



World Food Programme  
Programme Alimentaire Mondial  
Programa Mundial de Alimentos  
برنامج الأغذية العالمي

**Executive Board**  
Second regular session  
Rome, 18–21 November 2019

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Distribution: General	Agenda item 7
Date: 18 October 2019	WFP/EB.2/2019/7-A/7
Original: English	Operational matters – Country strategic plans For approval

Executive Board documents are available on WFP's website (<https://executiveboard.wfp.org>).

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## Sierra Leone country strategic plan (2020–2024)

Duration	1 January 2020–31 December 2024
Total cost to WFP	USD 53,256,134
Gender and age marker*	3

\* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>

### Executive summary

Sierra Leone is a low-income, food-deficit country with a population of 7 million. The country is still recovering from the outbreak of Ebola virus disease that ended in 2016. Agriculture remains the backbone of the economy, employing more than 60 percent of the population and accounting for almost half of per capita gross domestic product, which was USD 506 in 2018. Food security has improved since 2015, with the proportion of food-insecure people falling from 49.8 percent to 43.7 percent in 2018. Stunting and global acute malnutrition rates have not changed significantly, and anaemia affects more than 50 percent of children and 70 percent of pregnant women and girls.

This country strategic plan guides WFP's engagement in Sierra Leone in support of national efforts to end hunger (Sustainable Development Goal 2) and strengthen partnerships for sustainable development (Sustainable Development Goal 17).

WFP will continue to enhance gender mainstreaming in its portfolio, ensuring that the particular food security and nutrition needs of women, men, girls and boys are addressed in a gender-equitable manner through the adaptation of its food assistance to the different needs of women, men, girls and boys; their equal participation in the design, implementation, monitoring and evaluation of programmes; and by building their capacities to increase their decision making power.

Accountability to affected populations, protection, conflict sensitivity and environmental considerations are important cross-cutting issues. Nutrition-sensitive approaches will be followed in all of WFP's integrated nutrition interventions.

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The country strategic plan is in alignment with the Government's strategies, including the 2019–2023 National Development Plan and the 2019 national zero hunger strategic review, and with the 2020–2023 United Nations development assistance framework. It has five strategic outcomes designed to contribute to WFP Strategic Results 1, 2, 3 and 5:

- *Strategic outcome 1:* Crisis-affected populations in Sierra Leone are able to meet their basic food and nutrition needs during and in the aftermath of crises.
- *Strategic outcome 2:* Primary schoolchildren in targeted areas have access to adequate and nutritious food throughout the year.
- *Strategic outcome 3:* Nutritionally vulnerable populations in targeted districts – including children, pregnant and lactating women and adolescent girls – have improved nutritional status in line with national targets by 2025.
- *Strategic outcome 4:* Smallholder farmers and communities in targeted areas have resilient livelihoods that better meet their food security and nutrition needs by 2030.
- *Strategic outcome 5:* National and subnational institutions have strengthened capacities to manage food security and nutrition programmes by 2024.

### **Draft decision\***

The Board approves the Sierra Leone country strategic plan (2020–2024) (WFP/EB.2/2019/7-A/7) at a total cost to WFP of USD 53,256,134.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

## 1. Country analysis

### 1.1 Country context

1. Sierra Leone is a low-income, food-deficit country with a population of 7 million (3,490,978 men and boys and 3,601,135 women and girls).<sup>1</sup> It ranked 184th of 189 countries in the 2018 Human Development Index and has a per capita gross domestic product (GDP) of USD 506.<sup>2</sup> The Human Development Index scores for men and boys (0.446) and women and girls (0.389) indicate significant gender inequality. Sierra Leone is ranked 181st of 191 countries on the 2019 Global Wealth Index.
2. Poverty rates are higher in rural areas (72.2 percent) than in urban centres (18.4 percent in Freetown) and almost 81 percent of the population lives below the poverty line of USD 1.90 per day.<sup>3</sup> Nearly 70 percent of rural poor people are women.<sup>4</sup> Pujehun is the poorest district in Sierra Leone, with a poverty incidence of 87.2 percent, followed by Koinadugu (86.5 percent) and Tonkolili (85.4 percent).
3. Sierra Leone is struggling to recover from the 2014–2016 outbreak of Ebola virus disease (EVD) – which has affected almost all sectors of the economy and the social fabric – and to regain the socio-economic progress achieved since the end of the civil war in 2002. Annual GDP growth is 6.1 percent, much lower than the 20.1 percent recorded in 2013. The latest GINI coefficient of 34 indicates inequitable and unequal distribution of wealth. Although the country's security situation is stable, 70 percent of young people are unemployed, creating a potential driver of social unrest.
4. Agriculture employs more than 60 percent of the population (predominantly women and girls) and is the backbone of the economy, accounting for almost half of GDP. However, many challenges persist. Rice production has declined since the late 1980s, leading to a need for significant rice imports. Between a quarter and a third of total rice consumption is imported, although there is substantial seasonal variability.<sup>5</sup> Imports of other foods are also high.
5. Gender inequalities are marked and the participation of women in decision making is limited; women constitute only 12.3 percent of members of parliament.<sup>6</sup> Sierra Leone ranks 151st of 159 countries on the Gender Inequality Index.<sup>7</sup> Rates of gender-based violence are high, including reported cases of rape. In February 2019, the President declared the frequency of rape a national emergency. About three in ten teenage girls are pregnant; 13 percent of girls are married before their 15th birthday and 39 percent before their 18th birthday.<sup>8</sup> Adolescent mothers are more likely to give birth to underweight babies. The practice of female genital mutilation is widespread, with 87 percent of girls and women aged 15 to 49 having undergone it.

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<sup>1</sup> United Nations Development Programme (UNDP). 2019. *Sierra Leone Multidimensional Poverty Index 2019*. [http://www.sl.undp.org/content/sierraleone/en/home/library/human\\_development/publication\\_3.html](http://www.sl.undp.org/content/sierraleone/en/home/library/human_development/publication_3.html).

<sup>2</sup> World Bank. Sierra Leone Country Overview. <https://www.worldbank.org/en/country/sierraleone/overview>

<sup>3</sup> United Nations Development Programme (UNDP). 2019. *Sierra Leone Multidimensional Poverty Index 2019*. [http://www.sl.undp.org/content/sierraleone/en/home/library/human\\_development/publication\\_3.html](http://www.sl.undp.org/content/sierraleone/en/home/library/human_development/publication_3.html).

<sup>4</sup> United Nations country team. Sierra Leone Common Country Assessment 2018. No URL available.

<sup>5</sup> United States Department of Agriculture. Foreign Agricultural Service. Production, Supply and Distribution database. <https://apps.fas.usda.gov/psdonline/app/index.html#/app/home>.

<sup>6</sup> Inter-Parliamentary Union. 2019. Women in national parliaments. <http://archive.ipu.org/wmn-e/classif.htm>.

<sup>7</sup> United Nations Development Programme (UNDP). 2018. *Human Development Report*. <http://hdr.undp.org/en/2018-update>.

<sup>8</sup> Government of Sierra Leone. 2014. *Sierra Leone Demographic and Health Survey 2013*. <https://dhsprogram.com/pubs/pdf/fr297/fr297.pdf>.

6. The 2004 education act grants free basic education in government-assisted primary and junior secondary schools. Nonetheless, about half of the adult population is illiterate, with literacy rates of 24.86 percent among women and girls and 41.33 percent among men and boys,<sup>9</sup> and half of primary school leavers are unable to read or write. The net primary school enrolment rate for years 1–6 is 72 percent (73 percent for boys and 75.6 percent for girls).<sup>10</sup> School completion constitutes a significant challenge, particularly for children with disabilities and at senior secondary level; at senior secondary school level, the completion rate for girls is just 18 percent compared with 22.5 percent for boys.<sup>11</sup>
7. Sierra Leone is vulnerable to climate change and natural disasters,<sup>12</sup> which have significant impacts on food production, poverty, migration and social stability. As a result, rural smallholder farmers are particularly vulnerable to recurrent shocks and food price fluctuations.

## 1.2 Progress towards Sustainable Development Goal 2

### Targets

8. The country has developed policies on and strategies for food security, nutrition, social protection and related areas including school feeding. However, these have not translated into meaningful progress towards Sustainable Development Goal (SDG) 2.

### Access to food

9. Food security has improved since 2015. According to a food security monitoring survey conducted in September 2018, food insecurity affected 43.7 percent of the population, compared with 49.8 percent in 2015.<sup>13</sup> About 3.2 million Sierra Leoneans were classified as food-insecure in the 2018 survey, and the country ranked 114th of 119 on the 2018 Global Hunger Index, which classified the hunger situation in Sierra Leone as “alarming”.<sup>14</sup> Food insecurity is higher in rural areas (59.7 percent) than urban zones (25.1 percent). Severe food insecurity is more prevalent in households headed by women (9.4 percent) than in those headed by men (8.4 percent).<sup>15</sup>
10. Underlying drivers of food insecurity include low agricultural productivity, poverty, lack of adaptive social protection programmes, poor infrastructure, lack of access to safe water, gender inequalities and lack of good-quality education opportunities and diversified income sources for farming households.<sup>16</sup>
11. *End malnutrition (SDG target 2.2)*. Malnutrition is a major public health issue. In 2018, the stunting rate was 31.3 percent (35.2 percent among boys and 27.4 percent among girls) down slightly from 34.1 percent in 2013. The global acute malnutrition rate in 2018 was 5.1 percent (6.1 percent among boys and 4.1 percent among girls) compared with 6.9 percent in 2013. Wasting among children aged 6–23 months was significantly higher, at 8.4 percent, than the 3.2 percent among children aged 24–59 months. Anaemia is

<sup>9</sup> United Nations Educational, Scientific and Cultural Organization (UNESCO). UNESCO Institute for Statistics database. <http://uis.unesco.org/en/country/sl>. Data from 2013.

