of the forth coming development stage. Thus, in accordance with the 4Rs approach, the reintegration is a long-term and continuous process and the TST is expected to facilitate smooth transformation of the relief stage into the development stage without a gap period⁶¹.

Moreover, the TST in collaboration with the National Commission for Social Action (NaCSA, Box 2.7) has been taking the lead of district level coordination by involving the district government and line ministries for ensuring the reintegration of returnees into communities in the transition stage, while sharing experiences of overall relief stage activities⁶². For instance, through continuous monitoring of completed projects’ status, NaCSA has been transforming its World Bank assisted *National Social Action Program* implementation strategy towards more community-driven. The program provides small-scale grants to communities, as well as requires own contribution, and its characteristics are as follows.

⁶¹ This is based on interviews with the TST/UNDP on 10 May 2005.

⁶² These paragraphs are discussed based on an interview with the NaCSA Kambia Office on 21 June and 12 July 2005.

Box 2.7: NaCSA

The National Commission for Social Action (NaCSA) was established in November, 2001 by an Act of the Sierra Leone Parliament as a successor to the National Commission for Reconstruction, Resettlement and Rehabilitation (NCRRR) and before it, Ministry of Reconstruction, Resettlement and Rehabilitation (MRRR). A summary of NaCSA's mandates and major program windows are as follows:

Mandates

- To promote community-based, demand-driven and sustainable development activities
- To assume the functions of the NCRRR so as to improve the Nation's capacity to effectively absorb and utilize relief and development assistance
- To ensure appropriate use of donor resources in a transparent manner

Major Program Windows

- Community-Driven Program (currently on going)
- Public Works Program (currently on going)
- Micro Finance Program

(Source: NaCSA, *NaCSA and Elected Local Councils*, 2004; and NaCSA, *NaCSA at a Glance*, 2005)

First, for securing sustainability, the strong emphasis is placed on taking appropriate time to coordinate:

- an initiative of the local government, especially wards, in project identification and coordination, since, as part of the decentralization process, wards are now expected to consolidate development needs of the grassroots and the needs will be reflected in the district's development plan; and
- beneficiaries' institutional set-up, like selection of PMC members through voting, and capacity building, like auditing, procurement and human resource management, before the implementation/fund disbursement.

Secondly, during the course of the preparation and implementation, NaCSA attempts to strengthen the social capital as a post-resettlement activity for further reintegration of returnees and other vulnerable population groups into the community. For example, NaCSA aims to identify and rank needs of each target population group through the Participatory Poverty Assessment (PPA), and conduct close monitoring of its small-scale projects so as to grasp their social structures and find the changes of relationships and minds of community people.

In the following section, based on the understandings of the trends in the transition stage above, relief projects will be reviewed so as to find implications for post relief stage's project implementation.

2.8.2. Projects in the Relief Stage

Although, as mentioned earlier, humanitarian relief organizations generally focus on providing quick impacts with its target population groups, many of relief stage projects now take into consideration not only quick impacts, but also sustainability, and, more or less, striking a balance between these two aspects, with an aim of the project becoming a foundation of the forth-coming development stage projects. In general, quick impacts are recognized as short-term goals in compliance with immediate needs of returnees, and sustainability as long-term goals of building capacity and social networks⁶³.

From the above viewpoints, it is necessary to review relief type projects' approaches, and their advantages and limitations in order to learn lessons for the implementation of projects in the post-relief stage. Although there has in fact been a number of projects and programs implemented, this section mainly takes up UNHCR's Community Empowerment Projects (CEPs) as a case because of the following reasons⁶⁴:

- Implemented in Kambia District
- Focused on the reintegration of refugees and IDPs into communities
- Focused on groups, rather on individuals
- Integrated a concept of sustainability into the quick-impact type project

(1) Community Empowerment Projects (CEPs)

Community Empowerment Projects (CEPs) were introduced as of mid-2003 and, between 2003 and 2004, some 250 multi-sectoral CEPs were implemented in the four districts where UNHCR was operational, namely Kambia, Kailahun, Kono and Pujuhun Districts. Box 2.8 summarizes the outline of the CEPs.

⁶³ This is based on the interviews with the NRC and UNHCR on 28 April and 27 May 2005, respectively.

⁶⁴ For example in Kambia District, in addition to the CEPs, the Youth Pack (NRC/ActionAid), Complimentary Rapid Education Programs (CREPS, UNICEF/NRC) and SABABU Education Project (the World Bank and African Development Bank/NRC and ActionAid) have been implemented in the relief stage.

