

**Sierra Leone – European Community**

**Country Strategy Paper  
and  
National Indicative Programme**

**for the period 2008 - 2013**

The Government of Sierra Leone and the European Commission hereby agree as follows:

- (1) The Government of Sierra Leone (represented by Mr Mohamed Bailor Alpha Timbo, the National Authorising Officer) and the European Commission (represented by Mr Hans Allden, Head of Delegation of the European Commission to the Republic of Sierra Leone), hereinafter referred to as the "parties", held discussions in Freetown, from March 2006 to October 2007 with a view to determining the general approach to cooperation for the period 2008-2013.

During these discussions, the Country Strategy Paper, drafted jointly with the United Kingdom Department for International Development, and an Indicative Programme of Community aid in favour of Sierra Leone were drawn up in accordance with Articles 2 and 4 of Annex IV to the ACP-EC Partnership Agreement, signed in Cotonou on 23 June 2000, as revised in Luxembourg on 25 June 2005. These discussions complete the programming process in Sierra Leone. The Joint Country Strategy and the Indicative Programme are annexed.
- (2) As regards the indicative programmable financial resources which the Community plans to make available to Sierra Leone for the period 2008-2013, an amount of **€242 million** is scheduled for the allocation referred to in Article 3.2(a) of Annex IV to the ACP-EC Partnership Agreement (A allocation) and of **€26.4 million** for the allocation referred to in Article 3.2(b) (B allocation). These allocations are not entitlements and may be revised by the Community, following the completion of mid-term and end-of-term reviews, in accordance with Article 5.7 of Annex IV to the ACP-EC Partnership Agreement.
- (3) The A allocation is intended to cover macroeconomic support, sectoral policies, programmes and projects in support of the focal or non-focal areas of Community assistance. The Indicative Programme in Part 2 concerns the A allocation. It also takes into consideration financing from which Sierra Leone benefits or could benefit under other Community resources. It does not pre-empt financing decisions by the Commission.
- (4) The B allocation is intended to cover unforeseen needs, such as emergency assistance where such support cannot be financed from the EU budget, contributions to internationally agreed debt relief initiatives and support to mitigate adverse effects of instability in export earnings. The B allocation will be triggered in response to specific mechanisms and procedures and therefore does not yet constitute a part of the Indicative Programme.
- (5) Resources can be committed within the framework of this Joint Country Strategy and Indicative Programme upon the entry into force of the 10th EDF multi-annual financial framework for the period 2008-2013 of the revised ACP-EC Partnership but not before 1 January 2008. Financing decisions for projects and programmes can be taken by the Commission at the request of the Government of Sierra Leone within the limits of the A and B allocations referred to in this document. Financing decisions can also be taken on the basis of Article 15(4) in conjunction with Article 4(1) (d) of Annex IV to the ACP-EC Partnership Agreement for support to non-State actors or on the basis of Article 72(6) of the ACP-EC Partnership Agreement for humanitarian and emergency assistance funded from the B allocation. Financing decisions will be taken and implemented in accordance with the rules and procedures laid down in the EC Council Regulations on

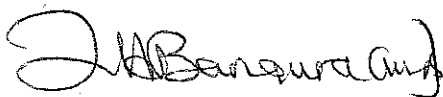
implementation of the 10th EDF and in the Financial Regulation applicable to the 10th EDF and in Annex IV to the ACP-EC Partnership Agreement.

- (6) The European Investment Bank may contribute to implementation of this Joint Country Strategy by operations financed from the Investment Facility and/or from its own resources, in accordance with Articles 2.c and 3 of Annex Ib to the ACP-EC Partnership Agreement regarding the 10th EDF multi-annual financial framework for the period 2008-2013.
- (7) In accordance with Article 5 of Annex IV to the ACP-EC Partnership Agreement, the National Authorising Officer and the Head of Delegation will undertake an annual operational review of the Indicative Programme and a mid-term and end-of-term review of the Joint Country Strategy and the Indicative Programme in the light of needs and performance at the time.  
The mid-term review will be undertaken in 2010 and the end-of-term review in 2012. Following the completion of the mid-term and end-of-term reviews, the Community may revise the resource allocation in the light of prevailing needs and performance.  
Without prejudice to Article 5.7 of Annex IV concerning reviews, the allocations may be increased in accordance with Article 3(5) of Annex IV in order to take account of special needs or exceptional performance.
- (8) The agreement of the two parties on this Joint Country Strategy and the National Indicative Programme, subject to the ratification and entry into force of the revised ACP-EC Partnership Agreement and the 10th EDF multi-annual financial framework for the period 2008-2013, will be regarded as definitive within eight weeks of the date of signature, unless either party communicates the contrary before the end of this period.

Done at Lisbon on 9 December 2007.

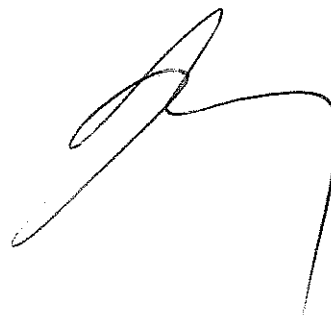
For the Government of Sierra Leone

For the European Commission



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Minister of Foreign Affairs and International  
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## **Introductory note**

The Joint Country Strategy (JCS) for Sierra Leone has been drafted jointly by the government of Sierra Leone (GoSL), the European Commission (EC) and the UK Department for International Development (DFID) with inputs from in-country EU Member States. The joint exercise in Sierra Leone sets a unique example of joint programming and marks an important step towards fulfilling the EU's commitments on harmonisation of donors' activities, as expressed in the Paris Declaration on Aid Effectiveness in March 2005. Other EU Member States not present yet may and should join the process.

The JCS covers cooperation with the GoSL in the period 2008-2013, in the case of the EC, and in the period 2007-2012, in the case of the DFID.

Although the JCS has been prepared jointly, the two organisations have produced separate delivery and business plans, including budget details, for implementation of the strategy– by means of the National Indicative Programme (NIP) in the case of the EC and by Management and Results Frameworks in the case of the DFID.

Between April and August 2006 a series of meetings were organised between the government, the EC and the DFID, together with a range of external stakeholders, to gain a better understanding of current priorities in the national Poverty Reduction Strategy (PRS) in the thematic areas of governance and security, economic growth and human development. These meetings all contributed to shaping this strategy. The document also draws on analyses by the World Bank's Country Assistance Strategy (2006-2009) and a number of other government and donor sources.

Comments and suggestions from members of the Diaspora, NGOs, civil society and a range of interested individuals have been incorporated, following a public consultation on the strategy between November 2006 and January 2007.

Finally, the JCS complies with the EC guidelines, which recommend that the text should be succinct and limited in length to ensure that it can be read and understood by a wide readership.

## **Executive summary**

### **Chapter I – EU, DFID and GoSL objectives**

This strategy is based on Sierra Leone's Poverty Reduction Strategy (PRS) for 2005-2007, the *ACP-EU Partnership Agreement*, the *EU Strategy for Africa* (2005), the European Consensus on Development and the *10-year Memorandum of Understanding*<sup>1</sup> signed between the DFID and the government of Sierra Leone in 2002.

### **Chapter II – Analysis and challenges facing Sierra Leone over the next five years**

Significant progress has been made since the end of the conflict in 2002. There is peace and security throughout the country, the armed forces and police have been rebuilt, presidential, parliamentary and local council elections were successfully completed in 2002 and 2004, school enrolment has increased, child immunisation rates have dramatically improved and there is macroeconomic stability. Since the end of the war the country has achieved economic growth rates of between 6% and 7% per annum. Nevertheless, in spite of this progress Sierra Leone's recovery remains fragile. Much more needs to be done to improve governance and accountability, tackle high levels of unemployment, the high number of infant, child and maternal deaths, which are amongst the worst rates in the world, and the poor infrastructure (energy and roads) which is holding back development across all sectors. Inequality remains a concern. Women and girls and young people of both sexes continue to be socially excluded. Unless this discontent is directly addressed there are clear dangers that the progress made so far will be undermined.

### **Chapter III – Overview of past and present cooperation and lessons learned**

An evaluation of the last ten years of EC cooperation found that too little attention had been paid to pro-poor growth issues, limited government capacity and the overall sustainability of operations. The EC's and DFID's experience since the end of the war identifies the main challenges facing Sierra Leone in the medium term as: converting peace and security into effective delivery of basic public services; building capable government institutions; maintaining social and political stability by means of democratic and accountable government; and creating jobs by means of economic growth.

### **Chapter IV – Response strategy**

Broad-based economic growth which can deliver employment, raise incomes and reduce inequality is critical to Sierra Leone's future. The poor need to see and feel the dividends from jobs and growth, otherwise there is a risk of undermining peace and stability as people lose hope in the future. Over the next five years, while the EC and DFID will continue to support and build on the gains in improving security and governance, more needs to be done to stimulate and sustain economic growth and to improve infrastructure and service delivery to poor people. Both organisations will work more closely with each other, with civil society and with other multilaterals, including the World Bank, African Development Bank and UN system, to achieve this. To reduce risk across all their operations, a mix of instruments will be used, including budget support, sector-wide approaches, multilateral trust funds, bilateral programmes and projects.

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<sup>1</sup> Also known as the Poverty Reduction Framework Arrangement.

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## **CHAPTER I: FRAMEWORK FOR RELATIONS BETWEEN THE EC/DFID AND SIERRA LEONE**

### **I.1.1. Overarching policy objectives of the EC/DFID**

The overall goal of development cooperation is to reduce poverty and inequality in line with the government's policies and targets, focusing on delivery of the Millennium Development Goals (MDGs). Both the EC and DFID share these policy objectives.

The EC policy framework on development cooperation comprises the Treaty establishing the European Community, the ACP-EU Partnership Agreement, the European Consensus on Development (2005), *including the communication on Governance in the European Consensus on Development (2006)*, and the EU Strategy for Africa (2005). In accordance with Article 177 of the Treaty establishing the European Community, development cooperation shall foster:

- (i) the sustainable economic and social development of the developing countries, particularly the most disadvantaged among them;
- (ii) the smooth and gradual integration of the developing countries into the world economy;
- (iii) the campaign against poverty in the developing countries.

The DFID's policy framework is articulated in three White Papers<sup>2</sup>. The most recent, *"Making Governance Work For The Poor"* (2006), emphasises the DFID's commitment to:

- (i) concentrate resources on fragile states and the poorest countries;
- (ii) put governance at the centre of the DFID's work, focusing on building states that are capable, responsive and accountable to their citizens;
- (iii) increase support for provision of public services for poor people;
- (iv) develop closer relationships with EU Member States and the EC to ensure that EU aid is effective and that non-aid policies support development.

### **I.1.2. Strategic objectives of the EC/DFID for cooperation in Sierra Leone**

The *EU Strategy for Africa* (2005) provides a long-term strategic framework for interaction and underlines the European Union's support for Africa's own efforts to promote sustainable development in three distinct areas:

- (i) peace, security and good governance;
- (ii) regional integration, trade and interconnectivity for economic development;
- (iii) social services and the environment.

The overarching strategic objective for both the EC and DFID is to support the GoSL with implementation of Sierra Leone's Poverty Reduction Strategy (PRS). This was

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<sup>2</sup> The DFID's first two White Papers were "Eliminating World Poverty: A Challenge for the 21st Century" (1997) and "Making Globalisation Work for the Poor" (2000).

finalised in 2005 and outlines the commitment on the part of the GoSL to reduce poverty by focusing on three key areas:

- (i) promoting good governance, peace and security;
- (ii) promoting pro-poor sustainable growth for food security and job creation;
- (iii) promoting human development.

The plan is that, with the aid of implementation of the PRS, Sierra Leone will continue its progress from a period of post-conflict reconstruction towards more stable development.

This Joint Country Strategy (JCS) is consistent with the objectives of both the EC and DFID and seeks to develop further the complementarity of the programmes of these two donors. This complementarity will need to be further developed and priorities will need to be agreed that reflect the relative strengths of the donors when new programmes are designed. The JCS builds upon the European Community Country Strategy Paper for 2003-2007 and the goals of the European Consensus on Development and is consistent with the objectives outlined in the MoU signed between the UK and the Government of Sierra Leone in 2002. This commits the UK to maintaining a substantial direct development programme until 2012 and states that Sierra Leone should be treated as a special case for international assistance in order to attain the long-term growth needed to reduce extreme poverty. The MoU will remain in force throughout the period covered by this strategy and should be read in conjunction with it.

## **CHAPTER II: COUNTRY DIAGNOSIS**

### **II.1. Analysis of the political, economic, social and environmental situation**

Sierra Leone is a small country with a population of 5 million<sup>3</sup>. In 2006 Sierra Leone was ranked 176 out of 177 countries in the UN Human Development Index (HDI)<sup>4</sup>. 70% of the population live below the poverty line and 26% in extreme poverty<sup>5</sup>. Life expectancy is currently 41 years<sup>6</sup>, the eighth lowest in the world, and the maternal and child mortality rates are the worst in the world<sup>7</sup>.

Sierra Leone's current social and economic situation has been shaped by the civil war (1991–2002), which paralysed the economy, caused the collapse of public services, destroyed the country's infrastructure and incapacitated government institutions. Up to two million people, around half of the country's population, were displaced.

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<sup>3</sup> According to the 2004 census the population was 4.98 million, with 42% in the 0-14 age group, 52% aged 15-59 and 6% 60 or more (Census of Sierra Leone, 2004).

<sup>4</sup> United Nations Human Development Report 2006.

<sup>5</sup> The 2003/2004 Sierra Leone Integrated Household Survey (SLIHS) found that 70% of the population were living below the poverty line of Le 2.111 (£0.52) a day. 26% were found to be living in extreme poverty, defined in terms of a minimum calorific intake of 2 700 calories per day.

<sup>6</sup> UNICEF 2006 State of the World's Children.

<sup>7</sup> The maternal mortality ratio is 2 000 per 100 000 (UNICEF, as above). The under-5 mortality rate is 286 per 1 000 live births and the infant mortality rate 170 per 1 000 live births (UNICEF MICS Survey 2005).



The causes of conflict in Sierra Leone are manifold and complex and have been analysed extensively elsewhere<sup>8</sup>. The roots of the civil war are to be found in centralised power, the absence of accountability in a co-opted civil service and endemic corruption, which led to an increasingly marginalised and alienated citizenship, particularly among young people. By the end of the 1980s, it seemed to many that a military coup or citizens' rebellion was the only way to break the hold of the political elite on the levers of power. The Lomé Peace Accord of 1999, the deployment of a UN peacekeeping mission (UNAMSIL) and a UK military intervention all contributed to a sustainable peace agreement in 2002, but there is concern that many of the underlying causes of the conflict remain.

A Truth and Reconciliation Commission (TRC), established as a result of the Lomé Peace Accord, examined the root causes of the conflict and made recommendations to avoid a relapse. Many of these recommendations have still to be implemented. The UN Special Court for Sierra Leone is continuing the legal proceedings against a number of suspected war criminals but the visibility and "reconciliation effects" on the general public remain to be seen.

Some four years after the end of the conflict and following the withdrawal of UNAMSIL in December 2005, Sierra Leone is no longer in the immediate "post-conflict" phase. However, while it is no longer considered a low-income country under stress (LICUS) by the WB<sup>9</sup>, it remains an extremely "fragile state", with a poorly resourced civil service that lacks capacity, operates inefficiently and lacks even the basic facilities to deliver adequate services to the majority of its citizens.

Sierra Leone has the potential to become a rich country. It has large deposits of minerals (diamonds, gold, iron ore, rutile and bauxite), a long coastline and all the ingredients for productive agriculture and fisheries. However, the poor infrastructure, weak education system, lack of markets and weak capacity to manage resources for the benefit of all its citizens mean that its full potential is currently untapped.

### **II.1.1. Political situation**

With support from the international community, good progress has been made towards rebuilding state institutions, reconstruction, resettlement and reintegration, improving school enrolment rates, initiating decentralisation, generating and collecting revenue and economic growth<sup>10</sup>. The country held presidential and parliamentary elections in 2002, followed by local elections in 2004. Both these elections were considered by international observers to have been free of violence, reasonably well administered and broadly to have reflected the will of the majority of the electorate.

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<sup>8</sup> Witness to Truth: Report of the Sierra Leone Truth and Reconciliation Commission.

<sup>9</sup> World Bank CPIA score of only 3.1 in 2005.

<sup>10</sup> Governance Matters 2006: Worldwide Governance Indicators, World Bank.

However, democratic and effective governance remains elusive, and effective oversight mechanisms do not yet exist. Corruption is rife at all levels of government and society at large, which, combined with weak capacity and fragmented civil society, hampers implementation of laws and protection of human rights. Parliament and the judiciary are weak. An inefficient civil service, due to years of mismanagement and neglect, lack of training and low wages, means that the government is unable to deliver even basic services to citizens effectively. Lack of accountability allows, indeed encourages, poor levels of individual and corporate responsibility. The 2005 Security Sector Review by the Office of National Security (ONS) highlighted the dangers of internal instability as a result of these factors.

Regionalism and locality are important in Sierra Leonean politics and society<sup>11</sup>. There continues to be a significant divide between Freetown and the rest of the country. Many people's main political allegiance is based on social networks that are tied to particular places<sup>12</sup>. Nevertheless, ethnic politics are relatively muted because so many people are of mixed ethnic heritage. There are 20 indigenous groups, the largest of which are the Mende (30%) living mainly in the south and the Temne (29%), mainly in the north. Ten per cent are Krio who live in Freetown/Western Area.

To re-establish more accountable government, the GoSL is committed to restoring the powers of local councils, abolished in the 1980s under the regime of Siaka Stevens<sup>13</sup>. The GoSL's aim, as articulated in the Local Government Act (2004), is to transfer responsibilities and resources from central to district level to enable local decision-making on local public affairs with broader participation by the communities concerned. All major donors, including the EC and DFID, are supporting this process, but progress has been hampered by slow disbursement of funds and limited capacity at council level. One critical challenge facing the decentralisation process is clearly to define roles and responsibilities between the local government councils and the traditional ruling chiefs<sup>14</sup>.

Civil society remains Freetown-centric, with limited ability to hold those in power to account. While there are some 49 newspapers, mostly small-scale enterprises of highly variable quality, all are Freetown-based and, given the very low literacy rates and poor transport networks, the printed media have limited impact beyond Freetown. Radio is the most dynamic and accessible medium. A study<sup>15</sup> carried out in 2005 found that radio is considered the most credible source of information and analysis.

Presidential and parliamentary elections that took place on 11 August 2007 are the next major milestone on the path to consolidating democracy in the country. These elections

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<sup>11</sup> Drivers of Change Study, IDL Group (March 2006).

<sup>12</sup> Freetown and Western Area is dominated by the All People's Congress (APC) and the rest of the country by the Sierra Leone People's Party (SLPP).

<sup>13</sup> Following the enactment of the Local Government Act in January 2004, the first local government elections since 1972 were held in May 2004 to elect constituency-based representatives to sit in 19 local councils.

<sup>14</sup> Chieftdom authorities, the traditional governance structures, still play a role in Sierra Leone, specifically with regard to land tenure and traditional justice functions.

<sup>15</sup> Search for Common Ground (2005): Media Sector Mapping in Sierra Leone.

will mark a critical turning point in Sierra Leone, being the first held following the withdrawal of UNAMSIL and under a fledgling National Electoral Commission (NEC). Sierra Leone will also be making the transition to a constituency-based “first past the post” electoral system. Civil society and the media will need to play an important role in providing accurate information on how the electoral system will work, in overseeing and monitoring elections and in reducing potential opportunities for electoral malpractice.

### **II.1.2. Economic situation, structure, performance, macroeconomics and public finances**

Since the end of the conflict, Sierra Leone’s economy has recovered strongly, with real annual GDP growth consistently over 7%. The impressive economic recovery from the very low base after the war is explained to a large extent by a return to normality - the rehabilitation of agricultural land and increased private investment<sup>16</sup>.

Sustained economic growth will only be possible if private investment (11% of GDP in 2005) and savings (-3% of GDP in 2005) are increased, productivity, especially in agriculture, can be boosted and Sierra Leone’s considerable mineral deposits can still be worked. However, with diamond exports at \$125.3m in 2006, mining contributes over 90% of exports. Rutile and bauxite mines have also received significant investment and are now in production. Agricultural production has increased since the end of the civil war and has significant potential for sustained economic growth and job creation throughout the country.

However, with GNI per capita estimated at US\$ 200, Sierra Leone remains one of the poorest countries in the world. Income inequality is relatively high, with a Gini coefficient of 0.39. The top 20% of the population account for 46% of consumption and the lowest 20% for only 7%<sup>17</sup>. Sustained high rates of broad-based economic growth are essential if Sierra Leone is to succeed in reducing poverty.

While economic growth has been impressive, Sierra Leone has struggled to control inflation, which climbed to 14% in 2005. The main challenges to economic growth are poor infrastructure, including lack of access to energy supplies<sup>18</sup>, a low-skilled and poorly trained labour force and one of the worst regulatory environments in the world for business and the private sector. According to the World Bank’s latest (2006) country index for ease of doing business, Sierra Leone ranks 168 out of 175 countries.

Sierra Leone is primarily an agriculture-based economy. The economic base needs to widen beyond diamonds to include agriculture, agro-processing and fisheries. The country has the potential to revive production of major agricultural commodities, such as

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<sup>16</sup> In 2003, agriculture is estimated to have contributed about 47% of GDP compared with 20% for mining and 23% for services (manufacturing contributed only 2%).

<sup>17</sup> Integrated Household Survey 2004.

<sup>18</sup> Less than 10% of Sierra Leone’s population has access to electricity; lack of supply and extremely high electricity prices hamper private investment.

coffee, cocoa and palm oil, to pre-war levels. However, greater value (and employment) will come from introducing value-added activities, such as processing, packing and distributing agro-products.

The total economically active population is estimated at 40% of the population. Three quarters work in farming, forestry and fishing, and 13% in sales and related occupations. For most there are few livelihood options beyond farming, fishing and mining. Paid employees are a minority; most are employed in the informal sector, where women and youth are more likely to work. Women's average earnings are about half those of men. Seven per cent of the economically active population are under 15 years old<sup>19</sup>.

The lack of other opportunities means that large numbers of young men work in artisan mining where pay is extremely low and often takes the form of food with minimal financial reward. Although diggers receive a share of the initial value of stones found, many are working in areas where diamond deposits are depleted, so there is little chance of supplementing low pay with a significant find. Artisan mining arguably provides a form of safety net for many. However, once the mineral deposits run dry, large numbers of unemployed young men may pose an even more serious threat to social cohesion and security if they have no access to other economic opportunities. Whilst it is widely acknowledged that very high unemployment is one of the major risks to stability, there are no accurate official statistics on the scale of the problem.

#### **II.1.2.1. Structure and management of public finances**

Domestic revenue mobilisation has remained relatively constant at around 12% of GDP, with nearly 60% of domestic revenue gained from customs and excise. Establishment of the National Revenue Authority (NRA) in 2003 should contribute significantly to increasing tax revenue in the medium to long term. The introduction of VAT in 2008 will also have a positive impact over time. Further efforts will be needed to maximise revenue from the mineral sector, widen the tax base, regularise tax exemptions and strengthen collection. However, with government expenditure at 22% of GDP in 2005, Sierra Leone remains highly dependent on external financing, with 46% of total revenue coming from foreign grants and loans in 2005.

The medium-term economic outlook depends on continued export growth and further debt relief after the heavily indebted poor country (HIPC) completion point. The joint IMF/World Bank assessment of Sierra Leone's eligibility for irrevocable debt relief was conducted in September 2006 and a decision on the completion point was taken on 15 December 2006. Full delivery of debt relief under the HIPC Initiative and the Multilateral Debt Relief Initiative (MDRI) will significantly reduce Sierra Leone's external public debt. In net present value (NPV) terms, the stock of debt would be reduced from US\$ 1 197.6 million at the end of 2005 to US\$ 483 million at the end of

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<sup>19</sup> Draft employment report of the Integrated Household Survey, December 2005.

2006 after HIPC relief and to US\$ 110 million after MDRI. This assistance is estimated to be equivalent to approximately US\$ 1 603 million in nominal terms.

The debt sustainability analysis (DSA) (Annex 7) suggests that Sierra Leone's external and domestic debt would remain sustainable over the medium term, provided macroeconomic policies remain adequate and the authorities implement a prudent external financing strategy. The NPV of external debt-to-GDP and debt-to-export ratios will remain high for a few years after receipt of HIPC debt relief, placing Sierra Leone at a moderate risk of debt distress. The MDRI will create room to absorb additional donor assistance, in the form of concessional loans, without undermining debt sustainability.

In recent years there has been an improvement in the legal and regulatory framework for financial management<sup>20</sup>. However, widespread corruption continues to undermine progress and public awareness and frustration not only remains high but is increasing, both locally and internationally, as demonstrated by Transparency International's downgrading of Sierra Leone<sup>21</sup>. To improve the weak control environment, the Public Budgeting and Accountability Act now gives all Ministries, Departments and Agencies (MDAs) a mandate to establish internal audit units, whilst the capacity for external control, by the Auditor-General's Department, is also being strengthened. The fiscal decentralisation process is adding to the challenging agenda of public financial management (PFM) reform.

#### **II.1.2.2. Assessment of the reform process**

The civil service is a key area where reform is lagging. In spite of innumerable studies and several management and functional reviews of Ministries, there is still no agreed overall civil service reform strategy or consensus on the future size and shape of government. Progress on implementing functional reviews has been slow.

Donors acknowledge that there have been positive developments in the PFM regulatory environment. According to the World Bank, between 2002 and 2005 Sierra Leone's country policy and institutional assessment (CPIA) score improved from 2.5 to 3.1. Despite this improvement concerns remain, particularly over the:

- (i) effectiveness of action to identify and eliminate corruption;
- (ii) late publication of audited public accounts and follow-up to the Auditor-General's recommendations;
- (iii) appropriate use of competitive tendering;
- (iv) willingness to hold government agencies to account for mismanagement.

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<sup>20</sup> Some of the important legal instruments with an impact on public financial management include the: National Anti-Corruption Strategy (NACS), 2005; Public Budgeting and Accountability Act, 2005; Public Procurement Act, 2004; Local Government Act and the National Revenue Authority Act, 2003.

<sup>21</sup> In 2005 Transparency International ranked Sierra Leone 126th out of 159 countries but in 2006 it came 142nd out of 163.

Donors are addressing the weaknesses in the PFM system by providing technical assistance to build capacity and attaching PFM conditions to their budget support. The first official Public Expenditure Framework Assessment (PEFA) was conducted in April 2007, providing a shared and internationally comparable measurement of progress.

Progress on security-sector reform has been impressive. The police and armed forces have been virtually rebuilt from scratch since the end of the conflict. In 2005 the Office of National Security (ONS) published its Security Sector Review. Key issues for this sector concern its affordability and sustainability over the medium and long terms as the UK slowly scales down its support.

### **II.1.2.3. Trade policy and external environment**

Sierra Leone is keen to move towards regional trade integration. The government has already decided fully to implement the ECOWAS common external tariff (CET) regime, which began in 2005, with the stated objective of full compliance by 2008.

The EU remains Sierra Leone's main trading partner, with up to 84% of exports going to EU countries and 61% of total imports arriving from the EU<sup>22</sup>. Diamonds are currently the main export. Exports of cocoa are increasing, as the crop recovers from the years of conflict, and rutile and bauxite exports restarted in 2006. The main items imported are petroleum products, rice and other foodstuffs, machinery and transport equipment.

Sierra Leone is covered by the concessional trade arrangements under the EU's Everything But Arms Agreement (EBA) and the USA's African Growth Opportunity Act (AGOA). Negotiations on an Economic Partnership Agreement (EPA) are ongoing, but will not have an impact until the medium to long term.

Sierra Leone's ability to fulfil its international trade framework commitments is constrained by lack of capacity. The Ministry of Trade and Industry (MoTI) is currently unable to formulate and implement effective trade policies, which limits the Ministry's capacity to lead inter-Ministry cooperation, to organise effective dialogue with the private sector or to represent the interests of Sierra Leone effectively in regional and multilateral institutions and negotiations. However, even if these problems were addressed, the weak trade performance of the country would continue to be constrained by low productivity and poor infrastructure.

Within the sub-region, official trade with Liberia and Guinea is limited, but informal trade within the Mano River Union is relatively high, though mostly unrecorded. For the West Africa region, ECOWAS is responsible for the EPA negotiations with the EU. However, cooperation and coordination in West Africa are hindered by language barriers and the limited capacity of the ECOWAS Secretariat in Abuja.

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<sup>22</sup> These figures from the DG Trade publication on EU-ACP external trade in 2004 are not consistent with the WTO Trade Profile. The difference between the two sources illustrates the weakness of the trade statistics available, both externally and internally.

### II.1.3. Social situation

The population of Sierra Leone is increasing rapidly (by 4% a year) and is more mobile than ever before. Although many refugees and internally displaced people have returned home to rural areas, overall the country is undergoing rapid urbanisation. Currently 40% of the population live in urban areas<sup>23</sup>. In particular, there is an influx of young people into regional towns as well as to Freetown. Urbanisation has potentially significant social and political consequences. It is in urban areas where it has become most clear that young people increasingly represent a defined social and political constituency.

Inequality is growing in Sierra Leone. The government is perceived to be distant and irrelevant to people's needs, although decentralisation offers a real opportunity to change this. It has only been a few years since the end of a brutal war and many people are still suffering trauma. In a context of increasing frustration at the lack of employment opportunities and access to basic services, small triggers can easily bring tensions to the surface.

Two major groups are systematically disadvantaged because of discrimination: women and girls, plus youths of both sexes. Cultural traditions continue to promote unequal gender relations<sup>24</sup> and female genital mutilation is widespread. Women are disadvantaged by both statutory and customary law with regard to marriage and divorce, property ownership and inheritance. They are under-represented in paid employment in the non-agricultural sector, and also in politics and public life. Girls continue to receive less education than boys, particularly in the north and at secondary and tertiary levels, and play a greater role in housework. Gender-based violence is common. Pregnancy and childbirth are particularly dangerous, as women have a one in six chance of dying in child birth. Very few pregnant women have adequate care during delivery. Only 5% of women have access to family planning<sup>25</sup> and a woman can expect to give birth to 6.5 children (average).

Youths are officially defined as anyone in the 15-35 age brackets, a wide cohort that recognises that a whole generation missed out on childhood during the war. Young men and women in rural and urban areas talk of a sense of marginalisation, which stems from traditional hierarchies based on age, negative perceptions of young people after the war and lack of jobs. The lack of employment makes it hard for males to fulfil their traditional role in society: there is a risk that some will turn to crime or take up arms in the absence of economic opportunities.

A third group suffering from discrimination and marginalisation are those with disabilities, including war-wounded and amputees.

Sierra Leone's health system is extremely weak. The main constraints are lack of skilled health staff, inadequate finance, poor infrastructure, limited access in rural areas, limited

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<sup>23</sup> Defined as settlements of 5 000 or more inhabitants.

<sup>24</sup> See World Bank Sierra Leone Strategic Country Gender Assessment (2005).

<sup>25</sup> UNICEF 2005 MICS-3. One of the lowest rates in the world.

availability and affordability of drugs and social, cultural and economic barriers to access to and use of health-care services. The actual and perceived cost of treatment is a significant barrier and user fees, both official and informal, are prevalent.

Malaria is the main cause of illness, accounting for almost 40% of outpatient attendance and its prevalence in the under-5 population is 47%<sup>26</sup>. Bed-net usage by pregnant women and under-5s is estimated at less than 7%. Malarial strains are also resistant to many available drugs. Tuberculosis shows an annual rate of infection of 2.5%.

There are no reliable data on *HIV/AIDS* prevalence and estimates vary widely<sup>27</sup>. However, 47% of HIV-positive cases are new infections, indicating that the prevalence rate is rising fast. High-risk sexual behaviour is common in a post-conflict environment where many young men, including ex-combatants, are unemployed and struggling to find a role in society. Knowledge of HIV and other sexual health issues is generally low.

The education sector is also facing serious challenges. Adult literacy is 30%<sup>28</sup>. The 2004 Education Sector Review showed that 76% of women and 60% of men had never been to school. There are few reliable data on enrolment rates for primary and secondary education in Sierra Leone. According to UNICEF, the net primary school attendance rate is 69%<sup>29</sup>.

While progress has been made on increasing primary school enrolment rates since the civil war, considerable problems remain that have serious implications for the quality of education. There is a severe shortage of trained teachers, most acute in remote rural areas. Facilities are often lacking, with schools housed in dilapidated buildings, and there is a widespread shortage of basic educational materials.<sup>30</sup>

Access to water and sanitation is poor throughout much of the country. A high proportion of basic infrastructure was destroyed during the civil war and maintenance was largely abandoned. As a result, Sierra Leone is now seriously off-course to meet the MDGs for water and sanitation. According to 2005 UNICEF data, the situation is actually getting worse for many people.<sup>31</sup>

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<sup>26</sup> UN MDG update 2005.

<sup>27</sup> The National Population-base HIV Seroprevalence Survey of Sierra Leone indicates that the prevalence of HIV in the population studied was 1.53%, but lack of quality data makes analysis difficult. There appears to be an abnormal increase in the prevalence in males, from 0.8% in the 30-34 age group to 3.5% in the 35-39 age group.

<sup>28</sup> UNICEF 2006 The State of the World's Children.

<sup>29</sup> UNICEF 2005 MICS-3.

<sup>30</sup> . Sierra Leone has prepared a sector programme under the Education for All – Fast Track Initiative (EFA FTI) that was endorsed by donors and represents an important step forward.

<sup>31</sup> Comparisons between the 2000 (MICS-2) and 2005 (MICS-3) data show a drop in water supply coverage from 54% to 46% and in sanitation from 63% to 30%. The higher figure for 2000 is partly related to the higher population living in better-served refugee camps at that time. There were also problems with data collection in rebel-held areas.



#### **III.1.4. Environmental situation**

Ensuring sustainable and effective use of natural resources, while maintaining a healthy environment, is a strategic priority in the GoSL's Vision 2025. Environmental management is a cross-cutting theme in the PRSP and recognised as a key challenge for addressing poverty<sup>32</sup>. However, progress has been slow.

Natural resources drive the national economy. Renewable natural resources (agriculture, fisheries and forestry) contribute over 50% of GDP and support the livelihoods of 75% of the population. Fish make up the bulk of all protein intake and fisheries account for 11% of GDP, the highest in the West African sub-region. However, current trends of widespread environmental degradation, resource depletion and low agricultural productivity highlight a need to ensure that Sierra Leone's environmental wealth delivers sustained economic growth and contributes substantively to human development.

Low productivity, unsustainable farming practices and increasing demand for fuel-wood and charcoal in urban areas have contributed to high levels of deforestation and soil degradation. Although reliable information on exploitation of marine resources is lacking, failure to control illegal fishing alone results in an estimated annual revenue loss of nearly US\$ 30 million a year. Deforestation over the decade 1990-2000 was more than triple the sub-Saharan Africa average. Less than 5% of the original forest covers remains, with a negative impact on the globally important biodiversity hotspot of the Upper Guinea Forest. There is an urgent need for an up-to-date resource inventory to inform strategic planning in forestry and energy, as the last comprehensive survey dates back to before the civil war. Electricity provides less than 1% of energy needs and power rationing is frequent due to low water levels and high levels of siltation in hydropower reservoirs. Current practices for production, transformation and use of biomass are inefficient and unsustainable. Fuel-wood accounts for over 90% of household energy requirements but current practices are inefficient and unsustainable. Little timber is now commercially viable but forests remain important sources of livelihoods and non-timber forest products.