<sup>10</sup> United Nations Educational, Scientific and Cultural Organization (UNESCO). 2013. *Sierra Leon: Education Country Status Report*. <https://unesdoc.unesco.org/ark:/48223/pf0000226039>.

<sup>11</sup> UNICEF. 2017. Multiple indicator cluster survey 2017.

<sup>12</sup> A major flood in 2015 and a devastating landslide in 2017 led to loss of lives and livelihoods.

<sup>13</sup> Gender-disaggregated data on food insecurity prevalence is not available in the 2015 comprehensive food security and vulnerability analysis or the 2018 Food Security Monitoring System (FSMS).

<sup>14</sup> Global Hunger Index. 2018. Sierra Leone country page. <https://www.globalhungerindex.org/sierra-leone.html>.

<sup>15</sup> WFP. 2015. *State of Food Security in Sierra Leone 2015: Comprehensive Food Security and Vulnerability Analysis*. <https://www1.wfp.org/publications/sierra-leone-comprehensive-food-security-and-vulnerability-analysis-december-2015>.

<sup>16</sup> Ibid.

widespread and affects more than 50 percent of children and 70 percent of pregnant women and girls. More than 50 percent of infants aged 6–24 months consume inadequate amounts of foods rich in vitamin A and do not receive the recommended minimum meal frequency.<sup>17</sup>

12. Based on the latest national nutrition survey, stunting prevalence was 31.3 percent in 2017; 21.3 percent of children were moderately stunted and 10.0 percent were severely stunted. Stunting affected a higher percentage of boys (35.2 percent) than girls (27.4 percent).<sup>18</sup>
13. Diet diversification is a challenge for the majority of the population. Rice is the staple food and is consumed almost daily. Annual per capita consumption of rice (104 kg) is among the highest in sub-Saharan Africa.<sup>19</sup> Cassava is consumed as a substitute for rice, mainly during the lean season, and intake of vitamins and protein is insufficient, particularly during the lean season.
14. Malnutrition is associated with poor food consumption, low dietary diversity and a high morbidity burden in areas where poverty is aggravated by poor infant and young child feeding practices, livelihood shocks and inadequate water and sanitation infrastructure.<sup>20</sup> Frequent cases of adolescent pregnancy and child marriage lead to girls dropping out of school and facing discrimination, which also leads to a lack of appropriate child care and feeding practices, which impact child malnutrition.
15. *Smallholder productivity and incomes (SDG target 2.3)*. The economy is driven largely by agriculture and mining, which have been declining over the last two decades. An estimated 5.4 million hectares – 74 percent of Sierra Leone’s surface area – is considered suitable for cultivation, but less than 10 percent is utilized for crops, mainly in subsistence-based agriculture.<sup>21</sup>
16. Smallholder productivity is constrained by limited access to agricultural inputs and technologies, impaired access to markets resulting from limited road networks, lack of access to financial services, inadequate land management, natural disasters, pests and crop diseases, shortage of household labourers, and gender inequalities.
17. Although women account for 70 percent of the agricultural labour force, they face significant discrimination in terms of ownership, access to and control of land and access to extension support, productive inputs and financial services.<sup>22</sup> Women in rural areas are engaged in both farming and non-farming activities, such as caring for their children and transporting water and collecting firewood, without support from husbands and other family members. This situation results in lower productivity and a lower quality of produce for women, which in turn limits their food security and that of their children. Women are also more vulnerable to gender-based violence. All these factors hinder

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<sup>17</sup> Ministry of Health and Sanitation. 2017. Sierra Leone National Nutrition Survey 2017. [https://reliefweb.int/sites/reliefweb.int/files/resources/Sierra%20Leone%20National%20Nutrition%20Survey%202017\\_Final%20Report%20-%20signed.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/Sierra%20Leone%20National%20Nutrition%20Survey%202017_Final%20Report%20-%20signed.pdf). Gender disaggregated data not available.

<sup>18</sup> Ibid.

<sup>19</sup> Coalition for African Rice Development. 2009. *Sierra Leone National Rice Development Strategy*. [https://www.jica.go.jp/english/our\\_work/thematic\\_issues/agricultural/pdf/sierraleone\\_en.pdf](https://www.jica.go.jp/english/our_work/thematic_issues/agricultural/pdf/sierraleone_en.pdf).

<sup>20</sup> Ministry of Health and Sanitation. 2017. Sierra Leone National Nutrition Survey 2017. [https://reliefweb.int/sites/reliefweb.int/files/resources/Sierra%20Leone%20National%20Nutrition%20Survey%202017\\_Final%20Report%20-%20signed.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/Sierra%20Leone%20National%20Nutrition%20Survey%202017_Final%20Report%20-%20signed.pdf). Gender disaggregated data not available.

<sup>21</sup> Food and Agriculture Organization of the United Nations. Sierra Leone country page. <http://www.fao.org/sierra-leone/fao-in-sierra-leone/sierra-leone-glance/en/>.

<sup>22</sup> According to the 2015 comprehensive food security and vulnerability analysis, only 42 percent of women have access to land (compared with 74 percent for both sexes), with the highest percentages in Port Loko (58 percent), Koinadugu (57.4 percent) and Moyamba (48.9 percent).

the economic empowerment of women and the development of the agriculture sector as a whole.

18. *Sustainable food systems (SDG target 2.4)*. Sierra Leone is endowed with rich natural resources ideal for food production. However, food production systems are unsustainable and threatened by cyclical natural hazards, climate change, population growth and uncontrolled urbanization. Unpaid care and domestic work, which constitutes a fundamental component of food systems in Sierra Leone, is carried out largely by women and girls. Many young people are employed on a casual or seasonal basis, with limited access to relevant education and technical training; limited access to financing, information and markets; and low involvement in decision making processes. These constraints lead to increased vulnerability to food insecurity, communal violence and migration from villages to urban areas, undermining local agriculture and the economy.
19. Rice is the most important agricultural commodity in terms of livelihoods, food security and daily consumption. However, the country depends on imported rice for up to a third of national consumption needs.
20. Food value chains including those of the livestock sector are affected by weak storage and transportation systems and lack of investment in food system components such as agroprocessing and food fortification. Post-harvest losses stand at 30 percent of total agricultural production. In the fishing sector, areas of concern are overexploitation, inadequate storage and transformation capacities, and structural and socio-cultural inequalities – as seen, for example, in levels of access to markets and credit.

### **Macroeconomic environment**

21. GDP growth is volatile as the economy is heavily reliant on agriculture and mining. The latter has shrunk significantly since the EVD crisis. Agriculture accounts for almost half of GDP, compared with 36.6 percent from services and 9.3 percent from the industrial sector.<sup>23</sup> This is a major constraint to sustained inclusive growth and poverty reduction.
22. Following the end of the civil war, the economy experienced sustained growth in income per capita until 2014, when the positive trend was disrupted by the EVD outbreak and falling iron ore prices in the global market. Inflation continues to be high; it increased from 8.85 percent in December 2015 to 17.46 percent in March 2019 because of rising food prices coupled with depreciation of the local currency. The key macroeconomic objectives of the Government in the period 2019 to 2023 are to attain and maintain single-digit inflation, reduce the budget deficit, reduce the current account deficit and build foreign exchange reserves.<sup>24</sup>

### **Key cross-sectoral linkages**

23. Achieving zero hunger (SDG 2) is strongly interlinked with SDGs related to poverty (SDG 1), health (SDG 3), quality education (SDG 4), gender equality (SDG 5) and enhanced partnerships (SDG 17). Strategic outcome 4 of this country strategic plan (CSP) is closely linked to SDG 13 on climate action and SDG 15 on life on land. While some progress has been made towards SDG 2 in Sierra Leone, sustained efforts are needed in order to achieve zero hunger by 2030.

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<sup>23</sup> Government of Sierra Leone. 2019. *Sierra Leone's Medium-Term National Development Plan 2019–2023*. <http://www.moped.gov.sl/wp-content/uploads/2019/03/Medium-Term-National-Development-Plan-Volume-I.pdf>.

<sup>24</sup> Ibid.

