Investing in our Future: Fulfilling Youth Potential

National Youth Commission
Final Report
April 2012
Strategic Plan 2012 - 2018

Partner of the Centre for Global Competitiveness and Performance of the World Economic Forum: Sierra Leone & Liberia

Development & Management Consultants
62 Liverpool Street
Freetown
SIERRA LEONE. West Africa
(E-Mail) admin@fjp-consulting.com
(Tel) +232 33 604 438
(Web) www.fjp-consulting.com
Mr. Anthony Koroma  
Commissioner  
National Youth Commission  
National Stadium Complex  
Freetown  

cc: UNDP Sierra Leone  

Partner of the Centre for Global Competitiveness and Performance of the World Economic Forum:  
Sierra Leone & Liberia  

30 April 2012  

Dear Mr. Koroma,  


Greetings. Further to our recent review meeting, I am pleased to submit a final version of NAYCOM’s long term plan for 2012 to 2018. This document includes revisions highlighted in our review meeting on the draft final and the inputs provided by your executive team in the development of the executive summary.  

I would like to record my gratitude for the cooperation received from NAYCOM in the course of this assignment. I wish you well in your pivotal service of our national interest.  

Thank you for your investment in my services.  

Yours sincerely,  

Dr. Omodele R. N. Jones DBA (Heriot Watt) MSc (strategy) BA ACA FCA (SL) MCMI  
UNDP Contracted Expert, Strategic Planning  
FJP Development & Management Consultants  
admin@fjp-consulting.com  
Enclosures
CONTENTS

FINAL REPORT – “INVESTING IN OUR FUTURE: FULFILLING YOUTH POTENTIAL”. STRATEGIC PLAN 2012-2018 ................................................................. 2

ABBREVIATIONS ........................................................................................................... 5

TABLES & FIGURES........................................................................................................ 7

RISK ASSESSMENT TERMINOLOGY & RATINGS USED WITHIN THIS STRATEGY .......... 8

CAPITAL ACCUMULATION TERMINOLOGY USED WITHIN THIS STRATEGY............... 10

1. EXECUTIVE SUMMARY .......................................................................................... 12

1.1 Background ........................................................................................................... 12

1.2 Strategic Goal of NAYCOM .................................................................................. 13

1.3 Reconciliation of the respective duties of NAYCOM, MYES & MLSS ..................... 13

1.4 A Strategic Social Investor .................................................................................... 14

1.5 Towards a Comprehensive National Youth Development Plan: The role of the Key Youth Development Indicators (KYDs) .................................................. 14

1.6 Proposed Organisational Structure of NAYCOM .................................................. 15

1.7 Management of Stakeholders: KYDI Statistical Partners and KYDI Implementation Partners ................................................................. 16

1.8 Information, Education & Communication (IEC) as a key driver of a National Youth Development Plan .............................................................. 16

1.9 Implementation Plan ............................................................................................ 18

2. METHODOLOGY ..................................................................................................... 19

3. SUMMARY OF NAYCOM’S ENVIRONMENTAL THREAT & OPPORTUNITY PROFILE .... 20

3.1 External Environment ............................................................................................. 20

3.1.1 The World ........................................................................................................ 20

Economy ...................................................................................................................... 20

Politics and Technology ............................................................................................... 20

3.1.2 Africa & Sierra Leone ...................................................................................... 21

Socio-Economy ........................................................................................................... 21

3.1.3 Insights from Global Trends in Youth Development ........................................... 23

Introduction ............................................................................................................... 23

Basic demographics .................................................................................................. 25

Literacy ........................................................................................................................ 27
National Youth Commission
Final Report:
Investing in our Future, Fulfilling Youth Potential
Strategic Plan 2012-2018
April 2012

Education & Productive Citizen Values ................................................................. 28
Labour force participation and employment ........................................................ 31
Access to adequate nutrition, shelter, water and sanitation .................................. 33
Leading causes of death among youth ................................................................. 34

3.2 Internal Environment ....................................................................................... 34
  3.2.1 Mandate and Governance ........................................................................ 34
  3.2.2 Functions of NAYCOM .......................................................... 35

4. IMPLICATIONS OF THE ENVIRONMENTAL ANALYSIS FOR NAYCOM’S STRATEGIC
PROGRAMME OF ACTION .................................................................................. 38
  4.1 Strategic Goal of NAYCOM ......................................................................... 38
  4.2 Reconciliation of the respective duties of NAYCOM, MYES & MLSS .............. 38
  4.3 NAYCOM’s Strategic Niche: Separation of Planning, Monitoring & Regulation
      from Implementation Activities .................................................................. 43
  4.4 Towards a Comprehensive National Youth Development Plan: The role of the
      Key Youth Development Indicators (KYDIs) .............................................. 43
  4.5 Proposed Organisational Structure of NAYCOM ........................................ 46
  4.6 Management of Stakeholders: KYDI Statistical Partners and KYDI Implementation
      Partners ....................................................................................................... 47
    4.6.1 Overview and Purpose .............................................................. 47
    4.6.2 Identification of KYDI Statistical Partners ...................................... 49
    4.6.3 Engagement & Performance Management of Statistical Partners .......... 49
    4.6.4 Monitoring of the progress of Statistical and Implementation Partners .... 51
  4.7 Information, Education & Communication (IEC) as a key driver of a National
      Youth Development Plan ........................................................................... 51
  4.8 Biennial External Technical Audit .................................................................. 54

5. IMPLEMENTATION PLAN ................................................................................... 55

APPENDIX 1: QUESTIONNAIRE FOR THE PERCEPTION SURVEY OF KEY NATIONAL
STAKEHOLDERS .................................................................................................. 65

APPENDIX 2: COMPARATIVE KEY YOUTH DEVELOPMENT INDICATORS (KYDI) ............ 71

SPACE FOR YOUR NOTES ..................................................................................... 83
## Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AAERA</td>
<td>Annual Audited External Report &amp; Accounts (to be submitted to NAYCOM by stakeholders in Youth Groups &amp; Youth Serving Sector as part of the Master Plan M&amp;E coordination process)</td>
</tr>
<tr>
<td>ACA (SL)</td>
<td>Associate member of the Institute of Chartered Accountants of Sierra Leone</td>
</tr>
<tr>
<td>ACC</td>
<td>Anti-Corruption Commission of Sierra Leone</td>
</tr>
<tr>
<td>APDA</td>
<td>Annual Planning Deviation Advice (issued to stakeholders in Youth Groups &amp; Youth Serving Sector by NAYCOM, in response to an APDR, as part of the Master Plan coordination process)</td>
</tr>
<tr>
<td>APDR</td>
<td>Annual Planning Deviation Report (submitted by stakeholders in Youth Groups &amp; Youth Serving Sector to NAYCOM as part of the Master Plan coordination process)</td>
</tr>
<tr>
<td>CBO</td>
<td>Community Based Organisations</td>
</tr>
<tr>
<td>CDI</td>
<td>Collection of Dysfunctional Individuals</td>
</tr>
<tr>
<td>CIPD</td>
<td>Chartered Institute of Personnel &amp; Development</td>
</tr>
<tr>
<td>CSAAG</td>
<td>Council for Standards of Accounting, Auditing, Corporate &amp; Institutional Governance (Sierra Leone)</td>
</tr>
<tr>
<td>CSLY</td>
<td>The Contract with Sierra Leonean Youth</td>
</tr>
<tr>
<td>ESI</td>
<td>Enlightened Self Interest</td>
</tr>
<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
</tr>
<tr>
<td>GER</td>
<td>Gross Enrolment Ratio</td>
</tr>
<tr>
<td>GLC</td>
<td>General Legal Council</td>
</tr>
<tr>
<td>GOSL</td>
<td>Government of Sierra Leone</td>
</tr>
<tr>
<td>HDR</td>
<td>Human Development Report (of the United Nations)</td>
</tr>
<tr>
<td>ICT</td>
<td>Information &amp; Communication Technologies including Social Networks</td>
</tr>
<tr>
<td>IEC</td>
<td>Information, Education &amp; Communication</td>
</tr>
<tr>
<td>IMF</td>
<td>International Monetary Fund</td>
</tr>
<tr>
<td>INGO</td>
<td>International Non Governmental Organisation</td>
</tr>
<tr>
<td>KYDI</td>
<td>Key Youth Development Indicator</td>
</tr>
<tr>
<td>LCIS</td>
<td>Living Conditions Information System</td>
</tr>
<tr>
<td>LDC</td>
<td>Least Developed Country</td>
</tr>
<tr>
<td>LMIS</td>
<td>Labour Market Information System</td>
</tr>
<tr>
<td>M&amp;E</td>
<td>Monitoring &amp; Evaluation</td>
</tr>
<tr>
<td>MLSS</td>
<td>Ministry of Labour &amp; Social Security</td>
</tr>
<tr>
<td>MMA</td>
<td>Mines and Minerals Act</td>
</tr>
<tr>
<td>MOFED</td>
<td>Ministry of Finance &amp; Economic Development</td>
</tr>
<tr>
<td>MOU</td>
<td>Memorandum of Understanding</td>
</tr>
<tr>
<td>MYES</td>
<td>Ministry of Youth Employment &amp; Sports</td>
</tr>
<tr>
<td>NAYCOM</td>
<td>National Youth Commission</td>
</tr>
<tr>
<td>NEP</td>
<td>National Employment Policy</td>
</tr>
<tr>
<td>NGO</td>
<td>Non Governmental Organisation</td>
</tr>
<tr>
<td>NER</td>
<td>Net Enrolment Ratio</td>
</tr>
<tr>
<td>Acronym</td>
<td>Full Name</td>
</tr>
<tr>
<td>---------</td>
<td>-----------</td>
</tr>
<tr>
<td>NNGO</td>
<td>National Non Governmental Organisation</td>
</tr>
<tr>
<td>NPC</td>
<td>National Planning Commission (as proposed by the SLCDT)</td>
</tr>
<tr>
<td>NYP</td>
<td>National Youth Policy</td>
</tr>
<tr>
<td>PRSP</td>
<td>Poverty Reduction Strategy Programme</td>
</tr>
<tr>
<td>SEPI©</td>
<td>Structured Evaluation of Programme Impact (FJP’s proprietary impact assessment methodology)</td>
</tr>
<tr>
<td>SIPI</td>
<td>Social Infrastructure and Political Institutions</td>
</tr>
<tr>
<td>SLANGO</td>
<td>Sierra Leone Association of Non Governmental Organisations</td>
</tr>
<tr>
<td>SLCDT</td>
<td>Sierra Leone Conference on Development &amp; Transformation</td>
</tr>
<tr>
<td>SPU</td>
<td>Strategy &amp; Policy Unit (Office of the President)</td>
</tr>
<tr>
<td>SSA</td>
<td>Sub Saharan Africa</td>
</tr>
<tr>
<td>SSL</td>
<td>Statistics Sierra Leone</td>
</tr>
<tr>
<td>UN</td>
<td>United Nations</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>WPAY</td>
<td>World Programme of Action for Youth to the Year 2000 and Beyond</td>
</tr>
<tr>
<td>WYR</td>
<td>World Youth Report</td>
</tr>
<tr>
<td>YAC</td>
<td>Youth Advisory Committee</td>
</tr>
<tr>
<td>YOG</td>
<td>Youth Group</td>
</tr>
<tr>
<td>YSO</td>
<td>Youth Serving Organisation</td>
</tr>
</tbody>
</table>
Tables & Figures

Figure 1: Proposed Key Youth Development Indicators (KYDI) for NAYCOM ................................................................. 25
Figure 2: The 4Es – Key Principles of NAYCOM’s Information, Education and Communication Strategy .......................... 52
Figure 3: BECE Pass Rates 2001 to 2005 in Sierra Leone [KYDI Category: Education] ...................................................... 77
Figure 4: WASSCE Pass Rates 2005 to 2009 in Sierra Leone [KYDI Category: Education] ...................................................... 77

Table 1: Respective Responsibilities of the MYES, MLSS and NAYCOM and Potential areas of Duplicated Responsibilities........................................................................................................... 43
Table 2: FJP’s Structured Evaluation of Key Youth Development Indicators (SEKYDI) © 2012: FJP Development & Management Consultants. All Rights Reserved) ........................................................................................................... 45
Table 3: Comparative Global Youth Population Indicators 2010 [KYDI Category: Basic Demographics] .............................. 72
Table 4: Comparative Global Urban and Rural Distribution of Youth 1990-2005 [KYDI Category: Basic Demographics] .......... 72
Table 5: Comparative Global Youth Literacy Rates 1985-2008 [KYDI Category: Literacy] .................................................. 74
Table 6: Comparative Global Gross Enrolment Ratios for Primary, Secondary and Tertiary Education, 2008 [KYDI Category: Education] .................................................................................................................. 75
Table 7: Comparative Global Net Enrolment Ratio for Primary and Secondary Education, 2008 [KYDI Category: Education] ............................................................................................................................. 75
Table 8: Comparative Global Primary to Secondary School Transition Rates, 2007 to 2008 [KYDI Category: Education] .... 76
Table 9: Comparative NPSE Performance by Gender [KYDI Category: Education] ............................................................. 76
Table 10: Stakeholder Perception Survey of the Quality & Relevance of TVET education in Sierra Leone [KYDI Category: Education] ................................................................................................................................................. 78
Table 11: Global Comparative Youth Labour Participation Rates, 2008 [KYDI Category: Labour force participation & employment] ................................................................................................................. 78
Table 12: Global Comparative Youth Unemployment Indicators [KYDI Category: Labour force participation & employment] .................................................................................................................. 79
Table 13: Global Comparative Youth Under-nutrition and Shelter Deprivation [KYDI Category: Access to Adequate Nutrition, Shelter, Water & Sanitation] ........................................................................... 80
Table 14: Global Comparative Youth Access to Sanitation and Water [KYDI Category: Access to Adequate Nutrition, Shelter, Water & Sanitation] ...................................................................................... 81
Table 15: Global Comparative of Leading Causes of Death among Youth [KYDI Category: Leading causes of Death among Youth] .................................................................................................................. 82
Risk Assessment Terminology & Ratings used within this Strategy

Risk can be defined as the possibility of something happening that impacts on NAYCOM’s objectives. It is the chance to either make a gain or a loss in the difference that NAYCOM makes to the lives of the country’s youths; and is measured in terms of likelihood and consequence of its occurrence. It can also be seen as the uncertainty (positive and negative) that surrounds future events and outcomes. Long range planning, the subject of this strategy, carries risk. The strategy identifies and classifies those risks and proposes actions to mitigate them.

Terminologies used within this report include:

1. **Risk Class.** Risks are allocated to a category that indicates the extent to which the risk can affect the objectives of NAYCOM.
   
   (a) **Strategic** – This risk class identifies systems or processes that may significantly affect the attainment of the long term mission and vision of NAYCOM.

   (b) **Operational** – This identifies risks that impact on the short term professional operations of NAYCOM.

   (c) **Safeguarding assets** – This risk class identifies risks that impact on NAYCOM’s ability to protect the resources available to the organisation and, thus, prevent loss, theft (Loss Prevention), management overriding of laid down controls, waste of organisation resources, inefficient use of assets and poor decision making.

   (d) **Reporting** – This groups risks that affect the reliability of internal and external reporting which provide information for decision making, control and the assessment of management’s stewardship of resources.

   (e) **Compliance** – This includes risks that affect the level of compliance with applicable regulations, laws and procedures which are intended to enhance the efficiency and effectiveness of the organisation.

2. **Risk rating** – Each risk identified above must be further analysed, through informed judgement, with a risk rating. There are two types of risk rating in assessing the vulnerability of any occurrence of any risk.

   - **Risk Analysis** – This rating gives a detailed assessment of the risk identified. These ratings are **Likelihood** and **Impact**.
     
     i. **Likelihood**: Provides an assessment on how likely it is that this risk will occur. *(Low – Once in ten years, the frequency of occurrence is low compared to others), (Medium – Once in three years, the level of occurrence is more frequent than the earlier likelihood) and (High – the risk can occur within a year).*

     ii. **Impact**: Provides an assessment of the severity of effect that the occurrence of this risk would have on NAYCOM. *(Low – a nuisance that is no more and as well limited to a single unit with no significant effect), (Medium – affects more than one unit but can still be managed internally by the stakeholders), (High – affects the entire organisation and can negatively affect the long term viability of the organisation).*

   - **Overall rating of risk assessment** – This provides a conclusion on the overall seriousness of the risk for NAYCOM. The following classifications are used in overall risk rating:
i. **Fatal (F)** – concludes that the risk identified can seriously undermine the credibility and existence of NAYCOM. It needs urgent action.

ii. **Weak (W)** – A risk that is not fatal but may develop into fatal threat if it not quickly arrested. It requires a timely defensive action from NAYCOM. It is significant in nature.

iii. **Neutral (N)** – Threats or opportunities that do not pose any significant risk to NAYCOM’s goals and operations.

iv. **Challenge (C)** – Events that are likely to drive an increase in the demand for NAYCOM’s services but which will require an increase in the organisation’s effectiveness in order to cope with the increased demand. It is significant.

v. **Strong (S)** – It is an opportunity that can lead to an increase in demand for NAYCOM’s services and which the organisation is in a strong position to manage. NAYCOM already has the required capacity for the envisaged increase in demand.
Capital Accumulation Terminology used within this Strategy

People operate in groups (families, organisations, countries) because there are certain benefits that can be derived from collective action that cannot be obtained from individual effort. Failure to secure these benefits of teamwork leads a group to become a collection of dysfunctional individuals (CDI) and not a team. Such a CDI has no reason for existence and is prone to internal and external threats and can wither away or die. In the case of a country, this can end in socio-economic stresses of pervasive poverty, crime and, ultimately, civil war.

Collective action enables the building of common social, symbolic, cultural and economic infrastructures which allow for members of a group to achieve levels of economic productivity and social possibilities that are difficult to attain by a weak collection of individuals. For example, a representative organisation – such as NAYCOM - that develops an effective system for coordinating youth related socio-economic action can provide assurance of relevance and competence levels to public, NGO, private, local and international stakeholders. The country benefits from assured competence of sector operators; operators benefit from enhanced reputation at home and abroad. Potential inward social and economic investors are increasingly assured of a youth population that is economically productive and socially responsible.

The bulge in national population, in these circumstances, can deliver a demographic dividend as enjoyed by the rapidly growing Asian economies over the last two decades; and will not be viewed as a potential threat to national security from CDIs. However, it can be rational for an individual youth sector operatives, focused on their short term interest, to resist NAYCOM coordination and assurance. After all, they can manage to survive without it. A strong and credible NAYCOM would bring collective action to bear on such an individual sector operators in order to ensure that they act in their own best enlightened self interest (ESI) in a manner that delivers a win/win outcome for their organisation and the Sierra Leonean society at large.

In developing such instruments of ESI collective action, NAYCOM will require the conscious development of capital resources which can be segmented in social, cultural, symbolic and economic capital. This will enable NAYCOM to actively seek to harness the environmental challenges that it faces and enhance its likelihood of attaining its strategic goals. As indicated by the Late Pierre Bourdieu¹, failure to do so will leave the Commission purely reliant on chance and luck, rather than on the added support of proactive effort.

Bourdieu described four integrated² forms of capital:

- **economic capital**, which is immediately and directly convertible into money;
- **cultural capital** which is derived from the influence that is gained from the extent of fit/congruence between individual vs. collective values³ and individual vs. collective social expectations⁴. An example of cultural capital is the value placed by society on attaining the technical qualifications of a plumber.

---

² They are integrated because a problem in one area can result in a problem in another form of capital and a good attainment in one capital can deliver positive outcomes in another capital. Basically socio-cultural resources are umbilically linked to economic prosperity.
³ Values have been defined as “a broad preference for one state of affairs over others”. Hofstede, G. "The cultural relativity of the quality of life concept." The Academy of Management Review 9.000003 (1984): 389-398.
As this resource is held mainly by the qualified plumber, it is described as *embodied cultural capital*. It can also be the separable value placed on a plumber who has graduated from a training scheme that was accredited and verified by NAYCOM. In this case, the resource is held primarily by NAYCOM and is described as *institutionalised cultural capital*. NAYCOM is then able to use this resource in the collective interests of all NAYCOM stakeholders and of Sierra Leonean society at large. *It is not in the interest of NAYCOM for its institutionalised cultural capital to be inferior to that of the organisations that work within the youth sector.*

- **social capital.** Bourdieu described social capital as “the aggregate or potential resources which are linked to possession of a durable network of more or less institutionalised relationships of mutual acquaintance and recognition...”. Consequently, the value of social capital possessed by NAYCOM is a function of its ability to mobilise the resources (economic, cultural and symbolic) available to its local and international stakeholders; and on the volume of resources controlled by each of those to whom NAYCOM is connected. Clearly, NAYCOM must be able to develop a strong reputation for its direction and control - i.e. strong institutionalised cultural capital - in order for it to successfully marshal its social capital in the interests of Sierra Leonean youth.