Rural-urban migration, combined with an absence of urban physical planning and inadequate investment in urban services, infrastructure and shelter, has led to overcrowded and hazardous environments for urban populations. Environmental health conditions are fragile. Sierra Leone is not a water-deficient country. However, both access to water and water contamination affect the majority of the population. The rural population depends heavily on surface-water collection, contributing to a high burden of disease. Water resources and vulnerability to climatic variability and change are causing increasing concern. Rationing was temporarily introduced in 2006 to help avoid a failure in Freetown's water supply. Water stress in urban areas is a particular concern, given the serious risk of disease and tension that could arise.

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<sup>32</sup> The PRSP identifies priorities with respect to agricultural development, mining, sanitation, medical waste management, drinking water and sanitation, housing and addressing environmental risks and shocks.

Failures in environmental governance exacerbate the role of population pressure and lack of alternative livelihoods as underlying causes of environmental problems in Sierra Leone. The 2006 draft strategic action plan for the newly created National Commission on Environment and Forestry (NaCEF)<sup>33</sup> notes that the most important constraints across government are weaknesses in institutional, policy and legislative capacity and resourcing measures, with inadequate attention paid to the implications of natural resource use.

The policy, legislative and institutional framework for environmental management is underpinned by the 1994 National Environment Policy and 2000 National Environmental Protection Act<sup>34</sup>. Sierra Leone is a signatory to a range of international conventions and protocols but implementation is lagging. NaCEF was set up in 2005<sup>35</sup> to improve environmental management, but implementation of all the national environmental legislation and country systems is negligible for want of resources and national capacity. NaCEF's emerging strategic plan needs to identify a coherent set of priorities and is not expected to be fully functional without considerable donor support.

A systematic climate change vulnerability and adaptation assessment is currently missing but a national adaptation plan is being prepared with Global Environment Facility (GEF) funds. A national hazard assessment, which includes some climatic factors, has been prepared. A draft National Disaster Management Policy prepared by the Office of National Security in mid-2006 fails to address climate variability and change comprehensively. Noticeable rainfall variability has been observed in recent years, particularly in the northern regions, adversely affecting water resources and agricultural yields, a key issue for rain-fed rice cultivation. Potential sea-level rises will have significant implications for coastal infrastructure, socio-economic activities and communities, while oceanic warming could affect marine fisheries.

Structural and systemic changes are urgently required in the way Sierra Leone manages its natural resource assets. Information, including inventory and mapping, is inadequate. Current and proposed sector-specific support, such as for mining and fisheries, will need to be framed within a coherent, overarching national strategy and policy framework that establishes clear institutional mandates and priorities.

## **II. 1.5. Sierra Leone in the international context**

Sierra Leone is a member of the UN, of the Commonwealth and of a number of regional bodies: the African Union (AU), the Mano River Union (MRU) (with Liberia and Guinea) and the Economic Community of West African States (ECOWAS). Sub-regional cooperation has not developed to its full potential. Sierra Leone is also one of only two

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<sup>33</sup> Under the 9<sup>th</sup> EDF, EC support through the technical assistance and capacity building for the NaCEF was approved.

<sup>34</sup> Neither the 2003 National Biodiversity Strategy nor an Environment Management Plan prepared to inform the PRSP have been implemented.

<sup>35</sup> NaCEF was formed from the former forestry and environment departments of the Ministry of Lands, Country Planning and Environment.

countries, along with Burundi, selected for support from the UN Peacebuilding Commission.

Despite the country having signed a number of international conventions, capacity constraints in the civil service prevent it from participating fully and deriving full benefit. The international conventions on money laundering and fraud are being discussed with the government with the aim of agreeing benchmarks against which to monitor progress on implementation.

International migration-related links are significant, particularly as many people left Sierra Leone during the war. It is estimated that the Diaspora includes 200 000 in the UK and 200 000 in the USA. While many of these send money back to relatives in the country, the scale of these remittances is unknown although likely to inject significant sums into the local economy.

According to UNICEF, child trafficking has increased since the end of the war, which left thousands of children displaced, orphaned and separated from their family. Victims are both boys and girls. Both internal trafficking and trafficking abroad are occurring for a range of purposes, including prostitution, early marriage and forced labour. However, there are no reliable data on trafficking.

Transport links between Sierra Leone and countries in the region are weak and the regional trunk road network will remain a constraint to movements of people and goods in the short to medium term. Air connections in the region are also limited<sup>36</sup>.

Historically, it has been shown that instability spreads easily and quickly across borders, especially in view of the social and economic fragility of the sub-region. While the situation in Liberia has improved in recent years, prospects are more uncertain in Guinea and Côte d'Ivoire. ECOWAS and its new conflict-prevention mechanisms have an important role to play in the peace processes in the region. Conflict-prevention strategies for Sierra Leone must take this fragile regional context into account.

## **II.2. Poverty reduction analysis**

Sierra Leone is currently unlikely to meet any MDGs and is seriously off-course on several, particularly those related to child and maternal health. Its maternal and child mortality rates are the worst in the world.

Poor people in Sierra Leone perceive poverty as deprivation, dependence, lack of financial resources and a life of hardship. Participatory poverty assessments have found that poor people consider insufficient food to be the most important aspect of poverty. Other critical areas are, in order of priority, (a) poor housing, (b) lack of access to health

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<sup>36</sup> Sierra Leone is one of the five African countries where all the air carriers certified in the country are on the list of air carriers subject to a ban on all operations within the Community (Commission Regulation of 21 November 2005).

care, (c) lack of access to education, (d) lack of access to clean water and (e) no money<sup>37</sup>. Poverty results in stress and tension. The very poorest stand out visually because of malnourishment, ill-health and shabby clothes, and can be isolated and stigmatised in the community. Women and girls are perceived to be more vulnerable to poverty because they have the least assets and the least power over their own lives. Those with disabilities are doubly disadvantaged.

Poverty data indicate that nearly 80% of the population in rural areas are below the national poverty line compared with 54% in urban areas and 15% in Freetown. However, no poverty data adjusted for the higher cost of living in urban areas are available and urban poverty is likely to be underestimated. The highest incidences of poverty are in the districts of Kailahun, Bonthe and Tonkalili and of Kenema, Bombali and Port Loko. While Freetown is generally considered to be better off than other parts of the country, a significant population in the capital is poor. There are no reliable data on the numbers of slum-dwellers in Freetown, but it is clear that the population living in slums is significant and increasing, as growing numbers are excluded from formal housing markets.

### **II.3. The development strategy of Sierra Leone**

*Vision 2025* sets out the government's long-term aspirations for Sierra Leone. Its aim is to provide a sense of purpose and direction for management of the development process, harnessing the financial, human and technical resources needed, especially to rebuild state institutions and their capacity. Youths are singled out as central for turning the vision into reality.

The critical medium-term policy document issued by the GoSL is, however, Sierra Leone's first PRSP – *A National Programme for Food Security, Job Creation & Good Governance (2005-2007)*<sup>38</sup>. The PRSP clearly sets out the priority development challenges facing the country and translates these into strategies to combat poverty and to achieve the MDGs by means of a range of sectoral policies, programmes, operations and institutional reforms. The strategy recognises that further broadening and deepening of reform on several fronts will ensure that growth is turned into better poverty and human development outcomes. However, the PRSP makes limited reference to designing policies to revive private-sector investment, which could serve as the driving force for growth, job creation and boosting government revenue.

Given the broad array of development challenges faced by Sierra Leone and the limited resources available to meet them, the PRSP lacks sufficiently clear priorities and guidance on the sequencing of reform<sup>39</sup>. The government cannot do everything and needs

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<sup>37</sup> McKeown, M (2004): The Sierra Leone Poverty Reduction Strategy Participatory Process report for Poverty Alleviation Strategy Coordinating Office (PASCO) and DFID.

<sup>38</sup> The current PRSP, published in March 2005, covers the years 2005-2007. Preparations have begun for the next PRSP which should be completed by the end of 2007.

<sup>39</sup> The lack of prioritisation is evident from the initial costing of US\$ 1.7 billion for implementation of the PRSP, which has since been scaled down to a request for US\$ 365 million of additional funding in the activity matrix presented to the 2005 Consultative Group (CG). In 2006 the government reported to the CG meeting on aid flows that an estimated US\$ 336 million had been received in 2005.

to prioritise rather than attempt to cover too ambitious a set of objectives. Even with better prioritisation, without monitorable targets for the PRSP and an adequate monitoring and evaluation system in place, progress will be difficult to judge.

#### **II.4. Analysis of the viability of current Sierra Leonean policies and the medium-term challenges**

The PRS is the main strategy guiding development. The major challenges in putting the PRS into practice are:

- (i) inadequate funding with a limited domestic resource base;
- (ii) serious capacity constraints in nearly all Ministries, Departments and Agencies (MDAs) and local councils which continue seriously to affect implementation across all sectors;
- (iii) an over-ambitious set of targets;
- (iv) weak government financial management systems;
- (v) volatility and unpredictability of donor funding;
- (vi) continued prevalence of corruption.

The 2005 budget was the first in which the government's PRS could potentially influence allocations, in a manner consistent with its growth and poverty-reduction objectives. The budget and future expenditure projections show that the government's budget process is becoming more consistent both with PRS principles and with greater opportunities for public consultation. However, the extremely limited fiscal space within which the GoSL operates has severely constrained its ability to make significant changes to budgetary allocations.

A Medium-Term Expenditure Framework (MTEF) has been introduced and the policy priorities articulated in the PRS will help to improve strategic planning and the link between policies and expenditure. The setting-up of Budget Oversight Committees, bringing together civil society and government, has increased transparency, vertical accountability and broad-based participation in the budget process. A number of weaknesses remain, however, including lack of effective parliamentary oversight, continued separation of the development and recurrent budget and lack of effective donor consultation and engagement on budget priorities, implementation and monitoring of progress.

As a result of the priority given by the authorities to improving public financial management (PFM), there has been significant progress on building capacity and improving performance. The authorities are committed to implementing a National Action Plan on PFM. Whilst this reform is acknowledged as an essential component of the government's efforts to reduce corruption, it is also understood that efforts must be sustained over prolonged periods to produce lasting results.

The GoSL has progressively expanded the resources allocated to education and health, while resources for defence are projected to decline. The share of education spending in

the budget (22%) is broadly consistent with the average for sub-Saharan Africa (22-25% of discretionary recurrent expenditure). Despite the growing share, significant concerns remain over the distribution of physical goods, as revealed by public expenditure tracking surveys (PETS)<sup>40</sup> and, hence, over the quality of the services provided.

In the immediate aftermath of the conflict, in recognition of the need for a comprehensive reform of the security sector, the government set up the Office of National Security (ONS) with a mandate to coordinate the activities of the various security sector institutions. The ONS undertook extensive consultations and analyses to produce the Security Sector Review, reinforcing the strong linkages between security and development. Work is continuing in order further to develop the sectoral architecture to create a safe and enabling environment for development. Over the medium to long term the government will need to make tough decisions on the affordability and sustainability of its security institutions.

The weaknesses of the judiciary, in terms of logistics, mobility, basic infrastructure and training, remain a major challenge. Insufficient numbers of judges, magistrates, public defenders and prosecutors continue to result in a huge back-log of cases. The traditional system of justice operating in the rural areas in parallel with the modern (common law) system is marked by a perceptible lack of transparency and accountability.

The civil service is currently suffering from lack of capacity and severe resource constraints. Low pay has been identified as a major contributing factor to the poor performance of civil servants<sup>41</sup>. A limited number of civil service reforms are being implemented, led by the Office of the President with support from the Governance Reform Secretariat (GRS). Civil service pay and training policies have been drafted, and a public-sector reform strategy is being prepared. A report issued in 2004 by a Presidential Commission recommended introduction of a merit-based recruitment scheme for a senior executive service (SES).

With the enactment of the Local Government Act (LGA) in January 2004 Sierra Leone embarked on decentralisation of government structures, responsibilities and resource allocation. Devolution of responsibilities from central line ministries to the 13 districts and 19 local councils started in 2005. Delays have occurred in staffing and in the system of disbursement of grants from central government to local councils, with a serious impact on their operations. Local councils' revenue capacity is still too limited to enable them to be financially autonomous. In addition, there is still a lack of clarity over the division of roles and responsibilities between local councils and Chiefdoms in relation to taxation and other functions. This needs to be resolved to make sure that the decentralisation process is effective.

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<sup>40</sup> PETS have been carried out since 2003, with support from the DFID, UNDP and World Bank. They are conducted annually, covering services delivered the previous year. To date PETS have tracked records of resource flows in health, education and agriculture. The PETS team is based in the Ministry of Finance.

<sup>41</sup> A DFID-funded study in May 2004 found that the basic salary of civil servants was 49% of those in the private sector. Private Secretaries are paid a maximum of Le 7.78m (about £1 558) per annum.

Sierra Leone suffered from a massive brain drain throughout the conflict years and few have returned. Because technical capacity is one of the most constraining factors in carrying development forward, an array of additional strategies are needed in the short term to boost capacity. The private-sector development strategy being prepared by the Ministry of Trade and Industry is expected to examine ways to facilitate greater engagement from the Diaspora in the country's development. The Diaspora is also potentially a significant source of foreign direct investment.

Fewer than 10% of the population have access to even an intermittent electricity supply<sup>42</sup>. While Sierra Leoneans currently pay one of the highest tariffs in the region<sup>43</sup> it is insufficient to cover costs. The high electricity prices are due to inefficient and costly energy production with generators, rising fuel costs, inadequate maintenance, under-investment, vandalism and a bloated workforce. There are fundamental weaknesses in the National Power Authority's (NPA) accounting procedures, particularly for revenue collection. The GoSL needs to adopt a power sector strategy and is drafting legislation to promote public and private investment in the sector, including restructuring of the NPA and development of a management contract under a cost-recovery regime. Regional power sector integration will also need to be factored into national plans.

The IMF has conducted a comprehensive Financial Sector Review, and the initial results became available in late 2006. This provides a full and up-to-date assessment of the functionality of the financial sector. What are clear are the rudimentary character of the sector and the lack of instruments and funding for term or project financing. The sector, starting from the Bank of Sierra Leone (BoSL), is undercapitalised and there are currently a relatively large number of banks compared with the size of the economy. Interest rates are prohibitively high and banking supervision by the BoSL is weak.

Presently one of the main sources of revenue for Sierra Leone is the mineral sector. The GoSL's Core Mineral Policy (2003) was designed to create a well regulated, internationally competitive and investor-friendly business environment in the mining sector. The policy covers all mining operations, from large-scale mines, such as those run by Sierra Rutile and Koidu Holdings, to artisan gold and diamond mining. To date implementation of the policy has been relatively limited. The government has agreed to adopt the Kimberley diamond certification process and, more recently, to implement the principles underlying the Extractive Industries Transparency Initiative (EITI), which seeks to improve the transparency of revenue collection and generation in the minerals sector.

Sierra Leone currently lacks a sound and comprehensive agriculture policy and the government's priorities are not adequately addressed in the medium-term strategic plan for 2003–2007. In 2005 the GoSL launched a National Medium-Term Investment Programme (NMTIP). In the same year the President released a policy document entitled

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<sup>42</sup> In 2004 electricity consumption from the National Power Authority (NPA) was estimated to be only 55 kilowatt-hours per capita compared with the regional average of 495 kilowatt-hours and 8 503 kWh/capita in OECD countries.

<sup>43</sup> US\$ 0.19 per kilowatt-hour.

“Operation Feed The Nation: Contextualising PRSP-SL Towards Food Security and Poverty Alleviation”, which attempts to convert the PRS into future action in the agricultural sector<sup>44</sup>. In the medium term there is a need to ensure that the priority objectives of increasing food security and developing the rural economy are compatible with the longer-term needs to improve capacity and institutional development.

The National Transport Strategy and Investment Plan (2002-2007) (NTSIP), covering all forms of transport, was adopted by the GoSL in July 2002. It establishes priorities, sets out key sector policy reforms and strategies and, helpfully, identifies the need for sustainable and transparent maintenance and management systems. However, in order to be effective it requires establishment of sustainable financing, which has not yet been done. The NTSIP needs to be updated to provide a sufficient basis for future investment planning.

The government is committed to restructuring the Sierra Leone Roads Authority (SLRA)<sup>45</sup>, which is responsible for all road construction and maintenance, and has commissioned a Road Sector Management Action Plan. The overall objectives of the restructuring plan are (i) establishment of a Road Fund, managed and controlled by its own autonomous Board to be used solely for programmed maintenance, (ii) financing of all emergency road maintenance works by government funding to SLRA and (iii) conversion of the SLRA’s existing Mechanical Services Unit into an autonomous Mechanical Services Entity.

The Road Fund was established to promote better maintenance financed by a fuel levy. However, it suffers from poor management and lack of transparency and does not generate sufficient funds for routine and periodic maintenance (current coverage is only 16%). The GoSL has committed itself<sup>46</sup> to annual increases in the fuel levy to ensure adequate maintenance funds, but there is a risk that further increases in fuel prices could cause popular unrest. The target of the Fund is to cover all core maintenance by 2012.

National policies on the advancement of women and gender mainstreaming exist, but scant resources have been allocated for implementing them. The government has met its obligation by producing its first report on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). However, progress has been slow on harmonising domestic laws with international conventions and one major challenge is to ensure implementation.

The creation of a Ministry of Youth and Sports and the development of a National Youth Strategy demonstrate recognition of the scale of the problem and challenges facing youths. However, implementation of the policy is constrained by weak capacity and inadequate resources.

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<sup>44</sup> Further references to the crucial role of agriculture in Sierra Leone’s economic development are made in the Diagnostic Trade Integrative Study (DTIS).

<sup>45</sup> As part of the World Bank’s proposed Infrastructure Development Project.

<sup>46</sup> The GoSL’s Letter of Sector Policy of 28 October 2005.



The National Health Policy (2002) is designed to provide an essential package of services and to protect the vulnerable. The main focus is on primary health care, particularly child and reproductive health, and the government has made a commitment to improve access to maternal and child health care, expanded immunisation programmes and school health programmes. A reproductive health strategy has been drafted. Most functions were devolved to local councils in 2005, drug procurement will follow in 2007 and secondary health services in 2008. Despite teething problems this offers significant potential for improving the health system, and positive change is already evident in some districts.

The Ministry of Education, Science and Technology (MEST) is preparing a 10-year Education Sector Plan, which should be ready by May 2007. The plan will take forward the commitments made in the PRS to improve the quality of basic education, with a particular focus on girls.

The capacity for planning, in particular strategic financial planning, in the water sector remains weak and split between several institutions. The planned National Water and Sanitation Policy aims to clarify roles and responsibilities, particularly by devolving many functions to local government. There is an urgent need to develop a coherent water sector strategy and a regulatory framework for sustainable water resource management.

### **CHAPTER III: OVERVIEW OF COOPERATION AND POLITICAL DIALOGUE, COMPLEMENTARITY AND CONSISTENCY**

#### **III.1.1. Overview of past and present cooperation between the EC/DFID and Sierra Leone and lessons learned**

A summary of ongoing EC/DFID development assistance to Sierra Leone is provided in the donor matrix in Annex 2. The EC and DFID are the two largest donors, currently providing some 42% of all external donors funding.

At the end of the conflict in 2002 the government had few resources, the civil service, police and army had collapsed, corruption was endemic and the economy destroyed. The task facing the international community was to restore government authority, rebuild government institutions, restore macroeconomic stability and start the long road to economic recovery.

In the absence of any domestic revenue, both the EC and DFID were quick to provide budget support in recognition of the need for the government to pay public-sector workers and start to deliver services to its citizens. As part of their budget support, both organisations worked from an early stage on improving public financial management. Budget support so soon after the end of the conflict played a critical role in stabilising the country and ensuring macroeconomic stability.

### III.1.2. European Commission

The allocation of European Development Fund (EDF) resources to the country has steadily increased since 1975 (under the 4th EDF). Up to 2001 (the 8th EDF) a total of €400m had been allocated. The war interrupted project planning and implementation. As a result, projects worth nearly €100m approved under earlier EDF arrangements are still being implemented. From 1999 to 2002 ECHO provided €44m in humanitarian aid for war-affected populations in Sierra Leone and resettlement of returnees and Liberian refugees.

The 9th EDF CSP (2002-2007), worth €227.4m, focused primarily on rehabilitation of infrastructure (50%), good governance and institutional strengthening (17%) and macroeconomic support (30%). The support under the 9th EDF has been supplemented by two LRRD (linking relief to rehabilitation and development) projects, focusing on agriculture, water and sanitation (€25.0m) and health (€7.0m), while addressing cross-cutting issues such as HIV/AIDS, human rights and the environment. Further funding has been allocated to projects on human development (€15.6m.). Finally, some €18.0m was provided over the period 1996-2004 to finance food distribution and related activities run by the World Food Programme (WFP). Non-programmable resources have been used for reforming the mining sector<sup>47</sup>.

The 9th EDF provided important support for rehabilitation of infrastructure which was completely destroyed after the war. Good progress has been made with post-conflict reconstruction. As the lead donor in this sector, the EC has made a significant contribution to peace consolidation, economic growth and stability in the form of programmes on rehabilitation and maintenance of main roads and on rehabilitation of school buildings and of health, water and sanitation facilities destroyed in the war. A total of some 406 km of roads have been improved and resurfaced since 2003, 153 primary and secondary schools built or rehabilitated, 76 health units and hospitals rehabilitated or constructed and around 500 wells and more than 1000 latrines built with contributions from the beneficiary communities. After relief and contributions to recovery in agriculture, there is a need for donors and the government to build on the results and put more emphasis on sustainable rural development which will create jobs and contribute to economic growth. The World Bank is the lead donor in this sector and although EC funds will be available for rural development it has been agreed with the government that this will not be one of the two focal sectors under EDF 10.

- Action on good governance and institutional support has been focusing on supporting the decentralisation process, strengthening accountability mechanisms and public financial management systems and elections. Although implementation of some activities has been slow, the delivery mechanisms eventually put in place have made it possible to develop co-financing arrangements and improve harmonisation between donors. Under the 9<sup>th</sup> EDF, the EC has also financed the DFID programme Enhancing

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<sup>47</sup> The repayments from Sierra Rutile to the GoSL will be used during implementation of this Joint Country Strategy, in accordance with Financing Agreement 9 ACP SL 6.

the Interaction and Interface between Civil Society and the State to improve poor People's Lives (ENCISS).

The EC and DFID have supported decentralisation from a multi-donor trust fund administered by the WB. Under the Bank's Institutional Reform and Capacity-Building Project (IRCBP) the capacity of fledgling local councils is being developed to provide services to citizens in accordance with the Local Government Act (2004). The rationale for a joint approach is to improve complementarity and reduce administrative costs, for example by introducing joint monitoring mechanisms. In December 2006 the WB, DFID and EC carried out a joint mid-term review, with full participation by local councils and civil society. Further to the ongoing institutional support to the local councils, the focus of future action should shift to decentralised sectoral capacity-building for service delivery to the rural poor. This process must be flexible enough to keep pace with devolution in the different sectors. The health sector is currently the most advanced, but further attention will need to be given to local health management capacity and to the central monitoring capability.

The 2007 presidential and parliamentary elections are considered as a major milestone on the path to consolidating democracy. Via an "elections basket fund" administered by the UNDP, the EC, DFID and Irish Aid are supporting the National Electoral Commission (NEC) to prepare and supervise the 2007 elections. The EC is also supporting institutional strengthening within Statistics Sierra Leone, which will provide data for the 2007 elections and baseline data to improve monitoring of the PRS benchmarks.

### **III.1.3. DFID**

DFID programmes since the war have focused on rebuilding the security sector, public-sector reform and support for the Anti-Corruption Commission. As the country moves forward, the nature of DFID's engagement will change to support economic growth and human development. Since 2005 private-sector development has become a more important part of the country programme, but the DFID has done little to improve the delivery of basic services.

The DFID framework for 2006 is £40m a year, of which up to £15m (37%) goes to direct budget support. The balance is divided between good governance and public-sector reform (26%), security and justice (18%), private-sector development (15%) and human development (4%).

The UK support for security sector reform has successfully laid the foundations for a safe and enabling environment for poverty reduction. The Sierra Leone police now bear primary responsibility for maintaining internal security, after taking over from UNAMSIL peacekeepers at the end of 2005. Early programmes supporting law reform and police reform are now being built upon by developing a comprehensive justice strategy.

Civil society and citizens are being encouraged to participate in the decentralisation process, for example by means of DFID support to organisations like ENCISS<sup>48</sup> and the EC's Accountability Mechanism Project which seek to improve dialogue and public participation in government policy formulation, planning and implementation.

Collaboration between the DFID and other development partners on strengthening public financial management and efforts to improve transparency and accountability have been strong. The DFID, EC and World Bank have agreed a common set of public financial management benchmarks linked to their Multi-Donor Budget Support Agreement with the government.

Because of the role played by diamonds in fuelling the 10-year conflict – the financing of small arms and light weapons and the smuggling of gems to fund the warring rebel factions – the DFID has supported reform of the diamond sector. Although significant progress has been made, diamonds will continue to be a potential driver of fragility in Sierra Leone<sup>49</sup>.

Recognising the critical role which the private sector must play in generating income and jobs, the DFID recently expanded its support for private-sector development. The current programmes are focusing on streamlining bureaucratic processes associated with setting up and operating a business in Sierra Leone, creating a comprehensive and internally consistent private-sector policy framework for the country, modernising the commercial legal framework to align it with the private-sector development policy and facilitating interaction between the private sector and the government to strengthen the investment climate.

#### **III.1.4. Aid instruments**

The main forms of aid used by both the EC and DFID have been budget support and projects. Sector-wide programmes are relatively new and untried in Sierra Leone and are the “missing link” in both organisations' country programmes. This is now changing, with moves being made to develop sector-wide approaches on security and justice and, in the future, education and health. Both the sector-wide approach and sector budget support for roads are in the early stages of discussion between donors and the GoSL.

Since 2003 the DFID has provided budget support in the form of a fixed tranche of £10 million plus a further performance tranche of up to £5 million per year. Release of the performance tranche is conditional on progress against a set of benchmarks agreed with the government. While the fiduciary risk involved in providing budget support in the immediate aftermath of the conflict was high, such support was essential to provide the GoSL with the funds necessary to get government systems up and running and maintain the fragile peace.

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<sup>48</sup> Enhancing the Interface and Interaction between Civil Society and the State.

<sup>49</sup> Drivers of Change Study, IDL Group (March 2006).

The EC also began to provide budget support in the aftermath of the conflict, and Sierra Leone received macroeconomic support totalling €37m under the 8th EDF as Post-Conflict Budgetary Support (PCBS). This and earlier targeted programmes ran into delays due to unfavourable audit findings and were considered difficult to manage. Under the 9th EDF the EC moved to the €50m Poverty Reduction Budget Support (PRBS) programme model, which operates with a fixed tranche plus a variable performance tranche. The PRBS support is provided as untargeted budget support, generally conditional on macroeconomic stability, progress on PFM reform and PRS implementation. The performance tranche applies indicators on PFM, health, education and rural roads.

### **III.1.5. Lessons learned<sup>50</sup>**

In 2006 an evaluation<sup>51</sup> of the previous ten years of EC cooperation with Sierra Leone found that too little attention had been paid to pro-poor growth issues, limited government capacity and the overall sustainability of support.

Most of the lessons learned in the four years since 2002 revolve around the difficulties and particular challenges of operating in a “post-conflict” environment where capacity is limited and state institutions are inherently fragile. These can be divided into four sub-headings:

#### The civil war and immediate post-conflict recovery period

The reasons for Sierra Leone’s fragility and instability are political and related to the poor *quality of governance* which will remain the key issue for future development support.

In terms of *sequencing* of post-conflict reform, while reform of the security sector is critical, it should go hand in hand with wider civil service reform from the beginning to capitalise on the window of opportunity opened in the immediate post-conflict period. It is also important to identify, early on, the *linkages* between security and justice and to seek early involvement of the Ministry of Finance in developing sector-wide programmes.

In a fragile state like Sierra Leone there will always be issues about the pace at which the government can absorb assistance. Concentration on state reconstruction and governance should not be at the expense of an *early focus on basic service delivery and economic growth and job creation*. Both are extremely important to make sure that people see the dividends of peace and to arrest any slide back to conflict.

#### An early focus on infrastructure development is an essential part of the recovery process

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<sup>50</sup> In addition to the country-specific lessons described below, the EC thematic evaluations, e.g. on transport in 2004 and good governance in 2006, have provided valuable analyses of the EC’s experience in these areas in a wider context.

<sup>51</sup> Evaluation of the Commission’s support to Sierra Leone – Country-Level Evaluation, August 2006.

The need to *increase government revenues* must be recognised early on. Without an effective National Revenue Authority in place the government will be constrained by lack of domestic resources and dependent on fluctuating donor resource flows.

#### What are the lessons for the government?

*Government ownership* of the reform process is critical, as without it reform will be slow, if not non-existent. Use of donor-driven benchmarks can nudge the process of reform forward but cannot substitute for lack of political will.

Even with improved ownership, *sequencing and prioritisation* of reform are important because the government has limited capacity to deliver against too broad a range of objectives.

The government should ensure that the necessary *civil service reforms* are addressed adequately and promptly in order to create an enabling environment for sustained progress.

The government should be fiscally responsible, recognise the critical role of the Ministry of Finance and *link government policy to the budget*. The government should not take on commitments which it cannot sustain in the long term.

The government needs to give *a strong lead on donor coordination and harmonisation*. This task will be much easier once a nationally owned PRS is in place and government moves to develop sector-wide strategies in key areas.

The *fight against corruption needs to be broad-based* from the start, with an operational and effective Anti-Corruption Commission being only one component of the nation's overall strategic approach to tackling corruption.

Building statistical capacity early on is important as lack of reliable data makes monitoring results in a systematic way extremely difficult.

#### What are the lessons for the donors?

Recognition of the government's limited capacity requires *donors to be much more "harmonised"* when it comes to delivering assistance. The government can reduce transaction costs and respond better to a common list of benchmarks or targets than to several lists from different donors. The PRSP results matrix forms the framework for donor support. The EC and DFID, along with other donors, should continue to align programmes and monitoring mechanisms on the PRSP results matrix.

Donors should ensure complementarity of their activities to avoid duplication and overlap and improve the clarity and effectiveness of their operations.

Donors should be realistic in their assessment of *institutional and human resource capacity* needs to ensure sustained development at a realistic pace.

Donors should *as far as possible avoid delivering their assistance off-budget*. Unless development aid and associated costs are linked to the budget, sustainability will be undermined and the links between the budget and policy obscured.

Donors should avoid making *in-year adjustments* to their budget support. Unpredictability in the flow of budget support is the primary cause of high short-term domestic borrowing.

It must be recognised that ensuring strong and effective oversight of government by supporting parliament, the judiciary and an independent Auditor-General are all important, but are no substitute for effective engagement of civil society with the state. Civil society and the media have a crucial role to play in supporting effective dialogue and information around key policy processes (e.g. decentralisation, the budget, etc.).

### **III.2. Information on the programmes of the Member States and other donors (complementarity)**

Sierra Leone has a relatively small number of donors. The four principal donors – the EC, DFID, WB and AfDB - all use budget support at least partly to deliver their assistance. All are fully aligned with the PRSP and support efforts to achieve further harmonisation.

Apart from the UK, which is the largest bilateral donor, EU Member States active in Sierra Leone include France, Germany, Ireland and Italy (see donor matrix in Annex 2). A certain degree of natural complementarity between the programmes of Member States already exists and most have indicated an interest in moving towards joint programming to strengthen complementarity during implementation of this strategy.

The total assistance disbursed to Sierra Leone during 2004 and 2005 added up to US\$ 639 million. The EC's and DFID's combined share was 40% of all disbursements<sup>52</sup>. This share is likely to increase over the next few years as the overall level of aid to Sierra Leone falls.

#### **III.2.1. Programmes of Member States**

Germany supports the PRSP by focusing on pro-poor growth. A programme for employment promotion through private sector development, targeting food security, youth employment, private sector development, and income generation by micro-finance delivery, is based on a concept, 'Private Sector Development – Direct Action', which is complementary to the EU/DFID Private Sector Development Approach. Germany supplies by its Non-Formal Education and HIV/AIDS Prevention Programmes an important complement to EU/DFID efforts toward the achievement of PRSP, Pillar II objectives (Promotion of Human Development, MDGs).

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<sup>52</sup> Draft DACO report on aid disbursements in 2004-2005.

Ireland is a relatively new donor with a programme totalling €10m in 2007. This supports a range of initiatives on governance and health, supplementing the EC and DFID support for the NEC, along with initiatives with the UN agencies and via NGOs.

Italy is providing support to the power and health sectors.

### **III.2.2. Other donors**

The EC and DFID cooperate particularly closely with the World Bank in Sierra Leone. Together these three main donors provide budget support to the government, in a well coordinated but self-standing series of operations. The three donors together with the African Development Bank – the MDDBS partners - have jointly signed a MoU with the government to guide provision of budget support. The EC and DFID are co-financing major operations with the World Bank, including institutional reform and capacity-building and the water part of the World Bank's power and water project.

The three organisations have agreed to maintain very close coordination of their activities, seeking complementarity and synergies, and harmonising to reduce transaction costs for the government and partners alike and increase development effectiveness. This coordination will extend to agreements on division of labour and leadership roles in certain sectors, but also partnership and co-financing on certain key operations. Regular meetings between Heads of Mission and staff of all three organisations<sup>53</sup> will complement other harmonisation and coordination activities both between donors and between the government and donors.

The World Bank's Country Assistance Strategy (CAS) for 2005-2009 focuses on economic reform, decentralisation, infrastructure development and the social sectors. Economic reform is underpinned by annual development policy operations linked to budget support. The overall volume of WB assistance is set to decline from US\$ 44m in 2005 to US\$ 38m in 2006 and to fall further in 2007.

The WB is the lead donor to decentralisation (via the IRCBP), providing support for institutional reform and capacity-building, public financial management and empowerment of local councils. The WB also leads the support for power and water, the latter in close collaboration with UNICEF. Road development is another critical area in which the WB complements the EC support. WB programmes are also targeting HIV/AIDS, private-sector development, job creation, rural development, agriculture and development of the mining sector. There are also plans for an accelerated child survival programme.

The African Development Bank's (AfDB) strategy for 2005-2009 similarly focuses on promoting economic growth by improved governance, which supplements existing initiatives to reform public financial management and strengthen the decentralisation process. The portfolio includes infrastructure, agriculture and support for the social sector. Net project commitments in May 2006 totalled US\$ 87m, but the disbursement

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<sup>53</sup> Increasingly also including the African Development Bank.



rate was only 42%. The main social projects cover health rehabilitation and district health services to improve access. The focus is on reducing child mortality, improving maternal health and combating diseases such as malaria and HIV/AIDS.

The IMF's continued engagement with Sierra Leone, under a second Poverty Reduction and Growth Facility (PRGF) for the period 2006-2008, is a critical part of securing a structured and growth-enhancing macroeconomic environment. The IMF strongly supports continued provision of multi-donor budget support.

The United Nations Development Assistance Framework<sup>54</sup> (UNDAF) guides the current UN programmes in Sierra Leone. These are focusing on (i) poverty reduction and reintegration, (ii) human rights and reconciliation, (iii) good governance, peace and stability and (iv) economic recovery.

In the case of governance, the UNDP is the lead agency in supporting the 2007 elections and monitoring and evaluation of the government's poverty-reduction targets together with the EC and DFID. The UNDP and other UN agencies are enhancing the EC and DFID programmes on civil service reform and decentralisation. UNDAF gives high priority to improving food production and youth development. In the area of human resource development, UNICEF is supporting development of the education system, as well as action on water and sanitation and on maternal and child health.