Box 2.8: Outline of the CEPs

The scope of Community Empowerment Projects (CEPs) will be modest, but strategic in empowering different groups in communities – especially women, children, adolescents and older people; priorities for UNHCR. The projects will focus on small-scale interventions that can be managed by communities such as social activities, local construction or gardening and so forth - with an imperative for different groups to combine resources to achieve something more than they could individually.

(Source: UNHCR, 2005)

In practice, ideas of CEPs are clear. First, as for sector intervention, the CEPs covered multi-sectors, such as agriculture, health, water, sanitation, community services and many others. Secondly, its approach aimed at involving community people in the decision making process. This means that the CEPs did not have the specific sector of intervention and uniformed approach; rather it was required to comply with the immediate needs of target groups and status of their existing socio-economic structure in the relief and recovery stage.

The Evaluation and Policy Analysis Unit (EPAU) of UNHCR (2005) mentions in its *From emergency evacuation to community empowerment: Review of the repatriation and reintegration programme in Sierra Leone* that “the CEP concept has the advantage of maximizing community involvement in decision making and implementation, and the majority of the projects seemed to have made a good start”. However, the CEPs is at the experimental stage and still has rooms for improvement, and therefore UNHCR (2005) also points out the following issues in need of attention:

- More explicit targeting is required to ensure that the CEPs benefit vulnerable or excluded groups.
- Implementing partners may not have the technical competence to supervise the type of project chosen by the community.
- Community sensitization and mobilization is a time consuming process and may result in delays.
- In rural areas where literacy and numeracy is low, extensive capacity building measures are required to enable community members to run their CEPs.
- Leaving the choice of the CEPs to individual communities may result in a random selection of projects potentially at variance with more integrated regional development plans.
- Weak governmental infrastructure may preclude adequate staffing or maintenance of the CEPs by line ministries.

By taking into account the above CEPs approach, and its advantages and limitations, JICA Study Team interviewed CEPs beneficiaries, such as PMC members and skill training trainees, in Kambia District from May 29 to June 6. Findings of the study team's field visit are summarized in Table 2.42 below.

Table 2.42: Findings from CEPs Project Beneficiaries

Project Type (Chiefdom) (No of Beneficiaries)	Quick impacts	Strengths for Sustainability	Risks for Sustainability
Skill Training, Gara-tie Dyeing (Magbema) (25) All women 15-20 years old of trainees	<ul style="list-style-type: none"> * Acquisition of the gara-tie dyeing skill * An initial profit of Le 600,000 made from the sales of products 	<ul style="list-style-type: none"> * Strengthened community ties through the project (skill training center has become the center of community/PMC members activities) 	<ul style="list-style-type: none"> * Lack of financial sources of continuation of the skill training * Lack of chances of using acquired gara-tie dyeing skill (due to the lack of financial sources) * Difficulties in starting a new business by using the initial profit (very new experiences for the members)
Skill Training, Tailoring, Gara-tie Dyeing, Weaving and Bakery (Magbema) (32) 24 women & 8 men 18-60 years old	<ul style="list-style-type: none"> * Creation of job opportunities for some trainees * Facilitation of community activities by providing the structure as a community meeting facility * Having managed to look after some orphans by the center 	<ul style="list-style-type: none"> * Interest of the community leader in the project 	<ul style="list-style-type: none"> * Difficulties in encouraging young community members to involve in the project * Difficulties in creating job opportunities for trainees (not many are interested in the center's training course because of the limitation of job opportunities after the training) * Difficulties in continuous fund raising for orphans (necessity of external supports)
Community School (Tonko Limba) (104) 48 girls & 56 boys	<ul style="list-style-type: none"> * Introduction of Islamic and English education to children in the community (Islamic discipline is not taught at nearby schools) * Shorter distance to the school from the community 	<ul style="list-style-type: none"> * Feelings of importance of Islamic and English education among community members 	<ul style="list-style-type: none"> * Necessity of further investment in school (e.g. recruitment of qualified teachers, building water and sanitation facilities) and close collaboration with the Supervisor of the Schools

Project Type (Chiefdom) (No of Beneficiaries)	Quick impacts	Strengths for Sustainability	Risks for Sustainability
Livestock Shelter (Tonko Limba) (300) 150 women & men each 30-50 years old	<ul style="list-style-type: none"> * Net annual profit of Le 500,000 made from the livestock trade * Easy access to and negotiation with traders by achieving economies of scale 	<ul style="list-style-type: none"> * High potential of livestock production and trading in the area (not an established industry in the area) * Strengthened community ties through the relatively successful income generating project * Investment of the profit in agriculture for securing other income sources * Strong leadership of the town chief to the project 	<ul style="list-style-type: none"> * No veterinary services available in the area (difficulties in tackling diseases and other technical problems)
Rice Milling (Tonko Limba) (25) 23 women & 2 men 20-50 years old	<ul style="list-style-type: none"> * Reducing burdens on the women's rice milling work * Provision of high quality of milled rice for community people * Revenue of Le 400,000 made per month for 3 months a year (Le 1,200 per bucket of rice for milling) 	<ul style="list-style-type: none"> * Strong and continuous demand of rice milling in the area (Tonko Limba is a major rice farming area) * Strengthened community ties through the relatively successful income generating project * Investment in a new business and security of other income sources (e.g. cash crop production) * Strong leadership of a female district councilor in the area (trying to create relationships with the district government and donors) 	<ul style="list-style-type: none"> * Difficulties in purchasing spare parts and having continuous maintenance (because of availability and cost) * Weak administration and financial managements due to lack of proper training