- **a derivative form of capital i.e. “symbolic capital”** which can be described as resources available to NAYCOM on the basis of honour, prestige or recognition that accrues to it as an organisation. Symbolic capital is derivative as it draws power from the interaction of the other three forms. This form of capital can significantly enhance the influence of NAYCOM, but can only be successfully mobilised on the basis of real, practical, attainments of collective action in delivering productive and responsible youth through organisational competence and integrity.

In the end, the ability of the Commission to generate and *sustain* financial and economic resources is dependent on its accumulation of social, cultural and symbolic capital that can attract social investors, local and international. It must be able to demonstrate that its activities deliver real improvements in the productivity and social responsibility of Sierra Leonean youth. NAYCOM must be a credible and effective *pusher*⁵, a *challenger*⁶ and a *compeller*⁷ of its national stakeholders to act in their collective ESI.

---

⁵ NAYCOM must be able to “push” its stakeholders to attain and sustain generally accepted global standards of competence, coordination, integrity and professional discipline in the delivery of services to the youth sector.

⁶ The Commission must be able to “challenge” its stakeholders to develop new and/or enhanced competencies and operating structures that may be demanded by emerging opportunities in the nature of the Sierra Leonean youth-serving sector.

⁷ NAYCOM must be able to “compel” its stakeholders to comply with agreed standards of professional practice, conduct, ethics, coordination and discipline, including compliance with decisions of NAYCOM.
1. Executive Summary

1.1 Background
NAYCOM was established by an Act (No 11 of 2009) of Parliament approved by the President on 22 December 2009. The short title required the Commission to “empower the youth to develop their potential, creativity and skills for national development...” The Act established a governing Board of eleven persons that was to consist of representatives of the four provinces, youth representatives and delegates from MOFED & MYES.

The Act requires the Board to:

a. Provide strategic guidance to the Commission.
b. Monitor the effectiveness of the Commission in the performance of its functions.
c. Prioritise national youth issues and ensure the adherence of the Commission to these priorities.
d. Advise the MYES on matters relating to GOSL youth policies.

Section 10 of the Act sets out nine functions of the Commission which are ordered below in their rational relationships:

1. To develop a comprehensive national youth development plan consistent with current GOSL PRSP.
   a. To initiate, coordinate and monitor youth development programmes in collaboration with other public sector and NGO bodies.
      i. To collaborate with other public and NGO bodies in the provision of youth training schemes.
      ii. To coordinate action to reduce drug abuse among youth.
      iii. To create a network by which youth may access useful developmental information on services and amenities provided by the public sector and NGOs.
      iv. To coordinate the activities of youth groups and youth serving organisations.
      v. To register youth groups and youth serving organisations.
   b. To assist in the creation of employment opportunities.
2. To do all other things that will contribute to the attainment of the mandate of NAYCOM as indicated in S3.2.1.

The functions of NAYCOM can be summarised into two complementary activities i.e. Youth Development and Youth Employment. Rationally, in a globalised world in which countries compete for scarce investment dollars, employment is a function of capacity development and productive work values and behaviours. It is more profitable to invest in a country with well educated, trained and motivated workers than in one where the reverse obtains.

NAYCOM can establish structures, under section 19, to recommend incentives for employers of ten or more youth. It is not clear from the Act whether the Minister is required to consult NAYCOM in this process. This ambiguity should be removed by a suitable provision in a Memorandum of Understanding (MOU) between the MYES and NAYCOM.
Section 11 of the Act establishes the positions of Commissioner and Deputy Commissioner, to be appointed by the President. In performing its functions, Section 13 of the Act recommends (subject to the final decision of the Board) that NAYCOM should have the following operating units:

- Department of Programmes, Youth Empowerment and Human Resources
- Department of Finance & Resource Mobilisation
- Department of Research, Planning, Publicity, Monitoring & Evaluation.

1.2 Strategic Goal of NAYCOM
The legal mandate of NAYCOM in the Short Title of the Act is clearly stated and provides an effective long term focus or vision i.e. “To empower the Youth to develop their potential, creativity and skills for national development.” In order to operationalise this vision, NAYCOM has adopted the following mission:

“NAYCOM seeks to be a respected, impartial, non-political and transparent planner, coordinator, reporter and regulator of the activities of all youth serving and youth group bodies in the public, private and not-for-profit sectors. NAYCOM will not, itself, implement any youth serving programme activities, although it may initiate such activities and supervise their implementation by independent entities. It will secure such information from youth serving and youth group bodies as will be necessary to monitor, evaluate and regulate their implementation of national youth development strategies, building on best national and international practices, which have been commonly agreed with NAYCOM. Its national youth development strategies will be consistent with agreed national development goals. It will provide timely and regular public information that will enable the independent assessment of the effectiveness of NAYCOM and of its public, private and not-for-profit stakeholders in their respective roles. This will include, but not be limited to, reports on the extent of national progress to the youth development profile required for Sierra Leone’s sustainable transition to middle income country status by 2035”.

1.3 Reconciliation of the respective duties of NAYCOM, MYES & MLSS
The strategy examines the legal responsibilities of NAYCOM, MYES & MLSS. The most significant level of overlap appears to be with MYES, where there is an apparent duplication with 4 of the seven identified MYES duties (57%). There are 6 possible overlaps from the 15 identified MLSS duties (40%). These potential overlaps increase the risk of the inefficient and unproductive use of scarce development resources. In the severely constrained financing context of Sierra Leone, this is a risk that cannot be afforded.

The answer may lie in NAYCOM fulfilling the demonstrable requirement for a credible entity to be responsible for the overall long term direction and control of youth development and employment programmes in the country. Such direction and control will be incompatible with the responsibilities of programme implementation. The entity must also be seen to be above day to day self-serving interests. It must become clearly associated in the public mind with the long term service of youth development and youth employment – above the cut and thrust of short term political expediencies. This will be very difficult to achieve in the historic context of Sierra Leone’s divisive politics. However, it is essential to any successful and sustainable long term improvement in youth development and employment.
If NAYCOM can be such a credible public service entity, then it must be:

- a *Pusher* - NAYCOM must be able to impartially (in the national interest) “push” all public, private and not-for-profit stakeholders, including MYES and MLSS, to attain and sustain generally accepted global standards of competence, coordination, integrity and professional discipline in the delivery of services to the youth sector.
- a *Challenger* - The Commission must be able to “challenge” its stakeholders to develop new and/or enhanced competencies, services and operating structures that may be demanded by emerging opportunities in the nature of the Sierra Leonean youth-serving sector; or by new tactics gained from NAYCOM’s monitoring and learning from successful and relevant practices in other countries; and
- a *Compeller* - It is vital that NAYCOM must be able to “compel” its stakeholders (through the timely, consistent and judicious exercise of statutory powers and/or through moral suasion enabled by its high profile national and international credibility) to comply with agreed standards of professional practice, conduct, ethics, coordination and discipline, including compliance with decisions of NAYCOM in its coordination of the commonly agreed youth development strategy.

### 1.4 A Strategic Social Investor

Whilst refraining from programme implementation, NAYCOM can manage a strategic investment/challenge fund with which it can recognise service providers who have proven effective in implementation and who require resources to scale up activities. The criteria for access to the challenge funds must, however, be transparently documented and strictly maintained.

NAYCOM will, as part of its essential transparency strategy, commit to applying the accounting, reporting and disclosure requirements of Composite Financial Reporting Standard 1 for Private and Public Not For Profit Entities that has been mandated for application for accounting periods commencing 1 January 2012 by the Council for Standards of Accounting, Auditing, Corporate & Institutional Governance (CSAAG⁸). This would entail compliance with required disclosures of related party transactions by all NAYCOM related persons including the Board and staff. It is recognised as an essential first step to building the credibility needed for the effective performance of NAYCOM’s role.

### 1.5 Towards a Comprehensive National Youth Development Plan: The role of the Key Youth Development Indicators (KYDIs)

The KYDI, derived from the UN World Youth Report, provides a suitably broad set of indicators that can serve as a basis for the development of a comprehensive national youth development plan (“National Plan”) and regulatory and coordination actions related to its implementation by NAYCOM’s implementing partners. The National Plan will thus include at least six chapters, corresponding to the six elements of the KYDI i.e.

- Basic Demographics
- Literacy
- Education
- Labour force participation and employment
- Access to adequate nutrition, shelter, water and sanitation
- Leading causes of death among youth.

⁸ [https://sites.google.com/a/ica-sl.org/cs1/](https://sites.google.com/a/ica-sl.org/cs1/)
NAYCOM’s role will be to develop a five year rolling plan starting from the period 2012 to 2017. As a rolling plan, at the end of each operational year, the lessons from implementation will be reviewed by NAYCOM and will provide the basis of its Annual “State and Prospects of our Youth Report” (“Annual Report”) to all stakeholders. The lessons will be incorporated into an adjusted plan for the remaining four years and an additional plan for a fifth year. An Annual Technical Conference (ATC) will be the primary vehicle for engaging stakeholders in this review and extension process on an annual basis. For communication purposes, NAYCOM will integrate the KYDI measures into a single composite rating that will indicate whether progress is being made in youth development. This composite rating is termed the Structured Evaluation of Key Youth Development Indicators (SEKYDI). A SEKYDI rating of 100 will represent full attainment of the youth development goals required for Sierra Leone to attain its 2035 vision of a middle income country. The practical meaning of “full attainment” of the youth development goals will be a matter for negotiation by all stakeholders, led by NAYCOM, in the process of the development of the National Plan.

NAYCOM will have an important advocacy role for the allocation of adequate investments by GOSL and its international development partners to the National Plan and its implementation. It will also have a vital role in building and policing the essential youth serving human and institutional infrastructures in the public, not-for-profit and private sectors that will be a pre-requisite for any successful implementation of the National Plan.

1.6 Proposed Organisational Structure of NAYCOM
The strategy requires the following operating units:

- Office of the Commissioner, responsible for:
  o Stakeholder relationship management
  o Strategy planning and implementation monitoring
  o Publicity and advocacy.
- Office of the Deputy Commissioner, responsible for support to the Commissioner in his duties.
- Department of Youth Development & Productive Citizenship Values (“Youth Development”).
- Department of Youth Employment (“Youth Employment”).
- Department of Finance, Resource Mobilisation & Performance Management/Appraisal (“Finance”).
- Department of Research, Planning, Monitoring & Evaluation (“Research”).

The Heads of the departments should be professionals qualified to Masters-level (or equivalent professional qualification such as ACA (SL) or CIPD) at a recognised University and with at least 5 years of post qualification experience.

NAYCOM will develop a regular cycle of training and development to cover:

- Induction of new staff
- Short, medium and long term training in general management, long term planning, project management, strategic negotiation, communication skills, social science research skills and other relevant technical disciplines (long term training should be delivered by distance learning wherever possible in order to avoid serious disruption to the operation of units in the absence of a key position holder).
- Performance management and appraisal skills.
1.7 Management of Stakeholders: KYDI Statistical Partners and KYDI Implementation Partners

As lead coordinator, reporter and regulator of youth serving and youth group bodies, NAYCOM will develop a system for managing key relationships. It is expected that it will need to sign MOUs with key stakeholders including, but not limited to GOSL, other Political Parties represented in Parliament, the Not For Profit/NGO Sector, the Profit Seeking Sector, the United Nations System and other International Funding & Development Agencies.

NAYCOM will distinguish between two types of partners, KYDI statistical partners and KYDI implementation partners. Statistical partners will be those organisations who have a role in the production of primary statistics of a KYDI indicator. NAYCOM's role will be to collate these statistics, on a timely basis, from statistical partners in order to allow for NAYCOM's monitoring and reporting of progress. However, these aggregate statistics will not be enough to provide assurance of progress. They must be complemented and checked by reference to field evidence from implementation partners.

Implementation partners will be those youth serving and youth group bodies who will be responsible for the implementation of NAYCOM led national youth development strategy. NAYCOM will require these entities to structure their Annual Reports to enable the capture, by NAYCOM and other interested reviewers, of the KYDI indicator serviced by their activity and the financial and other material resources allocated to attaining those goals. This will be an important source of qualitative evidence of KYDI activities nationwide that will inform NAYCOM's monitoring, reporting and regulation duties. In order to ensure that the information provided by implementation partners is reliable, NAYCOM will establish standards and codes for financial and operational (impact) reporting by youth serving and youth group bodies.

The Commissioner will prepare Progress Reports each calendar quarter that informs the Board on the status of attainment of the Annual Calendar of KYDI Statistical Indicators and the performance of each statistical partner relative to their MOA obligations. The Commissioner will also provide regular updates to the Board on the implementation partners who are expected to publish financial and/or operational activity reports during each calendar quarter. The update will include the extent to which implementation partners have been complying with NAYCOM requirements for the provision of information and their use of NAYCOM sanctioned reporting and auditing standards and practices.

1.8 Information, Education & Communication (IEC) as a key driver of a National Youth Development Plan

Sierra Leonean society appears to suffer from an unfortunate mix of historical and social factors that render it particularly vulnerable to the emergence of regressive social norms that create and entrench economic poverty, especially among vulnerable youth. The level of poverty in Sierra Leone appears to be strongly linked to a contemporary prevalence of low personal integrity, a high level of interpersonal and social mistrust and acutely high levels of alienation of individuals from their organisations and their country. This syndrome has been described as Societal Cynicism, in the international literature. If Sierra Leone was a patient, this would likely be the scientific diagnosis of the ailment.

At the individual level, Social Cynicism refers to “a negative view of human nature, a view that life produces unhappiness, that people exploit others, and a mistrust of social institutions” (Bond, Leung et al
At the collective level, Societal Cynicism relates to “a lower emphasis on striving for high performance”, which is unsurprising “if there is a general suspicion of the social system and a general expectation of negative outcomes” (Bond, Leung et al (2004: 559)). If the evidence is accurate, this indicates that NAYCOM must integrate, into its youth development strategy, an appropriate system-wide response to mitigating this systemic phenomenon that affects youths as much as it does more mature citizens. NAYCOM must identify and advocate evidence-based values and practices that must be encouraged as a substitute for the corrosive values of Societal Cynicism. In this effort, it must be a pusher, challenger, motivator and compeller of system-wide efforts by youth serving and youth group bodies in the private, not-for-profit and public sectors. The proposed sectoral regulatory activities would be a vital contributor to building societal confidence and credibility in the activities of the youth serving and youth group sector.

In general, NAYCOM’s essential IEC strategy, if it is to be credible, must be supported by the 4 Es i.e.

- Exemplify – this is a critical duty of NAYCOM, to lead from the front by ensuring that it practices what it preaches to the youth serving and youth group sectors about service to the national interest, focus on the agreed national development strategy, transparency in implementation of NAYCOM’s responsibilities, and IEC messages that are consistent with NAYCOM’s observed practices and standards.
- Engage – with a broad spectrum of youth beneficiaries, statistical and implementation partners and the wider public at large, keeping all parties informed of progress on NAYCOM’s goals and the national youth strategy in a serious two way communication system.
- Enable – the target youth to understand the personal and systemic problems that create and entrench poverty and disadvantage; and empower them with the understanding of the relevance of the national youth strategy to the improvement of their personal, social and working lives. Ensure that the implementation of the strategy delivers real benefits in capacity and creative development through credible evidence of programme impact in enhancing the international competitiveness of Sierra Leonean youth in a globalised world.
- Encourage - be prepared to back up IEC messages with formal, transparent and publicly available standards and codes in the development, implementation, reporting and auditing of resource allocation and programme impact.

NAYCOM must facilitate strategic culture change among Sierra Leonean youth as part of its preparation of them for sustainable employment. This can, however, only reasonably be attained if it practices the same principles in its own operations. Such principles should be publicised, as part of its “Contract with Sierra Leonean Youth” as part of the essential development of the institutionalised cultural capital of NAYCOM.

The Contract with Sierra Leonean Youth (CSLY) will be a mutual statement of Goals, Rights, Duties & Obligations, Values and Behavioural Expectations that should be signed between NAYCOM and representatives of youth. The CSLY will be consistent with this strategy and with the national youth development strategy. It goal should be to raise awareness of the harm of Social and Societal Cynicism and to highlight the benefits to individuals and to society of remedial and productive values and practices. It should also serve to communicate the KYDIs as a basis for action by NAYCOM.

NAYCOM will also seek to encourage the timely use of its KYDI Indicators as an input to evidence based decision making by public, private and not-for-profit sector stakeholders. Decisions made without firmly based evidence are at a high risk of dysfunctionality and may actually do more harm than good. Goals attained in an environment of weak respect for evidence are mainly attributable to luck rather than design.

The IEC function of NAYCOM will be structured to stimulate this demand for evidence through an evolving cycle of activities.

### 1.9 Implementation Plan

An implementation plan is detailed and costed in Section 5. Implementation of the plan would require mobilisation of financial, material and human resources. NAYCOM will require a team of motivated and dedicated professionals and technical assistance directly under the control of NAYCOM hierarchy. It is estimated that funding of approximately US$5.7m (five million seven hundred thousand US Dollars) will be required to effect this plan over a seven year period. The cash profile of this investment is:

<table>
<thead>
<tr>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
<th>Year 5</th>
<th>Year 6</th>
<th>Year 7</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>US$990k</td>
<td>US$705k</td>
<td>US$793k</td>
<td>US$660k</td>
<td>US$803k</td>
<td>US$803k</td>
<td>US$803k</td>
<td>US$5.7m</td>
</tr>
</tbody>
</table>

This cash profile has not been adjusted for the effects of future inflation on purchasing power. It is recommended that an additional 15% be provided for such contingency, representing approximately 2% p.a. compound and resulting in an adjusted total investment of US$6.6m (six million six hundred thousand US Dollars).

*If implemented as planned the funding will represent a net saving to Sierra Leone through the effect of its far-reaching innovations on increased economy, efficiency and effectiveness of investments throughout the youth serving and youth group entities in the public, private and not-for-profit sectors of Sierra Leone. It may prove a pivotal investment with respect to the ability of the country to meet its emerging goals for sustainable national prosperity by 2035.*
2. Methodology

The technical methodology was communicated in the Inception Report that was delivered to the Commissioner of NAYCOM.

In executing the technical approach, the consultant interviewed the Commissioner and requested access to all available documents and studies on NAYCOM. The implications of the key documents for the operating environment of NAYCOM are detailed in section 3.

In addition an internet search was made for relevant information on NAYCOM and relevant experiences from other countries. Where available, information on the objectives, structure, opportunities and challenges of selected equivalent organisations were obtained to provide country case studies. This informed the ETOP in section 3 of this strategy. The detailed case studies were documented in Appendices 3 to 6 of the Discussion Draft of the strategy presented to NAYCOM. At the request of NAYCOM, those appendices have been excluded from this final document.

A survey was designed and executed of key stakeholders of NAYCOM. The survey and sample was developed in consultation with NAYCOM. However, the response to the exercise was poor, limiting its utility.

The information from all sources was synthesised within the structure of the technical methodology, giving rise to this strategy document.
3. Summary of NAYCOM’s Environmental Threat & Opportunity Profile

3.1 External Environment

3.1.1 The World

Economy
Since 2008, the World has been subject to the economic and social aftershocks of the Global Financial Crisis that emerged from the developed countries, which are currently manifested in the European sovereign debt crises. This has led to a dramatic increase in unemployment in the developed world that has seen diasporas looking to return to their home countries, including Sierra Leone. This simultaneously offers positive and negative risks. On the plus side, returning diasporas may offer a reversal of the crippling brain drain that the country has experienced in the last two decades (aggravated by the mass flight caused by the civil war that ended in 2002). On the negative side, the returnees return to a severely stressed economy to compete with long term residents for the few jobs that are generated in Sierra Leone. This may increase social tensions. Although the consultant has not had access to relevant research evidence, there is anecdotal evidence that the returnees are typically at or above the top end of the age range that is internationally considered to form the youth population.10 As relatively well skilled youth, the returnees may not be in direct competition for jobs with the lumpen youth who form the major part of Sierra Leone’s youth population and who present NAYCOM with its major strategic challenge.

