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PROGRAMME PLANNING

Country programmes

FOURTH COUNTRY PROGRAMME FOR SIERRA LEONE*

<u>Programme period</u>	<u>Actual resources programmed</u>	\$
January 1988-December 1992	IPF for 1988-1992	21 734 000
	Other resources programmed	<u>4 165 550</u>
	Total	25 899 550

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* Detailed listings of projects and other related data prepared as part of the country programming exercise are available on request. These listings include: (a) ongoing projects; (b) proposed projects; (c) distribution of resources by objective; (d) planned activities of operational funds and programmes under the authority of the Administrator; and (e) distribution of the new country programme by sector.

I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic trends

1. Sierra Leone was declared a least developed country (LDC) by United Nations General Assembly resolution 37/133 of December 1982. It has a population of 3.7 million, which is growing at an annual rate of 2.7 per cent. Seventy-eight per cent of the population live in rural areas and the remainder in overcrowded urban centres, mostly in poor housing conditions and with weak community services. Per capita gross national product (GNP) was estimated at \$350 in 1985, but disparities in income are very high and the majority of the population has income much below this level. The average life expectancy is about 40 years and infant mortality is from 180 to 200 per thousand live births. The illiteracy rate is approximately 85 per cent. There is a serious dearth of professional and skilled manpower at all levels of the public service, and such social and economic infrastructure assets as exist urgently require repair and maintenance. Gross domestic product (GDP) at current market prices is estimated to have increased from 1,029 million Leones in 1978/79 to 2,514 million Leones in 1983/84. In constant 1972/73 prices, however, there was no increase between 1979/80 and 1983/84. Furthermore, with the population increasing at an estimated 2.7 per cent per year, real GDP per capita declined at the same rate. The agriculture sector employs some 75 per cent of the labour force, but contributed in 1983/84 only 34.2 per cent to GDP and less than 33 per cent of export earnings. The manufacturing sector relies heavily on imported inputs and contributes only 6.1 per cent to GDP. Mining makes the largest contribution to export value (some 66 per cent), but contributes 9.3 per cent to GDP, mainly from diamonds, rutile and bauxite. Trade and tourism, and transport and communications are sectors which contribute 10 per cent or slightly more to the GDP, the remaining 30 per cent covering other sectors, including the services sector, which is dominated by small or informal trading.

2. The economic situation in Sierra Leone began to deteriorate seriously about the time of the oil crisis in the 1970s and the ensuing world recession, which witnessed a rapid escalation in prices of imports and a worsening in the terms of trade for exports, many of which experienced a decline in constant as well as current prices. Exports declined and the balance of payments position deteriorated. This situation was exacerbated by the depletion of alluvial diamond deposits and the closure in 1975 of the major iron ore mine, then the country's second largest single source of export earnings. As a large proportion of public revenue is derived from taxes on external trade, the decline in the volume and value of exports adversely affected Sierra Leone's budgetary position and induced an increasing accumulation of arrears in payments due on external debts.

3. Foreign exchange scarcity increased the incentive to conduct commercial transactions outside the official trade and exchange system, which also had the effect of reducing customs revenue. Smuggling of gold and diamonds, and also of other exports, further diminished the availability of foreign exchange to pay for essential imports and to meet debt and commercial obligations, and also reduced government revenue from taxes on trade and profits. Thus, total revenue declined from 13.5 per cent of GDP in 1981/82 to 8.3 per cent in 1985/86. While revenue

performance deteriorated, the explosion of expenditures was equally responsible for the growing fiscal deficit. Expenditures increased from 25 per cent of GDP in 1981/82 to over 30 per cent in 1985/86. The main factors responsible for this rise were: (a) subsidies on petroleum products; (b) rice subsidies; (c) low and uneconomic tariffs for electricity; and (d) disproportionately high government personnel budgets. Since there were virtually no domestic savings on which to draw to cover the growing fiscal deficit, the Government resorted to foreign borrowing and expansion of the money supply, resulting in a high rate of inflation and reduction in the value of the Leone.

4. By 1986, the situation had deteriorated to a level where the Government considered it necessary once again to approach the World Bank and the International Monetary Fund (IMF) for the initiation of a structural adjustment programme. This resulted in the negotiation of a one-year stand-by arrangement amounting to some \$30 million (which has not been released), together with a three-year structural adjustment facility amounting to some \$12 million by the Fund, and a structural adjustment credit amounting to some \$34 million by the World Bank/International Development Association (IDA). The structural adjustment programme contemplated both stabilization and policy reforms covering a widerange of fiscal, monetary and financial policies as well as the restructuring of the management and operation of the public enterprises sector. It was complemented by the Government's Economic Recovery Programme, encompassing the Public Investment Programme aimed at restoring the economic and social infrastructure. The structural adjustment programme sought to achieve a target GDP growth rate of 3 per cent per annum, a reduction in the inflation rate from 90 per cent in 1986/87 to 10-15 per cent by 1988/89, and a reduction in the current account deficit from 4 per cent of GDP in 1986/87 to 2 per cent in 1988/89.

5. Some progress was made in implementing the policies recommended under the structural adjustment programme. The Leone was floated and foreign exchange auctioned from July 1986; a policy of positive real interest rates was introduced by the banking system; trade was substantially liberalized; utility and petrol prices were revised upwards to effect a pass-through of the exchange cost; foreign exchange retention facilities of major exporters were curtailed; producer prices of major agricultural exports were increased to provide incentives to expand output; and steps were taken towards the removal of the subsidy on rice and the privatization of its importation. Since March 1987, however, the Government, whilst remaining committed in principle to the IMF programme, has reconsidered the application of the reform measures. Whatever the outcome of subsequent discussions with the IMF, the World Bank/IDA is considering the possibility of proceeding with a limited programme concentrated in the two key sectors: public sector management and energy.

B. National development strategies

6. The Government's development objectives, strategies and priorities are articulated in the framework for the Economic Recovery Programme, and the first and second stages of the Public Investment Programme 1986/87-1988/89 and 1989/90-1991/92, as outlined in the development strategy and budget speech by the

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Minister of National Development and Economic Planning in August 1986. The Programme seeks to achieve three objectives: (a) the restoration of monetary and financial stability through the strengthening of the balance of payments and improvement in the efficiency of national economic management; (b) the rehabilitation of the economic infrastructure by the restoration of vitality in the productive sectors and stimulation of exports; and (c) the promotion of food self-sufficiency through the green revolution.

7. The short-term objectives of the Economic Recovery Programme are to be achieved through the implementation of management and policy reforms, whereas the medium- to longer-term objectives are expected to be reached through the execution of the projects included in the first stage of the Public Investment Programme. Within the latter, top priority has been given to the agriculture sector, with emphasis on the production of food and commercial crops to increase farm incomes. About 24 per cent of total projected investment is devoted to this sector. The rehabilitation of physical infrastructure is next in order of priority, though because of the capital intensity of projects in this sector, some 50 per cent of the planned investment under the Public Investment Programme has been allocated for this purpose. Social sector and rural development projects share 10 per cent of planned investment. A limited number of projects of highest priority have been designated as core Public Investment Programme in an effort to ensure their prior claim on available resources.

8. Given the serious economic constraints and imbalances which must be addressed as a priority in the short term, the Government recognizes that the impetus for increasing rural productivity and instituting a pattern of sustained growth must come through greater private sector investment and through a more decentralized and participatory approach to development. Thus, the Government is encouraging direct support to development activities at grass-roots levels through collaboration with target beneficiaries, as well as the setting up of rural banks and other rural credit mechanisms.

