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DRAFT COUNTRY PROGRAMME— SIERRA LEONE 10333.0 (2005–2007)



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NOTE TO THE EXECUTIVE BOARD

This document is submitted for consideration to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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EXECUTIVE SUMMARY

Sierra Leone is at a critical stage of development, having emerged from a war that impeded development, caused massive population displacement and devastated infrastructure. Despite a strong recovery since the end of the civil war in 2002, Sierra Leone still ranks last out of 173 countries assessed in the 2002 United Nations Development Programme Human Development Report. Poverty may be further exacerbated by the spread of HIV/AIDS.

This first generation transitional country programme presents a programme of activities for 2005–2007. It is based upon the United Nations Development Assistance Framework (2004–2007), in support of the national reconstruction of community and household asset bases, recovery of food and agricultural production, improvement of health and education and re-integration of unemployed rural youth. This country programme also covers central issues that have emerged during the preparation of the upcoming Poverty Reduction Strategy Paper (2004–2006), in which WFP has been a participant. WFP rehabilitation efforts will be part of a twin track approach implemented with the International Fund for Agricultural Development and the Food and Agriculture Organization of the United Nations. Transition from emergency relief to recovery and development is not yet complete, so the country programme will be implemented along with the regional West Africa Coastal protracted relief and recovery operation, which will provide food aid to Liberian refugees in camps and remaining Sierra Leonean returnees as required.

The overall objective of the 2005–2007 country programme is to enhance the capability of vulnerable communities and households to meet their food and nutrition needs in a sustainable manner, while addressing gender imbalances and the risk of HIV/AIDS. It especially targets households headed by women, children, the elderly and people affected by HIV/AIDS. The country programme includes three development activities that build on experience gained in the implementation of pilot projects begun in 2003–2004 in which HIV/AIDS awareness, prevention, mitigation and care are fully integrated. The Government of Sierra Leone has assigned priority to economic recovery and the elimination of hunger by 2007. The country programme focuses on three main outcomes:

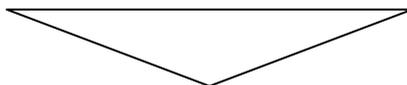
- increased access to basic education and improved attendance and retention rates of children, particularly girls;
- improved nutrition and health of vulnerable groups, including people living with AIDS; and
- enhanced capacity of poor food-insecure households and communities to rehabilitate, create and maintain assets.



In accordance with Board decision 1999/EB.A/2, WFP focuses its development activities on five strategic objectives. This country programme addresses three of these objectives: (i) to enable young children, adolescent girls and pregnant and lactating women to meet their special nutritional and nutrition-related health needs; (ii) to enable poor households to invest in human capital through education and training; and (iii) to make it possible for poor families to gain and preserve assets. It also addresses three of the five Strategic Priorities adopted by WFP in its Strategic Plan 2004–2007, namely Strategic Priority 2: protect livelihoods in crisis situations and enhance resilience to shocks, Strategic Priority 3: support the improved nutrition and health status of children, mothers and other vulnerable people, and Strategic Priority 4: support access to education and reduce gender disparity in access to education and skills training. The country programme is also in line with the WFP Gender Policy (2003–2007), particularly its Enhanced Commitments to Women I: nutrition, II: education and III: asset creation.

WFP assistance will target 302,000 beneficiaries per year, of whom 60 percent will be women. It will be concentrated in the areas of highest vulnerability and acute food insecurity with high rates of malnutrition, war-inflicted damage to social infrastructure and household asset base, and low girls' primary school enrolment and retention. The June 2003 WFP vulnerability analysis and mapping survey has indicated that these areas are in the Kambia, Koinadugu, Tonkolili, Kailahun and Bonthe districts.

DRAFT DECISION*



The Board endorses the draft country programme for Sierra Leone 10333.0 (2005–2007) (WFP/EB.2/2004/3/2), for which the food requirement is 34,518 mt at a cost of US\$20.6 million, representing all basic direct operational costs; 4 percent of the food resources will be targeted to people living with HIV/AIDS.

* 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.



SITUATION ANALYSIS

1. Sierra Leone is a least-developed country with a population of 5 million, of whom 65 percent live in rural areas and are engaged in agriculture. The country is endowed with mineral resources, rich marine fisheries and abundant fresh water resources. It is now emerging from a brutal, decade-long conflict that has devastated the national economy and led to large-scale social disruption. It now has the lowest Human Development Index (HDI) rank¹ in the world. The 2000 per capita gross domestic product was estimated by the World Bank at US\$140, one third of the 1970 level. Delivery of basic social services has been dramatically curtailed. More than 20,000 people were killed, thousands were maimed and over 2 million people were displaced; 500,000 of them fled to neighbouring countries. The war has severely impacted women and girls, who have suffered from physical and mental violations, abductions, slavery and rape; they suffer tremendously from psycho-social trauma.
2. There has been little reliable data on food security at the national level, although WFP and the Food and Agriculture Organization of the United Nations (FAO) are currently working with the Government to set up a National Food Security Monitoring System. Most available data rest on the WFP vulnerability analysis and mapping (VAM) survey² conducted last year, which found that Bonthe, Koinadugu and Tonkolili are the most food-insecure districts, followed by Kambia, Pujehon, Kailahun and Kono. They have a high risk of continued chronic malnutrition, an extended hunger gap, low use of health facilities and little access to safe drinking water. In the past, food insecurity has been transient, caused by floods or other natural disasters. But the agriculture, fisheries and mining sectors were badly damaged by this conflict, reducing national revenue earning capacity. Food insecurity, particularly in the North and East of the country, is a direct impact of the 11-year civil war.
3. The health situation of the population deteriorated during the civil war; life expectancy at birth in Sierra Leone is reported at 38.9 years. The progress made in reducing mortality rates during the period between 1970 and 1989 has not been sustained. Estimates suggest that infant mortality between 1989 and 2000 has risen from 153 to 170 out of 1,000 live births and under-5 mortality has risen from 258 to 286 out of 1,000 live births.³ Maternal mortality is estimated at 1,800 out of 10,000.⁴ These mortality rates are among the highest in the world. Malnutrition is the cause of 46 percent of child deaths.⁵ Stunting and wasting among children under 5 in Sierra Leone are strongly associated with morbidity and poor care practices. According to the 2000 Government household survey, MICS-II, 27 percent of children under 5 are underweight; 34 percent are stunted and 10 percent are wasted. The VAM study found 23 percent to be underweight, 41 percent stunted and 5 percent wasted.