<table>
<thead>
<tr>
<th>Risk ID: 1</th>
</tr>
</thead>
<tbody>
<tr>
<td>Risk class: Strategic- The return of the Diaspora poses opportunity and threat. NAYCOM will need to develop appropriate monitoring capacities to assess the impact on the youth population.</td>
</tr>
<tr>
<td>Risk analysis: Likelihood: Medium. Impact: Medium</td>
</tr>
<tr>
<td>Risk rating: Challenge – NAYCOM may have to evolve effective monitoring and evaluation capabilities – in cooperation with the President’s Diaspora office- to be able to provide effective policy advocacy that is mainstreamed within its youth sector planning.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Risk ID: 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Risk class: Strategic- The health of the international economy has medium to long term implications for demand for the extractive sector minerals that currently provide the bulk of Sierra Leone’s earning prospects. The country, in part, depends on continuing demand from the emerging countries such China and India. However, they are also exposed to demand for their export goods from the developed world. Sierra Leone may be increasingly dependent on their transition to reliance on home based demand for their goods and services.</td>
</tr>
<tr>
<td>Risk analysis: Likelihood: Medium. Impact: High</td>
</tr>
<tr>
<td>Risk rating: Weak – Mitigation of these risks are out of NAYCOM’s control.</td>
</tr>
</tbody>
</table>

Politics and Technology
The dominant socio-political event of 2011/2012 has been the eruption of the Arab Spring and the resultant socio-economic disruptions and violence that have emerged in North Africa and the Middle East. New technologies are spreading political and economic aspirations globally and are simultaneously providing a platform for the emergence of social networks that lead to political change. Combined with

10 The United Nations defines youth as aged 15-24 years. The Sierra Leone government includes persons within the ages of 15-35 years.
the increasing political aftershocks of the global financial crisis (American tea party activism, anti-Wall Street protests spreading internationally etc), we live in a world of enhanced uncertainty that increases the risks associated with long term planning. The period 2012-2018 will see two Presidential Elections in Sierra Leone that may be disruptive both economically and socially. These risks may be heightened by the current global context. The combination of a sharply deteriorating national educational system (see appendix 2) and technology driven rising expectations of youth may expose the country to a destabilising crisis of expectations among youth. This may be driven by rising expectations that may be difficult to fulfil with the skills that they have acquired, given rise to frustrations that may be directed at governance and society at large. The expected increase in governmental revenues from the extractive sector in the strategy period may, if not efficiently and effectively invested to increase the productive capacity of the socio-economy, lead to increasing inequality between the have and the have-nots. The youth are likely to find themselves in the latter category, whilst forming an increasing proportion of the population. NAYCOM will have to advocate for policies that mitigate these risks.

**Risk ID: 3**
Risk class: Strategic- The potential of a rising crisis of unfulfilled socio-economic expectations among youth is a major challenge to the credibility of NAYCOM.
Risk analysis: Likelihood: High. Impact: High
Risk rating: Fatal – Failure to mitigate these risks through the building of adequate institutionalised cultural capital may lead to a collapse of the credibility of NAYCOM.

**Risk ID: 4**
Risk class: Operational- Emerging technologies may provide a platform for enhanced two way communication between NAYCOM and its stakeholders – youth and other entities.
Risk analysis: Likelihood: High. Impact: High
Risk rating: Challenge – Harnessing new media as a means of “keeping a finger on the pulse” of the youth as well as a channel for influencing youth decisions, building their capacity and communicating/evaluating the work of NAYCOM offers major opportunities for which NAYCOM may have to develop capabilities that it does not currently possess. Failure to meet this challenge may seriously weaken its chances of successful strategy implementation.

### 3.1.2 Africa & Sierra Leone

**Socio-Economy**
African economies are exposed to significant adverse risks from the threat of a renewed global downturn. The continent has been driven by resurgent demand for its extractive resources from emergent Asian economies including China and India. Yet, these economies – especially China - are still largely configured for export to the developed nations which are currently at risk of a new downturn.

African finance ministers, meeting at the IMF in September 2011, noted the continent's economies are still on the recovery path from the previous global crisis and are in the process of restoring critical economic buffers. The ministers also stressed that Africa was bracing for adverse effects from the economic problems in the euro zone, with export receipts and remittances particularly vulnerable. They noted that, as a new global downturn threatened, African countries were more interconnected than ever before with their neighbours and with their principal markets.
Economic activity in Sierra Leone is expanding\(^{11}\) and the outlook for the strategy plan period is favourable. Real GDP growth picked up to about 5 percent in 2010–11, while the commencement of an iron ore megaproject in 2012 is expected to boost GDP and exports substantially. However, inflation will likely remain in double digits longer than anticipated owing to exogenous price shocks and the expansionary Government monetary policy in 2010; consumer price inflation stood at 17 percent in the 12 months to September 2011. Inflation is a threat to social stability as it, in general, affects the poor much more than it does the better off in society. As Sierra Leone’s youth feature disproportionately among the country’s poor, it will be important for NAYCOM to actively monitor the inflation trend and to advocate for policies that would restrain inflation.

Extractive industries are expected to drive economic activity. Assuming full implementation of two new iron ore mining projects, economic activity and tax revenue will increase substantially in the coming years. A one-time expansion of real GDP of about 45 percent is projected for 2012, while exports could increase by a factor of four. To level the playing field for new mining investment and increase revenue, the fiscal regime as defined by the Mines and Minerals Act (MMA) of 2009 must be fully applied to future agreements. There have been concerns about the concessions given to existing investors. The government intends to implement a resource rent tax (which is an IMF structural benchmark for December 2012) to benefit from upside profitability, and a capital gains tax to safeguard government revenue in case of sales of lucrative lease agreements in mining and oil extraction to third parties.

Activity in other sectors is also expanding. Real non-iron ore GDP growth is expected to increase to 6 percent in 2012 and beyond. Key steps are being taken to strengthen the business environment: investment in agriculture and food security, basic infrastructure, electricity generation, and health and education.

During the technical workshop of the Sierra Leone Conference on Development & Transformation (SLCDT\(^{12}\)), it was suggested that the country should aim for a GDP per capita of US$5,000 (five thousand United States dollars) by the year 2035. This would represent a more than tenfold increase from the current position, to be attained over the next twenty years. As the country has already had 50 years of independence, this new goal would require a step change in the way the country and its economy is managed, if it is to be realistic. Assuming it was realised in an equitable manner, this would transform the prospects for the country’s youth i.e. their prospects are directly tied to the socio-economic progress of the country.

Evidence presented to the SLCĐT indicated that this goal cannot be attained through reliance on the extractive industries. By definition, these are non-renewable resources and must eventually run out. Further, the demand conditions which are now very favourable could collapse as they did in the 1970s – leading to a decline in related revenues. Further, it was projected that even in the best case scenario, extractive sector revenues cannot contribute more than 40% of the national earnings required to attain the per capita target of US$5,000. Sierra Leone will have to attract and create productive industries and services that will sustainably drive its economic growth. Those industries will depend on its youth to be the entrepreneurs, workers and administrators that will make them competitive and able to produce goods and services that national and international customers will wish to buy.

---

\(^{11}\) This analysis is based upon the IMF Country Report No 11/361 released in December 2011

\(^{12}\) SLCĐT Technical Workshop 12-14 December 2011. See http://www.sierraleonetransformation.org/
The current outputs of Sierra Leone’s social infrastructure (education, health, sanitation etc- see appendix 2) will have to be radically upgraded if the country’s youth are to be able to deliver the productivity demanded by the country’s ambitions. The SLCDT also noted that the country’s challenge is not simply a question of resource availability. It is, to a large extent, a function of accountable, efficient, economical and effective use of resources. It was noted that the country currently spends about 20% of Government revenues on education – the highest departmental allocation - whilst realising sharply deteriorating outcomes due to gross inefficiencies and unaccountable leakages.

The international literature on national development is clear. Sierra Leone may enjoy comparative advantages in its extractive resources, tourism and land management (including agriculture). However, as already experienced during its first 50 years of independence, comparative advantage does not assure a country of high standards of living. Prosperity is a function of the efficiency and effectiveness with which comparative advantages are harnessed by a country’s national business environment. In turn, that business environment is highly dependent on the quality of the social infrastructure and political institutions (SIPI) of the country. Finally, SIPI is dependent of the quality and national interest focus of the people who run those institutions. In a democratic system, leaders are likely to be a reflection of the people that they represent. The UN Human Development Report (HDR) asserts that the real wealth of a nation is its people. As indicated by the statistics in Appendix 2, the HDR indicates that the Human Development of Sierra Leone’s people - especially its youth - are among the weakest in the world. This is a threat to the ability to realise its ambition for 2035. The work of NAYCOM to advocate and support rapid and effective change in this critical indicator may be a bellwether of the prospects of the country as whole over the next twenty years.

Risk ID: 5
Risk class: Strategic- NAYCOM must work to ensure socio-economic policies harness the potential extractive sector windfall to accountably and effectively invest in the sustainable productive capacity of youth.
Risk analysis: Likelihood: High. Impact: High
Risk rating: Challenge – NAYCOM may have to develop capabilities that it does not currently possess. Failure to meet this challenge may seriously weaken its chances of successful strategy implementation. It will need to position itself as a credible, non-political entity focussed on the national interest on the platform of evidence based aspirations and decision making. The non-political, technocratic, stance will be essential to ensure a sustainable programme of action that is largely immune to changes in government. It must be seen as an inclusive, reasoned and active voice of youth focussed advocacy and change. Given its statutory roots and political accountability, it will be a formidable challenge – to be respected by political leaders, youth and society-at-large without being perceived as a “servant” of narrow political agendas. It must build strong institutionalised cultural and symbolic capital.

3.1.3 Insights from Global Trends in Youth Development

Introduction
This sub-section and the Key Indicators of Youth Development (KYDI) that is proposed for NAYCOM to monitor, influence and evaluate as part of its strategy, are based on indicators (See Appendix 2) identified in the United Nations World Youth Report (WYR).

1995 saw the adoption of the World Programme of Action for Youth to the Year 2000 and Beyond (WPAY). Consequently, there has been a heightened global awareness of the importance of investing in youth. However, while the WPAY has been instrumental in guiding the formulation and implementation

14 World Youth Report: Youth & Climate Change, United Nations Department of Economic & Social Affairs, 2010
of national youth policies, assessing the impact of interventions and investments remains difficult owing to the fact that age-disaggregated data relevant to youth are not always available. Where such data do exist, they are often part of a larger compilation, and youth-specific trends remain hidden or are glossed over.

A youth-focused statistical annex was first incorporated in the *World Youth Report 2007*, and the current 2010 *Report* includes one as well. Existing data relating to core areas of youth development have been collated in order to provide an overview of the youth situation and of the challenges young people face in different parts of the world. The WYR annex comprises a compilation of indicators relating to youth for as many countries and regions as possible. The data presented was intended to facilitate the design, implementation and monitoring of youth programmes and policies, as well as to track progress towards the goals and targets of the WPAY. The WYR annex brings together existing data from several sources; in some cases, however, new calculations are made to highlight specific aspects of youth development.

The data presented in the WYR are by no means exhaustive. There are gaps that must be addressed through improved disaggregation and new data collection. The WYR data are designed to provide a picture of the global, regional, and national contexts in which today’s young people live. However, the proposed KYDI (See

Figure 1 below) for NAYCOM includes additional indicators that are intended to provide an indication of the quality of education received by Sierra Leonean youth – an aspect not covered by the WYR statistics. There has been rising alarm in Sierra Leone in the last decade at the evident decline in the quality of education, and the implications for the ability of the country to develop a productive workforce that can achieve sustainable socio-economic prosperity targeted by the SLCDT.

The proposed KYDI highlights six broad areas and issues that are identical in scope to the areas covered by the WYR:

- Basic Demographics
- Literacy
- Education
- Labour force participation and employment
- Access to adequate nutrition, shelter, water and sanitation
- Leading causes of death among youth.

The KYDI, however, includes additional “quality” related indicators in the area of Education. These areas provide a relevant structure for the development by NAYCOM of a comprehensive national youth development plan consistent with current GOSL PRSP. This is a key statutory task of NAYCOM as detailed in S 3.2.2 below.

For statistical purposes, youth are defined by the United Nations as individuals between the ages of 15 and 24. The national youth policy (NYP) of Sierra Leone defines youths as persons between the ages of 15 and 35. For the purposes of monitoring, the KYDI should disaggregate statistics for persons aged 25-35. This will permit ready comparison with global indicators reported by the WYR as well as monitoring of national goals for the 25-35 age range. The WYR and the KYDI includes information on children who fall below the range that is the responsibility of NAYCOM. They are included as this data are leading

---

15 Sierra Leone National Youth Policy, Ministry of Youth and Sports. Undated and presumed to be 2002.
indicators of the coming generation of youth. They provide early signs of trouble or success. NAYCOM, whilst not statutorily responsible for children below the youth category, must be actively involved in monitoring their progress and in advocating for actions that will see them evolve into responsible and productive youth. To do otherwise would restrain NAYCOM to perpetual fire-fighting actions in reaction to the pipeline of youth that is delivered by what are currently dysfunctional educational and social infrastructures and political institutions (SIPI).

Figure 1: Proposed Key Youth Development Indicators (KYDI) for NAYCOM

Basic demographics
These core demographics are presented in Table 3 and Table 4 of Appendix 2.

Table 3 provides a sense of the youth presence in different areas, including indicators on the numbers of youth, changes in these numbers over time, and youth as a proportion of the total population, by country and region. These numbers illustrate the size and share of the population young people represent, highlighting both the youth development challenge and the potential of youth to contribute to development.

Young people constitute approximately 18 per cent of the world’s population. In Sierra Leone, the youth share is close to 40 per cent i.e. over twice the global average. This is consistent with the average outcome for LDCs, of which Sierra Leone is a part, and with that for West Africa. It is in sharp contrast to developed countries, where youth account for an average of 12.6 per cent of the total population.
The draft National Employment Policy\(^{16}\) (NEP) notes that, based on the national definition, the youth population of Sierra Leone is currently estimated at between 1.5 and 1.7 million. Young men and women bear the brunt of unemployment and underemployment. With an estimated population of 5.8 million and growing at an average of about 3\% per annum, the labour force in Sierra Leone, which was estimated at 2.6 million in 2004, has been growing much faster than employment opportunities.

The majority of the youth labour force is not productively and gainfully employed, which represents a waste of the country’s human resource base needed for development. Many young people whose education and life skills training were interrupted by the civil war migrated from rural areas to urban centres with little or no employable skill, thus adding to the employment pressures in urban areas. The lack of productive employment for youth is not only an economic problem, but is also a threat to social and political stability: the majority of combatants in the civil war were perceived to be unemployed and disaffected young men and out-of-school boys with no employable skills. Their pre-civil war socio-economic distress has been attributed\(^{17}\) to gross economic mismanagement that long predated the war. Contemporary youth unemployment has been assessed by the United Nations Peace-building Commission as presenting a serious threat to peace and stability in Sierra Leone. The challenges of youth employment therefore have to be addressed as an integral part of the National Employment Policy and of the strategy of NAYCOM.

The Youth Bulge in the 1980s and 1990s of East and North Asia led to the “demographic dividend” that propelled their rapid economic growth.

“Policies to spur future job creation and economic growth are shaped by the age structure of a country’s population. Declining fertility, accelerated by investments in better health, family planning services, and gender equality, results in a smaller population at young dependent ages and a larger population of adults in the labor force, and then leads to a swelling in the ranks of the elderly. Through concrete policy actions in family planning, health, education, gender equality, and labor market policies, a number of countries have produced large and positive economic returns, referred to as the “Demographic Dividend.” Most developing countries have a short window of opportunity to enact policies and promote investments that raise the human capital of young people while positioning them for greater economic productivity when they enter their working years. Demography need not be destiny, but failure of leadership to manage demographic change will guarantee lags in economic growth and increase the risk of social and political turbulence”.


Consequently, the bulge in Sierra Leone, if properly managed, can be converted to a dividend rather than a threat. NAYCOM has a pivotal role to play in this transformation.

The challenge remains whether policy makers and the Sierra Leonean people at large have the will and stomach for the tough choices, accountable, efficient and effective resource use and hard work that will be demanded by a focus on securing this dividend. It is highly likely that the contemporary illusion of an imminent extractive sector “boom” may seduce both leaders and the led from the non-negotiable focus

\(^{16}\) National Employment Policy (November 2011), Draft as at 25 November, MLSS & MYES

\(^{17}\) For example, see “Sierra Leone: The State that came back from the Dead”, M Chege (2002), The Washington Quarterly, 25(3), 147-160
on the development of a productive and competitive workforce that can produce goods and services that Sierra Leoneans and foreigners wish to buy.

Table 4 provides an overall picture of youth living in urban and rural areas. The data indicate that in global terms young people are almost equally distributed between urban and rural areas. A closer look reveals that in the more developed regions, 75 per cent of youth live in urban areas, while in least developed countries the vast majority of young people (70 per cent) live in rural areas. The table also shows the proportion of the urban and rural population youth represent, as well as the annual growth rate for youth in urban and rural areas during the period 1990-2005. At the global level, the youth population in urban areas increased by 2 per cent per year during this period, while the corresponding growth rate in rural areas was only 0.1 per cent.

The table shows the percentage of the youth population living in Sierra Leone’s urban areas in 2005, at 42%, to be below the global average of 50%, but above the comparative figures for LDCs (31%) and for SSA (39%). There is anecdotal evidence that this urban-rural drift has intensified in the post war period. This suggests that the current 2012 proportion is likely to be above the 44% indicated by the historic rate of growth for the period 1990-2005. The challenge facing Sierra Leone, as abundantly evidenced by the most cursory view of the capital city, is that the urban socio-economic infrastructure is overwhelmed by the drift; and is incapable of providing the majority of resident youth with the most basic human conditions required for their development as well-adjusted, productive and responsible citizens.

Risk ID: 6
Risk class: Strategic- NAYCOM must work to facilitate policies that convert the youth demographic threat into a prosperity enhancing demographic dividend. Whilst working to improve the lives of youth, it will also need to support family planning action that will significantly reduce teenage pregnancy and thus provide a better family nurturing environment for the coming generations of youth. The statutory requirement for a comprehensive youth sector master plan should be structured on the six elements of the KYDI.
Risk analysis: Likelihood: High. Impact: High
Risk rating: Challenge – NAYCOM may have to develop capabilities that it does not currently possess. Failure to meet this challenge may seriously weaken its chances of successful strategy implementation. It will need to position itself as a credible, non-political entity focussed on the national interest on the platform of evidence based aspirations and decision making. The non-political, technocratic, stance will be essential to ensure a sustainable programme of action that is largely immune to changes in government. It must be seen as an inclusive, reasoned and active voice of youth focussed advocacy and change. Given its statutory roots and political accountability, it will be a formidable challenge – to be respected by political leaders, youth and society-at-large without being perceived as a “servant” of narrow political agendas. It must build strong institutionalised cultural and symbolic capital.

Literacy

Literacy, as defined by UNESCO, is measured by the ability of an individual to read and write, with understanding, a simple short statement relating to his/her everyday life. Although today’s young people are, on the global view, the best-educated generation in history, the WYR notes that wide disparities in literacy persist across countries and regions.

Regional averages for Europe, Latin America and the Caribbean, and North America show close to universal youth literacy, but Africa and Asia are lagging behind, with regional average rates of 75 and 90 per cent respectively (Sierra Leone has historically lagged far behind the African average, although the 2008 estimate of 56% indicates that it is closing the gap). The Sierra Leonean average includes a marked gender gap of F:M / 46:66. This gender gap, at 20 per cent, is higher the African average of 10 per cent and the West African average of 13 per cent. A comparative analysis of the statistics provided in the table
shows progress in literacy since 1985. Although gaps remain, most countries and regions exhibit a steady upward trend towards universal literacy among youth. To catch up, Sierra Leone will need to utilise its scarce resources with the utmost efficiency and effectiveness, and the minimum of rent-seeking leakages. This resource utilisation challenge, from all accounts\(^\text{18}\), remains a significant hurdle for the country.

<table>
<thead>
<tr>
<th>Risk ID: 7</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Risk class:</strong> Strategic- NAYCOM must work to facilitate policies that enable unlettered youth to gain basic functional literacy through efficient and effective adult literacy programmes. It must also advocate for policies that reduce the throughput of children who are failed by the educational system of the country.</td>
</tr>
<tr>
<td><strong>Risk analysis:</strong> Likelihood: High. Impact: High</td>
</tr>
<tr>
<td><strong>Risk rating:</strong> Fatal – failure to address effective and functional universal literacy within the strategy period will present a serious obstacle to the country’s development aspirations. Basic and functional literacy is the bedrock for the development of human potential.</td>
</tr>
</tbody>
</table>

### Education & Productive Citizen Values

Seven indicators are used in Table 6 to Table 10 and Figure 3 to Figure 4 to illustrate education coverage (Table 6 to Table 8 – from the WYR) and outcomes (Table 9 & Table 10 and Figure 3 & Figure 4 – Sierra Leone specific inserts for the Youth Commission’s KYDIs).