The UN Mission in Sierra Leone (UNAMSIL) ended its mandate in December 2005 and was succeeded by the UN Integrated Office in Sierra Leone (UNIOSIL)<sup>55</sup>. UNIOSIL comprises five divisions: Good Governance and Peace Consolidation; Human Rights and Rule of Law; Civilian Police and Military Assistance; Public Information; and Development. These support programmes are outlined in its *Peace Consolidation Strategy*. A UN Peacebuilding Commission (PBC) was set up in July 2006 by the UN General Assembly to help post-conflict countries consolidate peace and prevent a relapse into violence. The PBC will be accompanied by a Peacebuilding Fund from which Sierra Leone, as a pilot country, will be eligible for support.

Japan (JICA) is a relatively new donor and is undertaking feasibility studies on possible support for power supply improvements in Freetown. In the districts, JICA is supporting rice farmers and establishing water supplies, together with child and youth programmes.

While the EC is the main donor in the road sector, the Kuwait Fund, OPEC Fund, Saudi Fund and Islamic Development Bank are also making investments in this field.

### **III.3. The political dialogue with Sierra Leone**

Political dialogue between Sierra Leone and the two donors is close and constructive and includes regular engagement with the President and Vice-President. This dialogue covers

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<sup>54</sup> Published in 2003 and covering the period 2004-2007 (revised by UNDAF 2006-2007 "Peace Consolidation and Transition to Development").

<sup>55</sup> UNIOSIL's mandate is set out in Security Council Resolution 1620.

internal and regional security issues, trade and migration, good governance and corruption, adherence to democratic principles and matters relating to the functioning of the executive, legislature and judiciary.

The basis for the dialogue is to support Sierra Leone's progress from a post-conflict state to one that is stable, democratic, peaceful and successful. Because of historical ties the UK has a close and comprehensive relationship which is reflected in a sizeable diplomatic, developmental, military and cultural presence.

EU Heads of Mission formally meet for policy coordination on a monthly basis and EU and international approaches are occasionally taken, particularly in the fields of human rights and trade. A more structured dialogue between the EU and Sierra Leone within the framework of Article 8 of the Cotonou Agreement has been prepared and the procedures have been agreed.

### **III.3.1. The state of the partnership with Sierra Leone and progress towards harmonisation**

Day-to-day coordination of development assistance, information-sharing and consultation between the GoSL and donors is carried out by the Development Assistance Coordination Office (DACO) which is part of the Office of the Vice-President. Specifically, DACO has the task of ensuring that all development assistance to Sierra Leone is incorporated in the annual budget. It organises regular PRS working groups and quarterly Development Partnership Committee (DEPAC) meetings to assess progress on implementation of the PRS. It was agreed at the London Consultative Group (CG) meeting in 2005 that future CGs would take place on an annual basis in Freetown and this practice began in 2006.

While there is increasing donor harmonisation by the four budget support donors around PFM and the budget process generally, there is still some way to go to achieve this across other sectors of the PRS. While the budget support donors have committed themselves to extending harmonisation of benchmarks to non-PFM sectors, several donors prefer to provide stand-alone assistance. The government has established an Aid Harmonisation Committee, which includes representatives of donors, to prepare a harmonisation work plan to encourage implementation of the Paris Declaration, to which it recently acceded. The government is in the process of formulating an aid policy to define the procedures and also the roles and responsibilities of all involved.

The donor community holds monthly coordination meetings under the chairmanship of UNIOSIL. Harmonisation of aid operations has been relatively weak to date, but a number of new mechanisms and initiatives (e.g. MDBS, the Decentralisation Trust Fund and basket fund arrangements for the 2007 elections) provide a framework for increasing effectiveness. This joint DFID/EC strategy will enhance coordination and harmonisation between the two key donors, but also provides an opportunity for other development partners to join.

### **III.4. Analysis of consistency with other EU policies**

The issue of policy coherence is important and therefore the objective of promoting possible synergies between other EU policies and development policy in the response strategy has been analysed. Two areas of significant importance in the context of Sierra Leone have been identified, namely trade policy and fisheries policy.

The ongoing Economic Partnership Agreement negotiations are being conducted with a clear link to development, hence fully ensuring coherence between EU trade policy and development. In one specific area of trade potential for Sierra Leone – fisheries – the strategy is addressing development of the sector and acknowledges the challenges which compliance with sanitary and phyto-sanitary regulations pose for exports of fish and fish products.

## **CHAPTER IV: RESPONSE STRATEGY**

### **IV.1. Introduction to the Joint Response Strategy**

The EC's response will:

- ***Build on the gains made*** in the previous focal sectors of good governance and infrastructure.
- ***Continue allocating resources to non-focal sectors***, in order logically to complement and enhance the coherence of the country programme.

The DFID's response will:

- ***Build on the gains made*** by previous and ongoing operations which have focused on improving governance and state-building.
- ***Focus more directly on broad-based economic growth and achieving the MDGs*** by broadening the current country programme to deliver improved basic services.

Together the EC and DFID will:

- **Ensure that cross-cutting themes, such as human rights, the rights of children, youth and indigenous peoples, gender equality, environmental sustainability, disability and HIV/AIDS are addressed**, either by direct support or mainstreamed into other programmes. Action on these areas may also be funded under the EC's thematic and global programmes which provide funding for action on health and food security, the environment and natural resources management, energy, trade and private-sector development.
- Seek to improve the predictability of budget support disbursements by adhering to the Multi-Donor Budget Support Framework and enhance mutual ***accountability***.

- Promote *donor harmonisation* and ensure complementarity across all donors at the level of strategy and implementation.
- Work closely with others, including NGOs and wider civil society groups, to ensure that rights-based approaches are adopted to improve accountability and the effectiveness of services to poor communities.

#### **IV.1.1. Governance, peace and security**

Promoting good governance, peace and security will continue to be a major focus over the next five years. Sierra Leone has made considerable progress since the end of the conflict, but institutional capacity and government accountability remain weak and corruption endemic. The EC and DFID will continue to promote governance institutions that are capable, accountable and responsive to Sierra Leone's citizens. They will change the way that they support governance – with a greater focus on joint approaches with others, efforts to foster greater national capacity and ownership of reforms and recognising the need to look more at prioritisation and sequencing of reforms. Taking a broad-based strategic approach, all future operations will include a component which addresses corruption.

*Reforming state institutions to make them more capable* or effective – at both central and local government levels - will be one major focus. Civil service reform must be accelerated to put in place an appropriate and affordable architecture of government, along with a new salary structure and training policy to enable the state to deliver basic services to citizens. Continued donor support for decentralisation and capacity-building in local councils will be needed if councils are effectively to discharge their responsibilities to deliver basic services, collect revenue and plan for their citizens. The EC envisages putting stronger emphasis on capacity-building of decentralised functions, particularly in the health and agriculture sectors. A strong emphasis on effective management of natural resources (e.g. mining and forestry) and revenue-mobilisation within productive sectors, such as agriculture and fisheries, will enable Sierra Leone to be more self-reliant and less donor-dependent and will form a solid platform for future growth.

*Greater transparency and accountability in use of public funds* will be another specific focus for the EC and DFID. Eligibility for general budget support will depend on government efforts to strengthen public financial management. These efforts will also be supported by capacity-building in the Ministry of Finance and the Accountant-General's Department and by strengthening the capacity of public oversight bodies such as the Office of the Auditor-General, parliament and other appropriate anti-corruption institutions. The EC and DFID will also actively look for ways to engage civil society in this task. They will encourage greater government accountability to citizens by promoting **access to information** and support for civil society and the media.

*Ensuring responsive government and consolidating democracy* to ensure effective participation by citizens in running the country will be the third major governance focus of the EC and DFID. Free and fair presidential and parliamentary elections that took

place in 2007 and the forthcoming local elections envisaged in 2008 will be critical as a sign of Sierra Leone's successful democratic transition after the end of the conflict. The EC and DFID will assist delivery of successful national and local elections by means of support for the National Election Commission, media and civil society. The EC and DFID will continue to provide support to civil society to improve the capacity of citizens to hold government to account. Promoting greater access to justice for the poor, upholding human rights and ensuring human security by means of an affordable and democratically accountable army and police force are also part of ensuring responsive government. The DFID will continue to promote human security by consolidating progress in the security and justice sectors with renewed emphasis on the importance of local ownership, affordability and sustainability.

***Maximising revenue collection within government:*** The EC and DFID will continue working with the revenue collection agencies and line ministries within Sierra Leone to ensure that short-term and medium-term revenue targets are met. The DFID will also assist the government with improving its direct and indirect taxation mechanisms to broaden the revenue base.

#### **IV.1.2. Promoting pro-poor sustainable growth**

Sustaining the current high levels of economic growth over the next five years will be critical to ensuring a sustainable impact on poverty reduction within Sierra Leone. The critical constraints of poor infrastructure (roads, energy and water) will need to be tackled, paying more attention to the main productive sectors of the economy – agriculture, fisheries and mining. Encouraging private-sector investment will be the key issue. This will require the EC and DFID to adopt a multi-track approach.

***Creation of an enabling policy environment*** which supports inward investment, facilitates private-sector development and maximises revenue from agriculture, fisheries, mining and tourism will be critical, as will enhancing the conditions for international trade. The EC and DFID recognise that the private sector will be the driving force for growth in the economy and should therefore be encouraged to engage with and contribute to the government's growth agenda. The Diaspora should also be encouraged to invest skills and capital. In parallel, additional support will be provided to ensure that best practice in environmental and natural resource management is integrated into any strategic planning on economic growth.

***Targeted support for private-sector development and job creation*** in the main productive sectors of the economy, notably agriculture, fisheries, mining and tourism. The EC and DFID will continue to engage with revenue-generating Ministries to develop effective management plans aimed at maximising the benefits accrued in each sector. Limited EC support will continue to cover agriculture and will promote cultivation of cash crops with export potential, while improving market access for local agricultural commodities. The DFID will focus on streamlining bureaucratic processes associated with setting up and operating businesses in Sierra Leone and facilitate interaction between the private sector and government to strengthen the investment climate. The EC and DFID support for trade

and the private sector will be provided in a coordinated manner and in accordance with the activity matrix of a Diagnostic Trade Integration Study. Based on prior EC institutional support to fisheries, the DFID will investigate the opportunities for sustainable revenue generation in this sector.

**Addressing the severe infrastructure constraints (roads and energy<sup>56</sup>)** will also be required in order to attract substantial inward investment, as well as to provide access to both internal and external markets. The EC will continue to be the main donor in the road sector. The poor state of the road network in Sierra Leone is among the key impediments to economic growth and socio-economic development due to poor access to markets and services. Post-war road rehabilitation efforts have managed to improve only a fraction of the network. One major challenge will be to transfer certain maintenance tasks to local councils as part of the decentralisation process.

The GoSL will be given support to strengthen its capacity to lead sectoral coordination with donors, develop the Road Sector Management Action Plan and update or extend the National Transport Strategy and Investment Plan (NTSIP). The EC action will be linked to the NTSIP and will include trunk road rehabilitation, rural and urban road improvements, road maintenance, institutional support and development of river transport. In this context, the previous EC interventions in the sector will be taken into account. Labour-intensive methods should be supported and used whenever possible. The response strategy will support the GoSL's road strategy and work towards a sectoral programme implementation approach.

One of the most fundamental constraints on job creation and poverty reduction in Sierra Leone is access to electricity. In 2003 the National Power Authority (NPA) had only 42 069 registered customers, most of them in Freetown, and under 10% of Sierra Leone's population had access to even an intermittent supply. The only towns currently served are Freetown, Bo, Kenema and Pujehun. Even in Freetown, electricity is available only in certain areas, and typically for just one or two nights a week. The government is committed to electrification of the district capitals and improvement of the distribution network in Freetown, but currently no funding is available.

The EC was involved in the energy sector until 2004, with the 7th EDF rehabilitating the transmission and distribution system in selected parts of the Western Area. Although the ACP Energy Facility funds under the 9<sup>th</sup> EDF are available to Sierra Leone, these would not be sufficient to make the real improvements needed. There is also potential for developing renewable energy sources by means of small-scale hydro schemes to provide electricity, mechanical power and irrigation. This could link up with rural development operations, which will focus strongly on private-sector investment and on the processing and marketing of cash crops and other agricultural commodities, as well as products made from natural resources.

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<sup>56</sup> Sierra Leone is a beneficiary of the COOPENER, an external component of the EC programme "Intelligent energy-Europe programme" that addresses the role of sustainable energy services in poverty alleviation in developing countries.

***Environment and natural resources management:*** The EC envisages providing institutional support to the National Commission on Environment and Forestry (NaCEF), in order to enable it to fulfil its mandate by mainstreaming the environment and converting international conventions (e.g. on biodiversity or climate change) into policy development and local action.

#### **IV.1.3. Promoting basic service delivery and human development**

On present trends Sierra Leone is unlikely to meet any of the MDGs in 2015. Its maternal and child health indicators rank close to, if not at, the bottom in the world. If the country is to avoid sliding back into conflict, much more needs to be done to deliver basic services - health, water and education - to citizens. The DFID will work with the government and international partners, particularly the World Bank and UNICEF, to improve delivery of basic education and health services and access to water.

There are serious constraints across the whole of the health sector, including lack of skilled health staff, inadequate financing, poor facilities and limited availability of drugs. The PRS's focus on developing primary health care services and specifically reducing maternal and child mortality will be a key area for DFID support. The DFID will work with the World Bank, UNICEF and other partners to improve sexual, reproductive and child health. It will also ensure that as people's access to health services improves they are given better access to water, both in Freetown and in rural areas. At the same time the DFID will work closely with the government and international partners to fight the spread of HIV/AIDS and support poor people's access to bed nets to prevent malaria.

Primary school enrolment has doubled since the end of the conflict, but huge challenges remain. The Ministry of Education, Science and Technology's 10-year Education Sector Plan is expected to be comprehensive and ambitious. If it addresses the challenges in a comprehensive, innovative and systematic way, the DFID stands ready to work with international partners to support implementation of the Plan. The DFID will therefore work closely with the GoSL to harness long-term and sustained assistance from external and in-country development partners for improving the quality of basic education.

Without sound data it will not be possible to measure progress towards meeting the MDGs. The EC and DFID will work with the World Bank to support the capacity of Statistics Sierra Leone to collect and analyse economic and social data.

#### **IV.2 Implementation methods**

Implementing this response strategy in the most efficient and effective manner will require a range of delivery mechanisms commensurate with the risks of operating in a fragile environment like Sierra Leone. This will help to create a portfolio of programmes, some high-risk and high-impact, others designed to have lower risk and smaller impact. The forms of aid delivery to be adopted in Sierra Leone include:

**Macroeconomic/budget support:** Subject to continued eligibility – notably a commitment to macroeconomic stability, continued improvement in public financial management and accountability, satisfactory implementation of the PRSP, performance against governance commitments and sustained efforts to tackle corruption – the EC and DFID will continue to provide general budget support (GBS) to help the GoSL in its efforts to reduce poverty. Under the Multi-Donor Budget Support arrangement, provision of GBS offers a prime opportunity to hold a dialogue with the government on the overall policy priorities of Sierra Leone. The EC intends to channel **approximately up to 45%** of its funds through budget support and the DFID will continue to allocate a substantial share (currently 37%) of its bilateral programme to budget support. As the GoSL’s ability to use resources efficiently and effectively continues to improve, the EC and DFID are considering ways to increase predictability in budget support flows by avoiding in-year adjustments to the performance tranche.

**Sector-wide approach (SWAP):** The DFID is developing sector-wide approaches to justice and security and will seek to develop further such approaches for health and education if the conditions are right. The EC is in the early stages of dialogue to agree a sector-wide approach to roads.

**Multi-donor pooled funds** such as UN-administered funding baskets and World Bank Trust Fund arrangements will be used when appropriate.

**Bilateral programmes and projects**, including **support for non-State actors** will continue to be part of the portfolio when they are judged to be the most appropriate response. Under certain circumstances the EC could consider micro-project programmes.



### IV.3 Risks and mitigation strategies

Risks	Mitigation strategy
<i>Political risks:</i>	
<p>Elections not conducted credibly and in line with international standards.</p> <p>Political commitment to tackling corruption and reducing poverty weakens.</p> <p>Weak capacity within local councils and/or conflict with Chiefdom authorities leads to deterioration in quality of public service delivery and financial control.</p>	<p>In the short term the EC and DFID will support civil society, political parties and the National Election Commission to ensure that they can work accountably and transparently.</p> <p>The country programme will be sufficiently broad and flexible to accommodate a variety of approaches should the political landscape change.</p> <p>With significant donor support, decentralisation will be implemented at an appropriate pace and address capacity constraints as they arise.</p> <p>A Chiefdom Task Force will be established and progress will be monitored.</p>
<i>Security risks:</i>	
<p>Return to conflict in neighbouring countries.</p> <p>The sense of continued marginalisation and discontent felt by many young women and men will lead to anger and violence and threaten internal security.</p>	<p>The UK will continue to support the GoSL to build up a competent and responsive security apparatus to deal with external and internal threats to security.</p> <p>Continued peace in Liberia and growing international support for the development process there will have a stabilising effect in the region.</p> <p>The EC and DFID will continue to work with the GoSL to increase provision of basic services and create an enabling environment for sustained economic growth for job creation, especially for youths.</p> <p>Improving governance and tackling corruption will also reduce internal threats to security.</p>
<p>Politicisation of the security sector.</p>	<p>Continued support for ONS's central coordinating role and political engagement to ensure civil control will be maintained.</p>

<i>Economic risks:</i>	
<p>Adverse shocks hamper economic recovery and lead to increase in income poverty.</p> <p>Low domestic revenues persist and lead to increased donor-dependence.</p> <p>Donor flows decline substantially as SL moves out of the post-conflict situation.</p>	<p>The rural livelihoods programmes under the EC and DFID private-sector development programme aim to increase income diversification for the poor and export diversification for the country.</p> <p>Low levels of domestic savings and investment will be addressed by an engagement on private-sector development to encourage foreign investment in Sierra Leone.</p> <p>Working with the NRA and providing support to key sectors, such as mining and fisheries, the EC and DFID will help the GoSL to expand its revenue base and will assist in revenue collection, leading to reduced reliance on donors in the long term.</p> <p>As the level of post-conflict support from some donors is scaled down, the DFID, EC and GoSL will do more to encourage others and will work more closely with partners to obtain additional resources.</p>
<i>Fiduciary risks:</i>	
<p>The GoSL is unable to exert adequate financial control over public resources.</p>	<p>Deterioration in public financial management will have an impact on the way assistance is delivered, necessitating tighter controls on provision of budget support and/or a shift to more programmatic and project aid.</p> <p>Budget support donors are providing substantial technical assistance to the GoSL to improve PFM, both centrally and in local government.</p> <p>A comprehensive fiduciary risk assessment will be conducted regularly to monitor progress.</p>
<i>Other risks:</i>	
<p><b>Lack of capacity</b> within government to implement the reform agenda.</p>	<p>Donors are providing technical assistance to help the GoSL to address the severe capacity constraints.</p>

***Uncoordinated support provided by donors*** that is not aligned with the objectives of the GoSL's PRS.

Wider spread of HIV/AIDS.

Donor harmonisation will be strengthened (e.g. by MDDBS). This JCS presents an opportunity to enhance coordination and harmonisation between the two donors and provides a framework for other partners to join.

Sierra Leone's second PRS, to be developed during 2007, will provide a comprehensive framework on which donors will align.

HIV/AIDS will be mainstreamed into sectoral programmes at all levels.

## Annexes

1. Sierra Leone at a glance
2. Donor matrix
3. Executive Summary of the Country Environmental Profile
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5. CSP drafting process: particular attention to involvement of NSAs and local authorities
6. Table including partner country positions in relation to key international conventions
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**SIERRA LEONE AT A GLANCE**

**General Indicators<sup>57</sup>:**

<b>Governance</b>	Composition of Parliament, 112 seats	Female 14.3 %, Male 85.7 %
<b>Total land area</b>	Thousands of km <sup>2</sup>	71.6
<b>Agricultural land</b>	Per cent of total	74
<b>Population</b>	2004	4.98 million
<b>Population growth rate</b>		4 %
<b>Population density</b>		65
<b>Urban population</b>		40 %
<b>Life expectancy at birth</b>		41
<b>Maternal Mortality Ratio</b>	Per 100,000	2000
<b>Infant mortality rate</b>	Per 1000	170
<b>Poverty</b>	Per cent of population below national income poverty line (Le 2,111/£0.52/day)	70
<b>Extreme poverty,</b>	Per cent of population below national extreme poverty line (minimum daily intake of 2700 calories)	26
<b>GDP</b>	Us\$ billions	1.2
<b>Access to safe water</b>	Per cent of population	46
<b>Adult literacy rate</b>	Male, female	40.21
<b>Net primary school attendance rate</b>		69 %
<b>Human Development Index</b>	2006	176

Sources: Census of Sierra Leone 2004; Sierra Leone Integrated Household Survey 2003/04; UNICEF 2005 MICS-3; UNDP Human Development Report 2006; World Bank World Development Indicators; UNICEF 2006 The State of the World's Children.

<sup>57</sup> Latest year available indicated. Different sources of data provide varying figures which reflects the still weak monitoring systems at all levels.

**Table of macroeconomic indicators<sup>58</sup>**

	2000	2001	2002	2003	2004	2005	2006	2007	2008	
<b>Basic data</b>										
1	Population (in millions)				4.98					
	- annual change in %				4 <sup>59</sup>					
2a	Nominal GDP (in millions of USD <sup>60</sup> )	N/A	806	936	990	1.071	1.193	1.336	1.487	1.678
2b	Nominal GDP per capita (in USD)		160	195	204	210	218			
2c	- annual change in % <sup>61</sup>		20.3	22.8	18.3	24.6	21.6	21.5	15.7	14.5
3	Real GDP (annual change in %) <sup>62</sup>		18.2	27.5	9.3	7.4	7.3	7.4	6.5	6.1
4	Gross fixed capital formation <sup>63</sup> (in % of GDP)				14.3	19.6				
	Gross domestic investment <sup>64</sup>	6.7	10.1	13.9	10.6	17.2	15.0	14.9	15.2	
<b>International transactions</b>										
5	Exports of goods and services <sup>65</sup> (in % of GDP)				22.3	24.0	27.9	28.8	29.0	
	- of which the most important: minerals (in % of GDP)									
6	Trade balance (in % of GDP)									
7	Current account balance <sup>66</sup> (in % of GDP)	-17.4	-4.8	-7.6	-4.9	-7.3	-6.9	-6.4	-6.0	
8	Net inflows of foreign direct investment <sup>67</sup> (in % of GDP)				- 1.2	-3.3	-1.4	-1.3	-1.3	
9	External debt <sup>68</sup> (in % of GDP)				193.4	170.4	152.3	120.6	106.9	
10	Service of external debt <sup>69</sup> (in % of exports of goods and non-factor services)	73.0	9.3	7.3	10.2	10.2	8.1	3.4	6.5	
11	Foreign exchange reserves <sup>70</sup> (in months of imports of goods and non-factor services)			2.5	1.8	3.0	3.4	3.1	3.1	3.2

<sup>58</sup> Source: IMF, Sierra Leone, Request for a Three-Year Arrangement Under the Poverty Reduction and Growth Facility, March 10, 2006.

<sup>59</sup>

<sup>60</sup> In USD instead of Euro. IMF March 10, 2006 p. 27.

<sup>61</sup> IMF March 10, 2006 p.27 and IMF May 2, 2006 p. 6.

<sup>62</sup> IMF March 10, 2006 p. 15, 86 (assumptions) and IMF May 2, 2006 p. 6.

<sup>63</sup> I did not find 'Gross fixed capital formation' instead included on the line below 'Gross domestic investment'. IMF March 10, 2006 p. 27.

<sup>64</sup> IMF March 10, 2006 p. 27.

<sup>65</sup> IMF March 10, 2006 p. 83, Appendix IV.

<sup>66</sup> Current account balance including official transfers. IMF March 10, 2006 p. 27 and IMF May 2, 2006 p. 6. See also IMF Board approval at the end of the doc. Corrected figures for current acc. balance.

<sup>67</sup> IMF March 10, 2006 p. 83, Appendix IV. For 2004 actual, for 2005-2008 projections.

<sup>68</sup> Nominal, includes both public and private sector external debt. For 2004 actual, for 2005-2008 IMF projections. IMF March 10, 2006 p. 83, Appendix IV.

<sup>69</sup> Debt service due after debt relief as percent of exports of goods and services, after Naples (2001) and Cologne flow rescheduling (2002-2004), and delivery of full HIPC initiative assistance.

<sup>70</sup> Gross official reserves in months of imports. IMF March 10, 2006 p. 15. Figures taken: IMF Board approval letter at the end of the doc. P. 4.

## Government

12	Revenues <sup>71</sup> (in % of GDP)		13.0	12.1	12.4	12.3	11.9	12.4	12.8	13.2
	- of which: grants (in % of GDP)					5.7	6.8	5.8	5.2	4.7
13	Expenditure <sup>72</sup> (in % of GDP)		29.5	28.6	26.9	24.8	24.6	21.7	22.6	22.4
	- of which: capital expenditure (in % of GDP)									
14a	Deficit (in % of GDP) including grants									
14b	Deficit (in % of GDP) excluding grants									
15	Debt <sup>73</sup> (in % of GDP)					237.4	203.8	182.6	143.4	126.9
	- of which: external <sup>74</sup> (in % of total public debt)					204.7	176.2	159.5	123.3	109.3
<b>Other</b>										
16	Consumer price inflation (annual average change in %) <sup>75</sup>		2.6	-3.7	7.5	14.2	12.1	12.4	9.3	8.0
17	Interest rate <sup>76</sup> (for money, annual rate in %)		14.7	15.0	20.2	28.0	16.9	-	-	-
18	Exchange rate (annual average of national currency per 1 €)									
19	Unemployment (in % of labour force, ILO definition)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

<sup>71</sup> Government domestic revenue. IMF March 10, 2006 p. 27. Figures taken: IMF Board approval letter at the end of the doc. P. 4.

<sup>72</sup> Total expenditure and net lending. IMF May 2, 2006 p. 6. Figures taken: IMF Board approval letter at the end of the doc. P. 4.

<sup>73</sup> Public sector debt. IMF March 10, 2006 p. 86, Appendix IV.

<sup>74</sup> Foreign currency denominated, IMF March 10, 2006 p. 86, Appendix IV.

<sup>75</sup> IMF March 10, 2006 p. 27, IMF May 2, 2006 p. 6.

<sup>76</sup> Treasury bill rate. IMF March 10, 2006 p. 27.

**DONOR MATRIX**

Information for this matrix has been collected jointly by a consultant, assisting EC and DFID with the programming process, and DACO. The matrix summarises the known interventions of donors, including the EC/DFID, other EU Member States as well as multilateral and bilateral donors. It looks retrospectively to on going activities and, to a certain degree prospectively for the period 2006-2013. However, most donors are not able to provide detailed programming plans for a number of years ahead to correspond to 10<sup>th</sup> EDF planning requirements. In most of the cases, donors are in the position to predict interventions for only the next one or two years.

It is important to note that the Donor Matrix, as portrayed in this annex, provides a snapshot of donor interventions available at the country level, which cannot be interpreted as a statistically accurate picture of the existing situation. It contains project/programme activities which are on-going and on pipeline and, it has to be interpreted with caution.

**Table 1** indicates the amount of funding currently available to Sierra Leone, distributed across the three pillars of PRSP and to crosscutting assistance.

**Table 1 – Global donors’ funding distributed per pillar**

<i>AGENCY</i>	<i>PILLAR 1</i>	<i>PILLAR 2</i>	<i>PILLAR 3</i>	<i>Cross-cutting</i> <sup>77</sup>	<i>TOTAL FUNDS USD</i>
<b>AfDB</b>	-	28,355,434	7,110,000	43,251,180	78,716,614
<b>BADEA</b> <sup>78</sup>	-	-	2,000,000	-	2,000,000
<b>DFID</b>	135,806,311	32,203,445	2,173,273	47,815,759	217,998,788
<b>EC</b>	43,385,307	193,576,400	72,507,300	93,724,700	403,193,707
<b>Germany</b>	320,975	35,178,860	15,019,152	1,027,120	51,546,107
<b>IDA</b>	25,000,000	95,500,000	90,000,000	44,700,000	255,200,000
<b>Irish Aid</b>	3,145,555	192,585	3,777,088	20,285,620	27,400,848
<b>Islamic Dev. Bank</b>	N/A	N/A	600,041	-	600,041
<b>JICA</b>	-	-	-	6,000,000 <sup>79</sup>	6,000,000
<b>UN org.</b>	7,180,551	9,010,180	9,787,000	-	25,977,731
<b>USAID</b>	13,298,000	-	15,079,000	-	28,377,000
<b>Totals</b>	<b>228,136,699</b>	<b>394,016,904</b>	<b>218,052,854</b>	<b>256,804,379</b>	<b>1,097,010,836</b>

The table above captures indiscriminately on-going interventions that are almost to close or pipeline activities with no definite starting date nor committed funding. Some donors

<sup>77</sup> ‘Cross-cutting’ covers (i) budget support; (ii) interventions which support more than one Pillar; and (iii) for EC funding from budget lines.

<sup>78</sup> Arabic Bank for Economic Development in Africa

<sup>79</sup> Estimate based on information from JICA.



were not in the position to provide information on planned interventions. The matrix does not contain interventions envisaged under the EC/DFID Joint Country Strategy Paper, as relevant funds have not yet been programmed or committed.

**Table 2**, Donors' involvement per PRSP Pillars, indicates the specific sectors within each pillar where donors are active, which helps in assessing the complementarities and the divisions of labour between development partners. It appears from this table that most donors spread their activities across all the three PRSP Pillars, with only a few donors confined to certain focal areas. The diversification of donors' assistance indicates the broad spectrum of needs and the corresponding response strategies of donors in the post-conflict situation of Sierra Leone.

The information gathered for constituting the Donor Matrix has guided the joint programming process of EC/DFID and has assisted identifying existing gaps. It is expected to serve other donors in identifying priorities within the PRSP development framework taking into account the available resources and comparative advantage of each donor. The few donors present in Sierra Leone continue to meet among themselves in monthly coordination meetings and the Government led PRSP Implementation Monitoring Pillar Working Groups are also providing a forum for deeper interaction at policy and technical levels. As the local donor coordination forums are being developed, the Matrix structures should be helpful in designing more coordinated and harmonized future interventions.

**Table 3**, List of donors' activities, provides a detailed account of projects/programmes supported by donors, which is expected to assist the Government in developing a tool that would allow capturing donor assistance to the country in a comprehensive manner. This matrix is estimated to capture up to 90 % of development financing, excluding NGOs. Due to differing accounting systems of the donors it has not been possible to determine disbursements per calendar year. There is a need for the government to systematically record donor expenditure on annual basis in order to remain in control of the resource flows.

Table 2

## Donor Interventions per PRS Pillars

	Pillar 1: Governance and Security			Pillar 2: Pro-poor Economic Growth			Pillar 3: Human Development				
	Governance <sup>80</sup>	Security	Public Finance Management	Infrastructure	Private sector <sup>81</sup>	Agriculture, food security	Health	Education	Watsan	Humanitarian aid <sup>82</sup>	
<i>Agency</i>				Energy	Roads						
AfDB			X			X	X		X	X	X
BADEA									X		
DFID	X	X	X			X		X	X	X	X
EC	X		X	X	X	X	X	X			X
Germany	X	X				X	X	X	X		X
IDA	X		X	X	X	X	X	X	X	X	X
IFAD							X				
Irish Aid	X	X				X	X	X			
Islamic Dev. Bank										X	X
JICA				X			X		X		
Switzerland	X										X
UNDAF	X	X				X	X	X	X	X	
USAID	X										X

<sup>80</sup> Includes *decentralisation*.

<sup>81</sup> Includes *mining, fisheries, and tourism*.

<sup>82</sup> Includes *rehabilitation of social infrastructure*.

**Table 3  
Project List`**

	<i>AGENCY</i>	<i>AREA OF INTERVENTION/ PRSP PILLAR</i>	<i>TITLE OF INTERVENTION</i>	<i>SUBSTANCE OF INTERENTION</i>	<i>TIME FRAME</i>	<i>TARGET INSTITUTION</i>	<i>FUNDS<sup>83</sup></i>
1	AfDB <sup>84</sup>	Governance and Security / Pro-poor Economic Growth / Pillar 1 and 2	“Institutional Support Grant to Strengthen Public Finance Management and the Energy Sector”	Strengthen capacity in Debt Management Unit, Accountant General’s Dept., Office of Auditor General. Strengthen capacity of Min. of Energy and Power to formulate policies, to complete the Bumbuna Hydroelectric Power Project.	2006-2008	Debt Management Unit, Accountant General’s Department, Office of Auditor General. Min. of Energy and Power.	(UA29,680,000 <sup>85</sup> ) USD 43,251,180
2	AfDB <sup>86</sup>	Pro-poor Economic Growth / Fisheries / Pillar 2	“Artisanal Fisheries Development Project”	Moyamba, Bonthe Districts construction of fish receiving centres, rehabilitation of degraded land/woodlots (mangrove). Upgrade fish farming demonstration facility. Institutional strengthening, capacity building.	2002-2008	Ministry of Fisheries and Marine Resources	USD 6,681,350
3	AfDB <sup>87</sup>	Pro-poor Economic Growth / Agriculture / Pillar 2	“Multinational NERICA Rice Dissemination”	Technology transfer. Kambia, Moyamba Districts.	01.01.2004-31.12.2008	MAFFS	USD 3,674,084
4	AfDB <sup>88</sup>	Pro-poor Economic Growth / Agriculture / Pillar 2	“Agriculture Sector Rehabilitation Project”	Support capacity building of MAFS and rural communities, project coordination and management.	2006-2011	MAFFS, rural communities: Port Loko, Moyamba, Pujehun, Kenema.	USD 18,000,000 credit
5	AfDB <sup>89</sup>	Human Resources Development / Pillar 3	“Social Action Support Project 1”	Nationwide construction of CHPs, MCHPs, community markets, community centres, court houses, feeder roads, shelter, schools, grain stores, drying floors.	2003-2008	NaCSA	USD 5,900,000
6	AfDB	Human Resources Development / Pillar 3	Water Supply and Sanitation Study	Preparation of Water Supply and Sanitation project: Makeni, Bo, Kenema towns. Rural Water Supply and Sanitation Programme, comprehensive sector assessment.	Study to be completed in 2007	AfDB	USD 1,210,000

<sup>83</sup> On-going and future interventions.

<sup>84</sup> Source: ADF, Memorandum, 20.07.2006. The AfDB did not confirm the accuracy of information regarding their interventions.

<sup>85</sup> Monthly moving average exchange rate applicable for September 2006, AfDB website.

<sup>86</sup> Source: Ministry of Finance.

<sup>87</sup> Source: Ministry of Finance

<sup>88</sup> Source: Ministry of Finance.

<sup>89</sup> Source: Ministry of Finance.