¹ The HDI does not include all countries in the world, particularly several of the poorest, such as Somalia and Liberia.

² Rural Food Security, Livelihoods and Nutrition Survey and Household Food Security Profiles, VAM/WFP, June 2003.

³ The Status of Women and Children in Sierra Leone, Government of Sierra Leone, November 2000, known as MICS 2000.

⁴ NRS, 2003. The maternal mortality rate is based on MICSII data instead of a larger sample. The actual rate, and major causes, are not known.

⁵ Sierra Leone: Investing in Nutrition to Reduce Poverty, Freetown, April 26, 2002.



4. The dislocation of people and separation of families caused by the civil war have also provided opportunities for the spread of HIV/AIDS. The national sero-prevalence rate is now estimated at 0.9 percent by the United States centres for disease control and prevention (CDCs)⁶ and 7 percent by the World Health Organization (WHO). By the lowest estimate, there are at least 45,000 people living with HIV/AIDS; women age 15 to 24 are the hardest hit.
5. The conflict has also severely affected the education sector. According to the National Recovery Strategy (NRS) 2002–2003, the education system lacks the capacity to absorb all children in each age cohort. In the 10–14 year age cohort, 500,000 children, mostly internally displaced persons (IDPs), refugees and ex-combatants, have missed several years of schooling, leading to increased illiteracy and a decline in gross primary enrolment rates. The adult literacy rate is 31.4 percent, only 18.2 for women and 45.4 percent for men. A significant gender imbalance remains at the primary education level: during 2000–2001, the enrolment rate was 59 percent for boys and 41 percent for girls.
6. The agricultural sector was impacted by war: many farms and rural areas were abandoned and villages were burned and looted. Abandoned farms reverted to bush, mangrove reclaimed considerable areas of lowland rice and tree crops were swallowed by re-growth of secondary forest. Installations useful to the rural population were also destroyed, such as rice mills, wells, rice stores, palm oil processing units and market places. Almost the entire livestock population was lost. As men left rural areas, the burden of agricultural work on women increased. In response to these challenges, the Government has prepared a Medium Term Agricultural Strategy (2004–2007), which recognizes the role of food aid.
7. The Poverty Reduction Strategy Paper (PRSP), still in preparation, will address the immediate challenges of the transition from war to peace, mainly through external funding. Among the priorities are: (i) expanding access of the poor to health, education and markets; (ii) accelerating economic recovery and growth by creating a framework conducive to private-sector development; (iii) resurrecting and developing agriculture; (iv) developing mineral resources; (v) improving financial intermediation; (vi) modernizing infrastructure; and (vii) improving governance through restoration of decentralized Government and service delivery systems. World Bank support to the health sector foresees substantial investments under the World Bank Health Sector Reconstruction and Development Project; the Asian Development Bank/World Bank-funded Rehabilitation of Basic Education Project (REBEP) will provide support to the education sector.
8. In May 2002, the President assigned first priority to the elimination of hunger by 2007. In the light of this national goal and based on the interim PRSP and the NRS, the United Nations country team has identified in the United Nations Development Assistance Framework (UNDAF) “a balanced set of actions, aimed at assisting those who have suffered most during the conflict while also directing attention to deep-seated challenges in four inter-related and mutually reinforcing areas: poverty reduction and reintegration; human rights and reconciliation; good governance, peace and security; and economic recovery”.
9. The Government gives priority to measures such as community-based support, restoration of livelihoods, and rebuilding local economies and infrastructure to encourage the permanent return of IDPs and refugees and their reintegration, together with the large

⁶ HIV/AIDS Sero-prevalence and Behaviour Risk Factor Survey in Sierra Leone. United States Centres for Disease Control and Prevention, Atlanta, GA 2002.



population of unemployed young people, into communities in their places of origin. Community-based initiatives for recovery and reintegration are an integral part of poverty alleviation efforts.