(Source: JICA Study Team)

In short, based on the above table, it is found that the PMC members believe following aspects cannot be ignored in order to secure sustainability and these would be implications for designing a pilot project in Phase 2:

- 1) Strong unity of community members and leadership of a community leader
- 2) Security of stable income sources
- 3) Involvement of many community members
- 4) Manageable size (administratively, financially and technically)
- 5) Less competitive / high demand activity

1) Strong Unity and Leadership

CEPs inputs were enormously large⁶⁵ for most of the community people and if “the community cohesion is fragile, the CEPs can become a source of dispute between different parties seeking to exert control”. During the course of the interviews, many CEPs beneficiaries pointed out that *personalization* has adversely affected continuation of activities and this can relatively be seen in the urban area (Kambia Town) where the socio-economic structure is generally more diversified than rural areas.



Photo: Livestock shelter project members are manually milling rice while looking after their goats

In relatively sustainable cases, such as a livestock shelter project and a rice milling project in Tonko Limba, both PMC members emphasize that the strong unity is the main engine of sustainability. In the meantime, they also recognize possible risks of disputes among members. But, first, they take a great care of transparency of financial flow in order to avoid the highest risk of disputes. Secondly, in those communities, leaders, like the town chief and a female district councilor, are respected and often consulted by community/PMC members. Such leaders become arbitrators in case of disputes.

⁶⁵ The amount of up to Le 15,000,000 (US\$ 6,237) was allocated to each small-scale project (UNHCR, 2005).

2) Security of Stable Income Sources

For strengthening sustainability of projects' activities, stable revenue sources are crucial for the security of members' livelihoods, and operation and maintenance of equipment and facilities. With an expectation of stable income, the PMC members tend to contribute more to the projects' daily activities.

However, in some cases, the main activity itself is not suffice to sustain members' livelihoods and CEPs beneficiaries have tried to expand/diversify the activities. For instance, the rice milling project has a constraint on its time of the activity that they only operate three months a year. During the off season, the project members make use of its profit for a new business of cash crop production and sales. Another case is the livestock shelter project. The project members invest their income from livestock breeding and trade in farming activities, such as employing seasonal labors and purchasing agricultural inputs⁶⁶.

3) Involvement of Many Community Members

The word of *personalization* is sometimes used to criticize a project when it only benefits a certain population group within a community. But, a project with a wide recognition as a common property would possibly share with and benefit many of the community members. For instance, the case of a community school construction project in Tonko Limba, an Islamic community intended to introduce Islamic and English education to children where the Islamic discipline is not taught at nearby schools. This could have an opportunity to involve many community members in the school construction and operation.

As for income generating activities, in order to facilitate community involvement, some attempts were found in the course of the interviews. These are, for instance, that not only share the profit with the PMC members, but also they contribute to the community's social and economic activities in the form of donation to sports activities and dance festivals⁶⁷, and provision of small scale loans to other community members.

⁶⁶ Expansion of the farming activity further creates roles of the youth. Community people expect the male youth to involve in manual labor, such as cultivation, and the female youth to join planting and harvesting.

⁶⁷ Such social activities are usually organized by youths' and women's groups in the community and through such kinds of activities they are widely recognized as a member of the community.

Furthermore, as UNHCR (2005) states that “the lack of sector preference in the CEPs means that implementing partners are required to work in whatever sector the community may wish to choose” and this would be a factor to enhance the motivation of the beneficiaries and expect the positive involvement of the community. But, in the case of a skill training project in Magbema, the training courses offered by the skill training center happen to be not so attractive to the young community members and this has caused the fact that the center has to find some trainees from outside the community. As a result, less contribution/involvement of community members has been achieved and therefore the center now seeks for new training programs which would meet the needs of the community people.

4) Manageable Size

The higher is operational cost, the higher risks the project members would take, although the higher return they would expect. For example, gara-tie dyeing requires a certain amount of initial investment for production and, in the case of a skill training center in Magbema, they only continued the training program until all of the provided training materials were consumed. This indicates that many of gara-tie dyeing trainees are not able to make use of their skills for their business activities because of the required initial cost. Therefore, the project members now look for new business opportunities using their savings from the project’s initial profit.