	<i>AGENCY</i>	<i>AREA OF INTERVENTION/ PRSP PILLAR</i>	<i>TITLE OF INTERVENTION</i>	<i>SUBSTANCE OF INTERVENTION</i>	<i>TIME FRAME</i>	<i>TARGET INSTITUTION</i>	<i>FUNDS</i>
	<b>AfDB</b>					<b>Total</b>	<b>USD 78,716,614</b>
7	<b>BADEA<sup>90</sup></b>	<b>Pro-poor Economic Growth / Agriculture / Pillar 2</b>	<b>Roads.<sup>91</sup></b>	N/A	N/A	N/A	N/A
8	<b>BADEA</b>	<b>Human Resources Development / Pillar 3</b>	<b>Kabala Water Supply Project</b>	<b>Water supply.</b>	N/A	N/A	<b>USD 2,000,000</b>
9	<b>BADEA</b>	<b>Human Resources Development / Pillar 3</b>	<b>Construction of buildings for Njala University</b>	N/A	N/A	N/A	N/A
	<b>BADEA</b>					<b>Total</b>	<b>USD 2,000,000</b>
10	<b>DFID</b>	<b>Cross-cutting</b>	<b>Budget support</b>	<b>Budget support for PRS implementation.</b>	<b>2006-2007</b>	<b>Min. of Finance</b>	<b>£ 25,500,000 € 37,242,588<sup>92</sup> USD 47,815,759</b>
11	<b>DFID</b>	<b>Governance and Security / Pillar 1</b>	<b>“Sierra Leone Security Sector Programme” (SILSEP)</b>	<b>Establish effective and disciplined armed forces, controlled and accountable to the democratic Government of Sierra Leone, in the interests of lasting peace and stability.</b>	<b>01.07.03-01.01.07</b>	<b>ONS, MOD, SLP, Central Intelligence and Security Unit</b>	<b>£ 8,080,100 € 11,800,934 USD 15,151,219</b>
12	<b>DFID</b>	<b>Governance and Security / Pillar 1</b>	<b>“Operation PEBU”</b>	<b>Provide members and immediate family of the Republic of Sierra Leone Armed forces (RSLAF) with adequate accommodation, main focus on Pujehun and Kailahun.</b>	<b>01.03.03-01.12.07</b>	<b>RSLAF</b>	<b>£ 3,900,000 € 5,695,925 USD 7,312,998</b>
13	<b>DFID</b>	<b>Governance and Security / Justice/ Pillar 1</b>	<b>“Justice Sector Development Programme” (JSDP)</b>	<b>Improve safety, security and access to Justice for the people of Sierra Leone, especially the poor.</b>	<b>01.12.04-01.12.09</b>	<b>SLP, Chief Justice, Law Reform Commission, Prisons, formal and informal justice sectors at local and national level.</b>	<b>£ 25,000,000 € 36,512,341 USD 46,878,194</b>
14	<b>DFID</b>	<b>Governance and Security / Justice / Pillar 1</b>	<b>“Support to the Anti Corruption Commission” (ACC) Phase II</b>	<b>Assist the Government of Sierra Leone with implementation of its anti-corruption strategy by creation of an effective Anti-Corruption Commission.</b>	<b>01.01.07-</b>	<b>ACC</b>	<b>£ 5,545,000 € 8,098,437 USD 10,397,583</b>

<sup>90</sup> Arabic Bank for Economic Development in Africa

<sup>91</sup> Specifics N/A.

<sup>92</sup> £ has been converted into € and then to USD according to market rates June 2006 (£/€: 0,684700, €/USD: 1,283900) used by the European Commission for the penultimate day of the previous month quoted by the European Central Bank.

	<i>AGENCY</i>	<i>AREA OF INTERVENTION/ PRSP PILLAR</i>	<i>TITLE OF INTERVENTION</i>	<i>SUBSTANCE OF INTERVENTION</i>	<i>TIME FRAME</i>	<i>TARGET INSTITUTION</i>	<i>FUNDS</i>
15	<b>DFID</b>	Governance and Security / Pillar 1	“Support to the Governance Reform Secretariat” (GRS) Phase II	Implement key public service reconstruction and reform programmes, through Governance Reform Secretariat (GRS).	08.08.01-01.03.07	GRS	£ 4,050,000 € 5,914,999 <b>USD 7,594,267</b>
16	<b>DFID</b>	Governance and Security / Pillar 1	“Support to ENCISS” <sup>93</sup>	Increase capacity of civil society to participate in, influence, contribute to and monitor the PRSP and local government policy, planning and implementation.	21.03.05-01.10.09	NSAs, Care International UK	£ 7,500,000 € 10,953,702 <b>USD 14,063,457</b>
17	<b>DFID</b>	Governance and Security / Pillar 1	“Support to Office of the Auditor General”	Reduce poverty by improving use of public funds in Sierra Leone.	01.10.2003-01.12.2006	Office of the Auditor General	£ 1,500,000 € 2,190,740 <b>USD 2,812,692</b>
18	<b>DFID</b>	Governance and Security / Pillar 1	“Support Electoral Reform and 2007 Elections”	Provide assistance to the National Electoral Commission through a multi-donor fund (managed by UNDP) for the development of institutional capacity.	01.2006-12.2007	NEC	£ 3,000,000 € 4,381,481 <b>USD 5,625,383</b> <sup>94</sup>
19	<b>DFID</b>	Governance and Security / Pillar 1	PRSP M&E	Support the expansion of DACO’s core functions for effective coordination, monitoring and evaluation of the PRSP.	01.2006-12.2008	DACO	£ 2,000,000 € 2,920,987 <b>USD 3,750,255</b> <sup>95</sup>
20	<b>DFID</b>	Governance and Security / Pillar 1	“Decentralisation Capacity Building Programme” (DCBP)	Support to implement the government decentralisation policy.	01.03.06-31.12.10	DECSEC	£8,000,000 <sup>96</sup> € 11,683,949 <b>USD 15,001,022</b>
21	<b>DFID</b> <sup>29</sup>	Governance and Security / Pillar 1	Promoting Information and Voice for Transparency on Elections	Support free and fair elections by improving citizens’ ability to engage effectively in electoral process through enhanced capacity of media and civil society. Contributes to wider goal of citizens being able to hold local and national government to account.	2006-2008	SFCG, BBC World Service Trust, National Democratic Institute, National Elections Watch, Oxfam, Westminster Foundation for Democracy.	£ 2,500,000 € 3,651,234 <b>USD 4,687,819</b>

<sup>93</sup> Enhancing the Interaction and Interface between Civil Society and the State to Improve Poor People’s Lives.

<sup>94</sup> Funds channelled via UNDP managed basket funding: participants: the EC, Irish Aid, DFID, GoSL, UNDP.

<sup>95</sup> Funds channelled via UNDP managed co-financing arrangement: the EC, DFID, GoSL, UNDP.

<sup>96</sup> Funding channelled via the World Bank administered “Institutional Rehabilitation Capacity Building Programme”.

	<i>AGENCY</i>	<i>AREA OF INTERVENTION/ PRSP PILLAR</i>	<i>TITLE OF INTERVENTION</i>	<i>SUBSTANCE OF INTERVENTION</i>	<i>TIME FRAME</i>	<i>TARGET INSTITUTION</i>	<i>FUNDS</i>
22	DFID <sup>30</sup>	Governance and Security / Pillar 1	DFID / World Bank Financial Management Adviser	Provision of advice to the Government of Sierra Leone on Financial Management and Procurement issues.	12. 2006-12. 2007	Ministry of Finance	£135,000 € 197,167 <b>USD 2, 531,422</b>
23	DFID	Pro-poor Economic Growth / Macroeconomic support / Pillar 2	“Support for National Revenue Authority”	Strengthen performance of NRA. (VAT, customs, excise).	22.11.05-01.12.08	NRA	£2,700,000 € 3,943,333 <b>USD 5,062,845</b>
24	DFID	Pro-poor Economic Growth / Macroeconomic support / Pillar 2	“Infrastructure Reconstruction Programme”	Support re-establishment of government services in newly accessible parts of country by building and rehabilitating key infrastructure.	01.09.01-31.12.06	MOHS, MEST, SLP	£ 3,702,000 € 5,406,747 <b>USD 6,941,723</b>
25	DFID	Pro-poor Economic Growth / Macroeconomic support, private sector / Pillar 2	“Support to National Commission for Privatisation (NCP) Secretariat”	Capacity building programme to assist NCP to ensure efficiency and effectiveness in key parastatals.	01.05.06-01.09.08	NCP	£ 2,700,000 € 3,943,333 <b>USD 5,062,845</b>
26	DFID	Pro-poor Economic Growth / Macroeconomic support, private sector / Pillar 2	FIAS “Administrative Barriers to Investment in Sierra Leone”	Improve the Sierra Leone business climate and facilitate private sector development.	01.09.05-01.06.07	Min. of Trade and Industry	£ 1,352,000 € 1,974,587 <b>USD 2,535,173</b>
27	DFID	Pro-poor Economic Growth / Macroeconomic support, private sector / Pillar 2	“Private Sector Development Strategy”	Support Min. of Trade and Industry to develop and implement comprehensive private sector development plan.	01.01.06-31.12.07	Min. of Trade and Industry, Law Reform Commission	£ 4,520,000 € 6,601,431 <b>USD 8,475,578</b>
28	DFID	Pro-poor Economic Growth / Macroeconomic support, private sector / Pillar 2	“Diamond Sector Reform Programme”	Maximise economic and social benefits of the diamond sector to both government and people of Sierra Leone for more equitable sharing of benefits.	05.02-12.06	Ministry of Mineral Resources, Office of the President, Law Reform Commission,	£ 2,200,000 € 3,213,086 <b>USD 4,125,281</b>
29	DFID	Human Resources Development / Pillar 3	“Youth Empowerment Programme: Students Partnership Worldwide” (SPW)	Youth exclusion, HIV/AIDS and teenage pregnancy.	01.04.04-01.09.07	Min. of Youth and Sports	£ 1,159,000 € 1,692,712 <b>USD 2,173,273</b>
	DFID					<b>Total</b>	<b>USD 217,998,788</b>

	<i>AGENCY</i>	<i>AREA OF INTERVENTION/ PRSP PILLAR</i>	<i>TITLE OF INTERVENTION</i>	<i>SUBSTANCE OF INTERVENTION</i>	<i>TIME FRAME</i>	<i>TARGET INSTITUTION</i>	<i>FUNDS</i>
30	EC	Cross-cutting	“Poverty Reduction Budget Support”	Budget support for PRSP implementation.	10.2005-12.2011	Min. of Finance	€ 47,500,000 USD 64,195,000
31	EC	Governance and Security / Pillar 1	PRSP M&E	Support the expansion of DACO’s core functions for effective coordination, monitoring and evaluation of the PRSP.	01.2006-12.2008	DACO	USD 1,491,650 <sup>97</sup>
32	EC	Governance and Security / Pillar 1	“2003 Population and Housing Census”	Population and Housing Census: Capacity building of Statistics Sierra Leone, Equipment and Census costs	01.2003-12.2008	Statistics Sierra Leone (SSL)	€ 5,500,000 USD 7,061,450
33	EC	Governance and Security / Pillar 1	“Decentralisation Capacity Building”	Support to implement the GoSL decentralisation policy <sup>98</sup> .	11.2005-06.2013	DECSEC	€ 10,000,000 USD 12,839,000
34	EC	Governance and Security / Pillar 1	“Support to the NAO”	Capacity building of the National Authorising Office	01.2005-12.2010	NAO	€ 3,130,000 USD 4,018,607
35	EC	Governance and Security / Pillar 1	“Non-state actors and accountability mechanism”	Capacity building of Non-state actors and improved accountability of public resources.	1 <sup>st</sup> quarter, 2007-2011	Various non-state actors	€ 6,000,000 USD 7,703,400
36	EC	Governance and Security / Pillar 1	“Support to National Electoral Commission”	Support to the Presidential and Parliamentary elections 2007 and to building the capacity of NEC.	12.2006-12.2010	NEC	€ 8,000,000 USD 10,271,200 <sup>99</sup>
37	EC	Pro-poor Economic Growth / Macroeconomic support / Pillar 2	“Institutional Strengthening of Ministry of Finance”	Support to Public Finance Management through capacity building in Ministry of Finance and the Accountant General department.	01.2000-12.2007	Ministry of Finance	€ 4,500,000 USD 5,777,550
38	EC	Pro-poor Economic Growth / Infrastructure / Pillar 2	“Sierra Leone Roads Authority Support Programme”	Improvement to the trunk road network and capacity building of SLRA in logistics and in effective management of the organisation.	12.1995-01.2007	SLRA	€ 20,500,000 USD 26,319,950
39	EC	Pro-poor Economic Growth / Infrastructure / Pillar 2	“Road Infrastructure Programme”	Improvement to the roads network by major trunk road rehabilitation and maintenance. Human resource capacity building by the provision of TA.	01.2004-06.2011	SLRA	€ 42,000,000 USD 53,923,800
40	EC	Pro-poor Economic Growth / Infrastructure / Pillar 2	“Rehabilitation of 650km Feeder Roads in Four Districts”	Feeder road rehabilitation in Pujehun, Kambia, Port Loko and Kenema districts. Improved access to markets and social amenities for the rural poor.	06.2006-12.2010	SLRA	€ 9,500,000 USD 12,197,050

<sup>97</sup> Funds channelled via UNDP managed co-financing arrangement: the EC, DFID, GoSL, UNDP.

<sup>98</sup> Funds channelled via Trust Fund managed by World Bank (participants: EC, DFID and WB)

<sup>99</sup> Funds channelled via UNDP managed basket funding: participants: the EC, Irish Aid, DFID, GoSL.

	<i>AGENCY</i>	<i>AREA OF INTERVENTION/ PRSP PILLAR</i>	<i>TITLE OF INTERVENTION</i>	<i>SUBSTANCE OF INTERVENTION</i>	<i>TIME FRAME</i>	<i>TARGET INSTITUTION</i>	<i>FUNDS</i>
41	EC	Pro-poor Economic Growth / Infrastructure / Pillar 2	“Freetown Conakry Road”	Freetown Conakry road rehabilitation, Phase I. Rehabilitation to laterite standard and construction of 2 bridges.	12.2003-12.2007	SLRA	€ 14,800,000 USD 19,001,720
42	EC	Pro-poor Economic Growth / Infrastructure / Pillar 2	“Freetown Conakry Road”	Freetown Conakry road rehabilitation, Phase II Overlaying	11.2006-	SLRA	€ 20,000,000 USD 25,678,000
43	EC	Pro-poor Economic Growth / Pillar 2	Environment Support Project	Technical capacity building of NaCEF, the environmental agency.	1 <sup>st</sup> quarter, 2007-	NaCEF	€ 1,000,000 USD 1,283,900
44	EC	Pro-poor Economic Growth / Infrastructure / Pillar 2	“Reopening of Sierra Rutile Mine”	Grant to the GoSL for on-lending to Sierra Rutile Ltd. to enable the reopening of the mine.	01.2004-12.2008	Sierra Rutile	€ 25,000,000 USD 32,097,500
45	EC	Pro-poor Economic Growth / Infrastructure / Pillar 2	“TA Ministry of Mineral Resources”	Monitoring and Evaluation of the reopening of Sierra Rutile Ltd. and capacity building of the ministry of Mineral Resources.	01.2005-12.2011	Min. of Mineral Resources	€ 1,000,000 USD 1,283,900
46	EC	Pro-poor Economic Growth / Economic and Development Planning / Pillar 2	“Technical Cooperation Facility”	Provision of TA and consultancy in ACP cooperation priority areas.	06.2004-10.2010	Cross-cutting, various organisations	€ 2,000,000 USD 2,567,800
47	EC	Pro-poor Economic Growth / Pillar 2	“Economic Partnership Agreement (EPA) – TA provision”	Provision of capacity building for trade EPA management.	2 <sup>nd</sup> quarter 2007-	MOTI, NTCT	€ 1,200,000 USD 1,540,680
48	EC	Pro-poor Economic Growth / Fisheries / Pillar 2	“Institutional Support for Fisheries Management”	Improved fisheries management.	2007-31.12.2011	IMBO (USL) in collaboration with MAFF and MFMR	€ 3,000,000 USD 3,851,700
49	EC	Pro-poor Economic Growth / Fisheries / Pillar 2	“Strengthening fishery products health conditions”	Improvements in production and trading capacity in relation to fishery products.	end date 30.11.2008	Min. of Health and Min. of Fisheries and Marine Resources	€ 2,500,000 USD 3,097,250



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50	EC	Pro-poor Economic Growth / Fisheries / Pillar 2	“Monitoring control and surveillance of fishing activities in West Africa”	Enforcement of fisheries legislation (regional project)	In pipeline; end 2007-2012	Min. of Fisheries and Marine Resources	€ 4,000,000 <sup>100</sup> USD 4,955,600
51	EC	Human Resources Development / Health / Pillar 3	“Health Sector Support, HSSP”	Rehabilitation and reconstruction of health facilities and capacity building for health at decentralised level.	12.2001-12.2008	Min. of Health	€ 15,000,000 USD 18,583,500
52	EC	Human Resources Development / Health / Pillar 3	“Transitional Support to Health Sector”	Basic health care services and policy advice to MoHS.	end date: 31.12.2008	Min. of Health	€ 7,000,000 USD 8,987,300
53	EC	Human Resources Development / Pillar 3	“Rehabilitation and Resettlement Programme”	Rehabilitation of basic social infrastructures such as schools and health facilities	01.2004-12.2006	MODEP	€ 10,000,000 USD 12,839,000
54	EC	Human Resources Development / Pillar 3	“Transitional Support to Former IDPs Returnees”	Transitional support to refugees and host communities through food security, health and capacity building interventions.	01.2004-12.2007	NGOs, CBOs, Refugee camps	€ 25,000,000 USD 32,097,500
55	EC	Cross-cutting	EC Thematic Budget lines	NGO led interventions in the fields of: Food Security, Democracy and Human Rights, Health and Capacity Building of Civil Society and local government.	01.2000-12.2008	NGOs, CBOs, Special Court for SL, local government structures	€ 23,000,000 USD 29,529,700
	EC					<b>Total</b>	<b>USD 403,193,707</b>
56	Germany <sup>101</sup>	Governance and Security / Pillar 1	Promotion of the Anti-Corruption Commission (GTZ)	Promotion of the fight against corruption in the education Sector in cooperation with ACC	2005-2011	ACC	€ 700,000 USD 969,000
57	Germany	Governance and Security/Pillar 1	Promotion of the Special Court for Sierra Leone (GTZ)	Promotion of Peace and Justice	2006-2008	SCSL	€ 2,400,000 USD 3,324,000
58	Germany	Governance and Security / Pro-poor Economic Growth / Pillar 1 and 2	Arms for Development (GTZ)	Support to UNDP AFD Programme GTZ Implementing Agency	2006-2007	UNDP	€ 800,000 USD 1,027,120
59	Germany	Pro-poor Economic Growth / Pillar 2	Promotion of Youth Employment through Private Sector Development (GTZ)	Facilitates process of job creation (10 000 youths) through the promotion of the private sector in urban and rural areas	2004-2010	GTZ through Civil Society and Private Sector Institutions; Ministries of Youth and of Local Gov.	€ 7,600,000 USD 10,524,000

<sup>100</sup> Estimated amount for Sierra Leone.

<sup>101</sup> Source: for all German interventions information provided by the GTZ and the Embassy of Germany.

60	Germany	Pro-poor Economic Growth / Pillar 2	National Employment Survey (GTZ)	Identify nationwide potentials and obstacles in the labour market in rural and urban areas	2006-2007	GTZ through Task Force Min. of Labor	Included in Employment Promotion
61	Germany	Pro-poor Economic Growth / Pillar 2	Promotion of Pro-poor Economic Growth for Peace Consolidation: Component Economic and Social Infrastructures (KfW)	Sustainable pro-poor growth as well as income generation for youth	2006-2010	KfW through NaCSA	€ 10,000,000 USD 13,847,000
62	Germany	Pro-poor Economic Growth / Pillar 2	Promotion of Pro-poor Economic Growth for Peace Consolidation: Component Innovation Fund (KfW)	Promotion of Young Enterprise	2006-2010	KfW through NaCSA	€ 1,000,000 USD 1,385,000
63	Germany	Pro-poor Economic Growth / Pillar 2	Microfinance Sector Programme (KfW)	Establishment of Microfinance Investment and Technical Assistance Facility for the promotion of sustainable supply of microfinance products for the economically active poor	2006-2008	KfW through MITAF	€ 6,000,000 USD 8,309,000
64	Germany	Pro-poor Economic Growth / Pillar	Microfinance Banking (KfW)	Establishment of a Microfinance Bank	2006 - 2008	KfW through ProCredit Bank	€ 1,350,000 USD 1,870,000
65	Germany	Pro-poor Economic Growth / Pillar 2	Seed Multiplication (GTZ)	Development of a Sustainable Seed Programme	2004-2007	German Min. of Agriculture through FAO Trust Fund MAFES	€ 1,800,000 USD 2,311,020
66	Germany	Human Resources Development / Humanitarian aid / Pillar 3	Food Security and Reconciliation (GTZ)	Integrated multi-sectoral food security and peace consolidation in Kono and Kailahun.	2005-2008	GTZ through Min. of Local Government and Community Development	€ 5,700,000 USD 7,893,000
67	Germany	Human Resources Development/ Humanitarian Aid/ Pillar 3	Food-for-Work (GTZ)	Food-for-Work Programme/rehabilitation of rural infrastructures and job creation for Youth in Kono and Kailahun	2004-2007	GTZ through MAFES and Min. of Local Gov.	€ 1,800,000 USD 2,493,000
69	Germany	Human Resources Development / Humanitarian aid / Pillar 3	Consolidation of Community-Based Reintegration Initiatives (GTZ)	Integrated multi-sectoral community development in Kono and Kailahun	2005	GTZ Emergency Aid	€ 600,000 USD 1,100,000
70	Germany	Human Resources	Basic Education for	Rapid primary education, skills training and	2005-2006	Ministry of Youth and	€ 820,000

		Development / Pillar 3	Marginalised Youth (GTZ)	employment promotion in Western Area, Kono, and Kailahun.		Sports	USD 1,135,000
71	Germany	Human Resources Development / Humanitarian aid / Pillar 3	Reintegration of Sierra Leonian Refugees and Repatriation of Liberian Refugees (GTZ)	Multi-sectoral reintegration measures, repatriation of refugees and logistic support to all UNHCR operations	2005-2007	NaCSA	€ 1,178,000 USD 1,630,000
72	Germany	Human Resources Development / Pillar 3	Promotion of Youth Potential by Non-Formal Education (GTZ)	Promotion of development potentials of youths and young adults by non-formal education and functional literacy connected to the employment market and livelihood opportunities	2006-2011	GTZ through MEST	€ 5,000,000 USD 6,924,000
69	Germany	Human Resources Development / Health / Pillar 3	Integral HIV/AIDS Prevention Programme (KfW)	Improve HIV/AIDS prevention and reduce its individual health, and socio-economic consequences	2006-2009	KfW through National AIDS Secretariat and CARE	€ 8,000,000 USD 11,080,000
	Germany					Total	USD 75,821,140
70	IDA	Cross-cutting	“Economic Reform and Rehabilitation Grant” (IV)	Budget support to support macroeconomic policy	2005-2006	Ministry of Finance	USD 14,700,000

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71	IDA	Cross-cutting	Development Policy Lending	Budget support to support macroeconomic policy	2007-2009	Ministry of Finance	USD 30,000,000
72	IDA	Governance and Security / Decentralisation / Pillar 1	“Institutional Reform and Capacity Building” (IRCP)	Support to redefining roles of central and local government, reorientation of central government role and its capacity strengthening. PFM Reform.	2004-2008	DECSEC, Min. of Local Government, Min. of Finance	USD 25,000,000 credit
73	IDA	Pro-poor Economic Growth / Power and water / Pillar 2	“Power and Water Project” Urban Water Supply component: Freetown, Western Area. Rural Water supply component.	Improving provision of power and urban/rural water supply.	2004-2010	Min. of Energy and Power, SALWACO, Guma Valley	USD 35,000,000 credit
74	IDA	Pro-poor Economic Growth / Infrastructure /	“Infrastructure Development Project”	Road construction. Airport and port rehabilitation.	2005-2011	SLRA, SLAA, SLPA Min. of Transport and Communication	USD 44,000,000 grant

		<b>Pillar 2</b>					
75	<b>IDA</b> <sup>102</sup>	Pro-poor Economic Growth / Energy / Pillar 2	“Completion of Bumbuna Hydropower”	Support for the resettlement and environmental mitigation of the Bumbuna project, PRG for the completion of Bumbuna HEP.	Aug. 2005-	Min. of Energy and Power	USD 12,500,000 credit
76	<b>IDA</b>	Pro-poor Economic Growth / Agriculture / Pillar 2	Private Sector and Agriculture Project	New project	2006/2007-		USD 20,000,000 <sup>103</sup>
77	<b>IDA</b>	Pro-poor Economic Growth / Mining / Pillar 2	Technical Assistance for the Mining Sector	New project	2006/2007-		USD 4,000,000 <sup>104</sup>
78	<b>IDA</b> <sup>105</sup>	Human Resources Development / Pillar 3	“Health Sector Reconstruction and Development”	Rehabilitation of health facilities in under-served districts, rebuild capacity in the sector.	2003-2008	MOHS	USD 20,000,000 credit

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79	<b>IDA</b> <sup>106</sup>	Human Resources Development / Pillar 3	“HIV/AIDS Response Project” (SHARP)	HIV/AIDS prevention, care, support, and impact mitigation.	2002-2006	MOHS, National AIDS Secretariat	USD 15,000,000 credit
80	<b>IDA</b> <sup>107</sup>	Human Resources Development / Pillar 3	“National Social Action Project”	Assist war-affected communities to restore infrastructure and services and build local capacity for collective action.	2003-2008	NaCSA	USD 35,000,000 credit
81	<b>IDA</b> <sup>108</sup>	Human Resources Development / Pillar 3	“Rehabilitation of Basic Education, Sababu”	To re-establish education services, assist schools to achieve basic operational standards, build capacity of MYES.	2003-2008	Ministry of Youth Education and Sports	USD 20,000,000 credit
	<b>IDA</b>					<b>Total</b>	<b>255,200,000</b>
82	<b>IFAD</b> <sup>109</sup>	Pro-poor Economic Growth / Rural development / Pillar 2	“Rehabilitation and Community-based Poverty Reduction”	Support to household recapitalisation.	02.03.06-30.09.1-2010	Communities in Kono, Kailahun.	N/A

<sup>102</sup> Source: Ministry of Finance

<sup>103</sup> New project. Approximately USD 20 million.

<sup>104</sup> New project, budget under USD 5 million.

<sup>105</sup> Source: the World Bank Office in Freetown.

<sup>106</sup> Source: the World Bank Office in Freetown.

<sup>107</sup> Source: the World Bank Office, Freetown.

<sup>108</sup> Source: the World Bank Office in Freetown.

	<b>IFAD</b>					<b>Total</b>	<b>N/A</b>
83	<b>Irish Aid</b>	<b>Governance and Security / Pro-poor Economic Growth / Human Resources Development / Pillars 1-3</b>	<b>Support provided towards UNDP's Country Programme</b>	<b>Provide support towards UNDP's overall Country Programme (programme covers Recovery and Peace-Building; Democratic Governance; Poverty Reduction and Human Development).</b>	<b>2006</b>	<b>UNDP</b>	<b>€ 1,000,000 USD 1,283,900</b>
84	<b>Irish Aid</b>	Cross-cutting		<b>Irish MAPs partners report separately to MODEP on interventions.</b>	<b>2005-2007</b>	<b>MAPs Funding channelled through Irish NGOs (Concern, GOAL, Trócaire and Christian Aid)</b>	<b>€ 6,000,000 USD 7,703,400</b>
85	<b>Irish Aid</b>	<b>Governance and Security / Pillar 1</b>	<b>Support Electoral Reform and 2007 Elections</b>	<b>Provide assistance to the National Electoral Commission through a Basket Fund (managed by UNDP) for the development of institutional capacity.</b>	<b>2005-2007</b>	<b>NEC</b>	<b>€ 1,000,000 USD 1,283,900</b>

<sup>109</sup> Source: Ministry of Finance. IFAD may have additional projects.

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86	Irish Aid	Governance and Security / Pillar 1	Support to the Independent UN Special Court	Prosecute persons who bear the greatest responsibility for the commission of crimes against humanity, war crimes and other serious violations of international humanitarian law, as well as crimes under relevant Sierra Leonean law committed within the territory of Sierra Leone.	2003-2006	UN Special Court	€ 1,050,000 USD 1,348,095
87	Irish Aid	Governance and Security / Pillar 1	Promoting Information	Support free and fair elections through development of media which can meet information needs of all sectors of society, particularly in advance of national elections 2007.	2006-2008	Foundation Hirondelle	€ 400,000 USD 513,560
88	Irish Aid	Pro Poor Economic Growth / Pillar 2	Support for the Programme of Partnership Africa Canada (PAC)	PAC Supports the work of the Sierra Leone Campaign for Just Mining, a civil society initiative	2005-2006	PAC	€ 150,000 USD 192,585
89	Irish Aid	Human Resources Development / Pillar 3	Strengthening UNAIDS Country Office in Sierra Leone for an effective support to the national response	Reduce the spread of HIV/AIDS and mitigate its impact through an effective support to the national response.	2006-2007	HIV/AIDS focal points in MDA's NAS, civil society, NGOs, INGOs, CBOs, journalists, private sector, PLWHA through UNAIDS	€ 500,000 USD 641,950
90	Irish Aid	Human Resources Development / Pillar 3	Rainbow Initiative: Building a National Sexual Assault Response Network	To embed sexual assault response and prevention services within governmental structures in Sierra Leone.	2006-2007	MOHS, MSWGCA through IRC	€ 900,000 USD 1,155,510
91	Irish Aid	Human Resources Development / Pillar 3	Emergency Obstetric Care (EmOC) Programme	Averting Maternal and Newborn Morbidity and Mortality in Kenema District.	2006-2007	MOHS through IRC	€ 885,000 USD 1,137,388
92	Irish Aid	Human Resources Development / Pillar 3	Tonkolili Emergency Health Care Programme for pregnant women and under 5 Children.	Reduce mortality and morbidity through provision of accessible, quality primary and basic secondary health care in Tonkolili District (5 PHUs and District Hospital).	2005-2006	MSF (UK)	€ 505,000 USD 648,370
93	Irish Aid	Human Resources Development / Pillar 3	Renovation of Panguama Hospital Kenema District Implemented by Trocaire	Rehabilitation of hospital structures and provision of equipment for each department.	2005-2006	Caritas Kenema (Diocesan Health Care Programme)	€ 151,000 USD 193,870

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94	<b>Irish Aid</b>	<b>Governance and Security / Pro-poor Economic Growth / Pillars 1-2</b>	<b>Additional interventions to be approved before end Oct/Nov 2006</b>		<b>2006</b>		€ 1,600,000 USD 2,054,240
95	<b>Irish Aid</b>	<b>Governance and Security / Pro-poor Economic Growth / Human Resources Development / Pillars 1-3</b>	<b>Additional interventions to be approved before end Feb/Mar 2007</b>		<b>2007</b>		€ 7,200,000 USD 9,244,080
	<b>Irish Aid</b>					<b>Total</b>	<b>USD 27,400,848</b>
96	<b>Islamic Development Bank<sup>110</sup></b>	<b>Human Resources Development / Pillar 3</b>	<b>“Rural Infrastructure Development Project”</b>	<b>Nationwide, construction of District and Regional Libraries, community markets, community centres, feeder roads.</b>	<b>2004-2007</b>	<b>NaCSA</b>	<b>N/A</b>
97	<b>Islamic Development Bank<sup>111</sup></b>	<b>Human Resources Development / Pillar 3</b>	<b>“Social Action Support Project 2”</b>	<b>Nationwide, construction of District and Regional Libraries, community markets, community centres, feeder roads.</b>	<b>2004-2007</b>	<b>NaCSA</b>	<b>N/A</b>
98	<b>Islamic Development Bank</b>	<b>Human Resources Development / Pillar 3</b>	<b>Rehabilitation and construction of rural water facilities</b>	<b>Kailahun, Kenema, Kono, Tonkolili Districts.</b>	<b>N/A</b>	<b>N/A</b>	£ 320,000 € 467,358 USD 600,041
	<b>Islamic Development Bank</b>					<b>Total</b>	<b>USD 600,041</b>
99	<b>JICA<sup>112</sup></b>	<b>Pro-poor Economic Growth / Agriculture / Pillar 2</b>	<b>“Agricultural Development Project in Kambia District”</b>		<b>05.2006-12.2008</b>	<b>MODEP, MDAs, MAFFS</b>	<b>(USD 3,000,000)</b>

<sup>110</sup> Source: Ministry of Finance.

<sup>111</sup> Source: Ministry of Finance.

<sup>112</sup> JICA is in the process of project formulation for 2007. Exact amounts not yet known.

	<i>AGENCY</i>	<i>AREA OF INTERVENTION/ PRSP PILLAR</i>	<i>TITLE OF INTERVENTION</i>	<i>SUBSTANCE OF INTERVENTION</i>	<i>TIME FRAME</i>	<i>TARGET INSTITUTION</i>	<i>FUNDS</i>
100	JICA	Pro-poor Economic Growth / Energy / Pillar 2	Grant "Improvement of Power supply in Freetown, Western Area".	Procurement and installation of two sets of five megawatt diesel engine generators in Kingtom Power station, construction of substations, transmission lines, rehabilitation of transmission system in Western Area.	2006-2008	NPA	N/A
101	JICA	Human Resources Development / Pillar 3	Development Study "Children and Youth Development Project in Kambia".	Child and youth development in Kambia: science and maths at secondary school level.	10.2005-09.2008	MYS, MEST	N/A
102	JICA	Human Resources Development / Pillar 3	Technical cooperation project "Establishment of Water Supply Management System in Kambia District".	Piped water system in Kambia town.	2006-2008		N/A
103	JICA	Human Resources Development / Pillar 3	Health				N/A
104	JICA	Human Resources Development / Pillar 3	Training courses				N/A
	JICA				2005-2007	Total	USD 6,000,000 <sup>113</sup>
105	Switzerland <sup>114</sup>	Governance and Security / Pillar 1	PADCO	Nationwide, capacity building for Local Councils, local NGOs.	2004-2006		
	Switzerland <sup>115</sup>					Total	N/A
106	UNDAF <sup>116</sup>	Governance and Security / Pillar 1	Elections 2007.	Conduct free, fair, credible and peaceful elections 2007.	2006-2007	NEC, PPRC, IRN, NEW, Irish Aid, EC, DFID, USAID, Commonwealth, international and domestic observers.	<sup>117</sup> UNDL: USD 450,000 UNDP/OR: 17,000,000 Tot: USD 17,450,000

<sup>113</sup> Estimate based on information by JICA.

<sup>114</sup> Source: Ministry of Finance.

<sup>115</sup> Source: Ministry of Finance.

<sup>116</sup> Source: All information on UNDAF provided by the UN Organisations, Freetown.



	<i>AGENCY</i>	<i>AREA OF INTERVENTION/ PRSP PILLAR</i>	<i>TITLE OF INTERVENTION</i>	<i>SUBSTANCE OF INTERVENTION</i>	<i>TIME FRAME</i>	<i>TARGET INSTITUTION</i>	<i>FUNDS</i>
107	UNDAF	Governance and Security / Pillar 1	Effective implementation, monitoring and evaluation of the PRS.	Increased efficiency and accountability in the Civil Service.	2006-2007	DACO	UNDP: USD 1,800,000
108	UNDAF	Governance and Security / Pillar 1	Decentralisation.	Decentralisation process scaled up. Increased capacity of the line ministries and local councils.	2006-2007	The line ministries and local councils.	UNDP: USD 1,400,000 UNDP/OR 2,800,000 Tot: USD 4,200,000
109	UNDAF	Governance and Security / Pillar 1	Effective implementation, monitoring and evaluation of the PRS.	Capacity of DACO strengthened for effective coordination, monitoring and evaluation of PRS implementation.	2006-2007	DACO	UNDP, UNFPA: USD 1,151,170 UNDP/OR 3,093,711 Tot: USD 4,244,881
110	UNDAF	Governance and Security / Pillar 1	Government and civil society accountability of UN resources.	National Procurement Act implemented at national and local level.	2006-2007	NPPA, DECSEC	UNFPA, UNDP: USD 410,000 UNDP/OR 400,000 Tot: USD 810,000
111	UNDAF	Governance and Security / Pillar 1	Government and civil society accountability of UN resources.	Mechanisms for monitoring, transparency and accountability of all UN supported activities in place.	2006-2007	SLIS/SSL/OCHA, DACO, MODEP, ACC, DECSEC	UNFPA, UNDP: USD 610,000
112	UNDAF	Governance and Security / Pillar 1	Security threat reduction.	Security improved in border areas and control of small arms.	2006-2007	ONS, SLP, Chieftdom authorities, Min. of Defence,	UNDP: USD 400,000 UNDP/OR 2,500,000 Tot: USD 2,900,000
113	UNDAF	Governance and Security / Pillar 1	Reconciliation and peace building.	Improved human rights for children, women, youth and vulnerable groups.	2006-2007	NGOs, Parliament, Min. of Justice, Prisons Dept.	UNDP: USD 400,000 UNDP/OR 500,000 Tot: USD 900,000

<sup>117</sup> Own funding of UN organisations has been taken into account, excluding direct project specific donor support.