9. In his address on the occasion of the State opening of the second session of the fifth Parliament (June 1987), the President stated that the Government will facilitate the effective participation of women in development by establishing a women's bureau within the Ministry of Social Services, Youth and Rural Development (see also para. 32). Its functions will be to advise the Government on all matters relating to the full integration of women in national development at all levels and to serve as the national body for co-operation and liaison with national and international organizations on matters relating to the status of women. It will initiate and execute projects and will form the embryo of a future fully fledged ministry for the promotion of women's affairs.

C. Technical co-operation priorities

10. In conjunction with the serious state of Sierra Leone's economy in recent years, there has also been a concomitant decline in government economic management capability. The combined effects of low nominal salaries, inflation and currency depreciation have accelerated the drain of qualified professional and technical

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personnel from the public service, weakening further the capability of Government to manage the extended public sector. With the departure of more highly qualified personnel, and those with more marketable skills, the remaining personnel have often been promoted into senior positions without adequate experience or qualifications. In other cases, crucial professional posts, such as those in research, policy formulation and implementation have remained unfilled. In the government view, there does not yet exist an adequate capacity to evaluate project proposals, formulate or execute development plans or programmes, or to monitor the execution of projects without expatriate technical assistance. In the critical areas of resource mobilization for the financing of the public sector, there is a dearth of qualified and trained personnel and logistic support. Moreover, in a number of departments, once vigorous in-service and inter-departmental training programmes for various levels of personnel are no longer operating. These then are the main problems which face technical co-operation in Sierra Leone. The potential need for technical assistance in the current situation is almost unlimited, but the Government recognizes the serious constraints to the capacity of the country to effectively absorb and efficiently utilize technical assistance.

11. The Government is mindful of the decline in commitments and in the disbursement of donor assistance (which represents 88 per cent of its development budget resources), a decline that is partly the result of difficulties faced by the Government in meeting counterpart obligations. The management and economic policy reforms being undertaken, and improved aid co-ordination and monitoring should, however, help to eliminate these difficulties. The Government is seeking donor co-operation in achieving the following objectives related to development assistance: (a) improved and rationalized utilization of ongoing and pipeline assistance; (b) a halt to the decline in aid commitments and disbursements, and adequate financing and technical assistance to implement the Public Investment Programme, in particular the core part; (c) technical assistance in support of reforms and management of economic policy; (d) balance of payments support to alleviate the foreign exchange gap and to revive economic activity and investment; (e) financial assistance to meet the recurrent costs of maintenance and efficient operation of the physical infrastructure and to cover local costs of donor-assisted projects; (f) resources to facilitate greater participation of national and international non-governmental organizations (NGOs) in areas of rural development.

12. Specific technical assistance needs in the public sector have been defined jointly with the United Nations Development Programme (UNDP) and the World Bank. Similarly, those in the agricultural sector have been identified in conjunction with the agriculture sector support activities by the World Bank and other donors, and by a programming mission carried out by the Food and Agriculture Organization of the United Nations (FAO) in August 1986. Based on these assessments the Government has identified the following priorities for technical co-operation: (a) strengthening the institutional framework, organization and systems of planning and economic management through intensive training and refresher training and by establishing management systems and data bases; (b) strengthening government activities and capacities in aid co-ordination, project identification, preparation, evaluation and monitoring to enhance the efficiency of the utilization and absorption of external aid; (c) strengthening local institutions concerned with the training of Sierra Leoneans, particularly in the areas of public

administration, planning and economic management; and (d) addressing the priorities and related technical assistance needs at the grass-roots level. Furthermore, the Government believes that not only is participatory rural development a means to sustain and build upon economic recovery and equitably distribute its benefits, but that it can also play a role in mitigating the adverse effects of structural adjustment on the poor by channelling resources to the lowest income and most vulnerable groups of the population. It also offers the opportunity to focus attention on specific issues related to the enhancement of the role of women in the development process.

13. In the longer term, a more systematic approach to the determination of technical assistance needs for the priority areas of the economic recovery programme could be adopted through a national technical co-operation assessment and programmes (NaTCAP) exercise, for which the Government is planning to seek UNDP assistance. A preliminary study of issues in technical co-operation was carried out by a UNDP-funded consulting team in July 1987 to define a short-term plan of action and indicators for both the Government and donors. As a basis for the NaTCAP analysis, the preliminary study has provided an overview of the constraints to national economic management capability described earlier.

D. Aid co-ordination arrangements

14. Whereas the Ministry of National Development and Economic Planning has a primary responsibility for co-ordinating aid, the Government considers that in order to maximize the benefits that may be derived from donor assistance, the participation of development-related ministries/agencies should be ensured to the fullest extent practicable in the aid administration process. Thus, the Ministry of Finance, the Ministry of Foreign Affairs, the Office of the President, through its National Authorizing Office, and the National Aid Co-ordination Committee, as well as the implementing ministry/agency for the aid in question, are all required to play their respective role in matters relating to the mobilization and co-ordination of aid. The Government is aware of the difficulties this situation can create for the donor community and proposes to take action to rectify the present situation. Having affirmed that the Ministry of National Development and Economic Planning is the agency responsible for the design and implementation of development policy, the Government is requesting assistance within the fourth country programme to strengthen the Central Planning Unit of the Ministry to give it the capacity to plan, co-ordinate and manage the use of technical assistance and be a repository of all pertinent data.

15. In regard to co-ordination among donors, UNDP has been active in preparations for a donor round-table conference originally scheduled for 1985. However, given the change of Administration in late 1985, the subsequent elections and the inauguration of the new Head of State and Government, the round-table conference could not take place as originally scheduled because of ongoing negotiations with the World Bank/IMF, the donor conference is now scheduled for 1988. UNDP is assisting the Government in revising and updating the documentation for the round-table conference and the Government desires that donor co-ordination continue under UNDP leadership.

16. The Government recognizes that further efforts to improve aid co-ordination are clearly needed by all partners. These would be assisted by the regular provision by donors to the Ministry of National Development and Economic Planning of data on their aid activities, both ongoing and planned. The expanded use by donors of co-financing and joint project formulation would help reduce the fragmentation and compartmentalization of aid and the resulting burden on the Government in monitoring, in evaluation and in fulfilling counterpart obligations. It is hoped that the round-table process, and its follow-up sectoral and special consultation mechanisms will foster progress in the short and medium term.

II. THE COUNTRY PROGRAMME

A. Assessment of previous country programme

17. The orientation and content of the third country programme for the four years 1983-1986 was derived from the Government's goals and objectives as reflected in the draft second Public Investment Programme and focused on institution-building. Available resources for the third programming cycle (1982-1986) for Sierra Leone were lower than expected, having been decreased from \$34,900,000 (including the additional allocation of \$1.4 million on granting of LDC status to Sierra Leone) to \$19,195,000. At the time when the country programme was approved, approximately 65 per cent of the then estimated available resources were committed to 17 ongoing projects, and another 30 per cent to 8 new projects. In terms of sectoral breakdown, the largest share of programmed resources went to agriculture (32.2 per cent) followed by general development (21.4 per cent), industry (8.16 per cent) and natural resources (6.84 per cent). These four sectors absorbed 68.6 per cent of programmed funds. In full consultation between the Government and UNDP, the third country programme was reoriented in 1984 in order: (a) to address high priority emerging needs identified during preparatory exercises for the round-table meeting and revisions of the draft Public Investment Programme; and (b) to increase the focus of a number of projects (following in-depth evaluation) on target groups with emphasis on people's participation and grass-roots initiatives. During this process, two projects originally included in the programme were considered of lesser priority, or not yet ripe for execution, and were dropped from the programme. However, after the programme reorientation exercise, the pattern of sectoral breakdown had not changed significantly.