### 1.3 Hunger gaps and challenges

24. The following gaps in the national response to food security and nutrition challenges have been identified through the national zero hunger strategic review, the 2015 comprehensive food security and vulnerability analysis and stakeholder consultations:
- low productivity of farmers caused by lack of technology, equipment and extension services, including post-harvest storage facilities; lack of access to inputs, including affordable financing and outreach schemes; and gender inequalities;
  - the poor state of feeder roads, which affects equitable access to markets and the marketing of agricultural products, and the lack of a national network of private agro-service providers to invest in farming communities;
  - the need to expand national social protection programmes in order to reduce vulnerability and improve household access to adequate and nutritious food;
  - the need to promote food diversification in order to incorporate nutritious items such as biofortified cassava, orange-fleshed sweet potato and soybean into local diets;
  - poor animal husbandry, including lack of training for middle-level personnel and community animal health workers, leading to low livestock production;
  - the poor coordination of nutrition governance and management coupled with a poorly designed and funded strategic plan (the National Food and Nutrition Security Policy 2012–2016);<sup>25</sup>
  - prevalent gender inequalities that inhibit women’s access to productive assets, including their landownership and access to agricultural finance or loans; and
  - the need to expedite implementation of a national school feeding programme that covers all pupils, as outlined in the national school feeding policy, and to progress towards a home-grown school feeding (HGSF) model.

### 1.4 Key country priorities

#### **Government**

25. Following the general elections held in March 2018, Julius Maada Bio of the Sierra Leone People’s Party was elected president. He immediately launched the “New Direction” agenda, which has four pillars: free and quality education; agriculture and economic diversification; the environment; and domestic revenue generation, anti-corruption and the rule of law.
26. The Government has developed a new medium-term national development plan for 2019-2023, which sets out the priorities and programmes for transforming Sierra Leone and is driven by the New Direction agenda.<sup>26</sup> The plan has four national goals and eight thematic clusters: human capital development; population, employment for young people, sports and migration; economic diversification; governance and accountability for results; infrastructure and economic competitiveness; the empowerment of women, children and persons with disabilities; measures to address vulnerabilities and build resilience; and means of implementation.

<sup>25</sup> Available at: <http://extwprlegs1.fao.org/docs/pdf/sie152217.pdf>.

<sup>26</sup> Government of Sierra Leone. 2019. *Sierra Leone’s Medium-Term National Development Plan 2019–2023*. <http://www.moped.gov.sl/wp-content/uploads/2019/03/Medium-Term-National-Development-Plan-Volume-I.pdf>.

27. The Government has prioritized free and good-quality education, which includes providing school meals to pupils in government-run primary schools. A national school feeding policy developed with WFP's assistance in 2018 is awaiting validation. As the Government's designated partner of choice in school feeding, WFP will help implement the national programme with resources allocated by the Government.
28. In line with Agenda 2063 of the African Union, Sierra Leone's Vision 2035 has the aim of bringing the country to middle-income status by 2035, with 80 percent of the population above the poverty line. It promotes gender equality, as indicated in the national gender strategic plan for 2010–2013.
29. The national sustainable agriculture development plan for 2010–2030 is aligned with the Comprehensive Africa Agriculture Development Programme and is focused on the implementation of investment programmes in the agriculture sector.
30. In 2018, the Government adopted a new comprehensive social protection policy which is gender-responsive.<sup>27</sup> Through a life cycle approach, the policy takes into account vulnerabilities in all their dimensions, including those related to shocks. It lays the groundwork for a minimum package of social protection, guaranteeing equitable access to social services.<sup>28</sup>
31. The Office of National Security is responsible for coordinating and managing disaster-related issues at the national level. A national policy for disaster risk reduction has been developed and is pending approval. The new national development plan includes the establishment of a national disaster management agency.

### ***United Nations and other partners***

32. The 2015–2018 United Nations development assistance framework has been extended until the end of 2019. The 2020–2023 United Nations sustainable development cooperation framework (UNSDCF) is currently under preparation and has outcomes in four areas: sustainable agriculture, food and nutrition security; transformational governance; access to basic services; and empowerment of the most vulnerable people. In accordance with the CSP, WFP is co-leading the first outcome area with the Food and Agriculture Organization of the United Nations (FAO) and is contributing to the third area.
33. Through the Renewed Efforts Against Child Hunger and Undernutrition (REACH) network, a multi-sector strategic plan to reduce malnutrition in Sierra Leone for 2018–2023 has been developed concurrently with the zero hunger strategic review.
34. WFP and other United Nations agencies participate in the Scaling Up Nutrition (SUN) movement through the United Nations Network for SUN.

## **2. Strategic implications for WFP**

### **2.1 WFP's experience and lessons learned**

35. WFP has been operating in Sierra Leone since 1968, delivering life-saving assistance during emergencies, providing targeted school feeding and helping to tackle food insecurity and malnutrition. This CSP for 2020–2024 is an opportunity to review WFP's strategy in the country, build on lessons learned and strengthen and build new and existing partnerships, shifting from the direct implementation of activities by WFP to nationally owned interventions.

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<sup>27</sup> Gender responsive: acknowledges and considers women's and men's specific needs; requires action to correct gender bias and discrimination to ensure gender equality and equity; entails consistent and systematic attention to the differences between men and women to address structural constraints to gender equality.

<sup>28</sup> United Nations. *Sierra Leone United Nations sustainable development cooperation framework for 2020–2023*. (Draft).



36. The design of the CSP followed extensive consultations with the Government, civil society and other partners and was informed by recent evaluations, reviews and lessons learned:
- A 2016 evaluation of WFP's regional response to EVD in West Africa indicated the need to enhance accountability and transparency to beneficiaries. The country office has since established a mobile phone-based complaints and feedback system for beneficiaries as an integral part of its activities.
  - The 2018 decentralized evaluation of protracted relief and recovery operation 200938 recommended that nutrition interventions should shift from targeted supplementary feeding to stunting prevention, as part of a comprehensive multisectoral approach that addresses the multiple root causes of undernutrition. Accordingly, the CSP will change the focus to addressing stunting as a root cause of malnutrition.
  - WFP has been providing food by prescription to people living with human immunodeficiency virus (HIV) in order to encourage treatment adherence. WFP has decided to discontinue this programme during the CSP for reasons that include the low prevalence rate of HIV in the country (1.4 percent), a strategic shift in nutrition activities to focus on stunting prevention, a shift in WFP's activities to focus on specific rural chiefdoms, and the need to switch the support provided to people with HIV from in-kind food assistance to livelihood assistance and social protection. In addition, most people living with HIV live in urban areas where food insecurity is less prevalent than in the areas where WFP is focusing its operations. In a highly competitive development environment that is characterized by a dramatic reduction in the donor base, funding shortfalls force WFP to focus on the areas and activities where it can make the biggest difference. Nevertheless, WFP will prioritize people living with HIV whenever they are present in targeted communities.<sup>29</sup>
  - The same decentralized evaluation recommended that WFP discontinue its annual short-term lean season safety net distributions because there was limited evidence of their effectiveness. The country office has therefore shifted its focus to livelihood activities such as food assistance for assets in order to improve the food security of vulnerable households throughout the year.
  - The decentralized evaluation also recommended that community ownership of plots be included among the selection criteria for WFP's programme for rehabilitating agricultural assets in order to make activities more equitable for women and vulnerable people who lack access to and ownership of land. In response, WFP has strengthened participatory planning and taken the recommendation into account when identifying activity sites and designing mechanisms for ensuring the long-term and gender-equitable<sup>30</sup> utilization of leased farms in order to make the project sustainable.

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<sup>29</sup> In 2017, an estimated 67,000 people were living with HIV in Sierra Leone, of whom 32,000 were women and 5,500 were children who had contracted the disease through mother-to-child transmission. Most of these people were living in urban areas not targeted by WFP. Source: Joint United Nations Programme on HIV/AIDS. Country overview for Sierra Leone. <http://www.unaids.org/en/regionscountries/countries/sierraleone>.

<sup>30</sup> Gender equitable: refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women.

- The decentralized evaluation highlighted solid achievements made by WFP's technical inputs for strengthening the work of the Office of National Security; however, it recommended that responsibility for coordinating disaster responses rest with the Office of National Security and that WFP should "cascade" its skills to the district level while building up the requisite stocks, logistics capacity and technical knowledge at both the national and district levels.
- WFP's nutrition support for women and girls and its support for smallholders' production and market access have been successful in addressing the needs of the most vulnerable people and effective in putting in place sustainable development mechanisms at the local level.
- The design of strategic outcome 2 on school feeding has been guided by lessons learned from the May 2018 Systems Approach for Better Education Results workshop, which was an opportunity for stakeholders to review progress on national school feeding. The workshop highlighted the need to finalize the national school feeding policy; set up coordination mechanisms and strengthen the school feeding secretariat; promote local production; and strengthen the capacities of local farmers to support the local food supply for the national school feeding programme, in collaboration with the Ministry of Agriculture and Forestry.

## 2.2 Opportunities for WFP

37. Informed by the zero hunger strategic review and subsequent extensive consultations with key government agencies, donors and cooperating partners, WFP has identified the following opportunities:
- Leveraging WFP's long experience and renewed government interest in school feeding in Sierra Leone, WFP will support the Government in the development of a sustainable national school feeding programme under strategic outcome 2, primarily by providing the Government with logistics and technical support.
  - The current characteristics of malnutrition in the country call for a multi-faceted approach that builds resilience by integrating nutrition-sensitive activities into food security programmes while supporting gender-responsive safety nets. WFP is well placed to work with other partners such as the United Nations Children's Fund (UNICEF), FAO, Action Against Hunger and Welthungerhilfe in this endeavour, including through networks such as REACH and SUN. Complementarities and synergies among CSP activities and with other actors are also sought through the convergent targeting of selected districts.
  - WFP will continue to support smallholder farmers in addressing the challenges faced in food production and will support government efforts to boost rice production under the new policy on agricultural transformation. This will create opportunities for WFP, the Government and their partners to purchase locally grown rice for a sustainable school feeding programme based on the HGSF model in the future.
  - Considering Sierra Leone's vulnerability to natural disasters and the effects of climate change, WFP will build the capacity of national institutions (particularly the Office of National Security) in disaster risk management under strategic outcome 5, working with partners such as the United Nations Development Programme (UNDP).<sup>31</sup>

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<sup>31</sup> Capacity strengthening in disaster management will apply the principles of the Sendai Framework particularly in relation to women, young people and persons with disabilities.