Another case is that the livestock shelter project initially aimed to utilize their existing asset of goats and the shelter itself was facilitating their activity; this was only the shift from the individual to group management. And the maintenance of the shelter would not require the huge amounts of costs.



Photo: A livestock shelter. Goats are kept in this structure at night.

In principle, each CEPs project has a project management committee (PMC) and the PMC takes full responsibilities of financial and institutional management of the project. This means that survival of a project entirely depends upon the PMC’s capacity. However, according to UNHCR (2005), because of the short time scale, CEPs “does not allow for community sensitization and capacity building of PMC members at the level and of the duration required”. As a result, while UNHCR (2005) found that “the most successful PMCs were those staffed with individuals who had received training in refugee camps or who had worked with

NGOs in the camps”, an OXFAM report (cited in UNHCR, 2005) noted that “the CEPs methodology is inappropriate for the short timeframe of the program. Community development cannot be achieved within an emergency funding window”.

5) Less Competitive / High Demand Activity

In terms of financial return and cost recovery, both rice-milling and livestock shelter projects are regarded as successful cases. Of course, a high motivation of the project members and community leaders is a major factor, but it is worth noting that both of the projects enjoy the less competitiveness and high demand of the concerned activities. For instance, Tonko Limba is a major rice farming area in the district, and at the time of the installation, there were no rice milling machines even in the chiefdom. As for the livestock shelter project, it is a rare case that people are involved in the livestock business as a group and therefore this attempt has enabled them to realize economies of scale in their activity.

On the other hand, in Kambia, UNHCR (2005) reports that “a considerable number of gara-tying and dyeing projects have been set up but there was no evidence of market research to ascertain the commercial viability of having so many project of this type in one area”. In a sense, some activities, soap-making and gara-tie dyeing are saturated in certain areas such as Kambia Town after the implementation of the CEPs, and sometimes the products are required competitive qualities and prices with those mass-produced.

These cases give lessons that a proper market research should be essential before an introduction of income generating activities.

Further to note that, on the selection of a project, the “establishment of health, education and agricultural projects are normally subject to approval from line ministries, but sometimes this approval seemed to be more of a formality and did not necessarily mean that the project fitted into a wider governmental plan for the region” (UNHCR, 2005). This means that in the future project selection, line ministries’ support and involvement should be necessary in order to make cohesion of the needs of the community with the development plan. For details about the Kambia Development Plan (Draft), refer to the section 3.2.5 of this report.

(2) Gender Issues in Relief Stage Programs

This section focuses on gender-related activities in the relief stage, since women should be a major target population group in Phase 2, the implementation stage of the Project.

In the process of the DDR program, it is noted in UNHCR (2005) that the program “had a disproportionate focus on the needs of men fighters, and women affected by fighting forces were not adequately addressed”. When women and girls reported themselves as victims of *forced marriage* to the National Commission, they were interviewed with their *husbands* and therefore they lost their opportunities to be approved as *affected by fighting forces*⁶⁸. Under such a situation, most of the women and girls affected by fighting forces were not able to benefit from the program.

UNCHR (2005) recommends that “UNCHR should establish a comprehensive gender action plan for all repatriation and reintegration operations, covering the recruitment of adequate number of women staff in supporting and implementing agencies and deployment of gender officers to maintain gender concerns from early stages of the operation”.

Even in the peace keeping period, women and girls were at the risk of sexually and gender-based violence (SGBV) by not only rebels and local people, but also aid agency staff and peace keeping forces. To protect women and girls from the SGBV in the UN operation, the Coordination Committee for Prevention of Sexual Exploitation and Abuse (CCPSA) was established in 2002 under the leadership of the UN Office for the Co-ordination of Humanitarian Affairs (UNOCHA). The CCPSA intends to extend the training programs to relevant sections of the government agencies and security forces. Legal supports for women, such as bringing rape cases to the court and reclamation of property by widows whose husbands dies without their leaving will⁶⁹, were also provided by UN agencies in cooperation with relevant government agencies such as NaCSA.

Based on the understandings of these trends above, JICA Study Team reviews gender related activities of the CEPs, CREPs and the Youth Pack Projects as follows:

⁶⁸ A Campaign for Good Governance, *Silent Victims, Young Girls at Risk – An Evaluation on Post-War Rape and the Response to Rape in the Provinces of Sierra Leone*, December 2004.

⁶⁹ In a customary law, women cannot own property as they are considered the property of their husbands. Therefore, it is difficult for women to inherit from their husbands who die without leaving will.