18. In preparation for the fourth country programme, an evaluation of the third country programme was conducted in May/June 1986 by the UNDP office in Freetown and the Ministry of Economic Planning and National Development. The methodology relied heavily on an assessment of the country's current economic position and performance in relation to its draft second Public Investment Programme, on the macro-economic and sectoral and programme reviews conducted as preparatory exercises for the planned UNDP-sponsored donor round-table meeting, and on reviews of project progress, tripartite reviews, technical evaluation and terminal assessment reports compiled during the cycle. Valuable inputs were also received from project staff, local United Nations agency representatives and a number of executing agency and World Bank missions.

19. The evaluation concluded that the promising results expected from UNDP assistance over the third cycle were realized only on a limited, project-specific basis. Four factors militated against the achievement of planned objectives most directly: (a) co-ordination was lacking at every level of the planning process, in particular at the national and sectoral levels - co-ordination problems also affected inter-sectoral projects and those involving several donor agencies; (b) poor project design tended to focus on traditional institution-building approaches that were not responsive to the increasingly critical decline in the public sector generally, and to the administrative and absorptive capacities of the Government in particular; (c) counterpart institutional capacity, lack of suitable counterpart personnel and minimal necessary operational inputs were inadequate for project implementation. Too often, expatriate staff were unable to transfer their skills to nationals and personally assumed operational responsibilities which the Government regarded as critical. Counterparts often did not have a clear idea of the substantive content of the project document governing their project nor a full understanding of their intended role in eventually supplanting the UNDP assistance. In some cases, it was found that international experts were unable to discharge their responsibilities because of total absence of counterparts.

20. During the latter period of the third cycle, as the country's economic situation went into steep decline, and as a result of individual project evaluations and in-depth tripartite reviews, the third country programme was gradually reoriented, as indicated above, to improve the timely and effective delivery of UNDP technical inputs (see para. 26). Mid-term programming efforts were refocused: (a) towards the short- and medium-term achievement of priority institutional capabilities and the dissemination of research results to directly improve social conditions and economic productivity, and away from more traditional research and institution-building efforts; and (b) to create as many linkages and complementarities as possible among other UNDP sources of funds, United Nations agencies, bilateral donors and NGOs. In particular, the designation of Sierra Leone as an LDC in December 1982, made it eligible for assistance under the United Nations Capital Development Fund (UNCDF) and a number of programme identification and appraisal missions resulted in the approval in 1985 of a project of complementary capital assistance for rural water supply in the Eastern Province and the development of a number of other projects due to start during the fourth country programme. In summary, while the third country programme cannot be regarded as having been successful, its lack of success should primarily be ascribed to sharply worsening conditions in Sierra Leone generally, and to the sluggish response of the United Nations system to these conditions (para. 19 (b) above). Finally, through this experience, both the Government and UNDP have developed a clear, firm, and unified understanding of how to approach the challenges of the next cycle. This is reflected strongly in the proposals for the fourth country programme.

B. New programme proposal

21. The third country programme for Sierra Leone was scheduled to expire at the end of 1986. Although a review of the third country programme took place in May 1986 and the fourth cycle programming exercise was initiated, it was considered essential to ensure compatibility with the Economic Recovery Programme and the

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proposed structural adjustment reform measures then being developed by the Government. Consequently, it was not possible to finalize the new country programme for submission to the Governing Council at its thirty-fourth session in June 1987. In accordance with Council decision 81/15 of 27 June 1981, the Government requested, and the Administrator approved, the extension of the third country programme by one year, to the end of 1987.

22. The fourth country programme is scheduled to run for five years from January 1988 to December 1992 and will thus overlap one year into the fifth programming cycle. In addition to the indicative planning figure (IPF) resources available, the Government has been able to take into account additional resources from a number of other sources, which are listed in the annex, among them, third party cost-sharing from the United States Agency for International Development (USAID) within the context of the Child Survival Fund. The technical assistance to be provided under the fourth cycle country programme has been determined in conjunction with the round-table preparatory exercises and is directly supportive of the general framework of the Economic Recovery Programme launched by the Government, in which the highest priority, in the short to medium term, is given to the urgent needs of restructuring the economy. It embraces the draft three-year Public Investment Programme 1986/87-1988/89, with the central objectives of expanding food production capabilities and export agriculture, and rehabilitating the physical and social infrastructure. Within this context, the Minister of Economic Planning and National Development has emphasized that agricultural production and rural development, and infrastructure rehabilitation and redevelopment will receive priority attention in the country's development programme. Policy will be oriented towards obtaining self-help and ensuring mass participation in development efforts and concentrating on those activities which will provide for the basic needs of the people, raise agricultural production and generate employment opportunities. The role of education in this process is deemed crucial, as is the need to expand health and rural community services and to involve women and youth more positively in the development process.

23. In formulating the specific objectives for the fourth country programme, a number of factors and criteria were also taken into account. Among these was the comparative advantage of UNDP funding as opposed to other multilateral and bilateral funding sources, for example: (a) in areas of technical assistance which could be politically sensitive, such as development planning, policy analysis and reform, aid co-ordination, monitoring and evaluation; and (b) in providing technical assistance to projects of an innovative nature, such as pilot and demonstration projects and those using Technical Co-operation among Developing Countries (TCDC), and short-term advisory services, etc. In this context, the UNDP programme will undertake a range of participatory development and local income-generating activities and will seek to assist people to better use the resources at their disposal through self-help activities. In doing so, the Government expects UNDP activities to involve other donors, more particularly NGOs, both national and international and to offer scope for a major thrust towards wider replication of successful pilot activities and the mobilization of additional resources for participatory rural development. The following considerations were also borne in mind when screening and prioritizing the project proposals for inclusion within each objective: (a) the likely sustainability and replicability

after phase-out of UNDP funds, as well as the implication for recurring costs; (b) the extent to which use could be made of non-IPF resources available from the United Nations system, in particular to promote co-operation within the framework of the Joint Consultative Group on Policy; (c) the prospects for cost-sharing and/or parallel financing; (d) complementarity with the activities of other external funding agencies; and (e) the extent to which UNDP was perceived to have a comparative advantage for funding.

24. The role of women in development has been highlighted during preparations for the fourth country programme through the following initiatives: (a) a mission fielded by the United Nations Development Fund for Women (UNIFEM) presented strategies on how to enhance and ensure the integration of women in ongoing and planned projects; (b) a continuing dialogue with project staff on new approaches for increased involvement of women in project activities; (c) an increased number of female volunteers will be recruited to make local women aware of their development potential. Three UNIFEM-supported projects were implemented during 1987 in rural settings in Sierra Leone aimed at income-generating activities for women through appropriate technology, training and credit facilities. An NGO committee, with the assistance of UNIFEM, established in 1987 a Women's Association for National Development (WAND), to serve as a referral and advisory agency and further pursue action-oriented research in addition to documentation and information dissemination on women's activities. UNIFEM will also join UNDP in the active encouragement of the government initiatives to establish a Women's Bureau and provide funds for its strengthening.

25. Finally, the fourth country programme will place a stronger emphasis on training than in previous programmes. Training components of projects will provide for more in-service intensive training and use of local training facilities, in some cases through the strengthening of local training institutions. Opportunities for twinning arrangements and increased use of TCDC for training will also be actively explored. Efforts will be made to identify more national experts and national sub-contracting opportunities, in particular with local training institutions.

26. A number of projects were identified during the programming process under the three major objectives of the programme, but for which programme resources are not sufficient at this stage, despite the priority which the Government attaches to them. The Government hopes that potential donors will take up these projects, possibly in collaboration with UNDP. To facilitate discussion with donors on possible parallel financing or cost-sharing, these projects are listed in annex 3, Part II, which is available to Governing Council members on request. This is in line with the government view that the UNDP programme acts as a catalyst and as a framework for identifying and co-ordinating the external funding of technical co-operation, in close relation with the round-table process.