- As gender inequalities exist in all sectors of development and during all phases of emergencies, in all of its interventions WFP will prioritize the pursuit of gender equality and gender-equitable social power dynamics in order to improve women's access to opportunities and assistance and control over productive assets (including through landownership) and to support the introduction of inclusive and equitable decision-making and normative frameworks.

### 2.3 Strategic changes

38. The CSP sets out the following strategic and programmatic adjustments:

- the inclusion of a contingency component for crisis response under strategic outcome 1 while helping to reinforce government capacities to respond to and manage disasters under strategic outcome 5;
- support for the implementation of a government-led school feeding programme under activity 3 funded from the national budget, with WFP providing supply chain support and continuing the direct implementation of its own school feeding programme under activity 2;
- assistance for smallholder farmers to increase the availability and affordability of food and enable an eventual shift to an HGSF model under strategic outcome 2 after 2024;
- measures for strengthening social protection and national safety nets in order to increase the ability of communities to withstand shocks, resulting in improved food security and nutrition;
- a shift from malnutrition treatment to prevention and a focus on nutrition-sensitive and gender-transformative<sup>32</sup> responses, including through social and behaviour change communication (SBCC) targeting existing mother and father support groups in recognition of the key role that men have to play in addressing malnutrition, in line with the national strategic orientation and the Multi-Sector Strategic Plan to Reduce Malnutrition in Sierra Leone within the SUN network; and
- support for gender-transformative approaches, including support for women and youth in gaining long-term access to agricultural land and the inclusion of persons with disabilities in all areas of WFP engagement.

39. These changes have been informed by lessons learned from previous interventions, national priorities, strong government support for the activities of the CSP and resourcing trends.

## 3. WFP strategic orientation

### 3.1 Direction, focus and intended impacts

40. The CSP has five interrelated strategic outcomes that will contribute to the achievement of zero hunger.

41. WFP will strive to strengthen the capacities of national and subnational institutions, including by providing policy support for scaling up the national school feeding programme and for nutrition-sensitive, gender-equitable and transformative programming.

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<sup>32</sup> Gender transformative: An initiative (law, policy, programme, project etc.) is gender transformative if it changes gender relations in favour of the equal sharing of power by women and men and girls and boys. The action involves revising the sociocultural, political and economic structures and norms that underpin inequalities.

42. WFP will employ a comprehensive multisectoral approach to addressing the root causes of undernutrition, shifting from targeted supplementary feeding to stunting prevention. Nutrition-sensitive and gender-transformative approaches including SBCC will be followed for all outcomes of the CSP.
43. Gender equality, accountability to affected populations, protection and sensitivity to conflict will be mainstreamed in all strategic outcomes in order to achieve more sustained and fairer impacts that address the factors undermining food security and nutrition. WFP will encourage the active participation of women and youth in livelihood activities as a means of contributing to the transformation of their role in economic development. All activities will take into account environmental and social considerations in accordance with the 2017 WFP Environmental Policy.

### **3.2 Strategic outcomes, focus areas, expected outputs and key activities**

#### ***Strategic outcome 1: Crisis-affected populations in Sierra Leone are able to meet their basic food and nutrition needs during and in the aftermath of crises***

44. This outcome provides a contingency plan for crisis response as the country is prone to recurrent seasonal shocks (flooding and mudslides), pandemics (the EVD outbreak) and wild fires. The primary objective will be to save lives and protect livelihoods during and in the aftermath of a crisis. Should an emergency arise and needs outstrip national capacities to respond, WFP will provide targeted general food assistance to crisis-affected households in rural and urban areas. This will be done at the explicit request of the Government and in coordination with other humanitarian actors.

#### ***Focus area***

45. This outcome focuses on crisis response.

#### ***Expected outputs***

46. This strategic outcome will be achieved through the following outputs:
  - Crisis-affected households receive timely and adequate nutritious food and/or cash-based transfers that meet their basic food and nutrition needs.
  - Crisis-affected beneficiaries receive gender-responsive social and behaviour change communication messaging through community- and national-level advocacy aimed at improving nutrition-related practices.
  - Crisis-affected populations receive timely livelihood support that enables them to recover from crises and increase their resilience to shocks.

#### ***Key activity***

*Activity 1: Provide food and nutrition assistance to crisis-affected households and support their recovery needs.*

47. Activity 1 is designed for small and medium-scale emergencies. In the event of a large-scale emergency (such as an EVD outbreak), a budget revision will be prepared to cover the additional needs.
48. When choosing the safest and most equitable mechanisms prior to modality deployment, WFP will consult affected populations, consider issues of inclusion and diversity, assess protection risks, undertake gender and age analyses and define mitigation measures. As part of its commitment to doing no harm and being accountable to affected populations, WFP will ensure that in-kind food and cash-based transfer modalities do not put beneficiaries at additional risk and that transfers are delivered in a safe, inclusive and dignified way in order to achieve effective and equitable results.

49. WFP will work with humanitarian actors including United Nations agencies, non-governmental organizations (NGOs), civil society organizations and other partners under the leadership of the Government, particularly the Disaster Management Department of the Office of National Security.

***Strategic outcome 2: Primary schoolchildren in targeted areas have access to adequate and nutritious food throughout the academic year***

50. This outcome concerns access to adequate, safe and nutritious food for pre-primary and primary schoolchildren in targeted schools in food-insecure chiefdoms throughout the academic year.

***Focus area***

51. This outcome focuses on resilience building.

***Expected outputs***

52. This strategic outcome will be achieved through the following outputs:
- Primary schoolchildren receive timely and adequate nutritious school meals that meet their food and nutrition requirements and support school attendance.
  - Primary schoolchildren receive gender-responsive SBCC to enhance their knowledge and practices in nutrition and food security.
  - Schoolchildren benefit from strengthened government capacity to implement the national school feeding programme, which facilitates access to free and good-quality primary education.

***Key activities***

*Activity 2: Provide nutritious school feeding to primary schoolchildren and support the implementation of an integrated school feeding programme.*

53. Under this activity, WFP will continue to provide nutritious school feeding to boys and girls in primary schools in Kambia and Pujehun districts, reaching a total of 46,100 children by the end of the CSP period. Through an integrated approach, the households of children in the school feeding programme will benefit from complementary gender-responsive, nutrition-sensitive and resilience building activities and communities supported by school feeding will be prioritized for food assistance for assets interventions provided under strategic outcome 4. This targeting approach aims to reinforce the role of smallholder farmers across the value chain, including through the development and strengthening of local food supply chains and retail systems linked to school feeding programmes. More specifically, linkages will be promoted through direct purchase of smallholder-produced food commodities for distribution under the school feeding programme, in addition to linking schools with farmer-based organizations supported by the food for assets programme (FFA). Inspired by models used in Benin and Togo, some WFP-assisted schools will serve as “schools of excellence,” forming a set of model schools used to share knowledge and best practices on the implementation of the integrated approach to school feeding. To enhance accountability and ensure better representation of parents, school feeding management committees will be comprised of equal numbers of women and men. For the integrated school feeding model, WFP will work with the ministries of basic and senior secondary education, health and sanitation and agriculture and forestry and with partners such as UNICEF, the World Health Organization (WHO), FAO and NGOs in order to achieve maximum results. To ensure the protection of beneficiary children, WFP will also work with local NGOs specialized in child welfare and protection.

*Activity 3: Provide assistance to the government-led national school feeding programme*

54. Under this activity, WFP will procure and pre-position food for the Government in support of the national school feeding programme, which targets 286,894 primary school boys and girls in nine districts: Bo, Bombali, Bonthe, Kailahun, Karene, Kenema, Kono, Moyamba and Port Loko. WFP will strengthen government capacities in order to facilitate the gradual handover of the programme and its integration into the national social protection basic package, and in line with the national school feeding policy. The Government will cover the implementation cost as set out in a memorandum of understanding to be signed by both parties. During the CSP period, the Government's role in the management and implementation of school feeding activities will gradually increase, with WFP providing capacity strengthening in the areas of monitoring, planning, sensitization and food handling, storage and transportation.

***Strategic outcome 3: Nutritionally vulnerable populations in targeted districts – including children, pregnant and lactating women and adolescent girls – have improved nutritional status in line with national targets by 2025***

55. This outcome contributes to the tackling of malnutrition in Sierra Leone by complementing the Government's efforts to address the root and intergenerational causes of malnutrition among women, adolescent girls, and boys and girls aged 6–23 months through tailored gender-responsive nutrition activities.