	<i>AGENCY</i>	<i>AREA OF INTERVENTION/ PRSP PILLAR</i>	<i>TITLE OF INTERVENTION</i>	<i>SUBSTANCE OF INTERVENTION</i>	<i>TIME FRAME</i>	<i>TARGET INSTITUTION</i>	<i>FUNDS</i>
114	UNDAF	Governance and Security / Pillar 1	Reconciliation and peace building.	Improved access to justice for women, youth and vulnerable groups.	2006-2007	Judiciary, Local Courts, Min. of Justice, SLP, NGOs.	UNDP: USD 400,000 UNDP/OR 500,000 Tot: USD 900,000
115	UNDAF	Pro-poor Economic Growth / Food security / Pillar 2	Food production, availability and utilisation.	Increased production of major food crops, livestock and fish by youth and women farmers.	2006-2007	Agricultural Business Units	WFP, FAO, UNDP, UNFPA: USD 3,880,306 UNDP/OR 450,000 Tot: USD 4,330,306
116	UNDAF	Pro-poor Economic Growth / Food security / Pillar 2	Food production, availability and utilisation.	Improved infrastructure development for agriculture and fisheries, post-harvest, storage, markets.	2006-2007	Agricultural Business Units	UNDP: USD 50,000 UNDP/OR 680,000 Tot: USD 730,000
117	UNDAF	Pro-poor Economic Growth / Food Security / Pillar 2	Food production, availability and utilisation.	Enhanced knowledge and skills on production, access and availability of food nationally.	2006-2007	MAFFS, MFMR, MYS, NAFSL	WFP, FAO, UNICEF: USD 1,730,174 UNICEF/OR 586,000 Tot: USD 2,316,174
118	UNDAF	Pro-poor Economic Growth / Food security / Pillar 2	Government and civil society accountability of UN resources.	Increased resources available for agriculture esp. for youth and women.	2006-2007	Female and male youth	UNFPA, UNDP: USD 510,000 Tot: USD 510,000
119	UNDAF	Pro-poor Economic Growth / Macroeconomic support / Pillar 2	Private sector business climate.	Implementation of trade and investment policies. Increased agricultural exports.	2006-2007		UNDP: USD 232,000
120	UNDAF	Pro-poor Economic Growth / Job creation / Pillar 2	Youth employment.	Access to micro credit for youth and women.	2006-2007	Female and male youth.	UNDP, UNCDF: USD 2,307,700 KfW 715,000 Cost sharing 7,000,000 Tot: USD 10,022,700

	<i>AGENCY</i>	<i>AREA OF INTERVENTION/ PRSP PILLAR</i>	<i>TITLE OF INTERVENTION</i>	<i>SUBSTANCE OF INTERVENTION</i>	<i>TIME FRAME</i>	<i>TARGET INSTITUTION</i>	<i>FUNDS</i>
121	UNDAF	Pro-poor Economic Growth / Job creation / Pillar 2	Youth employment.	Increased participation of young farmers, male and female, in agribusiness.	2006-2007	Young farmers, male and female.	UNDP: USD 300,000 UNDP/OR 600,000 Tot: USD 1,080,000
122	UNDAF	Human Resources Development / Pillar 3	Reproductive and child health care.	Maternal health services, child immunisation, combat child malnutrition, malaria prevention, drinking water, solid waste disposal.	2006-2007	Children and women.	UNICEF, UNFPA, WHO, IOM, WFP: USD 6,300,000
123	UNDAF	Human Resources Development / Pillar 3	Transparent, accountable and democratic governance.	Enhanced knowledge and information on democratic processes, poverty reduction, and MDGs with focus on youth and gender equality.	2006-2007	Min. of Information, SLBS, IRN, Talking Drum, MLGCD, Local Councils, ENCISS, CCSL, SLP, NaCSA, SLIS/SSL/OCHA	UNDP, UNFPA: USD 587,000 UNDP/OR 200,000 Tot: USD 787,000
124	UNDP	Human Resources Development / Pillar 3	Water and Sanitation	Water and sanitation facilities, hygiene promotion, training of maintenance in Yele, Kono, Kambia, Kabala etc.	On-going.		N/A (from DFID funds to NCP)
125	UNICEF	Human Resources Development / Pillar 3	UNICEF Water and Sanitation Programme	Drilling of boreholes, re-establishing community-based water management systems and promoting hygienic behaviour in Bombali, Koinadugu, Kono, Kenema, Kailahun, Pujehun.			USD 2,900,000
126	UNIFEM	Governance and Security / Pillar 1	Gender responsive legislators, policies and byelaws.	Drafting and adoption of legislative policies and bye)laws to promote and protect women's human rights, advance gender equality in SL.	2005-2007	Law Reform Commission, Parliamentarians, DECSEC/Local Councils, Law officers' dept. , local courts staff, SLP	USD 15,000 <sup>118</sup>
127	UNIFEM	Governance and Security / Pillar 1	Violence Against Women	Technical capacity of the police and local courts to enhance human rights principles to SGBV and discrimination cases in SL.	2006-2007	Family Support Unit, Local Courts	USD 27,500

<sup>118</sup> For all UNIFEM projects total budget amounts have been included and hence direct donor funding has not been deducted.

	<i>AGENCY</i>	<i>AREA OF INTERVENTION/ PRSP PILLAR</i>	<i>TITLE OF INTERVENTION</i>	<i>SUBSTANCE OF INTERVENTION</i>	<i>TIME FRAME</i>	<i>TARGET INSTITUTION</i>	<i>FUNDS</i>
128	UNIFEM	Governance and Security / Pillar 1	Demonstrating leadership, commitment, technical capacity and accountability	Technical capacity of local councils to ensure gender equality issues feature in debates and decisions of district councils and support MSWGCA and women groups.	2006-2007	Local Councils, Ministry of Social Welfare, Gender and Children's Affairs Groups	USD 60,881
129	UNIFEM	Governance and Security / Pillar 1	Gender and Justice	Capacity building of local court officials in the context of their judicial powers to improve access to justice for women and vulnerable groups.	2006-2007	Local Courts Law Officers' Department	USD 20,000
130	UNIFEM	Pro-poor Economic Growth / Pillar 2	Economic empowerment of rural women	Policy and regulatory framework developed and implemented in 4 districts in Sierra Leone for the establishment of SMEs for women's economic empowerment.	2006-2007	Rural women entrepreneurs	USD 20,000
131	UNIFEM	Human Resources Development / Pillar 3	Network of HIV Positive Women	TA for women living with HIV/AIDS to enhance their voice in policy and programme processes.	2006	Network of Women Living With HIV/AIDS	USD 16,000
	<b>UN Org.</b>					<b>Total</b>	<b>USD 25,977,731</b>
132	USAID	Governance and Security / Pillar 1	Strengthening Democracy	Broadening community-based political participation; promoting civic dialogue and informed participation in public affairs; strengthening the GoSL and local communities in managing the diamond mining sector.	2004-2006	N/A	USD 13,298,000
133	USAID	Human Resources Development / Humanitarian aid / Pillar 3	Reintegration.	Provision of social, economic and physical support to consolidate the reintegration process from relief to agricultural production, increase of employment skills and economic opportunities.	2004-2006	N/A	USD 15,079,000
	<b>USAID</b>					<b>Total</b>	<b>USD 28,377,000</b>

## REVIEW OF THE COUNTRY ENVIRONMENTAL PROFILE OF SIERRA LEONE

### A Summary Analysis

#### **Natural and human environment**

Sierra Leone is located along the West African coast, neighbouring to Guinea Conakry in the North and East and to Liberia Southeast of the country. Sierra Leone covers 72,000 km<sup>2</sup> and has a population of approximately 5 Mio people<sup>119</sup>, 70 % of them living below the recognised poverty line<sup>120</sup>.

The climate is characterized by a humid tropical climate with two distinct seasons, the rainy season from May to October, and the dry season from November to April. Annual rainfalls can reach up to 5000 mm on the Freetown Peninsula, while the northern part of the country receives about half of that rain. The mean daily temperature ranges between 25 and 34 degrees.

Sierra Leone is situated within, what once was the heart of, the Upper Guinea Rainforest, blessed with an abundant richness in ecosystem and biodiversity.

Some 50 years ago, more than 60 percent of Sierra Leone was covered by closed high forests. Today, only approximately 5% (180,250 ha) of the forests are remaining, mostly located in marginal and remote areas. With increasing population pressure the pressure on the forest resources is still increasing. However, a reliable assessment of the magnitude of deforestation is not available, but would be urgently needed for, in order to address the situation.

There are 48 forest reserves and conservation areas, representing about 4% of the land area. Still, the biodiversity is high with an estimated 2000 plant species, of which 74 are endemic and 15 primate species, 10 antelopes and duikers, large mammals including elephants and leopards, as well as some 500 species of birds. Endangered species include the Pygmy hippopotamus, the Bongo and Jentink's duiker.

A large part of the rural population depend on bio-diversity products for use as foodstuff, fuel (fuel wood and charcoal), construction material, thatching and roofing materials, ropes, crafts, medicinal plants, fodder, recreational materials (raffia, ornaments), spices, perfumes, poisons, composts, herbicides and insecticides. With the intensification of the war, the local population increased the wildlife cropping, targeting animals including mammals, birds, reptiles, frogs and insects. The activities constituting major threats to biodiversity and a healthy environment include agriculture, livestock farming, forest exploitation, fishing, energy exploitation, mining, transportation, urbanization (infrastructure development) and waste disposal.

Environmental destruction and poverty have close inter-linkages. The irrational use of the environment and natural resources over the years has resulted in considerable environmental degradation. The exploitation of natural resources has not been effectively managed to the benefit of the country, its people, but has rather increased poverty. Poor people are particularly vulnerable to both natural disasters and changes in environment conditions because they depend on the utilization of the natural resources. Despite its abundance in natural resources, Sierra Leone is recorded as one of the least developed and poorest in the world with a number of social and economic indicators being far below average levels.

<sup>119</sup> Preliminary results of Population Census carried out in December 2004.

<sup>120</sup> Official poverty line in Sierra Leone being Le 2,000 per capita per day, which is only 2/3 of the official UN 1\$ poverty line.

## **Legislative and institutional framework**

The policy, legislative and institutional framework for environmental management in the country is underpinned by Sierra Leone's *National Environment Policy* (NEP) (1994), which got further enacted by the *National Environmental Protection Act* (NEPA) (2001). The NEP aims at achieving sustainable development through sound environmental and natural resources management. However, the implementation of both has been very weak so far.

In 2003 the government produced and adopted *the National Biodiversity Strategy and Action Plan* (NBSAP), a report that highlights the status of the various ecosystems and biological resources, outlines the threats to the existence and performance of these systems, and provides actions for addressing the looming dangers. The NBSAP identifies a large range of strategic issues covering policy planning and legislation, capacity building, public participation, participatory monitoring and evaluation, incentive measures, research and training, public education and awareness, access to technology and information, benefit sharing, indigenous knowledge, and financial resources. It further proposes the adoption of participatory approaches to natural resources management, while at the same time underlining to all stakeholders the need for conservation, sustainable use and equitable sharing of accruing benefits from biodiversity. To date, the NBSAP has not yet reached implementation stage, due to lack of resources.

The *National Environmental Management Plan*, which is based on the NEPA, identifies the following key actions: establishment of an autonomous National Environmental Protection Agency (NaCEF); conservation of land and forest resources; urban regeneration through housing facilities, water and sanitation, waste management; conservation of biodiversity through identification and protection of endangered species and prevention of over-exploitation of fisheries resources; prevention and control of pollution; and empowerment of poor communities.

Sierra Leone is a signatory to a number of international conventions and protocols, among them the Convention on Biological Diversity (CBD), the United Nations Framework Convention on Climate Change (UNFCCC), the United Nations Convention to Combat Desertification (UNCCD), the Convention on International Trade in Endangered species of Wild Fauna and Flora (CITES) and the Convention on Wetlands of International Importance (Ramsar). Although the GoSL seems committed to their implementation, they have generally neither been ratified, nor have national policies and legislation been harmonized accordingly. Consequently, Sierra Leone lacks far behind in the implementation of the provisions of all those conventions. However, Sierra Leone is currently at the very initial stage in identifying ways to promote the obligations of the CBD and the UNFCCC.

The key ministries involved in the Environment sector have been so far the Forestry Division (incl. Wildlife Branch), Ministry of Agriculture, Forestry and Food Security and the Environment Division, Ministry of Lands, Country Planning and the Environment. As mentioned earlier, in July 2005 the GoSL created the National Commission on Environment and Forestry (NaCEF). In line with the new institutional setting there is an urgent need to harmonize legislation and create a regulatory and policy framework that is conducive to ensure environmental sustainability.

A limited number of donors are active in the environment and natural resources sector. In relation to dialogue and donor coordination, there are currently little if any such mechanisms existing. It would be worthwhile and important to recognise exploring policy dialogue, planning of interventions and monitoring of results should be achieved through some kind of SWAp. All major development partners in Sierra Leone, including DFID, World Bank, UNDP and EC are committed to participate in the debate in the future.

There are more than 50 NGOs directly or indirectly operating in the environment sector. Of these only three have organized structures and clear mandates:

- Conservation Society for Sierra Leone (CSSL), promoting the conservation and wise use of natural resources through research, education, advocacy and support to site management.
- Council for Human Ecology – Sierra Leone (CHEC-SiL), supporting the GoSL in promoting through education, policy implementation and project execution, the extension of the science of ecology as applied to the human environment in the interest of sustainable human well being and quality of life.
- Environmental Foundation for Africa, working to repair the widespread damage to the environment, for the conservation of biological diversity and for a sustainable management of biological and other natural resources.

### **Links between the social, economic and environmental situations**

In many ways, environmental protection is closely linked to good governance. Extreme poverty, corruption, low public awareness, civil conflict, weak institutions, inadequate policies, lack of law enforcement and poor administration have been all contributing to the fragile environmental situation throughout the country. In a kind of a vicious circle, the process of environmental degradation sustains itself and is being further accelerated, unless the concern will be addressed as a government priority.

The Country Environmental Profile (CEP) raises concern on the following critical environmental issues, which have negative repercussions with the socioeconomic development of the country.

- **Deforestation / Land Degradation:** Land Degradation is considered as an increasing problem throughout the country. The forest resources are regarded as being seriously threatened by uncontrolled logging, agricultural expansion, fuel wood extraction and charcoal burning as well as mining. Apart from unsustainable agricultural practices, deforestation has been identified as priority cause for soil erosion and land degradation. Although no reliable figures on the quantitative and qualitative dimensions of deforestation are currently available, the negative trend is generally perceived as a major environmental threat to the country. As compared to the fifties, Sierra Leone has lost nearly 70% of its forest cover, with less than 5% of the original forest remaining. The loss in biological diversity of flora and fauna in the various ecosystems is significant. The overall land degradation has significant effects on livelihood systems, having negative repercussions on the overall food security situation and on the natural resource base. The problem is further aggravated by natural hazards such as floods and droughts.
- **Agricultural Expansion:** Nearly 75 % of the land area of Sierra Leone comprises arable land. The most fertile lands are found in low-lying coastal plains, including the mangrove swamps and on riverine grasslands, inland valley swamps and alluvial flood plains of major river systems. Sierra Leone is highly dependent on subsistence agriculture, which contributes to 31 % of the GDP and gives 60 % of the population a living. The combined effects of poor farming practices such as shifting cultivation, recurrent bushfires and overgrazing have negative repercussions on the environment, resulting in further land degradation.
- **Mining:** With an annual contribution of USD 150 Mio to the GDP, mining is the most significant and fastest growing economic sector in the Sierra Leonean. Large scale mining as well as artisanal mining activities are major cause of deforestation and land degradation. Mining leads to soil erosion, siltation and contamination of river systems as well as to tidal creeks. The extent to which forest and land cover have been damaged by mining is still unknown including measures required to rehabilitate and restore mined out areas.
- **River and Marine Resources:** Sierra Leone has shoreline of 560 km along the Atlantic Ocean. The marine resources comprise demersal and pelagic fish as well as crabs, shrimps, lobsters, turtles, cuttlefish, squids and shells. Marine and terrestrial fish stocks are currently exploited mainly by artisanal practices. Coastal fishing forms a strong and valuable base, which contributes significantly to the national economy (10 % of the GDP). However, there are reports of illegal offshore fishing by

foreign industrial fleets, with negative implications on the state of resources. The Sierra Leone economy is unable to capture much of the fish value, as most of the fleet management functions, logistics and marketing are executed off-shore by foreign companies. Catch records are not available to the relevant authorities. However, the fisheries sector still seems to have a potential for further growth.

- **Water/Sanitation and Waste Management:** Sierra Leone has abundance of water resources with numerous rivers, lakes and wetlands. Despite ample rainfall the majority of the people do not have access to potable water supply. It is estimated that about two third of the rural population has no access to safe drinking water supply. The available water supply within towns is generally of low quality. The main water supply to Freetown is vulnerable to climate change as the rains appear to be becoming less predictable. Low rainfall in June 2006 resulted in the water level at Freetown's principal water source, the Guma reservoir, reaching a critical point resulting in widespread rationing. This shortfall highlights the long term threat to the security of the capital's water supply.

The same applies to sanitation facilities. It is being estimated that only 11 % of the population have access to septic tanks while 76 % use pit latrines. The sewage is discharged untreated to the ocean leading to coastal pollution. Environmental health conditions are fragile as solid waste management, water supply and sanitation have not been able to keep pace with increasing urbanisation. In rural areas all waste contributes to contaminating the groundwater resources. The use of streams and rivers as outlets for sewage and solid waste disposal, coupled with the high reliance on pit latrines has increased the incidence of water-borne diseases such as cholera. Conflicts of interest between different uses (agriculture, livestock, domestic, industry) are increasing.

Mainly as a result of the war, rural/urban migration has increased considerably and Sierra Leone, resulting in increasing numbers of urban dwellings and pollution. In Freetown, there is a considerable urban degeneration due to poor housing facilities and inappropriate waste management, which leads to serious negative effects on environmental health. The absence of urban physical planning, inadequate investments in urban utilities combined with migration, has led to overcrowded and polluted environments. Water supply and waste management will remain one of the key challenges of the future.

- **Energy sector:** Half a decade after the end of the civil war, the majority of Sierra Leonean citizens are still without electricity, even in larger cities. In light of ever increasing fuel prices, it will remain a vain imagination that central electricity supply will reach the rural districts in the near future

### **Recommended priority actions**

In line with its development policy, it is recommended that the EC/DFID continue the path of dialogue, co-ordination and cooperation with all relevant partners i.e. GoSL, other donors, civil society, private sector (e.g. Rutile mines), etc. This will only increase the opportunities for integrating environmental soundness in the CSP preparation process and create a good enabling environment for its implementation. In designing an action plan it is suggested that the delegation also closely follows the recommendations of the international missions (WB, UNEP/FAO/UNHabitat) while also keeping in line with government priorities and its own operational framework objectives for mainstreaming environment. In elaborating on the JCSP consideration should be given to the following:

1. Key recommended actions should target towards supporting the institutional development and capacity building of NaCEF, including the enhancement of the regulatory framework and enforcement capacities. It is critical to harmonize national policies and legislation and make progress towards mainstreaming environment issues into key economic activities.
2. It will be a great challenge for Sierra Leone to address environmental education and create more awareness for environmental topics throughout the society.



3. Long-term sustainable development view of EC/DFID should focus on environment development linkages and addressing national and global environmental priorities while, striking a good balance in tackling issues of both the brown and green agenda.
4. On the green side apart from further involvement in mining, transport, fisheries, wildlife, EC/DFID should give serious consideration to rural development projects; access to land and land fertility issues, access to forests, access to wood for cooking are key topics. On the brown side, further involvement in water supply, sanitation and sewerage projects should be encouraged.
5. Emphasis on poverty reduction, following PRSP, should be undertaken by strengthening governance, and harmonisation of the environmental legislative framework with a continued focus on the general budget support (crucial that this approach is successful), governance, transport (roads) sector, and the trade and environment, and mining. The water sector and energy should be given increased attention due to the different acute problems in these areas.
6. Results depend also on donor communities, building partnerships with other donors and other agencies on the formulation of Development Policy Guidelines – accompanied by a joint action plans. Other briefs that might be worthwhile developing in the coming period are e.g. Effective water governance, Access to sustainable energy services, Sustainable land management to combat land degradation, etc.
7. More systematic use of environmental management and monitoring tools in safeguard policy; SEA, SIA, environmental performance and monitoring audits, etc.

Although Sierra Leone has ratified a number of international framework conventions and agreements with environmental dimensions, it still has to make progress towards their implementation. Priority areas of concern remain on the identification of suitable mechanisms to translate the country's obligations with regard to the Framework Conventions on Climate Change and Biological Biodiversity in policy development and strategic interventions on the ground.

The production of a *National Environmental Action Plan* (NEAP), based on an amended/revised version of the NEP, could show the way forward. The development of the National Biodiversity Strategy Plan (2003) is an important part of building up the sector. However, this has to go hand in hand with the government's commitment to address the issue and allocate funding for its implementation.

To date, there is not much information available on the current situation with regard to the environment in Sierra Leone. The current information and data are by far inadequate to develop comprehensive, targeted and prioritised measures to address the depletion of biodiversity, the degradation of forests and the rehabilitation on the environment as a whole. It will be therefore necessary to conduct country-wide inventories on the status quo and historic/future trends of environmental features and indicators.

In order to address the problem of electrification, it seems to be advisable to put a strong emphasis on renewable energies, with a particular focus on hydro-schemes, as already being practices in some of the neighbouring countries (e.g. Ivory Coast, Ghana).

All of the above shows that there is an urgent need for capacity building in the field of regional, district, land use and community-based planning. The introduction of appropriate planning and monitoring instruments will support decision-makers in addressing environmental issues in a transparent, measurable and accountable way. It will further enable all stakeholders to acquire a better understanding on environmental interdependencies in a holistic manner.

## COUNTRY MIGRATION PROFILE <sup>121</sup>

### Migration and Development

The growing importance of inter-linkages between *Migration and Development* has brought migration as an emerging issue to the global agenda and to the national agendas of many governments including Sierra Leone.

The rising awareness of governments is reflected by the following developments:

- The Decision CM/Dec 614 (LXXXIV), adopted by the OAU council of Ministers, Lusaka July 2001, calling on member states to ensure the integration of migration and related issues into the national and regional agenda for security, stability, development and co-operation.
- The Decision CM/Dec 673 (LXXVI) on the ‘Development of Human Resources for Health in Africa: Challenges and opportunities for Action’ adopted by the OAU council of Ministers, Durban 2002.
- The Assembly of Heads of States and Governments, Maputo summit, July 2003, endorsed the inclusion of a new clause in the AU Constitutive Act to invite and encourage the full participation of the African Diaspora in the building of the African Union.
- NEPAD called upon governments to create the necessary enabling political, social, and economic environment in Africa as well as develop strategies for utilising the skills as well as the scientific and technology know-how of Africans in the Diaspora.
- The UN General Assembly Resolution 58/208, February 2004, on ‘international migration and development’ called upon the international community to strengthen International Corporation in this domain in order to address all aspects of migration and to maximise the benefits of international migration.
- A *High Level Dialogue on International Migration and Development* which has taken place at the UN on 14-15 September 2006, and expected to boost attention to the subject.

Migration is recognised to be complex and difficult to capture in all its dimensions including quantification. Despite this, the GoSL would benefit from starting to collect data on migration systematically. It will thus support the country’s strategy on dimensions of *Migration and Development* to the overall benefit of poverty reduction, economic growth and, in support of social sector services.

### Forced labour migration

Two million people, close to half of the population, were internally displaced during the 11-year conflict, while others took refuge in neighbouring countries and further away.

Women became the targets in the conflict. They suffered abduction and brutality at the hands of their perpetrators. Their vulnerability was deliberately exploited in order to dehumanise them. Women were raped, forced into sexual slavery and endured other acts of sexual violence, including mutilations, torture and a host of other cruel and inhuman treatment. They were taken from their homes and villages by force. Refusal to comply with their captors often met with death. For those fortunate enough to escape, displacement invariably followed, in exile or in camps inside or outside the country. They were not safe even in the camps, as humanitarian workers meant to protect them also violated their rights. Women and

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<sup>121</sup> The current Country Migration Profile is adapted from the *Country Paper on the Status of Migration in Sierra Leone* by the International Organisation for Migration (IOM), November 2005, the up-dated version of the same document for 2006 and further to consultations with the Head of Mission of the IOM in Freetown.

girls were compelled to barter their bodies in order to access aid to which they were rightfully entitled. Girls, as young as 12, were forced to pay for aid with sex in order to gain assistance for their families.

Children were violated by all armed groups involved in Sierra Leone conflict, forced to become perpetrators and compelled to violate the rights of others. Thousands of children were killed during the conflict. After the war close to 7000 child soldiers were disarmed. In addition, the Ministry of Gender and Children's Affairs estimates that more than 15,000 children suffered separation from their families and communities. This resulted in their becoming refugees in other West African states and elsewhere through ship store away and other illegal migration means. While conflict, civil strife and political instability have been major causes of forced migration of both skilled and unskilled workers, poor governance, patronage and corruption also encouraged migration.

With the return of peace, the majority of Sierra Leonean refugees have since returned home from neighbouring countries.

### **Internal trafficking in human beings**

Sierra Leone continues to be a country of origin and destination for trafficking in persons. Victims are trafficked from rural areas to areas of perceived economic opportunity, for involuntary petty trading, domestic work, mining, crushing of construction stone, agriculture and fishing, sex work, and street begging. Victims are also deceived and trafficked from Sierra Leone to neighbouring countries and overseas for labour and other exploitative reasons.

Some former abductees, including women and child soldiers, remain with their captors due to lack of viable options. Most of the former combatants' sex slaves have been abandoned with unwanted children and vulnerable for further exploitation. The trafficked persons are not told about the conditions of indentured labour, deprivation of human rights and freedom of association, health threatening physical and mental abuse, and economic exploitation under which they will eventually work in their destination provinces/countries.

### **Smuggling of migrants from Sub-Saharan Africa to Europe**

Around the migration from Sub-Saharan Africa to Morocco and Spain, a lucrative illegal business has developed with service provision to the migrants. Thousands<sup>122</sup> of them from most of the West and Central African countries, like Cameroon, Congo, Ghana, Liberia, *Sierra Leone*, Mali, Nigeria and Senegal are heading towards Europe. The illegal migrants use different routes and modes of transport at several stages of their itinerary to get to their destination.

**Travelling by air** is expensive and as migration is often triggered by socio-economic reasons, most clandestine immigrants are unable to afford it. Illegal immigration by air is highly dependant on organised crime as it requires the provision of falsified passport, visa and supporting documents as well as guidance on route selection and a prepared cover story to be used when questioned at the final destination. Nigerian drug smugglers were apprehended in Freetown, Sierra Leone in transit to European capitals.

The **maritime route** is used by large numbers of clandestine migrants. There have been cases in which vessels from as far as Cameroon or Nigeria travelled along the West African Coast, the destination in most cases being the Canary Islands of Spain or Azores. The vessels often land in different inadequately controlled ports on the route or anchor off shore to take clandestine immigrants with canoes ashore. In other cases ferries travel on established routes between two (neighbouring) countries and are used by

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<sup>122</sup> In 2003, the Spanish police intercepted some 14,000 illegal immigrants and 664 illegal vessels (IRIN news 20 September 2004). In 2004, the Algerian police intercepted 2582 illegal migrants who wanted to travel to Morocco, whereas in the first 10 months of 2005, they have already arrested 3234. (Spokesperson of the Algerian Gendarmerie for RFI 9 October 2005). In September 2004, Interpol Rome conservatively estimated that 23,000 clandestine immigrants were waiting in North Africa to cross the Mediterranean for Europe.

migrants on one leg of a longer journey. Smuggling of migrants on the maritime routes are highly dependant on organised crime, as it requires access to large ocean going vessels, financial support for the operation and serious planning to be able to pick up migrants from several countries on the route. Nigerian, Ghanaian, Liberian and Senegalese crime groups are believed to be involved in these activities. In some occasions Ghanaians have bought and repaired vessels in Senegal and *Sierra Leone* prior to an illegal immigration attempt. The availability of a vessel going to Europe is spread by word of mouth.

There seems to be two major migration scenarios<sup>123</sup> in the **land routes** which run through the Sahara desert. In the first scenario, the migrant buys a “full packet solution” from his place of origin which can include falsified documents, transport, accommodation, bribery of border officials, advice etc. Although there are indications that this mode of smuggling by organised crime groups exist, it is difficult to find hard evidence to pinpoint smuggling organisations involved. Rumours tell that “the full packet solution” often is organised by Nigerian nationals.

The second scenario seems to be the most frequent. Migrants try to get as far as they can by themselves using normal roads and transportation. However, unavoidably they will get in contact with organised crime. Along the routes through Sahara, there are local people who have specialised in providing food, accommodation, falsified documents, transport and guidance through Sahara without detection. These local ‘facilitators’ connect migrants from one leg of the journey to the next. If need be, border enforcement officers are bribed on the route. It is all very<sup>124</sup> organised.

The city of Gao in central Mali is one of the main stops for migrants using the land route. The city is repeatedly mentioned as the stronghold of Touareg overland people smugglers who are used to the harsh conditions in the desert and able to navigate through the desert avoiding official border crossings.

There is evidence that the people smuggling routes in West Africa are being used by migrants from China, India and Bangladesh. Asian migrants normally travel by air to West Africa and continue on either the maritime route or the land routes towards Europe. Presumably they travel on their legal documents from Asia to Africa but their travel documents are normally destroyed before entering Europe.

### **Organised crime and smuggling of migrants**

The services provided to migrants along the smuggling routes from Sub-Saharan Africa to North Africa in most cases fall under the definition of organised crime in the UN Transitional Organised Crime Convention. When it comes to maritime and air smuggling, it is obvious that organised crime groups are also involved. It is also very likely that organised crime groups are also involved in other types of cross border crimes such as contraband, drug trafficking, arms and human trafficking etc.

In maritime smuggling the larger initial capital required for vessels suggests a more structured organisation and an even more pronounced business orientation of the involved networks. West African harbours abound of wrecked fishing and commercial ships, which can be easily bought and refurbished to complete their last trip with either migrants or narcotics before being sunk. The less regulated maritime registries of countries such as Liberia, *Sierra Leone*, Guinea Bissau and Guinea facilitate the hiding of the origin and ownership of such ghost vessels.

Some prevailing circumstances make clandestine immigration from West Africa to Morocco and the Spanish enclaves relatively easy:

- Most countries do not have legislation which criminalises people smuggling.
- Free movement of people within ECOWAS (citizens of ECOWAS Member States can travel without passport within ECOWAS. An ID card or laissez-passer is all that is needed. Residents of some countries like Senegal do not need visa to enter Morocco).

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<sup>123</sup> The quoted document focuses on routes leading to Morocco and not on those to Tunisia and Libya.

<sup>124</sup> Underlining by IOM.

- The vast and inadequately patrolled borders (land and waters).
- The rich availability of falsified travel documents, or even worse, the availability of original travel documents issued on false basis.
- The African brotherhood notion where unconcerned can seek assistance and shelter from fellow Sub-Saharan Africans.
- Widespread corruption amongst border control and enforcement agencies.
- Low knowledge and awareness of people smuggling and illegal immigration amongst law enforcement agencies.
- Lenient penalties for criminal activities in relation to people smuggling in comparison to different trafficking activities.

### **Skilled labour migration and the brain drain**

With the destruction of the civil structure, institutes of higher learning, schools, hospitals and the economic infrastructure, professionals and skilled manpower migrated as a result of the conflict. In post-conflict Sierra Leone, lack of economic development opportunities, poor working environment, poor socio-economic conditions, low wages and unemployment spur out-migration especially to Europe and the USA. At the same time, increasing international competition and an expansion of demand for professionals in developed countries has led to a rapid increase in international skilled labour migration. Very few returns have been recorded from the Diaspora in Europe and the United States of America resulting in the country suffering from a serious post-conflict brain drain.

The negative effect of brain drain is perhaps the most significant cost of migration to Sierra Leone. The country will have great difficulties in recovering economically without transfer of resources and skills from the Diaspora to reverse the brain drain. The deficit of skills affects the ability to attract foreign investment which depends on the availability of an educated and trainable workforce although other factors such as creating a conducive investment climate will need to be put in place as well. Further, skilled human resources are required to support the country in realising the aims of the PRSP and the MDGs. The government can assist in reversing the brain drain through the participation of Sierra Leoneans in the Diaspora in national development through the transfer of skills and other resources. Mechanisms for this would need to be set up.

### **Migrant remittances**

The positive impact of migration on developing countries is the remittances which migrants send home. Remittances to developing countries amount to USD 167 billion (2005)<sup>125</sup> and are therefore higher than the global development assistance.

In Sierra Leone, the formal way of transferring money through the banks was the normal procedure before the civil war but was disrupted because banks no longer operated and a boom in the informal money transfer ensued. After the conflict the situation has stabilised and there are considerable numbers of businesses specialising in remittance services. The amounts involved are huge: weekly transfers can be well over £200,000<sup>126</sup> although bank charges and transfer fees constitute a portion. There is no evidence that taxes are being paid on this money in Sierra Leone

In order to increase the volume of remittances, the GoSL and its development partners could implement policies and measures to facilitate transfers at a reduced cost. Some African governments have implemented schemes to attract higher volumes through special banking and tax provisions which could be valuable in developing policies and strategies for Sierra Leone.

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<sup>125</sup> UN website on International Migration and Development.

<sup>126</sup> The IOM Country Paper for Sierra Leone.

An estimated 40 percent of Africa's wealth is currently held outside of the continent. Strategies to reduce capital flight and to attract remittances and investment by the Diaspora need to be pursued concurrently. This would require maintaining political stability, improved governance especially containment of corruption, the implementation of sound macroeconomic policies, opening up investment opportunities for new investors, strengthening of the financial markets, decreasing cost of doing business in Sierra Leone, and to cut bureaucratic red tape in order to create high investment confidence. It is the overall investment confidence that attracts both human and financial resources to a country.

Experience shows that apart from consumption and savings, remittances are often invested in human capital, to finance house construction and for operating businesses. There is a need to analyse the poverty reduction impact of remittances because incomes of a large number of households in Sierra Leone is supplemented by remittances.

### **Border controls**

The difficulty of Mano River Union (MRU) Countries and Cote d'Ivoire to patrol their borders remains. Sierra Leone, for example, controls about 32 out of 150 crossing points on its South-eastern borders, while Guinea has only 37 security points on its more than 1,400 km-long border with Liberia and Sierra Leone.

The proposed *Border Management and Control Capacity Building Project* managed from Sierra Leone will be undertaken with the collaboration of the governments of the MRU and Cote d'Ivoire. The project aims at enhancing the MRU countries' capacity to strike the right balance between preventing their territories from becoming origin, transit and destination routes for illegal migration.

### **Measures on migration for Sierra Leone**

The Government of Sierra Leone organised in December 2002 a Homecoming Summit in Freetown which aimed at finding ways for Sierra Leone nationals residing abroad to contribute to the development of their country. Sierra Leoneans living in the UK in collaboration with Africa Recruit of the Commonwealth Business Council organised a forum in June 2005 in London to mobilise Sierra Leoneans in the process of rebuilding their country.