Community Empowerment Projects (CEPs)

“Empowerment of women, children, adolescents and older people” were stated as one of the aims of CEPs in the project guidelines (UNHCR, 2005). However it has been difficult to empower such traditionally weak and excluded groups and to overcome community barriers.

According to the EPAU of UNHCR, the above aims have been successfully achieved in Kambia. Nearly half of CEPs beneficiaries were women or women’s associations. Although most of women’s projects in Kambia have been run by women themselves, men’s affects or intention could be seen in the background in minor cases.



Photo: A CEPs trainee is now teaching weaving skills to the youth for their self-reliance.

For example, the Office of Social Welfare, Gender and Children Affairs in Kambia District raises a concern in an interview that some of CEPs facilities and equipment provided have been occupied by “community leaders” and women’s groups have been driven out from the activities after UNHCR’s intervention.

The outline of the CEPs is summarized in Box 2.8 above.

Complementary Rapid Education Programs (CREPS)

According to the NRC, girls to boys ratio among enrolled pupils was about 0.6, and 17 women out of 128 CREPS teachers worked for the CREPS centers in 2004 in Kambia. Although pupils enrolled in CREPS centers had a strong intention to continue and complete primary education, some of them had to leave the center. The major reasons of girls’ drop-out are early marriage and pregnancy, and these are seen both at formal and community schools.

In the program, subjects or topics on sexual harassment, abuse and rape and consequences of these especially on the girl child were components of training workshops for teachers. Ideally, teachers could become aware that education is one of the effective measures for girl children to protect themselves from such consequences through such workshops. However, teachers were not able to actively encourage parents to send their girls back to the centers.

The outline of the CREPS is summarized in Table 2.14 above.

The Youth Pack Project

The NRC states in its *Project Activity Report – September – December 2004* (2005) that gender balance in each Youth Pack center was ensured and more women (112) enrolled than men (88) in 2004 in 4 centers in Kambia.

In the project, subjects on gender consideration were included in its curriculum. Through its field observations the study team found that learners had options to select skills without gender bias; some men learned hair dressing and some women learned carpentry. Most of the learners were school drop-outs because of the war, early marriage, pregnant and poverty of their parents. Some women learners go to the center with their babies. With a strong motivation of learning and consequently having livelihood skills for feeding themselves and their children, they enrolled the center by their own will after having permissions from their parents.

The outline of the Youth Pack is summarized in the section 2.5.4 of this report.