***Focus area***

56. This outcome focuses on root causes.

***Expected outputs***

57. This strategic outcome will be achieved through the following outputs:
- Targeted children aged 6–23 months and pregnant and lactating women and girls receive adequate and timely specialized nutritious foods that improve their dietary intake.
  - Targeted beneficiaries, including pregnant and lactating women and girls (including adolescent girls), men and boys receive gender-responsive social and behaviour change communications on nutrition that improve maternal, infant and young child nutrition practices.
  - Vulnerable populations benefit from the strengthened capacities of peripheral health units in the area of health and nutrition, which facilitate access to adequate health services.

***Key activity***

*Activity 4: Provide comprehensive malnutrition prevention support, including complementary food and nutrition messaging, while strengthening the capacities of peripheral health units and staff in the area of health and nutrition.*

58. This activity targets pregnant and lactating women and adolescent girls, and children (equal numbers of boys and girls) aged 6–23 months for malnutrition support in conjunction with nutrition-sensitive activities (water and sanitation, livelihood support). WFP will work in synergy with UNICEF on the management of severe acute malnutrition; water, sanitation and hygiene; education; deworming; and SBCC. It will work with WHO on policy formulation and maternal health, with the United Nations Population Fund (UNFPA) on sexual and reproductive health, with FAO on agricultural production aspects, with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) on nutrition issues related to gender-based violence and with other actors such as Action Against Hunger. WFP will work with mothers' clubs and communities to prevent malnutrition by addressing the root causes in households and communities.

***Strategic outcome 4: Smallholder farmers and communities in targeted areas have resilient livelihoods that better meet their food security and nutrition needs by 2030***

59. This outcome involves building the resilience of vulnerable smallholder farmers and communities, thereby enabling them to better meet their food and nutrition security needs. Activities will include asset creation; support related to improved farming techniques (especially for farmers in inland valley swamps) and post-harvest value addition; and fostering of market access through integrated pro-smallholder, nutrition-sensitive and gender-transformative approaches.

***Focus area***

60. This outcome focuses on resilience building.

***Expected outputs***

61. This strategic outcome will be achieved through the following outputs:

- Smallholder farmers, particularly women and youth, and community members receive conditional food or cash-based transfers to enhance their livelihoods.
- Community members, particularly women and youth, equitably benefit from productive assets that improve their livelihoods and resilience to natural shocks and climate change, including support for women and youth in gaining access to land and productive resources.
- Smallholder farmers, particularly women and youth, equitably benefit from WFP support in farming techniques, post-harvest value addition and market promotion for HGSP in order to increase their productivity and incomes.
- Smallholder farmers, particularly women and youth, receive gender-transformative social and behaviour change communications and information that promote the production, purchase and consumption of nutrient-rich food.

***Key activity***

*Activity 5: Provide integrated resilience building support to smallholder farmers, including farmers' organizations and women's groups.*

62. WFP will support conditional asset creation activities that provide alternative livelihood options for vulnerable communities and improve food security through training in improved agricultural practices, post-harvest management, value addition and financial literacy, and capital support in the form of production and processing machinery for smallholder farmers, including women and youth groups.
63. WFP will work with the Ministry of Agriculture and Forestry and local governments to implement food assistance for asset activities that will help build the resilience of vulnerable smallholder women and men farmers. Other partners include FAO for policy coordination aspects covering food security and land issues, the Japan International Cooperation Agency for cropping techniques and irrigation engineering, UNICEF for complementary support that encourages participation by young people, the United Nations Office for Project Services for feeder road engineering and UN-Women for facilitation and communication with women's groups. Local radio will be used to disseminate agricultural extension messages.
64. WFP will sensitize smallholder farmers to the opportunities afforded by public and private markets such as the national school feeding programme.
65. WFP will facilitate increasingly the integration of local smallholder farmers into value chains by building the capacities of farmers and communities and promoting multilateral, public-private partnerships through the development and strengthening of local food supply chains and retail systems.

***Strategic outcome 5: National and subnational institutions have strengthened capacities to manage food security and nutrition programmes by 2024***

66. This outcome is dedicated to addressing gaps in the Government's capacity to implement equitable and sustainable food security and nutrition programmes. WFP aims to enhance the capacities of all institutions involved in food security and nutrition response, supporting the design, implementation and roll-out of an effective shock-responsive, nutrition-sensitive and gender-transformative safety net system.

***Focus area***

67. This outcome focuses on resilience building.

***Expected outputs***

68. This strategic outcome will be achieved through the following outputs:

- Populations in Sierra Leone benefit from an enhanced national disaster management system that enables them to receive timely assistance from the Government.
- Targeted populations, including schoolchildren, benefit from strengthened government capacity in food security, school feeding, nutrition and social protection that enables progress towards zero hunger.

***Key activity***

*Activity 6: Provide support for the strengthening of government capacities in food security and nutrition including in disaster management and response, school feeding, nutrition and social protection.*

69. This activity will support capacity strengthening in critical areas related to food and nutrition security in synergy with other CSP activities such as disaster management, school feeding, nutrition and smallholder support.
70. On disaster risk management, WFP will help strengthen early warning systems through food security monitoring surveys, nutrition screening, price monitoring and market assessments with attention given to gender and age issues. WFP will review government emergency response plans and help develop policy on disaster risk management.
71. Strengthening of capacities in school feeding will focus on strengthening the school feeding secretariat and coordination mechanisms and advocacy on operationalization of the school feeding policy and legislation to ensure adequate resource allocation for and training in school feeding.
72. WFP will support the operationalization of nutrition policies, strengthen the coordination capacity of the SUN Secretariat and provide training to workers in peripheral health units in gender-responsive health screening and support, nutrition, education and reporting. WFP will also help to build the Government's capacity to coordinate and take over the nutrition support programme including activities targeting people living with HIV and tuberculosis.
73. WFP will work with the National Commission for Social Action and the Ministry of Social Welfare, Gender and Children's Affairs on strengthening social protection safety nets to ensure equitable access to food and nutrition, especially for people who are currently underserved such as women, girls, persons with disabilities and people living with HIV. This will ensure that long-term safety nets are able to enhance the capacity of vulnerable people to adapt to climate and other shocks.



74. WFP will support the district-level offices and extension workers of the Ministry of Agriculture and Forestry and district councils to strengthen their capacities to implement resilience building programmes that benefit women and men in an equitable manner, including programmes supported through South–South and triangular cooperation.

### **3.3 Transition and exit strategies**

75. Under activity 2, WFP will showcase the multisectoral integrated school feeding approach using selected “schools of excellence” as a platform for sharing best practice in support of the development of a sustainable national school feeding programme. WFP-assisted schools will eventually be absorbed into the national school feeding programme under activity 3, whereby WFP will procure and pre-position food on behalf of the Government for the first two years of the CSP before the Government takes over. A handover strategy will be developed and initiated from the first year of the CSP implementation.
76. For activity 4, WFP’s transition strategy will focus on strengthening capacities at the district level (e.g. peripheral health units, mothers’ clubs and communities) and enhancing government capacities to stimulate private sector investment in the local production of specialized nutritious foods with a view to facilitating sustainability beyond 2024.
77. Under activity 5, WFP will build networks and linkages among farmer groups, institutional feeding programmes (to complement HGSF), the private sector (as buyers) and financial institutions, leveraging technologies that will ensure impact beyond 2024 while tackling inequalities in rural communities.
78. Activity 6 is aimed at strengthening government capacity to take over and coordinate sustainable and equitable food and nutrition programmes and to track progress towards the achievement of zero hunger. Through gender-responsive social protection and safety net activities, rural women and men will be able to establish and sustain livelihoods beyond the WFP assistance period.
79. Implementation of FFA-supported activities will prioritize the targeting of existing farmer groups, including mother support groups, to contribute to long-term sustainability. WFP will support targeted farmer groups to establish asset management committees that are tasked with long-term maintenance of assets created. Upon completion of FFA-supported asset creation activities, WFP will work with communities to identify asset beneficiaries, individual households responsible for managing plots, to define ownership and encourage long-term investment in effective maintenance and utilization of assets created. WFP also works with communities to develop and implement by-laws to institute the long-term maintenance of assets created, including ensuring through community contributions to effective upkeep. WFP also works with Ministry of Agriculture and Forestry to build the technical capabilities of lead farmers and youth in effective asset maintenance. Direct partnership with the Ministry of Agriculture and Forestry also contributes toward long-term sustainability through the continued provision of agricultural extension services to targeted farmer groups after the project life cycle.
80. WFP will work with traditional leaders (paramount chiefs) and district level ministries, departments and agencies to support youth and women in gaining long-term access to agricultural land through formal lease agreements with a minimum term of 10 years.
81. The development of WFP’s transition and exit strategy will consider progress made towards achieving gender equality, as part of support related to SDG 5.