The gross enrolment ratio (GER - Table 6) reflects total enrolment in a level of education, regardless of age, expressed as a percentage of the theoretical school-age population in a given school year. The GER can exceed 100 per cent owing to early or late entry and/or grade repetition. This indicator, which is shown by sex for primary, secondary and tertiary education, is widely used to measure the general level of participation in education. It can complement the net enrolment ratio by indicating the extent of over-age and under-age enrolment.

Sierra Leone’s primary school GER, at 158, is markedly higher than that for the sample\(^\text{19}\) of other countries shown in the table (Kenya is the second highest at 112). When interpreted with the dramatic collapse in pass rates of the NPSE shown in Table 9, this indicates that the country is trying hard to catch up with the rest of the world, but is overwhelming its available educational infrastructure; leading to what are likely to be counter-productive results for the youth who fall victim to what appears to be an increasingly dysfunctional educational system.

The net enrolment ratio (NER - Table 7) reflects the number of pupils in the theoretical school-age group at a particular level of education (primary or secondary, in this case), expressed as a percentage of the total population in that age group. The rates listed in Table 7 show the extent of participation in primary and secondary education among children and youth belonging to the official age group for the particular level of schooling. A high NER denotes a high degree of participation among the official school-age population. The NER is not calculated for tertiary education because the wide variations in student age at this level of education make it difficult to determine an appropriate age group. However, for national policy formation, it may be useful for NAYCOM to advocate for this statistic to be computed for the nationally defined youth age range of 15-35yrs.

---


\(^{19}\) This sample was selected, where information was available, to include – but not be limited to - coverage of countries included in the country case studies included as part of this strategy i.e Ghana, South Africa, Kenya, UK and Malaysia.
Sierra Leone’s primary school NER was not available for the period covered by the table. The proportion of the country’s official age children and youth attending secondary school was, at 25 per cent, by far the weakest in the sample. The next lowest was Ghana, at 47 per cent. South Africa was almost three times more inclusive at 72 per cent. Unfortunately, Figure 4 shows that even this poor inclusivity overstretched Sierra Leone’s educational infrastructure, with WASSCE pass rates at alarming levels below 3 per cent for the six years of 2004 to 2009 inclusive.

Table 7 also includes indicators showing how females fare relative to males with respect to net enrolment ratios at each level. A ratio below 1 suggests that females are disadvantaged in terms of school enrolment. Again, Sierra Leone females are at a marked disadvantage at 0.69 to every male. This compares with almost 1:1 in the other African countries covered (Ghana, Kenya, South Africa) and in excess of 1 for the other countries shown. Malaysia shows the highest proportion of females for secondary education at 1.07 to every male student.

Table 8 shows primary to secondary school transition rates by sex and country. This indicator measures the degree of progression to a given level of education from the previous level of education. It is calculated by dividing the number of new entrants in the first grade of secondary education by the number of pupils who were enrolled in the final grade of primary education the previous school year, then multiplying by 100 to obtain a percentage. A low transition rate can reflect difficulties with accessibility or problems related to student performance at the primary level. This indicator can also help in assessing the relative selectivity of an education system, which may be linked to pedagogical or financial requirements. Sierra Leone’s transition rate is not known for the period covered. It is noteworthy that Ghana reported almost 100% transition - a rate that almost matched that of the Asian Tiger, Malaysia. Ghana’s statistics also show more females making the transition than males.

There is increasing evidence in the development literature that national development is a function of the dominant values, social expectations and work behaviours of a people i.e. the productivity of the values and social expectations of citizens. There is significant evidence that contemporary Sierra Leonean values and work behaviours are unproductive and self-centred.

“Corruption has been an established disorder, cutting across all sectors of society. People of integrity fighting to revamp uprightness are often treated as societal deviants and subjected to mockery. In fact the saying, “this man nor cam for beteh”, has often been used to cry down men of relative integrity in society”. Anti-Corruption Commission of Sierra Leone, 2007: 4

The ACC also noted the harmful effects on social values of widespread “non-exemplary behaviour and utterance of politicians”:

“Much would normally be expected from political figures in terms of exemplary progressive views and attitudes. However, in Sierra Leone, the word “politics” is associated with not telling the truth, dodging and making promises that do not get fulfilled. Our politicians are aware of this image but they are yet to demonstrate the examples as opinion leaders that can inspire optimum public confidence. The following are examples of utterances by some high level politicians over the years reflecting their views and attitudes which are blatant endorsements and legitimization of corruption in the country:

20 Translation: This fellow will end up in poverty
21 National Anti_Corruption Strategy 2008-2012
“Den say Bailor Barrie, you say Davidson Nicol22a
“Wusai den tie cow na dae ee dae eat”
“How you buy na so you dae sell”
“Chap you chap mek you fut coba””

A final extract makes a telling conclusion on the prevalent “collapse” of contemporary “moral values”:

Sierra Leone is experiencing a rapid erosion of ethical values. There are hardly any morally sound examples in public life to emulate especially for the present generation of young people. Dishonesty, insincerity, un-fairness, disregard for the “golden rule” (do unto others as you would want them do unto you), grabbing public property, greed and cheating are common place. Such combination of vices constitutes a negative value system that generates general apathy and self-serving attitudes and breeds corruption.

NAYCOM, in its bid to develop the capacity of Sierra Leonean youth, will need to advocate and monitor the evolution of productive work attitudes and behaviours that reverse the apparent prevalence of dishonesty and alienation. These behaviours are directly correlated in the development literature to the economic decline of Sierra Leone over the last fifty years. Failure to address this serious challenge will lead to a failure of NAYCOM in its mandate to promote sustainable youth employment. The KYDI must include survey data that tracks progress being made in establishing integrity and social trust in Sierra Leonean society. In this regard, NAYCOM can usefully establish a strategic alliance with the ACC who are likely to have a strategic requirement for such data.

---

Risk ID: 8
Risk class: Operational- NAYCOM should advocate for timely and complete information for the KYDI.
Risk analysis: Likelihood: High. Impact: High
Risk rating: Fatal – Failure to secure timely and complete information will significantly weaken the efficiency and usefulness of actions taken by NAYCOM and its stakeholders.

Risk ID: 9
Risk class: Strategic- NAYCOM should advocate for policies that promote both inclusion of youth in the educational system and for those that increase the accountability, efficiency and effective of the outputs and impacts of the system.
Risk analysis: Likelihood: High. Impact: High
Risk rating: Fatal – Failure to simultaneously, accountably and effectively promote inclusiveness and quality of education will significantly reduce the ability of the country to reap the “demographic dividend” (see “Basic Demographics” above.

---

Risk ID: 10
Risk class: Strategic- NAYCOM should advocate and monitor the impact of policies that promote and enforce productive social and work values of integrity and social trust.
Risk analysis: Likelihood: High. Impact: High

---

22 Translations: “See how poor is your prized educated son of the elite when compared to an ill educated entrepreneur”. “Everyone has the right to take what he can get from his employer, irrespective of right or wrong”.
“Let the free market rule”. “You have to do whatever is necessary to get yourself economically comfortable”.

---

30
Risk rating: *Fatal* – Failure to promote and monitor such policies will undermine the ability of NAYCOM to deliver on its mandate to promote sustainable youth employment.

**Labour force participation and employment**

Although there are many gaps in terms of youth employment data, the statistics included in the relevant tables of the WYR are sufficient to provide an overall picture of the situation. Table 11 presents indicators of the youth employment situation in a sample of individual countries selected from the global survey in the WYR. The percentage of youth in the labour force is a measure of the proportion of a country’s youth population actively involved in the labour market and includes those who are working or looking for work. It provides an indication of the relative size of the youth labour force available to engage in the production of goods and services.

Labour force activity among the young may reflect the availability of educational facilities as well as the extent to which young workers are discouraged from joining the labour force. Female/male labour force participation rates show gender differentials in labour force participation. Ratios of less than 1 suggest that females are less likely than males to seek or secure employment.

The full data in the WYR for Table 11 & Table 12 presents a complex global picture with respect to labour force participation and employment among youth. In some countries, virtually all young people—including those in the age 15-19 subgroup—are in the labour force. In other countries, most youth do not enter the labour force until later. Gender differentials in participation also vary, with some countries showing little difference and others showing much lower rates of female youth participation in the labour force. The age transition in labour force participation rate, expressed as a ratio, shows the change that occurs in labour force participation among youth as they progress from the younger to the older subgroup.

The sample data in this document indicates that, at 34 per cent (see Table 11), the participation of 15-19 year olds in Sierra Leone’s labour force is broadly similar to that of neighbouring Ghana. However, both are in stark contrast to Kenya, Canada and Australia (64%, 56% & 59% respectively). The reason for this difference has not been established in this strategy development process and could be the basis of fruitful investigation by NAYCOM. Interestingly, Sierra Leone records the highest participation of females relative to males for both the 15-19 and the 20-24 age groups. The age transition in labour force participation rate for Sierra Leone, at 1.7, is near the median for the sample of ten countries. However, this is below the average of 2.56, which indicates that youth may experience greater difficulties in entering the labour force as they mature. Given the relatively low proportion of 15-19 year olds in the labour force, a more robust jobs market would have been expected to absorb them as they become available for work. This can be seen to have been the case in South Africa, where the lowest proportion of 15-19 year olds in the labour force (at 9%) is translated into the highest transition into the jobs market in the 20-24 years bracket (at 5.9 i.e. 3.5 times the absorption rate shown by Sierra Leone).

In Table 12, which presents various indicators of youth unemployment, the youth labour force is the number of young people who are either working or actively looking for work, and unemployed youth are those who do not have a job but are actively seeking work. Youth are considered to have been employed if they performed some work for at least one hour during the specified reference period for a wage or salary (paid employment) or for profit or family gain (self-employment). It should be noted that the unemployment rate is only indicative of the share of the labour force that is actively but unsuccessfully looking for work. It does not provide any information about those who have given up on the job search.
(discouraged workers) or those who are outside the labour force for other reasons. Nor does it give any indication of underemployment.

This limitation is clearly highly relevant to Sierra Leone which, at 5%, records the lowest level of youth unemployment for the sample of ten countries shown. This contrasts with South Africa which, at 47%, posts the highest rate. With virtually no social safety net, Sierra Leonean youth are required to find some means to fend for themselves, in the formal or informal market. Any visitor to the capital would be struck by the evident preponderance of poorly remunerated informal sector employment that is likely to be highly skewed to under-employment. It will be important for NAYCOM to advocate for the measurement of the informal sector and the transition to formal and full employment among youth. This will be required to supplement the information in Table 12.

Table 12 also shows the youth-to-adult unemployment ratio, which is the youth unemployment rate as a percentage of the unemployment rate for adults aged 25 years and over. The indicator provides a snapshot of how youth fare in labour markets relative to adults. For example, in a country in which the youth unemployment rate is high and the youth-to-adult unemployment ratio is close to 1, it may be concluded that the problem of unemployment is not specific to youth. In all countries, it is normal for the youth unemployment rate to be somewhat higher than the adult unemployment rate. Young people often lack job search skills, and some take time to “shop around” for the right job. Youth may have a hard time finding employment because of their relative lack of work experience. Again, Sierra Leone, at 3%, posts one of the four lowest adult unemployment rates of the ten countries sampled. This clearly masks a significant element of under-employment and reinforces the importance of obtaining such a measure for policy information and decision making. It is noteworthy that the youth-to-adult unemployment ratio for Sierra Leone, at 1.7 (Malaysia 7.8), is the lowest – suggesting that the underlying problem of under-employment is relatively pervasive and not overly skewed towards youth. In other words, Sierra Leone has an under-employment problem, not just a youth under-employment challenge.

The youth employment-to-population ratio, which is shown in the last column of Table 12, is calculated by dividing the number of employed youth by the total youth population. Although it may be assumed that a high employment rate among youth is positive, this is not always the case. If low employment-to-population ratios are due to large numbers of youth remaining in education to build their embodied cultural capital, they are preferable to high ratios, which might be an indication of limited education options and the need for young people to take up any work available (as suggested by Sierra Leone’s ratio, which at 97%, is the highest in the sample). Employment-to-population ratios are of particular interest when broken down by sex, as the ratios for males and females can provide information on gender differences in labour market activity in a given country. Sierra Leone’s females are recorded as having less unemployment than their male counterparts, suggesting that the country does not have a gender discrimination challenge.

Risk ID: 11
Risk class: Operational- NAYCOM should advocate for the rapid and timely development of a Labour Market Information System (LMIS) for Sierra Leone as recommended by the draft National Employment Policy. In particular, it should ensure suitably age disaggregated data and under-employment data to allow for monitoring of the evolution of the youth sector. Given its demand for relevant labour statistics, NAYCOM should consider whether the LMIS can be effectively hosted by the Commission. The LMIS is primarily dependent on the analysis of secondary data. The research arm of NAYCOM may be well placed to undertake that analysis.

Risk analysis: Likelihood: High. Impact: High
Access to adequate nutrition, shelter, water and sanitation
Table 13 & Table 14 present additional information on youth welfare. The WYR notes that there is some debate over whether poverty should be measured by income alone. A broader approach is often called for to characterise severe deprivation of basic human needs including food, safe drinking water, sanitation facilities, health, shelter, education, and information. These are particularly relevant to the Sierra Leonean context.

 Estimates are provided for each of the indicators shown in Table 13 & Table 14, showing poverty in access to nutrition, shelter, and sanitation and water for a sample of countries drawn from the global information in the WYR. The data indicate that the basic needs of large proportions of youth in many countries are not being met. These data were compiled by the Townsend Centre for International Poverty Research at the University of Bristol and are based on household surveys, including Demographic and Health Surveys (DHS) and Multiple Indicator Cluster Surveys (MICS). The criteria for the calculations include the following:

- Food deprivation: a body mass index of 18.5 or below (underweight) [Sierra Leone – no data];
- Severe food deprivation: a body mass index of 16 or below (severe underweight) [Sierra Leone – no data];
- Shelter deprivation: living in a dwelling with three or more people per room (overcrowding), or in a house with no flooring (for example, a mud floor) or inadequate roofing (including natural roofing materials) [Sierra Leone – 78%];
- Deprivation of sanitation facilities: access only to unimproved sanitation facilities, including pour flush latrines, covered pit latrines, open pit latrines, buckets, or no access to toilets of any kind [Sierra Leone – 61%];
- Water deprivation: access only to unimproved sources such as open wells, open springs, or surface water; or having to walk for more than 15 minutes to reach a water source (30 minutes round trip) [Sierra Leone – 50%].

There were no statistics available for food deprivation in Sierra Leone. This is a notable gap. With the exception of water deprivation, where Kenya (61% deprived) has the worst record in the countries sampled, Sierra Leonean youth are consistently the most deprived of the sample. The gap is particularly striking for sanitation, where Sierra Leonean youth are clearly markedly worse off even when compared to their peers in the African countries sampled i.e. Kenya, Ghana & South Africa (14%, 36% & 17% deprived respectively). Even in the capital, Freetown, it is clear that an unacceptable proportion of youth live in conditions that should not be considered fit for human habitation. This inevitably brutalises them and seriously weakens their ability to be responsible and productive citizens that can contribute to the development of the country.

Risk ID: 12
Risk class: Operational- NAYCOM should advocate for the rapid and timely development of a Living Conditions Information System (LCIS) for Sierra Leone that provides information on nutrition, shelter, water and sanitation. In particular, it should ensure suitably age disaggregated data to allow for monitoring of the evolution of the youth sector. Given its demand for relevant statistics, NAYCOM should consider whether the LCIS can be effectively hosted by the Commission. The LCIS will be primarily dependent on the analysis of secondary data. The research arm of NAYCOM may be well placed to undertake that analysis.
Risk analysis: Likelihood: High. Impact: High
Risk rating: Fatal – Failure to secure timely and complete information will significantly weaken the efficiency and usefulness of actions taken by NAYCOM and its stakeholders.

**Leading causes of death among youth**

Table 15 provides insight into the primary causes of mortality among young people in a sample of countries drawn from the 76 countries included in the relevant WYR table. There is no data available for Sierra Leone. This is a gap in information that NAYCOM should advocate to be remedied. Variations across countries indicate a need for differences in policy responses. Although the global picture remains incomplete because of the difficulty in obtaining reliable cause-of-death data for many countries, the available statistics show that land transport accidents, intentional self-harm, and assault/homicide are common causes of death among youth worldwide. The tendency for youth to take more risks and their relative inexperience with motorised vehicles may account for the prevalence of motor vehicle accidents among the causes of death. Suicide is also a growing concern as youth struggle to find their place and gain acceptance in an increasingly complex world.

This indicator would be helpful to NAYCOM in assessing its performance on its legal mandate to facilitate the reduction in drug abuse by youth. It will also need to develop complementary national indicators to monitor the ongoing levels of drug abuse in the youth population.

<table>
<thead>
<tr>
<th>Risk ID: 13</th>
</tr>
</thead>
<tbody>
<tr>
<td>Risk class: <strong>Operational</strong>- NAYCOM should advocate for the rapid and timely development of data on leading causes of death among youth; and for complementary indicators on drug abuse among youth. The Commission requires a holistic set of data that enables it to have a fair view of the factors that impact on the ability of Sierra Leonean youth to fulfil their human potential.</td>
</tr>
<tr>
<td>Risk analysis: <strong>Likelihood</strong>: High. <strong>Impact</strong>: Medium</td>
</tr>
<tr>
<td>Risk rating: <strong>Weak</strong> – Failure to secure timely and complete information may weaken the efficiency and usefulness of actions taken by NAYCOM and its stakeholders.</td>
</tr>
</tbody>
</table>

### 3.2 Internal Environment

#### 3.2.1 Mandate and Governance

NAYCOM was established by an Act (No 11 of 2009) of Parliament approved by the President on 22 December 2009. The short title required the Commission to “empower the youth to develop their potential, creativity and skills for national development…”

It established a governing Board of eleven persons that was to consist of:

- A Chairman;
- One person each representing the four provinces;
- Three persons representing youth groups with provision for representation of women and disabled persons;
- The Financial Secretary, MOFED;
- The Permanent Secretary, MYES and
- The Commissioner, NAYCOM – who shall also be Secretary to the Board.

A Board of eleven persons is larger than that which is normally associated with optimum effectiveness of decision making (up to seven persons). It will be important for the Chairman and the Board to receive induction and at least biennial refresher training in:
• the effective conduct of meetings;
• problem-solving and decision-making skills;
• leadership and teamwork skills and
• the Key Youth Development Indicators (KYDI).

The Act requires the Board to:

e. *Provide strategic guidance to the Commission.* This would require that the Board should be active in this strategy planning process and to give the ultimate approval of the strategy.

f. *Monitor the effectiveness of the Commission in the performance of its functions.* This would require the board to have the capacity to monitor and evaluate the implementation of the strategy by the Commission. This may be delegated to a Monitoring & Evaluation Sub-Committee which should have the resources to hire external expert support to the Committee in its regular (at least six monthly) review of the activities of the Commission.

g. *Prioritise national youth issues and ensure the adherence of the Commission to these priorities.* This would have been covered by (a) above.

h. *Advise the MYES on matters relating to GOSL youth policies.* The scope of such advice should have largely been incorporated in the strategy planning process which should set the parameters for long term priorities and action.

---

**Risk ID: 14**

Risk class: Compliance- The Board should be actively involved in the strategy development and approval process in order to comply with the requirements of the Act.

Risk analysis: Likelihood: High. Impact: Medium

Risk rating: Strong – NAYCOM will need to ensure that resources and time are made available for the effective participation of the Board in the strategy development and approval process. This will optimise their ability to monitor the Commission’s implementation of the strategy.

---

### 3.2.2 Functions of NAYCOM

Section 10 of the Act sets out nine functions of the Commission which are ordered below in their rational relationships:

3. To develop a comprehensive national youth development plan consistent with current GOSL PRSP.
   a. To initiate, coordinate and monitor youth development programmes in collaboration with other public sector and NGO bodies.
      i. To collaborate with other public and NGO bodies in the provision of youth training schemes.
      ii. To coordinate action to reduce drug abuse among youth.
      iii. To create a network by which youth may access useful developmental information on services and amenities provided by the public sector and NGOs.
      iv. To coordinate the activities of youth groups and youth serving organisations.
      v. To register youth groups and youth serving organisations.
   b. To assist in the creation of employment opportunities.

4. To do all other things that will contribute to the attainment of the mandate of NAYCOM as indicated in S3.2.1.
It can be seen that the functions of NAYCOM can be summarised into two complementary activities i.e.

- Youth development and
- Youth employment.