The Parliament of Sierra Leone enacted the Anti-Human Trafficking Act in August 2005 in order to facilitate the prosecution of traffickers, protection of victims and prevention of trafficking. The GoSL has constituted a Migration Task Force in September 2006 drawing on the Ministry for Foreign Affairs and International Cooperation, NaCSA, Office of the Vice-President, the ONS, Immigration Department, the SLP, and the IOM.

The Task Force will prepare the terms of reference for an Inter-Ministerial Committee on Migration to be established. Further actions by the Task Force include: (i) operationalising the Action Plan on Migration and Development, and the Rabat Declaration 11.07.2006; (ii) establishing partnership with institutions, donors and government within and outside the country that are engaged in migration issues; (iii) help develop a database on Sierra Leoneans in Diaspora; (iv) sensitise the government officials and the public about migration opportunities and dangers and the procedure for legal migration.

The Government of the Netherlands and the GoSL (MODEP) have concluded an agreement under the MIDA programme (Migration for Development in Africa) where 25 Netherlands-based Sierra Leoneans are presently becoming engaged for 6 months in Sierra Leone in the private sector as well as in the Government Ministries, Departments and Agencies. It is hoped that further similar initiatives can be put in place with other relevant countries.

## JCSP DRAFTING PROCESS

### Organisation of the Programming Process

The JCSP drafting process was organized in accordance to the *PRSP Pillar* structure and subsequent *working groups* covering the issues under each pillar. (i) Good Governance, Peace & Security; (ii) Pro-Poor Sustainable Growth for Food Security and Job creation and (iii) Human Development

A considerable number of specific programming events were organised, the main ones are listed in the table attached. The joint programming was introduced in the DEPAC meeting on 6 April and officially launched on 12 April 2006. The three Pillar working groups were formed and called upon to contribute to the process, as indicated in the table of events. It has to be noted that for some areas existing forums have provided sufficient opportunity for in depth consultation and in other areas there has been a need to organise more formal consultations and workshops to engage relevant stakeholders to the process.

To manage and oversee the process A *Programming Task Force* was formed in July 2006 with representation from MoDEP, NAO, DACO the EC, and DFID. The GoSL members of the task force were responsible for the intergovernmental coordination and approval processes, organized through the *GoSL Policy Supervisory Group* under the Office of the President.

### Partnerships and Stakeholders

The PRSP Technical Working Groups have members from the public administration, non-state actors and donor community. The views of local authorities were represented by the Ministry for Local Government and the Decentralisation Secretariat and by District Councillors. The utilization of national PRSP coordination structures has strengthened the consultation process. The programming process was discussed several times in monthly donor coordination meetings. EU Member States present in Sierra Leone, Germany, France, Ireland and Italy, have been consulted locally.

### Documentation and Studies

The programming process specifically paid attention to utilizing existing analytical work in order to avoid duplication. In addition, both the EC and DFID commissioned further studies where gaps were identified. The EC commissioned the *Sierra Leone Country Level Evaluation of the 9<sup>th</sup> and 8<sup>th</sup> EDFs* to assess the success of the earlier interventions, examine lessons learned and make recommendations. A *Country Environmental Profile* was also produced.

*Sierra Leone Drivers of Change study* was prepared for DFID in March 2005. This work examines Sierra Leonean society from political and political economy angles. Further, DFID commissioned three *scoping studies in the fields of health, education and water and sanitation*.

<b>Event/Process</b>	<b>Timing</b>
<b>DEPAC Meeting:</b> 10 <sup>th</sup> EDF Programming announced	<b>6 April</b>
<b>Launching Workshop</b> for the Programming: ECD, DfID, GoSL, NAO, civil society, donor community, etc	<b>12 April</b>
<b>Consultation Process Trough the PRSP Pillar Working Groups</b>	<b>May-August</b>
<b>Donor Coordination Meeting:</b> discussion on Joint Programming Process	16 May
Pillar II Pro-Poor Growth 2 day workshop	9-10 May
Pillar III Working Group Meeting	20 June
Pillar II Workshop follow up meeting	28 June
<b>Programing Task Force Established</b>	<b>19 July</b>
Pillar II: Infrastructure Meeting	19 July
Workshop to discuss the results of the <b>Evaluation</b> of 8 <sup>th</sup> and 9 <sup>th</sup> EDF cooperation	27 July
Pillar II follow up meeting on productive sectors: agriculture, mining, fisheries, tourism and services	27 July
<b>Scoping Study</b> and stakeholder consultation for Health and Education	<b>June</b>
<b>Scoping Study</b> and stakeholder consultation for Water and Sanitation	<b>July</b>
PRSP Working Group for Pillar I	17 August
<b>Donor Coordination Meeting:</b> Donor Matrix Discussion	24 August
PRSP Working Group for Pillar III	25 August
<b>Task Force Meeting</b>	<b>12 September</b>
<b>Task Force Meeting</b>	<b>20 September</b>
CSP sent out for validation by NAO, GoSL, development partners and NSA	22 September
<b>Validation Workshop</b>	<b>28 September</b>
Submission of the draft JCSP to Brussels and London	29 September
EC Country Team Meeting	23 October
DfID Presentation to HQ	16 November
Open web- based consultation period	November 2006-January 2007
Dialogue with GoSL on Governance Commitments	September to date
Incorporation of comments received and creation of final draft	February 2007
<b>Task Force Meeting</b>	<b>2 March 2007</b>



## SIERRA LEONE POSITIONS IN RELATION TO KEY INTERNATIONAL CONVENTIONS

<b>International Bill of Human Rights</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
International Covenant on Economic, Social and Cultural Rights			23 Aug 1996		23 Nov 1996
International Covenant on Civil and Political Rights			23 Aug 1996		23 Nov 1996
Optional Protocol to the International Covenant on Civil and Political Rights			23 Aug 1996		23 Nov 1996
Second Optional Protocol to the International Covenant on Civil and Political Rights aiming at the abolition of the death penalty	15 Sept 2000				Nulldate
<b>Prevention of Discrimination on the Basis of Race, Religion or Belief and Protection of Minorities</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
International Convention on the Elimination of All Forms of Racial Discrimination	17 Nov 1966	2 Aug 1967			4 Jan 1969
International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families	15 Sept 2000				Nulldate
International Convention on the Suppression and Punishment of the Crime of Apartheid	Nil	Nil	Nil	Nil	Nulldate
International Convention Against Discrimination in Sports	16 May 1986				Nulldate
<b>Women's Human Rights</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
Convention on the Elimination of All Forms of Discrimination Against Women	21 Sep 1988	11 Nov 1988			11 Dec 1988
Optional Protocol to the Convention on the Elimination of All Forms of Discrimination Against Women	8 Sep 2000				Nulldate
United Nations Convention against Transnational Organised Crime	27 Nov 2001				Nulldate
Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organised Crime Preamble, Supplementing the United Nations Convention against Transnational Organised Crime	27 Nov 2001				Nulldate
Protocol against Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organised Crime	27 Nov 2001				Nulldate
Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime	27 Nov 2001				Nulldate
Convention on the Political Rights of Women			25 July 1962		Nulldate
Convention on the Nationality of Married Women				13 March 1962	27 April 1961
Convention on Consent to Marriage, Minimum age for Marriage and Registration of Marriages	Nil	Nil	Nil	Nil	Nulldate

<b>Slavery and Slavery-like Practices</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
Slavery Convention, signed at Geneva on 25 September 1926 and amended by Protocol				13 March 1962	27 April 1961
Supplementary Convention on the Abolition of Slavery, the Slave Trade and Institutions and Practices similar to Slavery				13 Mar 1962	27 April 1961
Convention for the Suppression of the Traffic in Persons and of Exploitation of the Prostitution of Others	26 Sep 2003				Nulldate
<b>Protection from Torture, Ill Treatment and Disappearance</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	18 Mar 1985	25 Apr 2001			25 May 2001
<b>Rights of the Child</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
Convention on the Rights of the Child	13 Feb 1990	18 Jun 1990			2 Sept 1990
Amendment to article 43(2) of the Convention on the Rights of the Child		27 Nov 2001			Nulldate
Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflicts	8 Jun 2000	15 May 2002			15 June 2002
Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography	8 Sept 2000	17 Sept 2001			18 Jan 2002
Convention (No. 58) fixing the minimum age for admission of children employment at sea (revised 1936), as modified by the Final Articles Revision Convention, 1946		13 June 1961			Nulldate
Convention (No. 59) fixing the minimum age for admission of children to industrial employment (revised 1937), as modified by the Final Articles Revision Convention, 1946		15 June 1961			15 June 1962
<b>Freedom of Association</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
Convention (No. 87) Concerning Freedom of Association and Protection of the Right to organise		15 Jun 1961			15 June 1962
Convention (No. 98) Concerning of the Principles of the Right to Organise and to Bargain collectively		13 Jun 1961			Nulldate
Convention on the International Rights of Correction		25 July 1962			Nulldate
<b>Employment and Forced Labour</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
Convention (No. 105) concerning the abolition of forced or Compulsory Labour	10 June 1958	13 Jun 1961			10 June 1958
Convention (No. 100) concerning equal remuneration for men and women workers for work of equal value		15 Nov 1968			15 Nov 1969
Discrimination (Employment and Occupation) Convention (No. 111) Concerning discrimination in employment and occupation		14 Oct 1966			14 Oct 1967
<b>Education</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
Convention against Discrimination in Education		2 June 1967			2 Sept 1967

<b>Refugees and Asylum</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
Convention relating to the Status of Refugees			22 May 1981		20 Aug 1981
Protocol Relating to the Status of Refugees			22 May 1981		22 May 1981
African Union Convention governing the Specific Aspects of Refugee Problems in Africa	10 Sept 1969	28 Dec 1987			14 March 1988
<b>Nationality, Statelessness and the Rights of Aliens</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
Convention on the Reduction of Statelessness	Nil	Nil	Nil	Nil	Nulldate
Convention relating to the Status of Stateless Persons	Nil	Nil	Nil	Nil	Nulldate
<b>War Crimes and Crimes against Humanity, Genocide and Terrorism</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
Convention on the Non-Applicability of Statutory Limitations to War Crimes and Crimes against Humanity	Nil	Nil	Nil	Nil	Nulldate
Convention on the Prevention and Punishment of the crime of Genocide	Nil	Nil	Nil	Nil	Nulldate
Rome Statute of the International Criminal Court	17 Oct 1998	15 Sep 2000			Nulldate
<b>Law of Armed Conflict</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Date of Effect</b>
Geneva Convention for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the field				31 May 1965	27 April 1961
Geneva Convention for the Amelioration of the Condition of the Wounded, Sick and Shipwrecked Members of the Armed Forces at Sea				31 May 1965	27 April 1961
Geneva Convention relative to the Treatment of Prisoners of War				31 May 1965	27 April 1961
Geneva Convention relative to the Protection of Civilian Persons in Time of War				31 May 1965	27 April 1961
Protocol Additional to the Geneva Conventions of 12 August 1949 and Relating to the Protection of Victims of International Armed Conflicts (Protocol I)		21 Oct 1986	21 Oct 1986		21 April 1987
Protocol Additional to the Geneva Conventions of 12 August 1949 and Relating to the Protection of Victims on Non-International Armed Conflicts (Protocol II)		21 Oct 1986	21 Oct 1986		21 April 1987
<b>Terrorism and Human Rights</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Entry into Force</b>
International Convention Against the Taking of Hostages			26 Sept 2003		Nulldate
International Convention for the Suppression of Terrorist Bombing			26 Sep 2003		Nulldate
International Convention for the Suppression of the Financing of Terrorism	27 Nov 2001	26 Sep 2003			Nulldate
International Convention for the Suppression of Unlawful Seizure of Aircraft	19 Jul 1971	13 Nov 1974			13 Dec 1974
International Convention on the Prevention and Punishment of Crimes Against International Protected Persons			26 Sep 2003		Nulldate
International Convention for the Suppression of the Traffic in Women and Children				13 March 1962	27 April 1961
<b>U.N Activities and Employees</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Entry into</b>

					<b>Force</b>
Convention on the Privileges and Immunities of the United Nations				13 Mar 1962	27 April 1961
Convention on the Safety of United Nations and Associated Personnel	13 Feb 1995				Nulldate
<b>African Regional Conventions</b>	<b>Signature</b>	<b>Ratification</b>	<b>Accession</b>	<b>Succession</b>	<b>Entry into Force</b>
African (Banjul) Charter on Human and Peoples' Rights	27 Aug 1981	21 Sept 1983			27 Jan 1984
Convention Governing the Specific Aspects of Refugee Problems in Africa	10 Sep 1969	28 Dec 1987			14 March 1988
Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa	9 Dec 2003				Nulldate
Protocol to the African Charter on Human and Peoples' Rights on the Establishment of an African Court on Human and Peoples' Rights	9 June 1998				Nulldate
Constitutive Act of the African Union	12 July 2000	9 Feb 2001			1 March 2001
Protocol on the Amendments to the Constitutive Act of the African Union	9 Dec 2003				Nulldate
Charter of the Organisation of African Unity		11 Sept 1963			13 Sept 1963
General Convention on the Privileges and Immunities of the Organisation of African Unity		4 March 1965			4 March 1965
Additional Protocol to the OAU General Convention on Privileges and Immunities	Nil	Nil	Nil	Nil	Nulldate
OAU Convention on the Prevention and Combating of Terrorism	14 July 1999				Nulldate
Phyto-Sanitary Convention for Africa	Nil	Nil	Nil	Nil	Nulldate
African Convention on the Conservation of Nature and Natural Resources	15 Sept 1968				Nulldate
African Civil Aviation Commission Constitution (AFCAC)	17 Jan 1969	26 June 1973			17 Aug 1973
Constitution of the Association of African Trade Promotion Organisation	9 Dec 2003				Nulldate
Inter-African Convention Establishing an African Technical Co-operation Programme	9 Dec 2003				Nulldate
Convention for the Elimination of Mercenaries in Africa	9 Dec 2003				Nulldate
Cultural Charter for Africa	Nil	Nil	Nil	Nil	Nulldate
Agreement for the Establishment of the African Rehabilitation Institute (ARI)	Nil	Nil	Nil	Nil	Nulldate
Convention for the Establishment of the African Centre for Fertilizer Development	9 Dec 2003				Nulldate
African Charter on the Rights and Welfare of the Child	14 April 1992	13 May 2002			18 June 2002
Bamako Convention on the Ban of the Import into Africa and the Control of Transboundary Movement and Management of Hazardous Wastes within Africa	9 Dec 2003				Nulldate
Treaty Establishing the African Economic Community	3 June 1991	15 March 1994			12 April 1994
African Maritime Transport Charter	9 Dec 2003				Nulldate
The African Nuclear-Weapon-Free Zone Treaty (Pelinda Treaty)	11 April 1996				Nulldate
Protocol to the Treaty Establishing the African Economic Community Relating	31 May 2001	16 June 2003			5 July 2003

to the Pan-African Parliament					
The Convention of the African Energy Commission	9 Dec 2003				Nulldate
Protocol Relating to the Establishment of the Peace and Security Council of the African Union	14 Nov 2002	16 June 2003			5 July 2003
African Convention on the Conservation of Nature and Natural Resources (Revised Version)	9 Oct 2003				Nulldate
Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa	9 Dec 2003				Nulldate
Protocol to the Court of Justice of the African Union	9 Dec 2003				Nulldate
Protocol to the OAU Convention on the Preventing and Combating of Terrorism	Nil	Nil	Nil	Nil	Nulldate
The African Union Non-Aggression and Common Defence Pact	9 March 2005				Nulldate
African Union Convention on Preventing And Combating Corruption And Related Offences	26 Aug 2004				Nulldate
Treaty of the Economic Community of West African States (ECOWAS)	28 June 1975	28 June 1975			Nulldate
Regional Convention on fisheries co-operation among African States bordering the Atlantic Ocean			17 Nov 1993		11 Aug 1995
Agreement for the establishment of a Centre on Integrated Rural Development for Africa		11 Dec 1980			11 Dec 1980
Agreement establishing the African Development Bank	4 Aug 1963	18 Feb 1964			10 Sept 1964
Amendment to the Agreement establishing the African Development Bank		26 Oct 1979			7 May 1982
Agreement on the creation of the African Regional Industrial Property Organisation (ARIPO)		5 Dec 1980			Nulldate
Convention establishing the West African Examination Council	23 March 1982				Nulldate
Agreement for the establishment of a Centre on Integrated Rural Development for Africa	21 Sept 1979	11 Dec 1980			11 Dec 1980
Articles of Association for the establishment of an Economic Community of West Africa	Definitive signature 4 May 1967				4 May 1967
Treaty of the Economic Community of West African States (ECOWAS)	28 May 1975	26 June 1975			Nulldate
Protocol on the establishment of an ECOWAS brown card relating to motor vehicle third party liability insurance	29 May 1982	10 July 1984			10 July 1984
Convention for mutual administrative assistance in customs matters (ECOWAS)	25 May 1982	10 July 1984			2 April 1985
Cultural Framework Agreement for the Economic Community of West African States (ECOWAS)	9 July 1987	20 Dec 1988			25 April 1990
Convention regulating inter-State road transportation between ECOWAS member States	29 May 1982	10 July 1984			17 July 1984

Convention relating to inter-state road transit of goods		10 July 1984			Nulldate
Protocol on the establishment of a West African Health Organisation (ECOWAS)	9 July 1987	21 Feb 1989			16 Aug 1989
Protocol on non-aggression (ECOWAS)	22 Apr 1978	13 May 1982			13 May 1982
Protocol relating to mutual assistance in defence matters	29 May 1981	30 Sept 1986			30 Sept 1986
Agreement for the establishment of the Intergovernmental Organisation for Marketing information and Co-operation Services for Fishery Products in Africa (INFOPÊCHE)			23 Dec 1993		23 Dec 1993
Convention on temporary importation of passenger vehicles into member States of the Economic Community of West African States		8 Nov 1988			13 Oct 1989
General Convention on privileges and immunities of the Economic Community of West African States		13 May 1982			13 May 1982
Convention on psychotropic substance			6 June 1994		4 Sept 1994
United Nations Convention against Corruption	9 Dec 2003	30 Sept 2004			Nulldate
United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substance	9 June 1989	6 June 1994			4 Sept 1994
Convention on the International Maritime Organisation		14 March 1973			Null date
Single Convention on Narcotic Drugs, 1961, as amended by the Protocol amending the Single Convention on Narcotic Drugs 1961			6 June 1994		6 July 1994
Convention on Biological Diversity			12 Dec 1994		12 March 1995
International Cocoa Agreement, 1980			20 June 1983		20 June 1983
Amendments to Articles 23, 27 and 61 of the Charter of the United Nations, adopted by the General Assembly of the United Nations in resolution 1991 A and B (XV111) of 17 December 1963		25 March 1965			31 Aug 1965
<b>Protocol signed at Lake Success, New York, on 12 November 1947, to amend the Convention for the Suppression of the Traffic in Women and Children, concluded at Geneva on 30 September 1921, and the Convention for the Suppression of the Traffic in Women of Full Age, concluded at Geneva on 11 October 1933</b>	<b>Definitive signature – 13 Aug 1962</b>				Nulldate
<b>International Convention for the Suppression of the Traffic in Women and Children concluded at Geneva on 30 Sept 1921 as amended by the Protocol signed at Lake Success, New York, on 12 November 1947</b>	<b>Definitive signature of the Protocol- 13 Aug 1962</b>				Nulldate
Amendment to Article 109 of the Charter of the United Nations, adopted by the General Assembly of the United Nations resolution 2101 (XX) of 20 December 1965		24 Jan 1968			12 June 1968
International Agreement for the Suppression of the White Slave Traffic, signed at Paris on 18 May 1904, amended by the Protocol signed at Lake Success,				13 March 1962	27 April 1961

New York, 4 May 1949					
Convention on the Privileges and Immunities of the Specialized Agencies				13 March 1962	Nulldate
International Opium Convention as amended				13 March 1962	27 April 1961
Convention for Limiting the Manufacture and Regulating the Distribution of Narcotic Drugs as amended				13 March 1962	27 April 1961
International Convention against Apartheid in Sports	16 May 1986				Nulldate
Constitution of the World Health Organisation		Acceptance 20 Oct 1961			Nulldate
Amendments to Articles 24 and 25 of the Constitution of the World Health Organisation		26 Jan 1970			21 May 1975
Amendments to Articles 24 and 25 of the Constitution of the World Health Organisation		25 July 1994			11 July 1994
Convention on Road Traffic				13 March 1962	27 April 1961
Agreement on the Importation of Educational, Scientific and Cultural Materials				13 March 1962	27 April 1961
International Convention on the establishment of an international fund for compensation for oil pollution damage			13 Aug 1993		11 Nov 1993
International Convention to Facilitate the Importation of Commercial Samples and Advertising Material				13 March 1962	27 April 1961
Convention concerning Customs Facilities for Touring				13 March 1962	27 April 1961
Customs Convention on the Temporary Importation of Private Road Vehicles				13 March 1962	27 April 1961
Convention on the International Right of Correction			25 July 1962		24 Aug 1962
Customs Convention on the Temporary Importation for Private Use of Aircraft and Pleasure Boats				13 March 1962	27 April 1961
Customs Convention on the Temporary Importation of Commercial Road Vehicles				13 March 1962	27 April 1961
Customs Convention on Containers				13 March 1962	27 April 1961
Treaty banning nuclear weapon tests in the atmosphere, in outer space and under water	4 Sept 1963	29 April 1964			Nulldate
<b>Optional Protocol of Signature concerning the Compulsory Settlement of Disputes</b>	<b>Definitive signature 14 Feb 1963</b>				Nulldate

Convention on the High Seas				13 March 1962	30 Sept 1962
Convention on the Continental Shelf			25 Nov 1966		25 Dec 1966
Vienna Convention on Diplomatic Relations			13 Aug 1962		24 April 1964
Convention on the Territorial Sea and the Contiguous Zone				13 March 1962	27 April 1961
Convention on Fishing and Conservation of the Living Resources of the High Seas				13 March 1962	27 April 1961
International Coffee Agreement, 1968		11 Dec 1968			Nulldate
Extension with the modifications of the International Coffee Agreement, 1968		30 Sept 1973			1 Oct 1973
International Coffee Agreement, 1976		30 Sept 1982			Nulldate
International Coffee Agreement, 1983 as modified and extended			24 Sept 1993		1 Oct 1993
International Cocoa Agreement, 1986		3 Feb 1987			20 Jan 1987
International Cocoa Agreement, 1993	7 Oct 1993				22 Feb 1994
Convention on the prohibition of military or any other hostile use of environmental modification techniques	12 Apr 1978				Nulldate
Convention on wetlands of international importance especially as waterfowl habitat			13 Dec 1999		13 April 2000
Agreement establishing the International Fund for Agricultural Development	15 Feb 1977	14 Oct 1977			30 Nov 1977
United Nations Convention on the Carriage of Goods by Sea, 1978	15 Aug 1978	7 Oct 1988			1 Nov 1992
International Covenant for the Safety of Life at Sea, 1974			13 Aug 1993		13 Nov 1993
Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons which may be deemed to be Excessively Injurious or to have Indiscriminate Effects (with Protocols I, II and III)	1 May 1981				Nulldate
Convention on the Code of Conduct for Liner Conferences			9 July 1979		6 Oct 1983
Constitution of the United Nations Industrial Development Organisation	29 Aug 1979	7 March 1983			15 Aug 1985
Agreement establishing the Common Fund for Commodities	24 Sept 1981	7 Oct 1982			19 June 1989
United Nations Framework Convention on Climate Change		22 June 1995			20 Sept 1995
United Nations Convention on the Law of the Sea	10 Dec 1982	12 Dec 1994			11 Jan 1995
Convention for the Suppression of the Circulation of, and Traffic in, Obscene Publications, concluded at Geneva on 12 September 1923 and amended by the Protocol signed at Lake Success, New York, on 12 November 1947				13 March 1962	27 April 1961
Amendment to Article 61 of the Charter of the United Nations adopted by the General Assembly of the United Nations in resolution 2847 (XXVI) of 20 Dec 1971		15 Oct 1973			24 Sept 1973
Amendments to Articles 23, 27 and 61 of the Charter of the United Nations, adopted by the General Assembly of the United Nations in resolutions 1991 A and B (XVIII) of 17 Dec 1963		24 Jan 1968			12 June 1968



Amendment to Article 7 of the Constitution of the World Health Organisation		3 March 1966			Nulldate
United Nations Convention to Combat Desertification in those Countries Experiencing Serious Drought and/or Desertification, particularly in Africa	11 Nov 1994	25 Sept 1997			24 Dec 1997
Amendments to Articles 17 and 18 of the Convention on the International Maritime Organisation		14 March 1973			Nulldate
Amendments to Article 28 of the Convention on the International Maritime Organisation		14 March 1973			Nulldate
Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction	29 July 1998	25 April 2001			1 Oct 2001
Amendments to the Convention on the International Maritime Organisation, (Institutionalization of the Facilitation Committee)		27 July 2001			Nulldate
Vienna Convention for the Protection of the Ozone Layer			29 Aug 2001		27 Nov 2001
Montreal Protocol on Substances that Deplete the Ozone Layer			29 Aug 2001		27 Nov 2001
Amendment to the Montreal Protocol on Substances that Deplete the Ozone Layer			29 Aug 2001		25 Feb 2002
Comprehensive Nuclear-Test-Ban Treaty	8 Sept 2000	17 Sept 2001			Nulldate
Agreement establishing the African Reinsurance Corporation (AFRICARE)		30 June 1976			31 Jan 1977
International Telecommunication Convention (with annexes, final protocol, additional protocols, resolutions, recommendations and opinions)			2 Sept 1985		2 Sept 1985
Protocol for the prohibition of the use in war of asphyxiating, poisonous or other gases and of bacteriological methods in warfare			20 March 1967		20 March 1967
Marrakesh Agreement establishing the World Trade Organisation		23 June 1995			23 July 1995
Agreement for establishment of the Indian Ocean Tuna Commission		13 June 1994			Nulldate
Treaty on the Non-Proliferation of Nuclear Weapon			26 Feb 1975		26 Feb 1975
Convention on offences and certain other acts committed on board aircraft			9 Nov 1970		7 Feb 1971
Convention for the Suppression of unlawful seizure of aircraft		13 Nov 1974			13 Dec 1974
Convention on the prohibition of the development, production and stockpiling of bacteriological (biological) and toxin weapons and on their destruction		29 June 1976			29 June 1976
Agreement establishing the International Bauxite Association		29 July 1975			29 July 1975
Convention (No. 88) concerning the organisation of the employment service		13 June 1961			Nulldate
Convention of the World Meteorological Organisation		30 March 1962			29 April 1962
International Convention on Civil Liability for Oil Pollution Damage			13 Aug 1993		11 Nov 1993
Convention on International Trade in endangered species of Wild Fauna and Flora			28 Oct 1994		26 Jan 1995
Convention (No. 126) concerning accommodation on board fishing vessels		6 Nov 1967			6 Nov 1968

**BILATERAL TREATIES – SIERRA LEONE**

<b>TREATY TITLE</b>	<b>PARTICIPANT</b>	<b>DATE OF CONCLUSION</b>	<b>DATE OF ENTRY INTO FORCE</b>	<b>DATE OF REGISTRATION</b>	
General Agreement for a program of economic, technical and related assistance	Sierra Leone, United States of America	5 May 1961	5 May 1961	29 Sept 1961	
Agreement relating to the inheritance of international rights and obligations by the Government of Sierra Leone	Sierra Leone, United Kingdom of Great Britain and Northern Ireland	5 May 1961	5 May 1961	19 Jan 1962	
Agreement concerning assistance from the special fund	Sierra Leone, United Nations Special Fund	2 Oct 1961	2 Oct 1961	6 Feb 1962	
Agreement concerning the activities of UNICEF in Sierra Leone	Sierra Leone, United Nations (United Nations Children's Fund)	11 April 1962	11 April 1962	25 June 1962	
Agreement concerning assistance from the United Nations Development Programme to the Government of Sierra Leone		26 May 1978			21 Dec 1977
Basic Agreement for the provision of technical advisory assistance	Sierra Leone, World Health Organisation	19 June 1962	19 June 1962	28 Sept 1962	
Agreement concerning abolition of visas for holders of diplomatic and service passports	Sierra Leone, Israel	30 Aug 1962	28 Nov 1962	18 Dec 1962	
Agreement for the provision of operational, executive and administrative personnel signed at Freetown on 19 Feb 1964	Sierra Leone, United Nations	19 Feb 1964	19 Feb 1964	19 Feb 1964	
Agreement for the provision of operational assistance signed at Freetown on 22 Nov 1963 and at Brazzaville on 12 Dec 1963	Sierra Leone, World Health Organisation	22 Nov 1963	12 Dec 1963	20 April 1964	
Cultural Agreement signed at Jerusalem on 22 August 1965	Sierra Leone, Israel	22 Aug 1965	22 Aug 1965	29 Dec 1965	
Agreement relating to judicial procedure	Sierra Leone, United States of America	6 May 1966	6 May 1966	28 March 1967	
Agreement for air services between and beyond their respective territories signed at Freetown	Sierra Leone, Netherlands	13 June 1967	13 June 1967	18 Sept 1968	
Agreement for sales of agricultural commodities	Sierra Leone, United States of America	28 July 1982	28 July 1982	3 June 1994	
Agreement for air services between and beyond their respective territories	Sierra Leone, Belgium	9 Sept 1974	9 Sept 1974	23 Sept 1974	
Mano River Declaration establishing the Mano River Union between Sierra Leone and Liberia	Sierra Leone, Liberia	3 Oct 1973	3 Oct 1973	1 Nov 1974	
Eighth Protocol to the above-mentioned Declaration: Privileges and immunities of the Mano River Union	Sierra Leone, Liberia	9 July 1976	9 July 1976	12 March 1982	
Fifteenth Protocol to the above-mentioned Declaration: Principles and policies on the harmonisation of excise legislation	Sierra Leone, Liberia	17 Oct 1977	17 Oct 1977	12 March 1982	
Sixteenth Protocol to The above-mentioned Declaration: Establishment of a Union Transport Commission, a Union Transport Fund and regulation of matters affecting transit across	Sierra Leone, Liberia	17 Oct 1977	17 Oct 1977	12 March 1982	

land boundaries				
Seventeenth Protocol to the above-mentioned Declaration: Third party civil liability insurance in the Union	Sierra Leone, Liberia	17 Oct 1977	17 Oct 1977	12 March 1982
Agreement concerning Financial Assistance	Sierra Leone, Germany	17 July 1976	17 July 1976	1 Feb 1978
Air Transport Agreement	Sierra Leone, Germany	24 Sept 1970	20 Nov 1975	21 July 1976
Agreement for air services between and beyond their respective territories	Sierra Leone, Spain	4 June 1976	4 June 1976	26 Nov 1976
Agreement concerning assistance from the United Nations Development Programme to the Government of Sierra Leone	Sierra Leone, United Nations (United Nations Development Programme)	21 Dec 1977	21 Dec 1977	21 Dec 1977
Grant Agreement – Village Schools in Bunumbu	Sierra Leone, United Nations (United Nations Capital Development Fund)	29 Aug 1977	29 Aug 1977	1 July 1978
Agreement concerning cultural and scientific co-operation	Sierra Leone, Romania	23 July 1974	1 Feb 1975	14 Sept 1978
Agreement concerning financial co-operation – ‘Freetown suburban road network’ and ‘Timber industry centre at Kenema’ Projects	Sierra Leone, Germany	18 July 1978	18 July 1978	28 March 1980
Agreement concerning financial co-operation – participation in the equity of the National Development Bank Ltd, Freetown	Sierra Leone, Germany	18 July 1978	18 July 1978	28 March 1980
Agreement concerning financial co-operation – Establishment of a timber industry centre at Kenema	Sierra Leone, Germany	31 Dec 1979	31 Dec 1979	31 July 1981
Agreement concerning financial co-operation – Refuse Disposal in Freetown Metropolitan Area	Sierra Leone, Germany	23 May 1980	23 May 1980	17 March 1983
Basic Agreement concerning assistance from the United Nations Capital Development Fund to the Government of Sierra Leone	Sierra Leone, United Nations (United Nations Capital Development Fund)	14 Oct 1983	14 Oct 1983	14 Oct 1983
Project Agreement – Natural Resources Exploration Project	Sierra Leone, United Nations (Revolving Fund for Natural Resources Exploration)	11 Nov 1983	23 Feb 1984	23 Feb 1984
Agreement amending the Project Agreement on Natural Resources Exploration Project	Sierra Leone, United Nations (Revolving Fund for Natural Resources Exploration)	5 July 1984	5 July 1984	5 July 1984
Agreement concerning financial co-operation	Sierra Leone, Germany	24 Nov 1988	24 Nov 1988	8 Feb 1993
Agreement on cultural co-operation	Sierra Leone, Czechoslovakia	11 Jan 1984	27 Sept 1985	30 Nov 1987
Agreement concerning continued Danish support for the power plant in Bo	Sierra Leone, Denmark	23 Aug 1990	23 Aug 1990	12 Feb 1992
Basic Co-operation Agreement	Sierra Leone, United Nations (United Nations Children’s Fund)	26 April 1993	26 April 1993	26 April 1993
Agreement on establishment of a United Nations High Commissioner for Refugees field office in Sierra Leone	Sierra Leone, United Nations High Commissioner for Refugees	19 Jan 1995	19 Jan 1995	19 Jan 1995
Abidjan Peace Agreement	Sierra Leone, Revolutionary United Front	30 Nov 1996	30 Nov 1996	
Agreement between the United Nations and Sierra Leone on the status of the United Nations Observer Mission in Sierra Leone	Sierra Leone, United Nations	29 July 1998	29 July 1998	29 July 1998

(UNOMSIL)				
Lomé Peace Agreement	Sierra Leone, Revolutionary United Front	7 July 1999	7 July 1999	
Agreement between the United Nations and Sierra Leone concerning the status of the United Nations Mission in Sierra Leone	Sierra Leone, United Nations	4 Aug 2000	4 Aug 2000	4 Aug 2000
Agreement between the United Nations and the Government of Sierra Leone on the establishment of a Special Court for Sierra Leone	Sierra Leone, United Nations	16 Jan 2002	12 April 2002	12 April 2002

EXTERNAL DEBT SUSTAINABILITY <sup>127</sup>

In March 2002, Sierra Leone reached the Heavily Indebted Poor Countries (HIPC) decision point which made it eligible for debt relief in the amount of US\$600 million in NPV terms or 80 percent of the country's outstanding (foreign) external debt as of end-2000. Interim relief in the form of debt service reductions was provided by IDA, the IMF, the AfDB, and the European Union.<sup>128</sup> The OPEC Fund provided interim relief through an arrears clearance and the Paris Club provided interim assistance on Cologne terms on maturities falling due in the interim period. Some Paris Club creditors, like Italy, Norway, Switzerland, the United Kingdom, and the United States, agreed to cancel in full debt service payments falling due during the interim period in full. Of the non-Paris Club bilateral creditors China and Morocco have provided assistance outside the HIPC Initiative through debt cancellations.<sup>129</sup> A second debt buy-back operation, to be financed by the Bank, for validated commercial obligations is under preparation.<sup>130</sup>

An external debt-sustainability analysis was recently completed by the staffs of the IMF and World Bank in support of the new Three Year Arrangement under the PRGF.<sup>131</sup> While a new exercise will be conducted for the HIPC Completion Point reached in December 2006, the main conclusions are not expected to differ substantively from those reported here, barring differences in methodology or key assumptions.