## 4. Implementation arrangements

### 4.1 Beneficiary analysis

82. WFP will target areas with the highest levels of moderate and severe food insecurity and malnutrition based on a 2015 comprehensive food security and vulnerability analysis, a 2018 food security monitoring survey and the latest standardized monitoring and assessment of relief and transitions (SMART) survey, which will be conducted in mid-2019.<sup>33</sup> Local agricultural potential, gender and age analyses and convergence with partner-led food security, nutrition and livelihood activities will be taken into consideration during the targeting process.
83. A contingency plan for assisting 5,000 households (55,000 beneficiaries) is included in activity 1, although the exact number of beneficiaries will depend on the scope and severity of the emergency.
84. Activity 2 targets 46,100 primary schoolchildren (boys and girls aged 6–12) with school feeding in Kambia and Pujehun because of the high rates of food insecurity in these districts. Targeting will integrate gender and age analyses and will overlap with the targeting of smallholder farmers for resilience building activities under strategic outcome 4.
85. Through activity 3, WFP will provide services for the government-led national school feeding programme, targeting 286,894 primary schoolchildren (boys and girls aged 6–12) in nine districts: Bo, Bombali, Bonthe, Kailahun, Karene, Kenema, Kono, Moyamba and Port Loko.<sup>34</sup>
86. Through activity 4, WFP will reach 53,676 beneficiaries in Kambia and Pujehun with stunting prevention. Targeting is at the chiefdom level and is based on high stunting prevalence and the presence of other WFP activities such as food assistance for asset creation and school feeding in order to maximize impact. WFP will work with community structures such as mothers' clubs to prevent malnutrition by addressing its root causes in households and communities, using a gender-equitable approach.
87. For activity 5, WFP will target 6,000 smallholder farmers (40 percent of whom will be women) in Bonthe, Falaba, Kambia, Kenema, Moyamba and Pujehun districts based on food security trend analysis. Targeting will overlap with that of the chiefdoms and communities prioritized for school feeding (to contribute to the long-term goal of HGsf) and stunting prevention (in activity 4). Based on high vulnerability, young people, women, people living with HIV and (when feasible) persons with disabilities will be supported in forming farmer-based organizations.

Strategic outcome	Activities	Girls	Boys	Women	Men	Total
1	1	14 630	14 575	13 365	12 430	<b>55 000</b>
2	2	23 511	22 589	0	0	<b>46 100</b>
	3	146 316	140 578	0	0	<b>286 894</b>
3	4	18 950	15 645	19 080	0	<b>53 676</b>
4	5	7 980	7 950	7 290	6 780	<b>30 000</b>
<b>Total, without overlaps</b>		<b>207 566</b>	<b>197 475</b>	<b>39 735</b>	<b>19 210</b>	<b>463 986</b>

<sup>33</sup> Five-year trend analyses for integrated context analyses also informed geographic targeting. An integrated context analysis for Sierra Leone is awaiting validation.

<sup>34</sup> These districts are distinct from the districts targeted by WFP school feeding in activity 2.

## 4.2 Transfers

88. The country office carried out market feasibility assessments in 2018 and 2019 to prepare for the roll-out of cash-based transfers during the CSP. Based on these assessments, which included gender and age analyses, WFP will use in-kind food and cash-based transfers (including vouchers) or a combination of the two; the choice of approach will depend on context and be determined by consideration of effectiveness, efficiency, equity, economy and safety. In-kind transfers will be used in accordance with seasonal food availability and in remote areas with poor access to markets. Capacity strengthening support in the form of training, tools, machinery, storage and drying floors will also be provided.
89. To promote the consumption of nutritious foods (particularly nutritious rice), WFP will use vouchers redeemable at specific retailers who must stock only certified nutritious food products. This decision has been informed by market analysis which found that in many instances where cash transfers were used, beneficiaries preferred to purchase unhealthier rice as it was cheaper.
90. WFP will use inclusive community-based participatory planning and gender-informed SBCC to ensure that transfers help beneficiaries to meet their food and nutrition needs, respecting the local preferences of women and men. The inclusion of women, youth, people living with disabilities and other vulnerable groups in community-based participatory planning activities will be prioritized to ensure that their particular needs are incorporated into community action plans developed. Rations and the choice of supplementary and specialized foods will be based on individual nutrient requirements. Decisions regarding the use of cash-based transfers will be informed by gender (and age, where applicable) analyses and protection assessments.

### **Food and cash-based transfers**

	Strategic outcome 1		Strategic outcome 2		Strategic outcome 3		Strategic outcome 4		
	Activity 1		Activity 2	Activity 3	Activity 4		Activity 5		
Beneficiary type	Crisis-affected populations		Primary school children	Government-led national school feeding programme	Pregnant and lactating women and girls	Children age 6-23 months	Farmer organizations and women's groups		
Modality	Food	CBTs	Food	CBTs	Food	Food	Food	Food	CBTs
Cereals	400		120		120			400	
Pulses	60		30		30			60	
Oil	25		10		10			25	
Salt	5		5		5			5	
SuperCereal	60					100			
SuperCereal Plus							100		
Total kcal/day	2 195		653		653	381	401	1 966	
% kcal from protein	16.1		16.2		16.2	17.2	18.1	16.0	
CBTs (USD/person/day)		0.58							0.58
Number of feeding days per year	30		190		190	365*	365**	60	60

CBT = cash-based transfer

\* The SuperCereal ration for pregnant and lactating women and girls is 100 g/person/day for a period of 450 days, which covers nine months of pregnancy and six months of exclusive breastfeeding.

\*\* The SuperCereal Plus ration for children aged 6-23 months is 100 g/child/day for 540 days (18 months).

<b>TABLE 3: TOTAL FOOD AND CASH-BASED TRANSFER REQUIREMENTS AND VALUES</b>		
<b>Food type/cash-based transfers</b>	<b>Total (mt)</b>	<b>Total (USD)</b>
Cereals	4 939	1 901 546
Pulses	1 051	420 468
Mixed and blended foods	4 059	3 072 180
Oil and fats	373	306 139
Others	152	55 519
<b>Total (food)</b>	<b>10 575</b>	<b>5 755 852</b>
Cash-based transfers	0	1 078 800
<b>Total (food and cash-based transfers)</b>	<b>10 575</b>	<b>6 834 652</b>

### **Capacity strengthening including South–South cooperation**

91. The CSP sets out a transition from direct implementation of activities by WFP to the provision of capacity strengthening that enables the Government to take over and implement sustainable, country-led and equitable food security and nutrition programmes.
92. Under strategic outcome 5, in the first year of CSP implementation, in consultation with stakeholders WFP will define a detailed country capacity strengthening strategy (including capacities in addressing gender issues) that identifies the national capacity gaps to be addressed. This plan will build on the country office’s analysis of partnerships, refine the CSP outcomes (including indicators for measuring progress) and set out actions to be carried out or adjusted after the second year of the CSP. The strategy will be described and monitored using the five pathways in the WFP framework for country capacity strengthening<sup>35</sup> in order to facilitate annual progress monitoring.
93. South–South and triangular cooperation including study visits to Nigeria and to WFP’s centres of excellence in Brazil, China and Côte d’Ivoire are planned for senior staff at the national and district levels in the Ministry of Agriculture and Forestry and the Office of National Security. Regional knowledge sharing through workshops and training sessions will be facilitated by the regional bureau and resource persons from other WFP country offices.

### **4.3 Supply chain**

94. Potential supply chain challenges include insufficient availability of commodities in local markets, which would force WFP to import food and thus delay delivery. The poor state of roads, especially during the rainy season, often results in higher transportation costs (sometimes by as much as 200 percent) and causes delays. Inadequate warehousing for last-mile delivery also presents a challenge.
95. WFP will continue to ensure cost efficiency and optimize supply chain capacities, especially in last-mile delivery including through:
  - capacity strengthening for national institutions in all their supply chain functions including planning, sourcing, transportation, storage and distribution (activities 1, 2, 4 and 5);

<sup>35</sup> WFP. 2015. The Design and Implementation of Technical Assistance and Capacity Development: National Self-sufficient Capacity to Respond, Reduce and Rebuild from Crises and Achieve Zero Hunger.

- supply chain services for food and non-food items, particularly for United Nations agencies and government institutions (activity 3); and
  - gender-responsive retail market assessment and development, including the monitoring and supporting of local food availability.
96. WFP will explore opportunities for procuring nutritious food locally and assess the need for technical assistance on the production of locally fortified food, particularly in relation to HGSF. This work will include capacity strengthening to help shape policies and the regulatory frameworks related to rice fortification.

#### **4.4 Country office capacity and profile**

97. Following the scale-down of the EVD emergency response and lower funding prospects, the country office's human resources capacity has been reduced. The staff size will be adapted and staff will receive the training they need for successful implementation of the CSP with an emphasis on competencies related to capacity strengthening, nutrition, gender issues and market-oriented supply chains.
98. Women currently constitute 29 percent of locally recruited personnel. This gender imbalance will be addressed through the implementation of a gender parity action plan during the CSP.
99. WFP will prioritize staff health and wellness including by engaging in joint health promoting activities with other partners in order to create an enabling and supportive workplace.

#### **4.5 Partnerships**

100. In order to implement the planned activities and ensure the greatest impact, WFP will work with line ministries, traditional and non-traditional donor governments, United Nations agencies – particularly the Rome-based agencies – NGOs, civil society organizations, multilateral financial and development institutions, the private sector and academia. Opportunities for South-South cooperation will be explored and strengthened with other developing countries and in partnership with the African Union.
101. As a partner of choice for school feeding, WFP will continue to work closely with the Ministry of Education and other stakeholders on implementation of the school feeding programme, for which a memorandum of understanding is due to be signed.
102. The country office has developed a detailed partnership action plan that gives more details on areas of engagement and will be monitored and updated as the partnership situation evolves. Through sustainable partnerships that are in accordance with government policies and emerging priorities, WFP will ensure systematic and strategic engagement for increased cost-effectiveness.
103. WFP will partner with UNICEF on managing severe acute malnutrition, water, sanitation and hygiene, education, deworming and SBCC; with WHO on policy formulation and maternal health; with UNFPA on the reproductive health of pregnant and lactating women and girls; with FAO on smallholder farmer support and food security and vulnerability assessments; with the International Fund for Agricultural Development on microfinance for women's and young farmers' groups; and with UN-Women to address nutrition issues related to gender-based violence. WFP, FAO and UNICEF have a strong partnership with the SUN network and WFP hosts the REACH Secretariat in Sierra Leone.