27. In the light of the considerations outlined above, and in particular those in paragraph 30, the fourth country programme will address three critical and interrelated objectives in support of the Economic Recovery Programme:

(a) Support for public sector management and planning: 28 per cent of programme resources will be allocated to activities designed to provide the

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Government with an improved planning and economic management capability, and to increasing the efficiency of selected public service enterprises;

(b) Promotion of food self-sufficiency: 23 per cent of programme resources are allocated to activities in direct support of the policy objectives of the green revolution programme, which aim to increase:

- (i) production and reduce imports of staple foods to achieve self-sufficiency in the medium and long term and maximize foreign exchange earnings;
- (ii) productivity, output, rural incomes and employment while ensuring balanced regional growth and equitable income distribution;

(c) Promotion of grass-roots participatory development: 30 per cent of the fourth country programme resources will be allocated to this area, as it is considered the key element for achieving sustained economic recovery and real growth in income and productivity.

Nine per cent of programme resources will go to three multisectoral projects to facilitate, inter alia, the maximum use of United Nations Volunteers, TCDC, short-term advisory services, the Transfer of Technical Knowledge through Expatriate Nationals (TOKTEN) and other cost-effective methods of delivering technical assistance. Finally, 2 per cent of the resources are allocated to activities in the health sector, considered of high priority and to a forestry sector review within the framework of the tropical forestry action plan. The balance of 8 per cent is retained in the unprogrammed reserve. The allocation of resources is summarized below.

<u>Objective</u>	<u>Resource allocation</u> (United States dollars)	<u>Number of projects</u>	
		<u>Ongoing</u>	<u>New</u>
Support for public sector management and planning	7 220 000	9	5
Promotion of food self-sufficiency	5 985 000	5	4
Promotion of grass-roots participatory development	7 366 000	10	4
Projects in support of all three objectives	2 317 000	2	1
Additional activities	551 000	2	-
Unprogrammed reserve	2 000 000		
Total	25 439 000	28	14

From the above figures the proportion of funds committed to ongoing projects may appear high. However, it should be noted that in the spirit of continuous /...

programming, a number of new projects were approved during the latter half of 1986 and in 1987 (the year of extension of the third cycle country programme). Thus, eight of the projects listed as ongoing were started only in 1987, and six in 1986. Out of the 14 remaining, 7 are funded by the United Nations Fund for Population Activities (UNFPA), UNCDF and the World Food Programme (WFP). Of the ongoing and new projects (including UNFPA/UNCDF) 15 will terminate during 1988 or 1989. During the fourth cycle, the full benefits of additional UNCDF capital inputs, generated through projects developed during the third cycle, will begin to make an impact and co-operative efforts to develop more joint activities will intensify. The programme will also benefit from an increased WFP input through its small-scale Rural Development Project (2663), which supports the improvement of agriculture and rural infrastructures in order to stimulate people's participation and supplement government pay.

Support for public sector management and planning

28. Poor public sector performance remains a major obstacle to developmental change in the Sierra Leone economy. The national capabilities for sound economic and public sector management are negatively affected by: (a) the lack of adequate management systems and processes; (b) the lack of a sufficient number of technically competent, committed civil servants; (c) an overly short-term focus in planning, budgeting and decision-making; (d) poor interaction and co-ordination between ministries and public sector entities; and (e) ineffective co-ordination of the economic management functions between the Ministry of National Development and Economic Planning and the Ministry of Finance. Aid co-ordination and administration is currently diffused among several government authorities and inadequate planning and budgetary co-ordination between the Ministry of Finance, the Ministry of National Development and Economic Planning, and the sectoral ministries is a major impediment to improving aid co-ordination. Management deficiencies at the sectoral and enterprise level have negatively affected the performance and economic efficiency of public enterprises. Steps have been taken to privatize certain public enterprises, particularly in the tourism and agricultural sectors. UNDP technical assistance will address the majority of the constraints identified through interlinking projects described below. In conjunction with inputs from other donors, the UNDP programme is expected to: (a) result in rationalized and strengthened treasury and expenditure control functions; (b) provide the Ministry of Finance with competence in fiscal policy; and (c) produce national capacity for data collection (including household surveys and national accounts), sectoral programming, macro-economic management, and financial analysis. More efficient use will be made of external resources and food aid through the strengthened planning, monitoring, evaluation and management mechanisms. In line with the Government's priorities in the Economic Recovery Programme for the rehabilitation of the physical infrastructure, the operational and commercial responsibilities of the airport authority will be rationalized and a management capacity nurtured; management and operations of the port authority will be upgraded; UNDP assistance will also enable the Government to determine the optimum system and organizations for road and highway equipment maintenance.

Ongoing projects

Recovery and Development (SIL/84/018) (\$300,000 IPF: 1988/89).

29. Since October 1985, the project has assisted the Ministry of Finance in the critical area of financial management reform with special reference to the rationalization and strengthening of the Treasury and expenditure control functions. The project serves the longer-term objectives of developing efficient fiscal and economic management capabilities as vital tools for economic recovery and development. The project will be extended to ensure that recommendations are implemented and the institutional base well established and to complement other efforts for improvement in fiscal management being pursued under the structural adjustment programme.

Public Investment Planning (SIL/85/006) (\$838,000 IPF: 1988/89/90; \$501,612 (Special Measures Fund for the Least Developed Countries) (SMF/LDC): 1988/89).

30. The project will assist the Government in rehabilitating and reviving the economy through: (a) establishing systems for preparing the Government's Public Investment Programme based upon improved forecasting of resources availability; (b) improving investment project preparation, selection and approval processes; (c) establishing criteria for relating investment proposals to development objectives; and (d) improving institutional capacity for macro-economic management. The major inputs are to the Ministry of National Development and Economic Planning with some assistance to the Ministry of Finance in fiscal policy. This project will be linked with eventual structural adjustment credits from the World Bank/IMF. The project started in 1986 under preparatory assistance with SMF/LDC funding. In response to the expression of an urgent need by the Government, an additional component will be added to this project to strengthen the capacity within the Central Planning Unit to perform its expected role in the monitoring of external assistance and the formulation, monitoring and evaluation of development projects in the context of the Economic Recovery Programme. This will increase the present allocation of IPF resources from \$438,000 to \$838,000.

Establishment of Development Information Documentation Centre (SIL/82/023) (\$180,000 IPF: 1988/89)

31. The project started in 1985, the basic objective being the establishment of a library and documentation service at the Ministry of National Development and Economic Planning. During the course of execution, it has been expanded and reoriented with the aim of establishing a development information network of co-operative documentation centres/libraries in the Ministries involved in development planning, as well as educational institutions, the Development Bank and a network co-ordinating service.

Assistance to Sierra Leone Ports Authority (SIL/85/007) (\$100,000 IPF: 1988/89/90)

32. This project emphasizes intensive in-country training in key areas of port management and operations and provides consultancy services for marine/shipyard repairs and navigational aids.

Management Studies, Ministry of Works (SIL/87/008) (\$50,000 IPF: 1988)

33. The immediate objective of this study is to provide the information needed by the Government to determine the most suitable system and organization to maintain the country's roads and related equipment, as an essential basis for eventual donor inputs to the sector. The project began in 1987, at a total cost of \$150,000.

New projects

Agricultural Planning, Monitoring and Evaluation (SIL/87/002) (\$700,000 IPF: 1988/89/90)

34. This project, following upon an earlier phase (SIL/80/004), aims to strengthen the planning capability of the Ministry of Agriculture and Natural Resources. The new project will place special emphasis on the pricing and marketing of agricultural products within the context of the green revolution programme. The project forms part of the total UNDP economic planning and management assistance package, and is expected to benefit from parallel financing from the World Bank Agricultural Sector Support Project for additional consultancy and training funds.