Past Cooperation and Lessons Learned

10. During the last decade, WFP food assistance to Sierra Leone has been provided in an emergency context. Under the regional protracted relief and recovery operation (PRRO), 29,359 mt of food assistance is allocated in 2004 for 275,000 beneficiaries in Sierra Leone. The PRRO has two components. The relief component – 82 percent – consists of emergency response through a full general ration, therapeutic and supplementary feeding and preventive mother-and-child health (MCH) interventions. The recovery component – 18 percent – consists of rehabilitation responses through safety-net programmes such as emergency school feeding (ESF), food for assets (FFA), food for training (FFT) and institutional feeding for malnourished people.
11. WFP assistance to MCH activities in Sierra Leone, which started in 1995, has been provided until now in the context of the regional PRRO. Activities have been carried out on an emergency-response basis at the request of the Ministry of Health and Sanitation and non-governmental organizations (NGOs). In March 2003, a joint WFP/WHO/ Ministry of Health mission confirmed the feasibility of a shift from a curative approach to a preventive approach that integrates WFP food assistance with complementary activities supported by donors, United Nations agencies, NGOs and community-based organizations (CBOs) to improve health and nutrition services. An 18-month pilot quick-action project was formulated to start in early 2004.
12. WFP support to the education sector was initiated in 1991 with a development project that provided food assistance to children in primary schools and selected secondary boarding schools in the Port Loko, Kenema and Moyamba districts. During the civil war, this assistance was channelled through the ESF component of the regional PRROs. A WFP/United Nations Educational, Scientific and Cultural organization (UNESCO) appraisal mission in November 2002 reviewed the ESF programme and formulated a successor pilot development project covering 2003 to 2005. The mission recognized that quality issues affecting education such as the improvement of school infrastructure, the provision of educational materials and in-service training to upgrade under-qualified teachers were impacted by the war. As a result, the objectives and implementation strategy of WFP support to basic education need to be adapted to the pace of implementation of the REBEP.
13. The food-for-work (FFW) component of the PRRO, also started in 1991, was used to provide a complementary incentive for rural communities to undertake infrastructure construction and promote increased agricultural production. As the war intensified, the focus was shifted to address its effects. The component was split into FFW, to support the rehabilitation or restoration of damaged community infrastructure, and food for agriculture, to help returnees recommence rice farming; FAO and NGOs contributed rice seeds and tools.
14. FFT projects support 16,000 youths and women in 72 institutions in the Bo, Kenema, Kailahun, Port Loko and Tonkolili districts, providing vocational training and income-generating activities including metalwork, tailoring, carpentry, masonry, cloth dyeing and motor mechanics. According to a WFP self-evaluation carried out in August and September 2003, FFT has been successful in ensuring that training was received, but women and young people who had received training lacked the prospect of sustainable livelihoods. Beneficiaries are heavily dependent on procurement of raw materials and



know-how by NGOs and the provision of food by WFP. They also lack the awareness, basic infrastructure, support networks and access to micro-credit needed for independent activities.

15. These findings underscore the need for WFP to seek collaboration with agencies that will provide young people and women's groups with start-up inputs, leadership skills and access to micro-credit for farming and income-generating activities pursuant to Enhanced Commitments to Women (ECW) III. The commitment of bilateral agencies and major NGOs is essential to secure the provision of non-food items and other complementary resources, including training in HIV/AIDS awareness. These are necessary for effective implementation of WFP-assisted activities and for shifting the focus of food assistance from emergency to development activities supporting IDPs, returnees, women and unemployed young people. Advocacy is required to secure support for using food aid to help vulnerable people to build their own assets and to promote the understanding that households and societies benefit when women are well nourished, educated and skilled, as stated in ECW VII.

Strategic Focus of the Country Programme

16. In the context of the UNDAF strategy, WFP's mission in Sierra Leone is to help vulnerable people to reduce their acute hunger, reconstitute their asset base and regain sustainable livelihoods in order to eliminate hunger by 2007. This transitional country programme (2005–2007) was formulated by an FAO/WHO/UNESCO multi-sectoral appraisal mission in November 2003. Its goal is to enhance the capability of hungry poor households, especially those headed by women and affected by HIV/AIDS, to meet their food and nutrition needs on a sustainable basis and withstand economic shocks; gender imbalances and HIV/AIDS are addressed. This goal is consistent with the twin-track approach adopted by FAO, the International Fund for Agricultural Development (IFAD) and WFP for tackling hunger and reducing poverty, which combines social safety-nets with measures to enhance productivity and promote employment for the poorest people.
17. The transition from relief to recovery and development is not yet complete, so the country programme will give priority to a range of social services and activities supporting the rehabilitation of socio-economic infrastructure, food and agricultural production and the re-integration of unemployed rural youth. It will be implemented along with the regional West Africa Coastal PRRO providing food aid to Liberian refugees and returnees. The intended outcomes of the country programme are:
 - increased access to basic education, and improved attendance and retention rates of children, particularly girls;
 - improved nutrition and health status of vulnerable groups, including people living with HIV/AIDS (PLWHA); and
 - enhanced capacity of poor food-insecure households and communities to rehabilitate, create, and maintain assets.

An overview of these programme objectives and outcomes is in the Results and Resources Framework in Annex II.

18. In pursuing these objectives, WFP will focus on the following areas:
 - support for increased household investment in primary and adult education;
 - improved nutrition of pregnant and lactating women and severely malnourished children;



- increased capability of mothers and caregivers in the most food insecure communities to feed and care for their children;
- increased nutritional support to PLWHA; and
- enhanced capacity of households and communities to restore, rehabilitate, create and maintain assets that provide secure and sustainable livelihoods.

To achieve these goals, WFP will adopt a holistic approach to ensure gender mainstreaming and link HIV/AIDS awareness training to primary and adult education, mother-and-child health and nutrition (MCHN) and health training activities, and asset creation and livelihood restoration activities.