Rationally, in a globalised world in which countries compete for scarce investment dollars, employment is a function of capacity development and productive work values and behaviours. It is more profitable to invest in a country with well educated, trained and motivated workers than in one where the reverse obtains.

In performing its functions, Section 18 of the Act requires NAYCOM to cooperate with Youth Advisory Committees (YAC) to be established by local councils “after consulting with the District Youth Council”. The composition of the YAC is not stated by the Act. It does require them to, inter alia, “assist the Commission in the performance of its functions in that locality”. This can be seen to be covered by function 1(a) above of NAYCOM.

NAYCOM can establish structures, under section 19, to recommend incentives for employers of ten or more youth. However, it is not clear from the Act whether the Minister is required to consult NAYCOM in this process. This ambiguity should be removed by a suitable provision in a Memorandum of Understanding (MOU) between the MYES and NAYCOM.

Section 11 of the Act establishes the positions of Commissioner and Deputy Commissioner, to be appointed by the President. In performing its functions, Section 13 of the Act recommends (subject to the final decision of the Board) that NAYCOM should have the following operating units:

- Department of Programmes, Youth Empowerment and Human Resources
- Department of Finance & Resource Mobilisation
- Department of Research, Planning, Publicity, Monitoring & Evaluation.

**Risk ID: 15**
Risk class: Operational- NAYCOM is required to coordinate and regulate the activities of youth serving bodies within the framework of a master plan for the sector, the development of which it is legally charged. These responsibilities for planning, coordination and regulation are in potential conflict of duties with programme implementation. For NAYCOM to attain its statutory role of planning, coordination and quality control/regulation, it will need to forego any implementation activities.

Risk analysis: Likelihood: High; Impact: High
Risk rating: Strong – NAYCOM will need to take a strategic decision to restrain its role to planning, coordination and quality control/regulation; and forego any implementation activities.

**Risk ID: 16**
Risk class: Strategic- The Commissioner and his deputy are political appointments made by the President. For the long term effectiveness of NAYCOM, the Commission must be seen to be above politics – serving the long term interest of the country- and open to the sensible suggestions of all stakeholders. This will be a difficult, but important task for the management, the Board and the Presidency, who must unite to uphold these operating
principles in the national interest. The CSLY and the stakeholder MOUs, which should be transparently developed will be an important test of the feasibility of this mode of operation.

Risk analysis: Likelihood: High. Impact: High
Risk rating: Challenge – NAYCOM will need deploy strong negotiating skills to convince the Presidency of the importance of this strategic approach.

Risk ID: 17
Risk class: Operational- NAYCOM may need to deploy innovative management and staffing techniques and systems as part of its development of effective capacity to deliver its mandate. These may require support from stakeholders as well strong leadership from the Commissioner and his Deputy.

Risk analysis: Likelihood: High. Impact: High
Risk rating: Challenge – NAYCOM will need deploy strong negotiating skills to convince stakeholders of the importance of this strategic approach.
4. Implications of the Environmental Analysis for NAYCOM’s Strategic Programme of Action

4.1 Strategic Goal of NAYCOM
The legal mandate of NAYCOM in the Short Title of the Act is clearly stated and provides an effective long term focus or vision:

“To empower the Youth to develop their potential, creativity and skills for national development.”

In order to operationalise this vision, NAYCOM will adopt the following mission:

“NAYCOM seeks to be a respected, impartial, non-political and transparent planner, coordinator, reporter and regulator of the activities of all youth serving and youth group bodies in the public, private and not-for-profit sectors. NAYCOM will not, itself, implement any youth serving programme activities, although it may initiate such activities and supervise their implementation by independent entities. It will secure such information from youth serving and youth group bodies as will be necessary to monitor, evaluate and regulate their implementation of national youth development strategies, building on best national and international practices, which have been commonly agreed with NAYCOM. Its national youth development strategies will be consistent with agreed national development goals. It will provide timely and regular public information that will enable the independent assessment of the effectiveness of NAYCOM and of its public, private and not-for-profit stakeholders in their respective roles. This will include, but not be limited to, reports on the extent of national progress to the youth development profile required for Sierra Leone’s sustainable transition to middle income country status by 2035”.

Consideration should be given to acquiring a registered “business name” for NAYCOM that more immediately conveys its purpose than the acronym “NAYCOM”. The official name National Youth Commission will continue to be the statutory name and can be abbreviated to NAYCOM. However, the business name, which should be registered with the Administrator General, would be its medium of communication with its stakeholders. Possible business names include:

- Youth Sierra Leone
- Sierra Leone Youth
- Youth Salone
- Youth for Salone
- Youth Salone 2035
- YongWanDem for Salone Betteh.
- YongWan Betteh Nar Salone Betteh.

4.2 Reconciliation of the respective duties of NAYCOM, MYES & MLSS
The following table examines the legal responsibilities of NAYCOM, MYES & MLSS. Where there is potential for the duplication of responsibilities, it indicates the relevant duty that is affected. For
example, it indicates that duty 1.1 of MYES is in potential overlap with all of the duties (3.1 to 3.9) of NAYCOM. Clearly, MYES cannot be in conflict with its own duties, thus the relevant column is indicated by “N/A” – Not Applicable. It is not considered that MYES’s duty 1.1 is in conflict with any of MLSS’s duties, consequently the relevant checkbox is assessed as “NO” – No Overlap.

Overall, the most significant level of overlap appears to be with MYES, where there is an apparent duplication with 4 of the seven identified MYES duties (57%). There are 6 possible overlaps from the 15 identified MLSS duties (40%). These potential overlaps increase the risk of the inefficient and unproductive use of scarce development resources. In the severely constrained financing context of Sierra Leone, this is a risk that cannot be afforded.

The answer may lie in risk ID 15 above. There is a demonstrable requirement for a credible entity to be responsible for the overall long term direction and control of youth development and employment programmes in the country. However, such direction and control will be incompatible with the responsibilities of programme implementation. The entity must also be seen to be above day to day self-serving interests. It must, as indicated in risk ID 16, become clearly associated in the public mind with the long term service of youth development and youth employment – above the cut and thrust of short term political expediencies. This will be very difficult to achieve in the historic context of Sierra Leone’s divisive politics. However, it is essential to any successful and sustainable long term improvement in youth development and employment.

If NAYCOM can be such a credible public service entity, then its potential for conflicts with MYES and MLSS can be reconciled. As indicated in the introductory section on capital accumulation terminology used in this document (see page 11), NAYCOM must be a credible and effective:

- **Pusher** - NAYCOM must be able to impartially (in the national interest) “push” all public, private and not-for-profit stakeholders, including MYES and MLSS, to attain and sustain generally accepted global standards of competence, coordination, integrity and professional discipline in the delivery of services to the youth sector.

- **a Challenger** - The Commission must be able to “challenge” its stakeholders to develop new and/or enhanced competencies, services and operating structures that may be demanded by emerging opportunities in the nature of the Sierra Leonean youth-serving sector; or by new tactics gained from NAYCOM’s monitoring and learning from successful and relevant practices in other countries; and

- **a Compeller** - It is vital that NAYCOM must be able to “compel” its stakeholders (through the timely, consistent and judicious exercise of statutory powers and/or through moral suasion enabled by its high profile national and international credibility) to comply with agreed standards of professional practice, conduct, ethics, coordination and discipline, including compliance with decisions of NAYCOM in its coordination of the commonly agreed youth development strategy.

In this way, NAYCOM can motivate its national, public, not-for-profit and private sector stakeholders to act in their collective enlightened self-interest. **The problems and opportunities of youth development and youth employment will make or break Sierra Leone as a sustainable society. But these problems and opportunities cannot be managed by any individual government (serving a five year term) or by sector (public, private, not-for-profit) acting alone.** Any attempt to “hijack” youth issues by any individual government will lead to destructive obstruction tactics by its opponents and a loss of long term
vision and consistency of action; especially when there is a change of government. It will eventually lead to the compounding of our existing serious youth crisis, with untold consequences for all of society.

Youth development and youth employment is, and must be seen, as a long term task that will span several governments as we strive to meet the emerging national goal of national development by 2035\(^\text{23}\). It will be essential to develop a national consensus on the policies and strategies that must be consistently implemented by successive governments as we seek to pull our country out of the severe risk of social insecurity and a relapse into the chaos of the 1990s. That national consensus must be owned by all political parties and by all stakeholders – public, private, not-for-profit sectors and the general populace.

The housing of NAYCOM in a statutory entity that is autonomous of central government offers a strategic opportunity for it to provide the long term, impartial and credible leadership and coordination role that is vital to any effort to improve the fortunes of Sierra Leonean youth, and with them, to secure to the future of this country.

Continued on following page.../

\(^{23}\) See the reference to the Sierra Leone Conference on Development & Transformation (SLCDT) in S 3.1.2.
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1.0</td>
<td>Ministry of Youth Employment and Sports (MYES)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.1</td>
<td>Implementation of National Youth Policy</td>
<td>NO</td>
<td>3.1 to 3.9</td>
<td>Possible overlaps and potential for conflicts or poor implementation</td>
<td></td>
</tr>
<tr>
<td>1.2</td>
<td>Youth Training and Development Schemes and Programmes</td>
<td>NO</td>
<td>2.1 3.2 3.4</td>
<td>Possible overlaps and potential for conflicts or poor implementation</td>
<td></td>
</tr>
<tr>
<td>1.3</td>
<td>Promotion of Youth Employment</td>
<td>NO</td>
<td>2.2 2.3 3.1</td>
<td>Possible overlaps and potential for conflicts or poor implementation</td>
<td></td>
</tr>
<tr>
<td>1.4</td>
<td>Promotion of all sporting activities</td>
<td>NO</td>
<td>3.2</td>
<td>Possible overlaps and potential for conflicts or poor implementation</td>
<td></td>
</tr>
<tr>
<td>1.5</td>
<td>National Sports Council</td>
<td>NO</td>
<td>NO</td>
<td>NO</td>
<td></td>
</tr>
<tr>
<td>1.6</td>
<td>Relations with International Sporting Organisations</td>
<td>NO</td>
<td>NO</td>
<td>NO</td>
<td></td>
</tr>
<tr>
<td>1.7</td>
<td>Collaboration with relevant Government Ministries, National and International Organisations/Institutions on Youth Affairs</td>
<td>NO</td>
<td>2.15 3.4</td>
<td>Possible overlaps and potential for conflicts or poor implementation</td>
<td></td>
</tr>
<tr>
<td>2.0</td>
<td>Ministry of Labour and Social Security (MLSS)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.1</td>
<td>Manpower Planning and Human Resource Development</td>
<td>NO</td>
<td>3.1 3.2 3.3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.2</td>
<td>Employment and needs of Disadvantaged Groups</td>
<td>NO</td>
<td>3.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.3</td>
<td>Employment and Labour Market Policies</td>
<td>NO</td>
<td>3.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.4</td>
<td>Workers Compensation</td>
<td>NO</td>
<td>N/A</td>
<td>NO</td>
<td></td>
</tr>
<tr>
<td>2.5</td>
<td>Wages and Labour Inspection</td>
<td>NO</td>
<td>N/A</td>
<td>NO</td>
<td></td>
</tr>
<tr>
<td>2.6</td>
<td>Elimination of Child Labour</td>
<td>NO</td>
<td>N/A</td>
<td>3.3</td>
<td></td>
</tr>
<tr>
<td>2.7</td>
<td>Industrial Court</td>
<td>NO</td>
<td>N/A</td>
<td>NO</td>
<td></td>
</tr>
<tr>
<td>2.8</td>
<td>Relations with Industrial and Trade Organisations</td>
<td>NO</td>
<td>N/A</td>
<td>NO</td>
<td></td>
</tr>
<tr>
<td>2.9</td>
<td>Promotion of Competitive and Efficient Labour Market</td>
<td>NO</td>
<td>N/A</td>
<td>3.1</td>
<td></td>
</tr>
<tr>
<td>2.10</td>
<td>Occupational Safety and Health</td>
<td>NO</td>
<td>N/A</td>
<td>NO</td>
<td></td>
</tr>
<tr>
<td>No</td>
<td>Roles / Responsibilities</td>
<td>MYES Overlap?</td>
<td>MLSS Overlap?</td>
<td>NAYCOM Overlap?</td>
<td>Remarks</td>
</tr>
<tr>
<td>----</td>
<td>----------------------------</td>
<td>--------------</td>
<td>--------------</td>
<td>-----------------</td>
<td>---------</td>
</tr>
<tr>
<td>2.11</td>
<td>Factory Inspectorate</td>
<td>NO</td>
<td>N/A</td>
<td>NO</td>
<td></td>
</tr>
<tr>
<td>2.12</td>
<td>Industrial training and Trade Factories Appeal Board</td>
<td>NO</td>
<td>N/A</td>
<td>NO</td>
<td></td>
</tr>
<tr>
<td>2.13</td>
<td>Industrial Training and Trade Testing</td>
<td>NO</td>
<td>N/A</td>
<td>3.2 3.3 3.4</td>
<td></td>
</tr>
<tr>
<td>2.14</td>
<td>Establishment of a comprehensive Social Security and Safety Net Scheme for all categories of workers in Sierra Leone and to ensure that its administration is in accordance with the Law including the core ILO conventions</td>
<td>NO</td>
<td>N/A</td>
<td>NO</td>
<td></td>
</tr>
<tr>
<td>2.15</td>
<td>Relations with relevant Government Ministries and International Organisations/Institutions</td>
<td>NO</td>
<td>N/A</td>
<td>NO</td>
<td></td>
</tr>
</tbody>
</table>

### 3.0 National Youth Commission (NAYCOM)

| 3.1 | Assist in the creation of employment opportunities for the youth and develop medium and long-term strategies to tackle youth unemployment in Sierra Leone | See above | See above | N/A | |
| 3.2 | Initiate youth development programmes in collaboration with relevant governmental and non-governmental bodies, coordinate and monitor the programmes | See above | See above | N/A | |
| 3.3 | Develop a comprehensive national youth development plan consistent with national poverty reduction strategies | See above | See above | N/A | |
| 3.4 | Collaborate with other governmental or non-governmental bodies in the provision of youth skills training programmes and schemes | See above | See above | N/A | |
| 3.5 | Provide a focal point for addressing drug abuse by the youth and its related problems | See above | See above | N/A | |
| 3.6 | Create a reliable and efficient network by which the youth may access valuable information on beneficial services and incentive-driven amenities provided by governmental and non-governmental bodies | See above | See above | N/A | |
| 3.7 | Coordinate the activities of youth groups and | See | See | N/A | |
Table 1: Respective Responsibilities of the MYES, MLSS and NAYCOM and Potential areas of Duplicated Responsibilities

<table>
<thead>
<tr>
<th>No</th>
<th>Roles / Responsibilities</th>
<th>MYES Overlap?</th>
<th>MLSS Overlap?</th>
<th>NAYCOM Overlap?</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.8</td>
<td>Register youth groups and youth-serving organisations and</td>
<td>See above</td>
<td>See above</td>
<td>N/A</td>
<td></td>
</tr>
<tr>
<td>3.9</td>
<td>Do all other things as will contribute to the attainment of the object stated in subsection (1)</td>
<td>See above</td>
<td>See above</td>
<td>N/A</td>
<td></td>
</tr>
</tbody>
</table>

4.3 NAYCOM’s Strategic Niche: Separation of Planning, Monitoring & Regulation from Implementation Activities

It will be essential for NAYCOM to refrain from any implementation activity if it is to effectively perform its statutory roles of sector planning, coordination and quality-control/regulation. This would not preclude NAYCOM’s management of a strategic investment/challenge fund with which it can recognise service providers who have proven effective in implementation and who require resources to scale up activities. The criteria for access to the challenge funds must, however, be transparently documented and strictly maintained. The funds can also be utilised to test the viability of innovative activities which are conceived by NAYCOM; such as a National Youth Service Scheme. A critical requirement must be the independence, in spirit and in law, of the beneficiaries of challenge funds and the management and Board of NAYCOM or their families, friends or other connected parties.

NAYCOM should, as part of its essential transparency strategy, commit to applying the accounting, reporting and disclosure requirements of Composite Financial Reporting Standard 1 for Private and Public Not For Profit Entities that has been mandated for application for accounting periods commencing 1 January 2012 by the Council for Standards of Accounting, Auditing, Corporate & Institutional Governance (CSAAG). This would entail compliance with required disclosures of related party transactions by all NAYCOM related persons including the Board and staff. It will be an essential first step to building the credibility needed for the effective performance of NAYCOM’s role.

4.4 Towards a Comprehensive National Youth Development Plan: The role of the Key Youth Development Indicators (KYDIs)

Figure 1 is reproduced below for ease of reference:

---

24 https://sites.google.com/a/ica-sl.org/cs1/
The KYDI, as augmented in Section 3, provides a suitably broad set of indicators that can serve as a basis for what is arguably NAYCOM’s most critical statutory task i.e. the development of a comprehensive national youth development plan (“National Plan”) and regulatory and coordination actions related to its implementation by NAYCOM’s implementing partners. The National Plan will thus include at least six chapters, corresponding to the six elements of the KYDI.

NAYCOM’s role will be to develop a five year rolling plan starting from the period 2012 to 2017. As a rolling plan, at the end of each operational year, the lessons from implementation will be reviewed by NAYCOM and will provide the basis of its Annual “State and Prospects of our Youth Report” (“Annual Report”) to all stakeholders. The lessons will be incorporated into an adjusted plan for the remaining four years and an additional plan for a fifth year. For example, in 2012, an inaugural plan 2012-2017 will be developed. In 2013, an adjusted and extended plan 2013-2018 will be developed. An Annual Technical Conference (ATC) will be the primary vehicle for engaging stakeholders in this review and extension process on an annual basis. For this process to succeed, NAYCOM must be well organised, as most of the work must have been done in engagements with stakeholders over a period of up to six months before the ATC. The Annual Report should be issued at the commencement of each ATC.

It will be useful for communication purposes for NAYCOM to integrate the KYDI measures into a single composite rating that will indicate whether progress is being made in youth development. That is the intent of SEKYDI in Table 2 below.
Each indicator will receive an aggregate score between 0 and 100; with 100 representing full attainment of the youth development goals required for Sierra Leone to attain its 2035 vision of a middle income country. When this is true, the country’s youth profile should be broadly similar to other middle income countries with sustainable national economic strategies i.e. strategies that are not dependent on extractive or non-renewable assets, but on the production of goods and services that citizens and foreigners wish to buy. The practical meaning of “full attainment” of the youth development goals will be a matter for negotiation by all stakeholders, led by NAYCOM, in the process of the development of the National Plan.

Each KYDI indicator will then be multiplied by its weighting in SEKYDI. For example, if the goals of the Basic Demographics criteria are 60% met, then its contribution to the SEKYDI will be:

\[
\frac{a}{m} \times 0.16
\]

Where:

“a” is the evaluated actual performance i.e. 60%

and

“m” is the maximum potential rating i.e. 100%.

The SEKYDI contribution of Basic Demographics will be 9.6 points.

The value of the KYDIs as a basis for the development of the National Plan is that it incorporates the lessons of Sierra Leone’s global partners in relation to the vital targets for youth development and employment. In a globalised world, our youth must eventually acquire a profile that enables them to compete with the best of their peers internationally, if we are ever to secure our national aspirations for sustainable economic development, prosperity and national dignity. For this goal to be attained, Sierra Leone cannot rely on the transient revenues of extractive industries. Such revenues must be seen

---

25 A target of the SLCDT – see S 3.1.2
primarily as an opportunity for the country to invest in building the human, institutional and physical infrastructures. These critical infrastructures will enable our country to develop competitive and productive non-extractive industries in time for us to make the transition from an extractive led economy before our minerals are all dug out and/or the international demand for them collapses as they once did in the 1970s.

NAYCOM will have an important advocacy role for the allocation of adequate investments by GOSL and its international development partners to the National Plan and its implementation. It will also have a vital role in building and policing the essential youth serving human and institutional infrastructures in the public, not-for-profit and private sectors that will be a pre-requisite for any successful implementation of the National Plan. These essential human and institutional infrastructures are detailed in the Implementation Plan for this strategy that is detailed in Section 5.

4.5 Proposed Organisational Structure of NAYCOM

Given the analysis of this strategy, it is recommended that the Board establishes the following operating units:

- **Office of the Commissioner**, responsible for:
  - Stakeholder relationship management
  - Strategy planning and implementation monitoring
  - Publicity and advocacy.
- **Office of the Deputy Commissioner**, responsible for support to the Commissioner in his duties.
- **Department of Youth Development & Productive Citizenship Values** (“Youth Development”).
- **Department of Youth Employment** (“Youth Employment”).
- **Department of Finance, Resource Mobilisation & Performance Management/Appraisal** (“Finance”).
- **Department of Research, Planning, Monitoring & Evaluation** (“Research”).