Household Surveys and National Accounts Estimates (SIL/87/009) (\$1,208,000 IPF: 1988/89/90)

35. Since 1980, UNDP assistance has improved the capability within the Central Statistical Organization for the regular and scientific collection of socio-economic data as a critical analytical requirement in the development effort. Following an in-depth evaluation of the current phase of assistance (SIL/85/001) (IPF: \$155,000) terminating in early 1988, UNDP assistance will assist three specific areas: (a) household surveys which will be designed to produce data relating, *inter alia*, to rural-urban incomes, the role of women and the informal sector as well as monitoring the effects of eventual structural adjustment measures; (b) the compilation of accurate and reliable national accounts estimates; and (c) on-the-job training of statistical staff as well as the training of young statisticians at national institutions.

Food Aid Management (SIL/86/012) (\$180,000 IPF: 1988/89/90)

36. This project will, with particular reference to WFP, assist the Government counterpart structure (steering committee, co-ordination committee and permanent secretariat under the Ministry of National Development and Economic Planning) to discharge its commitment to food assistance handling and management from the port of arrival to the final beneficiaries. Activities will involve the provision of technical assistance as well as storage facilities and logistical support. A supplementary objective is to provide consultancy assistance to the Government to identify new opportunities for food assistance in accordance with WFP criteria in particular, and to evaluate ongoing activities in the field. The total volume of food aid to the country in 1986 was 55,000 tons.

Assistance to the Airport Authority (SIL/85/005) (\$1,000,000 IPF: 1988/89/90)

37. Since the late 1960s, UNDP has provided short-term, ad hoc emergency assistance to upgrading civil aviation services in Sierra Leone, mainly through training and advisory services, with a specific focus on upgrading the human resources capacity. A crisis was reached in 1985; SIL/85/005, which began under preparatory assistance in 1985, is designed to assist the Government to address the problem in an integrated manner with medium- and long-term, rather than emergency objectives; and will lead to the establishment of an Airport Authority to take over the full operational, commercial and management responsibilities of the airport, currently dispersed over some eight different authorities. The full-scale project will assist in the restructuring and reorganization of airport management, and in the training of personnel for the new Authority. This effort is an essential preliminary to donor support for physical rehabilitation.

Economic Advisory Services to the Head of State (SIL/87/011) (\$300,000 IPF: 1988/89)

38. The project seeks to place at the disposal of the Office of the President, the clearing house for all major economic policy decisions, a source of competent, experienced and unbiased professional advice on the complex issues dealt with by the executing ministries and other government agencies under the structural adjustment and national economic recovery programmes. This will include analysis, interpretation and synthesis of policy recommendations for the Head of State, as well as identification of conflicts and internal inconsistencies in policies. Consultancy and training funds will be provided to strengthen and upgrade national capacities. The project will collaborate closely with United Nations system assistance provided through other projects within this sector, in particular the assistance to the Ministry of National Development and Economic Planning and the Ministry of Finance (SIL/85/006; SIL/84/018).

Linkages

39. Over the past 10 years, UNDP, the World Bank and IMF have provided the major part of donor technical assistance to this sector and the pattern remains constant at the start of the fourth country programme. The United Kingdom Overseas Development Administration (ODA), the Commonwealth Fund and USAID have provided regular training opportunities and some expertise to strengthen respectively the Accountant General's Office and the Tax Department. The Commonwealth Fund has a tradition of assistance to the Institute of Public Administration and the Federal Republic of Germany has provided fellowships and short-term consultancies in development planning. The UNDP-assisted Public Investment Planning project, which receives matching SMF/LDC funds, is expected to form part of a co-financing technical assistance package with the World Bank/IDA in support of the structural adjustment programme. There is close collaboration with the Ministry of Finance through the project Recovery and Development (SIL/84/018), to rationalize and strengthen the Treasury and the expenditure control functions, as well as more directly through the location of a fiscal adviser in that Ministry. It will also play a role in strengthening aid co-ordination. Close co-operation will also be maintained with the other elements of the structural adjustment programme, in

particular the proposed World Bank assistance to the Ministry of State Enterprises, which is expected to be executed through a management services contract with the Office for Projects Execution (OPE). Within the framework of the Joint Consultative Group on Policy, UNDP assistance to the Ministry of National Development and Economic Planning has been programmed to collaborate closely with the UNFPA-funded project Assistance in Population, Human Resources and Development Planning (SIL/86/PO1), and with the new initiative for food-aid planning, management and co-ordination sponsored by WFP (SIL/86/012), also located in the Ministry of National Development and Economic Planning. Household Survey and National Accounts (SIL/87/009), is expected to benefit from inputs from the regional project (RAF/86/037) to assist in monitoring the effects of structural adjustment on the most vulnerable groups. The project works closely with Population Census (SIL/86/PO1: \$100,000), which is also located in the Central Statistics Office and with Civil Registration and Vital Statistics (SIL/79/PO3: \$350,000). Development Documentation Centre (SIL/82/023) will co-operate with the Documentation Centre of the Ministry of Agriculture, Natural Resources and Forestry, set up with FAO assistance, in a concerted bid to establish a development information network. Agricultural Planning (SIL/87/002) is closely linked to the ongoing reforms designed to streamline, strengthen and decentralize the Ministry of Agriculture, Natural Resources and Forestry under the World Bank Agriculture Sector Support Project (ASSP I) and eventually ASSP II. The FAO/Technical Co-operation Programme (TCP) expert assisting in the refinement of the green revolution programme document will be integrated into these activities. Possible contributions will be sought from a number of relevant regional programme initiatives, for example in the areas of debt management and in regional and subregional co-operation and economic integration. An eventual assistance by UNDP to the Institute of Economic Planning, as envisaged under the programmed reserve, will be closely co-ordinated with planned inputs from the Federal Republic of Germany. Finally, the UNDP-funded Advisory Services to the Head of State (SIL/87/011) will establish co-operative relationships with all donor-funded inputs to the sector as well as with multilateral and bilateral funding agencies.

40. A programmed reserve of \$1 million has been set aside tentatively as seed money for a number of priority activities already identified, but which are still being developed, as well as for new phases to ongoing projects. These include the Institute of Economic Planning and Development (tentative estimate: \$750,000); follow-up sectoral consultations to the round-table meeting (\$100,000); the redeployment and reintegration of government workers (tentative estimate \$547,000); assistance to the Civil Service Commission for Administrative Reform (tentative estimate: \$765,000). This reserve may also serve to fund priority projects in the public sector generated during the follow-up to the round-table meeting. Additional co-financing will be sought. The use of this reserve, in conjunction with co-financing, will be determined by the process of continuous programming.