## **5. Performance management and evaluation**

### **5.1 Monitoring and evaluation arrangements**

104. WFP will develop a five-year gender-responsive monitoring, review and evaluation plan to assess performance and impact and to ensure learning. Baseline information (with person-related data disaggregated by sex and age) will be collected at the beginning of 2020.
105. WFP will conduct regular monitoring to assess the implementation process and results at the output and outcome levels. Reports from partners and WFP will inform programme decision making. The gender-responsive monitoring, review and evaluation plan will also include a capacity strengthening action plan for WFP staff, partners and government structures involved in monitoring activities.
106. In 2023, the country office will undertake an independent CSP evaluation led by the Office of Evaluation, which will meet accountability and learning needs regarding the overall performance and results of WFP's country portfolio and will inform future programming. A mid-term review of the CSP will be undertaken at the end of 2021 to provide evidence for learning and improve implementation. One decentralized evaluation will be conducted in late 2022 or early 2023 covering school feeding and nutrition, in response to the learning needs of the country office.
107. WFP will train field staff to undertake gender-responsive monitoring and will complete the Gender Scorecard once a year as part of the monitoring and evaluation of the United Nations sustainable development cooperation framework for all United Nations agencies in Sierra Leone. Easy-to-use solutions such as the Open Data Kit for monitoring and mobile data collection and analytics will be used to enhance the efficiency of monitoring, including of school feeding activities. WFP will monitor progress in capacity strengthening annually using mandatory corporate indicators, with baseline information captured through the capacity needs mapping exercise.
108. The country office will strengthen its beneficiary feedback mechanisms, including by making the toll-free hotline more effective and safely accessible to all beneficiaries and non-beneficiaries, especially the most vulnerable (persons with disabilities, households headed by women, and women and girls).
109. The country portfolio budget includes the necessary financial resources for the planned evaluations and the monitoring, review and evaluation plan.

### **5.2 Risk management**

110. Further to its planned support for government capacity strengthening activities (which include training of targeted individuals and institutional strengthening), WFP aims to facilitate a gradual handover of safety net activities such as school feeding. However, insufficient national budgetary support and the limited technical and operational capacities of national authorities are significant risks. WFP will advocate for the mobilization of funds, explore alternative financing solutions with the Government, and develop capacities at all levels.
111. To address contextual risks, including a resurgence of EVD, localized flooding and landslides, WFP has established a comprehensive preparedness and response capability that can be scaled up or down based on the required response. WFP will continue to partner with and provide technical assistance to the national disaster management authorities that lead disaster response efforts in the country.

112. As the CSP shifts WFP's support towards the promotion of sustainable national food and nutrition security systems, outreach to donor partners is essential. WFP will implement a new resource mobilization strategy, with a focus on improved coordination among stakeholders. Where possible, WFP will leverage the technical capacities of government ministries, donor partners and other food security partners in the country.
113. Operational risks include supply chain disruptions due to the inaccessibility of some parts of the country during the rainy season and poor road conditions, challenges in ensuring high quality delivery of programmes with partners, and monitoring constraints due to the high number of distribution sites for the various activities. To improve operational access, WFP is concurrently reviewing its fleet requirements and expanding its network of transporters, including boat operators for riverine areas. WFP is working to assess partner capacity more systematically and provide tailored training based on a gap analysis and findings from distribution monitoring activities. WFP is also updating its country monitoring strategy and will continue to regularly review process monitoring data and related risk indicators.
114. WFP continues to invest in accountability and assurance measures that safeguard its resources against possible cases of fraud and corruption and ensure that issues and incidents can be safely and anonymously reported, including by beneficiaries. A dedicated beneficiary and community feedback mechanism is available, with contact details prominently displayed at all programme delivery sites. Additionally, WFP regularly reviews the status of its internal controls to minimize opportunities for misappropriation of resources.
115. Financial risks, including price volatility for fuel and staple commodities in local markets, are monitored jointly by the Government and WFP. Other risks such as rising inflation are also monitored to inform programme design and ensure delivery to targeted communities with the best cost efficiency

## **6. Resources for results**

### **6.1 Country portfolio budget**

116. The budget required to implement this CSP over its five-year duration is USD 53,256,134; 20 percent of which addresses root causes. Expenditures linked to activities for gender equality and women's empowerment account for 32 percent of the total budget, amounting to USD 17,011,503. Adequate financial resources will be allocated annually to activities that contribute to gender equality outcomes.

**TABLE 4: COUNTRY PORTFOLIO BUDGET (USD)**

Strategic outcome	Year 1	Year 2	Year 3	Year 4	Year 5	Total
1	397 999	391 711	287 022	281 029	181 709	<b>1 539 470</b>
2	9 012 363	8 120 477	5 953 132	6 348 015	1 214 701	<b>30 648 687</b>
3	2 794 301	2 703 506	1 856 893	1 888 162	1 375 962	<b>10 618 823</b>
4	1 728 098	1 426 915	1 563 252	1 245 065	1 294 584	<b>7 257 915</b>
5	794 076	541 361	569 838	526 409	759 556	<b>3 191 240</b>
<b>Total</b>	<b>14 726 838</b>	<b>13 183 969</b>	<b>10 230 136</b>	<b>10 288 679</b>	<b>4 826 511</b>	<b>53 256 134</b>

## 6.2 Resourcing outlook

117. In recent years, the country office has experienced a reduction in its overall donor base in parallel with the shift from humanitarian to development response in Sierra Leone. Donor priorities are shifting towards development-oriented programmes and direct funding for the Government. In view of these changes, enhanced partnerships with development partners (donor governments, international and regional financial institutions, regional and subregional institutions), United Nations agencies, NGOs, academia and the private sector will guide WFP's work in Sierra Leone.
118. For activity 3, the Government is in the process of signing a memorandum of understanding with WFP under which the Government will provide the funding required for this activity. This will drastically reduce the burden that WFP faces in sourcing funding for its school feeding activities in the country.
119. This CSP provides an opportunity for WFP to align with the Government's development priorities in order to forge partnerships and diversify the donor base with traditional and non-traditional donors, including private sector entities and international financial institutions such as the World Bank and the African Development Bank.
120. In the event of funding shortfalls, WFP will prioritize life-saving support and nutrition interventions that target the most vulnerable population groups, including children aged 6-23 months, pregnant and lactating women and girls and other vulnerable women.

## 6.3 Resource mobilization strategy

121. WFP is changing its focus to concentrate on enhanced communication and advocacy aimed at attracting traditional and new donors and will seek to broaden the funding base and strengthen joint fundraising with other organizations, particularly the other Rome-based agencies, through the implementation of a robust partnerships action plan that includes the following components:
- joint United Nations system proposals for leveraging complementary inputs from other partners;
  - increased advocacy aimed at strengthening government engagement and dialogue on food and nutrition security, social protection and early warning response;
  - reinforced coordination with multilateral financial institutions to ensure complementary programming and, where possible, predictable resources; and
  - targeted communication and brand awareness work with donors in Sierra Leone.
122. WFP will strengthen its support for gender equality and women's empowerment by increasing engagement with donors for whom these issues are a priority.



**ANNEX I****LOGICAL FRAMEWORK FOR SIERRA LEONE COUNTRY STRATEGIC PLAN (JANUARY 2020–DECEMBER 2024)****Strategic Goal 1: Support countries to achieve zero hunger****Strategic Objective 1: End hunger by protecting access to food****Strategic Result 1: Everyone has access to food****Strategic outcome 1: Crisis-affected populations in Sierra Leone are able to meet their basic food and nutrition needs during and in the aftermath of crises**Outcome category:  
Maintained/enhanced  
individual and  
household access to  
adequate food

Nutrition sensitive

Focus area:  
crisis response**Assumptions**No shocks disrupt household food security  
Adequate funding is available**Outcome indicators**

Consumption-based coping strategy index (average)

Dietary diversity score

Food consumption score

Food expenditure share

### Activities and outputs

#### 1. Provide food and nutrition assistance to crisis-affected households and support their recovery needs (URT: Unconditional resource transfers to support access to food)

Crisis-affected beneficiaries receive gender-responsive social and behaviour change communication messaging aimed at improving nutrition-related practices

(E: Social and behaviour change communication (SBCC) delivered)

Crisis-affected households receive timely and adequate nutritious food and/or cash-based transfers that meet their basic food and nutrition needs

(A: Resources transferred)

Crisis-affected populations receive timely livelihood support that enables them to recover from crises and increase their resilience to shocks (SR3)

(D: Assets created)

#### Strategic outcome 2: Primary schoolchildren in targeted areas have access to adequate and nutritious food throughout the academic year.