19. This country programme will be carried out in the framework of three core activities, in which WFP food resources will be combined with non-food resources. These are: (i) support for basic education (SBE); (ii) integrated MCHN, including support for HIV/AIDS prevention, mitigation and care; and (iii) food for recovery and development (FRD). Details on the beneficiary coverage, food requirements and ration size are in Annex I.
20. The country programme contributes to seven of the eight Millennium Development Goals (MDGs). The focus is on MDG1 — eradicate extreme poverty and hunger, MDG2 — achieve universal primary education, MDG3 — promote gender equality and empower women, MDG4 — reduce child mortality and MDG5 — improve maternal health. It also contributes to MDG6 — combat HIV/AIDS, malaria and other diseases, and MDG7 — ensure environmental sustainability. The country programme is consistent with the initiatives proposed in the New Partnership for Africa's Development (NEPAD) and has been formulated in collaboration with the Ministry of Development and Economic Planning and other ministries. A dialogue among the Government, NGOs and the donor community partners has determined the content of the programme areas. This country programme conforms to WFP's corporate priorities articulated in the Enabling Development Policy and the Strategic Plan 2004–2007. Strategic Priority (SP) 2 is addressed by the FRD activity; SP3 by the MCHN activity and SP4 by the SBE activity. The country programme also addresses the ECWs as relevant to its basic activities, particularly ECW I on nutrition, ECW II on education and ECW III on asset creation.
21. The targeting of country programme activities is based on the WFP VAM survey of June 2003⁷ and the Chiefdom Vulnerability Assessment (CVA),⁸ carried out from June to September 2002 by the Ministry of Agriculture, Forestry and Food Security and FAO. WFP assistance will target 302,000 food-insecure people per year, 60 percent of whom are women, in Kambia, Koinadugu, Tonkolili, Kailahun and Bonthe (see map in Annex IV). In these districts, food insecurity and malnutrition are particularly severe. Limited local resources have been affected by the devastation of socio-economic infrastructure and household assets and the large refugee, IDP and returnee population. WFP assistance could be extended to Kenema and Pujehun in the subsequent country programme as activities are phased out in the districts mentioned above.
22. Both surveys confirmed that the burden of poverty falls disproportionately on women and young people. The beneficiary target groups in these areas are adolescents, pregnant and lactating women, malnourished children, PLWA, households headed by women, unemployed and illiterate young people and school children. The three mutually

⁷ Rural Food Security, Livelihoods and Nutrition Survey and Household Food Security Profiles, VAM/WFP June 2003.

⁸ Sierra Leone Chiefdom Vulnerability Assessment, FAO, 2002



reinforcing activities will support the target population and enable them to overcome the need for food aid in the shortest time possible.

Basic Activity 1: Support for Basic Education

23. The national challenges in education and youth policy are to ensure the supply of resources such as school buildings, qualified teachers, teaching materials, equipment and furniture, while increasing the enrolment and retention of girls in primary school and beyond. Another challenge is to reduce the number of young people who have missed schooling because of the war by providing them with a basic education and skills for sustainable livelihoods. The SBE activity will have a two-fold objective: (i) facilitate access to primary school, especially for girls in upper grades, through provision of a take-home food ration, and stabilize attendance in districts that have damaged educational infrastructure, especially Kailahun, Kambia, Koinadugu, and Tonkolili; and (ii) support the provision of non-formal basic education to out-of-school and over-age children. Both objectives will be pursued in coordination with the REBEP to (see paragraph 12).
24. The SBE activity will benefit 161,500 pupils per year in public primary and Complementary Rapid Education for Primary Schools (CREPS) schools, in addition to 33,250 out-of-school and over-age children in non-formal basic education programmes. In addition, 23,750 girls in grades 4 to 6 will receive monthly take-home rations, based on 80 percent attendance, as an incentive to prevent them from dropping of primary school. A school-based de-worming programme will be continued in collaboration with UNICEF. SBE will assist children enrolled in non-formal primary and vocational education to complete training and acquire skills through provision of food aid in collaboration with other United Nations agencies, NGOs and CBOs; it will also ensure that partners undertake HIV/AIDS prevention programmes in WFP-supported schools, communities and FFT sites. WFP food aid will help to defuse what has been officially designated a “ticking time bomb” — the large number of illiterate unemployed young people.
25. Only two of the districts targeted by the pilot school feeding project — Kambia and Tonkolili — are covered in the country programme. The other four districts — Bo, Kenema, Kono and Port-Loko — were found to have moderate to low food insecurity by WFP’s VAM survey and the CVA. This is because the country programme attaches more weight to vulnerability than accessibility for food delivery, which was a major consideration in the targeting for the pilot project. The pilot project will terminate in August 2005 and be rolled over into the country programme. The SBE activity will be reappraised in early 2005 and readjusted to incorporate the experience of the pilot project.

Basic Activity 2: Integrated Mother-and-Child Health and Nutrition (MCHN)

26. The MCHN activity will be part of a comprehensive programme to reduce maternal and early childhood mortality associated with malnutrition. The activities planned will contribute to strengthening capability for providing nutrition services at the district level and health and nutrition education programmes at the clinic and community levels. WFP food will be complemented by other activities carried out by the Ministry of Health in partnership with WFP, UNICEF and NGOs with technical support from WHO. In the Bonthe, Koinadugu and Tonkolili districts, where lack of access to nutritious food is a major contributor to malnutrition, all pregnant (from the second trimester) and lactating women with children under 2 will be targeted for supplementary feeding combined with a de-worming programme in collaboration with WHO to reduce malnutrition, pursuant to ECW I. WFP will continue to support supplementary feeding of malnourished children in



other districts, but phase out clinic-based supplementary feeding in favour of community-based nutrition programmes supported by United Nations agencies and international NGOs.