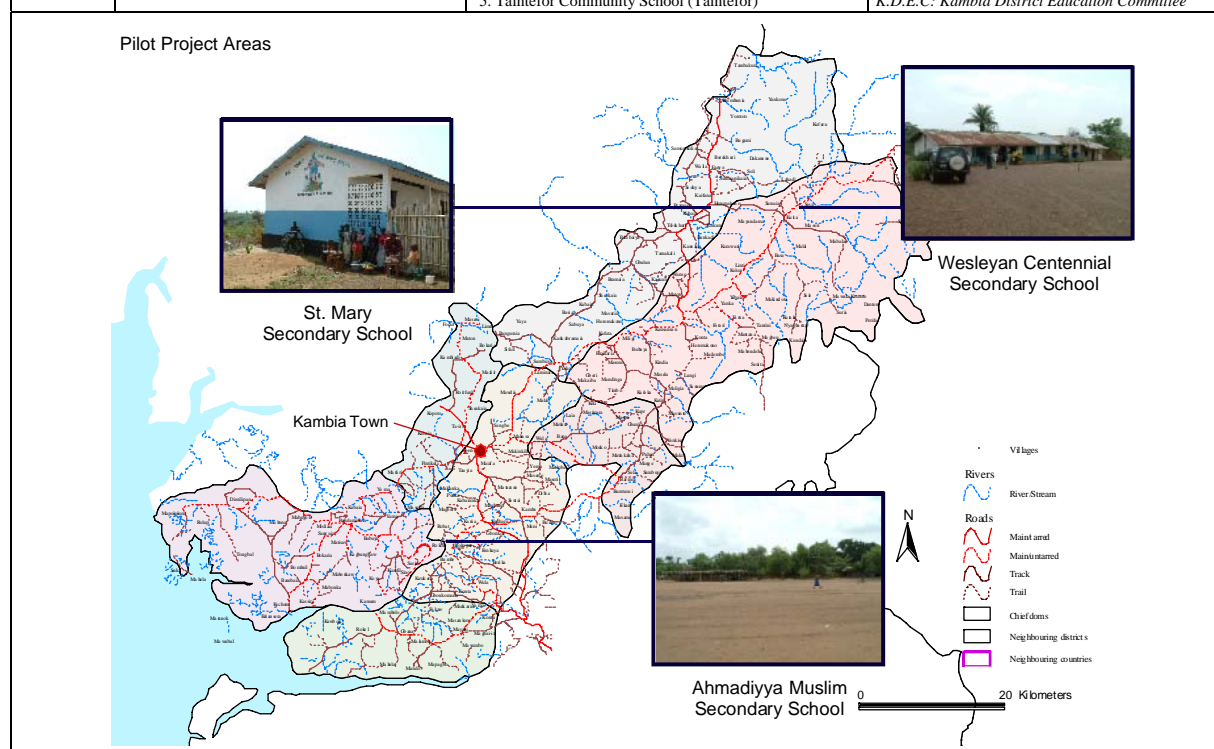
3. SELECTION AND SITUATION ANALYSIS OF THE PILOT PROJECT AREAS

3.1. Selection of the Pilot Project Areas

JICA Study Team adopted two screening steps for selecting pilot project areas in Kambia District. The first screening is to decide geographical areas particularly in the light of physical feasibility whereas the second screening is to select specific target zones in respect of i) social disadvantageousness, ii) enthusiasm of stakeholders for community development, and iii) supporting system for community development. As a result of the two steps of screening, three areas are selected for pilot project as shown in Table 3.1. The following sections explain the basis for the selection of the pilot project areas.

Table 3.1: Pilot Areas

	Pilot Project Zone 1	Pilot Project Zone 2	Pilot Project Zone 3
Chiefdom	Tonko Limba	Magbema	Bramaia
Junior Secondary School	Wesleyan Centennial Secondary School	Ahmadiyya Muslim Secondary School	St. Mary Secondary School
Ward	Ward 1	Ward 2	Ward 2
Section	Kamasasa	Rokupr	Kukuna
Primary Schools (Govt' /Govt' Assisted)	1. Roman Catholic Primary School (Kabassa II) 2. Roman Catholic Primary School (Kamabala) 3. Wesleyan Primary School (Kamasasa) 4. Wesleyan Church Sierra Leone Primary School (Kasuria) 5. Wesleyan Church Sierra Leone Primary School (Kutia)	1. Ahmadiyya Primary School (Rokupr) 2. Ahmadiyya Primary School (Wulatenkle) 3. Islamic Dawa Primary School (Rokupr) 4. Kulafai Primary School (Rokupr) 5. Roman Catholic Primary School (Rokupr) 6. Sierra Leone Muslim Brotherhood Primary School (Rokupr) 7. Warda Model Primary School (Rokupr)	1. K.D.E.C. Primary School (Kukuna) 2. K.D.E.C. Primary School (Kabaia) 3. Wesleyan Church Sierra Leone Primary School (Kasuria) 4. Omar Mucktar Primary School (Kukuna) 5. Roman Catholic Primary School (Kukuna) 6. K.D.E.C. Primary School (Teneba Bramaia)
Community Primary Schools	1. Kabassa I Community School (Kabassa I) 2. Omar Muctar Community School (Kabassa II) 3. Kakonteh Community School (Kakonteh) 4. Maseleh Community School (Maseleh)	1. Gberika Community School (Gberika) 2. K.D.E.C. Primary School (Barmoi Luma) 3. Magbethe Community School (Magbethe) 4. Roman Catholic Masorie Primary School (Barmoi Luma) 5. Taintefor Community School (Taintefor)	1. Kabaia Community School (Kabaia) 2. Turaia Community School (Turaia) 3. Wesleyan Primary School (Seduya) 4. Surimanikaia Community School (Surimanikaia)



3.1.1. First Screening

Physical feasibility for the first screening is among others significant in the sense that a project is not feasible when minimum requirements cannot be met. For instance, it is not feasible to implement a pilot project in the area where even a single Junior Secondary School does not exist, since it is expected to be a core institution of community development in surrounding areas. Therefore, the criterion, “Presence of Junior Secondary School,” is a necessary and absolute requirement. Mobility and communicability of facilitators in monitoring pilot projects are also essential to improve the process of pilot projects so as to sustain the awareness of the community for community development.

Table 3.2: Result of First Screening: Physical Feasibility

	Masungbala	Mambolo	Tonko Limba	Magbema	Samu	Gbinleh-Dixon	Bramaia
Presence of Junior Secondary School (No. of Junior S.S.) - Absolute Value -	C (0)	B (2)	B (2)	A (4)	B (2)	C (0)	B (1)
Distance from district center (miles)	B (6)	C (36)	B (21)	A (0)	C (35)	B (4)	C (34)
Difficulty of access during rain season	A	C	B	A	C	A	B
Mobile Phone Access	B (town area)	C	C	B (town area)	C	B (town area)	C
First Screening	C	C	B	A	C	C	B

A: Not a problem / B: Problem to some extent / C: Problem

(Source: JICA Study Team)

Table 3.2 summarizes the result of the first screening. Based on the result of the screening, target areas were narrowed down into 3 chiefdoms out of 7 chiefdoms: Tonko Limba, Magbema, and Bramaia. Masungbala and Gbinleh-Dixon were excluded due to the absence of Junior Secondary School, while Mambolo and Samu were also eliminated due to limited mobility of facilitators and difficulty of communication⁷⁰.