The Heads of the departments should be professionals qualified to Masters-level (or equivalent professional qualification such as ACA (SL) or CIPD) at a recognised University and with at least 5 years of post qualification experience.

In order to ensure the best skills are brought to bear on a pressing national challenge, it is strongly recommended that the Head of Unit positions should be opened, and internationally advertised, to any Sierra Leonean (at home and in the Diaspora) to apply for the positions. Where it is difficult to source relevant skills and experience, consideration should be given to the employment of non-Sierra Leoneans for these key positions. This is a reflection of the dearth of available management skills in contemporary Sierra Leone which necessitates an open and strategic approach to the staffing of critical positions. With the successful implementation of the strategy, the need for this provision may not be as acute during the subsequent strategy period after 2018. This strategic approach to sourcing scarce skills is consistent with the policies deployed by developed nations who routinely recognise skills shortages and seek to attract relevant capacities from wherever they can be found. Indeed, the recommended LMIS will be a key tool for obtaining hard evidence of skills shortages in particular sectors.

NAYCOM should develop a regular cycle of training and development to cover:

- Induction of new staff
• Short, medium and long term training in general management, long term planning, project management, strategic negotiation, communication skills, social science research skills and other relevant technical disciplines (long term training should be delivered by distance learning wherever possible in order to avoid serious disruption to the operation of units in the absence of a key position holder).
• Performance management and appraisal skills.

Performance management and appraisal should be based on the principle of team/unit based appraisals and not on individual appraisals. In the experience of this strategy adviser, individual appraisals in the African context serve to reinforce the centrifugal values and behaviours of staff that come from diverse backgrounds, cultures and value systems. Team-based performance management and appraisal focus on the strategic results that a group of staff is expected to achieve and the work behaviours that are expected to facilitate the attainment of those results. In summary, staff are expected to “sink or swim” with the results of their workgroup, thus encouraging cohesive centripetal work values and behaviours.

4.6 Management of Stakeholders: KYDI Statistical Partners and KYDI Implementation Partners

4.6.1 Overview and Purpose
As lead coordinator, reporter and regulator of youth serving and youth group bodies, NAYCOM must develop a system for managing key relationships. It is expected that it will need to sign MOUs with key stakeholders including, but not limited to:

• For GOSL:
  o MYES (as lead partner)
  o Office of the President
  o NGO Unit/MOFED
  o Strategic Policy Unit, Office of the President
  o MLSS
  o ACC
  o Statistics Sierra Leone
  o Ministry of Education
• For other Political Parties represented in Parliament
  o Largest minority party (as lead partner)
  o Other minority parties
• For the Not For Profit/NGO Sector:
  o SLANGO (as lead partner)
  o Key Professional and Vocational Institutes
  o CSAAG Sierra Leone
• For the Profit Seeking Sector:
  o Sierra Leone Chamber of Commerce, Industry & Agriculture (as lead partner)
  o Sierra Leone Business Forum
• For the United Nations System
  o UNDP (as lead partner)

---

26 Centrifugal forces move objects away from a common centre; in this case, working against the common interests of an organisation. Centripetal forces encourage movement towards a centre; thus promoting social and organisational cohesion.
NAYCOM will need to distinguish between two types of partners, KYDI statistical partners and KYDI implementation partners.

Statistical partners will be those organisations who have a role in the production of primary statistics of a KYDI indicator. NAYCOM’s role will be to collate these statistics, on a timely basis, from statistical partners in order to allow for NAYCOM’s monitoring and reporting of progress. However, these aggregate statistics will not be enough to provide assurance of progress. They must be complemented and checked by reference to field evidence from implementation partners.

Implementation partners will be those youth serving and youth group bodies who will be responsible for the implementation of NAYCOM led national youth development strategy. NAYCOM will require these entities to structure their Annual Reports to enable the capture, by NAYCOM and other interested reviewers, of the KYDI indicator serviced by their activity and the financial and other material resources allocated to attaining those goals. This will be an important source of qualitative evidence of KYDI activities nationwide that will inform NAYCOM’s monitoring, reporting and regulation duties. In order to ensure that the information provided by implementation partners is reliable, NAYCOM will need to establish standards and codes for financial and operational (impact) reporting by youth serving and youth group bodies.

In the area of financial reporting, NAYCOM can build on the significant work already done by CSAAG Sierra Leone, the accounting standard setter which has developed a standard for not-for-profit reporting. The only additional requirement in this regard will be a requirement that implementation partners include in their audited financial reports, an additional note to the accounts that discloses the expenditures made on each KYDI indicator – to a level of detail that will be communicated by NAYCOM. This requirement can be incorporated into the accounting standard through an appropriate MOU between NAYCOM and CSAAG.

With regard to operational reporting on impact, there is a far less well developed infrastructure for quality control in this key area. The accounting and reporting standard produced by CSAAG provides some outline guidelines for operational reporting. But its main emphasis is on detailed standards for financial reporting. Other than this CSAAG requirement, there are no commonly agreed operational reporting standards nor are there any national requirements for the training and/or registration of persons who undertake impact assessment audits. NAYCOM will have to use its statutory powers of regulation to develop and obtain compliance with appropriate standards and codes for the production of operational activity reports and their auditing by regulated experts. It will also need to compel the public disclosure of independently audited impact assessment reports. This will be a major change to existing practices and will require determined action by NAYCOM to persuade stakeholders of the benefits of such action. The current informal system provides for a lot of action and spending but very little serious evidence of benefit to the target youth. The benefits of an orderly and regulated system will include a much more efficient, economical and effective use of scarce development resources in youth development activities. It will also provide reliable information on progress to meeting the national youth development strategy. Current practices are too weak to provide adequate, timely or reliable information
from implementation partners on their operational activities. Even where done, impact assessment audits tend to be delivered in ambiguous language and retained within the commissioning youth serving entity. There is significant scope for conflict of interests where the commissioning youth serving body directly employs the impact auditor, especially where there is professional oversight of the conduct of impact auditors or of the content/quality of their report. This is a very important weakness in the national regulatory system and will seriously undermine NAYCOM’s ability to perform its monitoring and regulation function unless it takes the lead in setting appropriate standards for operational impact reporting and auditing. Without these standards and codes, NAYCOM will not be in a position to provide credible information on progress towards meeting the KYDI targets. The information provided by KYDI statistical partners must be complemented by timely, reliable and accurate evidence from the field by KYDI implementing partners. Only then can NAYCOM be assured of its ability to report on its attainment of its statutory goals.

4.6.2 Identification of KYDI Statistical Partners

In each calendar year, NAYCOM shall commence planning for identification and contracting with KYDI statistical partners in the subsequent year according to the following calendar:

- 1 April: Submission of a calendar/schedule of proposed KYDI Indicators and their expected release date for the subsequent year to the Board. This schedule shall be based on a review of the experience of the previous year and the current year to date. It shall also be based on projections of expected resources and constraints for the forthcoming year. The schedule shall include a listing of national and external stakeholders who will be necessary to the attainment of the goals.
- 1 June: Final approval of the schedule by the Board. Commencement of formal negotiations with the proposed stakeholders.
- 1 September: Final signature of Memorandum of Agreements (MOAs) with statistical partners.

4.6.3 Engagement & Performance Management of Statistical Partners

A standard Memorandum of Agreement (MOA) shall be drafted by NAYCOM and adapted to the requirements of each statistical partner. The MOA shall include, but not be limited to the following elements:

- The period covered by the MOA.
- Identification of the KYDI Indicator(s) on which the stakeholder will be expected to cooperate.
- Identification of the Phase of Operations (POA) to which the stakeholder is expected to participate. POA’s shall distinguish between:
  - P1-Producer of final form KYDI indicator
  - P2-Producer of intermediate form processed data that forms a part of a final KYDI Indicator
  - S1- Provider of financial, material or human resource support to NAYCOM administration or operations for the production of KYDI Indicators
  - S2- Provider of financial, material or human resource support to NAYCOM administration or operations for the information, education and communication of completed KYDI Indicators produced by NAYCOM.
- Statement of the information, human, material and/or financial obligations of NAYCOM and the stakeholder.
Table of timelines showing the earliest and latest dates for the delivery of the obligations of each NAYCOM and the stakeholder.

Identification of the responsible officers, and their contact details, in NAYCOM and the stakeholder who will be held accountable for the attainment of the objectives of the MOA.

Statement of any benefits accruing to the stakeholder in return for its successful execution of the MOA (for example, subsidised attendance at NAYCOM’s Annual Technical Conference or privileged early access to the full schedule of draft and/or finalised KYDI indicators).

MOA’s shall be allocated a unique 7 character sequential alphanumeric identifier thus:

- AAA-BB-NN

Where:

- AAA shall be a unique three character alpha reference for the stakeholder e.g. UNDP Sierra Leone may be identified by “UND”.
- BB shall be a unique two character alpha reference for the country in which the stakeholder is located e.g. SL for Sierra Leone. This shall use a standard international reference for countries that will be selected by NAYCOM and use consistently thereafter.
- NN shall be a unique sequential number, starting from 01 that will identify the number of MOAs that have been signed with the stakeholder e.g. UND-SL-002 may be the second MOA signed with UNDP Sierra Leone.

MOAs shall be filed in a lever arch file by stakeholder and within each stakeholder’s section, in increasing number order. A complete register of all MOA identifiers shall be maintained at the front of the file, for easy reference. An electronic copy of each MOA and the register shall be maintained in a special computer folder:

- C/MyDocuments/NAYCOM/Administration/KYDI-MOA.

An Engagement File (EF) shall be maintained for each stakeholder for each year of operation. The EF shall be identified with the unique MOA identifier stated above. Each EF shall have the following sections:

- A – Proposal documentation – including documents and correspondence relating to the negotiations leading to the MOA.
- B – Work plan – detailing the agreed and any revised work plan; plus details of any allocations of human resources by the parties to the MOA and their utilisation.
- C – Correspondence – including any general correspondence during the term of the MOA.
- D – Data collection & analysis – including any raw data exchanged between the parties during the term of the MOA and any analysis (processing) of that raw data.
- E – Financial Management – including all correspondence related to financial or material resources contributed by either party.
- F – Deliverables – includes a memorandum/report prepared by NAYCOM Commissioner, discussed with the stakeholder and incorporating the stakeholders’ comments, showing details of the final impact of the collaboration, including an assessment of any constraints, successes and learning points. Also includes details of mutual performance management and appraisal of the parties for the current MOA term.
EF’s shall be maintained in an appropriate physical file. An electronic copy of each EF shall be maintained in a special computer folder:

- C/MyDocuments/NAYCOM/Operations/Year/Stakeholder-identifier.

### 4.6.4 Monitoring of the progress of Statistical and Implementation Partners

The Commissioner shall prepare Progress Reports each calendar quarter that informs the Board on the status of attainment of the Annual Calendar of KYDI Statistical Indicators and the performance of each statistical partner relative to their MOA obligations. The Progress Reports shall be filed in section F of the EF including a note of the Board’s recommendation for action.

The Commissioner will also provide regular updates to the Board on the implementation partners who are expected to publish financial and/or operational activity reports during each calendar quarter. The update will include the extent to which implementation partners have been complying with NAYCOM requirements for the provision of information and their use of NAYCOM sanctioned reporting and auditing standards and practices.

### 4.7 Information, Education & Communication (IEC) as a key driver of a National Youth Development Plan

As indicated in the sub-section on Education and Productive Citizenship values within Section 3.1.3, Sierra Leonean society appears to suffer from an unfortunate mix of historical and social factors that render it particularly vulnerable to the emergence of regressive social norms that create and entrench economic poverty, especially among vulnerable youth. The level of poverty in Sierra Leone appears to be strongly linked to a contemporary prevalence of low personal integrity, a high level of interpersonal and social mistrust and acutely high levels of alienation of individuals from their organisations and their country. This syndrome has been described as Societal Cynicism, in the international literature. If Sierra Leone was a patient, this would likely be the scientific diagnosis of the ailment.

At the individual level, Social Cynicism refers to “a negative view of human nature, a view that life produces unhappiness, that people exploit others, and a mistrust of social institutions” (Bond, Leung et al (2004: 553)\(^{27}\)). At the collective level, Societal Cynicism relates to “a lower emphasis on striving for high performance”, which is unsurprising “if there is a general suspicion of the social system and a general expectation of negative outcomes” (Bond, Leung et al (2004: 559)). If the evidence is accurate, this indicates that NAYCOM must integrate, into its youth development strategy, an appropriate system-wide response to mitigating this systemic phenomenon that affects youths as much as it does more mature citizens. NAYCOM must identify and advocate evidence-based values and practices that must be encouraged as a substitute for the corrosive values of Societal Cynicism. In this effort, it must be a pusher, challenger, motivator and compeller of system-wide efforts by youth serving and youth group bodies in the private, not-for-profit and public sectors. The proposed regulatory activities detailed in S 4.6.1 would be a vital contributor to building societal confidence and credibility in the activities of the youth serving and youth group sector.

---

In general, NAYCOM’s essential IEC strategy, if it is to be credible, must be supported by the 4 Es as outlined in the figure below.

Figure 2: The 4Es – Key Principles of NAYCOM’s Information, Education and Communication Strategy

The four Es stand for:

- **Exemplify** – this is a critical duty of NAYCOM, to lead from the front by ensuring that it practices what it preaches to the youth serving and youth group sectors about service to the national interest, focus on the agreed national development strategy, transparency in implementation of NAYCOM’s responsibilities, and IEC messages that are consistent with NAYCOM’s observed practices and standards.

- **Engage** – with a broad spectrum of youth beneficiaries, statistical and implementation partners and the wider public at large, keeping all parties informed of progress on NAYCOM’s goals and the national youth strategy in a serious two way communication system.

- **Enable** – the target youth to understand the personal and systemic problems that create and entrench poverty and disadvantage; and empower them with the understanding of the relevance of the national youth strategy to the improvement of their personal, social and working lives. Ensure that the implementation of the strategy delivers real benefits in capacity and creative

---

development through credible evidence of programme impact in enhancing the international competitiveness of Sierra Leonean youth in a globalised world.

- **Encourage** - be prepared to back up IEC messages with formal, transparent and publicly available compliance structures to persuade stakeholders of the importance of compliance with agreed standards and codes in the development, implementation, reporting and auditing of resource allocation and programme impact.

NAYCOM must facilitate strategic culture change among Sierra Leonean youth as part of its preparation of them for sustainable employment. This can, however, only reasonably be attained if it practices the same principles in its own operations. Such principles should be publicised, as part of its “Contract with Sierra Leonean Youth” as part of the essential development of the institutionalised cultural capital of NAYCOM.

The **Contract with Sierra Leonean Youth (CSLY)** should be a **mutual** statement of Goals, Rights, Duties & Obligations, Values and Behavioural Expectations that should be signed between NAYCOM and representatives of youth. The CSLY should be consistent with this strategy and with the national youth development strategy. Its goal should be to raise awareness of the harm of Social and Societal Cynicism and to highlight the benefits to individuals and to society of remedial and productive values and practices. It should also serve to communicate the KYDIs as a basis for action by NAYCOM.

Another major challenge facing NAYCOM, in its operating context, will be to secure the timely use of its KYDI Indicators as an input to evidence based decision making by public, private and not-for-profit sector stakeholders. Decisions made without firmly based evidence are at a high risk of dysfunctionality and may actually do more harm than good. Goals attained in an environment of weak respect for evidence are mainly attributable to luck rather than design.

The IEC function of NAYCOM will also be structured to stimulate this demand for evidence through an evolving cycle of activities. Some activities may require NAYCOM staff resources. Others may require specialist expertise (for example, in teaching techniques for the interpretation of some KYDI Indicators) for a limited time. An appropriate budget must be developed for this essential activity.

The basic tools of the IEC function will include – but not limited to- the following; which must be delivered within the overarching guidelines of the 4 Es:

- **Website**: A NAYCOM website will include copies of all statistical reports and guidelines to interpretation.
- **Ad hoc Statistical reports**: these will be produced whenever an indicator is released for public consumption. They will include guidelines on the interpretation of the information. A cost recovery charge will be levied for any physical copies.
- **Annual Compilation of Statistics**: These will be produced within the first quarter of each succeeding year i.e. by 31 March. It will include all indicators produced for the preceding year. It will include guidelines on the interpretation of the information. A cost recovery charge will be levied for any physical copies.
- **Annual Stakeholder survey**: This provides a platform for raising the awareness of stakeholders of the importance of KYDI indicators. The survey should be accompanied by explanatory notes that serve to educate the participant. Further, the survey should be supported by contemporaneous radio discussions and press articles that increase the awareness and insight of stakeholders in particular and the public in general.
• Annual Youth Values Survey: Using statistically rigorous techniques, this will provide evidence of any changes in the values and social expectations of Sierra Leonean youth and will be a key measure of NAYCOM’s success in persuading the youth of the counterproductive effects of Social and Societal Cynicism.

• Mass Media: At least one radio discussion and one press article should be undertaken each calendar quarter. Subject to resources, the same rule should apply to TV discussions. The fourth quarter (1 October to 31 December) of each year should be devoted to engaging with youths at school and university.

• School and University outreach: An annual plan for outreach to secondary schools and the Universities should be made. This should include a mix of:
  - teaching (e.g. through simplified pamphlets explaining the value of KYDI and face to face presentations),
  - encouragement of enquiry, reflection and research (e.g. through essay competitions for secondary schools and research competitions for University students),
  - interaction in mass media – where students take active part and lead mass media campaigns designed by NAYCOM in the fourth quarter of each year. The fourth quarter is the first term of the new school year and will be most amenable to the allocation of time by students. Other terms will be nearer to examination time.
  - participation in an Annual Technical Conference: where a slot should be allocated to successful secondary and university students to present their award winning work and to interact with the wider stakeholder community.

• Annual Technical Conference – to be scheduled for the third quarter of each calendar year (1 July to 30 September). It will provide a basis for the review of indicators produced in the previous year and a discussion of the interpretation and policy implications of such information. Stakeholders should be encouraged to make independent presentations in this regard. Award winning students from the previous year will present their work and interact with the wider stakeholder community. NAYCOM and contracted external experts (as required) will make presentations and lead discussions on the lessons learned, interpretations and policy implications, and the proposed annual calendar for the subsequent year. The discussion of the proposed calendar will include a detailed presentation of the evaluation of the criteria that supported the development of the calendar. The findings of any new external technical audit will be presented to stakeholders together with proposals for improvement. The conference will be supported by heightened mass media activity before, during and after the event.