27. The annual caseload is estimated at 77,520 beneficiaries, including 13,680 pregnant and 41,040 lactating women,⁹ and 22,800 moderately malnourished children. Distribution of a fortified premix will be part of an integrated antenatal and under-5 care campaign. In all three districts, partners will pool resources for capacity-building and strengthening of health and nutrition education, including HIV/AIDS awareness. Beneficiaries will also be encouraged to take advantage of the voluntary counselling and testing for HIV/AIDS, to be established by the Government at regional health centres. Women will be advised to participate in the prevention of mother-to-child transmission programmes, where available. WFP food will serve as an incentive for beneficiaries to use the services offered and to benefit from the training. Supplementary feeding of acutely malnourished children between 2 and 5 will be integrated into the programme through strengthened under-5 outreach care by MCH clinics and community-based growth promotion programmes supported by NGOs. The pilot project will terminate in June 2005 and be rolled over into the country programme. The MCHN activity will be reappraised in early 2005 and readjusted to incorporate the experience of the pilot project.
28. In addition to the MCHN activity, the country office will address the nutritional requirements of people living with AIDS: 4 percent of the programmed food resources under the country programme, 1,348 mt of commodities, will be targeted to PLWA in the five target districts; the individual daily ration will provide 2,100 kcal. This nutritional support will target about 2,200 PLWHA per year. Selection of the beneficiary caseloads, to be carried out in conjunction with the Government, will be based on established locations of affected people or through the use of proxy indicators such as tuberculosis (TB) caseloads. The country office will work with the World Bank on HIV/AIDS education activities. With the anticipated increase in the number of NGOs and heightened NGO capacity to work on HIV/AIDS issues, the potential for collaboration on additional HIV/AIDS activities such as voluntary counselling and testing may be explored.

Basic Activity 3: Food for Recovery and Development

29. The FRD activity will be implemented in the Kailahun, Kambia, Koinadugu and Tonkolili districts, which were the most ravaged by the civil war. They have high levels of food insecurity and the largest caseload of returnees and unemployed young people. It will target 4,900 vulnerable households and 24,500 beneficiaries per year with FFA; another 3,030 beneficiaries will be targeted by adult literacy schemes. Both components will include HIV/AIDS awareness and sensitization activities. Throughout the process, special attention will be given to ensuring women's representation and participation in decision-making so that their needs are reflected in asset-creation for their benefit.
30. WFP will work closely with the IFAD-funded Rehabilitation and Community based Poverty Reduction Project (RCPRP), which will run from 2005 to 2009, with US\$13.8 million in funding. This project makes explicit provision for cooperation with WFP on FFA and FFT activities. It is designed as an integrated response towards rehabilitating essential services and restoring basic production capacity to pre-war levels in

⁹This number is based on the estimated percentage of pregnant women in the second and third trimester of pregnancy and the number of lactating women with children under 2 in each district. Numbers have been calculated as follows: pregnant beneficiaries: $2/3 \times 5.1$ percent (estimated prevalence) = 3.4 percent of the population. Maximum number of lactating women with children under 2: 4×3.4 percent = 13.6 percent. Because of gradual phasing in and out, the estimated caseload will be 3×3.4 percent = 10.2 percent.



Bo, Kailahun, Kono and Tonkolili. Its components include: (i) provision of adult literacy training for 20,000 rural women and young people; (ii) capacity-building for facilitators and community groups; (iii) rehabilitation of feeder roads; (iv) development of community infrastructure; and (v) rehabilitation and expansion of small-scale irrigation.

31. WFP food aid will be used in conjunction with non-food inputs and community mobilization, technical support and supervision provided under the RCPRP. FFA activities are planned in support of tree-crop rehabilitation with MAFFS, World Vision International (WVI) and FAO. The repair and maintenance of feeder roads is planned with the Sierra Leone Roads Authority, the European Commission and the United Nations Development Programme (UNDP) in the Bonthe, Kailahun, Kambia and Koinadugu districts within projects awaiting approval. FRD will also collaborate with the Consortium for Rehabilitation and Development (CORAD), composed of Africare, the Cooperative for Assistance and Relief Everywhere (CARE), Catholic Relief Services (CRS) and WVI, which proposes a three-year transition assistance programme beginning in 2004 in support of recovery from the war by focusing on restoring livelihoods and improving the health and nutrition status of rural households in 31 chiefdoms in Bonthe, Tonkolili, Kono, Koinadugu and Kailahun.
32. It is expected that national recovery will be further advanced by the end of the country programme; the role of food aid in creating an enabling environment for reconstituting household assets and restoring rural livelihoods would then be less important. The focus of WFP food aid could then be shifted more towards social safety-nets, leaving activities linked to rehabilitation and food production to the donors, United Nations technical agencies and international financial institutions.

Implementation Strategy

33. Government implementation capability is extremely weak: ministries have been scarred by the war, their staffs decimated, their facilities and logistic capability largely destroyed and recurrent expenditure budgets substantially reduced. The Government is currently downsizing the centralized public administration and decentralizing government operations to the district, chiefdom and village levels, with donor support and UNDP technical assistance. NGOs and CBOs will therefore play a major role in implementing country programme activities during the transitional period and probably for some time to come.
34. WFP will seek to develop partnerships with CORAD in programmes for improving health and re-establishing livelihoods. At the time of writing, all other international NGOs were still operating on an emergency-relief basis and were unable to predict their funding and activities beyond June 2004. WFP will continue to seek partnerships with the remaining organizations that have the required capability and that are operating in areas covered by the country programme.
35. The country programme will be implemented through a participatory approach, with emphasis on community management and evaluation of activities, as in ongoing projects. FRD will be based on community requests and identification of interventions. SBE will be carried out only in schools with Parent-Teacher Associations committed to participating in implementation. There will be major emphasis on community-based nutrition activities to address the problem of recurrent malnutrition among children. Partners providing community participation training for women who take part in food distribution and asset-creation committees will be identified in all these activities.
36. A country programme steering committee will be created under the chairmanship of the Ministry of Development and Planning and will include representatives from the ministries of health, education, agriculture, local government, the National Commission for Social



Action (NACSA), SLRA, WFP and implementing partners; donors will also be invited to participate. The committee will meet every six months to direct overall policy, coordinate the mobilization of internal and external resources and advocate for integration of the country programme into the national development framework. A country programme action plan will be signed between WFP and the Ministry of Development and Economic Planning; annual work plans will be signed with ministries responsible for implementation of the activities.