The analysis suggests that Sierra Leone faces moderate risk of external debt distress, despite very low debt service requirements relative to exports, because of the magnitude of shocks it could face in the future (GDP shortfalls, delays in aid, or higher spending). The scenario assumes the full delivery of Enhanced HIPC relief, implementation of the Multilateral Debt Relief Initiative and additional voluntary relief provided by bilateral creditors. The scenario also assumes that the high real GDP growth seen in recent years will gradually taper off to 5 percent per annum by 2025 with export growth following a similar path. The current account deficit is projected to narrow to 4.5 percent of GDP by 2025 from just less than 7 percent of GDP in 2006 as interest obligations gradually fall as a share of GDP.

**Table X: External Debt Sustainability Indicators 1/**

	2005	2006	2007	2008	2009	2010	2015	2020	2025
NPV of debt-to-GDP ratio (%; Max. 30)	88	16	17	18	19	20	21	22	21
NPV of debt-to-exports ratio (%; Max. 100)	364	58	61	63	65	67	72	72	66
Debt service to exports ratio (%; Max. 15)	9	6	1	1	1	2	4	4	5

1. Public and publicly guaranteed debt after the HIPC Completion Point and the Multilateral Debt Relief Initiative.  
Source: IMF and World Bank staffs.

In the baseline scenario, without any shocks, the ratio of external debt service to exports of goods and non-factor-services is projected to fall from 8 percent in 2005 to 6 percent in 2006 and further to 1 percent for the period 2007-2009 before slowly climbing to a ceiling of 5 percent by 2022 and onward. The NPV of debt to GDP ratio would fall to an average of 21 percent for the period 2006-2025 from 88 percent in 2005. The NPV of debt to exports ratio would fall to 58 percent in 2006 from 364 percent in 2005 and then gradually rise to 66 percent by 2025.

Bounds tests, however, reveal that Sierra Leone's external debt sustainability is vulnerable to a number of down-side risks. In particular, the debt burden indicators are close to or above the indicative thresholds for nearly all bounds tests. For this reason, the country is rated as being at moderate external risk.

<sup>127</sup> WB report 9<sup>th</sup> August 2006

<sup>128</sup> Interim relief by AfDB lapsed at end-2004 due to an exhaustion of the HIPC Trust Fund financing AfDB's, but was replenished in 2005, which allowed the resumption of interim debt relief.

<sup>129</sup> China cancelled all disbursed outstanding debt that had matured in 1999 under a special Chinese Initiative. Similarly in 2004, Morocco cancelled the entire outstanding debt amounting to US\$10 million.

<sup>130</sup> The first debt buy-back operation took place in 1995.

<sup>131</sup> IMF EBS/06/34.

Lower than anticipated real GDP growth is a risk to the sustainability of both external and domestic debt. There is an additional risk posed by the financial situation in the Bank of Sierra Leone. As of end-2005, approximately 55 percent of the domestic stock included under the fiscal baseline represents non-interest bearing, non-negotiable securities with no maturity, which the Government issued to help partially capitalize the Bank of Sierra Leone (BSL). This lack of interest income constrains BSL receipts and thus its capacity to conduct monetary policy and oversight. Ultimately, the Government may wish to convert the loan into a bond and start repaying it. Depending on the terms of the bond, this conversion would lead to a significant increase in the domestic debt service obligations of the Government and would weaken the fiscal stance (and therefore PRSP implementation) if not implemented with care.<sup>132</sup> This is also a financial sector issue: growth in the domestic debt stock at lucrative risk-free interest rates can crowd out any motivation for commercial bank lending and decrease inter-bank competition for customers.

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<sup>132</sup> The macroeconomic projections in Section B above do not include a work-out scenario.

**Draft**  
**LIST OF GOVERNMENT'S COMMITMENTS**

	<b>Governance Area</b>	<b>Prospective Commitments</b>	<b>Timeline</b>
1	<b>Political democratic governance</b>		
	- Human rights	<ul style="list-style-type: none"> <li>• Nominate Commissioners to the Human Rights Commission</li> <li>• Provide financial and staff support to the Human Rights Commission</li> <li>• Publication of the Human Rights Status in the country</li> <li>• Domestication of Human Right Laws and Government fulfilling reporting requirements</li> <li>• Development and implementation of an Action Plan for the implementation of the recommendations from the TRC report.</li> <li>• Provide financial and staff support to the office of the Ombudsman</li> <li>• Create a website that will provide information, records and activities of the office of the Ombudsman</li> </ul>	<p>End February 2007</p> <p>End February 2007</p> <p>End March 2007</p> <p>December 2007</p> <p>End March 2007</p> <p>End March 2007</p> <p>End March 2007</p>
	- Fundamental freedoms	<ul style="list-style-type: none"> <li>• Develop and implement a National Child Justice Strategy.</li> <li>• Develop a Best Practice Handbook for the Criminal Justice system.</li> </ul>	<p>End December 2007</p> <p>End December 2007</p>
	- Electoral process	<ul style="list-style-type: none"> <li>• Government continue to support NEC and PPRC with sufficient core funding from the national budget to enhance the capacity of these institutions.</li> <li>• NEC and PPRC continue to operate as independent entities.</li> <li>• Government allows national and international observers to freely observe general and local elections.</li> <li>• General and local elections conducted in free and fair manner.</li> </ul>	<p>End March 2007</p> <p>On going</p> <p>End June 2007</p> <p>End July 2007</p>
	- Principles of constitutional democracy	<ul style="list-style-type: none"> <li>• Ensure that constitutional provisions with regards to preparation of all financial reports are respected.</li> <li>• Auditor General to present Audit Reports to parliament in accordance with the Government Budgeting and Accountability Act.</li> </ul>	<p>End December 2007</p> <p>On going</p>
2	<b>Political governance - rule of law</b>		
	- Judicial and law enforcement system	<ul style="list-style-type: none"> <li>• Develop and implement Strategic Plans for the Judiciary and Justice Sectors.</li> <li>• Develop and implement a Strategic Plan for SLP.</li> <li>• Develop and implement minimum standard guidelines for prisons service.</li> </ul>	<p>End December 2007</p> <p>End December 2007</p> <p>End December 2007</p>
3	<b>Control of corruption</b>	<ul style="list-style-type: none"> <li>• Ratification and domestication of the AU and UN conventions on corruption.</li> <li>• Adoption and monitoring of NACS Implementation Strategy.</li> <li>• MDAs to prepare and publish Anti Corruption Strategies.</li> </ul>	<p>End December 2007</p> <p>End June 2007</p> <p>End June 2007</p>
4	<b>1 Government effectiveness</b>		
	- Institutional capacity	<ul style="list-style-type: none"> <li>• Implementation of Civil Service Reform Road Map.</li> </ul>	<p>End March 2007</p>

		<ul style="list-style-type: none"> <li>Fully operational Local Government Service Commission.</li> <li>Ensure that functions are devolved as per the schedule and local Government Act.</li> <li>Adoption of a Chiefdom Governance Reform Policy.</li> </ul>	<p>End June 2007</p> <p>End December 2008</p> <p>End December 2007</p>
	- Public finance management	<ul style="list-style-type: none"> <li>Implementation of the PFM National Action Plan.</li> <li>Implementation of recommendations from PETS</li> <li>NPPA fully functional.</li> <li>Payroll verification undertaken and elimination of 'ghost workers'.</li> </ul>	<p>End June 2007</p> <p>On going</p> <p>On going</p> <p>End June 2007</p>
5	<b>Economic governance</b>		
	- Private sector/market friendly policies	<ul style="list-style-type: none"> <li>Implement the Action Plan to respond to the recommendations from the Diagnostic Trade Integrated Study (DTIS)</li> <li>Formulate and implement an SME policy</li> <li>Formulate and enact a competition policy</li> <li>Revision and enactment of the following financial sector regulations: Companies Act; Payment System Act; Bankruptcy Act; Collective Investment Scheme Act; Securities Act.</li> </ul>	<p>End June 2007</p> <p>End December 2007</p> <p>End December 2007</p> <p>End December 2007</p>
	- Management of natural resources	<ul style="list-style-type: none"> <li>Develop and implement an EITI implementation plan.</li> <li>Implementation of Fisheries Management Plan</li> <li>Develop and enact a National Environmental law based on the reviews and update of existing fisheries and environmental laws.</li> <li>Implementation of the recommendations from the Management and Functional Review and the Institutional Survey of the Ministry of Mineral Resources</li> </ul>	<p>End March 2007</p> <p>End June 2007</p> <p>End June 2007</p> <p>End March 2007</p>
6	<b>Internal and external security</b>		
	- Internal stability / conflict	<ul style="list-style-type: none"> <li>Implementation of the Security Sector Review recommendations</li> <li>Continued role of Office of the National Security as central coordinator of the national security architecture</li> <li>Implementation of the National Youth Policy</li> </ul>	<p>End December 2007</p> <p>On Going</p> <p>End December 2007</p>
	- External threats and global security	<ul style="list-style-type: none"> <li>Greater cooperation with Mano River Union countries on issues relating to border security and security sector reform lesson learning</li> </ul>	<p>On Going</p>
7	<b>Social governance</b>	<ul style="list-style-type: none"> <li>Ratify and enforce the ILOs convention on child labour</li> <li>Domesticate CEDAW, prepare an implementation action plan and fulfil reporting requirements</li> <li>Continuous implementation of the HIV/AIDS Strategic Plan 2006-2010</li> </ul>	<p>End December 2008</p> <p>End December 2008</p> <p>On Going</p>
8	<b>International and regional context</b>		
	- Regional integration	<ul style="list-style-type: none"> <li>Meet the full compliance of the ECOWAS Common External Tariff (CET)</li> <li>Participate fully in the ECOWAS Monetary Corporation Programme (EMCP) leading to the single currency</li> </ul>	<p>End December 2007</p> <p>End December 2007</p>
	- Involvement in regional peer review mechanisms (e.g. APRM)	<ul style="list-style-type: none"> <li>Full participation in the APRM</li> </ul>	<p>End March 2007</p>
	- Migration	<ul style="list-style-type: none"> <li>Develop synergies between migration and development policies and programmes</li> <li>Develop strengthen partnerships in migration and development</li> </ul>	<p>End December 2007</p> <p>End December 2007</p>



		<ul style="list-style-type: none"> <li>• Streamline the process of remittance transfer</li> <li>• Encourage the engagement of Diaspora in development</li> <li>• Engage and maximize the effect of non-financial resources of the Diaspora.</li> </ul>	<p>End December 2007</p> <p>End December 2007</p>
9	<b>Quality of partnership</b>		
	-Political dialogue	<ul style="list-style-type: none"> <li>• Continued engagement into dialogue with development partners</li> </ul>	End December 2007
	-Programming dialogue	<ul style="list-style-type: none"> <li>• Implementation of existing framework for dialogue</li> <li>• Continued commitment and effective leadership towards donor harmonisation</li> </ul>	End December 2007
	-Non state actors	<ul style="list-style-type: none"> <li>• Enhanced dialogue between government and Non-State Actors (NGO, private sector, unions, religious leaders etc.)</li> </ul>	End December 2007

## Joint Communiqué

### IMPROVED GOVERNANCE AND ACCOUNTABILITY PACT (IGAP) For Poverty Reduction and Sustainable Development in Sierra Leone

18 July 2006

#### Introduction

Since the end of the war in 2002, the Government of Sierra Leone - with support from development partners - has embarked on a number of ambitious reforms, especially in the area of governance and economic management. Some important achievements to date include the holding of free and fair elections and consolidation of peace and security since 2002, improved macro-economic stability, the restoration of local government, the passing of procurement and anti-money-laundering legislation, and the establishment of an Anti-Corruption Commission (ACC). But the successful post-conflict recovery remains fragile and the need for sustained reform even more imperative. Some five years on, with national elections scheduled in 2007, it is a suitable time to celebrate the achievements to date, but more importantly, it is time to set out what more needs to be done to accelerate the delivery of development dividends by improving governance and accountability, as well as enhancing the nature of partnership between donors and Government.

#### Objectives and Scope

This **'Improved Governance and Accountability Pact' (IGAP)** is a statement of intent on the part of the Government of Sierra Leone and the four development partners providing direct budget support – the African Development Bank, the Department for International Development, the European Commission and the World Bank – to take forward ten critical governance and accountability reforms over the coming year until July 2007. For each reform, a statement of commitment and specific agreed actions are provided. Donors are already providing technical support in many of the areas mentioned and will continue to support the implementation of the selected reforms. The four donors are already working together to harmonize budget support to Sierra Leone with the intention of moving towards Multi-Donor Budget Support (MDBS). As such, many of the agreed actions are already included as indicators in the 'PAF' (Progress Assessment Framework) which is used to monitor progress in public financial management. It should be stressed that the focus on the ten selected areas will in no manner replace the existing Results Framework of the PRSP or existing multilateral or bilateral agreements. Rather, **the aim is to focus attention on ten critical areas so that all partners can harness efforts together on taking them forward.**

#### A Platform for Engagement with Other Partners

Whilst the pact is initially to be agreed by Government and the four development partners providing budget support, we expect that the IGAP will receive broad support from other multilateral and bilateral development partners including the UN system, civil society, the private sector and citizens. By putting these commitments 'into the public domain' it is also hoped that this will foster greater awareness among civil society and encourage more engagement on key governance and accountability issues.

#### Improving Donor Harmonization and Aid Effectiveness

In the spirit of mutual accountability, the Pact also includes commitments from development partners to improve aid effectiveness, and strengthen harmonization and coordination in support of these reforms. Donors are committed to implement the provisions of the Paris Declaration, especially those related to flexibility, ownership and harmonization.

**The development partners supporting the IGAP commit to the following 10 principles:**

- **Partners to continue to scale up support for achievement of the PRSP and MDG targets** consistent with pronouncements at the G8 summit and align project activities with national sector goals and priorities.
- **Harmonize and consolidate benchmarks** and monitoring frameworks to reduce the reporting burden on Government.

- **Support greater flexibility in operating procedures** to ensure more rapid disbursement of donor funds and implementation of activities, noting Governments preference for budget support.
- **Enhance predictability of aid flows, by informing GOSL and other partners** of multi-year funding goals by sector and geographic area, to the extent feasible given limitations imposed by planning and budget cycles.
- **Coordinate the timing and content of incoming missions** and endeavour to reduce the number of missions and reviews and organise joint missions where possible.
- **Promote the optimal use of technical assistance**, ensuring that such services are demand-driven and benefit the overall sector development, whilst avoiding duplication.
- **Facilitate domestic capacity development** through the use of local consultants/firms, except where local expertise is not available and supporting programmes where local consultants work jointly with external experts.
- **Focus on strengthening the capacity of Government**, efforts should be made to build and retain skilled public servants within Government structures to ensure sustainability.
- **Establish a local oversight mechanism with Government to address constraints** and bottlenecks in development programme implementation and to ensure mutual accountability.
- **Take practical measures to accelerate the pace of harmonization and increase aid effectiveness.** The Committee on Harmonization to update on results achieved at DEPAC meetings.

### Implementation and Monitoring

The mechanism for monitoring the implementation of the IGAP will be the DEPAC (Development Partners Committee).

The ten priority areas of joint collaboration through the IGAP and agreed actions are summarized in the following table.

**Table 1:  
Improved Governance and Accountability Pact (IGAP)  
Priority Reforms and Agreed Actions**

Priority Reforms	Agreed Actions
<p><b>1. Anti-Corruption</b></p> <p><i>Commitment: To strengthen corruption prevention and accelerate prosecution of significant public interest anti-corruption cases. Agree on strategy to amend legislative framework to strengthen Anti-Corruption Act 2000.</i></p>	<ul style="list-style-type: none"> <li>• <b>Prevention</b> – All anti-corruption stakeholders (Anti-Corruption Commission, Government and civil society) to agree on Implementation Plan for National Anti-Corruption Strategy by end 2006.</li> <li>• <b>Prosecutions</b> - Increase in number of ‘significant public interest’<sup>133</sup> anti-corruption cases forwarded by Attorney-General for prosecution. ACC to update public on activities through monthly press briefings.</li> <li>• <b>Legislative Framework</b> – Establish Law Reform Task Force to review Anti-Corruption Act (2000) by end July 2006, and agree changes to Act in conformity with UN and AU conventions on corruption by end 2006.</li> <li>• <b>Declaration of assets of public servants</b> to be included in amended legislation.</li> <li>• <b>Hold consultations with stakeholders</b> for ACC fiat to be embedded in law by end of 2006.</li> </ul>

<sup>133</sup> ‘Significant public interest’ refers to cases involving senior public servants (i.e. not low-level corruption)

<p><b>2. Auditor General and PAC Reports</b></p> <p><i>Commitment: To reduce the time lag for reports of the Auditor General and the Parliamentary Accounts Committee to be made public. To accelerate recovery of losses identified in PAC reports.</i></p>	<ul style="list-style-type: none"> <li>• <b>Auditor General’s Office strengthened</b> to present audit reports to Parliament according to law (within 12 months of the end of each year). Reports for 2004 and 2005 by end December 2006.</li> <li>• <b>Auditor General’s reports</b> - Any obstacles that may prevent the reports of the Auditor General being made public when laid before Parliament removed by end December 2006. Auditor General’s reports for 2001-2003 made public by end December 2006. Subsequent reports to be made public when laid before Parliament.</li> <li>• <b>1996-1999 Parliamentary Accounts Committee (PAC) reports</b> – Achieve progress in recovery of losses for PAC reports 1996-1999 including through withholding of payments. Make losses identified in PAC report public and state explicitly what actions have been taken to recover funds.</li> <li>• In the spirit of transparency, <b>make audit reports of all programmes and projects managed by donors available</b> to Government and the public.</li> </ul>
<p><b>3. Procurement</b></p> <p><i>Commitment: To support full implementation of the Public Procurement Act</i></p>	<ul style="list-style-type: none"> <li>• <b>Strengthen NPPA</b> – human resource capacity of NPPA to be strengthened (core staff in place by August 2006 with full staffing plan implemented thereafter). Ensure NPPA practices conform to international standards.</li> <li>• <b>Publication of procurement regulations</b> by end Dec 2006.</li> <li>• <b>Publication of 2006 procurement plans</b> for key Ministries, as approved by MOF.</li> <li>• <b>Tender opportunities and information on contracts awarded made public</b> on quarterly basis through NPPA website, notice boards and published bulletin.</li> <li>• <b>2007 procurement plans</b> prepared prior to start of fiscal year (by end Dec 2006).</li> </ul>
<p><b>4. Civil Service Reform</b></p> <p><i>Commitment: To accelerate the pace of civil service reform to improve the capacity of Government to deliver goals of PRSP</i></p>	<ul style="list-style-type: none"> <li>• <b>Build capacity of the civil service</b> to ensure a sufficient skills-base and address issues of retention and sustainability.</li> <li>• Complete <b>‘roadmap’ for civil service reform</b> by October 2006 including a framework for training, payroll verification, and pay and grading policy.</li> <li>• Implement recommendations of <b>Management and Functional Reviews</b> approved by Cabinet (Education, Health, Agriculture, Local Government, and Defence) by July 2007.</li> <li>• <b>Human Resources Management Office</b> – minimum requirements for HRMO to be in place and operational by end 2006.</li> </ul>
<p><b>5. Improving Service Delivery</b></p> <p><i>Commitment: To improve provision of basic services in health, education and agriculture using Public Expenditure Tracking Survey (PETS) indicators and Service Delivery Perception Survey (SDPS). Results to be made public.</i></p>	<ul style="list-style-type: none"> <li>• In July and December 2006, <b>PETS and service delivery perception surveys</b> carried out. In 2007, one PETS and SDPS conducted by June 2007. <b>Results to demonstrate significant improvements in delivery of basic services:</b> <ul style="list-style-type: none"> <li>- % of teaching and learning materials arriving at destination compared to 2003 figures;</li> <li>- % of essential drugs arriving at destination compared to 2004 figures;</li> <li>- % of seed rice arriving at destination compared to 2004 figures;</li> </ul> </li> <li>• <b>PETS Action Plans integrated into broader Public Financial Management Action Plan</b> and implementation monitored by committee to ensure line ministries improve service delivery and reduce leakages.</li> <li>• <b>PETS and SDPS methodology and findings to be made public.</b> Results to be widely publicized within one month of publication.</li> </ul>
<p><b>6. Extractive Industries Transparency Initiative (EITI)</b></p> <p><i>Commitment: To ensure full implementation of EITI</i></p>	<ul style="list-style-type: none"> <li>• <b>EITI Implementation Framework</b> - In collaboration with development partners, develop EITI Implementation Framework by July 2007.</li> <li>• <b>Provide update on progress and formally endorse EITI</b> at the Annual Meeting in Oslo in October 2006.</li> </ul>
<p><b>7. Decentralisation</b></p> <p><i>Commitment: To ensure full support to implement decentralisation policy</i></p>	<ul style="list-style-type: none"> <li>• <b>Functions and resources to be devolved</b> to local councils as per the Local Government Act 2004 and devolution schedule, as long as financial management and accountability requirements are met.</li> <li>• <b>High-level political coordination</b> through quarterly meetings of Inter-Ministerial Committee (IMC) and follow-up to ensure implementation by line ministries and local councils.</li> <li>• Number of local councils meeting the <b>financial management and accountability requirements</b> under the LGA (2004) to be increased annually, in part by hiring qualified finance officers as local council treasurers.</li> </ul>

<p><b>8. Non-State Actors</b></p> <p><i>Commitment: To enhance dialogue and interaction with non-state actors including civil society and the private sector on key governance, accountability and poverty reduction issues</i></p>	<ul style="list-style-type: none"> <li>• <b>In collaboration with civil society, develop a national strategy</b> to improve dialogue and interaction on key governance, accountability and poverty reduction issues.</li> <li>• <b>Support capacity-development of civil society and the private sector</b> to engage constructively with Government in support of poverty-reduction and growth outcomes.</li> <li>• <b>Support a more conducive investment environment for local and international private sector actors</b> by reducing barriers to investment.</li> <li>• <b>Facilitate consultations to align NGO funding</b> with national priorities</li> </ul>
<p><b>9. Anti-Money Laundering</b></p> <p><i>Commitment: Support implementation of anti-money laundering legislation</i></p>	<ul style="list-style-type: none"> <li>• <b>Government to introduce regulations</b> in support of the Anti-Money Laundering Act (2005) by end 2006</li> <li>• <b>Increase capacity of Bank of Sierra Leone (BoSL)</b> to play its role as central agency to oversee and monitor implementation of the Anti-Money Laundering Act (2005)</li> </ul>
<p><b>10. Elections</b></p> <p><i>Commitment: To ensure free and fair elections in 2007</i></p>	<ul style="list-style-type: none"> <li>• <b>Support NEC to carry out necessary preparations</b> for elections including boundary delimitation process, voter registration and sensitization.</li> <li>• <b>Political Parties Registration Commission (PPRC) to be strengthened</b> to ensure level playing field between political parties.</li> <li>• <b>Civil society to play effective monitoring role</b> and to report on conformity of Sierra Leone elections with international standards and guidelines.</li> </ul>

<b>Millennium Development Goals</b>						
Sources: World Development Indicators database, September 2006 (1990-2004 data) UNICEF Sierra Leone Multiple Indicator Cluster Survey 2005 (2005 data column only) – note this is local data that may not be comparable with the global data given for earlier years but are considered the most reliable and current national survey data						
	1990	1995	1998	2001	2004	2005
<b>Goal 1: Eradicate extreme poverty and hunger</b>						
Income share held by lowest 20%	1	..	..	..	..	
Malnutrition prevalence, weight for age (% of children under 5)	29	..	..	27	..	31
Poverty gap at \$1 a day (PPP) (%)	41	..	..	..	..	
Poverty headcount ratio at \$1 a day (PPP) (% of population)	57	..	..	..	..	
Poverty headcount ratio at national poverty line (% of population)	83	..	..	..	70	
Prevalence of undernourishment (% of population)	..	..	44	..	50	
<b>Goal 2: Achieve universal primary education</b>						
Literacy rate, youth total (% of people ages 15-24)	..	..	..	..	48	
Persistence to grade 5, total (% of cohort)	..	..	..	..	..	92
Primary completion rate, total (% of relevant age group)	..	..	..	..	..	11
School enrolment, primary (% net)	43	..	..	..	..	69
<b>Goal 3: Promote gender equality and empower women</b>						
Proportion of seats held by women in national parliament (%)	..	..	6	9	15	
Ratio of girls to boys in primary and secondary education (%)	66.8	..	..	70.6	74.3	
Ratio of young literate females to males (% ages 15-24)	..	..	..	..	63	
Share of women employed in the nonagricultural sector (% of total nonagricultural employment)	21	..	..	..	..	
<b>Goal 4: Reduce child mortality</b>						
Immunization, measles (% of children ages 12-23 months)	..	..	62	50	64	62
Mortality rate, infant (per 1,000 live births)	175	171	..	167	165	170
Mortality rate, under-5 (per 1,000)	302	293	..	286	283	286
<b>Goal 5: Improve maternal health</b>						
Births attended by skilled health staff (% of total)	..	..	..	41.7	..	43
Maternal mortality ratio (modelled estimate, per 100,000 live births)	..	..	..	2000	..	
<b>Goal 6: Combat HIV/AIDS, malaria, and other diseases</b>						
Children orphaned by HIV/AIDS	..	..	..	..	31000	
Contraceptive prevalence (% of women ages 15-49)	..	..	..	4	..	
Incidence of tuberculosis (per 100,000 people)	223.7	..	..	..	443.2	
Prevalence of HIV, female (% ages 15-24)	..	..	..	..	1	

Prevalence of HIV, total (% of population ages 15-49)	..	..	..	..	2	
Tuberculosis cases detected under DOTS (%)	..	27.9	36.2	33.9	35.6	
<b>Goal 7: Ensure environmental sustainability</b>						
CO2 emissions (metric tons per capita)	0.1	0.1	0.1	0.1	..	
Forest area (% of land area)	43	..	..	40	38	
GDP per unit of energy use (constant 2000 PPP \$ per kg of oil equivalent)	..	..	..	..	..	
Improved sanitation facilities (% of population with access)	..	..	..	..	39	30
Improved water source (% of population with access)	..	..	..	..	57	46
Nationally protected areas (% of total land area)	..	..	..	..	2.1	
<b>Goal 8: Develop a global partnership for development</b>						
Aid per capita (current US\$)	14.9	49.9	24.9	73.7	67.4	
Debt service (PPG and IMF only, % of exports of G&S, excl. workers' remittances)	10	63	9	73	10	
Fixed line and mobile phone subscribers (per 1,000 people)	3.3	4	4.1	10.6	27.2	
Internet users (per 1,000 people)	0	0	0.1	1.5	1.9	
Personal computers (per 1,000 people)	..	..	..	..	..	
Total debt service (% of exports of goods, services and income)	10	54	33	105	11	
Unemployment, youth female (% of female labour force ages 15-24)	..	..	..	..	..	
Unemployment, youth male (% of male labour force ages 15-24)	..	..	..	..	..	
Unemployment, youth total (% of total labour force ages 15-24)	..	..	..	..	..	
<b>Other</b>						
Fertility rate, total (births per woman)	6.5	6.5	6.5	6.5	6.5	
GNI per capita, Atlas method (current US\$)	200	190	160	160	210	
GNI, Atlas method (current US\$) (billions)	0.8	0.8	0.7	0.8	1.1	
Gross capital formation (% of GDP)	10	5.6	5.3	6.7	10.6	
Life expectancy at birth, total (years)	38.8	39.1	39.6	40.6	41.1	
Literacy rate, adult total (% of people ages 15 and above)	..	..	..	..	35.1	
Population, total (millions)	4.1	4.1	4.3	4.7	5.3	
Trade (% of GDP)	46.2	45.1	35.3	50.3	60.2	

*Figures in italics refer to periods other than those specified*

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**LIST OF ACRONYMS**

ACC	Anti-Corruption Commission
ACP	Africa, the Caribbean and the Pacific
AFD	Arms for Development
AfDB	African Development Bank
AGOA	African Growth Opportunity Act
AU	African Union
BADEA	Arabic Bank for Economic Development in Africa
BoSL	Bank of Sierra Leone
CAS	Country Assistance Strategy
CBO	Community Based Organisation
CCSL	Council of Churches Sierra Leone
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEP	Country Environmental Profile
CET	Common External Tariff
CG	Consultative Group
CHP	Community Health Post
CPIA	Country Policy and Institutional Assessment
CSO	Civil Society Organisation
CSP	Country Strategy Paper
DACO	Development Assistance Coordination Office
DCBP	Decentralisation Capacity Building Programme
DECSEC	Decentralisation Secretariat
DEPAC	Development Partnership Committee
DFID	Department for International Development (of the UK)
DG	Directorate General
DSA	Debt Sustainability Assessment
EBA	Everything But Arms Agreement
EC	European Community or European Commission
ECD	EC Delegation
ECHO	European Commission Humanitarian Office
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EIB	European Investment Bank
EITI	Extractive Industries Transparency Initiative
EmOC	Emergency Obstetric Care
ENCISS	Enhancing Interaction and Interface Between Civil Society and the State to Improve Poor People's Lives
EPA	Economic Partnership Agreement
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
FIAS	Foreign Investment Advisory Services (of the IFC)
GBS	General Budget Support

GDP	Gross Domestic Product
GEF	Global Environment Facility
GNI	Gross National Income
GoSL	Government of Sierra Leone
GRS	Governance Reform Secretariat
GTZ	German Technical Cooperation
HDI	Human Development Index
HEP	Hydroelectric Power
HIPC	Heavily Indebted Poor Countries
HSSP	Health Sector Support
IDA	International Development Association
IDPs	Internally Displaced Persons
IDB	Islamic Development Bank
IFMIS	Integrated Financial Management Information System
IGAP	Improved Governance and Accountability Pact
IHS	Immaculata High School (Child Slave Labor) movement in US
IMATT	International Military Advisory and Training Team
IMBO	Institute of Marine Biology and Oceanography
IMF	International Monetary Fund
INGO	International Non-Government Organisation
IOM	International Organisation for Migration
I-PRSP	Interim Poverty Reduction Strategy Paper
IRC	International Rescue Committee
IRCBP	Institutional Reform and Capacity Building Project
IRN	International Reporter
JCS	Joint Country Strategy
JCSP	Joint Country Strategy Paper
JICA	Japanese International Cooperation Agency
JSDP	Justice Sector Development Programme
KfW	Kreditanstalt fuer Wiederaufbau
LC	Local Council
Le	Leone (the currency of Sierra Leone)
LGA	Local Government Act (of Sierra Leone, 2004)
LICUS	Low Income Country Under Stress
MAFFS	Ministry of Agriculture, Forestry and Food Security
MAPs	Multi-Annual Programme Scheme
MCHP	Maternal Child Health Posts
MDAs	Ministries, Departments and Agencies
MDBS	Multi-donor Budgetary Support
MDGs	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MDRI	Multilateral Debt Relief Initiative
M&E	Monitoring and Evaluation
MEST	Ministry of Education, Science and Technology
MFMR	Ministry of Fisheries and Marine Resources
MICS	Multi-Cluster Survey
MITAF	Microfinance Investment and Technical Assistance Facility
MLGCD	Ministry of Local Government and Community Development
MMR	Ministry of Mineral Resources
MOD	Ministry of Defence

MODEP	Ministry of Development and Economic Planning
MOF	Ministry of Finance
MOHS	Ministry of Health and Sanitation
MOTI	Ministry of Trade and Industry
MoU	Memorandum of Understanding
MOWS	Ministry of Social Welfare, Gender and Children's Affairs
MRU	Mano River Union
MSWGCA	Ministry of Social Welfare, Gender and Children's Affairs
MTEF	Medium Term Expenditure Framework
N/A	not available
NaCEF	National Commission on Environment and Forestry
NaCSA	National Commission for Social Action
NACS	National Anti-Corruption Strategy
NAFSL	National Association of Farmers of Sierra Leone
NAO	National Authorising Officer
NAP	National Action Plan
NBSAP	National Biodiversity Strategy and Action Plan
NCP	National Commission for Privatisation
NEAP	National Environmental Action Plan
NEC	National Electoral Commission
NEP	National Environment Policy
NEPA	National Environmental Protection Act
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organisation
NIP	National Indicative Programme
NMTIP	National Medium Term Investment Programme
NPA	National Power Authority
NPPA	National Press Photographers Association
NPV	Net Present Value
NRA	National Revenue Authority
NSA	Non State Actor
NTCT	National Technical Committee on Trade
OCHA	Office for the Coordination of Humanitarian Affairs (UN)
ONS	Office of National Security
OPEC	Organisation of Petroleum Exporting Countries
PAC	Partnership Africa Canada
PAF	Progress Assessment Framework
PADCO	Peace and Development Corps Sierra Leonean volunteers
PASCO	Poverty Alleviation Strategy Coordinating Office
PBC	Peace Building Commission
PCBS	Post Conflict Budgetary Support
PEBU	Mende word denoting shelter - used as the title for the DFID project to support housing for Sierra Leone armed forces
PEFA	Public Expenditure and Financial Accountability
PER	Public Expenditure Review
PETS	Public Expenditure Tracking Survey
PFM	Public Financial Management
PHU	Primary Health Unit
PIU	Project Implementation Unit
PLWHA	Persons Living with HIV/AIDS

PPRC	Political Parties Registration Commission
PRBS	Poverty Reduction Budget Support
PRGF	Poverty Reduction and Growth Facility
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
RRI	Rapid Results Initiative
RSLAF	Republic of Sierra Leonean Armed Forces
RUF	Revolutionary United Front
SALWACO	Sierra Leone Water Company
SFCG	“Search for Common Ground”
SGBV	sexual gender-based violence
SES	Senior Executive Service
SHARP	Sierra Leone HIV/AIDS Response Project
SILSEP	Sierra Leone Security Sector Programme
SLAA	Sierra Leone Airports Authority
SLANGO	Sierra Leone Association of Non-governmental Organisations
SLBS	Sierra Leone Broadcasting Service
SLIHS	Sierra Leone Integrated Household Survey
SLIS	Sierra Leone Information System
SLP	Sierra Leone Police Forces
SLPA	Sierra Leone Ports Authority
SLRA	Sierra Leone Roads Authority
SPW	Students Partnership Worldwide
SSL	Statistics Sierra Leone
SWAp	Sector Wide Approach
TA	Technical Assistance
TCF	Technical Cooperation Facility
TRC	Truth and Reconciliation Commission
UK	United Kingdom
UN	United Nations Organisation
UNAMSIL	United Nations Mission in Sierra Leone
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDL	United Nations Depository Library
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children’s Fund
UNIDO	United Nations Industrial Development Organisation
UNIFEM	United Nations Development Fund for Women
UNIOSIL	United Nations Integrated Office in Sierra Leone
USAID	United States Agency for International Development
USL	University of Sierra Leone
VAT	Value Added Tax
WB	World Bank
WFP	World Food Programme
WHO	World Health Organisation
WTO	World Trade Organisation

# NATIONAL INDICATIVE PROGRAMME EC-SIERRA LEONE

2008-2013

## 1 Indicative Programme

### 1.1 Introduction

On the basis of the cooperation strategy presented in Part 1 and in accordance with Article 4 of Annex IV to the Cotonou Agreement, the Indicative Programme has been drawn up as a set of tables showing the framework for action in each sector, the financing timetable and a detailed schedule of activities for all programmes listed over a rolling three-year period.

The amounts mentioned in this chapter indicate the overall breakdown of funds between the focal sectors, macroeconomic support and other programmes. The breakdown may be adjusted in the light of the operational, mid-term, final or *ad hoc* reviews. However, any adjustment resulting in a substantial change to the structure of the response strategy will require a formal decision in the form of an addendum to the country strategy.

### 1.2 Financial instruments

Implementation of the EC's cooperation strategy with Sierra Leone will be financed from several financial instruments. The following is an indication of the mobilisation currently envisaged.