3.1.2. Second Screening

The second screening entails the criteria of three-folds as indicated earlier. Social disadvantageousness is one of the criteria of magnitude. The criterion is particularly assessed by indicators such as post-conflict status, education status, gender balance, and living condition, which are further confirmed by several indicators available from secondary sources. Although target areas were narrowed down into Tonko Limba, Magbema, and Bramaia in the first screening, the Study Team examined all chiefdoms

⁷⁰ “Facilitator” used here is in general terms i.e. those who facilitate community development including Supervisor of School and JICA Study Team.

for those indicators for reference. Table 3.3 summarizes comparison of those indicators among chiefdoms.

Although those statistics in general show no significant variation among chiefdoms, some slight tendencies could be observed. Variables in education status for instance show that Samu, Gbinleh-Dixon, and Bramaia are more deprived to some extent than the others.

Table 3.3: Comparison of Indicators on Social Disadvantageousness

	Masungbala	Mambolo	Tonko Limba	Magbema	Samu	Gbinleh-Dixon	Bramaia
Post-Conflict Status							
1 No of child soldiers	-	6	25	10	10	0	10
2 No of separated children	0	12	50	15	0	0	20
3 No of disabled	15	0	30	35	10	15	15
4 Estimated return-refugees, returnees and IDPs / population (%)	3.7 (1,051/28,311)	3.8 (1,400/36,744)	1.3 (530/40,428)	7.5 (4,938/65,480)	39.5 (24,073/60,924)	22.4 (4,150/18,511)	36.3 (9,725/26,561)
Education Status							
5 Population / No of primary school (P.S.)	833 (28,311/34)	1,081 (36,744/34)	763 (40,428/53)	1,310 (65,480/50)	1,486 (60,924/41)	686 (18,511/27)	759 (26,561/35)
6 Population / No of secondary school (S.S.)	No Secondary School	18,372 (36,744/2)	20,214 (40,428/2)	13,096 (65,480/5)	30462 (60,924/2)	No Secondary School	28,561 (26,561/1)
7 Percentage of qualified primary school teachers (%)	26.7	31.1	32.1	50.6	26.0	12.1	18.2
8 Percentage of qualified secondary school teachers (%)	No Secondary School	15.4	21.7	14.5	23.6	No Secondary School	12.1
Gender Balance							
9 Female percentage in primary school pupils (Formal) (%)	37.1	39.6	44.3	36.0	34.1	36.2	36.1
10 Female percentage in primary school pupils (Community) (%)	36.7	41.2	44.4	48.3	41.6	41.3	43.9
11 Female percentage in secondary school pupils (%)	-	15.4	21.7	14.5	23.6	-	12.1
Living Condition							
12 Household / safe water source	86	42	26	40	135	46	91
13 Household / drop hole	9	5	6	6	15	10	33
14 School with latrine (%)	29.6	27.3	64.7	50.0	50.0	25.5	60.0
15 School with drinking water (%)	44.4	27.3	47.1	29.2	9.1	13.7	12.0
16 Population / health care units	14,156	18,387	5,775	13,096	7,616	9,256	6,640

Sources:

1, 2, 3, 4, 12, 13, and 16: Development Assistance Coordination Office, *Data Pack 3rd ed.: Kambia District*, 2004

5 and 6, Population: *Population Census*, 2004

5 and 6, The Ministry of Education, Science and Technology, *No of Primary School*, 2005

7, 8, 9, 10, and 11: Development Assistance Coordination Office, *Data Pack 3rd ed: Education Sector*, 2004

14 and 15: UNHCR, *Assessment in Education Sector*, Kambia District, 2004

Enthusiasm of stakeholders is another criterion in the second screening. For the three chiefdoms selected in the first screening, the Study Team evaluated all Junior Secondary Schools by interviewing key persons including the principals and Supervisors of Schools at Kambia District. Table 3.4 summarizes the results of the evaluation. The rating in the table is the mean value of the rating decided by three members of the Study Team.

Although the results do not show remarkable variations among schools, it was clear from the discussion with key persons that some principals are committing themselves to a larger degree than the others to betterment of surrounding community of their base schools.