Promoting food self-sufficiency

41. Because of its relative size and potential, progress in the agricultural sector in the immediate future will determine the pace of economic recovery. The country has considerable unexploited capacity for local food production, particularly rice of which it was a net exporter in earlier years. In recent

years, however, there has been a marked tendency to increase the dependence for this staple diet on imported supplies. This is a trend which the Government is anxious to reverse. The green revolution programme is a comprehensive national plan and action programme for the agricultural sector and contains a number of medium- and long-term objectives for each subsector, including livestock, fisheries and reforestation schemes. While the programme requires further refinement (as indicated in para. 48, this is ongoing with the assistance of FAO), as a broad statement of policy and strategy, it gives clear direction to proposed sectoral development activities. Its central theme and short-term goal is to increase local rice production to reach self-sufficiency in this staple food within a time frame of three to five years. Inland valley swamps provide the optimum ecological setting for increased small producer rice production and the reattainment of rice self-sufficiency. UNDP programme activities in support of this objective will focus, through demonstration, on methodologies and technologies which address the constraints to increased swamp rice production perceived by farmers. Ongoing assistance in support of the rice milling project to reduce post-harvest losses will also complement a full-scale crop protection project which will work directly with farmers in promoting the adoption of simple crop protection methods and assist in establishing the nucleus of a professional crop protection service. A project will also be financed to increase cassava production and processing, as a supplement to the staple diet. Inadequate weather forecasting facilities and the lack of agro-climatic management skills also reduce the potential for increased food production. Programme resources have thus been earmarked to enable the National Meteorological Service to assist farmers to use technologies to maximize and manage water availability on the farm, including the conservation of rainfall and the application of modern agro-meteorological techniques. Other proposed projects in support of the food self-sufficiency objective include initiatives to strengthen the extension aids within the Ministry of Agriculture, Natural Resources and Forestry and improve the storage capacity for crops at the village community level. Finally, assistance to integrated fisheries development will improve fish production and processing with particular reference to increased income opportunities for women.

Ongoing projects

Strengthening Crop Protection (SIL/85/004) (\$779,320 IPF: 1988/89/90)

42. This project, which started under preparatory assistance in April 1986 aims to develop an effective national crop protection service through extensive training in appropriate strategies for the prevention and control of major pests and diseases, based on scientific principles of integrated pest management. The longer-term objective is to increase agricultural productivity by reducing the high crop damage caused by pests, estimated at 25 to 35 per cent of the annual crop production. Emphasis will be on biological and local material-based control methods; the project will also develop pesticide legislation which will address, inter alia, the protection of the environment.

Integrated Fisheries Development (Shenge) (SIL/82/015) (\$683,000 IPF: 1988/89)

43. Originally started under preparatory assistance, this project aims to improve the income, welfare and prospects of coastal artisanal fishing communities through increased production capacity, thereby improving the nutritional base of the surrounding inland areas. Activities include the provision of technical support services for small vessel technologies, improved fishing techniques and fish processing methods as well as assistance to co-operatives and credit facilities. The focus on the participation of women is one of the principal reasons for the extension of this project, which will continue to upgrade the quality of locally processed fish through the provision of adequate and fuel-saving smoke ovens.

Improvement of Rice Milling (SIL/84/005) (\$210,000 IPF: 1988/89)

44. This project is designed to improve post-harvest practices relating to the production of the staple food crop, rice. The immediate objectives focus on the urgent need to increase milling capacity at the rural level by rehabilitating existing mills, training mill technicians in operation and maintenance, developing improved milling techniques and maintenance procedures, and by training extension workers, technicians and private farmers in milling operations.

Inland Valley Swamp Development (SIL/86/001) (\$959,000 IPF: 1988/89)

45. This project follows an earlier phase (SIL/82/006) and provides direct support to the Government drive towards food self-sufficiency, particularly in rice. Project activities are geared to optimize production possibilities within inland valley swamps on account of their high level of fertility relative to other rice-growing ecologies, dependable water supply and possibilities for multiple cropping. Working with farmer's associations, the project addresses the social and economic problems of swamp rice production, developing and demonstrating alternative methods of multiple cropping in partially developed swamps and adjacent uplands.

New projects

Cassava Production and Processing (SIL/87/013) (\$500,000 IPF: 1988/89/90)

46. The project will promote and upgrade cassava production through the involvement of farmer's associations in using improved cultivars and adopting good husbandry practices. The project also envisages the use of improved technology to process cassava beyond the gari stage in order to obtain products that are more attractive for marketing. Women's groups are expected to play an important role in all the phases of the project, particularly in processing improvement.

Extension Aids for Agriculture (SIL/87/014) (\$200,000 IPF: 1988/89)

47. This project is aimed at improving the overall effectiveness of the audio-visual and reprographic sections of the Communication/Extension Aids Unit in the Ministry of Agriculture, Natural Resources and Forestry through a series of intensive training workshops in-country and the upgrading of appropriate equipment and supplies.

Agrometeorology for Food Production (SIL/87/017) (\$909,000 IPF: 1989-1992)

48. An earlier project (SIL/79/010) assisted in establishing and upgrading the facilities and capabilities of the Meteorological Department. A one-year interphase project, started in 1987, Consolidation of the Capacity of the Meteorological Department to Service Agrometeorological needs (SIL/86/020: IPF: \$171,000) will complete the linkage between Sierra Leone and the regional agro-hydro-meteorological services (AGRHYMET) project in Niamey as a basis for the new orientation towards agrometeorology for food production, which will be initiated under SIL/87/017. This new project will seek to demonstrate that climate is a productive resource which farmers can utilize to increase crop yields, and will develop climate-based cropping plans to be demonstrated and disseminated through farmers associations and the national agricultural extension network.

Improvement of Storage Capacity at the Village Level (SIL/87/015) (\$900,000 IPF: 1989-1991)

49. The immediate objective is to reduce the shortage of milled rice through increased storage capacity and reduction in storage losses caused by insects and rodents. Activities include the self-help construction, using appropriate technology, of community level stores linked to farmers associations; diffusing efficient storage techniques and control measures; and providing on-the-job training to technicians and farmers. Improved storage capacity will also give farmers more control over the selling price of rice.

Linkages

50. The integrated Fisheries Development Project (SIL/82/015) receives inputs from and ensures close co-ordination with the Peace Corps, Voluntary Service Overseas and the Red Cross. It also collaborates closely with the Fisheries Development project assisted by the Federal Republic of Germany in Tombu. With the UNDP/ILO Labour Intensive Rural Works Project (SIL/85/013), United Nations Capital Development Fund will rehabilitate the Shenge-Moyamba Road to give better access for fish transport to interior markets Integrated Development Shenge (SIL/85/003: \$3,000,000). Crop Protection (SIL/85/004) will be designed to co-operate with the USAID-supported projects ACRE I Adaptive Crop Research, Cropping System and Development and ACRE II - Strengthening the National Agricultural Research Co-ordinating Council as well as the Integrated Agricultural Development Programmes supported by the European Economic Community (EEC), the Federal Republic of Germany and International Fund for Agricultural Development (IFAD). Improvement of Storage Capacity at the Village Level (SIL/87/015) will be working in close co-operation with the Rice Milling project (SIL/84/005), for which subsequent activities will require capital inputs with possible UNCDF parallel funding. The Inland Valley Swamp Development project (SIL/86/001) will co-operate closely with the Land and Water Development Division in the Ministry of Agriculture (assisting in the sponsoring of a swamp rice development co-ordinating meeting for co-ordination of swamp rice development with other donors) and will link with ACRE II and the National Agricultural Research Co-ordinating Council. The Agrometeorology for Food Production (SIL/87/017) will have a close linkage with the UNDP-funded regional AGRHYMET project in Niamey and Extension Aids in the Ministry of Agriculture

(SIL/87/015). The latter will co-operate closely with all projects in the food production sector and in particular with the extension programmes to be funded by the World Bank/IDA Agricultural Sector Support Project. This sector will also benefit from support from the regional programme in the areas of crop research in particular and fisheries management and development. Activities under the World Bank Agricultural Sector Support Project will complement UNDP activities in the areas of extension, swamp development, rural credit and training. A number of UNDP-supported projects will also develop important links with the proposed rural credit banks to be established with the assistance of IFAD. Swamp Rice Development (SIL/86/001) and Rice Milling (SIL/84/005) receive inputs from the WFP Small-Scale Rural Development Project.

51. Swamp rice development is a key element in the Government strategy to attain self-sufficiency in the major staple food, rice. It is therefore anticipated that the Inland Valley Swamp Development project will be extended to other suitable areas in the country and an amount of \$674,000 has been set aside as a programmed reserve to be used as seed money for this purpose.