4.8 Biennial External Technical Audit

At least every second year, an external technical audit will be secured from an independent expert. This will assess the quality of the KYDI indicators produced by NAYCOM and will make recommendations for improvements where necessary. Quality will be assessed by reference to recognised external standard setting bodies (e.g. UNDESA in the case of KYDI indicators). The auditor shall present a draft report directly to the Board, with the Commissioner being provided an opportunity to have comments inserted and evaluated into the final report. The findings of the audit shall be timed to be presented to the Annual Technical Conference of the year in which it is performed.
### 5. Implementation Plan

<table>
<thead>
<tr>
<th>Risk ID</th>
<th>Risk/Opportunity Description</th>
<th>Risk/Opportunity Response</th>
<th>Internal Delivery Mechanism</th>
<th>External Delivery Partners</th>
<th>Implementation and Monitoring &amp; Evaluation tactics</th>
<th>Priority Class</th>
<th>Start Year</th>
<th>Estimated Annual Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>6-13(#5)</td>
<td>Encouraging innovation – NAYCOM Challenge Fund</td>
<td>NAYCOM will not implement any projects. Its role will be: • Sector planning • Resource coordination • Risk mitigation • Oversight regulation, monitoring, evaluation and discipline. It will have a KYDI based Challenge Fund that will have transparent criteria for access by any NAYCOM registered Youth Group or Youth Serving Organisation in the private, public or Not For Profit sectors. The Challenge Fund will include the six elements of the KYDI.</td>
<td>Office of the Commissioner, coordinating inputs from all depts.</td>
<td>NAYCOM registered Youth Group or Youth Serving Organisation in the private, public or Not For Profit sectors.</td>
<td>Youth training schemes and a National Youth Service Scheme, if effectively designed, can be funded under this initiative.</td>
<td>1</td>
<td>2012</td>
<td>US$40,000 pa</td>
</tr>
<tr>
<td>Risk ID</td>
<td>Risk/Opportunity Description</td>
<td>Risk/Opportunity Response</td>
<td>Implementation and Monitoring &amp; Evaluation tactics</td>
<td>Priority Class</td>
<td>Start Year</td>
<td>Estimated Annual Funding</td>
<td></td>
<td></td>
</tr>
<tr>
<td>---------</td>
<td>----------------------------</td>
<td>---------------------------</td>
<td>--------------------------------------------------</td>
<td>----------------</td>
<td>------------</td>
<td>-------------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6-13</td>
<td>Developing a comprehensive youth sector master plan</td>
<td>Develop a master plan that is based on the structure of the KYDI. Establish mechanism for a five year rolling plan that is updated annually at each Annual Technical Conference (ATC). Ensure full participation, pre-approval of planning processes and ownership of the final plan by the governing Commission of NAYCOM - in compliance with statutory requirements (Risk ID 14).</td>
<td>ATC provides basis for evaluating plan vs. actual for the most recent available year for which evidence is available. ATC also provides structure for consulting with stakeholders on the goals for the next five years. After the first year, when the first 5 year master plan is developed, this will be based on adjustments to the pre-existing plans for four years plus a new, follow through, plan for the fifth year (which latter would have fallen into the planning horizon). The master plan would be developed from a Call for Papers (based on the six KYDI elements) issued to stakeholders. This would have been evaluated and honed into a coherent draft plan by NAYCOM over a structured consultation timetable for the six months preceding each ATC. The master plan will form the agreed basis for investments by all stakeholders. Any deviation from the plan by a stakeholder must be clearly highlighted, before implementation, in its Annual Planning Deviation Report (APDR) to NAYCOM together with a justification for the deviation. Together with the APDA (Annual Planning Deviation Advice) issued in response by NAYCOM, it should also be prominently disclosed in the Annual Audited External Report &amp; Accounts (AAERA) of the stakeholder. AAERA must have a KYDI Matrix that discloses the resources expended and the activities undertaken for each of the six elements of the KYDI. NAYCOM may consider the feasibility of the KYDI Matrix being provided, on an unaupted basis, on a six monthly or quarterly calendar to enable a timelier M&amp;E of activity. The KYDI Matrix will be based on standard reporting codes (within each KYDI element) that will be enhanced by NAYCOM, in consultation with stakeholders, in light of experience.</td>
<td>1</td>
<td>Year 1, June 2012 to March 2013</td>
<td>Year 2, six months prior to ATC</td>
<td>Year 1: US$350,000</td>
<td>Subsequent Years: US$20,000</td>
</tr>
<tr>
<td>Risk ID</td>
<td>Risk/Opportunity Description</td>
<td>Risk/Opportunity Response</td>
<td>Internal Delivery Mechanism</td>
<td>External Delivery Partners</td>
<td>Implementation and Monitoring &amp; Evaluation tactics</td>
<td>Priority Class</td>
<td>Start Year</td>
<td>Estimated Annual Funding</td>
</tr>
<tr>
<td>---------</td>
<td>--------------------------------</td>
<td>---------------------------</td>
<td>----------------------------</td>
<td>---------------------------</td>
<td>-----------------------------------------------</td>
<td>---------------</td>
<td>------------</td>
<td>------------------------</td>
</tr>
<tr>
<td>14</td>
<td>Board to monitor the effectiveness of NAYCOM</td>
<td>Establish and provide adequate resources for the effective operation of a Monitoring &amp; Evaluation sub-committee of the Board.</td>
<td>Board. Office of the Commissioner</td>
<td>N/A</td>
<td>The sub-committee will receive and review the regular (at least quarterly) operations updates from the Commissioner on the implementation of the strategy and sector master plan. It will have access to resources to hire an independent external expert to periodically provide support and training to the sub-committee in the performance of its duties. It will make recommendations to the full Board, based on its reviews. It will approve the content of the Annual State of our Youth Report and the operations reporting included in the Annual Audited Report and Accounts of NAYCOM.</td>
<td>1</td>
<td>2012</td>
<td>$10,000 pa</td>
</tr>
<tr>
<td>15</td>
<td>Board to monitor the effectiveness of NAYCOM</td>
<td>Establish and provide adequate resources for the effective operation of an Audit sub-committee of the Board.</td>
<td>Board. Office of the Commissioner</td>
<td>N/A</td>
<td>The sub-committee will receive and review the regular (at least quarterly) financial updates from the Commissioner on the implementation of the strategy and sector master plan. It will have access to resources to hire an independent external expert to periodically provide support and training to the sub-committee in the performance of its duties. It will make recommendations to the full Board, based on its reviews. It will approve the financial reporting included in the Annual Audited Report and Accounts of NAYCOM. It will ensure that the Audited Report is based applicable accounting standards issued by CSAAG i.e. CS1 – accounting standard for public and private not for profit entities. It will ensure that full disclosure of any related party transactions will be made in line with the accounting standard.</td>
<td>1</td>
<td>2012</td>
<td>$10,000 pa</td>
</tr>
<tr>
<td>Risk ID</td>
<td>Risk/Opportunity Description</td>
<td>Risk/Opportunity Response</td>
<td>Internal Delivery Mechanism</td>
<td>External Delivery Partners</td>
<td>Implementation and Monitoring &amp; Evaluation tactics</td>
<td>Priority</td>
<td>Start Year</td>
<td>Estimated Annual Funding</td>
</tr>
<tr>
<td>---------</td>
<td>-------------------------------</td>
<td>---------------------------</td>
<td>-----------------------------</td>
<td>---------------------------</td>
<td>-----------------------------------------------</td>
<td>---------</td>
<td>-----------</td>
<td>-------------------------</td>
</tr>
<tr>
<td>4 &amp; 16</td>
<td>Harnessing IEC opportunities of ICT advances</td>
<td>Establish static (one way) and interactive (two way) communication media. Static includes a website, newspaper articles and an email newsletter. Interactive includes a presence on Facebook, Twitter and LinkedIn as well as traditional media such as TV and Radio discussion and phone-in forums. Establish a membership and recognition/awards scheme including individuals and corporate/organisational (including other public sector bodies) and a “constitution” detailing respective rights and obligations of members and NAYCOM based on the proposed Contract with Sierra Leonean Youth (CSLY- see S 3.2.2/Risk ID 16). Target a minimum of one interaction per media per month. It is essential, for its long term effectiveness, that NAYCOM be seen as an impartial server of the national interest and not as a partisan instrument of the government of the day. This will require sustained IEC with governments.</td>
<td>Youth Development Dept in cooperation with Youth Employment &amp; Research Depts</td>
<td>MYES. MLSS. MOFED. Chamber of Commerc e. SLANGO. CBOs.</td>
<td>The Goal should be to effectively communicate an evidence-based (KYDI) understanding of the challenges facing SL youth. Also, to engage stakeholders in the proposed responses of NAYCOM and to incorporate their comments into the self-evaluation of the implementation process. Incorporate key issues/experiences from stakeholder interactions into quarterly reports to the governing Commission and in Annual External Report &amp; State of the Youth Report to stakeholders. Build into Policy Advocacy and improvements in implementation activities.</td>
<td>1</td>
<td>2012</td>
<td>$50,000 pa</td>
</tr>
<tr>
<td>Risk ID</td>
<td>Risk/Opportunity Description</td>
<td>Risk/Opportunity Response</td>
<td>Internal Delivery Mechanism</td>
<td>External Delivery Partners</td>
<td>Implementation and Monitoring &amp; Evaluation tactics</td>
<td>Priority Class</td>
<td>Start Year</td>
<td>Estimated Annual Funding</td>
</tr>
<tr>
<td>--------</td>
<td>------------------------------</td>
<td>---------------------------</td>
<td>----------------------------</td>
<td>----------------------------</td>
<td>-----------------------------------------------</td>
<td>----------------</td>
<td>-----------</td>
<td>-------------------------</td>
</tr>
<tr>
<td>5 &amp; 16 &amp; 17</td>
<td>NAYCOM to be perceived as a technocratic servant of the national/common interest, independent of narrow agendas of any government of the day</td>
<td>Establish and maintain high and integrated standards and codes of integrity, professional conduct, performance management, appraisal, conditions of service, discipline and grievance handling for all staff. Merit and performance must be seen as the basis for entry, progression and exit of all staff and management. Appraisals should be based on team/unit attainment of strategic goals and not on individual performance. This will encourage responsible behaviours in the service of NAYCOM's goals, and will deter excessive self-interest that typifies the Sierra Leonean context. Develop service delivery values, principles and processes – aligned with the strategic vision and mission – that define Dos and Don'ts for the behaviour of staff and the policies of NAYCOM. These values should be the foundation of MOUs to be signed with key stakeholders including GOSL. Ensure broad stakeholder involvement in the validation of the first and subsequent strategy plans and annual operational plans derived from strategies – to provide evidence of their response to the common national interest. The staff management processes and organisational values should be developed in transparent consultation with all stakeholders to ensure full understanding and commitment by stakeholders.</td>
<td>Office of the Commissioner in cooperation with Dept of Finance, Resource Mobilisation &amp; Performance Management/ Appraisal (&quot;Finance&quot;)</td>
<td>Office of the President. MYES. MLSS. SPU. MOFED. Chamber of Commerce. SLANGO. CBOs.</td>
<td>Incorporate process development milestones into regular stakeholder interactions (see Risk ID 4); into quarterly reports to the governing Commission and in Annual External Report &amp; State of the Youth Report to stakeholders. Build into policy advocacy and stakeholder awareness activities.</td>
<td>1</td>
<td>2012-2013</td>
<td>Set up costs for systems development and preparation of Administration and Operational Manual US$75,000</td>
</tr>
<tr>
<td>Risk ID</td>
<td>Risk/Opportunity Description</td>
<td>Risk/Opportunity Response</td>
<td>Internal Delivery Mechanism</td>
<td>External Delivery Partners</td>
<td>Implementation and Monitoring &amp; Evaluation tactics</td>
<td>Priority Class</td>
<td>Start Year</td>
<td>Estimated Annual Funding</td>
</tr>
<tr>
<td>---------</td>
<td>------------------------------</td>
<td>---------------------------</td>
<td>-----------------------------</td>
<td>---------------------------</td>
<td>---------------------------------</td>
<td>----------------</td>
<td>-----------</td>
<td>--------------------------</td>
</tr>
<tr>
<td>6-13 &amp; 15 (#1)</td>
<td>Quality Assurance – Registering Youth Groups and Youth Serving Groups</td>
<td>To ensure that NAYCOM is credible in its statutory requirement to register and coordinate youth groups (YOGs) and youth serving organisations (YSOs), they will be required to be registered every three years by NAYCOM in order to be approved to operate in the sector in Sierra Leone. A fee – based on average incoming resources for the three years since the last registration (as disclosed in the AAERA) - will be levied to cover the reasonable costs of registration, monitoring and evaluation of YOGs and YSOs by NAYCOM. The criteria for registration will be prepared and periodically reviewed by NAYCOM. It will include acceptable levels of compliance with the priorities of the sectoral master plan developed by NAYCOM. It will also include acceptable results of the independent impact assessment of work done by the YOG or YSO in the three years since the last renewal of registration.</td>
<td>Office of the Deputy Commissioner, in cooperation with the Research dept.</td>
<td>YOGs, YSOs, MOFED NGO Unit, Chamber of Commerce, SLANGO, General Legal Council (GLC).</td>
<td>All entities will be granted automatic provisional registration upon the third anniversary of their last registration date. That provisional registration shall not exceed one year, which period will cover the evaluation of the application for renewal and any appeal against a refusal. If refused registration, YOGs and YSOs will have the right of appeal to a binding arbitration panel comprised of representatives of the MOFED NGO Unit, the Chamber of Commerce, SLANGO and the General Legal Council (GLC). The panel will be chaired by the GLC representative. Detailed operating procedures, which shall be publicly disclosed, will be developed for the panel. Secretarial support and necessary facilities and logistics shall be provided by NAYCOM. Its deliberations shall be in public and for the public record. The minutes and binding conclusion shall be disclosed in NAYCOM’s website together with a register of all arbitration panel proceedings. Any dissenting opinion by a member of the panel shall be disclosed in full within the minutes, together with a justification by the majority for the rejection of the minority opinion. The appellant shall be responsible for all costs of the appeal, unless otherwise decided by the panel. A YOG/YSO registration can be revoked at any time by NAYCOM if there is evidence of serious misconduct. The detailed regulatory policies and procedures shall be developed by NAYCOM, including provisions for lesser sanctions in the event of lesser offences.</td>
<td>2</td>
<td>Jan-Dec 2013</td>
<td>Year 2: $50,000 for IEC</td>
</tr>
<tr>
<td>Risk ID</td>
<td>Risk/Opportunity Description</td>
<td>Risk/Opportunity Response</td>
<td>Internal Delivery Mechanism</td>
<td>External Delivery Partners</td>
<td>Implementation and Monitoring &amp; Evaluation tactics</td>
<td>Priority Class</td>
<td>Start Year</td>
<td>Estimated Annual Funding</td>
</tr>
<tr>
<td>---------</td>
<td>-------------------------------</td>
<td>---------------------------</td>
<td>-----------------------------</td>
<td>---------------------------</td>
<td>-------------------------------------------------</td>
<td>----------------</td>
<td>------------</td>
<td>--------------------------</td>
</tr>
<tr>
<td>3</td>
<td>Potential crisis of unfulfilled youth expectations</td>
<td>Develop and regularly (at least annually) administer research instrument on youth capacity, youth expectations and gaps between capacity and expectations. Provide early warning alerts to policy makers. Monitor and evaluate responses by policy makers.</td>
<td>Youth Development Dept in cooperation with Research Dept</td>
<td>MYES, MLSS, MOFED, SPU (office of the President), National Planning Commission (when established), Chamber of Commerce, SLANGO, CBOs.</td>
<td>Incorporate findings into quarterly reports to the governing Commission and in Annual External Report &amp; State of the Youth Report to stakeholders. Build into Policy Advocacy and Stakeholder awareness activities.</td>
<td>3</td>
<td>2013</td>
<td>US$10,000 pa</td>
</tr>
<tr>
<td>Risk ID</td>
<td>Risk/Opportunity Description</td>
<td>Risk/Opportunity Response</td>
<td>Internal Delivery Mechanism</td>
<td>External Delivery Partners</td>
<td>Implementation and Monitoring &amp; Evaluation tactics</td>
<td>Priority Class</td>
<td>Start Year</td>
<td>Estimated Annual Funding</td>
</tr>
<tr>
<td>---------</td>
<td>------------------------------</td>
<td>---------------------------</td>
<td>----------------------------</td>
<td>---------------------------</td>
<td>---------------------------------------------------</td>
<td>----------------</td>
<td>------------</td>
<td>--------------------------</td>
</tr>
<tr>
<td>6-13 &amp; 15 (#2)</td>
<td>Quality Assurance – Establishing curricula and qualifications framework for NAYCOM Authorised Independent Impact Assessors</td>
<td>To ensure that NAYCOM receives credible information on the impact of work done by YOGs and YSOs, any impact assessment team must be led by a NAYCOM authorised Independent Impact Assessor (NIIA) who has obtained a NAYCOM approved Post Graduate Certificate in Management Studies with specialisation in Impact Assessment. The programme should only be open to persons with a second class or higher honours degree in any discipline. The Certificate must be obtained from a NAYCOM approved programme at a NAYCOM approved University.</td>
<td>Office of the Deputy Commissioner, in cooperation with the Research dept.</td>
<td>Sierra Leone Universities, Other collaborating overseas universities.</td>
<td>NAYCOM will fund the development of a one-year Post Graduate Certificate with at least one Sierra Leonean university possibly in technical cooperation with the distance learning post graduate programmes of a credible non-Sierra Leonean university. In principle, the Sierra Leonean universities can be responsible for teaching and research project assessment, whilst the international partner sets curricula and exams for the three examinable subjects. Certificates can be issued by both the international and the national partner universities. Curriculum shall include examinable knowledge in three subjects i.e. Project Management, Making Strategies Work and Introduction to Business and Social Research. In addition, an Impact Assessment Project shall be done utilising a NAYCOM approved Impact Assessment Methodology such as FJP’s SEPI© (Structured Evaluation of Programme Impact) which will draw on the knowledge gained from the examinable subjects. The target will be for the first qualified NIIAs to graduate by the third anniversary of the start of the implementation of this first NAYCOM strategy plan.</td>
<td>3</td>
<td>Jun 2012-Sept 2013 Programme launched in October 2013</td>
<td>Year 1: $75,000 for curriculum development &amp; local and international universities, As for IEC</td>
</tr>
<tr>
<td>Risk ID</td>
<td>Risk/Opportunity Description</td>
<td>Risk/Opportunity Response</td>
<td>Internal Delivery Mechanism</td>
<td>External Delivery Partners</td>
<td>Implementation and Monitoring &amp; Evaluation tactics</td>
<td>Priority Class</td>
<td>Start Year</td>
<td>Estimated Annual Funding</td>
</tr>
<tr>
<td>---------</td>
<td>------------------------------</td>
<td>--------------------------</td>
<td>-----------------------------</td>
<td>----------------------------</td>
<td>-----------------------------------------------</td>
<td>----------------</td>
<td>------------</td>
<td>--------------------------</td>
</tr>
<tr>
<td>6-13 &amp; 15 (#3)</td>
<td>Quality Assurance – Registration and professional discipline of NAYCOM Authorised Independent Impact Assessors</td>
<td>To ensure that NAYCOM can rely on the professional integrity and independence of NIIAs, operating codes of conduct and reporting formats shall be mandatory for NIIAs. They will also be required to undertake a minimum annual number of hours of continuing professional education courses. An annual registration fee will be levied, reflecting reasonable costs of administration.</td>
<td>Office of the Deputy Commissioner, in cooperation with the Research dept.</td>
<td>YOGs. YSOs. MOFED NGO Unit. Chamber of Commerce. SLANGO. CSAAG Sierra Leone. General Legal Council (GLC).</td>
<td>NIIAs will be subject to a three yearly registration process akin to that for YSOs and YOGs, with similar processes for appeal. The appeal panel shall be expanded to include a member of CSAAG Sierra Leone. A NIIA’s registration can be revoked at any time by NAYCOM if there is evidence of serious misconduct. The detailed regulatory policies and procedures shall be developed by NAYCOM, including provisions for lesser sanctions in the event of lesser offences. Appropriate transitional registration measures shall be designed for the period leading up to the graduation of the first NIIAs.</td>
<td>3</td>
<td>2014</td>
<td>US$50,000 to be defrayed by registration fees levied on practitioners and auditees. Year 2: US$3,000 to be defrayed by registration fees levied on practitioners and auditees.</td>
</tr>
<tr>
<td>1</td>
<td>Return of Diaspora</td>
<td>Develop criteria for evaluation. Monitor and report on impact – numbers, skills/sectors.</td>
<td>Youth Employment Dept in cooperation with Research Dept</td>
<td>Office of Diaspora (Office of the President) Chamber of Commerce. SLANGO</td>
<td>Incorporate findings into quarterly reports to the governing Commission and in Annual External Report &amp; State of the Youth Report to stakeholders</td>
<td>4</td>
<td>2014</td>
<td>US$500 pa</td>
</tr>
<tr>
<td>Risk ID</td>
<td>Risk/Oppportunity Description</td>
<td>Risk/Oppportunity Response</td>
<td>Internal Delivery Mechanism</td>
<td>External Delivery Partners</td>
<td>Implementation and Monitoring &amp; Evaluation tactics</td>
<td>Priority Class</td>
<td>Start Year</td>
<td>Estimated Annual Funding</td>
</tr>
<tr>
<td>---------</td>
<td>--------------------------------</td>
<td>-----------------------------</td>
<td>------------------------------</td>
<td>---------------------------</td>
<td>-------------------------------------------------</td>
<td>----------------</td>
<td>------------</td>
<td>--------------------------</td>
</tr>
</tbody>
</table>

End of Document. Appendix follows.
Appendix 1: Questionnaire for the Perception Survey of Key National Stakeholders
1. Introduction
In December 2009, the Government of Sierra Leone established a National Youth Commission (NAYCOM) with the objective of empowering youth to develop their potential. To support the development of a long term plan of action, an expert from FJP Development and Management Consultants has been retained by the UNDP on behalf of NAYCOM. This ten minute survey seeks to obtain your perception of NAYCOM as an input to this process. Unless you authorise us, your response will be treated as strictly confidential, and will be retained within FJP’s engagement files. Your response will be used for the purpose of the assignment without the identification, in the main report, of the individual or organisation providing a response. Any such identification in the main report will require your express written authorisation to FJP in section 3.7 & 3.8 below.