Table 3.4: Enthusiasm of Stakeholders for Community Development

	Tonko Limba		Magbema					Bramaia
	Wesleyan Centennial S.S. (JSS)	Madness. (JSS+SSS)	Kambia Islamic S.S. (JSS)	Islamic Federation S.S. (JSS)	Kolestin S.S. (JSS+SSS)	Ahmadiyya Muslim S.S. (JSS+informal SSS)	Magbema Islamic S.S. (JSS+informal SSS)	St. Mary S.S. (JSS)
Supervisor	C	B	B	B	B	B	B	B
Principal of S. S.	A	B	B	B	B	A	B	A
Paramount Chief	B	B	B	B	B	B	B	A

A: Strong / B: Strong to some extent / C: Weak

1) Mambolo and Samu are excluded from selection of targets due to comparably low physical feasibility in the first screening

2) Masungbala and Gbinleh Dixon are also excluded since there is no secondary school functioning.

(Source: JICA Study Team)

The other criterion of magnitude is supporting system for community development, which is further sub-categorized into four aspects: communicability, accessibility, financial supportability, and institutional supportability.

As shown in Table 3.5, three sub-categories other than institutional supportability do not show significant variation among the schools. Institutional supportability however varies particularly in respect of community involvement in the schools. In fact, Wesleyan Centennial Secondary School, Ahmadiyya Muslim Secondary School, and St. Mary Secondary School have been making relatively more efforts to involve surrounding community in a variety of activities such as sports competition and dance festival. Facilities of those schools are sometimes utilized for community meetings as well. Detailed qualitative information is tabulated as anecdotal evidences in Appendix 5 of this report.

Table 3.5: Supporting System for Community Development

	Tonko Limba		Magbema					Bramaia
	Wesleyan Centennial S.S. (JSS)	Madina S.S. (JSS+SSS)	Kambia Islamic S.S. (JSS)	Islamic Federation S.S. (JSS)	Kolenten S.S. (JSS+SSS)	Ahmadiyya Muslim S.S. (JSS+informal SSS)	Magbema Islamic S.S. (JSS+informal SSS)	St. Mary S.S. (JSS)
Communicability								
Transportation means of community people	B	B	B	B	B	B	B	B
Communication means of S.S. and P.Ss	B	B	B	B	B	B	B	B

	Tonko Limba		Magbema					Bramaia
	Wesleyan Centennial S.S. (JSS)	Madina S.S. (JSS+SSS)	Kambia Islamic S.S. (JSS)	Islamic Federation S.S. (JSS)	Kolenten S.S. (JSS+SSS)	Ahmadiyya Muslim S.S. (Jessing-formal SSS)	Magbema Islamic S.S. (JSS+informal SSS)	St. Mary S.S. (JSS)
Accessibility								
No of G./G assisted P.Ss* mainly involved in social activities initiated by S.S.	4	11	4	5	6	7	1	5
Access from S.S. to P.Ss.*	A	A	A	A	A	A	A	A
Access from P.Ss.* to S.S.	B	A	A	A	A	A	A	A
Financial Supportability								
Available Budget of S.S. for social activities	B	B	C	B	B	B	B	B
Institutional Supportability								
Recognition of magnitude toward community development	A	C	C	C	C	A	C	A
Groups collaborating with S.S. or P.Ss	C	C	C	C	C	B	C	B

A: Sufficient / B: Insufficient to some extent / C: Insufficient
(Source: JICA Study Team)

Taking into consideration the results of the second screening, the Study Team assessed appropriateness for pilot project areas. As Table 3.6 shows, the Study Team selected, as a core function of community development, Wesleyan Centennial Secondary School in Tonko Limba, Ahmadiyya Muslim Secondary School in Magbema, and St. Mary Secondary School in Bramaia. Surrounding areas of those schools thus will be target zones of the pilot project.

Coincidentally, all principals of the selected schools are enthusiastic and making effort of community involvement. In other words, the commitment of the principals to community betterment stood out while most of the variables of the criteria were not distinctive.

Table 3.6: Evaluation on Appropriateness for Target Areas

Criteria	Tonko Limba		Magbema					Bramaia
	Wesleyan Centennial S.S.	Madina S.S.	Kambia Islamic S.S.	Islamic Federation S.S.	Kolenten S.S.	Ahmadiyya Muslim S.S.	Magbema Islamic S.S.	St. Mary S.S.
Social disadvantageousness (By Chieftdom and S.S.)	B							A
	A	B	B	B	B	A	A	A
Enthusiasm of Stakeholders for community development	B	B	B	B	B	B+	B	A-
Supporting system for community development	B+	B	B	B	B	A-	B	A-
Appropriateness	B+	B	B	B	B	A-	B	A-

Scale of Evaluation on Appropriateness: A > B > C
(Source: JICA Study Team)