Promoting grass-roots participatory development

52. One of the principal aims of the green revolution programme in support of the Economic Recovery Programme is to promote self-sustaining agricultural development as part of an integrated strategy to revitalize the rural areas, improve growth prospects, and reduce the growing urban-rural disparity in income distribution. UNDP assistance will be committed to catalyse rural development activities at the grass-roots level by direct collaboration with target beneficiaries, thereby fostering people's participation in development, within their local environment and with increasing utilization of locally available resources. Proposed technical assistance in this area will in some cases involve income-generating and food production activity, thereby contributing to progress under the food self-sufficiency objective. Emphasis will also be placed on human resources development and the strengthening of grass-roots level institutions such as voluntary farmer's associations. Pursuit of this objective is also intended to decrease rural-urban migration by reducing disparities in resource allocation between urban and rural areas. The programme will also seek to create the environment to foster the development of small-scale entrepreneurs and private initiatives at the grass-roots level, not only in the rural but also in semi-urban and urban areas.

Ongoing projects

Rural Water Supply (SIL/85/002) (\$426,000 IPF: 1988/89)

53. Improvement of living conditions of the rural population, including the provision of safe water for human consumption is the primary objective. The project strengthens the Rural Water Supply Unit in the design, organization, co-ordination and implementation of rural water supply activities, and implements rural water supply programmes with people's participation in two provinces, including environmental education, water quality analysis, rural sanitation, and wells and pump maintenance.

Alleviation of Fuelwood Shortage (SIL/84/003) (\$138,480 IPF: 1988)

54. This project started in 1985 with the major objective of creating new fuelwood resources through community forestry and plantations. It also includes the dissemination of improved techniques for drying, transport, storage and charcoal-making. There is strong community involvement and farmers are encouraged to plant wood seedlings in exchange for fuelwood. A second objective is an attempt to arrest the degradation of the environment by controlled management of the forest cover.

Growth Centre Programme (SIL/86/002) (\$280,416 IPF: 1988/89)

55. The aim is to consolidate and develop the ongoing pilot growth centre activities with a self-sustaining programme for the promotion of small-scale industries encouraging entrepreneurship development at the grass-roots level in the rural areas. Activities include systems for raw material procurement, marketing, management and technical training and a revolving fund scheme for setting up individual entrepreneurs.

Labour-Intensive Rural Works Programme (SIL/85/013) (\$405,000 IPF: 1988/89)

56. This project is an extension of labour-intensive rural self-help works programmes started under the UNDP/International Labour Organisation (ILO) interregional Special Public Works Programme (INT/81/044). It was started under preparatory assistance to provide technical support to the ongoing programme where capital assistance is being provided by the Danish International Development Agency (DANIDA). Capital assistance inputs are expected from UNCDF when the full-scale document for technical support to a programme of rural self-help public works planned for Shenge will be approved.

Industrial Development Finance Organization (SIL/87/003) (\$103,384 IPF: 1988/89)

57. This is an interphase activity for one year to undertake work preparatory to mobilizing resources for an independent National Development and Finance Organization to promote the growth of small- and medium-scale industrial enterprises in the rural and semi-urban areas. Funding will be mobilized among local shareholders (banks, insurance companies and possibly international institutions and donors). Should all the necessary conditions be in place and the counterpart resources mobilized, at the end of this interphase the project will move to the phase of establishing the Organization to guarantee loans to small-scale entrepreneurs, both rural and semi-urban, carry out feasibility studies and provide consultancy services. If sufficient funds can be mobilized, direct loans will also be envisaged.

New projectsTeacher Training for Rural Primary Curriculum Dissemination (SIL/87/005)
((\$625,000 IPF: 1988-1991)

58. In 1973, with the start of project SIL/73/009, UNDP was the pioneer of an innovative experience to improve the quality of rural life through the contribution of the primary school system to rural development. A new primary school curriculum was established, stressing the development of practical life-skills attuned to the local environment and the country's socio-economic needs. Under New Primary School Curriculum Dissemination (SIL/85/009, \$93,000 in 1988) a network of selected primary schools is being developed into community education centres, teacher educators are being trained, and the curriculum disseminated on a pilot basis. The new project builds on these earlier stages and is designed to expand and improve rural education as a basis for transforming rural villages into economically viable communities. It will provide technical assistance for the in-service training of teachers to effectively replicate the introduction and dissemination of the innovative primary school curriculum relevant to rural life and to involve the community so as to foster changes conducive to improved sanitation and health conditions, self-reliance in agriculture, better understanding of the need for management, use of intermediate technology and problem-solving.

Assistance to Bo Teachers Training College and 10 Primary Schools (SIL/87/004)
((\$395,000 IPF: 1988/89)

59. This project will provide technical assistance to support UNCDF capital inputs under SIL/87/004 (\$1,728,000) for the upgrading of the physical infrastructure of Bo Teachers College and 10 surrounding primary schools, the latter on a self-help community basis, to accommodate the new primary teacher training and dissemination of primary school curriculum for life skills adapted to the rural environment being introduced in Sierra Leone.

Assistance to Voluntary Associations in Rural Development (SIL/87/007) (\$1,000,000 IPF: 1988-1991)

60. The project is conceived as a key element in a systematic response to grass-roots initiatives and self-reliant actions undertaken by community groups, NGOs and women's organizations in Sierra Leone. The project will have an effective and participatory system of institutional elements, funding, technical backstopping and other necessary development inputs to encourage sustained grass-roots initiatives in Sierra Leone.

Assistance to the National Council for Social Services (SIL/87/020) (\$300,000 IPF: 1988/90)

61. The National Council for Social Services is an umbrella body, initiated and inaugurated in 1972, to facilitate the co-operation and co-ordination of activities among NGOs. The Council is registered with the Ministry of Rural Development. Through a small preparatory project (SIL/85/011), a UNDP-funded consultant analysed the situation of NGOs in Sierra Leone and a task force was established in the

Council to implement some initial recommendations. This new project will assist in the development and implementation of a comprehensive action plan to include, inter alia, a strategy for re-orientation to a focus more relevant to development and rural activities; management systems and training capacities; training programmes for the Council staff and member NGOs; resource mobilization. The project will co-operate closely in the initiatives to create a Women's Bureau.

Linkages

62. The Rural Water Supply project (SIL/85/002) benefits from co-financing of capital inputs from UNCDF Rural Water Supply Eastern Province (SIL/84/001) (\$500,000 in new country programme) and EEC co-operates with NGOs. Project assistance to the Rural Water Supply Unit assists the Government in planning, co-ordinating and supervising all components of rural water supply to ensure conformity of standards and thus co-operates with all donors involved in this sector, in particular the United Nations Children's Fund (UNICEF), where close co-ordination is fostered through the Joint Consultative Group on Policy, Japan, the Peace Corps and EEC. Labour-Intensive Rural Works (SIL/85/013), receives capital inputs from DANIDA and assistance from the UNDP/ILO interregional project. It will also provide technical assistance for the new capital input from UNCDF (\$3 million), which is under formulation and is linked to the UNDP-funded Integrated Fisheries Development Project in the Shenge region. The various UNDP-funded projects for the dissemination of the primary school curriculum for life skills generate inputs from a variety of sources: ODA for the reproduction of new syllabi; British Council funds for five fellowships per year; WFP with food incentives for village mothers' workshops in pilot villages; Catholic Relief Services (CRS) food aid for children; Plan International and UNICEF for training funds; UNIDO for equipment for agriculture and crafts; UNESCO for functional literacy programmes targeting women; and VSO and Peace Corps provide volunteers for teaching, technical maintenance, and fish-pond development. Assistance to Voluntary Associations (SIL/87/007) is expected to be a key project networking with NGOs and all donor-assisted projects at the grass-roots level and will be closely linked to Strengthening National NGOs (SIL/85/001) as well as to the proposed UNDP/UNIFEM initiative to establish a Women's Bureau. EEC has shown interest in the pilot Growth Centre Programme (SIL/86/007) and may develop the activity under parallel funding or cost-sharing. Industrial Development Finance Organization (SIL/87/003) will be closely linked to the Growth Centre programme and all projects designed to promote private and non-governmental initiatives in artisanal and small-scale industries. Project SIL/87/PO1, Population and family welfare, information education and communication in the non-formal sector has linkages in particular with SIL/85/009 and will develop them with other projects in the sector. Labour Intensive Rural Works Programme (SIL/85/013) and Alleviation of Fuelwood Shortage (SIL/84/003) include Food for Work components through the WFP Small Scale Rural Development project.