2. Address for responses
A physical copy of this response can be sent to:
Omodele R.N. Jones
UNDP contracted Strategic Planning Expert
FJP Development & Management Consultants
62 Liverpool Street
Freetown

An electronic response can be sent to:
admin@fjp-consulting.com

For further information on FJP, visit:
www.fjp-consulting.com

3. Information about you and your organisation

<table>
<thead>
<tr>
<th>3.1 Your Organisation:</th>
<th>Central Govt</th>
<th>Local Govt</th>
<th>Parastatal/autonomous agency</th>
<th>Private Profit-Seeking sector</th>
<th>Not-For-Profit sector</th>
<th>Inter-governmental organisation</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.2 Your sector? (tick one only)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.3 Your Last Name:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.4 Your First Name:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.5 Your Job Title:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.6 Your Email Address:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.7 Do you authorise FJP to disclose the identity of your organisation in the main report?</td>
<td>Yes</td>
<td>NO</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.8 Do you authorise FJP to disclose your personal identity in the main report?</td>
<td>Yes</td>
<td>NO</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.9 Your signature</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.10 Date this survey was completed</td>
<td>DD/MM/YYYY</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Key: Q= question. A= Your answer. Thank you for your time!

### Section 1: Awareness

<table>
<thead>
<tr>
<th>Q1.1 What age range do you expect to be serviced by the activities of NAYCOM (tick one only)?</th>
</tr>
</thead>
<tbody>
<tr>
<td>A1.1</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Q1.2 What is your understanding of the official mandate of NAYCOM?</th>
</tr>
</thead>
<tbody>
<tr>
<td>A1.2</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Q1.3 Please give any three specific examples of actions by the Government of Sierra Leone that have improved the status of youth development work since 2002, irrespective of whether your organisation has benefited from the work. If you are not aware of such work, insert – “do not know”.</th>
</tr>
</thead>
<tbody>
<tr>
<td>A1.3</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Q1.4 Please give any three specific examples of actions by the Government of Sierra Leone that have adversely impacted on youth development since 2002, irrespective of whether your organisation was affected by the action. If you are not aware of such actions, insert – “do not know”.</th>
</tr>
</thead>
<tbody>
<tr>
<td>A1.4</td>
</tr>
</tbody>
</table>

### Section 2: Impact of Youth Related Events

<table>
<thead>
<tr>
<th>Q2.1 Please give any four examples of positive and/or negative youth related issues that have affected your organisation’s work since 2005. If you are not aware of such effects, insert – “do not know”.</th>
</tr>
</thead>
<tbody>
<tr>
<td>A2.1</td>
</tr>
</tbody>
</table>
Q2.2 Please give any three examples of positive changes in the status of youth development in Sierra Leone that you would like to be facilitated by NAYCOM in its future activities

<table>
<thead>
<tr>
<th>A2.2</th>
<th>Description</th>
<th>Why is it needed?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Section 3: Assessment

Q3.1 How would you rate the overall status of youth development, as it is today, on the following issues:

<table>
<thead>
<tr>
<th>A3.1</th>
<th>1-very negative</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7-very positive</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contribution to the operating environment of your organisation?</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contribution to the operating environment of your sector as a whole?</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contribution to the environment required for national development?</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Q3.2 If the services that you desire in A2.2 were to be delivered, how would you, then, rate the overall status of youth development, on the following issues:

<table>
<thead>
<tr>
<th>A3.2</th>
<th>1-very negative</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7-very positive</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contribution to the operating environment of your organisation?</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contribution to the operating environment of your sector as a whole?</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contribution to the environment required for national development?</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Space for any other information

---

29 see your sector on page 1 section 3.2
30 see your sector on page 1 section 3.2
Appendix 2: Comparative Key Youth Development Indicators (KYDI)
Table 3: Comparative Global Youth Population Indicators 2010 [KYDI Category: Basic Demographics]

Table 4: Comparative Global Urban and Rural Distribution of Youth 1990-2005 [KYDI Category: Basic Demographics]
### Table 5: Comparative Global Youth Literacy Rates 1985-2008 [KYDI Category: Literacy]


<table>
<thead>
<tr>
<th>Region, country or territory</th>
<th>Percentage of youth population that is literate, by age and sex</th>
<th>Youth literacy rate (1985-1994)</th>
<th>Youth literacy rate (1995-2004)</th>
<th>Youth literacy rate (2005-2008)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Percentage of youth population that is literate, by age and sex</td>
<td>Female</td>
<td>Male</td>
<td>Total</td>
</tr>
<tr>
<td>AFRICA</td>
<td></td>
<td>58</td>
<td>74</td>
<td>66</td>
</tr>
<tr>
<td>Western Africa</td>
<td></td>
<td>48</td>
<td>68</td>
<td>56</td>
</tr>
<tr>
<td>Sierra Leone</td>
<td></td>
<td>...</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>ASIA</td>
<td></td>
<td>76</td>
<td>87</td>
<td>82</td>
</tr>
<tr>
<td>EUROPE</td>
<td></td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>LATIN AMERICA AND THE CARIBBEAN</td>
<td></td>
<td>92</td>
<td>92</td>
<td>92</td>
</tr>
<tr>
<td>NORTHERN AMERICA***</td>
<td></td>
<td>100</td>
<td>98</td>
<td>100</td>
</tr>
<tr>
<td>OCEANIA***</td>
<td></td>
<td>90</td>
<td>93</td>
<td>92</td>
</tr>
</tbody>
</table>

Key:

- .. Data are not available or are not separately reported
- ** UNESCO Institute for Statistics (UIS) estimate
### Table 6: Comparative Global Gross Enrolment Ratios for Primary, Secondary and Tertiary Education, 2008 [KYDI Category: Education]


**Key:**
- .. Data are not available or are not separately reported
- -1 Data refer to 2007

<table>
<thead>
<tr>
<th>Region and subregion</th>
<th>Country or territory</th>
<th>Gross enrolment ratios</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Primary education</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Female/male ratio</td>
<td>Note</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Female/male ratio</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Secondary education</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Female/male ratio</td>
<td>Note</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Female/male ratio</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Tertiary education</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Female/male ratio</td>
<td>Note</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Female/male ratio</td>
</tr>
<tr>
<td>Cuba</td>
<td></td>
<td></td>
<td>104</td>
<td>104</td>
<td>103</td>
<td>0.98</td>
<td>+1</td>
<td>90</td>
<td>90</td>
<td>89</td>
<td>0.99</td>
</tr>
<tr>
<td>Bermuda</td>
<td></td>
<td></td>
<td>100</td>
<td>108</td>
<td>92</td>
<td>0.85</td>
<td>*,-2</td>
<td>84</td>
<td>82</td>
<td>87</td>
<td>1.06</td>
</tr>
<tr>
<td>Chile</td>
<td></td>
<td></td>
<td>106</td>
<td>108</td>
<td>103</td>
<td>0.95</td>
<td>-1</td>
<td>91</td>
<td>89</td>
<td>92</td>
<td>1.03</td>
</tr>
<tr>
<td>Australia</td>
<td></td>
<td></td>
<td>106</td>
<td>106</td>
<td>105</td>
<td>1.00</td>
<td>-1</td>
<td>149</td>
<td>153</td>
<td>146</td>
<td>0.95</td>
</tr>
</tbody>
</table>

### Table 7: Comparative Global Net Enrolment Ratio for Primary and Secondary Education, 2008 [KYDI Category: Education]


<table>
<thead>
<tr>
<th>Region and subregion</th>
<th>Country or territory</th>
<th>Net enrolment ratios</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Primary education</td>
<td>Note</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Female/male ratio**</td>
<td>Note</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Female/male ratio**</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Secondary education</td>
<td>Note</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Female/male ratio**</td>
<td>Note</td>
<td>Total</td>
<td>Male</td>
<td>Female</td>
<td>Female/male ratio**</td>
</tr>
<tr>
<td>Sierra Leone</td>
<td></td>
<td></td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>-1</td>
<td>25</td>
<td>30</td>
<td>20</td>
<td>0.69</td>
</tr>
<tr>
<td>Kenya</td>
<td></td>
<td></td>
<td>82</td>
<td>82</td>
<td>83</td>
<td>1.01</td>
<td>**</td>
<td>49</td>
<td>50</td>
<td>48</td>
<td>0.96</td>
<td></td>
</tr>
<tr>
<td>South Africa</td>
<td></td>
<td></td>
<td>**,-1</td>
<td>93</td>
<td>92</td>
<td>94</td>
<td>1.02</td>
<td>**,-1</td>
<td>72</td>
<td>70</td>
<td>74</td>
<td>1.06</td>
</tr>
<tr>
<td>Ghana</td>
<td></td>
<td></td>
<td>77</td>
<td>76</td>
<td>77</td>
<td>1.01</td>
<td>**</td>
<td>47</td>
<td>49</td>
<td>45</td>
<td>0.92</td>
<td></td>
</tr>
<tr>
<td>Malaysia</td>
<td></td>
<td></td>
<td>-1</td>
<td>96</td>
<td>96</td>
<td>96</td>
<td>1.00</td>
<td>-1</td>
<td>68</td>
<td>66</td>
<td>70</td>
<td>1.07</td>
</tr>
<tr>
<td>United Kingdom</td>
<td></td>
<td></td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>1.00</td>
<td>-1</td>
<td>93</td>
<td>92</td>
<td>95</td>
<td>1.03</td>
<td></td>
</tr>
<tr>
<td>Cuba</td>
<td></td>
<td></td>
<td>+1</td>
<td>100</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>+1</td>
<td>83</td>
<td>82</td>
<td>83</td>
<td>1.01</td>
</tr>
<tr>
<td>Bermuda</td>
<td></td>
<td></td>
<td>**,-2</td>
<td>93</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>85</td>
<td>84</td>
<td>87</td>
<td>1.03</td>
</tr>
<tr>
<td>Chile</td>
<td></td>
<td></td>
<td>-1</td>
<td>95</td>
<td>95</td>
<td>94</td>
<td>0.99</td>
<td>-1</td>
<td>85</td>
<td>84</td>
<td>87</td>
<td>1.03</td>
</tr>
<tr>
<td>Australia</td>
<td></td>
<td></td>
<td>97</td>
<td>97</td>
<td>98</td>
<td>1.01</td>
<td>-1</td>
<td>88</td>
<td>87</td>
<td>89</td>
<td>1.02</td>
<td></td>
</tr>
</tbody>
</table>
### Table 8: Comparative Global Primary to Secondary School Transition Rates, 2007 to 2008 [KYDI Category: Education]

<table>
<thead>
<tr>
<th>YEAR</th>
<th>MALE SAT</th>
<th>MALE PASSES</th>
<th>% MALE PASSES</th>
<th>FEMALE SAT</th>
<th>FEMALE PASSES</th>
<th>% FEMALE PASSES</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>11,948</td>
<td>11,099</td>
<td>92.9</td>
<td>8,241</td>
<td>7,583</td>
<td>92.0</td>
</tr>
<tr>
<td>2001</td>
<td>15,884</td>
<td>12,736</td>
<td>80.2</td>
<td>10,263</td>
<td>7,974</td>
<td>77.7</td>
</tr>
<tr>
<td>2002</td>
<td>21,629</td>
<td>17,930</td>
<td>82.9</td>
<td>13,303</td>
<td>10,252</td>
<td>75.7</td>
</tr>
<tr>
<td>2003</td>
<td>29,825</td>
<td>24,235</td>
<td>81.3</td>
<td>17,026</td>
<td>12,882</td>
<td>75.7</td>
</tr>
<tr>
<td>2004</td>
<td>38,703</td>
<td>31,080</td>
<td>80.3</td>
<td>22,445</td>
<td>16,997</td>
<td>75.7</td>
</tr>
<tr>
<td>2005</td>
<td>48,204</td>
<td>35,776</td>
<td>74.2</td>
<td>29,452</td>
<td>20,062</td>
<td>68.1</td>
</tr>
<tr>
<td>2007</td>
<td>56,077</td>
<td>32,665</td>
<td>58.3</td>
<td>40,191</td>
<td>16,780</td>
<td>41.8</td>
</tr>
<tr>
<td>2008</td>
<td>56,223</td>
<td>30,411</td>
<td>54.1</td>
<td>44,661</td>
<td>19,173</td>
<td>42.9</td>
</tr>
</tbody>
</table>

Table 9: Comparative NPSE Performance by Gender [KYDI Category: Education]
Source: Basic Education Unit, MEYS
Extracted from “Market Survey of the Private and Public Education Sector in Sierra Leone” commissioned by the International Finance Corporation in 2009 from FJP Development & Management Consultants

NPSE: National Primary School Examination

Figure 3: BECE Pass Rates 2001 to 2005 in Sierra Leone [KYDI Category: Education]
Source: West African Examination Council

Figure 4: WASSCE Pass Rates 2005 to 2009 in Sierra Leone [KYDI Category: Education]
Source: West African Examination Council
Proposed Table: Stakeholder Perception Survey of the Quality and Relevance of Technical & Vocational Education Training (TVET)

This information has not been collected in Sierra Leone. It is proposed for regular collection as a means of indicating trends in TVET, the importance of which is emphasized in the Draft National Employment Policy.  

Table 10: Stakeholder Perception Survey of the Quality & Relevance of TVET education in Sierra Leone [KYDI Category: Education]

<table>
<thead>
<tr>
<th>Region and subregion</th>
<th>Country or territory</th>
<th>Percentage of youth in the labour force</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>15-19 years</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Total</td>
</tr>
<tr>
<td>Sierra Leone</td>
<td></td>
<td>34</td>
</tr>
<tr>
<td>Kenya</td>
<td></td>
<td>64</td>
</tr>
<tr>
<td>South Africa</td>
<td></td>
<td>9</td>
</tr>
<tr>
<td>Ghana</td>
<td></td>
<td>35</td>
</tr>
<tr>
<td>Malaysia</td>
<td></td>
<td>22</td>
</tr>
<tr>
<td>United Kingdom</td>
<td></td>
<td>45</td>
</tr>
<tr>
<td>Cuba</td>
<td></td>
<td>18</td>
</tr>
<tr>
<td>Canada</td>
<td></td>
<td>56</td>
</tr>
<tr>
<td>Chile</td>
<td></td>
<td>15</td>
</tr>
<tr>
<td>Australia</td>
<td></td>
<td>59</td>
</tr>
</tbody>
</table>

Table 11: Global Comparative Youth Labour Participation Rates, 2008 [KYDI Category: Labour force participation & employment]  

<table>
<thead>
<tr>
<th>Country or territory</th>
<th>Year</th>
<th>Youth population (thousands)</th>
<th>Youth labour force (thousands)</th>
<th>Unemployed youth (thousands)</th>
<th>Female youth unemployment rate (percentage)</th>
<th>Male youth unemployment rate (percentage)</th>
<th>Ratio of female to male youth unemployment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sierra Leone</td>
<td>2004</td>
<td>794</td>
<td>389</td>
<td>20</td>
<td>4</td>
<td>7</td>
<td>0.5</td>
</tr>
<tr>
<td>Ghana</td>
<td>2000</td>
<td>3485</td>
<td>1875</td>
<td>310</td>
<td>17</td>
<td>16</td>
<td>1.0</td>
</tr>
<tr>
<td>South Africa</td>
<td>2007</td>
<td>9648</td>
<td>2895</td>
<td>1357</td>
<td>52</td>
<td>43</td>
<td>1.2</td>
</tr>
<tr>
<td>Zambia</td>
<td>2000</td>
<td>2647</td>
<td>1057</td>
<td>226</td>
<td>20</td>
<td>23</td>
<td>0.8</td>
</tr>
<tr>
<td>Malaysia</td>
<td>2007</td>
<td>...</td>
<td>2092</td>
<td>222</td>
<td>12</td>
<td>11</td>
<td>1.1</td>
</tr>
<tr>
<td>United Kingdom</td>
<td>2008</td>
<td>7815</td>
<td>4820</td>
<td>722</td>
<td>13</td>
<td>17</td>
<td>0.7</td>
</tr>
<tr>
<td>Cuba</td>
<td>2007</td>
<td>...</td>
<td>...</td>
<td>...</td>
<td>...</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td>Bermuda</td>
<td>2000</td>
<td>7</td>
<td>5</td>
<td>0</td>
<td>8</td>
<td>14</td>
<td>0.5</td>
</tr>
<tr>
<td>Chile</td>
<td>2007</td>
<td>2000</td>
<td>962</td>
<td>150</td>
<td>23</td>
<td>16</td>
<td>1.4</td>
</tr>
<tr>
<td>Australia</td>
<td>2007</td>
<td>2095</td>
<td>2051</td>
<td>192</td>
<td>9</td>
<td>9</td>
<td>1.0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Country</th>
<th>Youth unemployment rate (percentage)</th>
<th>Adult unemployment rate (percentage)</th>
<th>Ratio of youth unemployment rate to adult unemployment rate</th>
<th>Share of unemployed youth in total unemployment (percentage)</th>
<th>Percentage of unemployed youth in youth population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sierra Leone</td>
<td>5</td>
<td>3</td>
<td>1.7</td>
<td>31</td>
<td>3</td>
</tr>
<tr>
<td>Ghana</td>
<td>17</td>
<td>9</td>
<td>1.9</td>
<td>36</td>
<td>9</td>
</tr>
<tr>
<td>South Africa</td>
<td>47</td>
<td>18</td>
<td>2.6</td>
<td>34</td>
<td>14</td>
</tr>
<tr>
<td>Zambia</td>
<td>21</td>
<td>9</td>
<td>2.5</td>
<td>55</td>
<td>9</td>
</tr>
<tr>
<td>Malaysia</td>
<td>11</td>
<td>1</td>
<td>7.8</td>
<td>65</td>
<td>..</td>
</tr>
<tr>
<td>United Kingdom</td>
<td>15</td>
<td>4</td>
<td>3.8</td>
<td>41</td>
<td>9</td>
</tr>
<tr>
<td>Cuba</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>Bermuda</td>
<td>11</td>
<td>2</td>
<td>5.7</td>
<td>37</td>
<td>6</td>
</tr>
<tr>
<td>Chile</td>
<td>19</td>
<td>5</td>
<td>3.5</td>
<td>35</td>
<td>6</td>
</tr>
<tr>
<td>Australia</td>
<td>9</td>
<td>3</td>
<td>2.9</td>
<td>40</td>
<td>7</td>
</tr>
</tbody>
</table>

Table 12: Global Comparative Youth Unemployment Indicators [KYDI Category: Labour force participation & employment]
Table 13: Global Comparative Youth Under-nutrition and Shelter Deprivation [KYDI Category: Access to Adequate Nutrition, Shelter, Water & Sanitation]
Table 14: Global Comparative Youth Access to Sanitation and Water [KYDI Category: Access to Adequate Nutrition, Shelter, Water & Sanitation]

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Females</td>
<td>Males</td>
<td>Females</td>
<td>Males</td>
</tr>
<tr>
<td>Ghana</td>
<td>2005</td>
<td>25</td>
<td>30</td>
<td>25</td>
</tr>
<tr>
<td>South Africa</td>
<td>1998</td>
<td>24</td>
<td>25</td>
<td>20</td>
</tr>
<tr>
<td>Thailand</td>
<td>2005</td>
<td>32</td>
<td>31</td>
<td>40</td>
</tr>
<tr>
<td>Ukraine</td>
<td>2005</td>
<td>6</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>2002</td>
<td>62</td>
<td>57</td>
<td>67</td>
</tr>
<tr>
<td>Guyana</td>
<td>2000</td>
<td>15</td>
<td>19</td>
<td>22</td>
</tr>
<tr>
<td>Colombia</td>
<td>2005</td>
<td>11</td>
<td>14</td>
<td>10</td>
</tr>
<tr>
<td>Philippines</td>
<td>2005</td>
<td>17</td>
<td>17</td>
<td>17</td>
</tr>
<tr>
<td>Region and country</td>
<td>Year</td>
<td>Leading cause of death</td>
<td>Second leading cause of death</td>
<td>Third leading cause of death</td>
</tr>
<tr>
<td>-------------------------</td>
<td>------</td>
<td>-----------------------------</td>
<td>------------------------------------</td>
<td>-----------------------------------</td>
</tr>
<tr>
<td>Canada</td>
<td>2004</td>
<td>Land transport accidents</td>
<td>Intentional self-harm (suicide)</td>
<td>Assault (homicide)</td>
</tr>
<tr>
<td>United States of America</td>
<td>2005</td>
<td>Land transport accidents</td>
<td>Assault (homicide)</td>
<td>Intentional self-harm (suicide)</td>
</tr>
<tr>
<td>Australia</td>
<td>2006</td>
<td>Land transport accidents</td>
<td>Intentional self-harm (suicide)</td>
<td>Accidental poisoning</td>
</tr>
</tbody>
</table>

Table 15: Global Comparative of Leading Causes of Death among Youth [KYDI Category: Leading causes of Death among Youth]
Space for Your Notes