37. At the project level there will be quarterly project-review meetings as part of the management process, attended by WFP and implementing ministries and chaired alternately by a minister or his representative and the WFP representative; donors will also be invited. The meetings will review progress and resolve or discuss related policy issues.
38. At the district level, each participating ministry will designate a district officer to be responsible for management of the project, including monitoring and reporting. WFP food aid monitors will also provide on-the-spot training for government counterpart staff. Regular meetings will be held between the district officers and WFP field staff.
39. The WFP country office will provide experienced professionals in public health, nutrition, education and rural development to work with technical ministries in activity planning, coordination and monitoring. Counterpart staff will be trained in monitoring and reporting; additional training in cross-cutting issues such as gender and the impact of HIV/AIDS on development will be conducted for WFP staff and partners. The country programme will work through the decentralized HIV/AIDS committees established at the district and chiefdom levels.

Programme Management, Monitoring and Evaluation

40. During the review and approval processes for this country programme, consultations were held with ministries, the national HIV/AIDS secretariat, United Nations agencies and NGOs to prioritize activities and areas for implementation. In line with the WFP/EB.A/2002/5-C policy directive, a results-based monitoring and evaluation (M&E) system will be developed to enable WFP Sierra Leone to fulfil its mandate and commitments in management, performance measurement, accountability, learning and advocacy.
41. The move from relief to development has operational, organizational and human resource implications for WFP Sierra Leone: FRD requires more programming inputs than emergency food aid. The launch of the country programme will therefore be preceded by staff training in its objectives, social implications and mode of implementation to enable WFP staff to interact with stakeholders such as beneficiary communities, implementing partners, CBOs, chiefs, counterparts and local administrators.
42. The country office will therefore require additional professional and support staff and will seek the services of the United Nations Volunteer (UNV) and Junior Professional Officer (JPO) programmes. Effective programme implementation will require training in results-based M&E, WFP environmental guidelines and sustainable livelihoods approaches, logical framework analysis, gender-sensitive participatory methods, administration and finance procedures, systems applications and procedures and basic emergency management.
43. In moving towards results-based monitoring, WFP will track the achievement of country programme objectives, intended benefits and outcomes. Realistic and time-bound indicators have been developed at different levels of each activity in the logical framework



to report on progress. Counterparts and communities will be expected to report on identified indicators.

44. To establish a common framework for setting priorities and outcome targets, joint baseline surveys of nutrition, education and rural livelihoods and infrastructures will be carried out by WFP with government ministries, United Nations agencies and NGOs.
45. Food-security indicators collected through WFP/FAO and government information systems will be used throughout the country programme to decide when to enter a new area and when to exit from areas under implementation. Activity-specific indicators such as enrolment rates for the education activity will be used as exit strategies.
46. Efforts will be made to enhance NGO collaboration in identifying, implementing, monitoring and supervising activities. NGOs will provide important technical support and training in FRD and MCHN activities to ensure successful implementation. Partnerships will be developed with national NGOs for advocacy and local monitoring of asset rebuilding, health and education activities in support of results-based monitoring.
47. The mid-term evaluation of activities will be undertaken in 2006, in collaboration with partners and the WFP regional bureau to assess the effectiveness of the country programme in meeting the intended outcomes. A follow-up study of the 2004 ECW baselines will be undertaken in 2006 to indicate achievements with regard to ECW targets.
48. Donor representatives will be encouraged to participate in the annual reviews; visits will be arranged to show them the activities of the country programme.



ANNEX I.A

BENEFICIARY COVERAGE BY ACTIVITY AND FOOD ALLOCATION				
Country programme activity	Total quantity of commodities (mt)	Distribution by activity (%)¹	Number of beneficiaries men/women/total (annual average)	% of women beneficiaries
Activity 1: SBE	22 218	64	194 750	50
Activity 2: a) Integrated MCHN b) PLWHA	5 953 1 348	22	77 520 2 200	
Subtotal	7 301		79 720	70
Activity 3: FRD²	4 999	14	27 530	60
Total	34 518	100	302 000	

¹ Commodities allocated to each activity as percentage of total commodities.

² Includes 73,500 and 9,090 beneficiaries of FFA and adult literacy programmes (FFA component based on family ration equivalent to 5 individual rations).



ANNEX I.B

COMMODITY TYPE AND RATION SIZE			
Country programme activity	Type of food commodities (name)	Individual ration size per person per day (g)	Nutritional content (kcal, % kcal from protein)
Activity 1:			
Activity 1a: school feeding	Cereals	100	630
	Pulses	30	
	Vegetable oil	20	
	Salt	5	
Activity 1b: girls' incentive scheme	Pulses	2 500*	875
Activity 1c: non-formal (vocational)	Cereals	200	1 122
	Pulses	60	
	Vegetable oil	25	
Activity 2:			
Activity 2a: pregnant women	Blended food	150	750
	Vegetable oil	15	
	Sugar	12	
Activity 2b: lactating mothers and children under 2	Blended food	150	750
	Vegetable oil	15	
	Sugar	12	
Activity 2c: Supplementary feeding for children under 5	Blended food	250	1 250
	Vegetable oil	25	
	Sugar	20	
Activity 2d: PLWHA	Cereals	450	2 100
	Vegetable oil	30	
	Pulses	50	
	Blended food	25	
	Salt	5	
Activity 3:			
Activity 3a: FFA	Cereals	2 000	12 708
	Pulses	400	
	Vegetable oil	125	
Activity 3b: adult literacy	Cereals	200	1 122
	Pulses	60	
	Vegetable oil	25	