63. Given that the rural people's participation subsector offers the greatest potential for programme development, a programmed reserve of \$1,171,400 has been earmarked as seed money for a number of initiatives. It is expected that additional funding can be mobilized from other donor sources:

(a) A subsequent phase to Integrated Fisheries (SIL/82/015), but reoriented to have major emphasis on participatory community development, targeting women specifically (tentative allocation: \$600,000). This technical assistance will link to the fisheries component of SIL/85/C03 (UNCDF);

(b) Extension of Rural Water Supply activities to other areas of the country (estimated cost: \$1,150,000);

(c) Depending on the recommendations of the forestry sector review, a possible further intervention is envisaged with emphasis on participatory integrated rural development and environmental protection (estimated cost: \$1,050,000);

(d) An allocation of \$150,000 is tentatively reserved for the proposed UNDP/UNIFEM assistance to the establishment of a Women's Bureau;

(e) An amount of \$US 879,000 is estimated as seed money for the full-scale project Industrial Development Finance Organization. The use of this reserve, in conjunction with co-financing, will be determined by the process of continuous programming.

Projects related to all objectives

64. The following projects constitute a category of interventions that contribute to and support the attainment of the three major objectives of the country programme and the development of new initiatives.

Ongoing projects

Programme Logistic Support (SIL/82/007) (\$640,000 IPF: 1988-1990)

65. In the current economic circumstances, the Government has been unable to provide adequate support facilities to UNDP projects. The Programme Logistic Support enables the most efficient use of resources by making savings in project support costs and releasing, to the maximum extent, resources for substantive programming purposes. In particular, it provides support for visiting missions/consultants, and all projects not based in Freetown. An extension of the current project is envisaged to provide, inter alia, for pooled maintenance/repair facilities for United Nations system project vehicles.

United Nations Volunteers Umbrella Project (SIL/83/004) (\$877,000 IPF: 1988-1992)

66. The increased use of United Nations volunteers constitutes one of the most cost-effective means of transferring know-how to target groups, not only to meet specific technical requirements but also to foster self-reliance, particularly at the grass-roots level. It is therefore anticipated that the number of volunteers will be increased from the present level of some 35 to approximately 60 by the end of the fourth cycle.

New projects

Programme Support Project (SIL/86/015) (\$800,000 IPF: 1988-1991)

67. This umbrella project will enhance programme management and development and includes provision for pre-investment and policy-oriented sectoral studies; specialized short-term training in planning and management for middle-level officers of line ministries; post-project follow-up, review and evaluation; fellowships for vocational/technical training at United Nations-supported institutions which fall outside the scope of project specific training; promoting the use of national middle-level expertise for general multi-sectoral programme support; support to special initiatives such as TCDC, short-term advisory services, TOKTEN, etc. which are multi-sectoral.

Ongoing projects

Oral Rehydration Training (SIL/85/012) (\$67,950 IPF: 1988)

68. This project started in 1986 with 100 per cent cost-sharing from the United States Child Survival Fund (total: \$300,000, with \$75,424 in 1988). It is designed to ensure increased coverage of oral rehydration therapy of the target population; reduction in hospital case fatality rates of diarrhoea; reduction of diarrhoea mortality rates in the project areas; and delivery of educational messages on Oral Rehydration Training through intensive training programmes formulated at a national and regional training centre. In the framework of the Joint Consultative Committee on Policy, the project works closely with UNICEF, the World Health Organization (WHO) and the Sierra Leone Red Cross Society Child Alive Rehydration project, which provide financial and technical co-operation.

New projects

Joint Inter-Agency Forestry Sector Review (SIL/87/010) (\$103,000 IPF: 1987/88)

69. Within the framework of the Tropical Forestry Action Plan and in an effort to promote a more rational approach in the conservation, management and utilization of forest resources, protection of soil and water resources, stabilization of micro-climates, and sustainability of agricultural production, the project will: (a) prepare an issues paper pinpointing areas warranting intervention; (b) carry out a sector review; and (c) prepare a detailed framework for a national forestry development plan. While UNDP will serve as the lead agency with FAO as the executing agency, it is expected that other donors will participate (the World Bank and possibly the African Development Bank (AFDB) and ODA). The recommendations of this review will influence donor inputs to the sector where the Federal Republic of Germany is also involved, and will determine UNDP inputs under the people's participation objective of the country programme. It will be closely linked to the World Bank ASSP which has a forestry component.

70. Within the context of UNDP participation in the international campaign to fight Acquired Immune Deficiency Syndrome (AIDS), a programmed reserve of \$380,000 has been retained for the formulation, in co-operation with WHO, and in line with

the overall WHO strategy and priorities, of a two-year project for an intervention appropriate to the situation in Sierra Leone. This project will be linked with the UNDP/WHO interregional and regional programmes currently under preparation and with possible UNFPA interventions.

C. Unprogrammed reserve

71. A reserve of \$2 million remains unprogrammed to respond to urgent priorities for UNDP assistance in view of the vulnerable state of the economy or changes of emphasis in Government priorities. It can also serve to support or supplement activities undertaken within the three main programme objectives. In particular, it can serve as seed money for the mobilization of other donor resources for priority needs within the context of the round-table process. Thus, this unprogrammed reserve is intended to provide the programme with the flexibility and capacity to respond to unforeseen needs and to apply the principle of continuous programming.

Annex

FINANCIAL SUMMARY

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

<u>A. UNDP-administered sources</u>	<u>\$</u>	<u>\$</u>
Third cycle IPF balance <u>a/</u>	920 000	
Fourth cycle IPF <u>b/</u>	20 814 000	
Subtotal IPF		21 734 000
Special Measures Fund for the Least Developed Countries	501 612	
Special programme resources	-	
Government cost-sharing	5 000	
Third-party cost-sharing	67 950	
Operational funds under the authority of the Administrator: UNCDF	2 228 000	
UNDP special trust funds	-	
Subtotal, UNDP non-IPF funds		2 802 550
 <u>B. Other sources</u>		
Funds from other United Nations agencies or organizations firmly committed as a result of the country programme exercise: UNFPA	903 000	
WFP	460 000	
Parallel financing from non-United Nations sources	-	
Subtotal, other sources		<u>1 363 000</u>
 TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING		 <u><u>25 899 550</u></u>

II. USE OF RESOURCES

Ongoing projects	11 657 150	
New project proposals	9 017 000	
Programmed reserve	3 225 400	
Subtotal, programmed resources	23 899 550	
Unprogrammed reserve	2 000 000	
 TOTAL USE OF RESOURCES		 <u><u>25 899 550</u></u>

a/ Including the balance of resources available for 1987, equal to one fifth of the total IPF for 1987-1991.

b/ Including one fifth of the fourth cycle IPF for 1992.