**1.2.1 10th EDF (A envelope) €242 000 000<sup>1</sup>:** this envelope will cover long-term programmable development operations under the strategy, including 25% of the incentive tranche, in particular:

(i) *Good governance and institutional support:* 37.0 M€ (15.2% of the total) project support

(ii) *Rehabilitation of priority infrastructure:* 95.0 M€ (39.3% of the total) project support

(iii) *General budget support<sup>2</sup>:* 90.0 M€ (37.2% of the total)

(iv) *Non-focal sectors* 20.0 M€ (8.3% of the total) project support

<i>of which:</i>	- EPA support	3.0 M€
	- Agriculture	12.0 M€
	- Regional programmes	2.0 M€
	- Technical Cooperation Facility	2.5 M€
	- Others	0.5 M€

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<sup>1</sup> With a view to the need to successfully complete the mandate of the Special Court for Sierra Leone, the amount of 1 M€ is intended to support the outreach activities of the Court.

<sup>2</sup> The amount of GBS can be reviewed during the mid-term or *ad hoc* reviews and increased if appropriate, depending on the ability of Sierra Leone to fulfil the relevant conditions.

**1.2.2 10th EDF (B envelope) €26.4 million** (indicative amount for the first two years of the 10th EDF) to be replenished, should the need arise, after the first annual review from the global funds available to cover unforeseen needs, such as emergency assistance which cannot be financed from the EU budget, contributions to internationally agreed debt relief initiatives and support to mitigate the adverse effects of instability in export earnings (FLEX).

In accordance with Article 3(5) of Annex IV to the Cotonou Agreement, this amount may, if necessary, be increased in the light of operational or *ad hoc* reviews.

**1.2.3 Investment Facility:** In addition to the above-mentioned financial instruments, of which the A envelope is the main programmable basis for the NIP, the 10th EDF also includes an Investment Facility managed by the European Investment Bank. The Investment Facility is not part of the NIP.

Some specific activities may be supported by the **Centre for the Development of Enterprise (CDE)** and the **Technical Centre for the Development of Agricultural & Rural Cooperation (CTA)**.

**1.2.4 10th EDF (West Africa) Regional Indicative Programme:** This allocation will cover long-term programmable development operations under the regional strategy for West Africa. The allocation is not part of the Indicative Programme but may have repercussions at national level, depending on participation by Sierra Leone in the programmes proposed under the regional framework.

**1.2.5 Other financial instruments:**

Specific activities may be supported by external action funded by the general budget of the European Community under the financial framework for 2007-2013, subject to a special procedure and availability of funds, and out of the own resources of the EIB. Action funded by the general budget include, *inter alia*, programmes funded under the Development Cooperation Instrument, such as the thematic programmes on “investing in people”, “non-State actors in development”, “migration and asylum”, “environment and sustainable management of natural resources” and “food security”, plus action funded from other instruments, such as those for stability, for promotion of human rights and democracy or for humanitarian and emergency assistance.

**1.2.6 Monitoring and evaluation**

Monitoring of the results and evaluations of the impact of individual activities (programmes, projects and sectors) under this CSP will be undertaken in line with the technical and administrative provisions attached to each individual Financial Agreement concluded to implement this CSP.

The results and impact of the Community’s cooperation with Sierra Leone under the NIP and other external action funded by the general budget of the European Community will be assessed by means of an independent external evaluation. This country-level evaluation may be undertaken jointly with EU Member States and possibly also with other donor agencies.

### 1.3 Focal sectors

#### **Focal sector 1 - Good governance and institutional support**

The following overall objective will be pursued:

“Creation of an institutional framework enabling sustainable economic and social development.”

The following specific objectives will be pursued:

- to enhance decentralisation and institutional reforms in the public sector;
- to consolidate democracy and establish participatory, transparent and accountable systems of governance;
- to support development of rural strategies and local capacity, with the aim of establishing a framework for participatory decentralised planning, resource allocation and management of agricultural development;
- to strengthen national/local government institutions and non-State actors for fulfilling their roles and mandates to ensure environmental sustainability in generating income and creating jobs, while safeguarding environmental goods and services.

As an indicative amount, €37.0 million will be set aside for this field.

The main measures proposed are:

- promote and deepen democratic institutions in Sierra Leone, by strengthening their capacity for carrying out free and fair elections in line with their constitutional mandate. Continue to support the NEC and Political Parties Registration Commission to ensure that, in the future, the two public institutions will be able to fulfil their constitutional mandate properly. Furthermore, potential assistance to the electoral process might focus more on voter and civic education, political registration and awareness-raising;
- support the decentralisation process. Continue to support the first phase of decentralisation to finalise the legal framework and support basic capacity-building for core functions like financial management, procurement and human resources. Start the next phase of decentralisation, paying special attention to capacity-building for the management structures of the sectors and services that are decentralised. Build the capacity of district councils, decentralised agricultural service providers and non-State actors to fulfil their role to support sustainable economic growth and job creation in accordance with national/local development priorities and potential;
- support the comprehensive reform of the civil service. Restructuring and right-sizing of the civil service need to be accompanied by a clean payroll that will subsequently allow progressive introduction of a pay reform. A structured and comprehensive training programme is needed to bring civil servants up to the level where they can contribute efficiently to the challenging development policy agenda;



- build capacity within the civil service to facilitate coordination and implementation of the PRSP. Ensuring the functioning of the 19 newly established decentralised statistical units will be a logical continuation and cross-cutting measure contributing to better management of resources in a decentralised organisational set-up;
- support NACEF and non-State actors with mainstreaming the environment and converting Multilateral Environmental Agreements (MEAs) into policy development and with formulating action towards sustainable use, management and conservation of natural resources;
- continue institutional support to the NAO;
- support non-State actors eligible for funding, as defined in Article 6 of the Cotonou Agreement and Article 4(1)(d) of Annex IV to the revised Agreement. Depending on their mandate, support for non-State actors may cover activities including, *inter alia*, capacity-building, advocacy, research, awareness-raising, monitoring and delivery of services to the population. In supporting non-State actors, the EC may make use of Article 15(4) which allows it to be the contracting authority.

The main implementing instruments will be co-financing, project support or support for initiatives by non-State actors.

The main commitments by the government to mainstream the cross-cutting issues are that in all operations the GoSL will apply a stronger approach to promotion of human rights, gender equality, democracy, good governance and children's rights, environmental sustainability and combating HIV/AIDS, which will be consistently addressed in line with the EC's global commitments and the GoSL's own commitments stated in the PRSP. Specifically:

- a. the GoSL commits itself to fight corruption and strengthen state accountability and control institutions;
- b. the GoSL does not restrict governance-related activities of non-State institutions;
- c. the GoSL remains committed to re-establishing a democratic decentralised system and to deconcentrating provision of social services;
- d. the GoSL puts the emphasis on provision of effective agricultural extension services and decentralised planning, management and monitoring systems.

The appropriate type of environmental assessment (SEA or EIA) will be chosen and carried out. Implementation of environmental and social impact assessments (ESIAs) will be monitored by the government agency responsible for each programme.

## **Focal sector 2 - Rehabilitation of priority infrastructure**

The following overall objective will be pursued:

“Promotion of pro-poor sustainable growth for food security and job creation.”

As an indicative amount, €95.0 million will be set aside for this field.

The main measures proposed are<sup>1</sup>:

- support measures to strengthen the move towards a sector programme approach;
- support, in coordination with the WB, the reforms agreed on transport policy;
- improve road maintenance and institutional capacity in the SLRA/Ministry of Transport. Support for road maintenance will be supplemented by the institutional support programme for the Sierra Leone Roads Authority and the Ministry of Transport and Communications;
- provide direct support for maintenance programming, funding and management, at both Ministry and decentralised levels. This support could take the form of direct annual injections into the Road Fund for maintenance, TA and training;
- fund rehabilitation of priority roads and bridges, as identified in the National Transport Strategy and Investment Plan;
- support river transport in line with the Ministries’ priorities and action plan. Build river jetties, landing sites and storage facilities to revitalise inter-district trade and goods and passenger transport;
- improve affordable electricity supplies. The programme to support the energy sector will complement other donors’ activities to provide affordable electricity to the population and on development of the private sector. The improved, adapted and affordable (renewable) energy supply will target, *inter alia*, provision of electricity, mechanical power and irrigation in rural districts;
- support strengthening of the Ministry of Energy & Power, the National Power Authority and local authorities to enable them to formulate/update energy policies and strategies;
- fund rehabilitation of urban roads in Freetown, including the Urban Master Plan. The urban road rehabilitation programme in the capital city will support rehabilitation of the seriously dilapidated street network.

The main implementing instruments will be co-financing and/or project support.

The main sectoral policy measures to be taken by the government as a contribution to implementation of the response strategy in this field are:

- a. the Road Fund should aim at securing adequate funding for road maintenance;

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<sup>1</sup> If the need arises, support to capacity building in other transport sectors, e.g. aviation, may be considered.

- b. further development of the Road Fund, as far as possible in line with the World Bank recommendations;
- c. effective implementation of labour-intensive approaches to road construction and maintenance;
- d. modernisation of the National Power Authority (NPA) into an economically viable and well managed utility.

The main commitments by the government to mainstream the cross-cutting issues are that:

In all operations, the GoSL will apply a stronger approach to promotion of human rights, gender equality, democracy, good governance and children's rights, environmental sustainability and combating HIV/AIDS, which will be consistently addressed in line with the EC's global commitments and the GoSL's own commitments stated in the PRSP. Support for pro-poor growth as the main driving force for development will be informed by the need to combat exclusion and ensure respect for human rights, including labour standards and decent work opportunities, security and safety issues in all road and infrastructure programmes.

The appropriate type of environmental assessment (SEA or EIA) will be chosen and carried out. Implementation of environmental and social impact assessments (ESIAs) will be monitored by the government agency responsible for each programme.

No sector budget support is currently planned to support the focal sectors. However, in the light of changing circumstances, the possibility of using budget support as the financing instrument to support the focal sectors will be considered if the eligibility conditions in line with Cotonu Agreement are fulfilled (i.e. maintaining a stability - oriented macroeconomic policy framework; demonstrating progress in the implementation of a credible public financial management reform strategy and formulating and ensuring continued progress in the implementation of the sector policy). "Rehabilitation of priority infrastructure" would be the main potential candidate for a total indicative amount of €10 million. Any such decision would be subject to agreement between the National Authorising Officer and the Commission departments in the context of an annual, mid-term or end-of-term review.

#### ***1.4 General budget support***

The Community will support the Government's macroeconomic reform programme by means of general budget support. Special attention will be paid to the objective of poverty reduction, particularly with a view to ensuring equitable access to social services. Implementation of the Government's National Action Plan on public financial management will also be monitored.

General budget support (GBS) is used as a vehicle for supporting economic and institutional reform and implementation of the Poverty Reduction Strategy, by engaging in dialogue with the GoSL on the content of reforms and providing financial assistance to undertake reforms and implement policies. GBS will allow implementation of development policies, macroeconomic reform and public financial management reforms. The partnership, facilitated by the Multi-Donor Budget Support (MDBS), provides a unique opportunity to hold a policy

dialogue on the overall policy priorities of Sierra Leone<sup>1</sup>. The European Commission will continue to link budget support disbursements to performance in social services delivery.

As an indicative amount, €90.0 million will be set aside for this type of support. The allocation includes support envisaged for public financial management reform.

Over the last few years Sierra Leone has maintained a relatively stable macroeconomic situation, with some difficulties with inflation but strong economic growth, averaging 7%. Growth is forecast to average over 7% per annum over the period 2006-2009. Sierra Leone's external accounts are in deficit, mostly because of the heavy demand for currency in relation to supply. Sierra Leone is receiving balance-of-payments support from the IMF PRGF and budget support from the AfDB, DFID, WB and EC. Even though growth is projected to continue, internal revenue will not be sufficient, in the medium term, to cover the necessary development expenditure and the country remains heavily dependent on external resources. External financing, in the form of budget support grants, is therefore critical for implementation of the national development plan (PRSP), as it is expected to cover about 23% of all government recurrent and domestic development expenditure between 2006 and 2009.

### Proposed EC support

Budget support will be delivered for implementation of the national development plan during the six years covered by the 10th EDF within the framework of the MDBS, under which three donors<sup>2</sup> have been operating successfully since 2006. The MDBS has fostered use of harmonised procedures for dialogue, reporting and disbursement review.

The proposal is that approximately €90.0 million will be allocated to general budget support. GBS is expected to be implemented in line with the design of the Poverty Reduction Budget Support Programmes. In principle, two separate programmes, covering three years each, are envisaged, unless otherwise duly justified. However, the possibility of disbursing GBS under a six-year arrangement (MDG contract), in line with the new proposal currently being drafted by the Commission, will be assessed during the identification phase.

Funds will be disbursed on an annual basis.

The evolving MDBS arrangement currently provides about €52.0 million of budget support annually, or 17% of government revenue. To maximise the predictability of resources, the EC general budget support envisaged under the 10th EDF will provide a maximum of €15.0 million per year over six years, equivalent to around 29% of external budget support per annum or 5% of total government income.

EC general budget support will be split between fixed and variable tranches. All disbursement will be conditional on the assessment of Sierra Leone's eligibility for budget support in line with Cotonou Agreement. Annual disbursements of fixed tranches will be conditional on compliance with the general conditions: that the government maintains an appropriate macroeconomic framework, continued commitment to PFM reform and PRSP implementation. The final amount to be disbursed in the variable tranches will depend on the level of achievement of performance indicators focusing on key areas of reform, including economic governance (public financial management) and the impact of expenditure in the

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<sup>1</sup> Sustainable development and environmental issues may be included in the policy dialogue.

<sup>2</sup> The EC, UK DFID and World Bank.

social sectors; to the maximum extent possible, these indicators will be taken from the Progress Assessment Framework and monitored under the MDBS scheme. Exceptions will need to be duly justified.

### Support for public financial management reform

Sierra Leone's public financial management systems have been a focus of attention and reform throughout the post-conflict period, in order to overcome the weak systems and low probity in handling public funds. Remarkable results have been achieved, yet there is still considerable room for improvement in the control environment, efficiency in use of funds and follow-up, where weaknesses remain. The developing, but still weak, PFM systems are also challenged by the ongoing fiscal decentralisation – which necessitates pushing the reform through to the decentralised level. The budget support donors are all engaged in the reform and increasingly seeking more harmonised ways to work together. PFM reform will be addressed by support for capacity-building. Statistical capabilities will also be enhanced by support for capacity-building.

### Main policy measures and government commitments

The government is committed to maintaining and consolidating a stable macroeconomic, fiscal and financial situation while redirecting and expanding expenditure so that the poverty reduction and growth acceleration objectives of the PRSP can be achieved. Beyond that, the government is committed to a substantial public financial management reform programme implementing the National Action Plan for Public Financial Management. Donors and the GoSL have also agreed on an “Improved Governance and Accountability Pact.”

In the context of the Multi-Donor Budget Support, the government is committed to continuing its policy dialogue in the MDBS framework. Specific commitments by the GoSL will be agreed within the MDBS Progress Assessment Framework (PAF), which is regularly reviewed and updated and, from 2007 onwards, will include all areas of budget support conditionality.

### Mainstreaming of cross-cutting issues

By supporting implementation of the national development plan (PRSP), the EC supports the full array of measures that the government will continue to take within its social policy framework (notably vis-à-vis women, the disabled, vulnerable and excluded, families, children, etc.) and under its poverty-reduction strategy. The PRSP monitoring framework is expected to include strong recognition of the cross-cutting issues.

## ***1.5 Other programmes***

An indicative amount of €20.0 million is set aside for the following action in the non-focal sectors:

### **Agriculture**

The specific objective is to facilitate pro-poor economic growth, job creation and sustainable development in rural areas by means of agricultural development. Funds will be allocated to investments in selected commodities, as suggested (e.g. under the DTIS) and agreed on with other donors (e.g. the IFAD/ADB and the World Bank).

- Major activities will be targeted on supporting production, processing and marketing of agricultural commodities, particularly cash crops and agro-forestry products.

As an indicative amount, €12.0 million will be set aside for this action. The allocation should be increased under the incentive tranche.

Apart from local government authorities, non-State actors, which include civil society organisations and the private sector, will be eligible for financing under these activities.

### **Contribution to Regional Programmes**

An indicative amount of €2 million will be set aside for this action. This will allow the enhanced participation of Sierra Leone in programmes of regional integration, such as Trade, Environment, Fisheries and Health.

### **EPA support**

The specific objective is to support income and job creation, trade and private-sector development.

- The main measures proposed are to promote an enabling environment for the private sector and trade development. Funds will be allocated to implementation of an action plan following a comprehensive diagnostic study (DTIS). Support will be considered for building on and supplementing ongoing support programmes at national and regional levels (including, *inter alia*, trade facilitation, quality and capacity-building) with the aid of appropriate arrangements and trade policy, particularly EPA.

As an indicative amount, €3.0 million will be set aside for this action.

### **Technical Cooperation Facility**

- The main measures proposed are a TA facility, including support for the Ministry of Tourism & Culture for a number of studies and promotion campaigns. Support will also be provided for international or regional conferences and seminars and for training workshops in Sierra Leone on ACP-EU partnership agreements.

As an indicative amount, €2.5 million will be set aside for this action.

### **Reserve for insurance against possible claims and to cover cost increases and contingencies**

As an indicative amount, €0.5 million will be set aside for this action. The main policy measure to be taken by the government as a contribution to implementation of the response strategy in the non-focal areas will be that the GoSL will not restrict governance-related activities by non-State institutions. When needed, the appropriate type of environmental assessment (SEA or EIA) will be carried out.

## 1.6 Framework for action and performance indicators

### 1.6.1 Focal sector 1 - Good governance & institutional support

	<b>Reason for Action</b>	<b>Objectively Verifiable Indicators</b>	<b>Means of Verification</b>	<b>Assumptions</b>
<b>Overall Objective</b>	To create an institutional framework enabling sustainable economic and social development.	<ul style="list-style-type: none"> <li>Economic growth rate.</li> <li>Human Development Index.</li> </ul>	<ul style="list-style-type: none"> <li>MoF reports.</li> <li>UNDP report.</li> </ul>	<ul style="list-style-type: none"> <li>Peace and stability continue.</li> </ul>
<b>Purpose of Programme</b>	<ul style="list-style-type: none"> <li>To enhance decentralisation and institutional reforms in the public sector.</li> <li>To consolidate democracy and establish a participatory, transparent and accountable system of governance.</li> <li>To support development of rural strategies and local capacity for agriculture-based economic development.</li> <li>To strengthen national/local government institutions and non-State actors with a view to environmental sustainability.</li> </ul>	<ul style="list-style-type: none"> <li>Release of funds to local councils as per devolution schedule (quarterly).</li> <li>Civil service pay and grading and training policies implemented in line with a comprehensive civil service reform strategy. Level of funds provided in the national budget to enhance capacity of Electoral Management Bodies.</li> <li>M&amp;E capacity within the MAFS at national/district levels.</li> <li>Number and quality of rural/agricultural development plans formulated, financed and implemented.</li> <li>Environmental policy and legal framework revised, enacted, implemented and enforced.</li> </ul>	<ul style="list-style-type: none"> <li>Reports from the MLGCD/decentralisation secretariat.</li> <li>Reports of institutions mandated with governance-related issues (ACC, Auditor-General, Ombudsman, Governance Reform Secretariat, relevant non-State actors like CGG, NAG and National Civil Society Monitoring Group).</li> <li>Assessment/progress/evaluation reports by the EU, WB and DFID.</li> <li>Public Expenditure Tracking Survey.</li> <li>Reports by local councils and decentralised MAFS structure.</li> <li>Reports by NACEF.</li> </ul>	<ul style="list-style-type: none"> <li>The GoSL remains committed to the principles of good governance.</li> <li>The GoSL remains committed to decentralisation.</li> <li>The GoSL promotes dialogue between government and non-State actors (NGOs, the private sector, unions, religious leaders, etc.).</li> <li>Non-State actors have the capacity to interact with the government effectively.</li> </ul>
<b>Results</b>	<ul style="list-style-type: none"> <li>Transparent and accountable</li> </ul>	<ul style="list-style-type: none"> <li>Active Budget Oversight</li> </ul>		

	<p>management of public resources enhanced.</p> <ul style="list-style-type: none"> <li>• Democratic and legitimate local institution established and functioning in an accountable and transparent manner.</li> <li>• Staffing and operation of local councils substantially in place.</li> <li>• Capacity built for effective implementation, monitoring and evaluation of the PRSP.</li> <li>• Increased awareness by civil society of its rights and responsibilities, in a decentralised context.</li> <li>• Appropriate anti-corruption measures implemented.</li> </ul>	<p>Committees in all districts.</p> <ul style="list-style-type: none"> <li>• Implementation of the PFM National Action Plan.</li> <li>• Implementation of recommendations from PETS.</li> <li>• Adequate office space for local councils.</li> <li>• Staffing levels of local councils.</li> <li>• Level of implementation of training plans.</li> <li>• Funds received by LC in accordance with devolution plans and Appropriation Act.</li> <li>• National Anti-Corruption Strategy launched.</li> <li>• Anti-corruption plans submitted by all key line MDAs.</li> <li>• Adoption and monitoring of NACS Implementation Strategy.</li> </ul>	<ul style="list-style-type: none"> <li>• MLGCD/DecSec reports.</li> <li>• DATAPACK.</li> <li>• DecSec/IRCBP reports.</li> <li>• MoF/Local Government Finance Commission.</li> <li>• ACC reports.</li> <li>• Line ministries' reports.</li> <li>• National legislation, State and Ministries' budgets and financial records.</li> </ul>	
	<ul style="list-style-type: none"> <li>• Free and fair general and local elections held within the agreed timeframe.</li> <li>• Role of civil society in governance strengthened.</li> <li>• Enhanced protection of human rights.</li> </ul>	<ul style="list-style-type: none"> <li>• Elections held within agreed timeframe.</li> <li>• Elections deemed free and fair by local and international observers.</li> <li>• Number of Ward Development Committees elected.</li> <li>• Human Rights Commission operational and effectively fulfilling its mandate.</li> </ul>	<ul style="list-style-type: none"> <li>• Reports from national and international observers.</li> <li>• NEC, IFES statements and reports.</li> <li>• UNHCHR reports.</li> <li>• SL Gazette.</li> <li>• International conventions ratified.</li> </ul>	



		<ul style="list-style-type: none"> <li>• Development of an Action Plan for implementation of the recommendations from the TRC report.</li> </ul>		
	<ul style="list-style-type: none"> <li>• Devolution plan for sectors fully implemented.</li> <li>• Improved capacity of district councils, decentralised service providers and non-State actors for providing agriculture extension leads to sustainable economic growth.</li> <li>• NACEF is operational and fulfils its mandate in mainstreaming the environment.</li> <li>• Measures for sustainable use, management and conservation, in accordance with major Multilateral Environmental Agreements (MEAs) in place.</li> </ul>	<ul style="list-style-type: none"> <li>• Inconsistencies in the legislative framework solved.</li> <li>• Delivery of decentralised services which are accessible and respond to local priorities.</li> <li>• % increase in extension visits per farmer.</li> <li>• Increase in agricultural production in target districts.</li> <li>• Increase in revenue due to use of natural resources.</li> <li>• Number of environmental impact assessments (EIA) performed in operations funded by the GoSL.</li> <li>• Increase in the number of eco-tourists visiting SL.</li> </ul>	<ul style="list-style-type: none"> <li>• MLGCD/MoHS documentation and records.</li> <li>• WB reports, project documentation and MTR and evaluations.</li> <li>• Baseline survey conducted in target communities.</li> <li>• MAFS statistics on agricultural production and assessment of food security situation by the WFP and/or UNHCR.</li> <li>• Statistics from local councils and MoF.</li> <li>• Reports from SLRA, mining companies and the NACEF.</li> <li>• Statistics from the Ministry of Tourism and Culture.</li> </ul>	

1.6.2 Focal sector 2 – Rehabilitation of priority infrastructure

	<b>Reason for Action</b>	<b>Objectively Verifiable Indicators</b>	<b>Means of Verification</b>	<b>Assumptions</b>
<b>Overall Objective</b>	To promote pro-poor sustainable growth for food security and job creation.	<ul style="list-style-type: none"> <li>• Economic growth rate.</li> <li>• Employment rate.</li> <li>• Increase in percentage of population with access to basic social services.</li> </ul>	<ul style="list-style-type: none"> <li>• Independent surveys.</li> <li>• GoSL statistics.</li> <li>• World Bank reports.</li> </ul>	<ul style="list-style-type: none"> <li>• Peace and stability continue.</li> </ul>
<b>Purpose of Programme</b>	<ul style="list-style-type: none"> <li>• To improve access to markets and social services.</li> <li>• To improve electricity supply and distribution in rural areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Kilometres of main, secondary and feeder road network in acceptable order (good or fair).</li> <li>• Number of river transport waterways established.</li> <li>• % increase in electricity supply in rural districts.</li> <li>• Increase in employment in rural areas.</li> </ul>	<ul style="list-style-type: none"> <li>• GoSL statistics.</li> <li>• SLRA reports.</li> <li>• NPA reports.</li> </ul>	<ul style="list-style-type: none"> <li>• No external economic shocks.</li> <li>• Other national policies supporting sustainable economic growth, development and equitable distribution of the benefits of growth in place.</li> <li>• Other social programmes implemented as scheduled.</li> </ul>

Macroeconomic support (indicative, pending programming)

	<b>Reason for Action</b>	<b>Objectively Verifiable Indicators</b>	<b>Means of Verification</b>	<b>Assumptions</b>
<b>Overall Objective</b>	<ul style="list-style-type: none"> <li>To achieve poverty reduction within a stable economic framework.</li> </ul>	<ul style="list-style-type: none"> <li>Continued macroeconomic growth and stability.</li> <li>Increase in per capita income.</li> <li>Improvement in poverty indicators.</li> <li>Improvement in public financial management.</li> </ul>	<ul style="list-style-type: none"> <li>IMF Programme Reviews.</li> <li>Human Development Index.</li> <li>PEFA score.</li> </ul>	<ul style="list-style-type: none"> <li>Peace and stability continue.</li> <li>The GoSL continues sound macroeconomic policies and improves economic, political and administrative governance.</li> </ul>
<b>Purpose of Programme</b>	<ul style="list-style-type: none"> <li>To implement national development priorities, as laid down in the PRSP, with particular attention to public financial management, social services delivery and growth.</li> </ul>	<ul style="list-style-type: none"> <li>Increase in proportion of State budget allocated to social sectors.</li> <li>Budget resources effectively allocated and used for priority expenditure.</li> <li>Effective implementation of the PRSP.</li> </ul>	<ul style="list-style-type: none"> <li>Government budget and expenditure.</li> <li>Statistics Sierra Leone and international statistics.</li> <li>PRSP Annual Progress Reviews.</li> <li>MDBS reviews.</li> </ul>	<ul style="list-style-type: none"> <li>No external economic shocks.</li> <li>Structural reforms successful.</li> <li>The GoSL remains committed to poverty reduction and improved social service delivery.</li> <li>Domestic financial resources mobilised.</li> </ul>
<b>Results</b>	<ul style="list-style-type: none"> <li>The GoSL budget is allocated to PRSP priority sectors and implemented accordingly.</li> <li>Funds available and used efficiently for service delivery.</li> <li>Performance indicators in social sectors monitored show improvements, with data used for effective policy-making.</li> <li>Growth-enabling environment created.</li> </ul>	<ul style="list-style-type: none"> <li>Increase in rate of school enrolment.</li> <li>Increase in provision of primary health care.</li> <li>Continuous improvements in public financial management.</li> <li>Improvement in private-sector enabling environment.</li> </ul>	<ul style="list-style-type: none"> <li>Public Expenditure Tracking Survey.</li> <li>Financial and social statistics.</li> <li>Special surveys.</li> <li>UNICEF reports.</li> <li>CG result matrix.</li> <li>PRSP M&amp;E System.</li> <li>PFM National Action Plan reports.</li> </ul>	

Non-focal sectors: Agriculture and trade

	<b>Reason for Action</b>	<b>Objectively Verifiable Indicators</b>	<b>Means of Verification</b>	<b>Assumptions</b>
<b>Overall Objective</b>	<ul style="list-style-type: none"> <li>To promote pro-poor sustainable growth for food security and job creation.</li> <li>To generate economic growth from international trade.</li> </ul>	<ul style="list-style-type: none"> <li>Economic growth rate in target districts.</li> <li>Stronger national capacity on trade policy.</li> </ul>	<ul style="list-style-type: none"> <li>Independent surveys.</li> <li>GoSL statistics.</li> <li>World Bank, ADB/IFAD and EC reports.</li> </ul>	<ul style="list-style-type: none"> <li>Peace and stability continue.</li> <li>The GoSL continues to implement a liberal economic policy and trade-led growth strategy.</li> </ul>
<b>Purpose of Programme</b>	<ul style="list-style-type: none"> <li>To facilitate pro-poor economic growth, job creation and sustainable development in rural areas with the aid of agricultural development.</li> <li>To strengthen national capacity to negotiate and implement trade agreements.</li> </ul>	<ul style="list-style-type: none"> <li>Per capita income growth rate in target districts.</li> <li>Availability of cash crops on local/regional markets.</li> <li>Availability and implementation of strategies.</li> </ul>	<ul style="list-style-type: none"> <li>Independent surveys.</li> <li>GoSL statistics.</li> <li>National trade policy documents.</li> <li>DTIS evaluation reports.</li> </ul>	<ul style="list-style-type: none"> <li>Global trade liberalisation allows developing countries to export their produce to regional/international markets.</li> <li>The GoSL actively seeking to benefit from trade.</li> </ul>
<b>Results</b>	<ul style="list-style-type: none"> <li>Production, processing and marketing of selected agricultural commodities, particularly cash crops and agro-forestry products, are improved.</li> <li>Stronger capacity and policy on trade issues.</li> </ul>	<ul style="list-style-type: none"> <li>Production figures for selected cash crops (e.g. cocoa).</li> <li>Availability of processed agricultural products on regional/international markets.</li> <li>Number of qualified personnel and their output.</li> </ul>	<ul style="list-style-type: none"> <li>Independent surveys.</li> <li>GoSL statistics.</li> <li>NCCT output.</li> </ul>	<ul style="list-style-type: none"> <li>Enabling environment for private investment in rural areas.</li> <li>Private sector shows increased interest in investment in rural areas.</li> <li>Focus on trade issues is maintained.</li> </ul>

## 1.7 Indicative timetable of commitments and disbursements

### 1.7.1 Indicative timetable of global commitments

	Indicative allocation	2008		2009		2010→	
		1	2	1	2	1	2
<b>FOCAL SECTOR 1 – Good Governance and Institutional Support</b>	<b>37.0 M€</b>						
- Support for decentralisation	9.0 M€			X X			
- Support for a comprehensive reform of the civil service	10.0 M€				X		
- Election support	8.0 M€		X				
- Support for NAOs	5.0 M€		X				
- Environmental governance and mainstreaming	4.0 M€				X		
- Strengthening civil society	1.0 M€						X
<b>FOCAL SECTOR 2 – Rehabilitation of Priority Infrastructure</b>	<b>95.0 M€</b>						
- Institutional support for SLRA/Ministry of Transport	3.0 M€			X			
- Main and feeder roads programme (support for road/bridge rehabilitation and maintenance)	48.0 M€	X		X			X
- Energy sector support programme	12.0 M€			X			X
- Master plan/urban roads programme for Freetown	8.0 M€				X		
- Magbele bridge construction	7.0 M€		X				
- Overlay Songo to Moyamba junction	15.0 M€						X
- Support for river transport	2.0 M€				X		
<b>GENERAL BUDGET SUPPORT</b>	<b>90.0 M€</b>			<b>X</b>			
<b>NON-FOCAL SECTORS</b>	<b>20.0 M€</b>						
- Agriculture	12.0 M€		X				

- Trade/EPA assistance	3.0 M€				X		
- Technical Cooperation Facility	2.5 M€		X				
- Contribution to regional programmes	2.0 M€				X		
-Other	0.5 M€				X		
<b>Total Cumulative Commitments:</b>	<b>242.0 M€</b>						

### 1.7.2 Indicative timetable of disbursements

	Indicative allocation	2008		2009		2010→	
		1	2	1	2	1	2
<b>FOCAL SECTOR 1 – Good Governance and Institutional Support</b>	<b>37.0 M€</b>						
- Support for decentralisation	9.0 M€				1.5	5.5	1.5
- Support for a comprehensive reform of the civil service	10.0 M€						4.0
- Election support	8.0 M€			3.5	0.0	0.0	0.0
- Support for NAOs	5.0 M€			0.5	0.4	0.4	0.4
- Environmental governance and mainstreaming	4.0 M€						1.0
- Strengthening civil society	1.0 M€						1.0
<b>FOCAL SECTOR 2 – Rehabilitation of Priority Infrastructure</b>	<b>95.0 M€</b>						
- Institutional support for SLRA/Ministry of Transport	3.0 M€				0.2	0.5	0.5
- Main and feeder roads programme (support for road/bridge rehabilitation and maintenance)	48.0 M€		6.0	2.0	3.0	5.0	7.0
- Energy sector support programme	12.0 M€			4.0		4.0	
- Master plan/urban roads programme for Freetown	8.0 M€					2.0	0.5
- Magbele bridge construction	7.0 M€				1.5	0.5	0.5
- Overlay Songo to Moyamba junction	15.0 M€						2.0
- Support for river transport	2.0 M€					0.3	0.5
<b>GENERAL BUDGET SUPPORT</b>	<b>90.0 M€</b>			9.0	6.0	9.0	6.0

<b>NON-FOCAL SECTORS</b>	<b>20.0 M€</b>						
- Agriculture	12.0 M€			1.5	2.0	2.0	2.0
- Trade/EPA assistance	3.0 M€					0.5	0.5
- Technical Cooperation Facility	2.5 M€			0.3	0.2	0.2	0.2
- Contributions to regional programmes	2.0 M€					1.0	0.5
-Other: reserve	0.5 M€						
<b>Total Cumulative Disbursements:</b>	<b>242.0 M€</b>						

## 1.8 Schedule of activities

FOCAL AREA 1 (28.0 M€)	Indicative allocation	2008				2009				2010→			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
- Decentralisation	9.0 M€		FS	FP	FP	FD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Reform of the civil service	10.0 M€						FP		FD			<input type="checkbox"/>	<input type="checkbox"/>
- Election support	8.0 M€		FP		FD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Support for NAOs	5.0 M€	FP		FD		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Environment	4.0 M€					FS	FP	FD		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Civil society	1.0 M€					FS		FD		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
FOCAL AREA 2 (62.0 M€)		2008				2009				2010→			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
- Institutional support for SLRA	3.0 M€				FP		FD			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Main and feeder roads	48.0 M€	R	FP		FD		FP		FD	<input type="checkbox"/>	FP	<input type="checkbox"/>	FD
- Energy support	12.0 M€		FS		FP		FD			<input type="checkbox"/>	FP	<input type="checkbox"/>	FD
- Urban roads (Freetown)	8.0 M€			FS				FP		FD		<input type="checkbox"/>	<input type="checkbox"/>
- Magbele bridge	7.0 M€	FS		FP									
- Overlay Songo-Moyamba	15.0 M€					FS		FP		FD			<input type="checkbox"/>
- Support for river transport	2.0 M€				FS		FP		FD		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET SUPPORT (90.0 M€)	90.0 M€	2008				2009				2010→			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
				FP		FD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
NON-FOCAL AREAS (20.0 M€)		2008				2009				2010→			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
- Agriculture	12.0 M€		FP		FD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Trade/EPA assistance	3.0 M€		FS		FP			FD		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Technical Cooperation Facility	2.5 M€	FP		FD		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Regional programmes	2.0 M€	FP		FD				<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- Other	0.5 M€												

FS: Feasibility study  
 FP: Financing proposal  
 FD: Financing decision  
: Project implementation  
 R : Rider