Outcome category:  
maintained/enhanced  
individual and  
household access to  
adequate food

Focus area:  
resilience building

### Assumptions

Food is procured, shipped and delivered on time

Adequate funding is available

### Outcome indicators

Attendance rate

Enrolment rate

Food consumption score

Retention rate/drop-out rate

SABER school feeding national capacity

### Activities and outputs

#### **2. Provide nutritious school feeding to primary schoolchildren and support the implementation of an integrated school feeding programme (activity category 4; modalities: food, capacity-strengthening, cash-based transfers). (SMP: School meal activities)**

Primary schoolchildren (tier 1) receive gender-responsive social and behaviour change communication to enhance their knowledge and practices in nutrition and food security (output category E) (E: Social and behaviour change communication (SBCC) delivered)

Primary schoolchildren (tier 1) receive timely and adequate nutritious school meals that meet their food and nutrition requirements (output category A; linked to activity 1) and support school attendance (SDG 4). (A: Resources transferred)

Schoolchildren (tier 3) benefit from strengthened government capacity to implement the national school feeding programme, which facilitates access to free and good-quality primary education (SDG 4) (N: School feeding provided)

#### **3. Provide assistance to the government-led national school feeding programme (CPA: Service provision and platforms activities)**

Schoolchildren benefit from strengthened government capacity to implement the national school feeding programme, which facilitates access to free and good-quality primary education (SDG 4). (C: Capacity development and technical support provided)

### Strategic Objective 2: Improve nutrition

#### Strategic Result 2: No one suffers from malnutrition

**Strategic outcome 3: Nutritionally vulnerable populations in targeted districts – including children, pregnant and lactating women and adolescent girls – have improved nutrition status in line with national targets by 2025**

Outcome category:  
improved consumption  
of high-quality,  
nutrient-dense foods  
among targeted  
individuals

Nutrition sensitive

Focus area: root causes

**Assumptions**

Food is procured, shipped and delivered on time

Adequate funding is available

Health facilities adequately staffed and trained

**Outcome indicators**

Consumption-based coping strategy index (percentage of households with reduced CSI)

Food consumption score – nutrition

Minimum diet diversity for women (MDD-W)

Proportion of children 6–23 months of age who receive a minimum acceptable diet (MAD)

Proportion of eligible population that participates in programme (coverage)

Proportion of target population that participates in an adequate number of distributions (adherence)

**Activities and outputs****4. Provide comprehensive malnutrition prevention support, including complementary food and nutrition messaging, while strengthening the capacities of peripheral health units and staff in the area of health and nutrition (NPA: Malnutrition prevention activities)**

Targeted beneficiaries, including pregnant and lactating women and girls (tier 1), receive gender-responsive social and behaviour change communications on nutrition that improve maternal, infant and young child nutrition practices (E: Social and behaviour change communication (SBCC) delivered)

Targeted children aged 6–23 months and pregnant and lactating women and girls receive adequate and timely specialized nutritious foods that improve their dietary intake (B: Nutritious foods provided)

Targeted children aged 6–23 months and pregnant and lactating women and girls (tier 1) receive adequate and timely specialized nutritious foods that improve their dietary intake (output category A) (A: Resources transferred)

Vulnerable populations benefit from strengthened capacities of peripheral health units in the area of health and nutrition, which facilitate access to health services (C: Capacity development and technical support provided)

**Strategic Objective 3: Achieve food security****Strategic Result 3: Smallholders have improved food security and nutrition through improved productivity and incomes****Strategic outcome 4: Smallholder farmers and communities in targeted areas have resilient livelihoods that better meet their food security and nutrition needs by 2030**

Outcome category:  
Increased smallholder  
production and sales

Nutrition sensitive

Focus area:  
resilience building

**Assumptions**

No climatic shocks affecting food production

Government and partners providing complementary inputs

Markets are functioning

**Outcome indicators**

Consumption-based coping strategy index (average)

Economic capacity to meet essential needs

Food consumption score

Food consumption score – nutrition

Food expenditure share

Livelihood-based coping strategies (average)

Percentage of targeted smallholder farmers reporting increased production of nutritious crops, disaggregated by sex of smallholder farmer

Proportion of the population in targeted communities reporting benefits from an enhanced livelihood asset base

Rate of smallholder post-harvest losses

Value and volume of smallholder sales through WFP-supported aggregation systems

## Activities and outputs

### 5. Provide integrated resilience building support to smallholder farmers, including farmers' organizations and women's groups (ACL: Asset creation and livelihood support activities)

Community members (tier 2) equitably benefit from productive assets that improve their livelihoods and resilience to natural shocks and climate change (output category D). (D: Assets created)

Smallholder farmers and community members receive conditional food or cash-based transfers to enhance their livelihoods (SR3) (A: Resources transferred)

Smallholder farmers equitably benefit from WFP support in farming techniques, post-harvest value addition and market promotion for home-grown school feeding in order to increase their productivity and incomes (SR3) (F: Purchases from smallholders completed)

Smallholder farmers (tier 1) receive gender-transformative social and behaviour change communications and information that promote the production, purchase and consumption of nutrient-rich food (output category E) (E: Social and behaviour change communication (SBCC) delivered)

## Strategic Goal 2: Partner to support implementation of the SDGs

### Strategic Objective 4: Support SDG implementation

#### Strategic Result 5: Developing countries have strengthened capacity to implement the SDGs

#### Strategic outcome 5: National and subnational institutions have strengthened capacities to manage food security and nutrition programmes by 2024

Outcome category:  
Enhanced capacities of public- and private-sector institutions and systems, including local responders, to identify, target and assist food-insecure and nutritionally vulnerable populations

Focus area:  
Resilience building

**Assumptions**

Government including district level authorities in education and disaster management are engaged.

Technical staff are available

Funding is available

**Outcome indicators**

Emergency preparedness capacity index

Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening

Proportion of targeted sectors and government entities implementing recommendations from national zero hunger strategic reviews

**Activities and outputs****6. Provide support for the strengthening of government capacities in food security and nutrition including in disaster management and response, school feeding, nutrition and social protection (activity category 9; modality: capacity-strengthening) (CSI: Institutional capacity strengthening activities)**

Populations in Sierra Leone benefit from an enhanced national disaster management system that enables them to receive timely assistance from the Government.

(C: Capacity development and technical support provided)

Targeted populations, including schoolchildren (tier 3), benefit from strengthened government capacity in food security, school feeding, nutrition and social protection that enables progress towards zero hunger (output category M) (Strategic Result 5) (M: National coordination mechanisms supported)

**Strategic Goal 1: Support countries to achieve zero hunger****C.1. Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences****Cross-cutting indicators**

C.1.1: Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)

C.1.2: Proportion of activities for which beneficiary feedback is documented, analysed and integrated into programme improvements

**C.2. Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity****Cross-cutting indicators**

C.2.1: Proportion of targeted people receiving assistance without safety challenges

C.2.2: Proportion of targeted people who report that WFP programmes are dignified

C.2.3: Proportion of targeted people having unhindered access to WFP programmes

**C.3. Improved gender equality and women's empowerment among WFP-assisted population****Cross-cutting indicators**

C.3.1: Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality

C.3.2: Proportion of food assistance decision-making entity – committees, boards, teams, etc. – members who are women

C.3.3: Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex and type of activity

**C.4. Targeted communities benefit from WFP programmes in a manner that does not harm the environment****Cross-cutting indicators**

C.4.1: Proportion of activities for which environmental risks have been screened and, as required, mitigation actions identified



## ANNEX II

INDICATIVE COST BREAKDOWN BY STRATEGIC OUTCOME (USD)						
	Strategic Result 1/ SDG Target 2.1	Strategic Result 1/ SDG Target 2.1	Strategic Result 2/ SDG Target 2.2	Strategic Result 2/ SDG Target 2.3	Strategic Result 5/ SDG Target 17.9	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	Strategic outcome 5	
Focus area	Crisis response	Resilience building	Root causes	Resilience building	Resilience building	
Transfers	1 076 679	20 763 522	6 252 576	3 559 847	1 733 070	<b>33 385 693</b>
Implementation	118 112	3 306 567	1 976 891	2 013 549	696 043	<b>8 111 162</b>
Adjusted direct support costs	250 720	4 708 021	1 741 259	1 241 548	567 356	<b>8 508 905</b>
<b>Subtotal</b>	<b>1 445 512</b>	<b>28 778 110</b>	<b>9 970 726</b>	<b>6 814 943</b>	<b>2 996 469</b>	<b>50 005 760</b>
Indirect support costs (6.5 percent)	93 958	1 870 577	648 097	442 971	194 770	<b>3 250 374</b>
<b>Total</b>	<b>1 539 470</b>	<b>30 648 687</b>	<b>10 618 823</b>	<b>7 257 915</b>	<b>3 191 240</b>	<b>53 256 134</b>

**Acronyms used in the document**

CSP	country strategic plan
EVD	Ebola virus disease
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
HGSF	home-grown school feeding
HIV	human immuno-deficiency virus
NGO	non-governmental organization
REACH	Renewed Efforts Against Child Hunger and Undernutrition
SBCC	social and behaviour change communication
SDG	Sustainable Development Goal
SUN	Scaling Up Nutrition
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WHO	World Health Organization