*per month



ANNEX II: MATRIX OF RESULTS AND RESOURCES OF THE COUNTRY PROGRAMME ESTABLISHED FOR SIERRA LEONE 10333.0 (2005–2007)			
Results-hierarchy	Performance indicators	Assumptions and risks	Resources required
Goal at national level: Substantial reduction of poverty levels in Sierra Leone, through measures that eliminate hunger by 2007 and increase the capacities and opportunities for all Sierra Leoneans	National-level impact indicators Percentage of population below poverty line (US\$1per day). Level of agricultural incomes		
UNDAF outcomes	UNDAF outcome indicators		
1. Increased access to employment and income-generation opportunities for poor people	1. Percentage of population below poverty line (US\$1per day)		
2. Strengthened capacity and systems for poverty monitoring	2. Annual reporting of poverty-related data and MDGs.		
3. Increased access to quality social services, including shelter	3.1. HIV prevalence rate nationwide 3.2. Awareness rate of HIV/AIDS (% of women 15–49 with sufficient knowledge of HIV/AIDS transmission) 3.3. TB prevalence rate 3.4. Maternal mortality rate 3.5. Under-5 mortality rate 3.6. Infant mortality rate 3.7. Full immunization coverage 3.8. Tetanus toxoid immunization coverage 3.9. Vitamin A, iodine deficiency and anaemia 3.10. Primary school enrolment ratios (GER, NER). 3.11. % of people with access to safe water and sanitation 3.12. Number of homeless IDPs/returnees and refugees in camps in need of local reintegration		
4. Increased food production, household food security and farm incomes	4.1. Percentage of rural population accessing at least 90% of daily kcal intake 4.2. Annual rice production (mt) 4.3. Km of functioning feeder roads (cumulative length of km of feeder roads rehabilitated) 4.4. Number of functional markets and storage sites		





ANNEX II: MATRIX OF RESULTS AND RESOURCES OF THE COUNTRY PROGRAMME ESTABLISHED FOR SIERRA LEONE 10333.0 (2005–2007)

WFP country programme outcomes	WFP country programme outcome indicators	Assumptions and risks	Resources required
<p>1. Increased access to primary level education and improved attendance and retention rates of children, particularly girls</p>	<p>1.1. Increased enrolment rates at targeted schools, by gender 1.2. Increased attendance rate at targeted schools, by gender 1.3. Increased retention rates by school, by gender</p>	<p>Government and WFP have framework for country programme management that facilitates integration among activities and related national development activities Ability of Government and partners to provide complementary resources to match WFP's food National education strategies and priorities maintained</p>	<p>SBE activity: Outcome 1 – US\$12,970,318*</p>
<p>2. Improved nutritional and health status of vulnerable groups, including PLWA.</p>	<p>2.1. Reduced malnutrition rates of children under 5, pregnant and lactating women (reference to baseline assessment) 2.2. Increased awareness, knowledge and skills in health and nutrition, HIV/AIDS and income-generation by service providers, care-givers and beneficiaries</p>	<p>Government commitment to reduce malnutrition and HIV/AIDS rates continues to be a national priority</p>	<p>MCHN and PLWA activity: Outcome 2 – US\$4,625,996*</p>
<p>3. Enhanced capacity of poor food-insecure households to rehabilitate, create and maintain assets, and improved access of poor households to skill and literacy training, especially for women.</p>	<p>3.1. Increased enrolment, attendance and graduate rates, particularly of women, at skill-training institutions measured against baseline</p>	<p>Government policies and regulations facilitate economic activity Households, communities and service providers will apply the acquired knowledge and skills to sustain the activity</p>	<p>FRD: Outcome 3 – US\$3,012,029*</p>

ANNEX II: MATRIX OF RESULTS AND RESOURCES OF THE COUNTRY PROGRAMME ESTABLISHED FOR SIERRA LEONE 10333.0 (2005–2007)

Main outputs	Output indicators	Assumptions and risks	Resources required
1.1. 161,500 public primary and CREPS schoolchildren and 33,250 out-of-school and over-age children in non-formal basic education programmes per annum received daily school meals.	1.1.1. Number of beneficiaries by gender 1.1.2. Quantity and quality of food distributed 1.1.3. Timeliness of food delivery 1.1.4. Quantity and type of non-food items provided	Improved physical access to delivered food Selected implementing partners perform assigned tasks efficiently Availability of qualified government personnel for project implementation Communities able to assume their responsibility in line with requirements of the school feeding intervention	Monitoring plan with detailed budget to be prepared by the country office.
1.2. 23,750 girls per year in grades 4–6 received monthly take-home rations	1.2.1. Number of girls receiving take-home rations 1.2.2. Quantity and quality of food distributed 1.2.3. Timeliness of food delivery		
2.1. 77,520 targeted beneficiaries per annum receive food under the MCH programme	2.1.1. No. of beneficiaries by category and by gender 2.1.2 Quantity of food distributed by category 2.1.3 Quantity of non-food items distributed by category		
2.2. 2,200 targeted PLWA beneficiaries per annum received food rations	2.2.1 Number of PLWA receiving food rations		
3.1. 4,900 persons per year receive family rations for FFA	3.1.1. Number of beneficiaries by gender 3.1.2 Quantity and quality of food distributed 3.1.3. Timeliness of food delivery		
3.2. 3,030 persons per year receive individual rations for FFT			

* Basic direct operational costs.



ANNEX III

BUDGET PLAN FOR COUNTRY PROGRAMME — SIERRA LEONE 10333.0 (2005–2007)				
Basic activities				
	Activity 1	Activity 2	Activity 3	Total
Food commodities (mt)	22 218	7 301	4 999	34 518
Food commodities (value)	6 823 206	2 663 093	1 410 526	10 896 825
External transport	2 993 265	901 465	743 420	4 638 150
LTSH (total)	2 630 647	757 738	600 976	3 989 361
LTSH (cost per mt)	118.40	103.78	51.43	
ODOC	523 200	303 700	257 107	1 084 007
Total DOC	12 970 318	4 625 996	3 012 029	20 608 343
DSC ¹				2 276 246
ISC ²				1 601 921
Total WFP costs				24 486 510
Government contribution				900 000

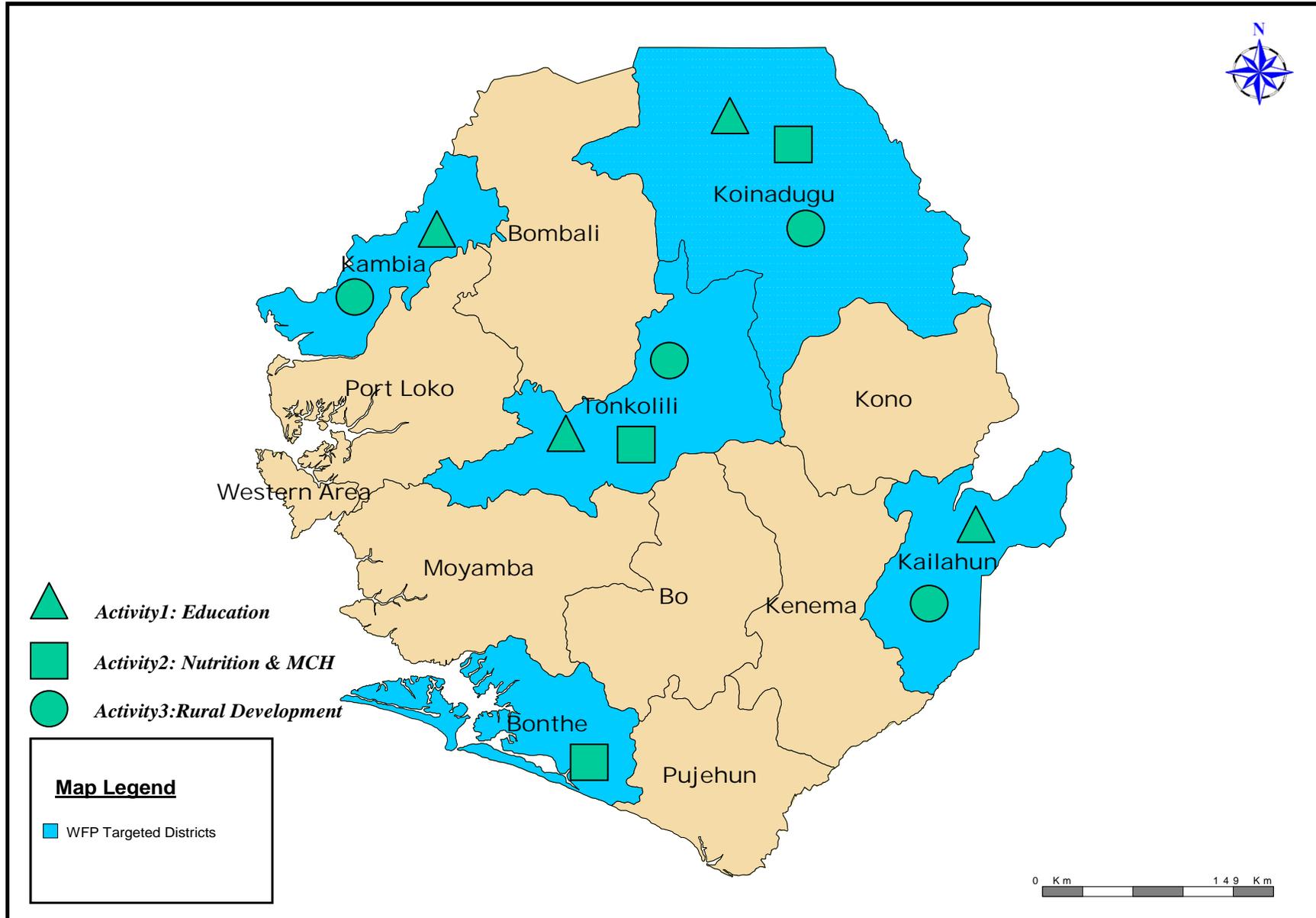
¹ The DSC amount is an indicative figure for information purposes. The annual DSC allotment for a country programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

² The ISC rate may be amended by the Executive Board during the period covered by the country programme.





COUNTRY PROGRAMME ---- SIERRA LEONE 10333.0 (2005-2007)



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

ACRONYMS USED IN THE DOCUMENT

CARE	Cooperative for Assistance and relief everywhere
CBO	community-based organization
CORAD	Consortium for Rehabilitation and Development
CREPS	Complementary Rapid Education for Primary Schools
CRS	Catholic Relief Services
CVA	Chiefdom Vulnerability Assessment
ECW	Enhanced Commitments to Women
ESF	emergency school feeding
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
FFT	food for training
FFW	food for work
FRD	food for recovery and development
HDI	Human Development Index
IDP	internally displaced person
IFAD	International Fund for Agricultural Development
JPO	junior professional officer
M&E	monitoring and evaluation
MCH	mother-and-child health
MCHN	mother-and-child health and nutrition
MDG	Millennium Development Goal
NACSA	National Commission for Social Action
NEPAD	New Partnership for Africa's Development
NGO	non-governmental organization
NRS	national recovery strategy
PLWHA	people living with HIV/AIDS
PRRO	protracted relief and recovery operation
PRSP	poverty reduction strategy paper
RCPRP	Rehabilitation and Community Based Poverty Reduction Project
REBEP	Rehabilitation of Basic Education Project
SBE	support for basic education
SP	strategic priority
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNV	United Nations volunteer
VAM	vulnerability analysis and mapping
WHO	World Health Organization
WVI	World Vision International

